

The Countryside Recreation Research Advisory Group Conference 1979

University of Sussex 19-20 September

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Recreation and the coast - Opportunities, pressures and management issues relating to recreation in coastal areas

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PREFACE

The purpose of the conference is to review current trends in coastal recreation while recognising that recreation is but one of a wide range of activities which utilise this finite resource. In seeking an impartial assessment of the competing claims of recreation, tourism, sites for industry and power generation, agriculture, fisheries, landscape and wildlife, CRRAG hopes to present a new perspective on the recreational opportunities of the coast.

The conference programme follows a logical programme starting with a geographical review of coastal resources following its history of man-made change to the present day. It will review the recreational demands made on the coast and compare them with other pressures, via a case study, and then assess responsibilities and solutions; including statutory planning and the pragmatic response of countryside management. Appropriately enough for a CRRAG conference we will conclude by identifying topics for future research.

Each year CRRAG have experimented a little with the conference programme; this year's innovation takes advantage of the coastal location. The optional extra which we hope will attract most delegates is a pre-conference tour of the East Sussex coast to examine the problems and opportunities which are later presented in the case study.

SESSION CHAIRMEN

- Session 1: Patrick Leonard,
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Chairman, Countryside Panel, South East
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- Session 2: John Gaze,
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WELCOME TO DELEGATES

by

Patrick Leonard

Assistant Director, Countryside Commission

It is some ten years now since the Countryside Commission published their studies of the coastline, which had been initiated by their predecessors, the National Parks Commission. Many of the agencies, who are members of CRRAG, played an important part in those studies. It is particularly appropriate that we should consider the coastal theme ten years later. I hope that the conference will look at the achievements of the last ten years - look at the work we did then - and ask whether we identified the right problems, whether we proposed apt solutions to those problems, and what lessons we have learned.

My own assessment is that we have been far more successful than many European countries in protecting our coastline. Over much of southern Europe, in particular, a good deal of the finest coastal scenery has now been lost to indifferent development. While we have no grounds for complacency, we have recognised the best of our undeveloped coasts and established the concept of heritage coasts, albeit without the backing of either statute or designation. Therefore, one of the things I would like to see coming out of this conference is a comparison of the lessons from the British experience with that of our European neighbours.

However, the conference will not only look at the past; it needs to look to the future as well. The government agencies have a particular need to identify trends to identify the problems of the next ten years, and they have got to suggest adequate policies. Society is changing in an often dramatic way. I don't know how many of you remember the photograph on the cover of 'Planning the Coastline': the little old lady sitting on the beach with her black hat and black coat - and one patent leather, black shoe on. I never did have an explanation of what happened to the other shoe. Ten years ago that scene was quite common. Times have changed. Ten years ago the thought of Brighton Council discussing whether they should allocate part of their beach to nude bathing would have been inconceivable. But things change, and it is important to recognise the changes that are taking place.

We have done a great deal through the planning mechanism to save the best of our undeveloped coasts from the sorts of pressures from housing and from building development. I wonder whether the changes that are now going on in patterns of leisure and holiday making will not mean that, having saved them from built development, they will now succumb to the caravan, tents, car parks, toilet blocks, to all the other paraphernalia of the leisure industry - another question that I hope the conference will examine.

I was struck today, on the tour that we made, by the contrast between Brighton, with all its bright lights, with its very many facilities, and the almost totally undeveloped Sussex heritage coast. The alternative is the sort of mediocrity that we see in other parts of our coast, and elsewhere in Europe; a sort of 'Costa del Everywhere'; it is all the same, it is all badly developed. How you fit the resorts into the pattern of our coastline is important. Also, how the tourist and leisure industry can be encouraged to revitalise and intensify traditional resorts, rather than exploit new and underdeveloped sites, also seems to me to be very important.

Finally, the proper protection of our coasts, and the recreational use of the coast, is also influenced by many other industries and activities which have got nothing to do with recreation or the leisure industry. It is important to identify those pressures, and particularly the new ones that we are likely to face. For example, it seems almost inevitable that we are going to face another generation of nuclear power stations, with their need for large quantities of cooling water. It is a general policy, based on engineering and safety criteria, to put them away from large centres of the population; it pushes them towards the best of our undeveloped coasts. Can the researchers, who have come to this CRRAG Conference, help us to make good decisions? Can we get our energy sums right, so that we will not regret any decisions that we make; we will not regret giving away yet one more piece of our heritage.

Therefore, in welcoming you to this conference, I am setting something of a challenge. The challenge is that the proceedings of this conference will be as apt, and as readable in the 1990s, as is the work that went into the planning and heritage coast reports of ten years ago.

THE COASTAL RESOURCE

by

A. Patmore
 Professor of Geography, University of Hull
 and
 Sue Glyptis
 The Sports Council

And all, impatient of dry land, agree
 With one consent to rush into the sea.
 W. Cowper, Retirement, 1782.

To a conservation-minded contemporary, Shakespeare's 'precious stone set in a silver sea' evokes images of beauty and concern: to the pragmatic Elizabethan it served more importantly 'in the office of a wall'. It is barely 250 years since our ancestors first began to look to the coast for health and for enjoyment. Even sixty years ago, pressures of a range and an intensity which are the concern of this conference could scarce have been identified. In this introductory review, we aim to trace the provenance of those pressures, to chronicle the responses made by planners and to suggest areas where understanding is incomplete and where research may be appropriate. We have adopted an historical approach, the better to distinguish the individual threads of the present tangled skein.

CHARACTER AND QUALITY

First the physical lineaments of the resource itself must be considered. The coastline is both extensive and accessible. Major indentations of the coastline mean that no part of Britain lies more than 75 miles (120 km) from the sea, though simple distance is but one measure of accessibility. Those same indentations make definition and measurement of the linear extent of the coast more art than science. Indeed, the scientist may confuse rather than clarify. The Nature Conservancy, in its submission (1) for the Coastal Conferences of the late 1960s, gave the length of the coastline of England and Wales as 3,847 miles, its definition being mileage

'... along the High Water Mark and to the first bridge or ferry, except when statutory sites come above this limit. In such cases the mileage includes the line of the HWM of the tidal flow beyond the first bridge or ferry' (p. 25).

For the same conferences, the Commission's own mensuration (2) produced a length of 2,742 miles

'... along the High Water Mark shown on 1 inch to 1 mile Ordnance Survey Maps where (the coastline) had a direct

frontage to the sea, and including inlets only where they could properly be regarded as "arms of the sea", for example below the lowest ferry point, or natural ferry point if no actual ferry exists' (p. 1).

The definitions themselves beg many questions. A further contraction - or condensation - is evident in the Reader's Digest Complete Atlas of the British Isles (3), where the length is given as 2,410 miles (p. 226), though length is not thought to be a term worthy of definition. Suffice for the present to say that, if we add Scotland's c. 2,400 miles of mainland coastline, we are dealing with a linear resource over 5,100 miles long by any reasonable definition. Scotland's islands add a further 3,900 miles (on a Scottish Development Department estimate), bringing the total to 9,000 miles.

Other elements of the character of the coast need emphasis. It is not a static resource. Definitions are again difficult, but in general terms about one-third of the coastline is retreating, one-third advancing and one-third virtually static. In parts, erosion is vigorous and dramatic. Along the coast of Holderness the cliffs are retreating at a rate of up to 6 feet a year, removing unsightly development more effectively (and perhaps more rapidly) than planner's fiat. Elsewhere around the coast are frequent examples of erstwhile ports where the sea no longer reaches. Harlech castle was designed to be provisioned by boats sailing to the foot of its battlements, but the sea now lies over half a mile away. The Dee estuary shows a succession of ports deprived of water access: it is hard now to imagine, for example, that Handel and Wesley sailed on services from Parkgate to Ireland a mere two centuries ago (4).

Of more immediate concern is the sheer physical variety of the resources. Towering cliffs and deep penetrating fjords contrast with sandy beaches, and dunes or salt marshes and muddy creeks. The variety is as much in opportunity as in form. There are the economic opportunities of a deep and sheltered channel close inshore or of extensive estuarine flats offering an unencumbered site of little agricultural value: there are the recreational opportunities of sandy beach and shallow sea, of sea-girt rock pools and of fretted cliffs. The coastline too is a place of varying mood. Far more than the countryside, the changing quality of light and force of wind bring not only visual variety but a variety of human challenge. The coastline is a place where respect for nature is a lesson quickly learned.

One further facet of variety needs stressing in the present context. The coastline not only shows great change along its length, but in cross-section has three distinct components, each a resource of varied opportunity.

In the first place there is the actual shoreline itself, the true meeting point of land and water. This is literally 'the seaside', and for informal recreation by far the most important

element of the resource. Its exact limits and range may fluctuate with the tide, but its opportunity lies in the intimate intermixing of land and water.

The second element is the sea as an entity on its own. As a biological realm, or as a medium for transport, its worth is both distinct and obvious. In recreational terms, it must be considered both as another water body (albeit with distinctive characteristics) for a country with a relative scarcity of inland water sites, and as the setting for recreations unique to the ocean environment. Sailing and water-skiing, for example, take place in both an inland and a coastal setting: in surfing and sea-angling the sea itself is a necessary resource. There is not space in this paper to examine in detail the varied recreational demands the sea - or indeed the coast as a whole - can sustain: Tanner's work (5) remains an essential reminder of that variety.

The third element of the coastline is the land behind the shoreline, the hinterland. At times, as in port and resort development, this is an integral and necessary part of the coastal resource as a whole: at other times, the adjacent presence of the shore and sea has little impact on its use. This is certainly true of much coastal agricultural land: apart from minor climatic differences, a coastal farm may have a pattern of land use no different from its inland counterpart.

In recreational terms this hinterland zone has its own problems and opportunities. It can offer a vista of the sea, which while less immediate than that from the shore, has a sense of space and contrast unmatched inland. The popularity of coastal paths attests to its value. Other recreations may find this location desirable if not essential. Golf is a particular case in point. It is scarcely thought of as a coastal sport, but the word 'links' meant the dune area above the tide long before the game itself was known. The sandy ground is often ideal for course construction (and of little agricultural worth), and the sight and sound of the sea enhance the pleasure of the game. It is no accident that in England and Wales one fifth of all golf courses have a coastal setting (6).

In any review of the coastal resource, its variety needs continual stress, and not least the distinctive environments of shoreline, sea and hinterland. In the remainder of this paper, the generic term 'coastline' will normally embrace all three, but these distinctions must not be lost in generalisation.

ORIGINS: THE RUSH TO THE SEA

Historically, the coast was long perceived as a resource of limited utility. Distinctive settlements grew where access was gained to the sea for trade, for naval warfare or for fishing, but for the population as a whole the coast was a remote, almost irrelevant place, and for those who thought of it at all the sea was fearful and forbidding.

The major change came in the eighteenth century with the emergence of the seaside resort. It is paradoxical that the first coastal resort of consequence, Scarborough, owed its importance not to the sea but to mineral springs whose waters happened to rise on the sands at the foot of the cliffs. Their worth was recognised early in the seventeenth century, and by 1700 Scarborough was a spa of wide reputation. The greater supply of a different kind of water was not long neglected: in the early 1730s a visitor wrote, 'It is the Custom for not only the gentlemen, but the ladies also, to bath in the Sea: the gentlemen go out a little way to Sea in Boats (call'd here Cobbles) and jump in naked directly... The ladies have the Conveniency of Gowns and Guides' (7). At the same time, a regular bathing season was beginning at the fishing village of Brighthelmstone, as Brighton was then known: sea bathing before 1750 is also recorded at Deal, Eastbourne, Portsmouth and Exmouth (8). These infant seaside resorts were, however, as yet of little consequence, and seawater was entirely subordinate to spa water in contemporary practice. Richard Russell's A Dissertation on the Use of Sea Water in the Diseases of the Glands still had apparent novelty when it was published in 1752, but it set the seal upon the sea-water cure in general and the reputation of Brighton in particular, for Russell came to live in that resort in 1754 (9).

There is no time in the present context to chronicle in any detail the rise of the seaside resort: there are already scholarly and lively accounts in Leonard, Gilbert and Pimlott (10). Certain themes, however, deserve emphasis if the present character of coastal resorts is to be fully understood. As we have seen, the initial growth of these resorts was rooted in medical practice, and in the substitution of sea water for spa water in drinking and bathing. Sea water drinking had an understandably brief vogue, and while the belief in sea bathing as an aid to health remained, the seaside resorts, like the spas before them, rapidly gained a social rather than a medical focus. Nonetheless, throughout Victorian times and beyond, medical justification and inspiration remained.

To health for the body there was soon added inspiration for the mind. There was a new perception of nature and of the sea as one of its grandest yet most mysterious phenomena. The sea still stirs emotions, but for us that power is now so diluted by familiarity that it is easy to forget its impact a century and a half ago. Hazlitt observed that 'there is something in being near the sea, like the confines of eternity. It is a new element, a pure abstraction'. At Bridlington in 1839, Charlotte Bronte could write that 'the idea of seeing the SEA - of being near it - watching its changes by sunrise, sunset, moonlight and noonday in calm - perhaps in storm - fills and satisfies my mind'. Indeed, when she saw it, 'she was quite overpowered, she could not speak till she had shed some tears'. (11).

The ability to articulate such emotions belongs to few: the character, if not the intensity, of the experience was to change as the nineteenth century brought the millions to share what had hitherto been the prerogative of a privileged minority. Even Brighton, the premier resort, had a population of only 7,000 in 1801, whereas by the First World War the Borough had over 130,000 inhabitants, and the whole coastal conurbation from Shoreham to Brighton was 190,000. The growth of resorts was stimulated both by growing opportunity as the concept of the holiday and the day excursion percolated through society and as higher standards of living gave the means to a far wider spectrum, and by the fundamental changes in mobility brought by the railway. From the 1840s, the excursion trains brought growing crowds 'some with a month's range, others tethered to a six hours limit, but all rushing with one impulse to the water's edge' (12). By 1850, the railway carried 73,000 people to Brighton in a single week: on Easter Monday 1862, over 132,000 people travelled on the railway to the resort (13).

The movement to the seaside, however, was urban in origin and urban in expression. The impact on the coast was dramatic, but strongly limited in spatial extent. The seaside resorts lacked the single focus of the baths at their spa precursors, but the limited compass of beach and promenade was provision enough. Regency Brighton was an adult experience in every sense of the term: Victorian Brighton was a family affair, the beach admirably adaptable for family activity. The landscape gained new elements. The bathing machine was a concession to modesty (albeit of dubious efficiency) in the earliest days and lasted until the revolution of morals and manners in the first two decades of the present century. The pier was perhaps the greatest symbol of the resort, the building of a pier the sign that the resort had come of age. They survive in surprising numbers - 54 in 1973 (14) - though in their spindly elegance they have succumbed in alarming numbers to storm, fire and economic vicissitude.

By the First World War, the British people had come to love the coast, whether for annual diversion or the day by the sea. But the impact was almost entirely concentrated on the coastal resorts, an urban impact with a distinctive landscape and an equally distinctive acceptance of crowding. Richard Jefferies in 1885 (The Open Air) distilled the Victorian experience of the seaside when he wrote of

'a squealing, squalling, screaming, shouting, singing, bawling, howling, whistling, tin-trumpeting, and every luxury of noise. It is a sort of triangular plot of beach crammed with everything that ordinarily annoys the ears and offends the sight.

Yet you hear nothing and see nothing; it is perfectly comfortable, perfectly jolly and exhilarating, a preferable spot to any other. The way in which people lie about on the beach, their legs this way and their arms that, their hats over their eyes, their utter give-them-selves-up expression of attitude, is enough in itself to

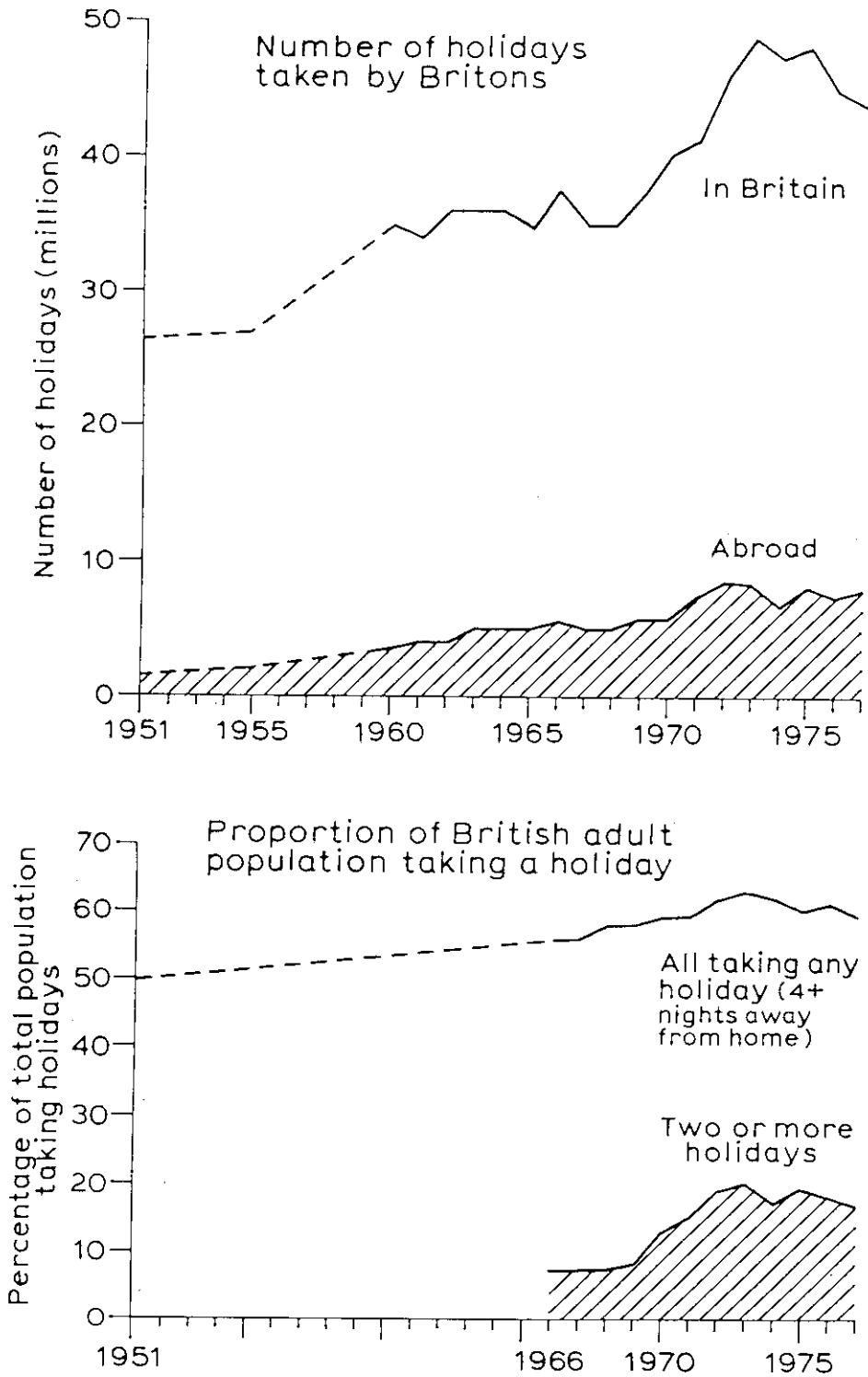


Fig. 1

The number of holidays taken by British people, and the proportion of people taking a holiday, 1951-77. Data: British Tourist Authority.

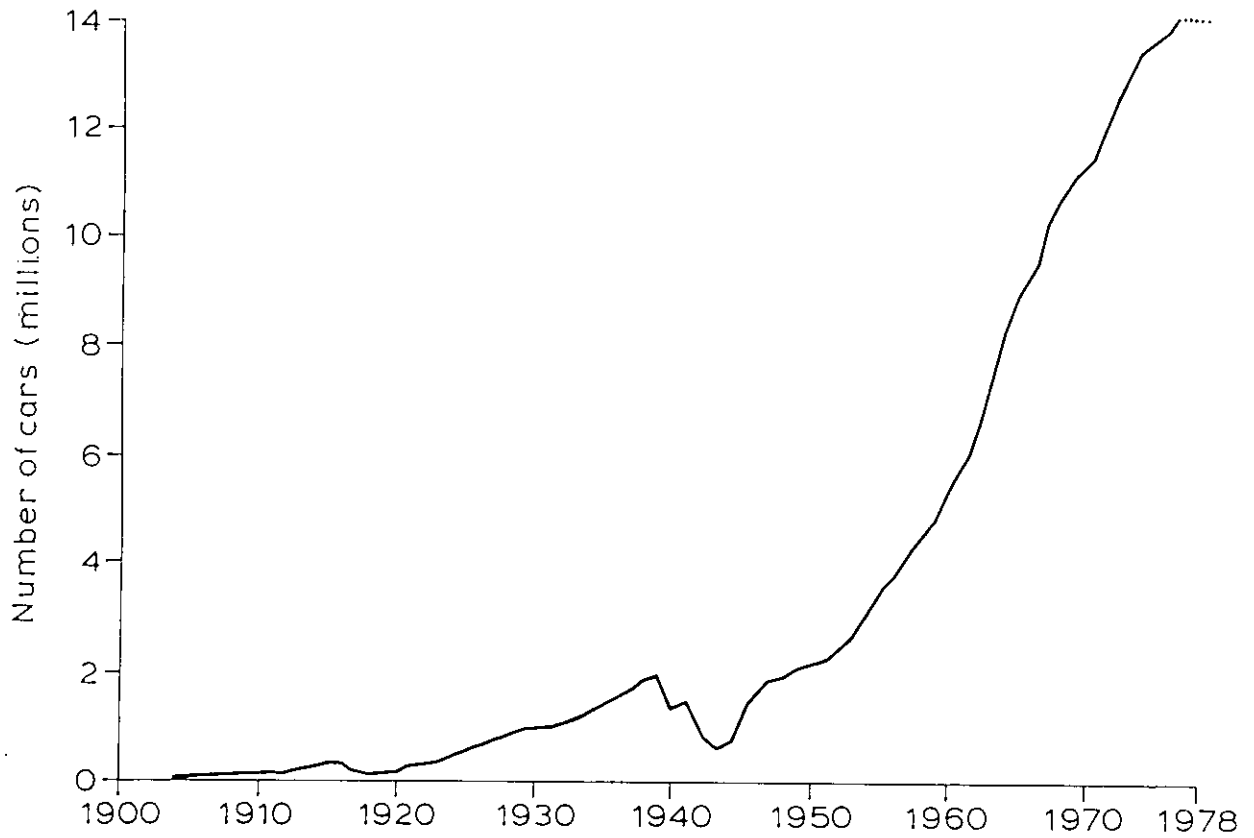


Fig. 2

Cars registered in Britain, 1904-78. Data: British Road Federation. No vehicle census was taken in 1977, and the calculation for 1978 is on a different basis.

make a reasonable being contented. Nobody cares for anybody; they drowned Mrs. Grundy long ago.'

In the century since then, it is surprising how little the pattern of the experience and its enjoyment has been changed.

THE NEW MOBILITY: SIXTY YEARS OF CHANGE

Since 1918, however, the resort experience has ceased to be the only coastal experience of consequence: the main emphasis in the last sixty years (and in the last thirty in particular) has been the growing diversity of recreation at the coast and its widening spatial impact. This, coupled with totally new land-use pressures on the coastal resource, has given new and more serious dimensions to the problems of the coast.

In the first place, the sheer volume of recreational travel to the coast has increased substantially. The widespread advent of holidays with pay between the wars, the growing holiday entitlement and the rise in real incomes since 1945 have more than doubled the number of holidaymakers. It is estimated that some 15 million holidays were taken in 1937: this had grown to 35 million by 1960, and has fluctuated between 40 and 48 million in the 1970s (Figure 1)(15). Despite the increase in holidays abroad, these still account for only one holiday in five, and the net result is a major increase in pressure on British resources. This is the more important when two facets of holidaymaking are emphasised. It is still intensely seasonal: in 1977 July and August accounted for 60 percent of main holidays, compared with 62 percent in 1968 and 64 percent in 1951. It is still dominated by the lure of the coast: some threequarters of all main holidays in Britain include a stay by the seaside.

The pattern, of course, is not just a simple one of over-all growth. We shall return shortly to the changes in the resorts themselves, but first the dramatic changes in transport patterns must be emphasised. As in so many facets of recreation, rising levels of car ownership have brought a new dimension to mobility - not only the ability to travel, but the ability to choose time and destination free from the fixed schedules and fixed routes of public transport. The major impact belongs to the last thirty years, with a seven-fold increase in the number of private cars on the road (Figure 2). The natural corollary has been the use of the car in holiday travel (Figure 3): in 1951, bus and train accounted for 74 percent of holiday journeys and the car 27 percent, while for 1977 the figures were 25 percent and 71 percent respectively.

The change has been not only of degree but of kind, for the car is far more than a simple and more convenient substitute for other forms of transport. In the present context it has opened up the more remote coastal areas, both on a regional scale as in the Highlands of Scotland, and even more significantly in

the rural hinterlands of existing resorts. Far more of the coastline now feels the pressure of holidaymakers far more intensely. It would of course be wrong to over-emphasise the extent of the problem: in acute form it remains spatially restricted, even on individual beaches. For those more used to grappling with the environmental problems of a Kynance Cove, it is salutary to recall that the Countryside Commission for Scotland recently reported that of the 466 beaches surveyed in the Highlands and Islands, 90 percent had less than 100 users a day in the peak season, and 30 percent less than 5 (16). Crowding is still a relative term at best.

The holidaymaker, of course, is not the only denizen of the coast and in some areas nearer to the bigger conurbations may be outnumbered by the day visitor. Objective evidence for any comprehensive view is not obtainable, though the estimates prepared for the Coastal Conferences of the late 1960s give a reasonable picture, albeit one suspect in detail (17). The lineaments of this component of demand are fully discussed in the following paper: suffice for the present to emphasise the fundamental attraction of the coast for informal recreation. The National Survey of Countryside Recreation showed that 35 percent of all respondents had visited a seaside resort in the previous month: to those must be added visitors to less urbanised parts of the coast (18). In the latter context, 'sea coast and cliff tops' were not only the most important single 'countryside' destination (20 percent of all such trips), but accounted for almost half of all visits to 'countryside' sites not managed specifically for recreation (19). On a more parochial scale, the case of Hull may be cited: Wall's study (20) showed that 59 percent of car-borne pleasure trips from Hull were to coastal locations, and 43 percent to the four major resorts of Scarborough, Bridlington, Hornsea and Withernsea.

This pressure of movement, with its varied temporal rhythms, has had a more lasting impact on the landscape than the ephemeral passage of the tourists and trippers themselves. Most marked has been the expansion of holiday accommodation away from the tight nuclear patterns of the traditional resorts. An early change was the growth of holiday camps, in essence virtually self-contained resorts established on new sites. Though visually regimented and often tawdry, their total space demand was small and they played a valuable part in easing concentrations of demand on urban resorts (21). Far more serious was the pressure between the wars for individual space on a coastal frontage, and the growth along some coasts of a fringing band of flimsy structures, many of which soon deteriorated into serious visual eyesores. The problem was early recognised and in 1932 the Lindsey County Council (Sandhills) Act pioneered control over random coastal development.

Since 1945 pressures have intensified for more informal accommodation away from the traditional resorts, not least as spiralling labour costs priced serviced accommodation out of many

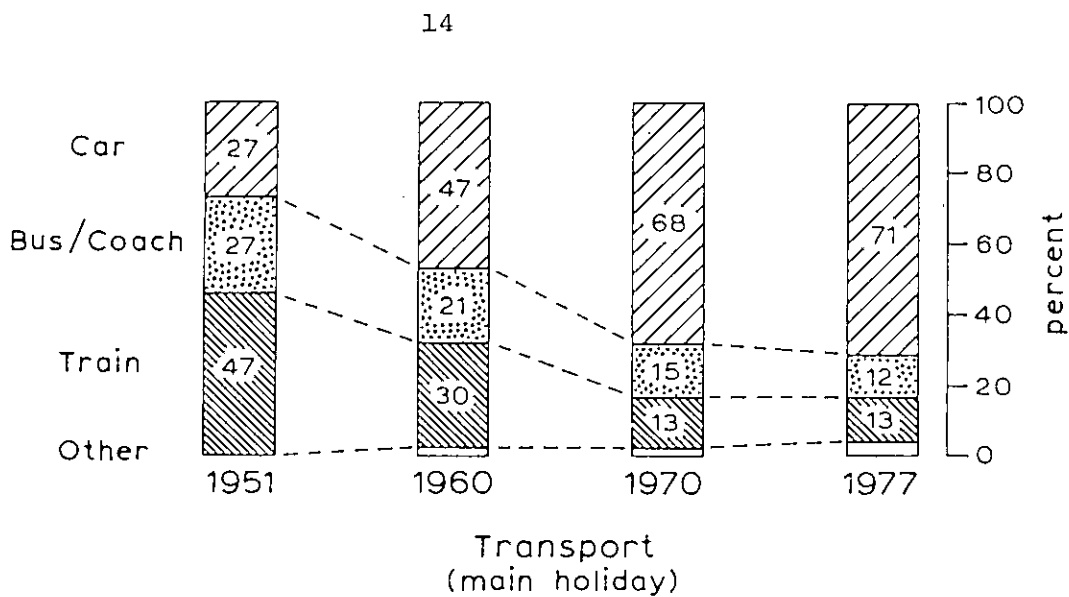


Fig. 3

Transport used for travel on holiday in Britain by British people. Data: British Tourist Authority.

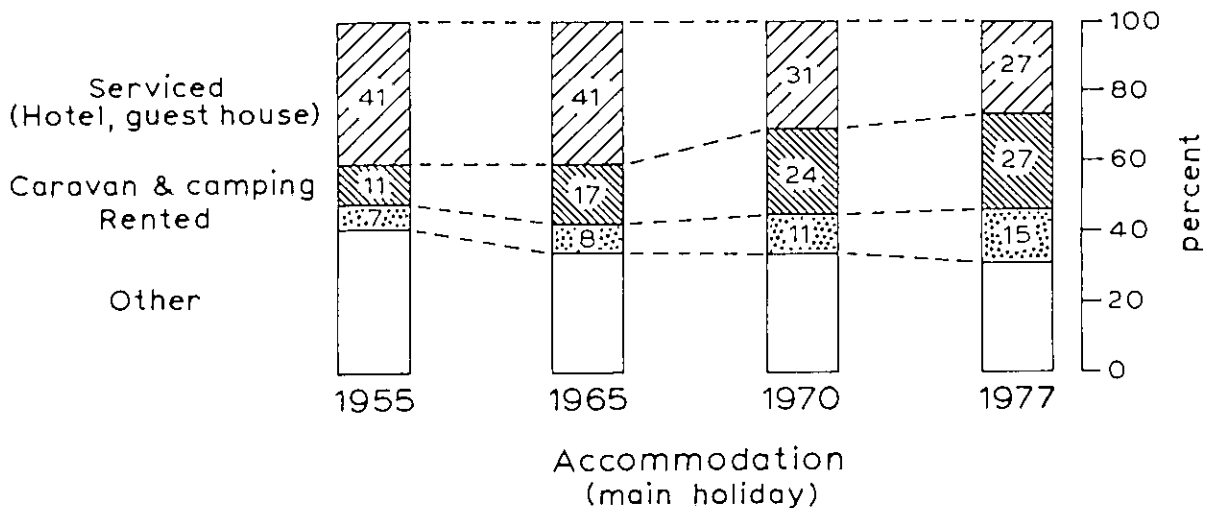


Fig. 4

Accommodation used on holiday in Britain by British people. Data: British Tourist Authority. The 'other' category is slightly under-represented on this diagram, as double counting makes totals for individual years exceed 100 per cent.

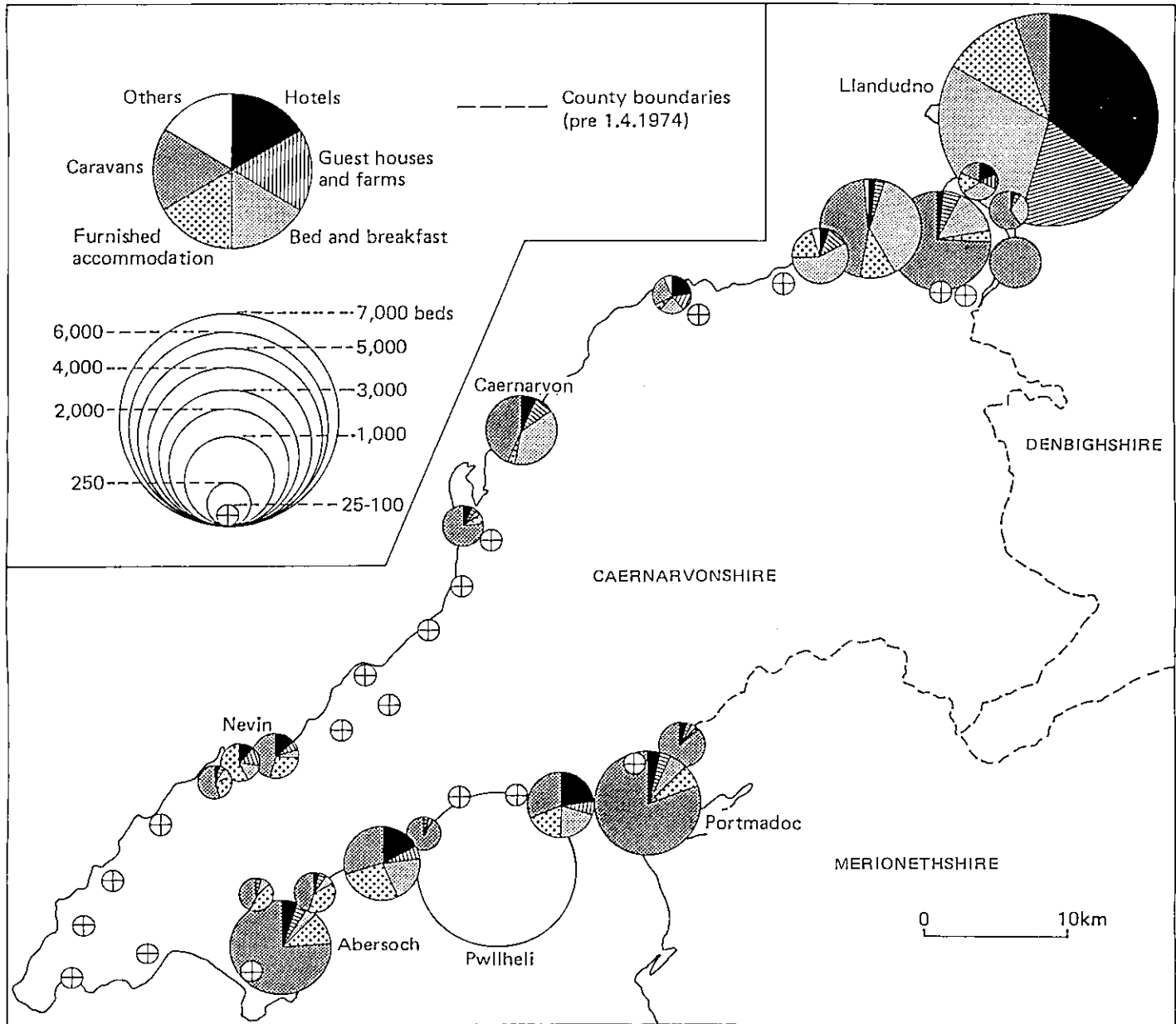


Fig. 5 Holiday accommodation in Caernarvonshire.
Data: Snowdonia National Park Survey.

pockets. Figure 4 chronicles the change, and the growing emphasis on self-serviced, informal accommodation. Some of that accommodation has been found by converting boarding houses and hotels within existing resorts to flats: indeed, evidence suggests that the traditional resorts are accommodating as many visitors as 30 years ago, even though the number of hotels and guest houses has fallen by at least one-third (22). But the real changes have come outside the resorts, and in particular the growth of caravanning and camping. Caravans have posed unusually acute problems. Static sites are visually intrusive and space demanding: the problems are not confined to such major concentrations as Abergele or Porthcawl (both of which can accommodate over 20,000 at one time in caravans), but are felt to a greater or lesser degree all round the coast. The case of Caernarvonshire illustrates the variety of accommodation available, its spread away from traditional resorts like Llandudno to form a near-continuous fringe, and the dominant role of static caravans in such centres as Portmadoc and Abersoch (Figure 5). The spread would be even more marked if campers and touring caravanners who bring their own accommodation were included.

Contemporary pressures and conflicts on the coast are not only those generated by recreation and the holiday industry. In earlier years, most major resource development conflicts were land-based, as with coal and other mineral exploitation, the expansion of urban areas or the siting of power stations. Increasingly the coast has become the major focus. There is no time to examine such conflicts and demands in depth, but the main outlines must be rehearsed if a balanced picture is to be presented. Industry, and in particular steel, oil-refining and chemicals, seeks ample deep-water sites affording easy access for giant bulk-carriers carrying imported raw materials, and with adequate and relatively cheap land for constructing space-consuming plants. Britain's major estuaries have become major foci of industrial development for here these requirements can be most readily met. The scale of investment and the scale of operation are without previous parallel, but there is inevitable conflict with established land uses and with conservation interests on important estuarine wetlands. With but one exception, the nuclear power station programme has sought coastal sites where the necessarily large amounts of cooling water are readily obtained, at first in comparatively isolated sites and now in more developed areas. The exploitation of North Sea oil and gas have given rise to their own peculiar problems, frequently acute in economic as well as visual terms.

Port development has brought fewer conflicts. The principal threads in the last twenty years have been twofold - the increasing size of individual ships and the extensive space needed for some shore installations. The development of large bulk carriers, and in particular supertankers for the carriage of oil and oil products, has meant developing new or revised shore installations with adequate depth in the approach channel, and adequate manoeuvring space. Traditional ports have become difficult of access: the Shell refinery at Stanlow on Merseyside,

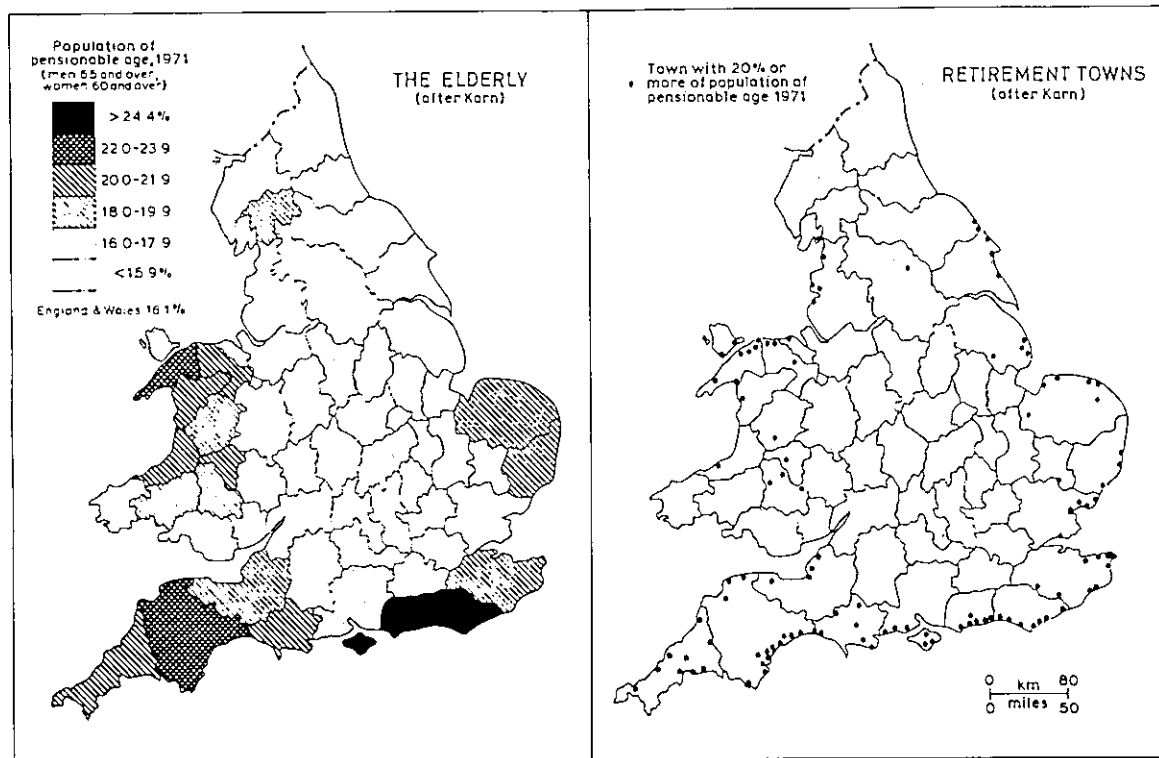


Fig. 6a The population of pensionable age (women 60+, men 65+) 1971. After Karn.

Fig. 6b Towns with more than 20 per cent of population of pensionable age, 1971. After Karn.

for example, has needed successive shipping terminals in the Manchester Ship Canal at the entrance to the Canal at Eastham in the main channel of the Mersey at Tranmere, and now in open water off northern Anglesey. Increasingly, the physical characteristics of the harbour have become more important than the industrial characteristics of its hinterland, with a premium on such deep inlets as Milford Haven despite their relatively remote position. More general traffic has become containerised: at container ports extensive tracts of land are necessary for stacking containers.

Other coastal pressures must be dismissed summarily, but without denying their importance. Military use of coastal land and of coastal water for offshore ranges remains extensive. In 1973, the Nugent Committee reported that 198 miles of coastline, perhaps 3 percent of the total, were used by the Services for weapon testing and training (23). Of all the sites examined by the Committee in Great Britain (which excluded naval dockyards and port installations), 43,860 acres, or 9 percent of the total, were foreshore sites (24). In addition to land still used for military purposes, remnants of former defence installations still add visual blight.

Urban resorts have had their share of the explosion since 1918 in the total area devoted to urban use, with the effect often exaggerated by linear attenuation along the coastal frontage as homeowners sought the advantage of sea-fronting property. Coupled with this, though more of a social and economic than a physical problem, was the growing role of coastal towns as favoured retirement centres (Figure 6). Bexhill, to take but an example, had 6.3 percent of its population of pensionable age in 1901, only 0.2 percent above the national average; by 1971 the proportion had risen to 44.2 percent, 28.1 percent above the national level (25).

In the compass of a brief review of the coastal resource and the emergence of the pressures it sustains, generalisation and simplification is inevitable. There has been space only for a national view, for a simple statement of magnitude with little concern for regional variation or for the detailed local examination of specific conflicts. Subsequent papers fill in some of that detail, and look at specific instances of the interplay of uses and the stresses generated. Conflicts are as varied as the coast as a physical resource is varied. Some conflicts are clear cut between uses - cliff tops for housing or agriculture, tidal flats for industry or bird sanctuaries. Others are much more complex and subtle, with conflict between different aspects of the same use. Recreation is notorious for such conflicts, between different activities on the same stretch of water, for example, or between the need to conserve the form and flora of a dune-backed shore yet permit full enjoyment of its sandy beaches. In the past, with the coastline lightly used, conflicts were few and regulation and control rarely necessary. They could still be needed on occasion. Early resorts, where both sexes

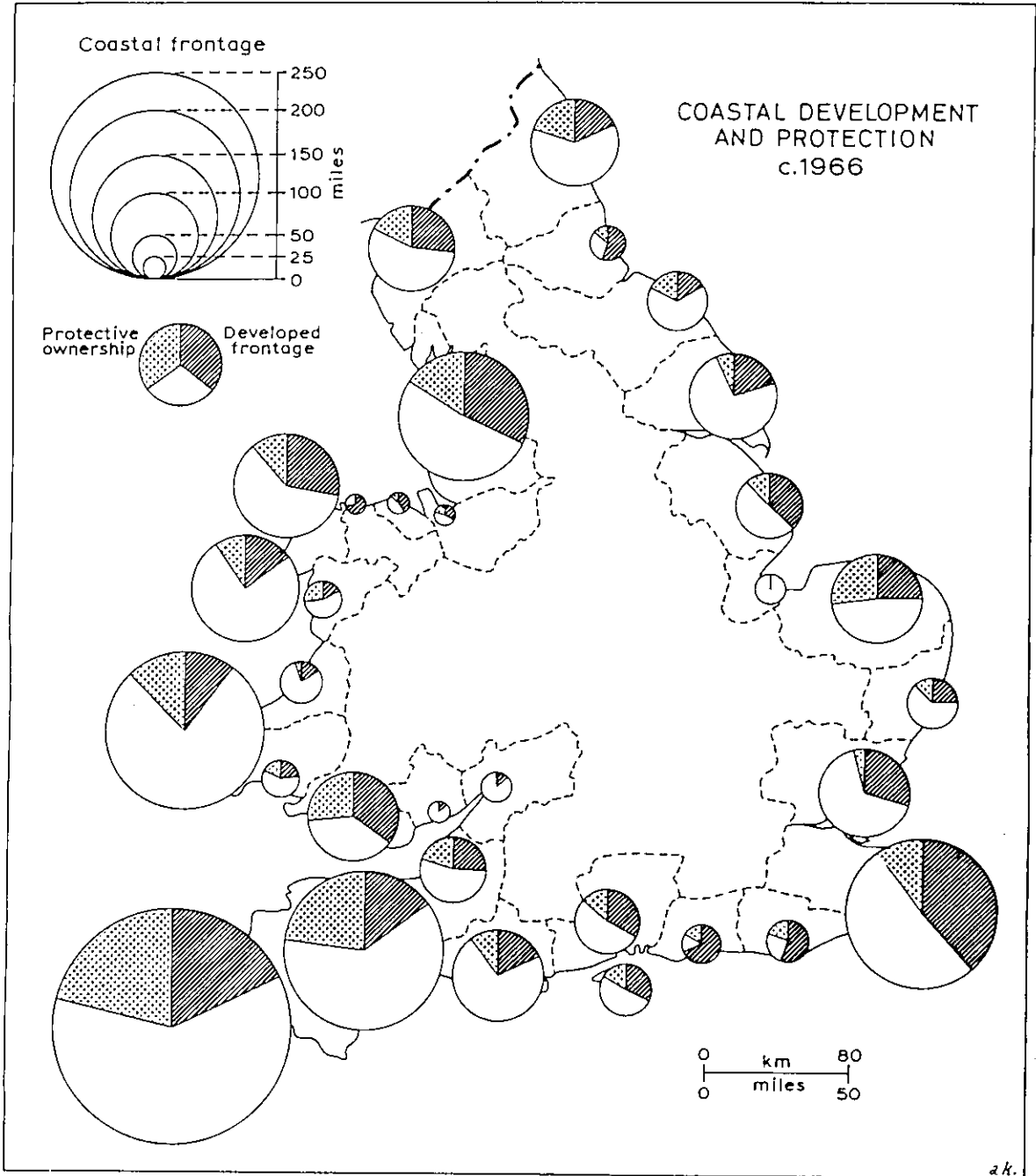


Fig. 7 Developed and protected coastal frontage, 1966.
Data: Countryside Commission.

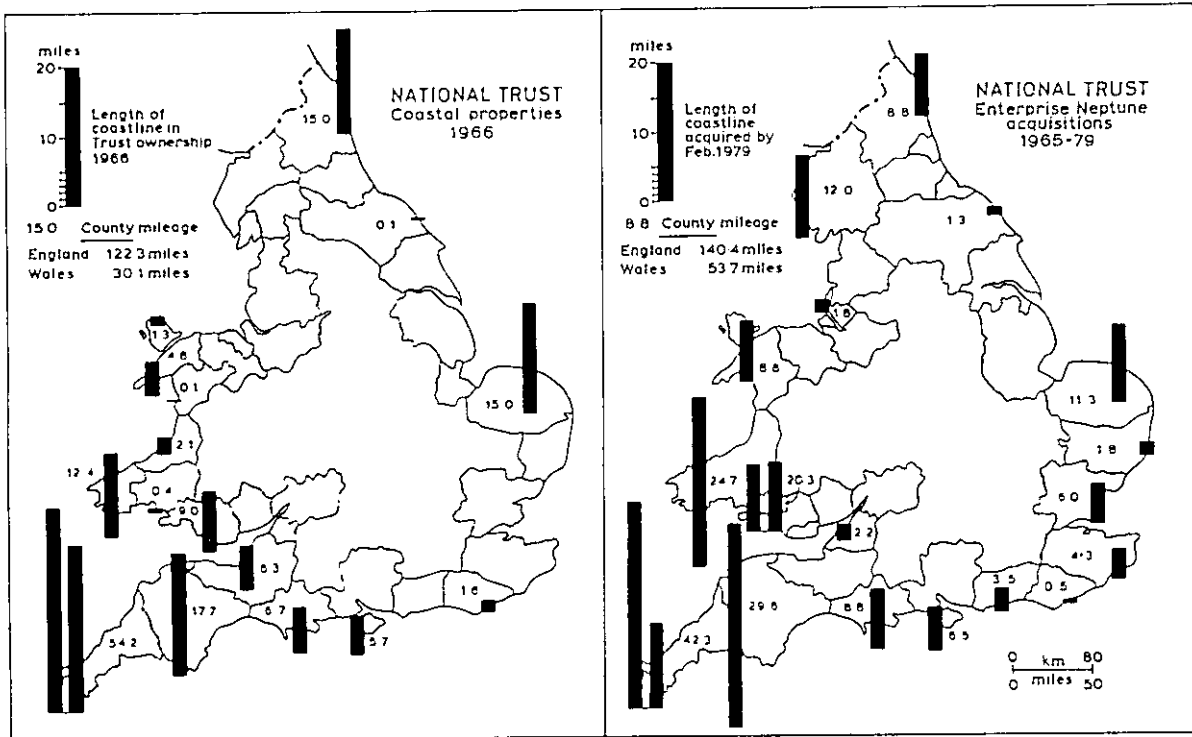


Fig. 8a (left)

National Trust coastal frontage, 1966.
Data: Countryside Commission.

8b (right)

National Trust coastal frontage acquired
under Enterprise Neptune, 1965-79. Data:
National Trust.

often bathed naked, usually prohibited mixed bathing: at Blackpool the penalty exacted for male intrusion on female hours was a bottle of wine, though for whose more complete enjoyment is not made clear. Through time, however, the growing complexity and the widening impact of demands on the coastal resource has brought increasing concern and increasing management and regulation. We turn now to a brief look at some of the responses to these pressures.

THE MANAGEMENT RESPONSE

Much of the response, of course, simply reflects the history and mechanisms of land use planning and management for the country as a whole, and it is obviously not apposite in the present context to plough these well-worn furrows. But at times the coast has exacted a specific response or highlighted a particular opportunity and it is on some of these that we briefly concentrate.

The rapid changes of the years after 1945 brought one such upwelling of concern as pressures on the coast mounted in number and intensity. In 1963 the Ministry of Housing and Local Government sought, in Circular 56/63, to highlight the problem. Local authorities were asked to initiate a special study of their coastal areas and to consider in particular which parts needed safeguarding and on which development it should be concentrated. Response to this initiative was patchy and slow, but a major spur was the holding of nine regional Coastal Conferences by the National Parks Commission in 1966-67.

The published reports of the Conferences, together with the two special studies and the two summary volumes (26) were a major landmark in coastal planning in England and Wales. Their value was threefold. They highlighted the importance of the coast for those involved in land use planning; they provided a mass of new and useful data (Figure 7); and in the summary volumes they set out, in cogently argued detail, sound basic principles for a more concerted approach to the management and planning of the coastal resource.

In the ensuing decade, achievements have not matched ambitions, though the failures are largely of mechanism and not intent. Effective management is intimately dependent on effective control of a resource: much of land use planning in particular must endure the frustration of making recommendations for which there are inadequate powers, funds or political will to implement.

Where control is adequate, through direct ownership in particular, much can be achieved. At the time of the Conferences, 15.1 percent of the coastal frontage in England and Wales was in some form of protective ownership, the major land-holders being the National Trust, the Nature Conservancy and the local authorities themselves. The first two are worth particular mention.

By the mid-1960s the National Trust already owned 152 miles of the coastline of England and Wales (Figure 8), its coastal properties being largely concentrated in the west and

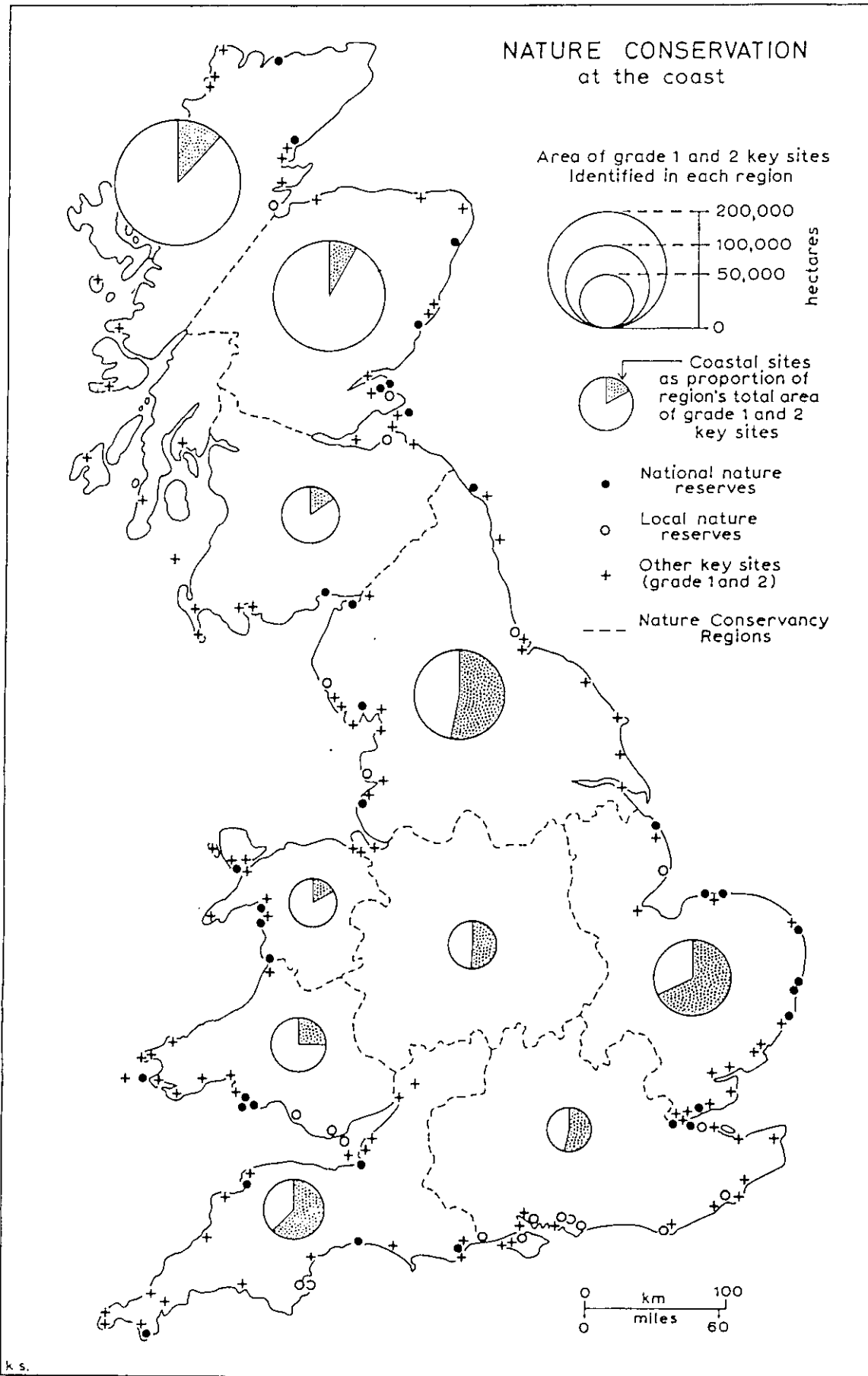


Fig. 9

Nature conservation at the coast: existing and potential reserves. Data: Nature Conservancy Council.

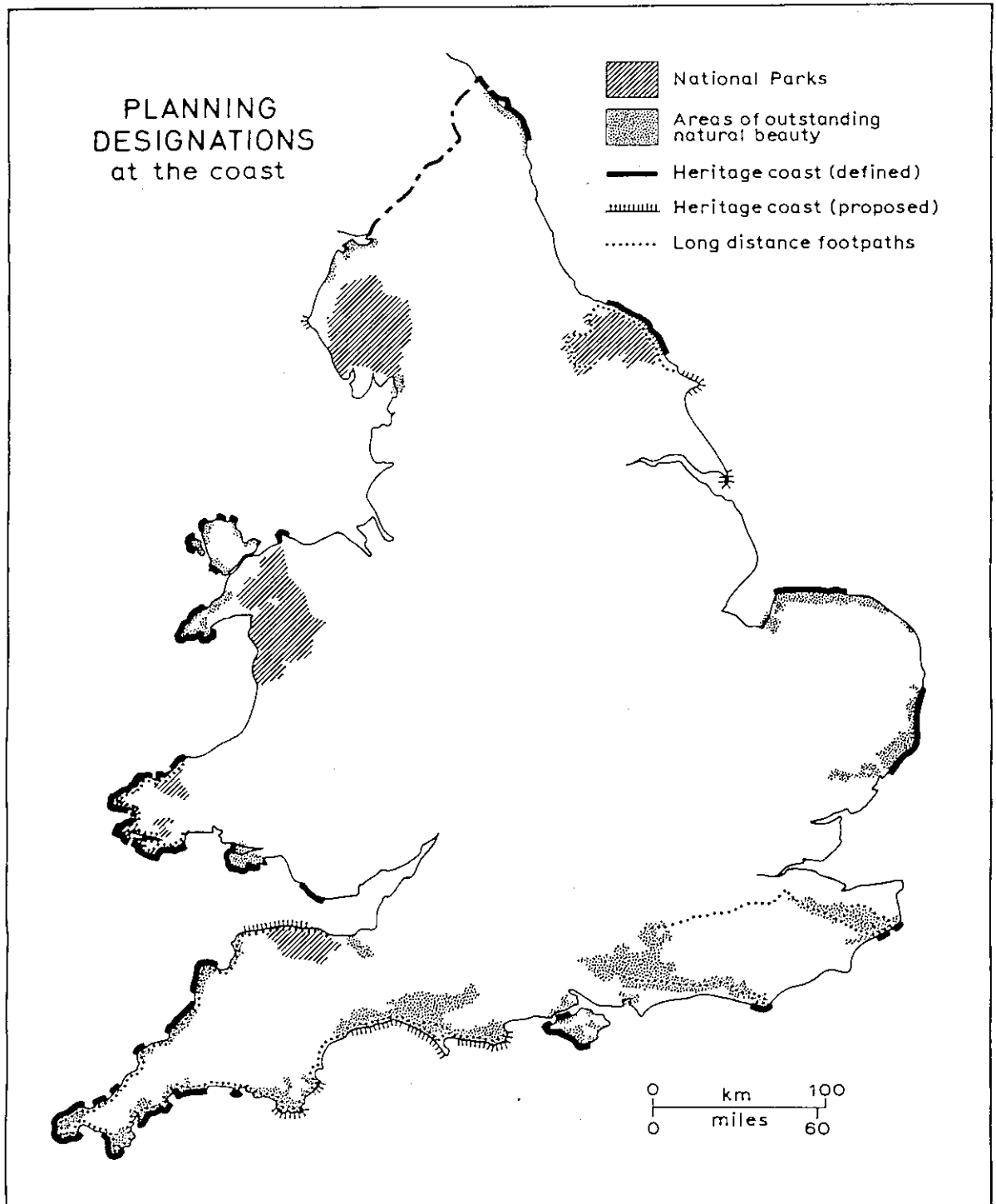


Fig. 10

Designated land at the coast, 1978.
 Data: Countryside Commission.

south between Anglesey and the Isle of Wight. A decade previously, the Trust had already come to view the protection of the coast as its most pressing task, and had made a promising beginning in the south west. The Cornish Coast Advisory Committee was formed in 1957 and succeeded in adding some forty miles of that county's coasts to the Trust's control by 1965. Duly encouraged, the Trust sought to work on a wider canvas. In 1962-63 they carried out their own survey of the coast: it revealed one-third 'ruined beyond redemption', one-third 'of no significant recreational or scenic importance', but the remainder of 'outstanding natural beauty and worthy of permanent preservation' (27). Enterprise Neptune was launched in 1965: despite an initially stormy passage (when attention was focussed as much on the Trust as on the coast), it proved a remarkable success and has more than doubled the length of coastline in Trust protection. It is salutary to remember that the Trust, nominally at least a private organisation, now controls one-eighth of the coastline south of the border, and some two-fifths of that 'naturally beautiful'.

The theme of conservation through direct control, albeit with different objectives and different parameters for acquisition, is seen in the work of the Nature Conservancy Council. Almost one in four (38 out of 161) of existing National Nature Reserves are coastal in location (Figure 9), and the coast also plays a large part in the key sites identified in the Nature Conservation Review (28). In England and Wales these sites cover 371,000 ha, of which over half, 195,000 ha, are coastal habitats.

Ownership, or direct control through covenant or management agreement, despite its surprisingly widespread impact on the British coastline, can never be universal in the British political and social context. Planning designation, for all its weaknesses, has been the more usual response to specific conservation needs. When it is remembered that formal designation has a direct history of only thirty years, it concerns a surprising length of the coast (Figure 10). Heritage Coasts, of course, are the direct legacy of the Coastal Conferences. Their designation, as then conceived, was to be a national concern. In the event, circular DOE 12/72, WO 36/72 The planning of the undeveloped coast, while welcoming the concept, left definition to individual local authorities. Nevertheless, with some 672 miles already defined (29) the protection such designation can afford covers much of the visually most exciting stretches of undeveloped coast. Designation implies more than a simple planning description: inherent in the concept is positive and detailed management for conservation.

The emphasis in the management context so far in this section of the paper has been almost entirely on conservation, on the preservation of the scenic quality of the undeveloped coast. Protection has not precluded access for recreation: far from it, for the result has often been to open up far more of the coast for public enjoyment, to enable them to share more

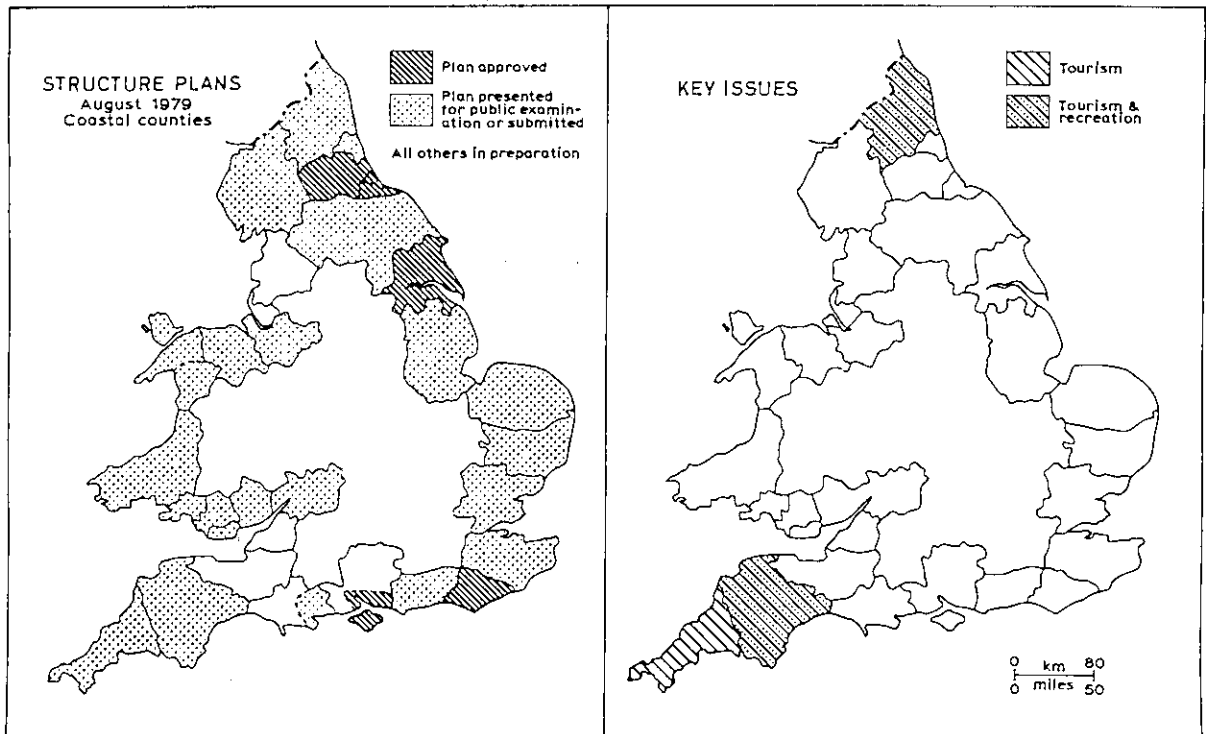


Fig. 11a (left) Structure Plan progress, August 1979.
Data: DOE.

11b (right) Counties with Tourism or Recreation as
'key issues' in structure plans.

readily its beauty and exhilaration. Coastal management and coastal conservation, however, are not synonymous: as we have already shown, the legitimate demands on the coastal resource are much more wide-ranging and many inevitably detrimental to physical appearance. Local authority planning must be aware of all these demands, and in its management role attempt to satisfy the varied needs and resolve the conflicts which thereby arise.

The current means by which this end is largely achieved is, of course, the structure plan, and in preparing this paper all current structure plan documents for the coastal counties of England and Wales have been reviewed (Appendix 1). It was a daunting (and often indigestible) task. The appendix tries to distil the essence of policies and comments related to the coastal resource, though simplification brings the inevitable danger of misinterpretation. To draw common threads from this welter of material is an even more daunting task, but the following paragraphs are our attempt at some reflections in retrospect. It should, of course, be emphasised that all Structure Plans are not at the same stage of progress. Drafts are modified before approval: our review can only cover the current documents with their varying status (Figure 11), and the appendix tabulations do not, therefore, strictly compare like with like.

The structure plan process offers a strategic opportunity of unique importance. As the Cumbria plan neatly puts it, it is 'basically a method of DESIGNING the future - not coping with the inevitable'. It gives the chance to co-ordinate policies, to adopt a broad and informed overview. Yet that very approach has inherent weaknesses. It may yield structures without frameworks, and it must make recommendations in fields which are beyond the direct control of the planning authority. It remains constrained too by its own boundaries: guidelines for structure plans permit different approaches and local authority autonomy may mean incompatible, or even conflicting policies for comparable resources in adjacent counties.

In a coastal context, some of the problems inherent in the structure planning process were presciently foreshadowed in the Coastal Conference review.

'... a lack of precision is a common defect of existing protective policies for the coast. The value of any policy for development control purposes depends on the clarity with which it is defined. Where the policy is vaguely drafted, development control is likely to be uncertain and ad hoc, and a gradual accretion of development is a possibility. We fear that structure plan policies, despite good intentions, may be liable to criticism on similar grounds. By their nature, they will only be an expression of general intentions and will probably give only broad guidance on the correct response to day-to-day questions of development control'.. (The Planning of the Coastline, para 224).

To this inherent failing must be added another of equal importance. The coast is normally treated under a series of policy headings, as the appendix clearly illustrates, rather than as a resource in its own right. The inevitable result is a lack of co-ordinated policy for the problems of the coast as a whole, though several counties will prepare subject or local plans on coastal issues. The issue approach, however, inhibits a genuine coastal strategy, though Cumbria in particular is an honourable exception with its insistence that coastal planning must be concerned with all activities on the coast, and with all which rely on some aspect of a coastal situation. Elsewhere, resorts for example, are generally considered as a separate and independent issue from the undeveloped coast - or even from holiday camps and caravan sites.

Of specific issues, there is time to comment on only three - tourism, recreation and conservation. Tourism was not included in DOE Circular 98/74 as a likely key issue, but as one which might be particularly important. It is, in fact, treated as a key issue in four counties (Figure 10). It is recognised as a physical, social and economic phenomenon. In physical terms, the sheer pressure of visitor numbers is widely recognised, though policy solutions differ. Dyfed, for example, where 70 percent of all tourist accommodation lies within a mile of the coast, seeks to reduce pressure on coastal areas by providing country parks and other countryside facilities inland: Cornwall, on the other hand, will no longer give preference to inland development for it does not alleviate coastal pressure.

In economic terms, tourism is recognised as far from an unmixed blessing. Its strongly seasonal incidence imposes particular problems of employment and service provision. In providing accommodation, there is a widespread presumption on both economic and amenity grounds against encouraging additional self-catering facilities, despite widespread recognition of the scale of demand for such facilities. Only Cumbria not only recognises the trend, but sees it as having worthwhile development potential.

Coastal recreation is often considered inextricably with tourist pressures. On the coast itself, policies are often equivocal as to whether concentration on relatively few sites should be encouraged to preserve some element of remoteness elsewhere, or whether new facilities should be developed to spread the load more evenly. Cornwall, with half its coastline designated Heritage Coast, recognises that overall the coast has plenty of capacity to accommodate more visitors (one quarter of beaches surveyed in 1976 had 'some potential for increase'), but that the quality of more remote areas would suffer if this spread were encouraged. In South Hampshire, the 'containment of existing tourist pressures will free undeveloped parts of the coast for heavy day trip demands' - a somewhat paradoxical view. The specific use of coastal resources for individual sports and recreational activities is normally too detailed a facet for

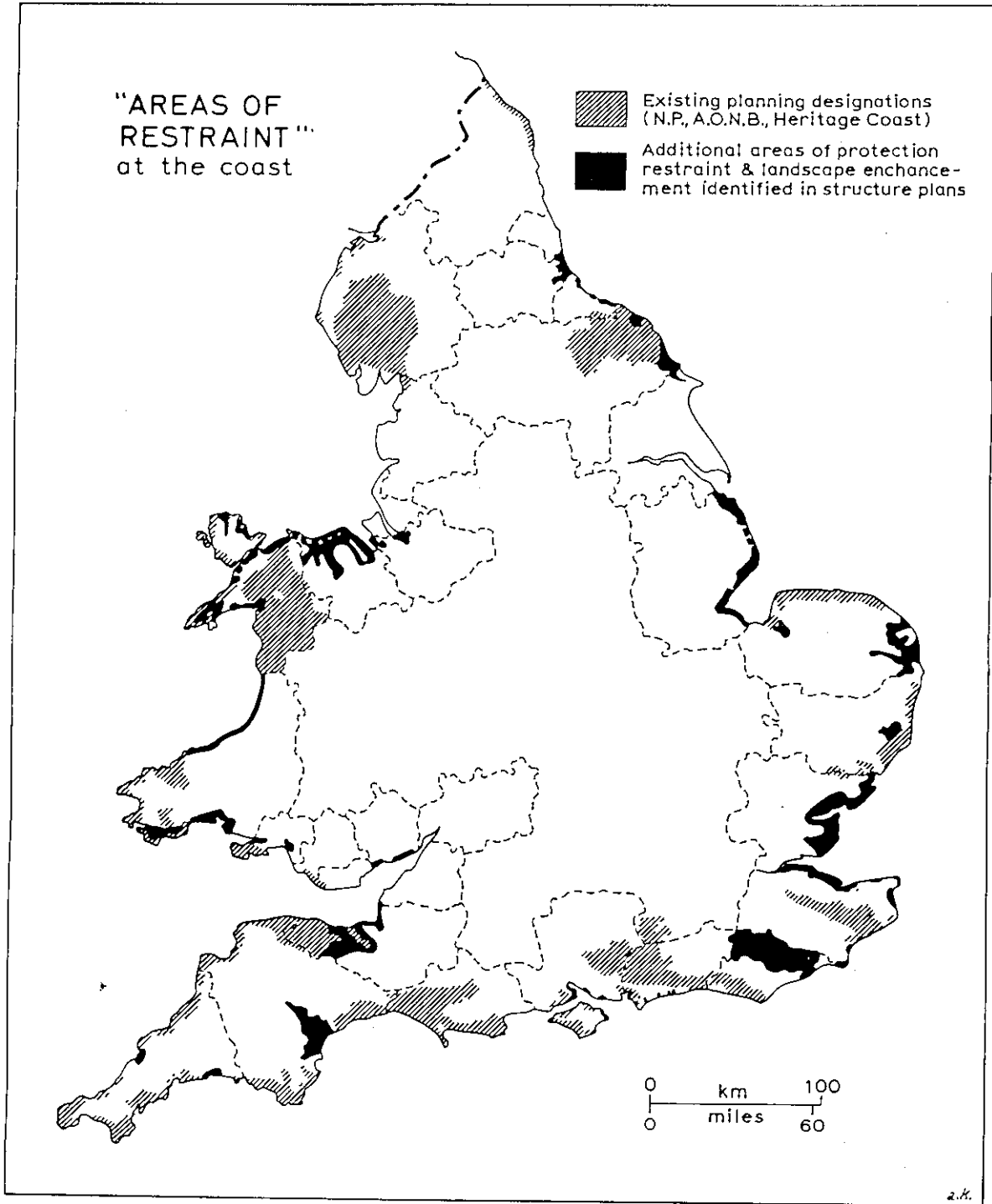


Fig. 12

'Protected' coastal areas identified in
Structure Plans, 1979.

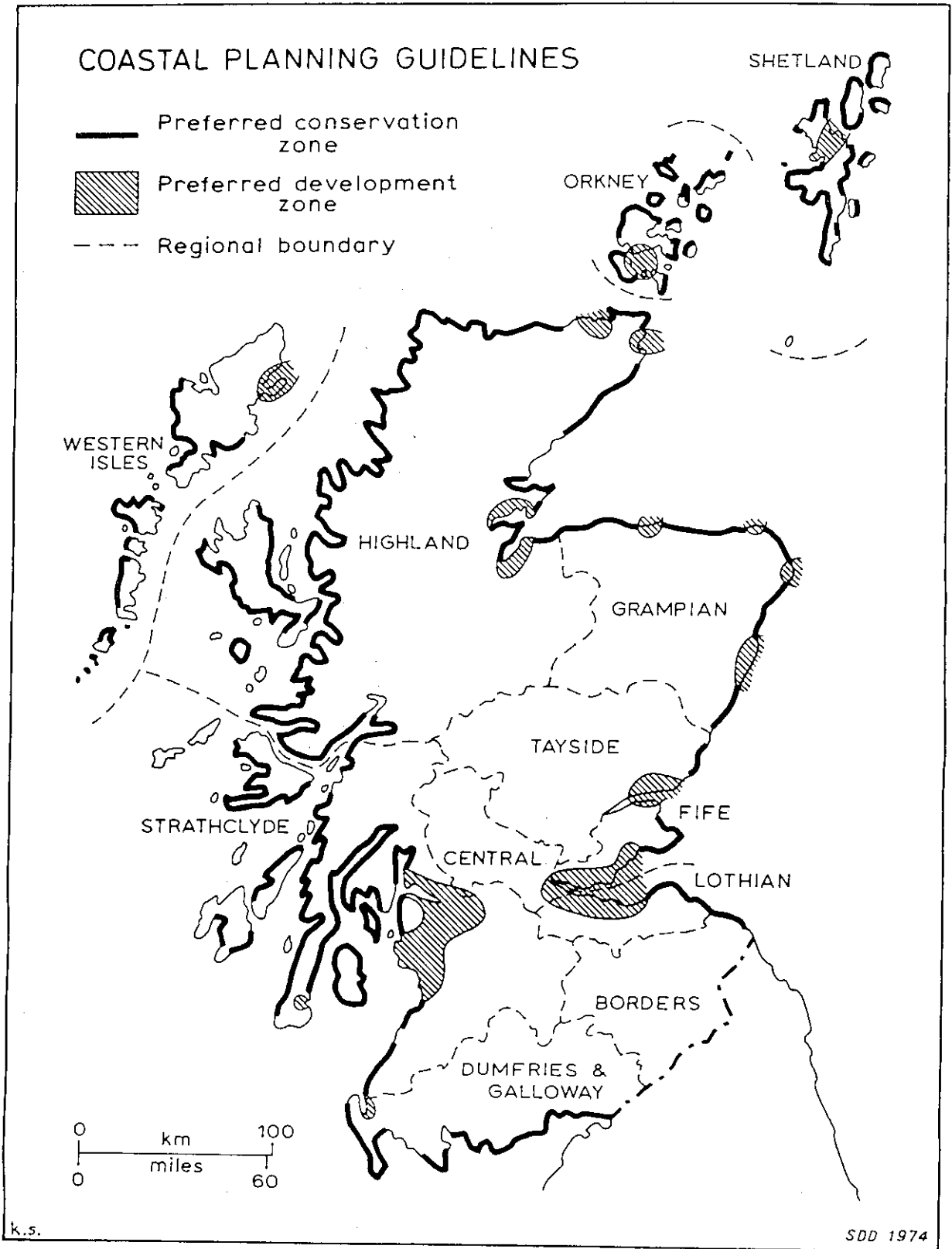


Fig. 13

Scotland: preferred development and preferred conservation zones in the Coastal Planning Guidelines, Scottish Development Department, 1974.

structure plan concern, though zoning policies for differing users of the water element of the resource are frequently mentioned.

The greatest unanimity of feeling, if not of detailed policy, is reserved for conservation. Many authorities inherited protective policies from their predecessors, but the map showing all coastal areas of protection, restraint or landscape enhancement identified in Structure Plans strongly emphasises their protective stance (Figure 12). On this evidence, the coast is now the most strongly protected of all landscapes from development, though the cynic will reflect on the Countryside Commission's dry comment on such policies a decade ago that 'the degree of protection afforded by different policies does, of course, vary considerably'.

The strongest impression retained on reviewing the mass of structure plan literature is the continued failure to provide a coherent, co-ordinated policy context for strategic coastal planning: in most cases this stricture applies within as well as between counties. In Scotland, there is some progress in this direction in the National Planning Guidelines issued by the Scottish Office (Circular 19/77).³⁰ For the coast, the guidelines reiterate and extend advice originally formulated in the early 1970s when pressures from major oil-related developments were at their peak and the Scottish Office issued Coastal Planning Guidelines. These identified preferred zones for conservation and development, with a small portion of the coast left without presumption in favour of either (Figure 13). Those same pressures led to several surveys of coastal resources in the same period, which complement the work undertaken south of the border in the late 1960s for the Coastal Conferences. At local authority level, structure plan preparation is at a later stage than in England and Wales for both historic and technical reasons and time did not permit any overview.

COASTAL CONCERNS

A simple summary is scarcely possible from a paper which itself, by virtue of its remit, of necessity indulges in wide and sweeping summaries of demands and of management mechanisms to meet those demands. It must suffice if we briefly highlight four areas where we feel understanding is not yet complete and where research might be justified.

Firstly, the recreational contribution of urban resorts has been perhaps too lightly dismissed. As 'developed' coast, and with an urban context, they have largely escaped the research attentions of CRRAG and the agencies concerned with recreation, yet they continue to provide not only the bulk of accommodation but also the bulk of the experience of the seaside for most coastal visitors. There has been concern for their architectural heritage and for their wider social and economic problems as resident communities, but their recreation contribution is still insufficiently appreciated and understood.

Secondly, and in one sense an extension of the previous point, little is known about the functional links in a recreational sense between resorts and their hinterlands, both inland and along the coast. Attention has focussed on the use made of specific sites: much less concern has been given to the system of which they are a part and whose varied use through time makes the whole holiday experience of the individual. Cooper (31) has examined Jersey as a system in this context: he identified quite different patterns of use of the island's recreational resources by individuals as their holidays progressed.

Thirdly, distinctions at regional levels in the recreational use of coastal resources have not been identified and discussed. One recalls with wry amusement the advertisements of earlier years which made much play with sunshine hours or differences in the quality of air. Are differences of sea and air temperature in different parts of the country at all critical as a determinant of recreational patterns and aspirations at the coast? Do the greater pressures in general on the beaches of the south west induce different perceptions of capacity and crowding or different patterns of behaviour from those, say, of Northumberland? We tend perhaps to think of the coast too readily as a uniform resource of beach or cliff with the only major distinction of consequence the simple one of numbers present.

Lastly, techniques and mechanisms of coastal management need continuing evaluation. Much has been achieved in this context, at both site and regional level, but it is imperative that the best practice be identified and the best techniques made readily available. This comment, of course, is not related to recreation or conservation alone. It could be helpful to identify critical coastal areas where either the intensity of existing use or the extent of conflicts of use are particularly acute, and where management experience and experiments are most needed.

In conclusion, we would simply reiterate that the coastal resource is one of immense variety yet unique intensity of use. It satisfies wide-ranging economic and social needs, and in its proximity to the whole population plays an unparalleled part in the life and the leisure experience of the British people. Happily its qualities are recognised and coveted: planners have had at least some success in seeing that they are enhanced.

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 - The Coasts of North Wales
 - The Coasts of North-West England
 - The Coasts of North-East England
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COUNTY	THE COAST	ZONING/SPECIAL AREAS	TOURISM
CUMBRIA	<ol style="list-style-type: none"> 1. Coastal planning concerns all coastal activities. Issues include conflict between uses, conservation, industrial location and employment. 2. RECLAMATION AND ANTI-POLLUTION MEASURES TO IMPROVE IMAGE OF COAST. 	<ol style="list-style-type: none"> 1. COUNTY DIVIDED INTO POLICY ZONES, BASED LARGELY ON EXISTING LAND USES. COAST IN 3 CATEGORIES: LOWLAND AGRICULTURAL ZONE; AREA FOR SMALL SCALE TOURIST DEVELOPMENT; AREA FOR PROMOTION OF TOURISM 	<ol style="list-style-type: none"> 1. TOURISM AND RECREATION DEVELOPMENT TO BE DIRECTED TO AREAS OF HIGH UNEMPLOYMENT, INCLUDING W.CUMBRIA. 2. PROMOTE TOURISM IN URBAN AREAS, INCLUDING WHITEHAVEN, MARYPORT. 3. DEVELOP TOURISM IN CONFORMITY WITH OTHER POLICIES.
NORTHUMBERLAND	<ol style="list-style-type: none"> 1. RESIST DEVELOPMENTS WHICH CONFLICT WITH OPEN AND UNDEVELOPED CHARACTER OF RURAL COAST. 2. CONSERVE AND ENHANCE NATURAL BEAUTY OF NORTHERN COAST AND HC. 		<ol style="list-style-type: none"> 1. SELECTIVE PROMOTION OF TOURISM TO PERMIT POSITIVE BENEFITS TO ACCRUE. 2. CONSIDER FAVOURABLY PROPOSALS FOR TOURIST DEVELOPMENT RELATED TO NATURAL AND HISTORIAL ASSETS. 3. TOURISM A KEY ISSUE.
TYNE AND WEAR		<ol style="list-style-type: none"> 1. GREEN BELT TO BE ESTABLISHED, AND PRESUMPTION AGAINST URBAN DEVELOPMENT OUTSIDE EXISTING URBAN AREAS. 	
DUREAM	<ol style="list-style-type: none"> 1. PROTECT AND ENHANCE CHARACTER OF COASTAL STRIP. 	<ol style="list-style-type: none"> 1. AREAS OF GREAT LANDSCAPE VALUE (including 3 on coast) REQUIRE SPECIAL CARE IN DESIGN AND SITING OF DEVELOPMENT. 	<ol style="list-style-type: none"> 1. DEVELOP SEAHAM AND CRIMDON AS MINOR SEASIDE RESORTS.
CLEVELAND (HARLEPOOL)	<ol style="list-style-type: none"> 1. HIGH PRIORITY TO COASTAL RECREATION: LOW PRIORITY TO COASTAL CONSERVATION. 2. COASTLINE TO BE IMPROVED AND ENHANCED WITH NEW DEVELOPMENT IN KEEPING WITH ITS CHARACTER. 3. KEEP BEACHES CLEAN AND MINIMISE POLLUTION. 	<ol style="list-style-type: none"> 1. SPECIAL LANDSCAPE AREAS, WHERE ATTRACTIVE LANDSCAPE TO BE CONSERVED. 2. BUFFER ZONES TO BE DEFINED BETWEEN INCOMPATIBLE USES - INCLUDING INDUSTRY AND RECREATION ON COAST. 	<ol style="list-style-type: none"> 1. DEVELOP TOURIST POTENTIAL
CLEVELAND (EAST CLEVELAND)	<ol style="list-style-type: none"> 1. WILL PREPARE SUBJECT PLAN! 2. WILL PROTECT AND ENHANCE COASTAL AREAS 3. AMENITY POTENTIAL OF COAST WILL BE FULLY REALISED 		<ol style="list-style-type: none"> 1. PROMOTE EAST CLEVELAND AS TOURIST CENTRE.

CLEVELAND (TEESSIDE)	<ol style="list-style-type: none"> 1. DEVELOP RECREATION POTENTIAL OF COAST 2. AMENITY POTENTIAL OF COAST WILL BE FULLY REALISED. 3. WILL PREPARE SUBJECT PLAN 		<ol style="list-style-type: none"> 1. PROMOTE TEESSIDE AS TOURIST CENTRE.
NORTH YORKSHIRE	<ol style="list-style-type: none"> 1. COAST CLASSIFIED AS 'CATEGORY 2 RECREATION RESOURCE AREA' - i.e. CONSIDERABLE POTENTIAL FOR RECREATION DEVELOPMENT. 2. SUBJECT PLAN TO BE PREPARED. 3. SPECIAL LANDSCAPE AREAS INCLUDE COAST AROUND SCARBOROUGH, WHITBY AND FILEY. 	<ol style="list-style-type: none"> 1. SPECIAL LANDSCAPE AREAS TO BE DEFINED. 	<ol style="list-style-type: none"> 1. CONCENTRATE MOST DEVELOPMENT AT SCARBOROUGH, WHITBY AND FILEY 2. SCARBOROUGH AN EMPLOYMENT PRIORITY AREA.
HUMBERSIDE	<ol style="list-style-type: none"> 1. PRESS CENTRAL GOVERNMENT FOR FINANCIAL ASSISTANCE FOR COAST PROTECTION. 2. EXAMINE USE OF WASTE MATERIAL TO HELP PROTECT COAST. 3. Coastline is county's main tourist attraction. 		<ol style="list-style-type: none"> 1. PROMOTE HUMBER BRIDGE AS TOURIST ATTRACTION. 2. PREPARE LOCAL PLANS FOR TOURISM 3. Keep under review effects of tourism on Humberside. 4. Consider whether tourism should be tackled in SP review.

COUNTY	HOLIDAY ACCOMMODATION	RECREATION	RECREATION FACILITIES
CUMBRIA	<ol style="list-style-type: none"> 1. DEVELOPMENT OF RURAL BASED TOURIST ACCOMMODATION TO BE ENCOURAGED IN AREAS AT PRESENT UNDERPROVIDED. 	<ol style="list-style-type: none"> 1. LEISURE POLICIES TO FORM 1st FOLLOW-UP SUBMISSION TO S.P. 2. PROVISION TO BE CONCENTRATED AT WEST COAST. 3. FUTURE WATER SUPPLY DEVELOPMENTS, e.g. ESTUARIAL BARRAGES, SHOULD FULLY EXPLOIT RECREATION POTENTIAL. 	<ol style="list-style-type: none"> 1. NEW COUNTRY PARKS AND PICNIC SITES IN APPROPRIATE LOCATIONS. 2. SAFEGUARD, MODIFY AND EXTEND EXISTING FOOTPATHS AND BRIDLEWAYS.
NORTHUMBRIA	<ol style="list-style-type: none"> 1. DEVELOP ADDITIONAL TOURIST ACCOMMODATION WHERE APPROPRIATE. 2. NO NEW DEVELOPMENTS IN OPEN COUNTRYSIDE. 3. STANDARDS FOR LOCATION AND DESIGN OF CARAVAN, CAMP, AND CHALET SITES TO BE SET OUT IN COUNTRYSIDE PLAN. 	<ol style="list-style-type: none"> 1. OUTDOOR RECREATION A KEY ISSUE. 2. ENCOURAGE ACTIVE COUNTRYSIDE RECREATIONS LINKED TO NATURAL RESOURCES OF COUNTRY. 3. ENSURE PROVISION FOR VISITORS ON COAST SOUTH OF COQUET ESTUARY, BUT AVOID FURTHER PRESSURE ON DUNES 	<ol style="list-style-type: none"> 1. ESTABLISH LEISURE PARKS 2. PLAN AND IMPLEMENT A NETWORK OF FOOTPATHS.
TYNE AND WEAR		<ol style="list-style-type: none"> 1. IMPROVE ACCESS TO RIVERSIDES, DENES AND COAST. 	<ol style="list-style-type: none"> 1. ESTABLISH LEISURE PARKS 2. PLAN AND IMPLEMENT A NETWORK OF FOOTPATHS.
DURHAM	<ol style="list-style-type: none"> 1. NEW PERMANENT ACCOMMODATION MAY BE APPROVED IN TOWNS AND VILLAGES. 2. STATIC CARAVAN SITES, TOURING CARAVANS AND CAMPING SITES NOT ALLOWED IN SPECIFIED AREAS. MAY BE APPROVED ELSEWHERE, IF NO ADVERSE EFFECT ON LANDSCAPE/AMENITY 	<ol style="list-style-type: none"> 1. FACILITIES FOR INFORMAL SEASIDE RECREATION MAY BE APPROVED IN SPECIFIED AREAS; ELSEWHERE PROVISION TO BE LIMITED TO THAT NECESSARY FOR QUIET ENJOYMENT OF SEASHORE. 	<ol style="list-style-type: none"> 1. MAINTAIN AND IMPROVE PUBLIC RIGHTS OF WAY.
CLEVELAND (HARFIELDPOOL)	<ol style="list-style-type: none"> 1. ENCOURAGE ADDITIONAL ACCOMMODATION WHERE APPROPRIATE. 2. NO NEW ACCOMMODATION IN OPEN COUNTRYSIDE. 3. STANDARDS FOR LOCATION AND DESIGN OF CARAVAN, CHALET AND CAMPING SITES TO BE SET OUT IN COUNTRYSIDE PLAN. 	<ol style="list-style-type: none"> 1. DEVELOP POTENTIAL FOR RECREATION AT SELECTED POINTS ALONG COAST - DOCKS AND SEATON CAREW. 2. INCREASE RECREATION OPPORTUNITIES IN COUNTRYSIDE. 	

CLEVELAND (EAST CLEVELAND)	1. MAY ACCEPT CARAVAN, CHALET AND CAMPING SITES AT SUITABLE LOGATIONS.		1. PROVIDE SUITABLY SITED COUNTRY PARKS.
CLEVELAND (TEESSIDE)	1. SELF CATERING SITES MUST HAVE SATISFACTORY ACCESS AND PARKING FACILITIES AND NOT BE DETRIMENTAL TO SURROUNDING USES AND VISUAL APPEARANCE.	1. MAKE APPROPRIATE PROVISION ON COAST AND IN COUNTRYSIDE FOR RECREATION AND LEISURE. 2. Direct leisure activities to areas with capacity to absorb them.	1. DEVELOP SUITABLE AREAS AS COUNTRY PARKS. 2. Rejuvenate promenade and other facilities at Redcar.
NORTH YORKSHIRE	1. CARAVAN ACCOMMODATION AREAS DEFINED. 2. SCALE OF CARAVAN DEVELOPMENT TO BE DETERMINED BY CAPACITY OF ENVIRONMENT TO ABSORB THEM. 3. FURTHER CARAVAN SITES NORMALLY TO BE LIMITED TO TOURING VANS AND TENTS: ONLY CONSIDER STATIC CARAVANS WHERE WIDE RANGE OF RECREATION ACTIVITIES ALREADY AVAILABLE.	1. RECREATION RESOURCE AREAS DEFINED: PRESUMPTION AGAINST ALL BUT MINOR DEVELOPMENTS OUTSIDE THESE AREAS. 2. TAKE MEASURES TO MANAGE RECREATION PRESSURES ON COUNTRYSIDE.	1. ENCOURAGE PROVISION OF RANGE OF COUNTRYSIDE RECREATION FACILITIES. 2. ENCOURAGE RECREATION, LEISURE AND CULTURAL FACILITIES IN EASILY ACCESSIBLE AREAS FOR RESIDENTS.
HUMBERSIDE	1. PREPARE SUBJECT PLAN FOR CAMPING AND CARAVANNING ON COAST. 2. Prepare overall policy for network of touring and static sites; existing policies under stress.	1. DISCUSS AND IMPLEMENT INHERITED POLICIES: LIAISE WITH DISTRICTS OVER RECREATION IN LOCAL PLANS. 2. PREPARE SUBJECT PLANS ON WATER BASED AND COUNTRYSIDE RECREATION.	1. IMPLEMENT PROPOSALS FOR COUNTRY PARKS AND PICNIC SITES.

COUNTY	WATER SPORTS	CONSERVATION & ENVIRONMENTAL PROTECTION	DESIGNATED AREAS	INDUSTRIAL AND OTHER DEVELOPMENT
CUMBRIA	<ol style="list-style-type: none"> SEEK ATTRACTIVE ALTERNATIVES TO NATURAL LAKES AND NATIONAL PARK. EXAMINE POSSIBILITY OF SPECIAL WATER SPORTS CENTRE USING SUITABLE ESTUARIAL/DOCK FACILITIES. 	<ol style="list-style-type: none"> PROTECT, CONTROL AND CONSERVE PARTICULAR LANDSCAPES AND RESOURCES UNDER THREAT - BY MANAGEMENT AND COORDINATING INTERESTS. LOCAL PLANS FOR CERTAIN HABITATS, INCLUDING SAND DUNES 	<ol style="list-style-type: none"> INITIATE MANAGEMENT PLANS FOR DESIGNATED AREAS. 	<ol style="list-style-type: none"> DEVELOP ESTABLISHED DOCKS AT WORKINGTON AND WHITEHAVEN. Problem of gravel working from beaches.
NORTHUMBRELAND	<ol style="list-style-type: none"> ENCOURAGE PROVISION IN SUITABLE LOCATIONS. RESTRICT NOISY ACTIVITIES ALONG HC. 	<ol style="list-style-type: none"> MAINTAIN AND ENHANCE CHARACTER AND QUALITY OF MOST ATTRACTIVE PARTS OF COUNTY, AND IMPROVE POORER ENVIRONMENT. SAFEGUARD AREAS OF SENSITIVE ENVIRONMENT AND MINIMISE CONFLICT WITH OTHER LAND USERS BY MANAGEMENT MEASURES. 	<ol style="list-style-type: none"> RESIST DEVELOPMENTS . DETRIMENTAL TO NNR'S AND SSSI'S. CONSERVE AND ENHANCE NATURAL BEAUTY OF ASONB. PREPARE HC MANAGEMENT PLAN AND RECOGNISE THAT DIFFERENT STRETCHES SUITABLE FOR DIFFERENT TYPES AND INTENSITIES OF RECREATIONAL USE. 	
TYNE AND WEAR				
DURHAM		<ol style="list-style-type: none"> DERELICT LAND ON FORESHORE AND CLIFF TOPS TO BE RECLAIMED 	<ol style="list-style-type: none"> NO DEVELOPMENTS WHICH WOULD ADVERSELY AFFECT NATIONAL OR LOCAL NATURE RESERVES OR SSSI'S, SAVE FOR EXCEPTIONAL CIRCUMSTANCES. ESTABLISH NEW LOCAL NATURE RESERVES ON SITES OF ECOLOGICAL IMPORTANCE. 	<ol style="list-style-type: none"> TIPPING OF WASTE ON DURHAM BEACHES TO CEASE.

CLEVELAND (HARTLEPOOL)	<ol style="list-style-type: none"> 1. PROVIDE FURTHER WATER RECREATION FACILITIES, ESPECIALLY IN S.DOCKS. 2. ENCOURAGE PROVISION OF MOORINGS AND MARINAS. 	<ol style="list-style-type: none"> 1. APART FROM EXISTING DESIGNATIONS INDUSTRY AND RECREATION SHOULD, IF NECESSARY, TAKE PRIORITY ALONG COAST. 	<ol style="list-style-type: none"> 1. HIGH PRIORITY TO CONSERVING EXISTING SSSI'S AND OTHER CONSERVATION SITES. 	<ol style="list-style-type: none"> 1. RESIST UNSYMPATHETIC COMMERCIALISATION OF COASTAL STRIP.
CLEVELAND (EAST)		<ol style="list-style-type: none"> 1. NO DEVELOPMENT CLOSE TO CLIFF TOPS. 		<ol style="list-style-type: none"> 1. RECLAIM LAND FOR INDUSTRY AROUND TEES ESTUARY.
CLEVELAND (TESSIDE)		<ol style="list-style-type: none"> 1. WILL PREPARE SUBJECT PLAN FOR LANDSCAPE - INCLUDING WAYS OF MAINTAINING AND IMPROVING ENVIRONMENTAL STANDARDS. 	<ol style="list-style-type: none"> 1. SAFEGUARD NATURAL ENVIRONMENT OF SSSI'S. 	
NORTH YORKSHIRE	<ol style="list-style-type: none"> 1. FAVOUR PROVISION OF NEW AND IMPROVED SAFE MOORINGS AT SUITABLE COASTAL LOCATIONS e.g. WHITBY, SCARBOROUGH. 2. Noisy pursuits to be controlled, and coast used for quiet pursuits. 	<ol style="list-style-type: none"> 1. OUTSIDE DESIGNATED AREAS, WILL CONSERVE BETTER QUALITY LANDSCAPES AS SPECIAL LANDSCAPE AREAS. 2. ENCOURAGE ENVIRONMENTAL EDUCATION 	<ol style="list-style-type: none"> 1. HIGHEST PRIORITY TO PRESERVATION & ENHANCEMENT OF LANDSCAPE OF NP, A₅ONB & HC 2. PREPARE HC MANAGEMENT PLAN 3. PROTECT HC NNR'S AND SSSI'S FROM INAPPROPRIATE DEVELOPMENT. 4. SEEK VOLUNTARY MANAGEMENT AGREEMENTS WITH LANDOWNERS IN NP, HC AND A₅ONB. 	<ol style="list-style-type: none"> 1. STRONG PRESUMPTION AGAINST FURTHER MINERAL WORKINGS IN DESIGNATED AREAS. 2. INCREASE JOB OPPORTUNITIES IN COASTAL TOWNS.
HUMBERSIDE		<ol style="list-style-type: none"> 1. CONSERVE NATURAL FEATURES AND PROTECT AREAS OF SPECIAL SIGNIFICANCE ON HUMBER ESTUARY. 2. PREPARE POLICY STATEMENT ON AREAS OF SPECIAL ECOLOGICAL VALUE IN ESTUARY. 3. ENSURE DEVELOPMENT DOES NOT CAUSE DETERIORATION IN QUALITY OF ATMOSPHERE OR WATER IN HUMBER ESTUARY. 	<ol style="list-style-type: none"> 1. RECONSIDER HC PROPOSALS FOR SPURN HEAD AND FLAMBOROUGH 	<ol style="list-style-type: none"> 1. REASSESS SPURN BIGHT RECLAMATION PROPOSALS.

COUNTY	THE COAST	ZONING/SPECIAL AREAS	TOURISM
LINCOLNSHIRE	<ol style="list-style-type: none"> 1. COAST IS COUNTY'S MOST IMPORTANT RECREATION RESOURCE: FACILITIES TO BE PROVIDED IN ACCORDANCE WITH NEEDS OF HOLIDAY MAKERS, NATURAL ATTRACTIVENESS AND NEEDS OF SEA DEFENCE. 2. PREPARE SUBJECT PLAN 3. PRESUMPTION AGAINST DEVELOPMENT IN COASTAL CONSERVATION AREAS EXCEPT FOR APPROPRIATE RECREATION PROVISION. 	<ol style="list-style-type: none"> 1. WILL DEFINE AREAS OF SPECIAL WILDLIFE INTEREST. 2. WILL DEFINE AREAS OF SPECIAL COUNTRYSIDE INTEREST. 3. WILL DEFINE COUNTRYSIDE MANAGEMENT AREAS. 	<ol style="list-style-type: none"> 1. Use 1973 policy statement on holiday development. 2. Economy of central coast heavily dependent on tourism.
NORFOLK	<ol style="list-style-type: none"> 1. Conflict apparent between recreation and conservation. 2. NO NEW HOLIDAY DEVELOPMENT OUTSIDE EXISTING HOLIDAY TOWNS, EXCEPT FOR INTERPRETIVE FACILITIES AND MANAGEMENT MEASURES. 	<ol style="list-style-type: none"> 1. Coast divided into series of zones based on recreation capability. 	<ol style="list-style-type: none"> 1. INVESTMENT AND PLANNING FOR TOURISM WILL BE RELATED TO QUALITY AND CAPACITY OF EXISTING CENTRES. 2. AREA POLICY FOR GREAT YARMOUTH - NO NEW AREAS FOR HOLIDAY DEVELOPMENT TO BE APPROVED.
SUFFOLK		<ol style="list-style-type: none"> 1. SPECIAL LANDSCAPE AREAS DEFINED. 	<ol style="list-style-type: none"> 1. MAJOR TOURIST DEVELOPMENTS AT COAST TO BE PERMITTED NORTH OF KESSINGLAND AND AT FELIXSTOWE. 2. AWAY FROM COAST SUPPORT EXPANSION OF TOURISM IN EXISTING CENTRES.
ESSEX	<ol style="list-style-type: none"> 1. STRINGENT CONTROL OF DEVELOPMENT ON RURAL COASTLINE IN ORDER TO CONSERVE THIS IRREPLACEABLE RESOURCE. 	<ol style="list-style-type: none"> 1. COUNTRYSIDE CONSERVATION AREAS DEFINED. 2. SPECIAL LANDSCAPE AREAS DEFINED. 3. COAST PROTECTION BELT TO BE DEFINED. 	<ol style="list-style-type: none"> 1. Resorts can complement conservation policy by absorbing pressure which might otherwise damage open coastline. 2. ENCOURAGE SERVICED ACCOMMODATION AND DIVERSIFIED RESORT FUNCTIONS IN CLACTION.

KENT	<ol style="list-style-type: none"> 1. SCENIC AND SCIENTIFIC VALUE OF COAST TO BE CONSERVED AND ENHANCED. 2. NEED TO REVISE COASTAL PRESERVATION AREAS DEFINED IN KENT DEVELOPMENT PLAN. 3. LOCAL PLANS TO BE PREPARED FOR 4 AREAS. 	<ol style="list-style-type: none"> 1. 15 COUNTRYSIDE ZONES IDENTIFIED. 2. SPECIAL LANDSCAPE AREAS DEFINED. 	<ol style="list-style-type: none"> 1. REGENERATION OF TOURISM A NON KEY ISSUE. 2. 4 kinds of resorts recognised: centres for 'traditional' holidays; quieter holidays; conference centres; water sports centres.
EAST SUSSEX	<ol style="list-style-type: none"> 1. RESTRICT COASTAL LEISURE FACILITIES TO EXISTING SETTLEMENTS: PRESERVE REMAINING LENGTHS OF UNDEVELOPED COAST AND USE ONLY FOR AGRICULTURE AND INFORMAL RECREATION BASED ON NATURAL RESOURCES OF COAST AND COUNTRYSIDE. 2. SUBJECT TO INTERESTS OF WATER SUPPLY IMPROVE PUBLIC ACCESS FOR RECREATION. 		<ol style="list-style-type: none"> 1. TOURIST INDUSTRY OF MAJOR LOCAL, NATIONAL, AND INTERNATIONAL IMPORTANCE AND WILL BE ENCOURAGED SUBJECT TO ENVIRONMENTAL CONSIDERATIONS. 2. DEVELOP BRIGHTON AND EASTBOURNE AS NATIONAL AND INTERNATIONAL CONFERENCE AND TOURIST CENTRES. 3. IMPROVE FACILITIES IN RESORTS AND MAINTAIN BEACHES AND FORESHORE.
WEST SUSSEX		<ol style="list-style-type: none"> 1. 3 TYPES OF COUNTRYSIDE AREAS RECOGNISED: PRIORITY TO WILDLIFE; PRIORITY TO AGRICULTURE; MIXED. 2. PREVENT FURTHER COALESCENCE OF RESORT TOWNS. 	<ol style="list-style-type: none"> 1. Not included in SP, as objectives and policy not yet agreed. Will consider in 1st review. 2. 2 issues under consideration: <ul style="list-style-type: none"> (i) should visitors to coast and countryside be encouraged? (ii) if so, how minimise conflict of interest between residents and visitors?

COUNTY	HOLIDAY ACCOMMODATION	RECREATION	RECREATION FACILITIES
LINCOLNSHIRE	<ol style="list-style-type: none"> 1. WILL PREPARE SUBJECT PLAN FOR STATIC AND TOURING SITES ON COAST. 2. PROVIDE NEW ACCOMMODATION OUTSIDE COASTAL CONSERVATION AREAS. 	<ol style="list-style-type: none"> 1. INITIATE AND PROMOTE LEISURE FACILITIES AND DEVELOP SITES FOR COUNTRYSIDE RECREATION. 2. PROVIDE AND CAREFULLY MANAGE APPROPRIATE FACILITIES FOR INFORMAL RECREATION WITHIN COASTAL CONSERVATION AREAS. 	<ol style="list-style-type: none"> 1. DEVELOP RECREATIONAL FOOTPATHS INCLUDING COASTAL PATHS.
NORFOLK	<ol style="list-style-type: none"> 1. NO NEW CARAVAN SITES ON COAST OR IN BROADS. 	<ol style="list-style-type: none"> 1. DIVERT VISITORS AWAY FROM ENVIRONMENTALLY SENSITIVE AREAS AND INCREASE OPPORTUNITIES FOR INFORMAL RECREATION. 	<ol style="list-style-type: none"> 1. PICNIC SITES AT LOCATIONS WHERE VISITORS CONGREGATE. 2. CAR PARKS FOR TOURIST ATTRACTIONS TO BE PERMITTED IN ACCORDANCE WITH CAPACITY OF SITES TO ABSORB VISITORS.
SUFFOLK	<ol style="list-style-type: none"> 1. PERMIT TOURING CARAVANS AND CAMPING SITES IN LOCATIONS WITH REASONABLE ACCESS TO PRIMARY ROUTE NETWORK, SERVICES AVAILABLE, AND MINIMAL IMPACT ON AGRICULTURE, FORESTRY, AMENITY AND LANDSCAPE. 	<ol style="list-style-type: none"> 1. PROVIDE FOR RANGE OF RECREATION ACTIVITIES IN COUNTRYSIDE, BUT NOT IN AREAS UNDER INTENSE PRESSURE. EXISTING CONFLICTS TO BE LESSENER THROUGH MANAGEMENT. 2. TRAFFIC MANAGEMENT SCHEMES AND CONTROL OF CAR PARKING TO LIMIT PRESSURE WHERE CONSERVATION CONSIDERATIONS DICTATE. 	
ESSEX	<ol style="list-style-type: none"> 1. ENCOURAGE, PROTECT AND IMPROVE SERVICED ACCOMMODATION IN PRINCIPAL RESORT TOWNS. 2. NORMALLY REFUSE STATIC CARAVAN AND CHALET SITES ON OR NEAR COAST OUTSIDE EXISTING BUILT UP AREAS. 3. TOURING CARAVAN DEVELOPMENTS ON COAST TO BE CONFINED WITHIN SITES FOR STATIC CARAVANS AND CHALETS. 	<ol style="list-style-type: none"> 1. SAFEGUARD MAJOR COUNTRYSIDE FACILITIES AND TAKE MANAGEMENT MEASURES TO CONTROL CAPACITY AND ACCOMMODATE A RANGE OF ACTIVITIES. 2. AREAS OF OPPORTUNITY TO BE DEFINED FOR DEVELOPMENT OF INFORMAL COUNTRYSIDE RECREATION. 	<ol style="list-style-type: none"> 1. Further country parks would relieve congestion and give access to estuaries and more remote areas.

KENT	<ol style="list-style-type: none"> 1. NORMALLY REFUSE NEW/EXTENDED CAMPING AND CARAVAN SITES AT OR NEAR COAST, 2. TOURING AND TRANSIT SITES MAY BE PERMITTED NEAR MAIN ROUTES. 	<ol style="list-style-type: none"> 1. LOCATION AND PRIORITIES FOR FORMAL AND INFORMAL RECREATION A NON KEY ISSUE. 	<ol style="list-style-type: none"> 1. COUNTRY PARKS, PICNIC SITES AND ACCESS AGREEMENTS TO BE ENCOURAGED AT APPROPRIATE LOCATIONS IN COUNTRYSIDE OR AT COAST.
EAST SUSSEX	<ol style="list-style-type: none"> 1. PRESUMPTION AGAINST CONVERSION OF HOTELS/ GUEST HOUSES TO FLATS. 2. APPLICATIONS FOR CAMPING AND CARAVANNING SITES TO BE CONSIDERED ON MERITS - WITH REGARD TO ACCESS, SCREENING, LANDSCAPE, AMENITY AND AGRICULTURE. 	<ol style="list-style-type: none"> 1. SUBJECT TO CONSIDERATIONS OF WATER SUPPLY, LAND DRAINAGE, CONSERVATION AND LOCAL RESIDENTS, IMPROVE PUBLIC ACCESS TO COAST FOR BATHING AND PICNICKING. 	<ol style="list-style-type: none"> 1. MAINTAIN AND IMPROVE FOOTPATHS AND BRIDLEWAYS.
WEST SUSSEX	<ol style="list-style-type: none"> 1. PERMIT TOURING CARAVANS AND CAMP SITES NEAR MAIN ROADS, WHERE ACCESS AND ENVIRONMENTAL CONDITIONS APPROPRIATE, AND WITH INFORMAL RECREATION POTENTIAL NEARBY. 	<ol style="list-style-type: none"> 1. PROVIDE VARYING OPPORTUNITIES FOR INFORMAL COUNTRYSIDE RECREATION WHERE THIS CAN TAKE PLACE WITHOUT SERIOUS DETRIMENT TO FORESTRY, LANDSCAPE, FARMING OR WILDLIFE. 	

COUNTY	WATER SPORTS	CONSERVATION & ENVIRONMENTAL PROTECTION	DESIGNATED AREAS	INDUSTRIAL AND OTHER DEVELOPMENT
LINCOLNSHIRE	<ol style="list-style-type: none"> 1. ENCOURAGE IMPROVEMENT OF SEA SAILING FACILITIES, MAINLY AT EXISTING CENTRES. 2. IMPROVE INLAND MOORINGS, DINGHY SAILING AND WATER SKIING. 	<ol style="list-style-type: none"> 1. SEEK TO ENSURE CONSERVATION AND ENHANCEMENT OF LANDSCAPE AND WILDLIFE, PARTLY BY LIAISON WITH LANDOWNERS AND FARMERS. 2. AREAS OF SPECIAL WILDLIFE INTEREST AND COASTAL CONSERVATION AREAS RECOGNISED. 	<ol style="list-style-type: none"> 1. NORMALLY REFUSE DEVELOPMENTS WHICH WOULD ADVERSELY AFFECT WILDLIFE ON STATUTORY NNR'S AND SSSI'S. 	
NORFOLK	<ol style="list-style-type: none"> 1. ADDITIONAL MOORINGS AND GENERAL FACILITIES AT GREAT YARMOUTH. 	<ol style="list-style-type: none"> 1. PROTECT, CONSERVE AND ENHANCE CHARACTER OF RURAL LANDSCAPE, AND NATURAL AND WILDLIFE FEATURES. 2. SAFEGUARD ALL AREAS OF IMPORTANT WILDLIFE. 	<ol style="list-style-type: none"> 1. PAY SPECIAL ATTENTION TO EFFECTS OF DEVELOPMENT IN AONB AND HC'S. 2. NO DEVELOPMENT IN SSSI'S NNR'S AND LNR'S: DEVELOPMENT TO BE DIRECTED AWAY FROM BUFFER ZONES AROUND THESE SITES. 3. ESTABLISH FURTHER LNR'S AND NEGOTIATE MANAGEMENT AGREEMENTS. 	
SUFFOLK	<ol style="list-style-type: none"> 1. PENDING DETAILED STUDY OF CAPACITY OF ESTUARIES, MAKE FULL USE OF INLAND WATERS. 	<ol style="list-style-type: none"> 1. STRATEGIC ISSUE IN E. SUFFOLK IS POTENTIAL CONFLICT BETWEEN ECONOMIC AND POPULATION GROWTH AND DESIRE FOR CONSERVATION OF COAST, COUNTRYSIDE, VILLAGES, TOWNS AND AGRICULTURAL AND FORESTRY RESOURCES. 	<ol style="list-style-type: none"> 1. STRICT DEVELOPMENT CONTROL IN ANOB. 2. REFUSE DEVELOPMENTS WHICH WOULD ADVERSELY AFFECT NNR'S AND SSSI'S. 3. IN SUFFOLK COAST ANOB PERMIT SMALL SCALE INFORMAL RECREATION FACILITIES CONSISTENT WITH LANDSCAPE. 	
ESSEX	<ol style="list-style-type: none"> 1. NO NEW MOORINGS OR MARINAS ON PROTECTED RURAL COAST. 2. CONSIDER NEW MARINAS IN CLACTON, HARWICH AND SOUTHEND. 	<ol style="list-style-type: none"> 1. CONSULT NATURE CONSERVANCY COUNCIL WHENEVER DEVELOPMENT PROPOSED IN A NATURE CONSERVATION ZONE. 	<ol style="list-style-type: none"> 1. NO DEVELOPMENT WHICH WOULD ADVERSELY OR MATERIALLY AFFECT NNR'S AND SSSI'S. 2. WILL SUPPORT PROPOSALS FOR NEW NNR'S IN APPROPRIATE LOCATIONS. 	<ol style="list-style-type: none"> 1. Substantial burden of retirement migration. 2. DEVELOP PORT OF HARWICH. 3. NO FURTHER OIL REFINERY OR PETRO-CHEMICAL DEVELOPMENT AT CANVEY, BENFLEET AND BASILDON.

KENT	<ol style="list-style-type: none"> 1. PERMIT FACILITIES OF AN APPROPRIATE RANGE AND STANDARD AT SUITABLE SITES ESPECIALLY IN AREAS OF REGIONAL SIGNIFICANCE FOR WATER RECREATION, e.g. MEDWAY ESTUARY, THANET TOWNS. 2. PERMIT MULTIPLE USE OF INLAND WATER SITES TO ACCOMMODATE ACTIVITIES WHICH CREATE CONFLICTS AT COAST. 	<ol style="list-style-type: none"> 1. REFUSE DEVELOPMENTS LIKELY TO CAUSE LOSS OR MATERIAL DAMAGE TO LANDSCAPE AREAS OR FEATURES. 2. NO DEVELOPMENTS HARMFUL TO HABITATS IN AREAS OF HIGH NATURE CONSERVATION VALUE. 3. ENSURE LONG TERM PROTECTION OF SPECIAL LANDSCAPE AREAS: GIVE PRIORITY TO LANDSCAPE OVER OTHER CONSIDERATIONS. 	<ol style="list-style-type: none"> 1. NO DEVELOPMENT AT OR NEAR NATURE RESERVES AND SSSI'S UNLESS IT CAN BE SHOWN THAT THERE WILL BE NO MATERIAL HARM TO WILDLIFE INTEREST. 	<ol style="list-style-type: none"> 1. REFUSE URBAN/INDUSTRIAL DEVELOPMENT IF IT MATERIALLY DETRACTS FROM SCENIC OR SCIENTIFIC VALUE OF UNDEVELOPED COAST. 2. SAFEGUARD CHANNEL TUNNEL TERMINAL SITE 3. SAFEGUARD LAND FOR PORT USE AT DOVER, FOLKESTONE, SHEERNESS AND FOR PEGWELL BAY HOVERPORT
EAST SUSSEX	<ol style="list-style-type: none"> 1. CONSIDER PROVISION OF ADDITIONAL PUBLIC LAUNCHING SLIPS. 2. ENCOURAGE MARINAS IN SAFE LOCATIONS, WHERE NO CONFLICT WITH COMMERCIAL SHIPPING AND SUITABLE LAND ACCESS. 		<ol style="list-style-type: none"> 1. DETAILED POLICIES FOR HC, AND ACTION FOR PARTICULAR ZONES WITHIN IT, TO BE DISCUSSED WITH DISTRICTS. 	<ol style="list-style-type: none"> 1. INVESTMENT PRIORITY FOR AREAS WHERE ECONOMIC BASE VULNERABLE: CONCENTRATE RESOURCES ON TOURISM, SERVICES AND LIGHT INDUSTRY, ESPECIALLY IN HASTINGS AREA. 2. EXPAND PORT OF NEWHAVEN 3. CONSIDER OPPORTUNITIES TO DEVELOP CROSS CHANNEL LINKS.
WEST SUSSEX	<ol style="list-style-type: none"> 1. Development of urban-based marina might be a logical future trend; constraints imposed by conservation. 	<ol style="list-style-type: none"> 1. SEEK TO CONSERVE AND ENHANCE NATURAL RESOURCES OF COUNTY. 2. ONLY NEW DEVELOPMENT WHICH MUST BE LOCATED IN COUNTRYSIDE WILL BE PERMITTED THERE. 	<ol style="list-style-type: none"> 1. PROTECT AND ENHANCE QUALITY & CHARACTER OF LANDSCAPE, ESPECIALLY IN EXISTING AND PROPOSED A5ONB. 2. CONSIDERATION TO BE GIVEN TO MANAGEMENT PLANS TO RECONCILE COMPETING DEMANDS IN A5ONB. 	

COUNTY	THE COAST	ZONING/SPECIAL AREAS.	TOURISM
SOUTH HAMPSHIRE	<ol style="list-style-type: none"> 1. COASTLINE AND ANY DEVELOPMENT ALONG IT IS OF STRATEGIC IMPORTANCE. 2. WILL TAKE COGNISANCE OF POLICIES AND ACTION IN ADJOINING AREAS. 3. GIVE PRIORITY TO CONSERVATION, PROVISION OF FURTHER ACCESS AND POSSIBLE PURCHASE OF LAND BY AGREEMENT TO ADVANCE RECREATION POTENTIAL. 	<ol style="list-style-type: none"> 1. PROPOSALS FOR SUB AREAS. 	<ol style="list-style-type: none"> 1. ENCOURAGE, AND CONCENTRATE IN SOUTHSEA AND HAYLING ISLAND. 2. CONTAINMENT OF TOURIST PRESSURES WILL FREE PARTS OF UNDEVELOPED COAST FOR HEAVY DAY TRIP DEMANDS.
ISLE OF WIGHT	<ol style="list-style-type: none"> 1. PROTECT VISUAL AND BIOLOGICAL AMENITY OF UNDEVELOPED COAST. 2. Island's primary landscape asset and informal recreation resource. 	<ol style="list-style-type: none"> 1. AREAS OF GREAT LANDSCAPE VALUE IDENTIFIED. 	<ol style="list-style-type: none"> 1. TOURISM A KEY ISSUE. 2. IMPROVE TOURIST FACILITIES, BUT AVOID CONFLICT WITH AMENITY. 3. MAXIMISE USE OF FACILITIES THROUGHOUT YEAR AND ENCOURAGE LENGTHENING OF SEASON. 4. SEASONAL UNEMPLOYMENT A PROBLEM.
SOUTH EAST DORSET	<ol style="list-style-type: none"> 1. Outstanding quality of coast and its suitability for coastal sports confers upon Dorset a regional and national role. 		
DEVON	<ol style="list-style-type: none"> 1. COAST WILL REMAIN COUNTY'S MOST POPULAR RESOURCE FOR RECREATION. USE VARIES WITH ACCESSIBILITY, PHYSICAL CHARACTERISTICS & FACILITIES, & THESE SHOULD GUIDE FUTURE PROVISION. 2. PROTECT UNDEVELOPED COAST, AND REDEFINE INHERITED COAST PRESERVATION POLICIES. 3. REGULATE ACCESS WHERE PHYSICAL DAMAGE APPARENT. 	<ol style="list-style-type: none"> 1. AREAS OF MAJOR CHANGE DEFINED. 2. NATURE CONSERVATION ZONES DEFINED. 3. COASTAL PRESERVATION AREAS AND LANDSCAPE POLICY AREAS DEFINED. 	<ol style="list-style-type: none"> 1. PROVISION FOR TOURISM A KEY ISSUE. 2. CONCENTRATE DEVELOPMENT IN AND AROUND EXISTING SETTLEMENTS. 3. SEEK TO EXTEND SEASON. 4. ENCOURAGE SPECIALISATION BY RESORTS . 5. 'LARGE RESORTS' & 'SMALLER RESORTS' IDENTIFIED & FUNCTIONS DEFINED. 6. PROVIDE IMPROVED WET WEATHER FACILITIES. 7. ENSURE TOURIST PROJECTS IN KEEP-ING WITH SPECIAL CHARACTER OF SETTLEMENTS IN WHICH LOCATED. 8. SOME AREAS NEED MGT MEASURES TO RELIEVE CONGESTION & DISTUR- BANCE TO LOCAL COMMUNITIES.

CORNWALL	<ol style="list-style-type: none"> 1. QUALITY OF COAST NATIONALLY IMPORTANT. 2. QUALITY THREATENED IN PLACES BY EXCESSIVE USE AND INCONGRUOUS DEVELOPMENT. 3. ATTEMPT TO CONTROL CAPACITY OF BEACHES BY PROVISION/CONTROL OF ACCOMMODATION. 	<ol style="list-style-type: none"> 1. AREAS OF GREAT LANDSCAPE VALUE DEFINED. 2. COAST DIVIDED INTO 'MAIN GROWTH AREAS' AND 'COASTAL RESTRAINT AREAS' 3. AREAS OF GREAT SCIENTIFIC VALUE DEFINED. 4. TOURISM GROWTH AREAS DEFINED. 	<ol style="list-style-type: none"> 1. SUBJECT OF STRATEGIC IMPORTANCE. 2. ENCOURAGE OFF PEAK TOURISM 3. PROMOTE TRADITIONAL (HOTEL-BASED) AND ACTIVITY HOLIDAYS. 4. IMPROVE RANGE OF FACILITIES AND STANDARD OF ACCOMMODATION FOR VISITORS. 5. EXPANSION CONSTRAINED BY NEED TO CONSERVE NATURAL BEAUTY AND AMENITY.
SOMERSET	<ol style="list-style-type: none"> 1. 1966 Coastal Preservation and Development Policy needs revision due to increased pressures in some areas, e.g. Brean and Barrow dunes. 	<ol style="list-style-type: none"> 1. Issues include whether to define priorities for all parts of countryside or just for protection of areas under threat. 	<ol style="list-style-type: none"> 1. Issues include whether to encourage tourism widely or selectively.
AVON		<ol style="list-style-type: none"> 1. Conservation zones defined. 2. Areas of Great Landscape Value defined. 	<ol style="list-style-type: none"> 1. Tourism not a key issue.
GLOUCESTERSHIRE		<ol style="list-style-type: none"> 1. AREAS OF GREAT LANDSCAPE VALUE DEFINED. 	

COUNTY	HOLIDAY ACCOMMODATION	RECREATION	RECREATION FACILITIES.
SOUTH HAMPSHIRE		<ol style="list-style-type: none"> 1. SAFEGUARD PHYSICAL RESOURCES WHICH OFFER BEST OPPORTUNITIES FOR RECREATION. 2. SUB AREA PROPOSALS INCLUDE ZONES FOR RECREATION AND OPEN SPACE. 	
ISLE OF WIGHT	<ol style="list-style-type: none"> 1. RETAIN LARGE HOTELS AND DISCOURAGE THEIR CONVERSION TO OTHER USES. 2. HOTELS SHOULD BE SITED IN TOWNS OR IMMEDIATE PERIPHERIES. 3. SEVERELY LIMIT FURTHER DEVELOPMENT OF CAMPING AND CARAVAN SITES, IN INTERESTS OF VISUAL AMENITY AND PUBLIC HEALTH, AND DISCOURAGE SITES IN DESIGNATED AREAS. 	<ol style="list-style-type: none"> 1. ENCOURAGE APPROPRIATE DEVELOPMENT OF LAND AND WATER BASED RECREATION AND LEISURE FACILITIES WHERE THEY CAN BE ABSORBED WITHOUT DETRIMENT TO CHARACTER AND AMENITY. 	<ol style="list-style-type: none"> 1. PROVIDE COUNTRY PARKS, PICNIC SITES, VIEWPOINTS AND CAR PARKS IN COUNTRYSIDE.
SOUTH EAST DORSET	<ol style="list-style-type: none"> 1. DISCOURAGE CHANGES IN USE OF HOTELS, AND ENCOURAGE NEW/EXTENDED HOTEL ACCOMMODATION. 2. CARAVAN AND CAMPING SITES GENERALLY OPPOSED, EXCEPT IN SPECIFIED LOCAL POLICY AREAS. 3. DEVELOPMENT OF PURPOSE-BUILT RENTED HOLIDAY ACCOMMODATION ONLY PERMITTED IN SPECIFIED CIRCUMSTANCES. 	<ol style="list-style-type: none"> 1. INCREASE PUBLIC ACCESS TO BEACHES AND SHORELINES OF HARBOURS, SUBJECT TO SAFEGUARDING OTHER INTERESTS. 2. IN CERTAIN AREAS (e.g. POOLE HARBOUR AND LYTCHETT BAY) RECREATION TO BE ORIENTED TOWARDS AREA'S SCIENTIFIC VALUE RATHER THAN EXTENSIVE PUBLIC ACCESS. 	
DEVON	<ol style="list-style-type: none"> 1. SELECTIVE AND LIMITED INCREASE IN ACCOMMODATION OUTSIDE MAIN RESORTS. 2. NO NEW ACCOMMODATION IN LANDSCAPE POLICY AREAS. 3. IMPROVE QUALITY OF HOTELS IN RESORTS. 4. NO CARAVANS OR TENTS IN COASTAL PRESERVATION AREAS. 5. AREAS OF SEARCH IDENTIFIED FOR TOURING CARAVANS AND TENTS. 	<ol style="list-style-type: none"> 1. PROVISION FOR RECREATION A KEY ISSUE. 2. PROVIDE OPPORTUNITIES FOR SPORT AND OUTDOOR RECREATION IN ALTERNATIVE LOCATIONS TO AREAS UNDER PRESSURE ON COAST AND IN NP'S. 	<ol style="list-style-type: none"> 1. COMPLETE AND IMPROVE N & S DEVON COASTAL FOOTPATHS. 2. PROVIDE COUNTRY PARKS, PICNIC SITES AND OTHER RECREATION AREAS ADJACENT TO MAJOR CENTRES OF DEMAND.

CORNWALL	<ol style="list-style-type: none"> 1. ENCOURAGE USE OF HOTELS AND OTHER APPROPRIATE PERMANENT ACCOMMODATION 2. ACCEPT INCREASED ACCOMMODATION IN SOME COASTAL AREAS WITH BEACH CAPACITY, SUBJECT TO SPECIFIED CONDITIONS. 3. LARGE OR MEDIUM SITES FOR TOURING CARAVANS ACCEPTABLE IN PRINCIPLE IN TOURISM GROWTH AREAS. 	<ol style="list-style-type: none"> 1. NO INTENTION TO DISPERSE RECREATION TO INLAND SITES, AS THIS WOULD INCREASE ROAD CONGESTION. 	
SOMERSET		<ol style="list-style-type: none"> 1. Must choose between high standard concentrated facilities or lower standard and dispersed. 	
AVON		<ol style="list-style-type: none"> 1. Recreation not a key issue. 	
GLOUCESTERSHIRE	<ol style="list-style-type: none"> 1. NORMALLY PERMIT CARAVAN, CAMPING AND CHALET SITES IN AREAS WHERE NO ADVERSE IMPACT ON CONSERVATION, AGRICULTURE etc. 	<ol style="list-style-type: none"> 1. ENCOURAGE FACILITIES WHICH IMPROVE PUBLIC ACCESS TO COUNTRYSIDE, BUT PROTECT AREAS FROM EXCESSIVE USE. 	<ol style="list-style-type: none"> 1. SELECTED FOOTPATHS AND BRIDLEWAYS TO BE DEVELOPED FOR RECREATION USE. 2. PROVIDE COUNTRY PARKS IN SELECTED AREAS, E.G. ADJACENT TO RIVER SEVERN.

COUNTY	WATER SPORTS	CONSERVATION AND ENVIRONMENTAL PROTECTION	DESIGNATED AREAS	INDUSTRIAL AND OTHER DEVELOPMENT
SOUTH HAMPSHIRE	1. NO NEW PROPOSALS FOR SAILING PENDING OUTCOME OF SOLENT SAILING CONFERENCE.	1. INCLUDED IN SUB AREA PROPOSALS.	1. SAFEGUARD CHICHESTER HARBOUR FOR SUCH RECREATION AND OPEN SPACE USES AS ARE COMPATIBLE WITH AONB STATUS AND NOT DETRIMENTAL TO ITS OUTSTANDING NATURAL HISTORY VALUE.	1. SEAPORTS - SAFEGUARD STRATEGIC LOCATIONS FOR DEVELOPMENT.
ISLE OF WIGHT	1. MUST BE COMPATIBLE WITH NATURE OF COAST AND BEACH AND HAVE ADEQUATE ACCESS ARRANGEMENTS. 2. NEED CAREFUL MANAGEMENT MEASURES AS CONSIDERED BY SOLENT SAILING CONFERENCE.	1. MAINTAIN ISLAND'S UNIQUE CHARACTER AND BEAUTY. 2. IN ANY DEVELOPMENT, HAVE REGARD TO PROTECTING AND ENHANCING BEAUTY, WILDLIFE AND CHARACTER OF RURAL LANDSCAPE.	1. CONSERVE VISUAL AND NATURE CONSERVATION VALUES, ESPECIALLY IN SSSI'S. 2. PREPARE MANAGEMENT PLANS FOR HC'S.	1. Need to control marine dredging.
SOUTH EAST DORSET	1. FURTHER BOAT STORAGE AND LAUNCHING POINTS IN POOLE AND CHRISTCHURCH HARBOURS. 2. WILL IDENTIFY SITES SUITABLE FOR NOISY AND DANGEROUS SPORTS.		1. REFUSE DEVELOPMENT WHICH WOULD HAVE ADVERSE EFFECT ON SCIENTIFIC VALUE OF STATUTORY NATURE RESERVES AND SSSI'S.	1. PROBLEM OF SUBSTANTIAL RETIREMENT POPULATION. 2. CONSIDER DEVELOPMENT OF PORT OF POOLE.
DEVON	1. MAINTAIN EXISTING CAPABILITY OF LARGER ESTUARIES, AND INCREASE WATER RECREATION WHERE NO UNACCEPTABLE DETRIMENT TO OTHER INTERESTS.	1. CONSERVATION, AGRICULTURE AND FORESTRY A KEY ISSUE. 2. CONSERVE COUNTY'S ENVIRONMENT AND RESOURCES. 3. SAFEGUARD KEY SITES FOR NATURE CONSERVATION. 4. DISCOURAGE INAPPROPRIATE DEVELOPMENT AND SEEK TO RECONCILE CONFLICTS IN NATURE CONSERVATION ZONES. 5. CONSERVE AND ENHANCE LANDSCAPE IN LANDSCAPE POLICY AREAS. 6. PROHIBIT ALL DEVELOPMENTS IN COASTAL PRESERVATION AREAS, EXCEPT IMPROVEMENTS.	1. DEFINE AND PREPARE MANAGEMENT PLANS FOR 4 HC'S. 2. SAFEGUARD STATUTORY NATURE RESERVES AND SSSI'S.	1. PROBLEM OF HIGH RETIREMENT POPULATION.

CORNWALL		<ol style="list-style-type: none"> 1. ENVIRONMENT IS SUBJECT OF STRATEGIC IMPORTANCE. 2. AVOID DISTURBANCE TO ECOLOGY OF WETLANDS AND OTHER SEMI-NATURAL AREAS. 3. PRESERVATION AND IMPROVEMENT OF LANDSCAPE TO BE EMPHASISED IN AREAS OF GREAT LANDSCAPE VALUE. 4. MAINTENANCE OF NATURE CONSERVATION VALUES TO BE EMPHASISED IN AREAS OF GREAT SCIENTIFIC VALUE. 	<ol style="list-style-type: none"> 1. PREVENT SIGNIFICANT INCREASE IN NUMBER OF VISITORS STAYING ON OR NEAR HC'S. 2. PROTECT HC'S FROM DEVELOPMENTS PREJUDICIAL TO AMENITY VALUE AND PUBLIC ENJOYMENT. 3. NOT NORMALLY PERMIT DEVELOPMENTS WHICH MIGHT ADVERSELY AFFECT NNR'S OR MORE IMPORTANT SSSI'S. 4. IN ASO NB PRESERVATION AND IMPROVEMENT OF LANDSCAPE HAVE PRIORITY OVER OTHER CONSIDERATIONS. 5. CONSIDER ESTABLISHING FURTHER LNR'S. 	
SOMERSET		<ol style="list-style-type: none"> 1. Will define areas of significance for wildlife conservation, and continue to use development control to safeguard and enhance natural beauty. 		
AVON		<ol style="list-style-type: none"> 1. Conservation zones defined, to act as buffers around conservation sites. 		
GLOUCESTERSHIRE	<ol style="list-style-type: none"> 1. CONSTRAINED BY COMMERCIAL USE OF RIVER SEVERN, LIMITED ACCESS TO RIVERSIDE AND DANGEROUS TIDES. 	<ol style="list-style-type: none"> 1. CONSERVE NON-RENEWABLE RESOURCES. 	<ol style="list-style-type: none"> 1. DEVELOPMENT LIKELY TO ADVERSELY AFFECT SSSI'S OR LOCAL OR NATIONAL NATURE RESERVES, STATUTORY OR NON STATUTORY, WILL NOT NORMALLY BE PERMITTED. 	

COUNTY	THE COAST	ZONING/SPECIAL AREAS	TOURISM
GWENT	1. INHERITED COASTAL PROTECTION POLICY, INCLUDING DEVELOPMENT CONTROL AND WILDLIFE CONSERVATION MEASURES.	1. AGRICULTURAL PRIORITY AREAS DEFINED. 2. SPECIAL LANDSCAPE AREAS DEFINED 3. RECREATION AND AMENITY AREAS DEFINED, INCLUDING COAST.	1. ENCOURAGE PROVISION OF FACILITIES FOR DEVELOPMENT OF TOURISM.
SOUTH GLAMORGAN		1. USE BUFFER ZONES TO REDUCE CONFLICTS BETWEEN NEW AND EXISTING COUNTRYSIDE USES. 2. SPECIAL LANDSCAPE AREAS DEFINED. 3. RURAL RECREATION AREAS DEFINED.	
MID GLAMORGAN	1. PRESUMPTION AGAINST RECREATIONAL USE OF FORESHORE AND DUNE SYSTEMS UNLESS SUCH USE COMPATIBLE WITH PRIMARY CONSERVATION OBJECTIVE.		1. IMPROVE RANGE OF ACTIVITIES AND AMENITIES AVAILABLE TO TOURISTS. 2. DEVELOP PORTHCAWL AS TOURIST CENTRE.
WEST GLAMORGAN	1. PROTECT AND ENHANCE COASTLINE AND REALISE ITS POTENTIAL FOR RECREATIONAL USE BY A POLICY OF ZONING.	1. GREEN WEDGES BETWEEN SETTLEMENTS. 2. COAST DIVIDED INTO REMOTE, INTERMEDIATE AND INTENSIVE ZONES, RESORTS AND INDUSTRIAL COASTLINE. DETAILED POLICIES FOR EACH ZONE TO BE DEVELOPED IN LOCAL PLANS.	1. ENCOURAGE TOURISM, TO HELP DIVERSIFY THE ECONOMY.
DYFED		1. WILL ESTABLISH GREEN WEDGES.	

<p>GWYNEDD (MEIRIONNYDD AND DYFFRYN COMRY) (GARNARFON-SHIRE)</p>	<p>1. WILL PREPARE SUBJECT PLAN FOR COASTAL MANAGEMENT.</p>	<ol style="list-style-type: none"> 1. DIRECT NEW HOLIDAY DEVELOPMENT TO AREAS WITH SPARE RESOURCE CAPACITY. 2. EXAMINE WAYS OF EXTENDING SEASON. 3. ENCOURAGE SPECIAL INTEREST FACILITIES, OFF SEASON AND ALL WEATHER FACILITIES IN APPROPRIATE LOCATIONS. 4. RESIST FURTHER OUTDOOR PURSUITS CENTRES IN AREAS UNDER PRESSURE.
<p>GWYNEDD (GARNARFON-SHIRE)</p>	<ol style="list-style-type: none"> 1. LANDSCAPE CONSERVATION AREAS DEFINED. 2. MAINTAIN UNDEVELOPED GREEN AREAS BETWEEN COLWYN BAY/LLANDUDNO AND LLANDUDNO/DEGANWY. 	<ol style="list-style-type: none"> 1. ENCOURAGE EXTENSION OF MAIN HOLIDAY PERIOD 2. DIRECT NEW HOLIDAY DEVELOPMENT TO AREAS WITH SPARE RESOURCE CAPACITY AND RESTRICT IN AREAS UNDER PRESSURE.
<p>GWYNEDD (ANGLESEY)</p>	<p>1. CONTINUE SMALL SCALE REMEDIAL WORKS TO PROTECT COASTLINE FROM EROSION MAINLY DUE TO VISITOR PRESSURE.</p>	<ol style="list-style-type: none"> 1. DEVELOP TOURIST INDUSTRY BASED MAINLY ON NATURAL ATTRACTIONS OF COAST AND COUNTRY AND DIRECTED TO AREAS WHERE NO DETRIMENT TO GENERAL AMENITY. 2. PROVIDE TOURIST FACILITIES AS NEED ARISES.
<p>GLWYD</p>	<ol style="list-style-type: none"> 1. AREAS OF SPECIAL LANDSCAPE VALUE DEFINED 2. RETAIN GREEN BARRIER BETWEEN SETTLEMENTS. 	<ol style="list-style-type: none"> 1. DEVELOP MORE BALANCED AND WIDELY DISTRIBUTED TOURIST ECONOMY. 2. ENCOURAGE AND CONTROL FACILITIES WITH REGARD TO LANDSCAPE, TRAFFIC & SOCIAL CHARACTERISTICS AND LOCAL ECONOMY.
<p>CHEESHIRE</p>	<ol style="list-style-type: none"> 1. Major need for management and protection of Dee coastline. 2. Describes zones of wildlife importance. 3. Describes areas of poor landscape quality. 3. Describes areas of major potential for recreation. 	
<p>MERSEYSIDE</p>	<p>1. Need co-ordinated management policy for Sefton Coast.</p>	<p>1. Zoning of land uses for Sefton Coast.</p>

COUNTY	HOLIDAY ACCOMMODATION	RECREATION	RECREATION FACILITIES
GWENT	<ol style="list-style-type: none"> 1. PRESUMPTION AGAINST SITES FOR STATIC CARAVANS UNLESS DO NO PREJUDICE LANDSCAPE AND AMENITY INTERESTS. 2. ENCOURAGE SEASONAL TOURING AND TRANSIT CARAVANS AND CAMPING SITES, SUBJECT TO AMENITY CONSIDERATIONS & ACCESSIBILITY. 	<ol style="list-style-type: none"> 1. DETAILED POLICIES TO BE DEFINED IN SUBJECT PLAN OR SP REVIEW. 2. DEVISE MANAGEMENT SCHEMES FOR RECREATION AND AMENITY AREAS. 	<ol style="list-style-type: none"> 1. ESTABLISH COUNTRY PARKS, PICNIC SITES, SCENIC DRIVES & RECREATION ROUTES. 2. FACILITIES TO BE SITED TO MINIMISE TRAFFIC PROBLEMS AND MAINTENANCE COSTS.
SOUTH GLAMORGAN	<ol style="list-style-type: none"> 1. ENCOURAGE NEW HOTEL DEVELOPMENT IN & AROUND CARDIFF, BARRY AND PENARTH. 2. PROVIDE SITES FOR TOURING CARAVANS CLOSE TO MAJOR TOURIST ROUTES. 3. PRESUMPTION AGAINST FURTHER STATIC CARAVAN/CHALET SITES PENDING PREPARATION OF LOCAL PLAN. 	<ol style="list-style-type: none"> 1. RURAL RECREATION AREAS DEFINED. 2. ENSURE THAT FACILITIES FOR INFORMAL COUNTRYSIDE RECREATION HAVE MINIMUM EFFECT ON EXISTING COUNTRYSIDE ACTIVITIES. 	<ol style="list-style-type: none"> 1. IMPROVE NETWORK OF FOOTPATHS AND BRIDLEWAYS 2. ENCOURAGE PROVISION OF INFORMATION CENTRES. 3. PROVIDE COUNTRY PARKS AND PICNIC SITES.
MID GLAMORGAN	<ol style="list-style-type: none"> 1. FAVOUR TOURIST DEVELOPMENTS WHICH IMPROVE RANGE OF ACCOMMODATION AVAILABLE. 2. FAVOUR SUITABLY LOCATED SITES FOR TOURING CARAVANS OR CAMPING, COMPLEMENTARY TO PROVISION IN ADJOINING COUNTIES. 	<ol style="list-style-type: none"> 1. PROVIDE RURAL RECREATION FACILITIES ACCESSIBLE TO CAR OWNERS. 2. BRING ALL INFORMAL RECREATION SITES UNDER MANAGEMENT. 3. DEVELOP WIDE RANGE OF RECREATION OPPORTUNITIES IN COUNTRYSIDE, CONSISTENT WITH CONSERVATION, AGRICULTURE ETC. 	<ol style="list-style-type: none"> 1. DEVELOP PUBLIC FOOTPATH AND BRIDLEWAY SYSTEM, SUBJECT TO CONSERVATION AND AGRICULTURAL INTERESTS. 2. ENCOURAGE PROVISION OF INTERPRETIVE FACILITIES.
WEST GLAMORGAN	<ol style="list-style-type: none"> 1. PRESUMPTION IN FAVOUR OF SERVICED ACCOMMODATION. 2. IN FAVOUR OF NON-SERVICED ACCOMMODATION OUTSIDE GOWER AONB, SUBJECT TO LOCAL PLANNING AND HIGHWAY CONSIDERATIONS. 3. PRESUMPTION AGAINST FURTHER STATIC OR TOURING CARAVAN SITES, CHALETS AND TENT SITES IN GOWER AONB. 	<ol style="list-style-type: none"> 1. CONCENTRATE FORMAL RECREATION FACILITIES IN RESORTS. 2. PROVIDE FACILITIES OUTSIDE GOWER TO DIVERT PRESSURES FROM AONB. 	<ol style="list-style-type: none"> 1. DEVELOP EXISTING PUBLIC RIGHTS OF WAY NETWORK. 2. INTRODUCE INTERPRETIVE AND INFORMATION FACILITIES.
DYFED	<ol style="list-style-type: none"> 1. PRESUMPTION IN FAVOUR OF NEW SERVICED ACCOMMODATION. 2. PRESUMPTION AGAINST NEW HOLIDAY CARAVAN SITES, CHALETS & TENTS ON COAST & OTHER SPECIFIED AREAS. 		<ol style="list-style-type: none"> 1. IMPROVE AND RATIONALISE PUBLIC RIGHTS OF WAY. 2. PROVIDE COUNTRY PARKS AND PICNIC SITES AIMED AT REDUCING PRESSURE ON COAST.

GWYNEDD (MERIONYDD AND DYFFRYN CONWY)	<ol style="list-style-type: none"> 1. DIRECT NEW HOTEL DEVELOPMENT TO EXISTING AREAS. 2. CURTAIL GROWTH OF HOSTEL ACCOMMODATION 3. RESIST CONVERSION OF SERVICED ACCOMMODATION TO SELF CATERING. 4. PRESUMPTION AGAINST FURTHER STATIC CARAVAN SITES AND CONSIDER CONVERTING EXISTING SITES TO CHALETS. 5. PRESS FOR NEW LEGISLATION TO CONTROL ALL TYPES OF CAMPING AND CARAVANNING. 6. RESTRICT NEW CHALET DEVELOPMENTS AND TOURING & CAMPING SITES TO AREAS WHERE MINIMUM IMPACT ON ENVIRONMENT. 	<ol style="list-style-type: none"> 1. ENSURE THAT PHYSICAL RESOURCES WITH POTENTIAL FOR RECREATIONAL USE ARE SAFEGUARDED IN LOCAL PLANS AND THROUGH DEVELOPMENT CONTROL. 2. ENSURE THAT USES OF PHYSICAL RESOURCES FOR RECREATION ARE COMPATIBLE WITH ENVIRONMENTAL, AGRICULTURAL AND CONSERVATION NEEDS. 	<ol style="list-style-type: none"> 1. PROVIDE FACILITIES AND ROUTES FOR LEISURE MOTORISTS. 2. PROVIDE APPROPRIATE SCALE OF PARKING IN MAJOR RECREATION AREAS. 3. PROVIDE VISITOR INFORMATION SERVICE.
GWYNEDD (CAERNARVONSHIRE)	<ol style="list-style-type: none"> 1. CONTROL GROWTH OF ACCOMMODATION TO LEVEL COMPATIBLE WITH CAPACITY OF LOCAL AREAS. 2. ENCOURAGE TYPES OF ACCOMMODATION MOST BENEFICIAL TO ECONOMY. 3. RESIST LOSS OF SERVICED ACCOMMODATION IN MAIN RESORTS. 4. RESIST INTRUSION OF SELF SERVICED ACCOMMODATION IN RESORTS. 5. PRESUMPTION AGAINST DEVELOPMENT OF STATIC CARAVAN SITES. 6. WILL PRODUCE SUBJECT PLAN ON TOURING CARAVANS & TENTS, WITH A VIEW TO PROVIDING ADDITIONAL SITES IN SELECTED AREAS 	<ol style="list-style-type: none"> 1. ENCOURAGE FACILITIES FOR ENJOYMENT OF COUNTRYSIDE AND OPEN AIR RECREATION, WITH REGARD TO NEED TO RELIEVE PRESSURES IN CERTAIN AREAS. 2. IDENTIFY AREAS HAVING POTENTIAL FOR RECREATIONAL USE AND ENSURE THIS POTENTIAL SAFEGUARDED IN DEVELOPMENT PROPOSALS. 	<ol style="list-style-type: none"> 1. ESTABLISH SCALE OF PARKING TO BE ALLOWED IN EACH MAJOR RECREATION AREA. 2. PROVIDE EFFECTIVE INFORMATION SERVICE.
ANGLESEY	<ol style="list-style-type: none"> 1. ENCOURAGE PROVISION OF SERVICED ACCOMMODATION & RELATE TO EXISTING SETTLEMENTS. 2. RESTRICT FURTHER SELF-CATERING ACCOMMODATION TO SELECTED AREAS OUTSIDE A&ONB. 3. PRESUMPTION AGAINST FURTHER SITES FOR STATIC CARAVANS. 	<ol style="list-style-type: none"> 1. ENCOURAGE FACILITIES FOR ENJOYMENT OF COUNTRYSIDE & OPEN AIR RECREATION, WITH REGARD TO NEED TO RELIEVE PRESSURES IN CERTAIN AREAS. 2. IDENTIFY AREAS HAVING POTENTIAL FOR RECREATIONAL USE & ENSURE THIS POTENTIAL SAFEGUARDED IN DEVELOPMENT PROPOSALS. 	<ol style="list-style-type: none"> 1. PREPARE LOCAL PLAN FOR FOOTPATHS. 2. PROVIDE VISITOR INFORMATION SERVICE. 3. PREPARE LOCAL PLAN ON RECREATION FACILITIES FOR RESIDENTS, DAY TRIPERS & STAYING VISITORS.
CLWYD	<ol style="list-style-type: none"> 1. PRESUMPTION AGAINST RESIDENTIAL CARAVANS & CHALET DEVELOPMENT THROUGHOUT COUNTY, ESPECIALLY ON COAST. 2. DIRECT TOURING CARAVAN & CAMPING SITES TO LOCATIONS WITHIN OR CLOSE TO EXISTING SETTLEMENTS. 	<ol style="list-style-type: none"> 1. ENCOURAGE & CONTROL DEVELOPMENT OF RURAL RECREATION FACILITIES, HAVING REGARD TO LANDSCAPE, TRAFFIC & SOCIAL CHARACTERISTICS & LOCAL ECONOMY. 	
CHES- HIRE		<ol style="list-style-type: none"> 1. Describes areas with major potential for recreation. 	

COUNTY	WATER SPORTS	CONSERVATION AND ENVIRONMENTAL PROTECTION	DESIGNATED AREAS	INDUSTRIAL AND OTHER DEVELOPMENT
GWENT	1. SHORTAGE OF PROVISION: WILL RECEIVE SPECIAL ATTENTION IN RECREATION AND AMENITY AREA MANAGEMENT SCHEMES AND IN LAND RECLAMATION POLICIES.	1. ENVIRONMENT & RESOURCE CONSERVATION A KEY ISSUE. 2. SAFEGUARD CHARACTER & APPEARANCE OF AREAS OF LANDSCAPE QUALITY.	1. PRESUMPTION AGAINST TOURIST AND RECREATION FACILITIES IN PROTECTED AREAS.	
SOUTH GLAMORGAN	1. PRESUMPTION IN FAVOUR OF PROVISION, ESPECIALLY ALONG THE MORE DEVELOPED COAST.	1. CONSERVE AREAS OF SCIENTIFIC INTEREST. 2. PROTECT & ENHANCE LANDSCAPE OF COUNTRYSIDE AND COAST.	1. PRESUMPTION AGAINST DEVELOPMENT IN HC OUTSIDE EXISTING SETTLEMENTS. 2. IMPLEMENT MANAGEMENT SCHEMES FOR HC.	
MID GLAMORGAN		1. PRESUMPTION AGAINST DEVELOPMENT WHICH WOULD ADVERSELY AFFECT SITES IMPORTANT FOR NATURE CONSERVATION.	1. PRESUMPTION AGAINST DEVELOPMENT WHICH WOULD ADVERSELY AFFECT HC AND LOCAL NATURE RESERVES.	1. PRESUMPTION AGAINST SAND EXTRACTION ALONG ENTIRE FORESHORE AND DUNE SYSTEM
WEST GLAMORGAN	1. DEVELOP MOORINGS, PARKING AND LAUNCHING FACILITIES IN TAFE, NEATH, AFON AND LOUGHOR ESTUARIES, SUBJECT TO COMPATIBILITY WITH COMMERCIAL SHIPPING AND NATURE CONSERVATION.	1. AVOID LOSS OF RURAL HERITAGE FEATURES AND INTRUSIONS INTO LANDSCAPE. 2. PROTECT AND ENHANCE NATURAL BEAUTY OF COUNTRYSIDE.	1. AREA STRATEGY FOR GOWER AONB; 1. INFILL DEVELOPMENT ONLY; 1. CR-EASE RECREATION MANAGEMENT. 2. CONSERVE HC SCENERY AND ENCOURAGE COMPATIBLE RECREATION. 3. PROTECT AND ENHANCE NATURAL BEAUTY IN DESIGNATED AREAS.	1. PRESUMPTION AGAINST EXTRACTION OF BEACH AND DUNE SAND.
DYFED		1. PROTECT AND ENHANCE CONSERVATION AREAS. 2. PRESUMPTION AGAINST DESIGNATION OF FURTHER CONSERVATION AREAS EXCEPT AT SPECIFIED LOCATIONS.	1. PROTECT & ENHANCE DESIGNATED CONSERVATION AREAS. 2. PRESUMPTION AGAINST DEVELOPMENT ON NNR'S & SSSI'S.	
GWYNEDD & DYFFRYN CONWY	1. LOCATION OF CONFLICTING SPORTS, ESPECIALLY POWER BOATING & WATER SKIING, WILL BE CAREFULLY CONTROLLED TO ENSURE COMPATIBILITY WITH USERS, AMENITY AND WILDLIFE.	1. SAFEGUARD AREAS OF CONSERVATION INTEREST.	1. SAFEGUARD NATIONAL & LOCAL NATURE RESERVES, SSSI'S AND OTHER AREAS OF CONSERVATION INTEREST THROUGH DEVELOPMENT CONTROL PROCEDURES AND MANAGEMENT SCHEMES.	1. ENCOURAGE LOCAL FISHING INDUSTRY

GWYNEDD (CAERNARVONSHIRE)	<ol style="list-style-type: none"> 1. ENSURE THAT DEVELOPMENT OF BOATING FACILITIES IS IN STEP WITH DEMAND. 2. FURTHER MOORINGS & MARINA FACILITIES TO BE REFUSED UNTIL EXISTING COMMITMENTS TAKEN UP. 3. CONTROL LOCATION OF NOISY SPORTS, ESPECIALLY POWER BOATING & WATER SKIING, TO ENSURE COMPATIBILITY WITH OTHER USES, AMENITY AND WILD-LIFE. 	<ol style="list-style-type: none"> 1. SAFEGUARD AREAS OF CONSERVATION INTEREST. 2. IMPLEMENT MANAGEMENT PROPOSALS OF GREAT ORME CONSERVATION STUDY. 	<ol style="list-style-type: none"> 1. POLICY OF CONSERVATION AND IMPROVEMENT IN NP, ASONB AND HC. 2. SAFEGUARD NATIONAL AND LOCAL NATURE RESERVES AND SSSI'S. 3. PRODUCE LOCAL PLAN FOR HC. 	<ol style="list-style-type: none"> 1. SAFEGUARD FISHING AND SHELLFISH RESOURCES AGAINST OVER EXPLOITATION AND POLLUTION.
GWYNEDD (ANGLESEY)		<ol style="list-style-type: none"> 1. CONSERVE AND IMPROVE APPEARANCE QUALITY AND CHARACTER OF NATURAL AND BUILT ENVIRONMENT. 	<ol style="list-style-type: none"> 1. CONSERVE AND ENHANCE NATURAL BEAUTY OF HC AND AONB. 2. PREPARE LOCAL PLAN FOR HC MANAGEMENT: MEANWHILE, DEVELOPMENT ON ADJACENT LAND WILL BE STRICTLY CONTROLLED. 	
CLWYD		<ol style="list-style-type: none"> 1. MINIMISE ENVIRONMENTAL LOSS FROM DEVELOPMENT PRESSURES AND RESTORE LOST AMENITIES. 2. RESIST PROPOSALS LIKELY TO IMPAIR QUALITY OF COASTAL AND INLAND WATER. 	<ol style="list-style-type: none"> 1. PROTECT SSSI'S AND NATURE RESERVES AND ESTABLISH NEW RESERVES AS APPROPRIATE. 	<ol style="list-style-type: none"> 1. DEVELOP PORT OF MOSTYN.
CHES- HIRE		<ol style="list-style-type: none"> 1. Describes zones of wildlife interest 		
MERSEYSIDE		<ol style="list-style-type: none"> 1. Dee and Ribble estuaries of international ecological importance. 		

For space reasons Merseyside has been omitted from the previous table giving Holiday Accommodation, Recreation and Recreation Facilities. However we should point out that all sections had been left blank.

DISCUSSION

A.A. Oldfield (*Water Space Amenity Commission*)

Professor Patmore suggested the adjacent presence of shore and sea had little impact on agricultural use. I think that might need a little examination. He referred to permanent campsites, but I think we should recognise the importance of temporary cropping of camping and car parking in areas like South Devon. Many farmers do take the 'agricultural' opportunities that are presented to them.

Prof. A. Patmore

I think this is a perfectly fair comment. What I meant was agricultural in the narrow sense, rather than the opportunities for other sorts of enterprise. This summer I walked the coastal section of the Cleveland Way and the actual farming area, which was affected by the coast, was very small. I did not try to quantify it; I was trying to enjoy myself. However, the impression is still one of what happens over the fence and beyond the footpath is largely irrelevant to the farmer; even if he has got the Guides camping in his field.

R.W.G. Carter (*Ulster Countryside Commission*)

Professor Patmore, as an historian, how do you see the future? Do you see, with the imposition of fuel controls and so forth, a gradual recession back to the coastal resorts from the countryside? Or do you see a different pattern of coastal recreation evolving?

Prof. A. Patmore

I wish I had a crystal ball, and I wish there was a simple answer. I still feel we undervalue the contribution the resorts are making. Whether they reach it by car, by train, by bus, or whatever new form of energy-saving device we invent, a lot of people still get their satisfaction in the resorts. Take the statistics of people travelling by car from Hull. Subtract the four main resorts and there is comparatively little use made of the undeveloped coast. My own feeling is that if public transport seizes some of these opportunities, then it will reinforce the earlier concentration. Some four years or so ago - after the '73 crisis - British Rail, in a very enterprising way, ran some 20 pence evening excursions from Hull to Bridlington. They had laid on six coach trains thinking that would be adequate. They were completely overwhelmed. People were only too willing, just to take an evening trip out to the coast, for that sort of price.

My own impression on the north-east coast this summer was that there has already been a further concentration in the

resorts, and that it was even quieter than usual on the coast between them. One of the things that helped was that the only place you could get petrol was in the resorts. If you were in the country, particularly over the weekend, your chances of getting any petrol were non-existent. These little things may help to re-concentrate tourism.

P. Leonard (*Countryside Commission*)

I agree entirely with what you say. The influence of the recent problems over petrol seems to be one of uncertainty rather than price. In real terms, petrol has not changed in price over the last decade, or possibly longer. In Devon and Cornwall holiday-makers appeared to stick to the main resorts, and to the main roads, because that is where they could get petrol. Maybe the future, if it holds uncertainty, will push people back to the main resorts.

A. Thorburn (*East Sussex County Council*)

It seems to me that you have been analysing holiday making on the basis of where people are, rather than what they do. It may well be that the reason you have less people driving around the country looking at stately homes, as the figures this year suggest, is because they are bored with that. They are looking for new activities and they are finding them in the resorts, rather than in the countryside. Twenty years of conservation policies have meant the countryside is a bit 'old hat'. Has there been any research on what people do as opposed to where they are?

Prof. A. Patmore

The only work I know of, apart from the Jersey work that I mentioned, is about visitors staying in Bournemouth; it traces exactly where they are going for each period of their stay. Your question relates to a point I made earlier that the resort is part of a recreation system, and it reflects the way in which the local area is used. People do seem to love attractions. The zoo we passed today illustrated that. There were far more cars parked there than at the country park. I know a number of different resorts but I have nothing more than anecdotal experience to go by, or the individual study of a particular resort which rarely covers the full range of opportunities.

A.M.H. Fitton (*Countryside Commission*)

The Commission has done some qualitative research on how the people view the countryside and the coast. It certainly does not suggest that the countryside is 'old hat'. The data that Brian Duffield will be presenting from our national survey also suggests that argument is nicely anecdotal, but is unsupported by the facts.

Mrs. M. Laverack (*Countryside Commission*)

I found your slides and your talk, although terribly interesting, a shade pessimistic. If you think about all your slides which showed the military use, the industrial impact, the caravan site development and so forth, all being on the same piece of coast - one could visualise that all being superimposed on one slide. Thinking also in terms of what we saw this morning on the Sussex Coast, it is all extremely pessimistic. Have you got anything optimistic to say to us?

Prof. A. Patmore

I found it very difficult, delving amongst my own collection, to find those pessimistic slides. I have been largely concerned with the coastline that I enjoy seeing, and would normally enjoy photographing. I could have presented pictures of the British coastline as I love it. If you heard what my wife had to say when I had to go to Scarborough to take that photograph you saw, you would appreciate the real cost of being here today.

D.J. Brooke (*North York Moors National Park*)

Are you saying that recreational policies of the last few decades have pointed toward a minority of visitors, rather than the majority, and is this a bad thing or a good thing?

Prof. A. Patmore

I think they have underlined the pursuits of a minority because these are often the pursuits that are enjoyed by planners. On the other hand, the sheer fact that we have been able to open the Cleveland Way has meant a great deal and has encouraged a lot more. At the time when I took that photograph of the Cleveland Way I met a character, going very well indeed but looking just a little under the weather. I walked with him for a short distance and we talked. He had come on a bus trip from a working men's club in Barnsley, and all forty of them had been given the option of getting out at Staithes, Runswick Bay or Whitby. Ten of them had got out at Staithes and were walking to Whitby. The other thirty had gone straight to Whitby. He said, with a smile on his face, "I'm sure they will enjoy themselves, but I don't think they'll remember much about it".

We must ask ourselves whether we should be encouraging the thirty or the ten. I enjoy the facilities that you have helped to provide for the ten, to make it a lot easier to walk along that particular stretch of coast. If the other thirty are taken care of - good luck to them.

P. Leonard

I am not sure that I agree with you entirely. Are we not making value judgements about who we encourage and why? Are we

not in danger of underrating the importance of the experience of coming to Brighton beach, or Scarborough or wherever? It does seem to me that part of the experience that your ten people got is owed to the fact that the thirty continued in the bus to Whitby without putting pressure on the undeveloped coast. Perhaps we ought to be assisting the resorts as a conservation measure.

Prof. A. Patmore

I know very little indeed about the nature of the urban experience and the satisfactions to be gained from the urban resort. The comment that I made about the slides may have been slightly facetious, but it was not entirely facetious - we all go where we want. During my own holiday, on the North York coast this summer, my youngest had her happiest day when she was off the leash in Whitby, away from her parents who were thoroughly enjoying their walking. It is a matter of time, temperament and a whole host of other things. Who is right and who is wrong? We all enjoyed ourselves.

A.M.H. Fitton

We always seem to catagorise people as 'urban-oriented' or 'not urban-oriented'. It is quite clear that people can enjoy booze at different times and in different circumstances. In a different situation your ten might have been in Whitby with the thirty, under different group pressures.

Prof. A. Patmore

Yes, that is an extremely important point.

PEOPLE AND THE COAST - CURRENT DEMANDS
AND FUTURE ASPIRATIONS FOR COASTAL RECREATION

by

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The story of the English seaside is a story
of social revolution. (Stokes, 1947, 7).

THE CONTEXT

In any summer month some 20 million day visits are made in England and Wales to seaside resorts and a further 8 million trips are made to non-urban coastal locations. In Scotland, over the same period 1½ million trips will have been made to the beach* and 700,000 trips to other coastal areas.

In the last week 1 person in 8 will have visited a seaside resort and 1 in 20 the countryside coast⁺, while on a typical summer Sunday in England and Wales some 2 million people will visit the coast as the main stop on their trip into the countryside, accounting for 20 percent of all such journeys.

No other physical resource enjoys this appeal and the coast occupies a unique position in the leisure lives of the British population. The seaside and coast has now been a focus for visits for over two hundred years, and although its role has changed over this time, there seems no reason to doubt that it will continue to attract visitors and to serve as a primary destination for recreational journeys.

The objective of this paper is to examine briefly the evolution of the place of the seaside and coast in the leisure habits of the British population; to investigate the nature of the people who visit coastal locations on recreational trips; to examine the particular characteristics of the trips themselves and to speculate on the likely role of the coast and seaside in future years.

The paper concerns itself primarily with people: Professor Patmore, in an earlier paper, has already examined the function of the coast as a recreational resource. Moreover, the paper seeks to let the people speak, at least through displaying the results of major surveys of recreational behaviour which have been implemented in Britain over the last few years. These surveys are:

* Including beaches in built-up and undeveloped areas.

+ For the purposes of this paper countryside-coast includes beaches and other coastal areas outside urban areas in the undeveloped coast.

1. The Scottish Tourism and Recreation Study (STARS) which was carried out in 1973 for the Countryside Commission for Scotland, the Scottish Tourist Board, the Highlands and Islands Development Board, the Forestry Commission and the Scottish Arts Council, and included a home interview survey of nearly 7,000 adults throughout Scotland (TRRU, 1975, 1976a,b, 1977a,b,c,d).
2. The National Survey of Countryside Recreation (NSCR) undertaken in 1977 for the Countryside Commission (England and Wales) and consisting of nearly 6,000 interviews with adults throughout England and Wales (Fitton, 1978).
3. The East Kent Tourism Study (EKTS) undertaken for Kent County Council which included a home interview survey of 430 residents of East Kent and a cordon survey of 2,640 visitors staying in East Kent. This survey was carried out in 1978.*

These studies have all been subject to special analysis for this paper. Results from other published sources have also been included where they are relevant.

The focus of the paper is on the countryside coast, in line with CRRAG's remit. However, visits to urban resorts are considered, not only because such visits are important in their own right, but because there is evidence to suggest that the recreationist does not perceive the arbitrary urban-rural dichotomy which has underlain our leisure planning system. It is also suggested that urban resorts are part of a range of resources, natural and man-made, which form part of an interrelated recreation resource system in meeting the leisure needs of the British population.

THE HISTORY OF COASTAL RECREATION

The people of Britain have no doubt been enjoying themselves by the coast for many centuries, but the development of the seaside as a place for leisure and recreation in any formal sense dates from the middle of the 18th century. At that time there was a perceptible move of visitors from the inland spas to those on the coast. In 1752 Dr. Richard Russell, in his Dissertation on the Use of Sea Water in Diseases of the Glands, alerted society to the medical benefits to be gained by drinking sea water and such supposed benefits became, ostensibly at least, the reason for visits to the seaside. For many decades these medical associations with the seaside continued, although even from these early days it is clear that taking the waters was often seen by many as a necessary price to pay for the congenial social life which was present in abundance in these embryonic resorts.

* Acknowledgement is made to Kent County Council for the authority to draw from analyses relating to EKTS for this paper.

TABLE 1
VISITORS BY BOAT TO MARGATE AND RAMSGATE

Year	Number of Passengers
1812-13	17,000
1815-16	22,000
1820-21	44,000
1830-31	98,000
1835-36	106,000

Source: Select Committee on Ramsgate and Margate Harbours, 1850.

TABLE 2
TYPE OF TRANSPORT TO MAIN HOLIDAY DESTINATIONS - GREAT BRITAIN 1951-1978

Transport type	Year										
	1951	1955	1962	1966	1968	1972	1973	1974	1975	1977	1978
	%	%	%	%	%	%	%	%	%	%	%
Car	27	34	54	64	66	68	73	70	75	77	75
Bus/coach	27	33	18	20	16	11	10	11	10	10	9
Train	47	37	26	16	14	13	12	13	12	9	13
Other	na	na	na	7	5	7	5	6	2	4	3

Sources: British National Travel Survey (BNTS); British Home Tourism Survey (BHTS).

TABLE 3
TRENDS IN CAR OWNERSHIP - GREAT BRITAIN (1910 - 1970)

Year	Cars per person	Decennial Growth Rate (Cars per person)	Decennial Growth Rate %
1910	0.0013	-	-
1920	0.0044	.0031	238
1930	0.0237	.0193	439
1940	0.0303	.0066	278
1950	0.0487	.0184	61
1960	0.1085	.0598	123
1970	0.2137	.1052	92

Source: Tanner, 1977.

Morning rides, champagne, dissipation, noise and nonsense - jumble these phrases together and you have a complete account of all that's passing at Brighthelmstone (Brighton)

Morning Post, July 1785.

By the turn of the century however, the role of the coast for leisure was being more freely acknowledged. Backed by Royal sanction emanating from the activities of the Prince of Wales and his entourage, Brighton, which until its adoption by the Prince had been but a small fishing village, was now a fast growing resort. As well as Brighton, Weymouth, Worthing, Southend, Cowes and other resorts also benefited from their links with Royalty. Well into the 19th century these links persisted, with the Royal Family leading a small leisured elite in recognising and enjoying the congenial atmosphere of the seaside and the coast as an environment for their leisure lives.

A range of historical circumstances combined to secure the impetus of these early developments. A newly emerging middle class were not only able (with the benefit of their wealth generated from the Industrial Revolution) to follow in the train of the illustrious example provided by the Royal Family, but also provided the entrepreneurial skill and investment which underpinned the development of the new resorts. The Napoleonic Wars too played their part, putting an end to the Grand Tour of Europe and helping to elevate the new indigenous resorts to replace Paris, Rome and Geneva as the destinations of extended holiday/social retreats. All these factors were important, but then, as now, it was a revolution in personal mobility which more than any other factor was responsible for the meteoric rise of the seaside resort which continued throughout the late 19th century.

The Railway Age

Even in the early years of the development of resorts accessibility had been a major factor in the growth of particular locations, whether accompanied by Royal patronage or not. It was no accident that the largest resorts were in Kent and Sussex where proximity to London favoured the growth of the number of visitors. Margate and Ramsgate, for example, could be reached from London by boat and by the 1820s by luxury steamers, which had a major impact on visitor numbers (Table 1). Brighton, for its part benefited from improved stagecoach services which by 1833 had enabled up to 480 passengers to travel from London to Brighton in a single day (Pimlott, 1947, 76).

It was the railway era, however, which brought about mass movements of the population to the seaside and coast for leisure purposes. The effects of the introduction of mass transportation on the coastal resorts was felt both on those that had been established before the railways and those which directly reflected the opening of railway services. Thus Brighton, long established as

the foremost resort, was visited by some 50,000 people in 1837, most of whom travelled by stagecoach. In 1841 the railway link to London was opened and by 1844 it was estimated that the number of visitors had increased to 360,000, most of whom used the railway to reach the town. Skegness, on the other hand, had attracted only limited interest throughout the early decades of the 19th century; indeed, a railway link was itself not opened until 1873. However, less than 10 years later, in 1882, the town was able to boast 20,000 visiting excursionists over the August Bank Holiday.

Of all inventions, the alphabet and the printing press alone excepted, those inventions which abridge distance have done most for the civilisation of our species.

Macaulay

Leisure and the appeal of the seaside was reshaping the geography of Britain. The early resorts were in the early 19th century the fastest growing urban centres in Britain and had, as the Census of 1851 reluctantly acknowledged, acquired an advantageous but extraordinary importance and magnitude (Census Office, 1851).

The major beneficiaries of the new mobility were the Victorian middle classes who largely replaced the members of high society as the holiday visitors to the seaside resorts. It became impossible to maintain the exclusivity of the resorts against this invasion. Just as Queen Victoria had herself deserted Brighton in the mid-1840s, so a report on Blackpool written in the 1830s observed that other persons of distinction and fashion had moved on to more select holiday destinations with Scotland, Ireland and the English Lake District, as well as the Continent, being the major attractions. Thus began an upward spiral of the relationships between social class and the nature and location of recreational activity - a relationship which still seems to persist up to the present day.

For working people trips to the coast were largely confined to day journeys to those resorts within easy travelling distance of the large centres of population. Indeed, it could hardly have been otherwise, for in the nineteenth century extended holidays for manual workers were the exception rather than the rule. Although the 1871 Bank Holiday Act secured statutory rights for public holidays, holidays with pay (for manual workers at least) are almost totally a 20th century phenomenon. Nevertheless, the later years of the nineteenth century and the early years of the twentieth century witnessed continuing improvements in working conditions and increases in incomes which served to recruit more and more people to holidays away from home, the majority of which meant a trip to the seaside. Thus, by 1900 the main trends in holidaymaking and day recreation were established and were to be consolidated during the early decades of the century. The railway system was virtually complete, the major seaside resorts had long

been in being and the numbers of holidaymakers, and day excursionists, were growing and were beginning to include the better-paid manual workers as well as the middle classes.

Despite these changes it was not until 1938 that the Holiday With Pay Act, and its enabling legislation which encouraged industries to make voluntary agreements for annual paid holidays, gave belated recognition of the importance of the holiday in the lives of the British people. In 1937 it was estimated that 15 million people took a holiday of a week or more away from home. However, although social change had enfranchised much larger proportions of the population in terms of holidaymaking, the geography of the recreational use of the coast remained largely unchanged. The urban resorts were still pre-eminent as holiday destinations and the seaside as a leisure resource was deeply ingrained on the public mind. The countryside was beginning slowly to feel the impact of the growth in private car ownership which enabled the socially advantaged to seek more select destinations far from the madding crowd; but for the vast majority, recreational trips to the coast were still confined to inter-urban movements linked to the extensive railway network and it was within these urban resorts that major developments were largely contained.

By the outbreak of the Second World War however, the impact of holidaymaking on the coast beyond the urban resorts was already beginning to be felt. As the Scott Report on Land Utilisation in Rural Areas noted in 1942, another development expressing in a different form the physical impact of the town on the countryside has been the establishment in country places, and especially along the coast, of permanent and semi-permanent camps for urban populations on holiday. This resort sprawl and other incursions onto the countryside coast were to prove to be insignificant compared with the mass invasion which was to take place in the post-war years deep into the countryside and the undeveloped coast. Once again (like the railway era before it) the change reflected a qualitative change in the mobility of people, brought about this time by the rapid growth in access to, and ownership of, private motor cars.

A New Personal Mobility

In the pre-war period day-to-day patterns of leisure were largely contained in the homes of people and within the bounds of the villages, towns and cities in which they lived. A significant (and vocal) minority found pleasure in walking and cycling in the countryside, but for the vast majority the countryside only provided the transport medium through which they passed en route to urban resorts. The personal mobility conferred by the private car changed all that and opened up, particularly in lowland Britain, vast tracts of countryside and coast within easy reach of population centres for recreational use. Moreover, the car not only replaced the train as a mode of transport for recreational travel (Table 2), it gave birth and nurtured a whole new leisure phenomenon, the day trip into the countryside for recreation.

The influence of the motor car is now so much part of daily life that it is easy to forget how recent the rapid rise in car

ownership has been. As Table 3 indicates, over the first half of the century numbers of motor vehicles increased slowly and it was not until the early 1950s that growth began to accelerate. Over the decade 1950 - 1960 car ownership levels more than doubled, and doubled again over the following decade. Coupled with an expanding population, a rapidly increasing standard of living and longer holidays, this new mobility produced a wave of recreationists escaping from the towns and cities in search of leisure in the countryside. This phenomenon and the link between growing levels of mobility and the implications for countryside recreation has perhaps been most eloquently synthesised in the work of Dower (1965) and his identification of the Fourth Wave - the challenge of leisure, associated with the rapid and continuing growth in demand for a wide range of leisure activities including outdoor recreation. The coast once again had a primary role to play in hosting these new visitors.

Three great waves have broken across the face of Britain since 1800. First, the sudden growth of dark industrial towns. Second, the thrusting movement along far-flung railways. Third, the sprawl of car-based suburbs. Now we see, under the guise of a modest word, the surge of a fourth wave which could be more powerful than all the others. The modest word is leisure.

Dower, 1965.

Recreational Pressures on the Coast

It would be true to say that reaction to the Fourth Wave has dominated the policy response of leisure planners over the last decade and more. Equally, it has been the conventional wisdom that the seaside (or more particularly the seaside resort) has declined as a holiday destination over the recent past. In fact the seaside still attracts over 70 percent of British holidaymakers on their main holiday and Blackpool alone is host to four million tourists and twelve million day-trippers a year, while a recent report commissioned by the British tourist boards asserts that contrary to claims, resort traffic has not gone down but has shown signs of growth (British Tourist Authority, 1975). It is important therefore to see the coastal resort and undeveloped coast alike, as servicing these twin leisure thrusts of day recreation and tourism. In Table 4 this two-fold role emerges clearly with the coast figuring significantly in recent trips made both on holiday and at other times.

In England and Wales the coast (both urban and countryside) is singularly dominant for holiday-related trips. Although it is still a major estination for trips made from home, other forms of drives and outings to the inland countryside become, on balance, more important for non-holiday related trips. Information from the STARS survey (which divided the coastal resource into beach

TABLE 4

THE ROLE OF THE COAST IN HOLIDAY AND NON-HOLIDAY RECREATION TRIPS (ENGLAND AND WALES)

Journey purpose	Holiday Related Trips	Non-holiday trips	Holiday-related trips as percentage of total trips*
	<u>Percentage of those making trips in the last 3 months+</u>		
Seaside resort	75	44	47
Sea coast	38	19	48
Historic buildings	19	22	32
Zoos	8	8	25
Drives, outings, etc.	30	71	20
Long walks	23	41	24
Fishing	4	8	19
Horse-riding	+	3	25
Other sports	4	8	13
Spectator at Sport	8	14	15

* Based on the nature of the last trip made by the respondent

+ Figures total over 100 percent as respondents made more than one trip

Source: NSCR

TABLE 5

PASSIVE RECREATION - PARTICIPATION ON HOLIDAY AND NON-HOLIDAY TRIPS (SCOTLAND)*

Type of Trip	Holiday versus non-holiday		
	On holiday away from home	On holiday at home	Not on holiday
	<u>Percentage of those making trips+</u>		
Trip to beach	73	75	60
Trip to coast	39	24	22
Visits to parks, gardens, zoos, etc.	55	76	78
Visiting historic buildings, museums, etc.	55	34	40
Trip to loch	39	32	35
Spectating	13	13	51
Trip to hill or mountain	38	18	20
Trip to woodland	22	10	12
Field studies	16	9	12
Trip to farmland	17	4	10
Touring caravan	23	*	*
Camping	16	1	1
Youth hostelling	3	*	*

+ Figures total over 100 percent as respondents made more than one type of trip.

Source: STARS (HIS CCS)

and other coastal locations) further illustrates the importance of the coast for both holiday and non-holiday recreational trips (Table 5). Because of these differences (and other contrasts in the nature of participation and the social make up of participants), the patterns of holiday visits to the coast and home-based trips have been analysed separately. The rest of the paper seeks to highlight and compare these variations.

CURRENT PATTERNS OF COASTAL RECREATION

The Coast and Holiday Trips

The popularity of the coast for holiday-related visits cannot, of course, be divorced from post-war developments in holiday taking. Over the last 25 years and more, holiday trips taken by British residents have increased significantly, with levels of holiday taking in the early 1970s being over 80 per cent higher than those recorded in the early 1950s (Table 6). The statistics in Table 5 do not reflect the increase in the duration of holidays over this period, nor do they include consideration of holidays of less than four nights, which have shown even more rapid growth over this period and now constitute nearly a half of all holidays. In the year of the NSCR survey (1977) fully 59 percent of the total adult population took a holiday of four nights or more, amounting to 44 million such trips. Taking into account shorter excursions of one to three nights, a total of 73 million holiday trips were made by British residents to destinations in Britain.

Holidaymaking patterns within Britain are, of course, extremely complex and although the countryside has always been a focus for holidays for a minority, it is the urban resorts which were the foundation on which holidaymaking in Britain was built. Growing personal mobility has served to modify these patterns and, when questioned as to the nature of their holiday destinations in Great Britain, 44 percent of the respondents in NSCR described their holiday destination as countryside; a further 18 percent had touring holidays or had visited both town and countryside, while 38 percent identified their holiday destination as being specifically in an urban location. The countryside clearly emerged therefore as the dominant holiday resource in geographical terms; evidence from the British National Travel Survey also seems to indicate an increasing trend towards holidays in countryside locations (Table 7).

However, the coastal visit is an important element of both the urban and countryside holiday environments, with a catholic appeal to all holidaymakers - in all nearly 9 out of every 10 who had made a holiday-related trip in the three months previous to the NSCR survey had visited the coast.

For the purposes of further analysis, holiday journeys were grouped into a three-fold category, viz.

- a) Urban Resorts
- b) Countryside coast
- c) The Countryside (excluding coastal locations).

As Figure 1 indicates, while each resource has a distinctive appeal, equally important are the linkages between them. Thus, while 3 in 4 of those making holiday trips had visited an urban resort, more than one half of this total had also visited the countryside either at a coastal or inland location. Similarly, even larger proportions of visitors to the countryside also visited urban resorts. Clearly it would be wrong to consider these distinctive resources in isolation, for they are related, at least in the eyes of visitors. It is important not to perpetuate the division between urban resort and the countryside coast (nor indeed the division between town and countryside), the reciprocal relationship being paramount.

The Coast and Day Trips

As far as non-holiday trips from home are concerned the coast still plays a reciprocal role with other recreational resources, but in England and Wales there are major shifts in the balance of relative importance. Both the urban resort and undeveloped coast assume much less important roles attracting visits from only half of those making such trips in the 3 months before the interview, in contrast to the 87 percent who made holiday-related trips to the coast. The inland countryside, however, enjoys a much more prominent position with nearly 8 out of every 10 of those taking home-based trips finding their way to such countryside resources (Figure 2).

In Scotland too the interrelationships between different types of coastal resource on day trips are evident (Table 8). For both holiday and non-holiday trips visits to the coast outnumber journeys to inland countryside locations. However, it is noteworthy that there is much less contrast between the resources used for holiday and non-holiday trips compared to England and Wales. This will, on the one hand, reflect the greater proximity of the coast to the major centres of population in Scotland, while conversely the singular attraction of Scotland's mountains, moors, lochs and rivers heightens their role for holiday journeys.

As will be seen below this changing role of the coast, particularly in England and Wales, reflects in large part the effects of car-based mobility and perhaps to a lesser extent the contrasting leisure experience sought on holiday compared to recreation carried out from home. Whatever the reasons the result is to create two major interlocking, but contrasting, systems of recreational activity with important implications for recreational planning, management and development.

The Characteristics of Holiday Visitors to the Coast

As Table 9 indicates, there are social differences which characterise visitors to the different types of recreational resource, variations which reflect not only the differential appeal of the urban resort, the undeveloped coast and the countryside to different groups, but also the ability of respondents to make trips to these destinations.

TABLE 6
HOLIDAYS TAKEN BY BRITISH RESIDENTS, 1951 - 1978

Year	No. of holidays taken		
	In GB	Abroad	Total
	Holiday trips ⁺ (millions)		
1951	25	2	27
1961	30	4	34
1966	31	6	36
1971	34	7	41
1973	41	8	40
1974	40	7	47
1975	40	8	48
1976	38	7	45
1977	36	8	44
1978	39	9	48

+ Holiday of 4 or more nights by GB residents (adults and children)
Source: BNTS

TABLE 7
MAIN HOLIDAY DESTINATIONS IN BRITAIN 1968 and 1971

Main* holiday destination	1968	1971
	Percentage of Total	
Seaside	75	72
Lake or riverside	7	8
Moors or mountain	11	13
Town or city	16	17

* Main holidays of 4 or more nights
Source: British National Travel Survey

TABLE 8
DESTINATIONS OF HOLIDAY AND NON-HOLIDAY TRIPS IN SCOTLAND

Type of resource	Holiday trips	Non-holiday trips
	Percentage of total trips	
Beach only	25	29
Coast only	5	5
Countryside only	24	30
Beach and coast	9	5
Beach and countryside	20	20
Coast and countryside	6	5
Beach, coast and countryside	13	7
Beach (total)	67	61
Coast (total)	33	22
Countryside (total)	63	62

Source: STARS

TABLE 9

 HOLIDAY-RELATED TRIPS TO THE COAST AND COUNTRYSIDE AND SOCIAL FACTORS
 (ENGLAND AND WALES)

Social Characteristics of Respondent	Holiday destinations								All respondents
	No visit	Seaside resort only	Countryside & seaside resort	Countryside only	Seaside resort and undeveloped coast	Countryside & undeveloped coast	Undeveloped coast only	Countryside, seaside resort & undeveloped coast	
	Percentage of respondents in each category								
SEX									
Male	47	46	50	49	54	51	52	53	48
Female	53	54	50	51	46	49	48	47	52
AGE									
16-19 years	7	6	4	7	7	8	9	4	7
20-29 years	18	18	20	23	20	15	19	20	19
30-44 years	27	30	27	26	33	36	35	33	29
45-54 years	20	18	21	17	18	21	18	33	19
55-64 years	18	19	22	21	16	20	13	15	18
65-69 years	10	8	7	6	6	0	5	5	8
LIFE CYCLE (Simplified)									
Single without children	22	18	16	22	19	17	19	13	20
Married without children	31	35	34	38	34	36	29	30	32
Married with children all under 16	36	37	39	28	41	36	40	42	36
Married with children all 16-19	6	6	8	7	3	8	7	10	6
Other	6	5	4	5	3	3	5	4	5
OCCUPATIONAL GROUPS									
Employers & managers	12	11	15	11	15	26	23	19	13
Professional	4	6	6	10	7	7	6	11	6
Intermediate non-manual	8	9	10	12	14	18	15	14	10
Junior non-manual	11	10	7	11	14	11	15	13	11
Self-employed non-professional	3	3	2	2	4	4	3	3	3
Foremen & supervisors	6	9	9	8	10	4	6	9	7
Skilled manual	25	28	29	22	20	14	18	22	25
Personal service	2	2	1	2	*	2	2	*	2
Semi-skilled manual	11	9	8	10	7	7	6	4	10
Unskilled manual	5	4	6	2	1	1	2	1	4
Other	12	9	7	11	7	7	5	4	10
HOUSEHOLD INCOME									
Up to £3,000	32	26	14	26	21	12	12	11	28
£3,000-£5,000	37	37	45	38	36	39	36	33	37
£5,000 and over	31	37	41	36	43	49	52	55	35

TABLE 9 (Continued)

Social Characteristics of Respondent	Holiday destinations								
	No visit	Seaside resort only	Countryside & seaside resort	Countryside only	Seaside resort & undeveloped coast	Countryside & undeveloped coast	Undeveloped coast only	Countryside, seaside resort & undeveloped coast	All respondents
EDUCATION	Percentage of respondents in each category								
To 14 years	35	35	38	25	25	17	14	27	32
15-16 years	45	48	40	47	45	49	48	42	45
17-19 years	11	10	16	9	16	8	17	16	12
20-21 years	3	4	1	6	5	13	9	5	4
22 years and over	3	3	3	8	4	8	7	7	4
Still in education	2	1	2	6	5	5	5	4	3
ACCESS TO A CAR	Percentage of respondents in each category								
No car	35	27	21	27	17	13	14	10	30
1 car	50	56	63	55	63	55	67	65	54
2 or more cars	15	15	16	18	20	33	19	26	16

Source: NSCR

TABLE 10

HOLIDAY RELATED TRIPS TO THE COAST AND KEY SOCIAL CHARACTERISTICS (ENGLAND AND WALES)

Social Characteristics	Holiday destinations							
	None	Resort only	Resort and Countryside	Countryside only	Countryside and undeveloped coast	Undeveloped coast only	Resort, undeveloped coast and countryside	All respondents
White collar occupations+	Percentage of respondents in each category							
	38	39	40	46	66	62	60	43
High income (over £5000 pa)	31	37	41	36	49	52	55	35
Tertiary education	6	7	4	14	21	16	12	8
Access to a car	56	71	79	73	88	81	91	70

Source: NSCR

+ White collar occupations comprise the first five occupational groups listed in Table 9

Fig 1 : Holiday-Related Trips

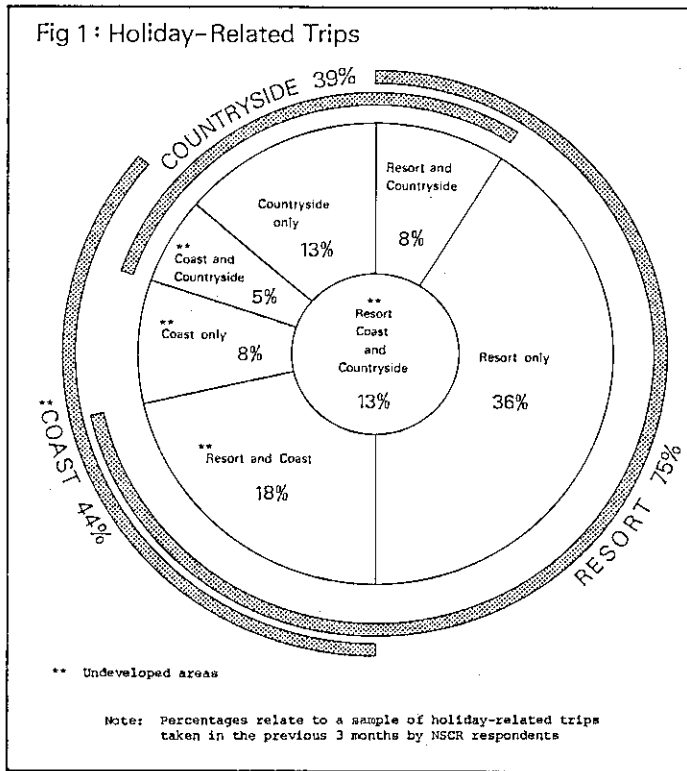
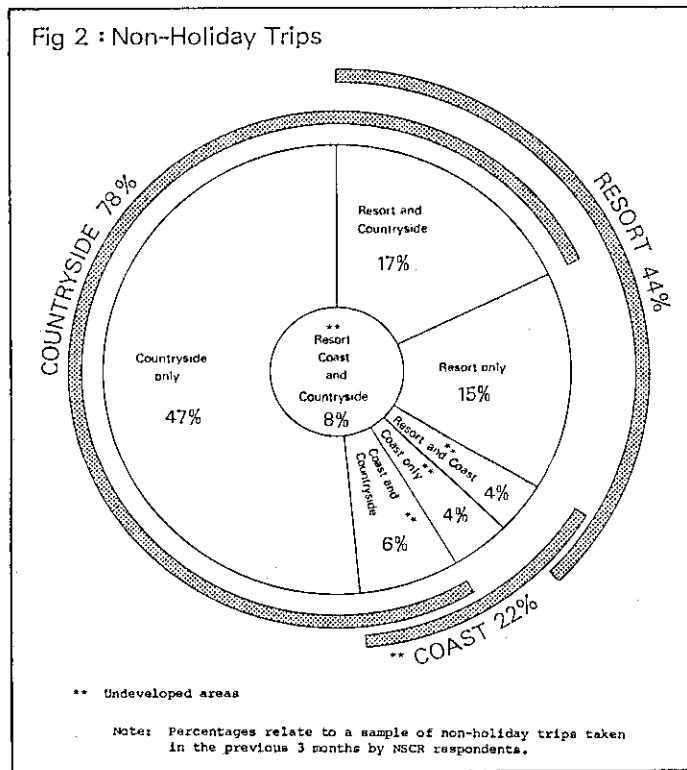


Fig 2 : Non-Holiday Trips



When demographic and life cycle variables are considered there seems little evidence to suggest a marked association of any one group with a particular resource. Thus, while those categories of visits including a seaside resort tend to be more popular with family groups with children, the caricature of resort visits being dominated by such groups does not hold good on the evidence of NSCR. Equally, although the statistics suggest that the elderly are less likely to visit the countryside coast, such disparities are not marked.

If you said to the children would you rather go to Epping Forest or the seaside, they'd say the seaside. Most children would, unless they were brought up in the country.

Camden Town Group Discussion.*

When material well-being and social variables are considered, however, more marked differences occur which reflect the advantages which these factors bring. Table 10 relates the different resource-mix of holiday trips and key social characteristics. The NSCR statistics suggest a strong and consistent association of social factors and a hierarchy of trip destinations, with the urban seaside resort and the countryside coast forming the top and bottom respectively of such a spiral. Thus the social composition of those visiting resorts on holiday varies little from that of the population as a whole. Those visiting the inland countryside, on the other hand, tend to be more advantaged, not only in social status and income but also educationally and in terms of access to a private car. In turn those who visit the undeveloped coast enjoy a yet more enhanced social position.

The East Kent Tourism Study reveals the resolution of these same factors at work at a more local scale. Thus, while variations in demographic and life-cycle characteristics are not consistent when related to various holiday destinations, social class and income strongly discriminate between staying holidaymakers to resorts, countryside and historic towns (Table 11).

To an extent at least, such differences may well reflect purely material advantage (note for example from the NSCR data the extremely high levels of access to cars among those visiting countryside locations of any kind), but differential mobility alone cannot totally explain the hierarchy of resource-visitor relationships which seem more likely to arise from sub-cultural variations in aspirations and attitudes towards leisure trips on holiday.

* Source: unpublished Countryside Commission research.

TABLE 11

HOLIDAY DESTINATIONS OF STAYING VISITORS IN EAST KENT BY SOCIAL FACTORS

Social Characteristics	Holiday destination (1978)				All respondents
	Large resort	Small resort	Rural areas	Canterbury	
Percentage of groups in each category					
AGE					
Under 35	79	48	70	52	52
35-54	36	38	21	25	37
55-64	12	13	0	5	11
65 and over	0	0	0	0	0
LIFE CYCLE					
Single	5	4	16	6	5
Married	34	40	37	38	34
Married with children	39	36	34	30	42
Other	22	20	12	26	22
OCCUPATIONAL GROUPS					
Professional	8	12	12	19	9
Intermediate	28	24	45	38	25
Skilled non-manual	14	17	21	12	14
Skilled manual	31	37	15	20	39
Semi-skilled	8	7	3	6	9
Unskilled	2	2	0	0	0
Unemployed	3	1	3	5	1
RESPONDENT'S INCOME					
Up to £3,000	20	19	9	13	19
£3,000-£5,000	38	41	26	20	50
£5,000-£8,000	30	25	49	28	28
£8,000 and over	12	14	17	39	12

Source: EKTS

TABLE 12

TYPE OF HOLIDAY AND SOCIAL CHARACTERISTICS (ENGLAND AND WALES)

Social Characteristics	Type of holiday			All respondents
	No Holiday	Holiday in Britain	Holiday Abroad	
Percentage of respondents in each category				
White collar occupations	45	53	65	43
High income (over £5,000 pa)	32	41	63	35
Tertiary Education	8	13	20	11
Access to a car	66	79	81	70

Source: NSCR

The cultural and social association of different types of holiday and the upward spiral of aspirations is further confirmed in Table 12, which relates social characteristics to holidaytaking, both in Great Britain and abroad. The social gradation is starkly evident and those holidaying abroad clearly constitute an elite to which more and more will aspire to join. A recent study of past holidaymakers to Blackpool also confirmed this trend with previous visitors to the resort opting for touring and countryside holidays and for trips abroad as part of a process of holiday enhancement evidencing a clear evolution of tastes and aspirations (ETB, 1973, 8).

This evolution of holiday habits is extremely important in considering future planning for development and provision. To seek to consolidate past markets is unlikely to meet with success; new roles must be found that are emphathetic to the developing aspirations of the British people, and accompanying improvements in material and social well-being.

In looking for a change we must look to changing tastes and fashions as much to the buildings and settings of our resorts.

BTA, 1975.

The Characteristics of Non-Holiday Visitors to the Coast

As Table 13 indicates there are significant differences between those taking non-holiday trips to various recreational destinations, those not taking trips and the population at large. Those taking trips are advantaged, not only in terms of their recreation, but in terms of a range of mutually reinforcing social and material factors - social class, education, income and car ownership.

Moreover, as Table 14 reveals, the variations in social characteristics and the pattern of recreational resource-use which were observed for holiday trips, also persist for non-holiday journeys. However, the contrasts are much less marked, suggesting that the democratisation of leisure has been more thorough-going as far as the geographical characteristics of home-based journeys are concerned. Holiday trips, on the other hand, still reflect social attitudes to holidaymaking which are much more deeply ingrained.

The Nature of Trips to the Countryside-Coast

In terms of more detailed information in trip patterns, the NSCR and STARS only obtained data on countryside trips.

The information collected in NSCR on locations visited (Table 15) indicates that the popularity of the sea coast as a main destination on a holiday trip is nearly double that recorded for

non-holiday trips. These trends are evident in journeys made from home while on holiday, but are even more accentuated on trips made on long holidays away from home. It would appear that in the chosen holiday environment the coast diverts visits from other types of location. Whether this phenomenon merely indicates the loosening of supply constraints is difficult to resolve on the evidence of the NSCR data, although it may well be that on journeys from home, many choose trips to inland waterway areas as some forms of substitution for the less accessible seaside areas which provide such popular foci for holiday related excursions.

The Spatial Framework of Trips to the Countryside-Coast

The spatial frameworks of holiday and non-holiday trips to the coast are no less distinctive than the characteristics of those that make them. In Table 16 the distances travelled in day-trips are presented for trips made to the countryside-coast in holiday and non-holiday contexts. The immediate contrasts to emerge are the differences between trips made from home and those made away from home. Holiday trips to the coast made away from home tend to be much shorter than home-based trips with 1 trip in 2 involving overall journeys of 15 miles or less. In contrast the distribution of home-based trips reveals a shadow effect around the homes of respondents within which relatively few trips are made - less than 30 percent of home-based trips to the coast involve an overall journey of 15 miles or less. In selecting their holiday environments people are clearly at pains to ensure the availability of their chosen recreational resource at hand. That the settlement geography of Britain should oblige much longer journeys to the sea would indicate the possibility of an appreciable element of frustrated demand, some of which, on the evidence from NSCR, seems to find substitutable and parallel recreational experience at inland water resources. This observation is further confirmed by the fact that, in the relatively unconstrained holiday environment (by finance, time and inclination), journeys to the coast from home (while on holiday) are significantly longer than non-holiday trips. This evidence supports the contention that those travelling from home on holiday-related trips are seeking to overcome spatial constraints which inhibit their day-tripping patterns at other times of the year. Arguably it would appear that sub-optimal choices of trip destinations are made over much of the year in substitution for preferred locations which are reached at holiday periods, either within the chosen holiday environment or by greater expenditure of time on longer holiday-related journeys from home. The fact that in Scotland the coast (much more accessible to the major centres of population) retains a high level of popularity for both holiday and non-holiday trips, lends further support to this contention.

Attitudes to the Countryside and Patterns of Coastal Recreation

This paper has endeavoured to expose some of the differences in the use made of the coast and countryside by the British people. Survey evidence has been utilised to demonstrate the characteristics of visitors to these different resources and to indicate the influence of demographic, social and material factors upon these visits.

TABLE 13

NON-HOLIDAY RELATED TRIPS TO THE COAST AND COUNTRYSIDE AND SOCIAL FACTORS
(ENGLAND AND WALES)

	Non-holiday destination									
	No visit	Seaside resort only	Countryside & seaside resort	Countryside only	Seaside resort & undeveloped coast	Countryside & undeveloped coast	Undeveloped coast only	Countryside, seaside resort & undeveloped coast	All respondents	
SEX	Percentage of respondents in each category									
Male	47	44	46	51	49	52	52	46	48	48
Female	53	56	54	49	51	48	48	54	52	52
AGE -										
16-19 years	5	9	7	7	6	5	5	9	7	7
20-29 years	18	19	20	18	25	20	18	19	19	19
30-44 years	26	29	31	31	26	33	35	30	29	29
45-54 years	21	17	20	17	21	18	22	19	19	19
55-64 years	20	19	13	17	17	17	16	16	18	18
65-69 years	9	7	9	9	5	9	3	6	8	8
LIFE CYCLE (Simplified)										
Single without children	21	20	17	22	17	19	10	19	20	20
Married without children	34	31	29	31	32	33	30	29	32	32
Married with children all under 16	34	36	42	37	40	38	45	39	36	36
Married with children all 16-19	6	7	5	6	9	5	10	8	6	6
Other	5	7	7	5	2	5	5	5	5	5
OCCUPATIONAL GROUPS										
Employers & managers	11	13	15	14	18	17	12	17	13	13
Professional	6	5	4	5	6	6	11	7	6	6
Intermediate non-manual	9	8	8	10	13	12	12	15	10	10
Junior non-manual	11	11	12	12	16	10	10	13	11	11
Self-employed non-professional	3	2	4	4	5	4	3	6	3	3
Foremen & Supervisors	6	4	7	8	6	12	7	3	7	7
Skilled manual	25	27	25	24	22	18	27	18	25	25
Personal service	2	1	2	1	2	*	1	4	2	2
Semi-skilled manual	11	11	11	9	5	13	5	8	10	10
Unskilled manual	6	5	4	3	1	1	5	2	4	4
Other	10	12	10	10	6	8	8	8	10	10
HOUSEHOLD INCOME										
Up to £3,000	32	37	31	22	20	29	18	24	28	28
£3,000 to £5,000	35	39	33	41	41	33	36	40	37	37
£5,000 and over	33	34	36	36	39	38	46	36	35	35

TABLE 13 (Continued)

Social characteristics of Respondent	Non-holiday destination										
	No visit	Seaside resort only	Countryside & seaside resort	Countryside only	Seaside resort & undeveloped coast	Countryside & undeveloped coast	Undeveloped coast only	Countryside, seaside resort & undeveloped coast	All respondents		
EDUCATION	Percentage of respondents in each category										
To 14 years	38	30	32	29	24	25	23	28	32		
15-16 years	42	53	50	46	41	45	49	46	45		
17-19 years	10	10	11	14	23	16	17	14	12		
20-21 years	4	3	3	5	2	7	4	4	4		
22 years and over	4	2	2	4	8	6	5	4	4		
Still in education	3	2	2	3	3	2	3	4	3		
ACCESS TO A CAR											
No car	41	35	19	25	9	13	19	12	30		
1 car	45	50	65	57	69	69	55	69	54		
2 or more cars	14	15	16	18	22	18	26	19	16		

Source: NSCR

TABLE 14
NON-HOLIDAY RELATED TRIPS TO COAST AND KEY SOCIAL CHARACTERISTICS (ENGLAND
AND WALES)

Social characteristics	Non-holiday destinations										
	None	Resort only	Resort and Countryside	Countryside only	Countryside undeveloped coast	Undeveloped coast only	Resort, undeveloped coast & countryside	All respondents			
	Percentage of respondents in each category										
White collar occupations	40	39	43	45	59	48	58	43			
High income (over £5000 pa)	33	34	36	36	38	46	36	35			
Tertiary Education	8	5	5	9	13	9	8	8			
Access to a car	59	65	81	75	87	81	88	70			

Source: NSCR

TABLE 15

TYPE OF MAIN STOP BY WHEN TRIP WAS TAKEN (ENGLAND AND WALES)

Type of main stop	When trip was taken				All respondents
	On holiday of 4+ nights	On holiday of 1-3 nights	On holiday at home	When not on holiday	
Percentage of respondents in each category					
Sea coast etc.	33	19	17	16	20
Stately home etc.	17	20	11	9	12
Village	12	11	8	9	9
Zoos, etc.	5	5	12	5	5
Country park, etc.	5	5	10	9	8
Riverside/canalside	3	7	10	10	8
Lakeside/reservoir	3	2	5	5	4
Country pub	2	5	3	6	5
Open/flat/fields/farm	2	2	3	5	4
Sports complex	1	5	4	6	4

Source: NSCR

TABLE 16

DISTANCES TRAVELLED TO THE COUNTRYSIDE COAST ON HOLIDAY AND NON-HOLIDAY TRIPS (ENGLAND AND WALES)

Overall distance travelled (miles)	Journey to the Countryside-Coast		
	Holiday trips away from home	Holiday trips from home	Non-holiday trips from home
Percentage of trips in each category			
0 - 5	28	12	5
6 - 15	21	16	24
16 - 25	14	10	13
26 - 35	7	11	11
36 - 45	8	7	7
46 - 55	5	3	7
56 - 65	6	15	9
66 - 75	2	9	4
76 - 85	3	6	2
86 - 95	3	-	1
96 - 105	2	3	4
Over 105	3	9	14
Average (miles)	30	49	45
Median (miles)	16	40	31

Source: NSCR

It is evident, however, not only from the available survey analyses, but also taking into account the history and evolution of the recreational use of the coast, that patterns of recreational behaviour are strongly influenced by attitudes arising from differences in lifestyles, sub-cultures and ideologies. As Day has observed, these recreational images are not psychological products, but socially shared, and therefore vary between social groups according to their distinct historical experiences and present location in society (Day, 1978, 2).

The inclusion of questions in the NSCR relating to attitudes, recreational experience and conditioning provide, therefore, a most useful insight into variations in present recreational behaviour and acknowledge the importance of factors which will be vital in shaping future patterns of behaviour. This is not to suggest that material factors (improvements in the standard of living, growth in incomes and car ownership etc.) will not remain the more dominant influences in the future, but as Day also suggests, such attitudes will play important roles as intervening variables which will shape the process and direction that these changes will take (Day, 1978, 3).

In Table 17 the answers to three of the attitudinal questions posed to respondents in NSCR are related to patterns of recreational visits to the coast and countryside. The balance of responses to all three questions confirms the high opinion held of the countryside for recreational purposes which is, in itself, a significant factor. However, there are differences between visitor groups and it is noteworthy that there is a consistent similarity between the pattern of response from those making no visits to either seaside resort or countryside, and those who had only visited a seaside resort in the three months prior to the survey. These similarities echo earlier relationships in the social characteristics of these 2 groups and indicate that the urban resort is the first step on the ladder of recreational experience in terms of journeys away from the home environment with a significant proportion - about one-third - preferring the seaside to the countryside. But in every category the countryside secures the balance of popular opinion suggesting the existence of a latent propensity for visits to the countryside which future changes in patterns of economic, social and mobility constraints may release.

It is also interesting to note that it is in those visitor categories (including the countryside-coast) that the greatest degree of equivocation exists regarding attitudes to the two recreational resources. This may suggest that there exists a conscious or subconscious synthesis of the recreational benefits accruing from visits to the seaside and countryside within the one resource, namely the undeveloped coast.

Few are prepared to acknowledge a preference for leisure time spent in the town rather than in the countryside, but it is interesting to observe that once again it is those who have made no such trips and those who have only visited urban resorts which have significant proportions (1 in 4) acknowledging a preference for urban recreational environments. Confessions of boredom with the countryside expose similar associations.

TABLE 17

ATTITUDES TO THE COUNTRYSIDE AND PATTERNS OF RECREATION (ENGLAND AND WALES)

Attitudes to the Countryside	Type of visit									
	No visit	Seaside resort only	Countryside & seaside resort	Countryside only	Seaside resort & undeveloped coast	Countryside & undeveloped coast	Undeveloped coast only	Countryside, seaside resort & undeveloped coast	All respondents	
Percentage of respondents in each category										
<i>Like the countryside better than the seaside</i>										
Strongly agree	13	12	15	17	11	18	12	12	14	14
Agree	38	32	36	40	31	26	30	36	36	36
Neither agree nor disagree	18	21	22	22	28	32	38	30	23	23
Disagree	26	27	23	17	24	18	17	19	22	22
Strongly disagree	5	8	4	4	6	6	3	3	5	5
<i>Prefer to spend leisure time in town rather than countryside</i>										
Strongly agree	6	7	3	2	3	2	1	4	4	4
Agree	20	19	12	11	13	8	5	7	13	13
Neither agree nor disagree	11	13	12	11	10	11	6	9	11	11
Disagree	42	41	46	41	45	34	41	46	43	43
Strongly disagree	21	21	27	34	29	44	46	34	29	29
<i>Being in the countryside soon gets boring</i>										
Strongly agree	2	3	1	1	1	2	1	1	2	2
Agree	14	13	7	8	8	4	6	5	9	9
Neither agree nor disagree	8	7	5	5	5	4	1	3	5	5
Disagree	54	51	56	50	44	42	53	52	52	52
Strongly disagree	22	26	31	35	41	48	38	38	32	32

Source: NSCR

TABLE 18

CHILDHOOD RECREATIONAL EXPERIENCE AND CURRENT BEHAVIOUR (ENGLAND AND WALES)

	No visit	Seaside resort only	Countryside and seaside resort	Countryside only	Seaside resort & undeveloped coast	Countryside & undeveloped coast	Undeveloped coast only	Countryside, seaside resort & undeveloped coast	All respondents
Percentage of respondents in each category									
Childhood Recreational Visits:									
Lived in the country	22	21	26	26	20	23	24	27	24
Went quite a lot	28	30	35	37	40	41	40	34	34
Went occasionally	21	23	18	18	24	18	19	22	20
Hardly ever went	29	26	21	19	16	18	16	18	22
Childhood Holidays:									
Spent in countryside	32	29	35	40	49	44	41	43	37
Never spent in countryside	68	71	65	60	51	56	59	57	63

Source; NSCR

TABLE 19

VISITS TO SEASIDE RESORTS, THE UNDEVELOPED COAST AND COUNTRYSIDE IN RELATION TO MOTOR VEHICLE OWNERSHIP (ENGLAND AND WALES) (SOURCE: NSCR)

Type of visits	Private use of motor vehicle			All respondents
	No vehicle	Vehicle for less than 1 year	Vehicle for over 1 year	
Percentage of respondents in each category				
No visit	39	17	15	23
Seaside resort only	16	11	11	12
Seaside resort & undeveloped coast	3	4	6	5
Undeveloped coast only	1	1	2	2
Countryside only	17	20	19	18
Countryside and seaside resort	15	25	21	19
Countryside and undeveloped coast	2	6	5	4
Countryside, seaside resort & undeveloped coast	8	16	22	17

It would appear that any experience of countryside recreation, be it to coast or to inland locations, is sufficient to radically restructure attitudes to the countryside and relative preferences for recreation in urban or seaside locations. The responses to the attitudinal questions once again suggest a spiral of recreational aspiration with visits to the urban resort forming a springboard into countryside recreational activity whether at the coast or inland. A study of past and present holiday visitors to Blackpool undertaken by the English Tourist Board also demonstrated that those forsaking the urban seaside resort were highly motivated by a desire for other types of holiday - particularly touring and countryside holidays (ETB, 1973, 8). It is evident from the above statistics that learning by doing is an important factor both in influencing attitudes to the countryside (and the countryside-coast) and in influencing actual patterns of leisure behaviour. This observation is further confirmed by Table 18, which demonstrates that those denied the experience of holiday and recreational visits to the countryside in their childhood are the members of the population least likely to visit the countryside in later years, and who are more likely to retain a pattern of seaside resort visits.

More contemporary experience also indicates the importance of this learning process and confirms its relationship with the upwards spiral (resort-countryside-coast) through different forms of recreational behaviour. In Table 19 the period of time over which respondents have had access to a motor vehicle is related to the pattern of coast and countryside visits. Predictably it is those without a vehicle who are least likely to make visits of any kind, or if they have one are more likely to confine their visits to urban seaside resorts. The Table also provides a useful insight into the educational role of the motor vehicle for it is those who have had access to a private car longer (for one year or more) who tend to have the greater probability of visiting the countryside-coast and who have the richest variety of recreational activity.

Individual attitudes and their effect on behaviour are, of course, an extremely complex matter and one which the NSCR only briefly addresses. Nevertheless, it would seem that taken with other evidence there does exist a reciprocal and mutual relationship between attitudes, experience and behaviour. This relationship is likely to lead to ever-growing pressures on the British countryside, and the countryside-coast will increasingly become the focus of such recreational aspirations and visits.

FUTURE PATTERNS OF COASTAL RECREATION

In considering the likely future patterns of recreational use of the coast, three major factors are identified as being the primary determinants of future activity. These factors are available leisure time, particularly changes in hours worked and holidays; changing patterns of mobility including consideration of the likely rise in car ownership on the one hand and the effect of energy costs on the other; and the pattern of social change in Britain with an accompanying development of taste and recreational aspirations.

Changes in Leisure Time and Holiday Taking

It is holiday related trips to the coast and countryside which have been and will remain the fastest growing sector of demand for recreational trips. This bold assertion is made against the backcloth of only modest reductions in the length of the actual working week in Britain over the last two decades as compared with the dramatic shifts in the availability of paid holiday time to the British population. Thus, for example, in the period 1971 - 1977 the length of the actual working week of both manual and non-manual workers (particularly the latter) changed but little, while in the same period there have been dramatic shifts of holiday entitlement, particularly for manual workers (Table 20).

These trends are likely to continue, at least for the short and medium term, given the attitude of past and present governments to significant reductions in overtime working and the preference for increased leisure time to take the form of further holiday entitlement. The forecasts provided by Martin and Mason concur with these observations; by 1984 they estimate that paid holidays for manual workers will have risen to 25 days.

Recent developments in the EEC are also likely to give added force to the move towards increased holiday entitlement. Despite recent advances Britain is still lagging behind other members of the European Community. In 1976, the latest date for which EEC statistics are available, the range of annual holiday entitlements was between 3 and 5 weeks, with the United Kingdom (together with Ireland) occupying an unenviable position at the foot of the league table (Incomes Data Services, 1979). In 1975 the EEC issued a recommendation that all workers should have at least 4 weeks holiday a year by the end of 1978, and only the United Kingdom and Ireland failed to comply with this injunction. Although the short term effect has been to suppress the growth in holiday entitlement, it would seem likely that longer term pressures, both from the Commission in a move towards harmonisation and from the British Trade Union Movement, are likely to bring about greater comparability between British and other European countries.

If these suppositions prove correct then the implications for countryside trips in general and trips to the coast in particular are very significant. Data from the NSCR has already revealed that, while the number of hours worked by respondents influences countryside activity, the amount of holiday time available to an individual has a much more appreciable effect on trip-making (Fitton, 1978; Bacon, 1979). The impact, however, will not be confined to the volume of recreational visits, but will strongly affect the geography of countryside recreation, especially in England and Wales where the coastal resource dominates so strongly the pattern of holiday related trips.

It is, however, necessary to enter one caveat into this prospect. . If, as seems likely, the changing levels of holiday entitlement are primarily realised through a growth in second and additional holidays, then locations other than the coast will tend, on available evidence, to be the more likely destinations for such

TABLE 20

HOURS WORKED AND HOLIDAY ENTITLEMENT, 1971 AND 1977

	1971	1977
AVERAGE WEEKLY HOURS: ¹		
<u>Manual (male)</u>		
Basic hours	40.2	39.9
Overtime	5.9	5.8
Total	46.1	45.7
<u>Non manual (male)</u>		
Basic hours	37.6	37.3
Overtime	1.2	1.4
Total	38.8	38.7
PAID HOLIDAY ENTITLEMENT: ²		
(Manual workers)	Percent of total full-time manual workers	
Up to 14 days	28	—
15 - 21 days	68	19
22 - 28 days	4	47
Over 28 days	—	34

Source: 1 - New Earnings Survey 1977.
2 - Department of Employment.

TABLE 21

DESTINATIONS OF MAIN AND ADDITIONAL HOLIDAYS OF HOLIDAYMAKERS IN GREAT BRITAIN

Destination	Type of holiday	
	Main holiday	Additional holiday
Percentage of holidays in each category		
Seaside	70	47
Inland	17	39
Mixed	13	14

Source: ETB, 1973.

TABLE 22

HOLIDAY DESTINATIONS OF STAYING VISITORS IN EAST KENT AND WHETHER MAIN OR ADDITIONAL HOLIDAY

Main or additional holiday	Holiday destination (1978)			
	Large resort	Small resort	Rural Area	Canterbury
	percentage of groups in each category			
Main holiday	54	42	38	63
Additional holiday	46	58	62	37

Source: EKTS, Staying Visitors Survey

TABLE 23

CAR OWNERSHIP GROWTH FORECASTS - GREAT BRITAIN 1970 - 2010

Year	Cars per person ⁺	Decennial Growth rate (Cars per person)	Decennial Growth rate (%)
1970	0.2137*	-	-
1980	0.2970	.0833	39
1990	0.3800	.0830	28
2000	0.4330	.0530	14
2010	0.4640	.0310	7

⁺Forecasts based on the assumption of a saturation rate of 0.5 cars per person

*Actual value

Source: Tanner, 1977.

TABLE 24

METHODS OF ECONOMISING ON DAY AND HALF DAY RECREATIONAL TRIPS

Method of economising	First preference
	Percentage of total
Reduce frequency of outings	40
Shorter trips	20
Change car	25
Share vehicle	15
Other forms of transport	2
Stop outings	1

Source: Miles and Hammond, 1977.

visits. As earlier evidence in this paper has revealed (Table 15), holidays of short duration are less likely than more extended holiday visits to include visits to the seaside and coast, and as Table 21 indicates, second holidays in general are more likely to be located inland, although the seaside still attracts the majority of such holidaymakers.

More recent data from the EKTS also underlines the overall attractiveness of the coast for main and additional holidays, but the dominance of rural destinations for second holidays is again demonstrated (Table 22).

Changes in holiday patterns have been evident now for some years and there can be little doubt that these changes will persist, probably hastened by the implications of the micro-computer society which many envisage will lead to an accelerated increase in availability of free time, much of which will be taken up by increased holiday entitlement (Jenkins and Sherman, 1979). On the evidence of survey data currently available, there can be little doubt that the coast, both urban resort and the undeveloped coastal locations, will play an important part in accommodating the increased volume of recreational trips that will be generated by these changes.

Changes in Mobility

Without the revolution in personal mobility brought about by the motor car it is likely, as far as the coast is concerned, that pressures would have been largely accommodated within and close to the major urban resorts. In fact, as the Countryside Commission acutely observed in 1969, the effect of increased mobility is seen particularly in the growth of water based recreation, not only at established centres but also on hitherto little-used stretches of coastline (1969, 9).

Forecasts made by Tanner as to the likely future growth in vehicle ownership are presented in Table 23 and indicate that for the more immediate future (up to 1990), the number of cars per person is likely to increase by nearly 50 percent (Tanner, 1977, 19). Over this same period the proportion of car-owning households is expected to increase much more slowly, from a level of 56 percent in 1977 to between 65 and 69 percent in 1990. It is important therefore to appreciate that while many in the population will acquire the key tool to facilitate countryside recreation, there will continue to be a very large minority of the population who will remain without cars. This latter group will, no doubt, in the future as in the past, continue to see the urban seaside resort as the major focus for recreational trips away from home, both for holiday and day excursions. The new car owners will, on evidence of the NSCR, turn in large numbers to the countryside for recreational purposes and thereby continue the spiral of recreational activity which will inevitably culminate in yet further pressures upon the undeveloped coast.

The motor car not only provides a stimulus for people to look beyond the urban resort for recreational enjoyment on the coast, but also provides the means whereby the urban resort and the

countryside-coast can enjoy a reciprocal relationship to their mutual advantage. Already there is evidence that many of those visiting undeveloped coastal locations for recreational purposes originate from their holiday homes in the urban seaside resorts. Thus, for example, nearly 1 in 5 visitors to the West Beach at Littlehampton (an undeveloped coastal site) originated from the urban resorts of Worthing, Bognor Regis and Brighton (Wornell, 1974). Other studies have also observed the development potential of this relationship which not only allows the urban resorts to benefit from new trends and aspirations in holiday taking, but in acting as accommodation reservoirs resorts can mitigate against undesirable developments and pressures upon the countryside-coast (see for example ETB, 1973, 8; TRRU, 1977e, 66).

While further growth in the levels of car ownership will inevitably generate more countryside trips both from home and on holiday, there are factors which can be expected to constrain this growth and which could change the pattern and nature of recreational trips with consequent implications for the pressures on the coastal areas. The energy crises of 1973 and 1979 have dislocated the sanguine assumptions as to the ever-increasing growth in car ownership and use which have been nurtured by the rapid growth in the 1950s and 60s. It has been estimated that the prices of petroleum following recent trends will continue to rise in real terms and will double by the year 2000. Indeed it seems possible that even these assumptions may be too optimistic. Increases in energy costs are, however, unlikely to stem the growth in car ownership. Nevertheless, if the experience of 1973 is anything to go by it seems likely that continuing real increases in petrol might serve to depress the prevailing patterns of recreational journeys into the countryside and produce more substantial shifts both in the frequency of journeys and their geographical distribution.

Pleasure motoring, including trips to the countryside, seaside, or picnic site, or simply for joyriding, is by far the most popular form of outdoor recreation in Britain: it is also the most energy-dependent.

Brown, 1975, 20.

A number of studies examining the 1973 crisis found that one of the most popular responses to cost increases was a curtailment in the length of recreational journeys, with people seeking out recreational sites closer to home as destinations for their trips (Table 24). If this occurs in future years then it could result in a major shift of pressure, in proportion terms at least, away from the coast (journeys to which, on the evidence of the NSCR, occasion longer than average day trips from home) to inland countryside areas closer to the towns and cities and England and Wales. The closer proximity of the coast to the towns and cities of Scotland will probably avoid a similar displacement occurring there. If this locational shift of emphasis does take place in England

and Wales, then it will have important implications, especially for those responsible for the development and management of inland water resources which already seem for many to act as a substitute for seaside and coastal recreational experiences.

The need to conserve energy, the implications of increased costs in petroleum prices and the social priority of providing recreational outlets for the less privileged members of society also serve to underline the role of public transport in outdoor recreation patterns. The advantages which the railway age conferred upon the urban resorts will therefore continue to be pertinent in the last decades of the twentieth century.

There are many millions of less privileged members of our society who as yet cannot afford to go away on holiday each year, and the resorts have an important social contribution to make.

BTA, 1975, 9.

Patterns of Social Change

Few but the most ardent futurologists would dare to contemplate the nature and scale of social change in Britain towards the end of the century. There are many scenarios of what has already been labelled the post-industrial society with varying pictures - some optimistic, some pessimistic - of the likely changes that will occur. However, one matter above all others seems to unite these forecasts, namely the growing importance of the role of leisure in all its many forms in the lives of the British people, as micro-computers not only enable major and significant shifts in the availability of leisure time, but also heighten the necessity to utilise leisure as a tool for social development in our evolving society. The evaluation that this paper has attempted to make of the role of the coast in the history of leisure in Britain confirms its crucial place not only as the foundation upon which popular mass recreation away from home has been built, but also as the apex of recreational aspirations as they have been developing over the last two decades. The story of the seaside is indeed a story of social revolution and it is clear that both the undeveloped coast and the urban resort will continue to play a major role as this story continues to unfold.

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DISCUSSION

A.M.H. Fitton (*Countryside Commission*)

You hardly mention children at all in the decision making process. Yet if you look at your tables they are quite significant. While I offer our qualitative work very tentatively, people tended to say, "We went to the seaside because the children wanted to go". It was a decision made in relation to children. It seems to me, in terms of what is likely to happen in the future, that the role of children will have to be taken into account.

You seem to be saying that day trips are frustrated holiday trips; that if people had the time they would like to travel the distance they do on holiday. Therefore the seaside would become more important as a focus for trips.

Let me give you another quote. I am being a bit self-indulgent here. Here is a woman talking about a day trip. She says, "My day trip in the country will be for peace and quiet; a picnic and a quiet laze. When we go on holiday and explore, we can please ourselves. But if I'd been working all week and I went out on Saturday, it would be for quietness. I wouldn't go somewhere like the seaside". It seems to me that the assumption that the day trip is a frustrated holiday trip might not be true.

B. Duffield

The first point: the role of children. The survey evidence from the national survey is conclusive as to the role of children in recreational trips to the seaside, or inland locations. But the caricature of the urban resort being filled with young parents with babies and young children is a false one. The material factors in terms of income, social class, and whether you have got a car, are important, but it would be quite inappropriate - and I do not think the data supports it - to argue for the strong contrasts that you suggest. What is of major significance is that the urban resort, particularly, recruits from the population as a whole. So when we see people at Blackpool, we are not in fact seeing blue collar workers but a cross-section of the population. There is, I think, a tendency for a professional group like this to reflect our own values (as Alan Patmore said), our own choice of quiet spots in the countryside and expect other people to behave in the same way. Therefore, we have to acknowledge the broadly based role of the coast and not link it to particular groups of families with young children, or otherwise.

The second point: I was not trying to say that day trips from home are frustrated holiday trips. What I was pointing out is that there is considerable evidence that people, given the

chance, will utilise different resources - particularly the coast - on trips, either from home or away from home, if constraints are loosened. There does seem to be a frustrated propensity to visit the coast, which is denied to many, presumably those who are land-locked. However you are right, of course people do different things on trips from home; they tend to go to sporting locations much more frequently; on holidays they are much more interested in historical buildings. In that sense they are looking for variety. One has got to be careful about generalising, but there is a considerable body of evidence to suggest that the nature of the resource has a major influence. How else do you accommodate the Scottish evidence?

J. Fladmark (*Countryside Commission for Scotland*)

Not to be outdone on quotations, there is a well known French philosopher who said, "One who ignores history is deemed to repeat it". I thank both speakers for having enlightened us on history and done their bit to ensure that we do not repeat it. However, may I ask Brian Duffield whether he has not left out an important element of history. I can see how he has traced through the historical strands, arriving at these three key factors relative to leisure time. These three have obviously had very important historical analysis and he is saying these are important when looking into the future. If you look at history there was a very large important element which has been left out: supply and demand. If you look at the Victorian resorts, the invention of setting up the spas as a whole was a very important factor. Has Mr. Duffield deliberately left this out when considering the future pattern, does he not think this will play any part at all? Surely intervention by private sector, and by public authorities in recreation, is likely to influence the visitor.

B. Duffield

I think that is an important point. I had not meant to neglect the significance of supply and demand in the paper. In fact, our observations about the contrast between England and Wales and Scotland were meant to highlight the role of different types of supply. It is largely a question of natural resources being available at those destinations. But I would not argue at all against the significance of man-made provision. One of my final points was to try and link the urban resort as a reservoir of accommodation from which the recreationist, the holiday maker, can reach out to the countryside around. I suggested an entrepreneurial initiative which might be made to secure the correct use of the historical legacy of the urban resort. I hope later papers look towards the role of the public, and private, agencies and to the role of management and provision, in influencing the way in which the coast is used. This should be quite crucial in the future.

G. Barrow (*Cobham Resource Consultants*)

I am surprised that, when you discussed the question of holiday trip destinations and volumes, you did not discuss accommodation and also planning and its role in influencing accommodation, both in the past and the future. I am sure that we are all aware that planning policies have restricted the development of accommodation outside existing settlements to a large degree. Therefore, some of the figures that you are quoting obviously relate to that situation, and planning in the future is going to have a very positive role in influencing the distribution of holiday trips in resorts or on the coast.

B. Duffield

But you are quite right, it is a very important factor in influencing the physical character of demand. Alan Patmore showed us a table which starkly showed the changing fashion, the changing utilisation, of holiday accommodation over the last couple of decades; the move away from serviced accommodation; the desire for self-catering accommodation. Since 1966, the declining importance of the hotel and guesthouse shows clearly. The important point that you make, Graham, is the influence that the planning authority, and the national agencies, have in terms of holiday accommodation. That is the critical factor; not that fashions change. The link in the planning process, between accommodation and the agencies, is the vital matter.

G. Barrow

Because of the economic and political pressures on planning authorities, it could well be that the importance of the resorts has been sustained by restricting development in rural areas.

B. Duffield

I am sure that is true. We need our friends from the tourist boards to tell us and I would like to see the figures, but I would guess intuitively that there has been a major response to these changes within the urban resorts. Indeed, one knows it to be true that the seaside landlady has disappeared from the front of the house to the back room, and has turned her home into flatlets, or rented accommodation of one kind or another.

R. Hall (*British Waterways Board*)

On this question of Scottish evidence on which you place so much emphasis, could you elucidate the difference between beaches and coasts. I am particularly interested in how you would classify lochsides.

B. Duffield

It is a different definition from the one adopted in the national survey. In the Scottish survey, a beach could be either

coastal countryside or it could be in an urban resort. It will be a beach, and it won't be clifftops. It is not rural versus urban; it is a type of resource definition. Lochside would not be included with the seaside.

Prof. A. Patmore (*University of Hull*)

I was interested in the distinction that Brian was drawing between the holiday visitor and the day visitor. The study of recreation in the north west - almost a decade ago - clearly showed the very distinct destinations for day trips and half-day trips but, even more importantly, between Liverpool and Manchester. The Liverpool people make double the number of trips and far more half and whole day trips to the coast, than did the Manchester people, for fairly obvious reasons.

I would like to emphasise one particular point. We are tending to polarise the resort and the countryside coast. I appreciate that for classification purposes, in the sort of data that Brian has been using, this is absolutely essential but they shade so much into each other. The variety of satisfactions and attractions to a whole variety of people are such that simplification may well mask some extremely important differences between resorts, and between different kinds of attraction within resorts - and the same goes for the countryside. For example, the simple addition of a very small shop to a remote beach in North Wales, changed what had been a very quiet beach into a very passable imitation of Blackpool, yet I am sure it would appear as a countryside coast in any of the figures we have been looking at. With that kind of shading, we must be very careful not to oversimplify purely for statistical purposes.

M.F. Collins (*Sports Council*)

I would like, first of all, to take up the point about social change, and change in values and attitudes, as they are reflected in behaviour. I think the use of the term 'democratisation' is rather unfair. Is Brian suggesting that current trends will continue into the future? The differences between going to resorts, going to the countryside, the greater resourcefulness of people with higher incomes, more people with mobility, more people with higher education, more public and private sector development, and so on. Is he suggesting that, irrespective of any increase in numbers going to the countryside, people in future will spread themselves throughout the countryside and seek more variety?

The second thing is about the numbers of people going to the countryside in the future. I take issue with his extrapolations on working hours and leisure time and the use of cars. There is a fairly distinct evidence that holiday time now is not necessarily taken by going away from home. Even if you consider a self-catering holiday, it is quite costly to take a family away from home, or even to go away as a couple. The proportion of

trips on holiday and trips from home, and the resultant destinations, will not be very different in future. The fact that there are more cars in the household does not necessarily mean that they are all being used for trips to the coast.

B. Duffield

If you do some arithmetic with the statistics presented in this paper, you will find evidence for the variety of experience which people seek in the countryside. The desire for variety is associated with groups who are more likely to participate in countryside recreation.

It highlights an important point; the evidence of the national survey shows the considerable importance of learning by doing. As soon as anybody has been to the countryside, their attitudes to it and their desire to visit it changes very strongly indeed. It seems that even if there is no growth whatsoever over the next decade or so, in terms of car ownership, or trips to the countryside, there is likely to be increasing pressure on the countryside in general, and upon the 'undeveloped coast' in particular.

Both the present and previous administrations are in print on the importance of maintaining the length of the working week. But both administrations have been prepared to see much more significant changes in holiday entitlement. At least for the immediate future, I would be fairly happy to underline my assertion that we can expect to see yet further, and dramatic, increases in holiday entitlement, while pressures in our society will still resist, as they have resisted since the end of the war, any rapid downturn in the number of hours actually worked.

M. Beale (*Chairman*)

Yes, we may get a shorter working day; yes, we may get a shorter working week; but what has not been mentioned is that we are also getting a shorter working life.

COASTAL PRESSURES IN FOCUS
NATIONAL ISSUES ON THE SUSSEX COAST

Andrew Thorburn

County Planning Officer, East Sussex County Council

Mr. Chairman, when I first got my job in this county, I found that everyone I met anywhere else in the country always had a nephew/niece/uncle/aunt in East Sussex. I had forgotten this entirely until you confirmed my suspicions - that literally everyone has connections here - and therefore we plan under a microscope.

Before dinner we had a comment from Martin Beale who remarked on earlier retirement. I am sorry that, before dinner, we heard from the figures of 1973 - I do not find six year old figures terribly useful in my job and I am concerned that no mention was made of retired people, because the people who use the coast in this county are people who go out there on week-days, park their cars, and look at the view from their cars; they may be only 55, they may be 85, but that is a very, very big audience and I would guess - I have no statistics - that it is as big as the day visitor population and the holiday population. What were we talking about? What is a holiday? First holiday or second holiday? Third holiday? A conference which is a holiday for your wife? A conference with is a holiday for you? What are these statistics? I'm not certain that I am getting anywhere on that particular tack.

I am going to give you a talk on changing as from geography to planning. I will have a blur of slides in the background - but they are not important. The general idea is to talk about some of the real problems that one is facing. I leave it to our friends from the research institutes to decide what they need to research to help us with those problems. It is important that we get research work done, but they must decide what they want to do - I am not going to tell them.

As a county we are roughly like a misshapen Isle of Wight. I am going to assume that you all know that we are a tourist county; that we are a day visitor county from London, particularly Hastings and Brighton. We are a retirement county with old people who have time on their hands. We are a conference centre county. We are a county full of language schools, bringing millions of pounds worth of foreign currency into the country. When you go to a language school you work from ten until one, and two until four, after which you have nothing to do for the rest of the day; young people congregate in large hordes in the main streets and on the beaches. One of the coastal recreations which causes us problems is large numbers of unoccupied young people on our beaches and promenades. It is quite frightening at Hastings on a fine summer evening, and I sometimes feel sorry for the local people.

AT/2

We are also a county with plenty of ordinary people. When I go the four miles down to my boat, I don't know whether I am classed as a day visitor or not, but a lot of the people that I see on the beaches are ordinary people, near home, and it is their home patch - it is not visiting.

All this leads to plenty of demand for plenty of coastal recreation. In spite of being fairly straight, and fairly dull, I think you will find that we have an extraordinary variety of landscapes. It is not easily changed or managed; it has exciting opportunities and plenty of problems.

The Unmanaged Coast

We will start in the east, just this side of Dungeness. Camber Sands, the nearest sandy beach to London, backed by a small village of holiday bungalows. A beach for day visitors, so it has long had a car-parking problem. Traffic back up along the approach roads for miles on fine weekends, but we have not been able to do anything about this. We have a dune erosion problem and have had to fence and plant special grasses. We own part of the Sands and have to clear up the litter. It is an ideal place for a self-contained holiday camp but we cannot build much else there because of the first class agricultural land behind the Romney Marsh. It is an ideal place on a fine day, but there is nothing to do when it rains except overcrowd little old Rye. We can think of no way of developing recreation here which is not simply a burden on the rates and of no benefit to people living in East Sussex.

A mile to the west we have Rye Harbour - a small water-side village with some industry, some gravel workings and a large Nature Reserve. There are marina possibilities on old gravel pits and saltings and some occasional usage of these areas for water-skiing and sailing tuition, but an important national Nature Reserve will be disturbed by these new uses. We have just given permission for a marina with about 80 houses, probably second homes, near the old village.

The whole area is really not managed or controlled and we have a great deal of conflict. It ought to have potential; it needs good management but it is very difficult to decide priorities.

A mile or two westward again is the typical English beach - empty as usual. It is backed by caravan sites and these have several thousand static vans used as weekend homes, or let to those who cannot afford to go abroad - very down-market, unplanned, difficult to improve and with the usual problems of caravan control. The view inland is almost as spacious as that out to sea.

A Partially Managed Coast

So far we have been looking at an unmanaged coast with simple, old-fashioned recreational uses which bring little of value to the county and are generally rather a nuisance.

AT/3

Now we come to the first stretch of cliffs between Winchelsea and Hastings. Much of this is a country park owned by Hastings with a rocky nudist beach at Fairlight, which has recently become notorious. Here the car parks and caravan parks have been hidden inland and access to the coast is mainly on foot. Perhaps it is not very special but all sorts of exciting country park ideas could be introduced. These are not money-spinners and I do not know where the money could come from. This area makes a nice contrast to the old town of Hastings. This is basically a fishing village in a valley which has engaged in some trading; it was a Cinque Port and has a fascinating variety of buildings. There are the unique and characteristic fishermen's huts; there is the Victorian lift up the cliff, which has a novelty value.

We think that here there is a wonderful opportunity to recapture the romantic and visually attractive, and to take the whole area up-market. We want to introduce interpretation, things to watch or do, picnic areas, restaurants, bus connections for people walking around the town and indeed the country park. We want the same kind of overall management for this urban area as we are familiar with in country parks. As in country parks, the main problems are money and imagination and how to provide for car parking.

The Seaside Coast

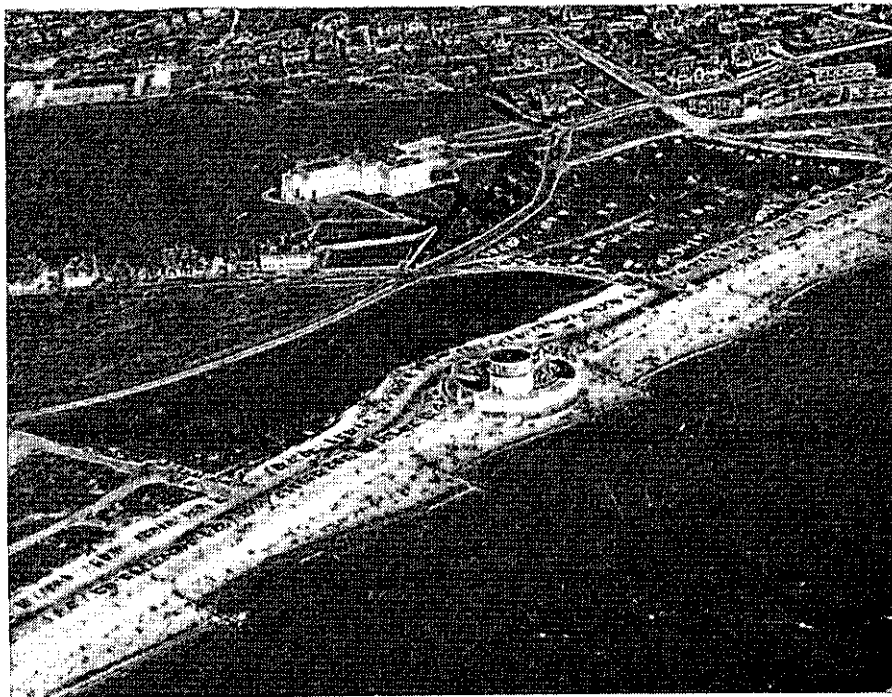
Starting in the Old Town and heading westwards, we have a candy-floss coastline as far as Hastings Town Centre, and a small hotel and boarding-house coastline from here on including Bexhill. The hotels are running down and many of the smaller ones are changing to self-catering. There is a pier and the inevitable shingle beaches with a bit of sand at low tide. These few miles of coast are like hundreds of other places in northern Europe, as out of date as the tram, struggling to continue but one fails to see much of a future for them in their present form. One end of this coast is poor and badly maintained; the other end is prosperous and upper class. However, I will not dwell upon it as the general pattern is familiar to you all and the local characteristics are not unusual.

Beyond Bexhill we have a short stretch of unspoilt marshland coast, before coming to Normans Bay and Pevensey Bay with their caravan sites, beaches and bungalows. In this case the beaches are private and the public cannot obtain access to them at high-tide. Access to the road system is quite inadequate; it is almost a Dickensian atmosphere. One feels this area ought to have some potential - but for what? Is there any demand? Who pays to sort it out?

Inland there are major tourist caravan sites. Westward there is a proposal for an enormous marina with housing and beach activities.



PEVENSEY BAY: caravan site and Martello tower

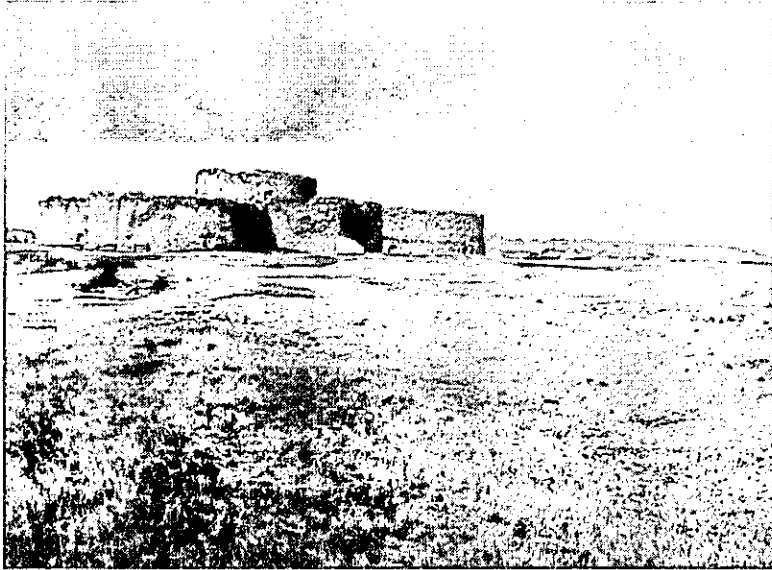


SEAFORD: beach, Martello tower, carparking and unofficial camp site

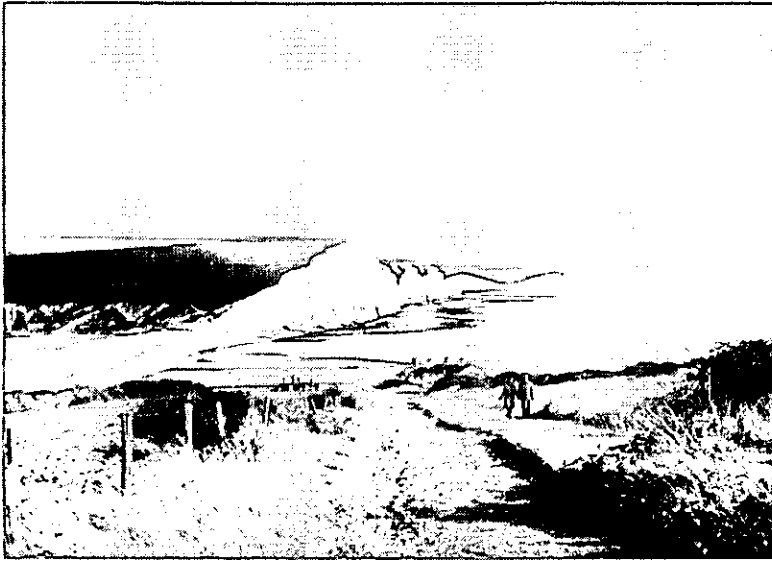
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CAMBER CASTLE



SEVEN SISTERS (Heritage coast)



BRIGHTON - the beach and Palace Pier

AT/4

Coastal Fortifications

In the middle of this area we have another kind of coastal recreation. For example, a Martello Tower, with its Second World War gun emplacement on top, represents one bit of our historic coastal defences. The study of the history of these defences is itself a coastal recreation, perhaps for the more serious minded, perhaps as a change from the beach on a cloudy day, or as a diversion for the member of a family who is bored with the beach. In addition to the Martello Tower we have the Wish Tower in Eastbourne, the Redoubt which was the garrison headquarters and is now fitted out as a military museum, the Dragon's Teeth remaining at Cuckmere Haven, the Fort at Newhaven, Hastings Castle, Pevensey Castle and several others. The development of arrangements for visitors to study these coast defences is part of our proposals for the 1066 Country scheme. I think there is a great future for study tours on the coast as elsewhere.

Eastbourne

Continuing westward, we go past highly commercial holiday camps and the new Eastbourne Leisure Centre to Eastbourne itself, with its provision for young people in Toyland, old people on the Prom - look at those gardens, music in the Bandstand, the Pier and all that is traditional in a top resort.

One problem is that the visitors are tending to become older and therefore, with the passage of time, fewer in number, and it is difficult to find a more youthful market for the tourist potential. Bearing in mind the upper class elegance of the town, it is a natural for cultural and sporting events and for conferences. I am not seriously concerned that the resort is going to die in the way some have done, partly because it has very good weather and is fairly sheltered from the prevailing wind.

The Heritage Coast

Westward, we come to Beachy Head at the beginning of our Heritage Coast, which stretches as far as Seaford and is backed by an area of outstanding natural beauty. This is the eastern end of the South Downs and is a magnificent rural coastline that is nearly all in public ownership and is properly managed.

First, Beachy Head. It is too popular, so that we get too many suicides, car parking pressures and too much erosion under foot. There are questions of whether we should fence or not. It needs a very subtle form of management.

Looking westwards, the countryside seems unspoilt and the cliffs are beautiful, but when we close in on the next place, with access to the beach at Birling Gap, we find problems. The coastline here is receding at about half a metre a year, and to maintain any access to the beach we have to build steps on scaffolding which can be moved backwards from time to time. The

County Council pays much of the coast of these, together with the private owners. The whole place looks a mess and we are trying to get the pub replaced and make the owner improve what is quite an important access to the shore line.

We have a project officer for the Heritage Coast and the land stretching about five miles inland, who has managed to do a great deal to improve access and smooth out problems between visitors, land owners and farmers. Even with so much land in public ownership there is much which needs to be done.

Continuing westwards, we have the long distance footpath along the top of the Seven Sisters; it has erosion problems but makes fine walking. Then we come to the Seven Sisters Country Park at Cuckmere Haven where we had to buy the land, remove a caravan park, prevent cars coming near the beach - one now has to walk and they are a mile away.

With the help of the GPO, who wanted to lay a line under the area, we built a lagoon for birds and there is much bird-watching here. There is fishing, canoeing, walking, painting and studying of all kinds of wildlife, geography, etc. We also get large numbers of school parties coming here.

Immediately west of Cuckmere Haven we have another access problem at Hope Steps, and have recently had to spend some money to improve access down to the beach. The District and County have co-operated over the public footpath. We then go over to Seaford head which is a nature reserve as well as public open walking, to Seaford itself and the beginning of our urban coast which stretches right through to West Sussex, with only one or two very small breaks.

The Urban Coast

The town of Seaford lies slightly back from the promenade. Along the promenade are old house and hotels which have been extremely heavily battered in storms and are no longer economic. In between them and in the town is an area of low-lying land which occasionally floods in storm conditions, but otherwise it is suitable for a coastal recreational use. I suppose it might be developed, but it is not a terribly sensible place to build houses. For years we have been trying to think of a really sensible use for this stretch of land.

West of Seaford there is another opportunity. Behind the bay, which is often used for sailing although not very sheltered, there is a stretch of open land between the port of Newhaven and Seaford which is a natural place for a coastal country park. However, it is owned by British Rail who think they may one day want to extend the port that far, and it is also grade 2 agricultural land and an AONB; deciding quite how to manage it is a major problem.

Directly adjacent there is the port of Newhaven which is partly commercial and partly recreational, with one of the first marinas in Britain, with sea-fishing, boating on the river extending quite a way inland, with some pleasant riverside pubs and villages, big ships to watch and rough seas in the winter. Perhaps this is not exactly what one thinks of as coastal recreation but, in practical terms, a very important recreational amenity.

Looking westwards from Newhaven we come to a cliff coast with the urban sprawl of Peacehaven on top. Coast protection works are necessary here, but in the course of time it will have the effect of removing the cliffs; the tops will wear back but the bottoms are not undercut. The coast protection works allow some access to the beach at low tide which is not accessible at all at high tide for many miles. This is despite the large urban population at its very top. To swim, that population has to go to Saltdean Lido in the summer; we wonder whether such swimming pools should be covered.

Brighton

As we come to Brighton we see the marina, newly built in the sea off the cliffs, with capacity for over 2,000 boats, 860 flats (which have yet to be built) and a large variety of other amenities. However, at present it is a rich man's playground and unprofitable for the owners. A new cross-Channel service - the Seajet - is an amenity and an attraction in itself. It offers some fringe activities for ordinary people, although the entrance price is steep.

Next door stands a redundant sea swimming-pool which is not in use. There is also the 100 year old Volks Railway which runs along the shore to central Brighton.

We come now to the urban beach. In reality there is little to choose between an urban beach and a rural beach, but the urban beaches are more used because those enjoying them have other recreations and facilities nearby.

Brighton has seen its piers decline - the West Pier is closed and falling down - but the hotels are thriving; there is a new conference centre and endless opportunities for coastal recreation. Here we also have rowing, sailing, fishing, water skiing, sub-aqua, swimming, canoeing, paddling, wind surfing, visiting ships, and watching dolphins. If all these water recreations can be purchased in an urban environment, is it necessary for us to seek them elsewhere and, if so, why?

For those who are less active there are many pleasures which are strengthened by being near the coast, where the colour contrast, wind and light are so much stronger than inland and there is an opportunity for a change of air. The central problem is to find enough income to keep all this going.

Hove

We come now to Hove, which is not a resort but has a well-kept beach - useful for local people - gardens and beach

huts and a paddling pool. There is an obsolete swimming pool but there are proposals to re-build it as a sports centre and swimming pool.

This is really an area of coastal recreation for the town, not unlike a major town park and of little interest to tourists. It is expensive to maintain, of course, but so are some town parks.

We should not assume all the promenade towns are tourist spots. Incidentally, Bexhill is rather like Hove in this respect, although it tries to be a tourist town.

I will underline my point by using Shoreham Harbour, at the very western end of our coast, as an illustration. This could be almost anywhere in Britain where there is a commercial waterway.

As regards other areas: we pack the visitors in Brighton and Eastbourne; we would like to re-build Camber as something good behind that beautiful beach, but we cannot - we do not know how to deal with it. I suspect that these are problems to be found all over the country. I have not dwelt on other parts of the country because I am trying to clarify what is the coastal planning problem. My view is to seek the opportunities; to change the nature of coastal recreation to meet the new kind of living that we are seeing; not to meet the demands of the sixties and seventies and earlier periods, but to seek out opportunities for the future and try and find the resources to do something about them. I believe that we can only harness private endeavour to this by stimulating thoughts and making suggestions, and the public sector providing its own share. I do not think this is an operation for the public sector to do. Even in our most planned area, the Heritage Coast, the total expenses in the public sector are probably less than £10,000 per year (that is on top of the landowners' costs which are a little more than that because we have two country parks). However, that is very small beer indeed in total planning terms.

Mr. Chairman, I do not know whether we can use the kind of information we have had this afternoon; to feed in to these kinds of typical background coasts and add imaginative thinking and opportunity together, to create something better. My business is to try and improve the world and, if we would bring these things together, we would really succeed in improving the world.

DISCUSSION

R.M. Sidaway (*CRRAG Chairman*)

From what you have said so far, Andrew, I do not think you really want research at all; I don't think you are temperamentally suited to research. You do not believe in statistics and you think we are all bogged down in the problems of the 1960s - you may well be right. What I would suggest, from what you have shown us of East Sussex, is that you are ideologically confused, that you are short of ideas and basically what you need is political will to act fairly drastically. In that case I am not sure if research is what you want. What I have seen of East Sussex, many parts of it seem to be the epitome of Sir Keith Joseph's free-enterprise areas, a few years before he thought of the idea. Basically, I do not think you have sorted out who it is you are trying to serve. If people like Peacehaven in its present state, why alter it? Why improve it; why plant trees there?

You showed us Birling Gap, which I half expect you to suggest as the area where some public action would be required to sort out what you admit is an eyesore. Yet you seem to be prepared to let that be further developed, while at the same time deploring the lack of development of Seaford.

I would suggest that what you really want is a marketing study which will clarify exactly who it is you are trying to serve, and what it is you are trying to do.

A. Thorburn

There is much truth in what you say. There is a progression away from the concept of the planner, as the person who knew exactly who he was providing for and why, towards the concept of the planner providing the help for people to decide for themselves what they want. If that leads me into ideological confusion I plead guilty. But patently I am moving towards the view that planning is no longer identifying and telling people what they want.

Your remark about the marketing approach does ring a bell with me. We are asking people what they want, from time to time, and we are producing things and seeing what happens. We are beginning to see that our markets are the second holiday, conference, and retired day visitors - it tends to be specialist and up-market. It tends to belie the presence of Winchelsea Beach and Camber, which have no place in this kind of county. Yet they are there. As a concession to those people who like that kind of holiday, I agree that should stay, but I am not going to propose that we should have more of them. I am saying that we should concentrate on specialist up-market activities. I do not think that is a formula that applies everywhere from Kent to Cornwall. There are probably going to be different formulas.

As far as your comments on research are concerned, I am not philosophically against it; that is why I serve on CRRAG, research must be complex, not simple. The discussion of national trends, this afternoon, was of no use to me whatsoever, because I am not a national cross-section; that is not my problem. That does not mean to say that I would not commission, and have not commissioned, specific local research - though perhaps not enough. I am going to duck the rest of your questions.

A.W. Bacon (*University of Sheffield*)

You said things like, "We are not very far from London here", and we all know that London is getting poorer and poorer; it has got a lot of poor people in it and they have easy access to Sussex. If you go further and further up-market, you will deny more and more people the opportunity to come. One thing the research this afternoon showed was that there is a spiral process, where more and more people were starting to emulate other people. If you go up-market you might make it more difficult for people to come here, and not less.

R.M. Sidaway

The only thing you seemed to be really keen on is the Brighton Marina, where you are happily providing for the international jet-set.

J.O. Gaze (*Chairman*)

You could just tell them that they either were not listening, or they are deliberately traducing you.

A. Thorburn

I know very well they are deliberately traducing - they are trying to stir it. The position is quite simple, should the ratepayers of East Sussex put themselves out to cater for the poor of London? Until that question is answered I have to serve the ratepayers of East Sussex. No development money has gone into Camber Sands, which is where the poor of London go. But there are richer people in London. They tend to live on the south side of London and they tend to come out into the countryside and to our coasts. That is seen as reasonably beneficial because of their spending-power and because they are concerned people and careful people; therefore, the people of East Sussex want to promote that tourist industry rather than cater for markets without spending power which just brings problems. I do not defend it.

L. Borley (*English Tourist Board*)

I would like to come to the defence of the speaker, because I do not think he was advocating an up-market product. This county is almost unique in the range it offers. The problem, surely, is not to make swans out of geese; not everybody is going

to emerge at the top with a yacht in Brighton Marina. A lot of us may want that beach hut. But is it correct that, in your structure plan, you did not identify tourism as a key issue?

A. Thorburn

The advance of tourism is a major policy of the county council. They are for tourism because it is good for the wealth of the county, and for the conservation of the county, and this is spelt out fully in the second half of the structure plan. My view is that we cannot afford to conserve unless you can take money from people who are visiting monuments and the countryside. You cannot conserve just because it is a good thing. In the Mediterranean, there is a 'conservation industry' and the people visiting the Parthenon or somewhere, virtually pay off the national debt of some of these poorer Mediterranean countries. Therefore tourism, for its economic advantages, and for its conservation advantages - equally - seems to be a good idea, and the county council's formal policy is to promote this. They are finding it slightly difficult to do so when it means closing old people's homes and nursery schools.

M.F. Collins (*Sports Council*)

If you are looking to develop specialised products slightly up the market, and bring in tourists, a large proportion of your coastal population is going to get older, many of them poorer and certainly more immobile. You have mentioned the case of Hove, where you have problems in maintaining the urban amenities. What close-to-home recreation are you providing for those people?

A. Thorburn

This is such a good question and I don't think I have got the answer. It is entirely true that this is happening. The pressure, at the moment, is to reduce rather than increase amenities for the older people - particularly libraries, which are one of their recreations. I think it probably means we have to subsidise the coastal resort facilities that our old people like. If the county's population gets any older, it is going to be in very serious financial trouble; I think we are the second oldest county, on average, in Europe. If we are not careful the success of our holiday industry will lead to more retired people moving here. We have provided too many good holidays in this county, and therefore we have got too many retired people. It is almost an argument for reducing its attractiveness.

Mrs. M. Laverack (*Countryside Commission*)

We saw, this afternoon, that the decline in people who spent their holidays in hotels was very marked, but the increase in the percentage of people who stay with relatives was also very

marked. It may be that, although your retirement population are blanketing your cliffs with bungalows, and they are putting a strain on the social services, they are the very relatives with whom people are staying. Therefore the way to cash in is to provide facilities where they will spend money. They are not showing up anywhere else; they are not staying in caravans or causing parking problems, or renting furnished accommodation. But, by the very nature of their holidays, they have more money to spend in other facilities. They are almost certainly never going to have a boat in Brighton Marina, but they are going to patronise the sort of thing that private investment will put into your resorts.

J.O. Gaze

I can support Mrs. Laverack's observations by original research, which I carried out in the neighbouring county of West Sussex last week. Believe it or not I have an Auntie Sadie. She occupies a three roomed bungalow in west Worthing and has, for the last seven weeks, had a resident population of no less than nine grandchildren, nephews, great nieces and so on. It is precisely what we are talking about.

A.W. Bacon

Does the speaker feel that the present planning structure is capable of coping with the demand that comes from urban areas which are outside your remit? Do you think that we ought to be thinking about different planning structures?

A. Thorburn

It partly depends on how we collect taxation and give welfare payments. If people stay with mother-in-law or have a chalet on the beach, if they have not got a great deal of spending power we, as the receivers, ought to be financially compensated in some way. I hold, as a basic principle, that you should not put tourists into an area if the people living there suffer as a consequence. That is a nice theory but very hard in practise. The management of the particular area must somehow accommodate the tourists and the residents should be compensated. So we are talking about flows of money from city to country, from poor to rich, from some sectors to another, and that takes you into a complicated area. If you had that system right, the administrative boundaries would not matter much.

R. Hall (*British Waterways Board*)

I was very interested in your point about the need to encourage private sector investment in the 1980s, particularly as one thing that struck me during today's tour was the role of private investment in the historical development of the coastal region. What can you do, as a local authority officer, to encourage private investment in leisure which is, by nature, a rather fickle sort of investment.

A. Thorburn

I think the main reason we do not get private investment in leisure, at the moment, is because private investment funds are basically pension funds which are looking for long-term security. They are not trying to maximise income according to market theory, they are trying to maximise safety; so they buy Centrepont in London, whatever its costs, because they are very unlikely to lose money. One of the troubles this year has been that we have had something like a 20% downturn in tourism in certain parts of the country - also in North America and other places. If you are running an enterprise with a 20% profit margin and your takings go down by 20% one year, you will have no profit at all because your overheads will stay the same, and overheads are high on tourist development. If the tourist industry runs on a basis of a loss one year and a 20% - 30% profit the next, it is not safe enough for pension funds. The gap has been filled by the public sector for the last few years, but it will not be for the next few years. I think the solution lies in what I am going to call 'voluntary taxation'. The essence of this is that, if we are not so heavily taxed by the State in future, we will find ourselves giving more and more to charitable appeals. We would be paying just the same amount of money, but paying a voluntary subscription to something we believe in, such as a country park, rather than paying it to the taxman who may, or may not, allocate it to the country park. The county councils should set up recreation investment trusts and seek voluntary, charitable money in order to carry out developments. I believe that is what this county council should now do - I have not told them that yet. I think there are a lot of people who would feel that they would like to use their money in this way. It is worth adding to that, that Brighton Marina is unlikely ever to make a profit. Rightly or wrongly some major companies have put over fifty million pounds into the sea. If they ever get a 1% dividend they will be very lucky. That was one of the perils of investment; they might have come out lucky - they did not. But they had nowhere else to invest that money in the early 1970s. It may, in the long term, bring certain spin-offs - particularly to EMI, who are one of the companies who still hope to develop their interests.

D.F.C. Thomas (*Shepway District Council*)

I get the impression that the success of recreation on the coast depends on the county council. I am not entirely convinced that is so. I would like to ask Mr. Thorburn: what are the past relationships between the county council and the district councils?

A. Thorburn

About 90 - 95% of recreational management and development is a district rather than county council function. The county council acts as a specialist advisor who can stimulate and put

forward new ideas; it can sometimes point out the regional interests. My staff is very small indeed. It is not sensible for districts to employ specialists: archaeologists, for instance, or a forester. We have only four recreational planners - that is how small it is.

D.F.C. Thomas

Is there any promotional assistance from the county to the districts, or what is the co-ordination there? I would like to register my disappointment that there are relatively few representatives here from district councils in England or elsewhere.

J.O. Gaze

The organisers have already noticed that and share your disappointment.

A. Thorburn

We expect resorts to do their own promotion, but the resorts find it very difficult to promote places that are outside their boundaries. We have already seen that holiday visitors make day trips from their holiday base. Therefore we co-operate with them and they carry our literature in their tourist spots; in Brighton, for instance, you can hear about places outside borough boundaries because we have produced the literature and put it in their office - at our expense. It has been agreed that the county can look after the rural hinterland. The county and district councils, in their joint committee, have agreed the division of recreational functions which cover everything from the arts right through to country park management; there are about 40 - 50 different functions. Inevitably things overlap and there are difficulties on the boundaries. I would advocate, to anyone else, that you really do have to have a demarcation agreement.

B.H. Flavell (*Association of District Councils*)

I would like to answer Michael Collins' question on the resident elderly and their recreation. This is the district council's function, except for the activities that take place in the local education authority's buildings. It varies very much from county to county. Listening to Andrew I can tell that this is a magic county to live in and that the district councils have a marvellous time here. Division of responsibility does not always go as smoothly as it might.

For the last twenty years the districts have been gradually swinging towards the provision of recreational facilities for their residents in the coastal resorts - to the detriment of their tourist industry. Right round the coast, everyone of us needs to rekindle interest in the resorts. The lobby for small

industry, pensioners, and residents in general, has been stronger than the lobby for tourism and for conservation for that matter. I do believe that Mr. Collins need not fear for the recreation of the elderly. As the population gets older, so do the voters, and they vote the way they like.

On the promotion of tourism I would have thought that the Regional Tourist Board was the catalyst which brought us all together. I was very surprised to hear that, in East Sussex, the county council makes a great input; I am sure that some of the other counties could learn a lesson from this.

F. Hobbs (*LSD Leisure & Recreation Consultants*)

I enjoyed Mr. Thorburn's talk and common sense approach, until he started talking about the private sector; then he went completely off the rails. He seems to have a feeling that the private sector of leisure and recreation is, for some reason or another, more volatile, more susceptible to losses, than other industries. I think this is a fundamental misconception. There are, within the leisure and recreation sector, some very, very safe investments, such as the brewery trade, holiday camps, etc., which can be classified as 'blue chip' investments. There are various sectors where, traditionally, people have paid very little for their recreation; swimming pools, countryside walks, etc. That end of the trade will always be very susceptible to economic trends. We need to take away this misconception that tourism must be a risky business. If one looks at the motor industry, or the big industries involved with introducing micro-chips, all of them involve big risks.

The private sector will always respond to situations where it can invest money and get a good return. In the case of Brighton Marina, Mr. Thorburn was quite right in saying that some of the largest institutions - EMI, National Westminster and Commercial Union, I think are involved - had large sums of money at the time and did not know where to place it. The unfortunate thing was that the money was put in the wrong place; it was a bad project. If it had been a steel rolling mill at Hunterston in Scotland it would have been a similarly bad investment.

A. Thorburn

That is a much better answer than I gave. As I have little to do with the areas of profitable private enterprise, you are obviously in a better position to speak about it. The problem is the marginal areas where the public sector, and the National Trust, has tended to come in and has now had to retreat and there is no one filling the gap.

J.O. Gaze

I will have to take Mr. Thorburn up on the question of the National Trust being involved - and retreating a bit - because that last bit is not, in any way, true taken nationally.

A. Thorburn

Except that you always now ask for a very large endowment when you are given a property, whereas thirty years ago you just took the property.

J.O. Gaze

That is simply caution growing with age.

R. Carter (*Scottish Tourist Board*)

Clearly the question of the county council allocating money to tourist promotion in competition with spending on social services is a sensitive one, and you obviously feel it is going to get more sensitive. Have you considered the possibilities of getting commercial money in on a joint basis?

As for your earlier throwaway comments on statistics. What you could get from these is a feeling for market opportunities to face some of your problems, because you are concerned with marketing opportunities throughout Britain - and indeed overseas. The statistics ought to be of relevance to you if they are presented in the right way.

A. Thorburn

We have been talking to a few firms who are interested in partnership. We find it difficult to agree the right formula but I do not give up hope. The vertical integration of the tourist industry is going to become essential. At the moment it is horizontally integrated; somebody sells the tickets, somebody else sells the hotels and the county council is expected to provide the landscape. I have talked to American Express about this; they take the point, but have not done anything about it. I think this is the next natural evolution of the tourist industry.

I suppose I overstated the point about statistics. I do actually read the occasional ETB or countryside publication to see whether there is anything new. The problem is that they do tend to be outdated figures, subject to qualification, and so coarse that they have limited practical application for me.

R. Carter

It is not national statistics, as such, that are not of value to you; they have not been analysed in a way that meets your particular problems.

J.O. Gaze

I would now like to encourage you by telling you that the National Trust is already engaged in vertical integration whereby

it supplies the landscape and the hotel, on the Helford river for example. Perhaps, with a little encouragement from the planning authority, we might try the same thing at Birling Gap. How does that feel?

A. Thorburn

Yes, certainly.

J.O. Gaze

Write that down, won't you?

D.J. Brooke (*North York Moors National Park*)

I am rather alarmed by this whole discussion as it seems to be totally dominated by the economics of recreation and tourism on the coast. Surely the idea behind the Heritage Coast concept, behind much of the planning policy of the last twenty or thirty years, and certainly, I suspect, behind the National Trust's coastal policies, has been that the coast is so valuable a resource to this country that it is beyond pounds and pence. It should be regarded as a sensitive and valuable resource in its own right that can take precedence over the, often parochial, economic and political arguments that do go on.

J.O. Gaze

I have been waiting for a question on the conservation of the coast.

A. Thorburn

The essence of the situation is that natural resources need to be conserved as a priority over everything: fresh water, agricultural productivity, species, minerals, habitats and I would include landscapes in my main classification. They must have priority if the world is going to continue. Having said that, how do you get the money to secure the objectives you want? The philosophical basis I start with is not uniformly accepted, even in East Sussex -- let alone in the whole country. Therefore, I either have to go out, as a preacher would, and persuade them that they all should believe in natural resource conservation, or I have to go out as a pragmatist and say, "Look -- this is going to be good for your pocket, and for your children's pockets, if you do it this way". I find the pragmatic approach has proved more effective than the preaching approach.

R.E. Fisher (*Anglesey Borough Council*)

You talk of encouraging tourism, perhaps at the moment Anglesey is all right because the shocking road network stops everything at Llandudno and Conway. But there will be an expressway that will bring us within day trip range of Liverpool

and Manchester. We are scared stiff because we have very limited budgets. We try and build one small coastal car park per year, but that has stopped for the past two years because of other priorities. The Tourist Board say that district councils should put money into tourism. Well, we have not got it.

You talked about problems of retirement. We rather like the idea of retired people coming because at least, by the nature of things, they disappear after a few years. Our new problem is the increasing number of unemployed people coming into the island.

A. Thorburn

Why should the people of Anglesey have to pay for those car parks and other things? We come back to the question of our taxation system being awry. We don't have an element in the rate support grant for the privation of low income tourism in Anglesey. It has not even got old people in the formula this year, which is a disadvantage to us. Meanwhile, the people who enjoy caravanning should be charged more in order that Anglesey can provide, and maintain, an environment that is not worse, and hopefully better, for the local people than the previous one.

Unemployed? If you are going to be unemployed, why not be unemployed in a nice place? Cornwall is full of them. Brighton gets them in the summer. Anglesey gets them - I did not know that. We are going to have a population growth in our more attractive rural areas and our coasts, because of rationalisation of agriculture and decline in jobs throughout Europe. I think we should simply be paying these people a social wage, and they will be living quiet, unassuming lives in pleasant places. Planners have got to find ways of making it tolerable for the old residents and, hopefully, reasonably satisfying for the new residents.

Mrs. V.J. Russell (*Caravan Club*)

There are examples of very good co-operation between local authority and private enterprise. We have about 129 club sites developed with the help of the local authority. The club develops, often at its own expense; it then manages with a percentage going back to the local authority as part of the lease. Not only is there an inflation-proof annual return to the local authority, but also touring caravaners spend their money in the district. So there is a double spin-off.

A. Thorburn

I think this is the direction in which we should be going; we should not be taking rigid attitudes about co-operation between the several sectors; there are really not one or two, but three or four sectors; the voluntary sector and the charitable sector.

J.O. Gaze

The whole question that Mr. Thorburn has been dealing with is really bedevilled by the problem of planning philosophy. We have heard very differing views and they do not all coincide with those of Mr. Thorburn. I also think that Mr. Thorburn's views do not always coincide with the county council whom he serves. Ideas are always in a state of flux and no conference is going to be able to encapsulate an ideal planning approach.

It is a particularly unhappy time to talk about public investment but I do not suppose that it will be permanently withdrawn. I think that private investment is going to be sporadic and maybe, in East Sussex, large scale private development to your urban resorts is going to be very difficult to come by. But I do believe that for your rural coast charitable money will be available, and your own plan for a charitable development trust - sponsored by the county council - will add to it.

Coastal conservation has played a very small part in tonight's talk and discussion, but part of the East Sussex coast is actively managed for conservation. It is quite dramatic how that has succeeded simply with a co-operative spirit and a willing degree of co-operation amongst a dozen or twenty land-owners and the associated tenants, users and other interested parties. Professor Patmore mentioned the Trust's part in this. The actual amount of money put up for Enterprise Neptune is about £4,500,000, over a period of seventeen years. A very great deal has been accomplished with that. It is interesting, though, that governmental initiatives, from 1962 onwards, did not start until after the Ministry had been approached by the National Trust with its initial plan for a coastal preservation appeal. Indeed, the intention of Enterprise Neptune, in addition to raising money for acquisition, was the creation of national awareness of the value of the coast and that has worked.

JJ/1

UNDERSTANDING THE HOLIDAYMAKER
-THE ROLE OF THE TOURIST INDUSTRY-

John Jarvis

Chairman and Managing Director
Ladbroke Hotels and Holidays

(Editorial note: At Mr. Jarvis' request a transcript was not made of his presentation and he has been unable to provide a written version in time for publication)

Mr. Jarvis began by describing the various tourist investments of Ladbroke's; in 1978, 17 holiday villages providing over 1,000,000 beds annually; 37 hotels with 4,100 beds, and companies hiring boats on the Norfolk Broads etc.

He emphasised the changing nature of the holiday trade. No-one was building new holiday hotels in the low and middle price range: people were going strongly towards overseas package holidays on the self-catering market.

Domestic Holiday Market: percentage of holiday makers taking main holiday

	Fully serviced holidays %	Self-catering holidays %
1965	44	25
1971	39	37
1977	31	42

Source: Ladbroke

Yet so many local authorities turn away self-catering developments and try to prop up the small hotel and guest house sector. He had great difficulty in finding and developing sites whether for tents, caravans or bungalows. After much searching about the south coast, all he had been offered was a pig farm and a piece of bog land.

Holiday villages had an advantage in providing amenities for the small towns and rural areas which they would not otherwise enjoy, such as nightclubs, dance halls and swimming pools. These amenities are available through the winter or in the extended season, from early May to mid-October. Secondly, they generated employment and local spending. The average short holiday visitor spent about £25 per head outside, compared with £18 inside the facility.

There was also the business and employment generated in catering in and maintenance of the holiday villages. However, the scale of investment involved was considerable; a camp site with pitches for 200 tents represented an investment of £250,000 of capital, a site with 100 chalets, 100 caravans, a swimming pool and a club perhaps £2m.

JJ/2

His income from a 4 bed self-catering bungalow was £155 per week plus £20 per head of expenditure on site, compared with a medium hotel at about £165 per head per week.

He used, as illustrations, villages at Shaldon in the Teign Valley, Devon (800 beds) and Perran Sands, Cornwall (2,500 beds). He was doubtful if current local authority attitudes would allow further schemes of this type. One of Ladbroke's latest schemes was the 'supertent', a six bed fully fitted tent erected on a site for £68 per week rental.

He concluded by explaining that an operator had to know his market, had to listen to the compliments and complaints of customers; had to bend to accommodate major changes in style like the move to self-catering; had to design and manage to high standards; and had to work in productive partnership with local authorities, otherwise the affluent and discriminating 16 - 24 year olds and young families would look elsewhere for their holidays.

IMPLEMENTING PUBLIC POLICIES
- SOME BRITISH AND FRENCH EXPERIENCE -

by

Lester Borley
Chief Executive, English Tourist Board

I listened with great interest yesterday to the presentations. I was very impressed by their grasp of some of the issues of tourism. It is always a bit disarming to come to a conference of this nature and listen to Andrew Thorburn speaking about the problems of the Sussex Coast. I really felt that we came away last night with no real solutions. I thought he was very honest about the problems and the way he wished to solve them. It seemed to me that what was being described was the monoculture of the parts of the coast which lay behind the real beach which were not too dissimilar from some of the problems of monoculture which have been dealt with very adequately in France. However, we mustn't race ahead of ourselves; the reality of tourism, for most planners, is to get it all together rather than spread it all over the beach. I am a great believer in McGill postcards; they are collectors' items and I think we should begin to collect some of this for the future because it is part of the folklore of the British holiday by the seaside. The seaside is the destination for a good half of all the holidays taken in Britain. There are 71 million trips in total, 36 million of them are taken at the seaside. It will therefore remain a very significant destination in British tourism. When we are considering the way that both central and local government might tackle the opportunities and pressures on the coast, it is important that we must always keep in our minds what the principal objectives of any policies are.

A great number of comments were made yesterday about the need to consider the resident. No tourist board exists to do anything else but consider the resident and his economic and social wellbeing. It may be that tourist policies, on first acquaintance, do not seem to be compatible with some of the policies that local authorities consider right for their residents. When we advocated, two years ago, that there should be a series of tourism growth points in various parts of the country, it was always understood that they would only go ahead provided they had the good will of the residents. Perhaps it is significant to say that, in one of them, we have already aborted the effort because we considered that if the residents of the Bude-Wadebridge area didn't want what was being proposed, then it should not be forced upon them.

How does a government agency define the potential? Obviously we do a great deal of research. Andrew Thorburn was right last night to say that national figures do not help at a

local level. However, we also research at a local level where possible. For example, we recently surveyed Eastbourne in depth and, I hope, found some useful data to convince the local authority of the needs of their particular market. Our research provided statistical facts of the social and economic benefits of tourism.

The most recent survey we have completed is of the district of Woodspring (Weston-Super-Mare, Clevedon and Portishead). We not only valued the tourism use of Woodspring, but we also set a value on the day visitor use of the resort. In the peak period of May to September, 1978, we estimated 1.7 million visitor nights. We derived that figure from the total of 280,000 visitors spending about six nights. The estimated number of day visitors for that same period was almost the same, about 1.6 million. Therefore, for the planning need of those particular resorts, the staying visitor and the day visitor have equal importance. We also asked tourists what they did on a typical day; most of them seemed to walk for most of the time; 30% walked around the town, 24% walked on the seafront, 15% walked on the pier, whilst only 15% actually sat on the beach. It is interesting to speculate why people still go to the seaside when there are some excellent bathing facilities elsewhere. 25% of them toured by car or coach, and about the same visited a pub. We obtained many more details of the use of local attractions, including those in the hinterland, like Wookey Hole and Cheddar Gorge.

I was intrigued yesterday by Brian Duffield's figures where he tried - for the first time in my knowledge - to relate all the permutations of a visitor's experience. For example, 13% of people claimed to have used the resort, the countryside and the coastline. These data are helpful if we can understand if they use those three things in different ways. I suspect, from something that Andrew Thorburn said last night, that a lot of people use all three in the same way - to drive the car to a vantage point and then sit in it and read a newspaper. We have got to know how they use these different destinations before those statistics can be helpful to us in planning.

The consumer is often a difficult person to understand. I often wonder how many people who go to a resort, which has been a tradition in their family, have an image of what their grandparents did.

We did some research of visitors' perceptions of resorts a few years ago which led us to define four types of resort: the distinguished, the lively, the pleasant and the picturesque. When I presented the research to a resort officers' conference, I said somewhat rhetorically, "Now you'll all know which your resort is"; they said, "But my resort is all of those". Resorts appeal to different markets and it is difficult for the resort that tries to serve too many markets simultaneously. Some

district councils have got that problem because, since local government reorganisation, some of them embrace more than one resort. In that case, joint promotion of all the resorts can be confusing to the buying public.

Let us look briefly at the location of resorts. In 1851 the census described them as coastal watering places. By the time of the census for 1871, they were called watering places at the seaside. Some names on that map are now vestiges of former resorts - Fleetwood, for example, is not as popular as it was. Others might well have declined further as a result of the raging storms of last year. Hunstanton isn't even on the map in 1871. It must have grown and declined over a much shorter time scale.

If you compare the data with Alan Patmore's slide of towns preferred for retirement, the similarities are remarkable. The distribution of resorts has not changed for a hundred years. In the public sector we are considering therefore a problem that is a century old. Now let us look at the relative importance of size of those resorts. Blackpool is by far the largest resort in this country. It has a very distinct market, which includes a very large day visiting market for its illuminations. Nevertheless, it has got an enormous reservoir of accommodation compared with the East Sussex coast. If Andrew Thorburn thinks there are problems in this area, think what problems some other resorts have, where they have an enormous number of accommodation units to refurbish. Each of these resorts represents a considerable capital asset as they stand at the moment. Yet we cannot expect the private entrepreneur to undertake the vast re-investment these resorts need unless the local authority is firmly behind him.

In most of the resorts we have studied, 50% of their trade is from repeat visits. Areas of opportunity to consider are conference tourism, the 'youth educational tourism' market, and an area which is growing in importance as we take on our commitments within the European Community, social tourism or the provision for 'the disadvantaged'.

Planning for tourism has to be a very high priority for the councils who do recognise the economic benefit of tourism to their resorts. As I said earlier, when we abandoned the exercise in Bude, it was because the locals did not want it; that does not mean to say that they will not get tourism; it does not mean to say that it won't come in an unconstrained way; people will find their way there and some provision will have to be made. In the public sector, we are as conscious as anyone of the dangers of an unsystematic approach to the provision of visitor facilities.

In the Woodspring study we traced the flow of £100 spent in Woodspring hotels and guest houses through the local economy. We have also done the same thing for Eastbourne. We divide that income into goods and services, wages, salaries, profits and rents. Goods and services were then further divided. In

Woodspring, for every £100 spent in hotels and guest houses, £49 was retained in the resort. We estimated what is retained in small family or privately owned enterprises, and how much leaks away to London based companies.

We can also estimate the costs of tourism to the local authority. The costs to Woodspring of servicing visitors is estimated at £344,000. The rates from businesses that are directly in tourism offset this and the net cost is £279,000 for servicing tourism in the resort. If you look at visitors' spending, estimated at £24 million in Woodspring in 1978, and remember that £49 out of every £100 is retained in the resort, you can estimate the value of the retained asset to the resort. For every pound the local authority spends, the resort gains £43. The factor in Eastbourne is 48:1. This is a very powerful statistic to justify those who believe in tourism's benefit to a resort.

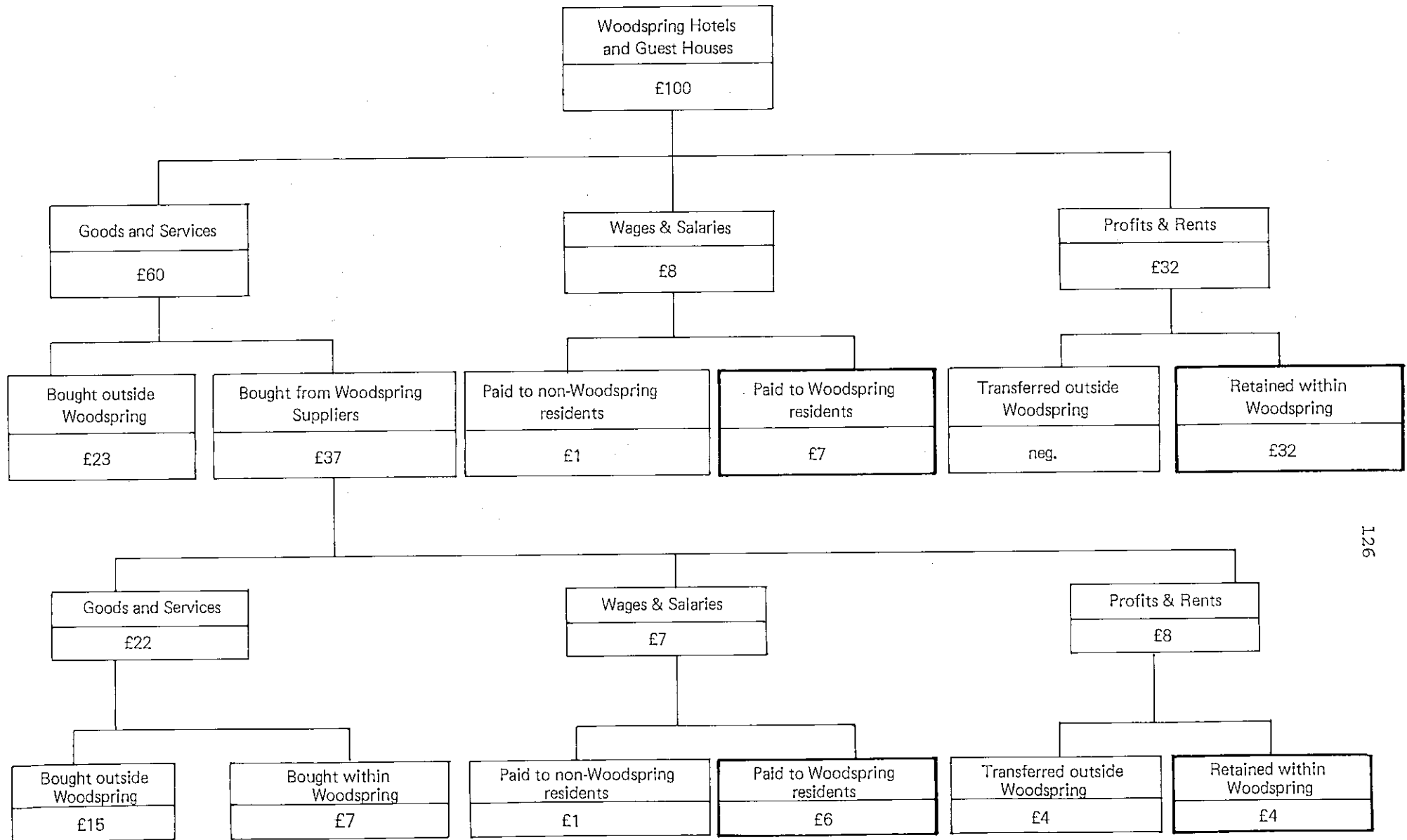
Some may prefer to be in the retirement business and there is nothing wrong with that at all. Some, like Southend, prefer to have a mixed economy of offices, factories and some tourism. The tourist board must help them to reach the right conclusions based on an analysis of data.

I referred earlier to 'tourism growth points'. They were identified within 'assisted areas'. Using a wide range of criteria, which included economic need, unemployment, the level of family incomes, age structure and the out-migration of population. Two of our tourism growth points have been successful. One is the North Pennines, but the one more relevant for us today is Scarborough.

It is the oldest resort in the country, about 300 years old. I told you earlier that local government reorganisation has brought problems in trying to present the opportunities of several holiday destinations. Scarborough district is responsible for Whitby, Scarborough and Filey. Our market research would suggest that a common message would not suit the markets for all three.

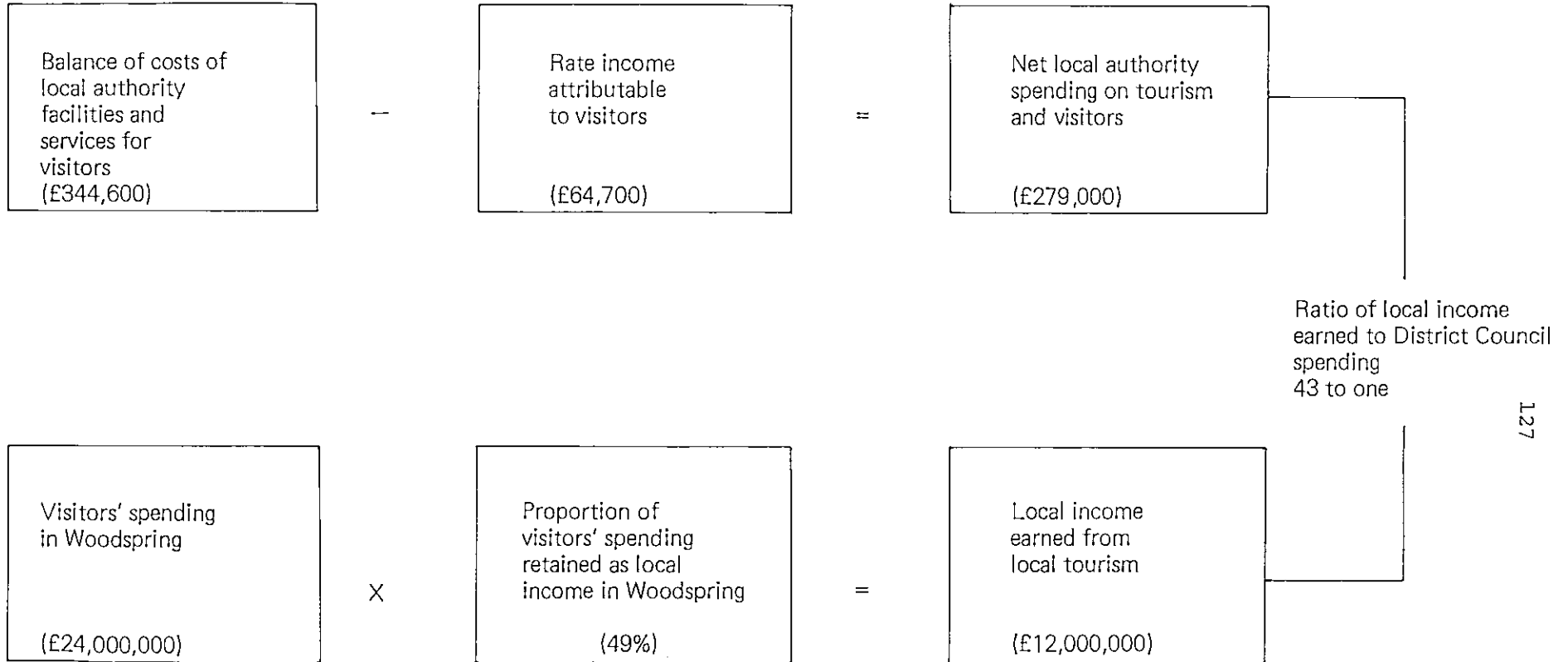
We analysed Scarborough and distinguished areas of self catering and traditional accommodation - in converted terrace houses. The central south bay and the north bay are the areas where we concentrate our tourism growth point money. This is done very simply in collaboration with the regional tourist board, the local authority and the hotel sector, to determine overall priorities. The package of financial help for this resort, over a period of 3 to 4 years, will amount to about £3 million. That includes £1 million from the tourist board (public sector) with the other from the local authority and from the private sector. The local authority's contribution is specifically for the regeneration of the spa complex which is, after all, the key to sustaining the off-season conference business. At the same time we aim to upgrade hotels, to increase the number of

APPORTIONMENT OF £100 OF SPENDING AT WOODSPRING HOTELS AND GUEST HOUSES,
BETWEEN GOODS AND SERVICES, WAGES AND SALARIES, PROFITS AND RENT



Notes: "neg". = less than 50 pence
Items in bold outline are income retained in Woodspring.

STAGES IN ESTIMATING LOCAL AUTHORITY COSTS IN RESPECT OF TOURISM



bedrooms with private bathrooms. One starts with a statement of need, estimates what £3 million will buy, and then sets targets to create X number of bedrooms at a certain price level, X number of other facilities that are required to support the spa regeneration. We are not aiming to add bedrooms, but to improve the quality of the existing product.

In many ways the exercise is not too dissimilar from the concept behind '1066 country' promotion for East Sussex. That started with the basic economic need to create jobs. It entailed organising the assets of the public and the private sectors to create about 700 jobs. You have to start with a very specific objective, then clarify the opportunities and where the responsibility should fall for specific parts of the finance. The local authority in the case of Scarborough will invest about £2 million in total in the spa redevelopment scheme. The inter-relationship between central government, local government and the private sector was at the core of the tourism growth concept.

In the North Pennines, the same process applies but, because it is a rural area, we work very closely with the Sports Council, the Countryside Commission and other national agencies. I think the North Pennines growth point exercise has been the most satisfactory in terms of stating joint objectives, meeting the needs of the planning authorities and the resident community they serve.

What of the overseas experience? We must realise there is a great deal of competition for the British market. You have read in the last fortnight of the packages that are going to be on offer in this country next year; Intersun and Cosmos are offering a fortnight's holiday in Miami for £180. The British who go to America are going to come back and look at the presentation of our existing facilities with a critical eye. Why don't we try a bit of animation in our resorts? In the old section of American towns, creative policies exist about the private presentation of products. There is nothing wrong with exciting signs. We must remember that we have, of course, unique things that we shouldn't throw overboard, such as the Punch and Judy shows at the seaside; we mustn't become too polite, we mustn't be too down market either. We have got to strike a nice balance. Don't forget that this is what attracts most people to the seaside.

The example that I like in this particular region is the Lanes in Brighton; perfectly attractive and very well thought of by overseas visitors. The problems of Brighton's West Pier were mentioned last night. The best suggestion I have seen for the West Pier was in an architectural students' competition. It could be fitted exactly into that area in front of the Natural History Museum in London - it was an unusual thought but it made me look at the West Pier with greater interest. I remember it from the film 'Oh what a lovely war'. The film was shot on the pier at Brighton and suggests what could happen if you walk back into the Edwardian period in our seaside history; a theme park in the making perhaps.

Supposing the times were right and we had a scale of resources so that we could bend our minds to real solutions for changing forms of tourism. I am not looking only at the domestic market now. I am looking at the overseas market potential for this country. Very few overseas visitors spend much time in resorts, but a great number spend time in Sussex and Kent; a great number would spend more time in a resort if they identified it more readily with something that they really wanted.

I showed you a slide at the beginning which I said was a vision of Camber Sands. I want now to show you what the French government seems to have achieved by the working together of central government, local government and the private sector. The slide I showed earlier was of La Grande Motte, which is in the Languedoc area to the west of the Rhone delta, and is about 125 miles of coastline, situated between the Cote d'Azur and the Costa Brava. The concept for this development of coast is based upon the creation of six centres, each of which is quite different. La Grande Motte itself is rather out of this world with its pyramid shaped buildings. I think this is a conceit of the architect-planner and isn't necessarily related to the human scale. Even in the second phase at La Grande Motte they are having second thoughts about the pyramid principle, and they are experimenting with low-cost, modern architecture. A number of architects have been given their heads to try and express new forms, new techniques, for that particular climate.

The one I think is most interesting is further down the coast called Cap d'Agde. This is a resort which I have visited twice over a period of five years. In that time they have created 40,000 bedrooms, 80 restaurants and 9 harbours which can accommodate 2,000 boats and, most interesting, launching facilities for 1,500 dinghies, recognising that not all Frenchmen are in the jet-set class. The architect has tried to take the vernacular style of the Languedoc area and I find this personally more acceptable. It is questionable that this is something that one could do easily in an English setting, but I think it is the system of planning that one should look at.

How did it all start? It started in 1963 when the French government decided that, with an upturn in the French economy in the next 10 to 15 years, there was going to be a much greater demand for tourism. Central development principles are followed through by very detailed planning by a regional commission. The inter-Ministerial commission in Paris, which lays the groundwork, consists of the following Ministries working together: the Ministry of Defence, the Ministry of the Interior, the Ministry of Finance, the Secretary of State for Culture, the Secretary of State for the Environment, the Ministry of Equipment, the Secretary of State for the General Post Office, the Ministry of Agriculture, the Secretary of State for Transport, the Secretary of State for Youth and Sports, the Ministry for the Quality of Life, the Secretary of State for the Budget, the Secretary of State for Tourism (which in France actually reports to the Ministry for the Quality of Life). It also includes the Prefects

of the three areas which are concerned. A plan is taken forward by the regional office of the inter-Ministerial commission, and the groundwork for each resort is carried forward by a mixed economy board, 85% of whose financial control rests with the local government and the other 15% by the private sector. Each of the six marina cities has a mixed economy board of management.

What was the French government's principal objective? It was to bring the opportunities of tourism and holidays to a wider and growing market. They transformed a coastline of mosquito--infested lagoons and a monoculture of vines. We don't have mosquito-infested lagoons in East Sussex, but we do have a pretty fixed agricultural tradition along the coast. The basic infrastructure was close to £100 million, but over a period of 20 years they would hope to attract between £850 million and £1,000 million of commercial investment. So the French government ends up making a very small proportion of the total outlay compared with our present approach to tourist development, where we can provide up to 50% of the tourism development, but we would all grow very old waiting to spend £85 million.

What is the actual result? These figures illustrate the proportions of the French population which took holidays in 1966 and 1976. In the ten year period the wellbeing of these people improved; quite spectacularly for the 'blue collar workers' and the service sector personnel. In other words, France practices social tourism. The components of these marina cities along the coast of Languedoc combine successfully. A very small proportion of the beds are in hotels; a far greater proportion are in second home or self catering flats; a fair proportion are in holiday camps, which are owned by the equivalent of the postal telephone operators union or one of the large electronic companies. In Cap d'Agde you see not only the traditional forms of tourism, but it has the most impressive tennis school that I have seen in Europe. You also have the very largest naturist camp in Europe at Cap d'Agde. There are a 1,000 units of accommodation in it to a very high standard. The market need in Europe is well served in France.

The next area for development is Aquitaine, an area of lagoons and pine forests which stretches for about 120 miles to the border with Spain behind the finest surfing beaches in Europe. This is the location for the new championship golf course, which is being designed by an American, specifically aimed at the international golf market. The infrastructure is already going in even though building has not started. The whole thing is thought through very carefully by the French government before they get together with the private sector to develop it.

That is what tourism development at the local level should be like. We really have to consider very carefully where we stand. The south east offers some of the best opportunities within Europe. The region is already heavily involved in tourism. The massive development in new hotels, through our

grant aid scheme a few years ago, took place in London and had very little impact on East Sussex and the Kent coast. Yet it is an important area for us in terms of the overseas market. The great majority of all overseas visitors enter Britain through the south east. It may surprise you that 18% of these visitors come through the gateway of Dover alone. The strategy should be to capture part of this market, to prevent it going to London and to spread its benefits through the south east. The new markets are going to be different with different requirements. Resorts will have to determine which particular part of the market they want to attract. Tourists from all over the world are coming, but our big market is a European market of about 200,000,000 people. We have got to look at the nature of the potential demand and make sure that we are not misled by historical trends.

DISCUSSION

C.E.B. Gordon (*Nottinghamshire County Council*)

The idea of the holiday village with which Mr. Jarvis is concerned, and the kind of development in France that Mr. Borley was showing us, indicate a desire for the developer to keep everyone within his control and really take all their money. More traditional tourist developments, such as hotels, tend to produce a "spend more money" effect through the local economy. Would you like to comment on that?

J.F. Jarvis

I think that is broadly true. The aim as far as my operators are concerned is that they work in terms of hourly targets of 'spend per head'. How much a supermarket should take per hour and what a bar should take per hour, etc. But the local economy benefits in other ways. We are certainly generating employment, directly and via laundries and all those kind of back up services. What I do know is that however hard we try, if somebody goes to that village in Shaldon in Devon I don't really stand very much chance of stopping them from visiting Torbay or Teignmouth or any of the lovely villages around there. We know how much they will bring on holiday: if I take about £18 from them, they spend about £25 outside in the local community. So, yes, I am attempting to take more; I have to take more in order to fund that particular development. The village stores still do very well because I go for high-spend items, and people find out about the village store offering better value for money. A lot of the things I'm providing were not available in that area; the heated outdoor swimming pools, the cabaret club. You don't find a cabaret club providing music and dancing from 8 till 1 in a village. In Shaldon, for instance, if there wasn't a club in my village, they would simply go into Torbay.

Mrs. M. Laverack (*Countryside Commission*)

What would you say to the existing ratepayers in Sussex, quoted by Mr. Thorburn, who would say that they were the market forces for him - they are paying his salary, he is meant to run the county to suit them? They are not terribly interested in the market force which drives the semi-skilled middle income worker here. Nearly everything you've said has shown that you do your best to keep the profit that that one brings within your grasp. Lester Borley's chart showed that 49% was retained within Woodspring for a resort economy which is dependent on small hotels, family owned businesses and so on. What would it be in relation to Mr. Jarvis's operation?

L. Borley

Who are the residents of East Sussex who pay Andrew Thorburn's salary? A good proportion of them are in the tourism

business and therefore look to the planner to help facilitate their business. Cannot we think of tourism as an industry? Why do we think of it as something that happens to somebody outside the community? I did open my presentation by saying that no tourism policy should be imposed, it should meet with the needs and the wishes of the community. I think you've got to answer that fundamental problem - who are the residents - before you can answer the question "why should the planning officer be doing something about incomers?"

It is an interesting question whether I'd get a different figure from 49% - I wouldn't know. The Woodspring exercise was mainly directed at the hotels and guest houses.

J.F. Jarvis

The main thing to remember about the established resort and the people who live there is that an average resort season for hotels, guest houses, etc. is about 12 weeks. My average season is 21.5 weeks, and that is achieved by aggressive marketing to attract conferences, special events like television shows. The World of Sport comes into the village to film the international darts championships, for example. We are very close to achieving double the length of the season and therefore double the season for all the people in the community - for the work force, the local shops, the coaches, the day-trips, the taxis and everything else. Maybe I'm taking more from the peak but I'm certainly not taking more across the whole of the season - I'm giving.

B.H. Flavell (*Association of District Councils*)

Many District Councils cover large areas of the countryside as well as the resort, as they do in this county. As an alternative to pressures on the coast, would Mr. Borley care to comment on farmhouse accommodation or farmhouse tourism?

L. Borley

Farm tourism is a growth area, there's no doubt about it, but I don't think it could ever come close to providing the alternative capacities in this particular region to get the turnover of tourism that this region needs to sustain and justify the public services. I would have thought that there is an awful lot of black economy in Sussex, of farm tourism that never appears in anybody's register. It does very well thank you very much, and it is obviously contributing a great deal. But I wouldn't have thought it would have answered the problem in the long term of a decline in the accommodation as it exists in resorts.

R. Carter (*Scottish Tourist Board*)

Could I ask Mr. Borley to what extent the proposals for Scarborough have taken account of the market forces identified by Mr. Jarvis?

L. Borley

A conscious decision was taken first of all to secure the top end of the resort's business. Traditionally a 21 week season is most unusual for a resort; but it is quite possible, by attracting conferences. In a fortnight's time Blackpool illuminations will be admired by Mrs. Thatcher and other members of the Conservative Party. That is very good autumn conference tourism. Scarborough was seen to be losing out because of the quality of its central facility - the Spa Hall - and the small number of hotel bedrooms with private bathrooms en suite. Conferences assume a social profile, whether it is the TUC Congress or the Conservative Party, the executives occupy the main suites and the families occupy all the boarding houses round about the main hotels. It is important to the resort's future to stabilise the heart of the resort where there are the five or seven flagship hotels, and the twenty or so secondary hotels. Does that answer your question?

R. Carter

Yes it does. Can I draw a moral from that which relates to Mr. Jarvis's statement that you cannot ignore market forces. The implication was that everybody had to go into self catering; what you've highlighted through the Scarborough example is the fact that there are other markets to which areas can look.

J.F. Jarvis

The Scarborough approach is entirely right. Scarborough was really feeling the pinch because of Brighton, Blackpool and other resorts, and I think they've done exactly the right thing. They've picked the conference market and they've put themselves right for October conferences. The big dilemma now is what are they going to do about August?

THE PLANNING ISSUES

A.T. Swindall, F.R.T.P.I., A.R.I.C.S.
County Planning Officer, Dorset County Council

Introduction

I have been asked to concentrate today on the role of the local planning authority. In doing so I shall limit myself entirely to issues relating to rural coastlines. The problems posed by the Bournemouth/Poole/Christchurch conurbation for instance, are so different from those found in the Isle of Purbeck that it would be foolish to try and deal with both at the same time. It must never be forgotten, however, that on the wider canvas the two areas are closely related. It is the visitors staying in the conurbation, and indeed the 360,000 people who live there all the year round, who create some of the pressure which the Purbeck coast experiences.

Previous speakers have dwelt upon different aspects of recreation and the coast - resources, aspirations, special agencies etc. Between them they have clearly indicated the nature of the conflict that exists, a conflict that seems to grow as the years pass.

It is tempting to dwell upon and to analyse this conflict but its elements are, I am sure, well known to you all and time is too valuable to use rehearsing conventional wisdom. What is clear, however, is that these conflicts lead to aggravation, non co-operation and waste of resources. It is, therefore, in everybody's interest that they should be resolved as far as this is possible.

Perhaps it is worth noting in passing, however, that in Dorset and, I imagine, elsewhere also, increasing conflict is not arising from increasing numbers of holidaymakers as such - these are now relatively stable at the peak of the season - but from increasing numbers of people taking part in special activities. For instance we have witnessed a major growth in diving, our limestone cliffs have become popular climbing venues, and the number of people watching birds, finding flowers and digging fossils have expanded enormously. Interests such as these are likely to grow in the future with greater leisure and better environmental and recreational education, and it is interplay between them which will create the major challenge for the future.

The resolution of these conflicts can operate at a number of levels. At the simplest level it may involve two interests only, and an answer may be achieved by patient negotiation. An example that we have experienced is a clash between cliff climbers and ornithologists concerned for cliff nesting birds. Feelings ran very high for a time but in the end a compromise acceptable to all emerged.

Even in these simpler cases, however, an essential ingredient is an 'arbitrator' - somebody who will bring the parties together and, with tact, help them to resolve their differences. They may sometimes succeed in doing this alone, but an acceptable 'third party' can make things a great deal easier.

In many cases, however, more than two interests are involved and before long some sort of framework, within which these detailed problems can be resolved, becomes desirable. Our 'third party', therefore, is now faced with a wider task - that of preparing some sort of 'plan', and I use that word in its most flexible sense.

It is the nature of this 'plan' that I wish to explore in this paper today and, to help me do this, I intend to discuss four questions. These are:-

- a) who should be responsible for its preparation?
- b) what form should it take?
- c) how should it be implemented?
- d) how can it be made acceptable?

Who Should be Responsible.

Many bodies are becoming interested and involved in the coast and recreation. Quite a few of them are busy preparing plans and strategies of various kinds. If, however, we are looking for a general framework, within which to resolve individual conflicts, then we are concerned with preparing a total overview and not a strategy for a particular range of activities. If this is indeed our aim, I suggest that it can only be provided by the local planning authority. I say this for four reasons.

First, every other body concerned with this problem has some form of special or sectional interest. In preparing the 'plan' therefore it would find itself in the role of both advocate and judge. However hard it tried, competing interests would be reluctant to accept the results as fair and impartial.

Second, the preparation of such a 'plan' requires a wide range of specialist contributions plus the ability to synthesise them into a cohesive whole. A good local authority already employs many of the specialist skills necessary and has established links with most of the others. More important, however, it has staff trained and experienced in balancing and relating these various inputs.

Third, it is democratically based and, in spite of its many short-comings, has a better claim to represent people generally than any 'quango' or sectional body. Its decisions are, therefore, more likely to be acceptable to more people.

Finally, it does possess a wide range of implementation powers, both positive and negative, which it can use to further

its policies. In fact, without the support and co-operation of the local planning authority, it is doubtful if any plan covering more than limited activities could succeed.

I hope that we can accept, therefore, that although other bodies may have highly skilled professional advice to contribute and particular abilities to implement certain aspects of any 'plan', only the local planning authorities are in a position to contribute the overall framework. Fortunately they are now realising their responsibilities in this field and many of them are accepting the challenge.

What Form should it Take

The organisers of this conference particularly asked me to talk about Structure Plans and Local Plans. I fear that I am going largely to ignore this request because I do not believe that plans of this type have much to contribute to resolving the problems which we are considering today. Indeed, I am becoming more and more sceptical about the value of formal statutory plans in very many situations, but that is a wider issue.

I know that it is the easy and fashionable thing to criticise the current system and to suggest some vague alternative. However, I think that many people share the view that we need more simplicity and flexibility in 'plan' making, especially in areas like the countryside and the coast.

In the type of situation we are discussing today, two factors should influence the form of our 'plan'.

First, if it is going to be of any real value, it must cut across the conventional pattern of land use planning. This is because it must be concerned with both the arrangement of uses and the management of activities.

We have seen earlier that demands on the coast are extensive and varied, whereas the physical resources available to meet them are relatively limited. We are, therefore, faced with the need to use many individual areas for many purposes. It is indeed, this very fact that gives rise to much of the conflict and unless our 'plan' can find a solution to it, it is failing in its objective. The standard approach, whereby an area is divided into a series of neat land use packages, is therefore of little value here - indeed it may be positively misleading.

Second, we must accept that we are looking for a framework only. Much of the implementation is bound to be pragmatic and opportunist and to attempt to anticipate this in advance is pointless. All we are seeking is a general pattern which will ensure that the later activities of various other bodies and individuals will fit together without conflict.

The planners amongst us, myself included, must never forget that the making of plans achieves nothing in itself. The achievement is in the implementation of the plan, be it for conservation

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or development. Our major effort should, therefore, always be in doing things, and the resources that go into making should be kept to the absolute minimum. Plans are always a means to an end and never an end in themselves and our constant aim should be to keep them as short and as simple as possible, consistent with their purpose of co-ordinating a variety of future happenings.

In Dorset we have tried to follow these two concepts in our 'plan' for the Purbeck Heritage Coast. We have developed our land use proposals and our management tactics side by side, and we have aimed for a short, simple document. This has had a considerable impact both on the 'plan' itself and the techniques used for producing it.

First, we largely abandoned the normal survey approach so beloved by planners and so often used to avoid making policy decisions. We did collect a certain amount of quantitative information relating to visitors and their cars, but our main effort was directed at achieving an understanding of the situation rather than the detailed collection of facts and numbers. To this end the Heritage Coast Officer, Roland Tarr, spent a whole year exploring the area in all seasons and talking to large numbers of people and organisations, both formally and informally. At the end of this period he wrote an appreciation of the area and its problems and on this we based our 'plan'.

Second, the 'plan' itself is seen only as a co-ordinating framework which can be used as a guide for more detailed work at several different levels of decision making. Its strategic ideas will be interpreted in the Structure Plan, its land use implications will form the basis of any Local Plans which may be made later, and its policies for 'activities' will guide management work both by the local authorities and by other agencies. By its existence, however, it helps to ensure that all these levels will remain in harmony with each other.

A 'plan' of this sort can never become statutory, and in any case I would never wish it to be constrained by inflexible regulations. It has, however, been formally approved by both the County Council and the Purbeck and West Dorset District Councils thereby giving us a solid base on which to extend our work in the future.

I might add, as a matter of interest, that we are now building on this policy framework concept by producing a similar type of document for Poole Harbour - an area of great potential competition between activities. If this is agreed, it will provide a general basis on which the Harbour Commissioners, the Wessex Water Authority, and the three local authorities involved, can each develop their own plans and activities in the knowledge that they are then unlikely to come into conflict with each other.

The message here, therefore, is to keep your plans short and simple. Eschew over sophistication and unnecessary detail. Concentrate your efforts on doing things, not forever planning for them.

Implementation

The test of any plan is its implementation. If it cannot or will not be implemented then it is worthless. In the case of our Purbeck Coast 'plan' we considered implementation to be so important that we included the proposals for this in the approved document, but I will come to that in a moment.

I have already suggested that a framework plan covering both land uses and the management of activities will be implemented by a variety of bodies in a variety of ways. Implementation may be positive or negative.

Positive implementation involves encouraging changes to take place, either by doing them oneself or by persuading somebody else to do them. Negative implementation involves stopping things happening. It is often the subject of scorn but is, in fact, as important as its positive companion for, allied with sensible management, it forms the background of conservation.

Most of our macro proposals are aimed at restraint and, therefore, tend to be negative. Judged against an objective of conservation and protection, the coast between Weymouth and Poole is, at peak periods, carrying as many people as it can accommodate. We already have a strong coastal policy in Dorset which prevents all forms of non-essential development, and the Purbeck Heritage Coast plan ratifies this. Fortunately there is no coast road in this part of Dorset and vehicular access to the sea is limited to a number of lanes leading down to small settlements. In general this has made the task of limitation easier, but the ends of many of these lanes have developed into 'honeypots'. Lulworth, Kimmeridge and Ringstead are examples. The 'plan' states that these places have reached capacity at the peak of the season and one of the tasks is to find acceptable means of preventing further expansion. In all of them pressure arises not from people staying in the immediate locality, they have little accommodation to offer, but from people travelling to them each day. Carparking, therefore, appears to be the only realistic avenue of control and the 'plan' defines top limits for parking spaces in various localities. Implementation here will, therefore, be a negative process to be achieved through development control and by the local authorities themselves not making further facilities available, although I am aware of the problems of temporary uses. Success will depend very much on having the full support of the District Councils involved and the local land-owners. Fortunately we have both.

Implementation on the management side tends to be more positive. It introduces a new field to many planners. It is, however, useless to make policies, however general, regarding the resolution of matters such as the conflict between birds and climbers, farmers and ramblers, speedboats and swimmers, unless at the same time you are setting up the appropriate machinery for doing this.

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Again we must first ask ourselves the question: who should be responsible for this task? Once more I am forced to the conclusion that no body other than the local authority is in a position to undertake it in its overall form, although many other organisations have a part to play in individual aspects. I shall proceed, therefore, on the assumption that, if it is to be done satisfactorily, the general management of our coast, in the sense that we are discussing it here today, must be treated as a local government function.

We in Dorset were fortunate as the Purbeck Coast had been one of the three pilot projects sponsored by the Countryside Commission. We had, therefore, been experimenting with a management organisation while the 'plan' was being prepared, and the elected members and local people knew from practical experience what it was all about. When, therefore, our 'plan' suggested that its success depended upon the setting up of a warden service with some practical back-up and a budget, it was accepted without serious opposition. Unfortunately the idea coincided with the beginning of financial restraint, so we have at present only a minimum organisation with a rather small budget but it is keeping the project alive for better times and, with the help of various job creation schemes, is giving our paper plans reality.

I do not intend to say a great deal about the management side, but I would like to comment on the Heritage Coast Officer, backed by the Warden Service, as the front line of any conflict avoidance.

As I said earlier, clashes of interest between different groups of users is one of the growing problems on a popular coastline. One could take many examples, but in Dorset the most chronic is that between farmers and visitors - whether they be serious walkers, casual amblers or just people looking for a picnic spot. It is also the one where we think we have had the greatest successes.

Our approach has four prongs.

The first is to make sure that the footpath and bridlepath system is well marked and has good stiles, bridges and gates. People are less likely to trespass if the proper paths are clear.

Second, we have established close informal links with the farmers and landowners. They know the Heritage Coast Officer and the Warden personally, and they do not hesitate to telephone for advice and help if they have a problem. Difficult situations are calmed before they can become explosive.

Third, we are explaining the countryside to the visitors so that, through understanding, their respect for the farmer and his problems will grow. We do this through casual conversations by the warden on patrol, through information boards and leaflets, through guided walks led by volunteers, by farm open days and by indoor interpretive displays in key locations.

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Finally, we are trying to meet the casual carparking in gateways problem, by creating small walkers' car parks one to two miles inland and carefully related to the footpath system.

These are not difficult things to do providing you have a small permanent organisation, a modest budget and staff with a very great deal of enthusiasm and dedication.

The message here, therefore, is that the proposals contained in any 'plan' must be related to practical arrangements for their implementation. The two parts must be considered together and form a balanced and reasonable whole.

Acceptability

I have touched on the need for acceptability several times and it is a point on which I feel strongly regarding all planning policies. It is rarely successful to force ideas on people who do not agree with them. General confidence is particularly vital in a plan for a coastline which directly affects so many organisations and groups of people.

To start with the County and District Planning Authorities must be at one, otherwise little practical progress will be made. Regional and local tourist organisations must be in harmony otherwise there will be conflict in publicity. The Countryside Commission and the Sports Council are grant-aiding or organising activities themselves and they must therefore also support the 'plan'. The farmers, landowners, local residents, amenity organisations, climbers, coastguards, divers, all need to be persuaded to accept the overall concept.

Public participation is the usual answer to this situation but participation which does not lead to confidence is of little value, particularly in the detailed type of situation which we are discussing today.

The lesson we have learned in the Isle of Purbeck is that one needs to identify an individual as the recognised link man. In Dorset this is Roland Tarr, our Heritage Coast Officer. This person provided the human face for the authority, and his character and attitude is therefore critical - do not ever forget this when appointing a man or woman to this type of job. He must work hard to understand the problems and worries of the various groups of people in the area, and be able to show that he has done so. He must be prepared to listen sympathetically at any time. Only then will people accept and trust the compromises which are bound to result.

The other side of the equation is that the Chief Officer, and certainly the panoply of power represented by the 'authority', must keep a low profile. It is there to support and guide but providing the front man is working well and sensibly, he should be encouraged to develop his role without undue constraint.

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This, of course, applies both while the 'plan' is being prepared and during its implementation. There are really three stages in this work.

The first is the development of understanding and the confidence building stage which coincides with the 'plan' preparation.

The second is a rather more formal and conventional stage during which representations on the proposals are invited and considered by the Authority.

Finally, there is the period of implementation when the warden begins to share more of the responsibilities with the Heritage Coast Officer.

Public involvement must, therefore, be very much a matter of continuous contact. As an example I will take the case of the Purbeck landowners.

When we first started the Purbeck exercise, I asked them to meet me to discuss our ideas. The meeting started in a slightly cool atmosphere - just what would you expect as the local authority was suggesting that it should become involved in the management of their land. By the end it was much warmer and we had won their agreement to the pilot scheme.

Roland Tarr took over from there with informal talks and ideas. By the time the 'plan' was prepared both farmers and landowners were firm supporters - a great help when seeking approval of elected members in a basically rural county.

Since then Dick Burt, our Warden, has maintained a continuous person to person relationship.

This year we have moved into West Dorset and, to our pleasure, find that the message has gone ahead of us. At our first meetings we were told by farmers and landowners: "Yes, we have heard of you from our colleagues in the east, and you are very welcome".

The message here is that your plan must be acceptable and the public must have confidence in the people who are implementing it. There is only one answer to this - a human face for the authority and lots of hard work and dedication. The 9 till 5 approach is quite out of place and selecting the right people to do the job in the field is the most critical of all the decisions to be taken.

Conclusion

I have found that local government reorganisation has had a curious effect on a County Planning Department. Our activities now tend to be concentrated into the two extremes of the planning spectrum.

Because of our statutory responsibilities we are much involved in strategic planning through the preparation of Structure Plans, but because of our ability to employ specialist staff, not available to smaller district councils, we are also taking a great deal of responsibility for the micro end of planning - conservation work and the sort of management task that I have described today. As a result I am becoming more and more convinced that the planning organisation - and I do not mean just chartered planners who, in my department, for a minority - should become a great deal more implementation orientated. By implementation I mean the achievement of conservationist objectives just as much as development objectives.

It would be inappropriate to pursue this theme at length today and I only mention it as a basis for my plea that, in matters such as the coast and countryside, local authorities must pick up the gauntlet which is lying on the ground. Only they have the skills and the authority to do it, but it is no good simply producing general truisms dressed up as policies. Real achievements are only going to come from practical policies coupled with clear proposals for their implementation.

COASTAL MANAGEMENT
--THE PRACTICAL REALITY--

Roland Tarr
Dorset County Council

Back in 1970 the Countryside Commission published two reports, 'The Planning of the Coastline', and 'Our Coastal Heritage'. They suggested that we were not doing enough positive things on our coasts. We had some very effective negative policies to prevent anything happening, but we were not actually saying what should happen. The Countryside Commission then decided, in about 1973, to start three pilot projects - one in Dorset, one in Glamorgan and one in Suffolk. They appointed three Project Officers, of whom I am one.

If you read the Annual Report of the Countryside Commission for last year, you will see that there is quite a large section on their research; they list some 50 projects and a lot of the things I am doing are based on the experience gained on other experimental projects which have been going on over the last few years.

Let me describe the sort of work I do. I start quite often at 8 o'clock in the morning with my team of practical workers. They come to me for orders for pipes or odd bits of wood which they then take into town to get their materials. Usually, by 8.30, they are off to do their practical work. Then I start with the interpretation team who are also employed under the job creation scheme; they will want to know what they have to do that day. I have to look at their progress the previous day and say whether it is the sort of thing that we have agreed with the Parish or District Council, the farmer or the landowner.

Alan Swindall mentioned that we also have a country park on the coast and that is managed separately from the project. I deal with the private landowners and the problems which arise from public recreation on this coast on land that is not in County Council ownership.

West of the Bournemouth/Poole conurbation we are dealing with the first completely clear stretch of coast - 100 km or 60 miles of unspoilt coast. There is virtually no development apart from the towns of Swanage, Weymouth and one or two little villages. The whole of the 60 miles of coast is quite beautiful; perhaps I am biased and do not mind telling people that it is the most beautiful coast in the world.

Half a million people a year come to Lulworth Cove, half a million come to the sandy beach at Studland. Nearby 2,000 cars are parked in the car park each day and, together with the people who come by coach and other means, it means that 10,000 people

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come each day to Lulworth Cove. It has been suggested that not a very high percentage of the population go for walking holidays, that they mostly want funfairs, slot machines and bingo sessions in nice little places like Folkestone. Yet some of these people come to the countryside because that is what they want and, at a very conservative estimate, at least 10% of those people go walking. That means that about 1,000 people a day use the foot-path network in that area. I rather think it is more like 20% and, although it is a small proportion, it is still a substantial number of people who are getting into the countryside around that area and maybe irritating the farmers who are trying to produce food for them, and causing all sorts of problems which I aim to resolve.

We have resolved the problem between natural history and climbing. We now have an arrangement whereby climbers do not use the nesting areas for the puffins, guillemots and razor bills. It is being watched by the wardens and by a local fisherman who is very interested in the birds, and the general consensus of opinion is that this arrangement is working, so the birds are holding their numbers at the moment.

It is a very popular area for diving; divers were racing backwards and forwards under the cliffs, disturbing the nesting species. The diving clubs have given very extensive publicity that this is bad conservation practice. Again, this problem has been solved through publicity and letting the right organisation know, at the right time, that their members were causing a problem.

We also carried out research because recreation was said to be in conflict with the marine wildlife in the area. Together with the Nature Conservancy Council and the Dorset Natural Trust we appointed three researchers; we supervised and administered the project, the Trust and the NCC gave us scientific advice. These three people studied the wildlife of the area over about three years, and three reports have now been published. The general consensus at the end of the project was that the number of divers who go to the Dorset coast is minute. They come during summer weekends, a few times a year, and the damage which they cause, in comparison with the damage that winter storms cause to the marine wildlife, is minute. The landowner who gives them quayside facilities can now happily be sure that he is not causing great damage to the marine wildlife of Dorset by letting these people launch their boats.

It is a fantastic marine wildlife - I do not dive myself but they have brought a lot of slides back and it really is comparable with parts of the Mediterranean. The water is very clear because there are no estuaries nearby and because there is no pollution as yet.

The educational use of the area is very intense throughout the year and does create problems.

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There is a beautiful flora on those cliff tops which is very sensitive to the pressure of the trampling hordes of people. The scenery has been changed by the removal of all the unusual plants from quite large areas around the pressure spots.

In a country like ours we have got to let people have holidays and we have got to give them access to these areas. If we are going to have a successful industry we have got to have well rested workers and they have got to have good holidays. We should not just present them with a large car park with no facilities around it, just let them destroy the area, and then grumble that it is because we have let all these nasty people come that it has happened.

The cars in that car park - 2,000 cars each worth at least £2,000 at second hand value - that is £4 million worth of ironmongery those people have brought down to the Dorset coast. It probably costs each of them at least £20 to get down there, so we are talking about £40,000 per day during the summer that those people have spent to get to that cove. We are not talking about a country which is too poor to afford to do just a bit of tidying up of the type which I am going to describe in more detail. The management problems are not the vast problems that they are thought to be - they are not insurmountable. One has to get the co-operation of the landowner and the farmer, get them on your side and then come to some arrangement about who does what. In one case the landowner paid for all the grass seed and materials and we provided the labour through the Job Creation scheme.

At Durdle Door there are steps leading down to the cove, and many people, especially older people, never get down to the beach because it is too slippery and dangerous. That was the situation when we arrived; people trampling over the fields through the crops, getting shouted out by the farmer. People not getting to the beach as they wanted and so on. So we provided new steps in place of the old ones - we put these in under one of the early job creation schemes - and my argument was that people, on the whole, would keep to the steps. Therefore the grass around, instead of being a muddy mess, would have a chance to grow. In fact it is amazing that nearly everybody keeps to the steps - a few children like to clamber up and a few people like to be a bit more adventurous - but on the whole nearly everybody keeps to those steps. The few that go through the grass really are not going to cause serious erosion problems. We identified the problem and put it right very quickly at very small cost.

The warden service started soon after I did and they got to know all the farmers in the area. I thought it would be difficult to persuade the farmers it was going to be necessary to have the wardens patrolling private land. But in fact the coast is so badly overrun, they have so many problems from tourists, that they all asked if they could have the services of the warden. If they had any problems, like lots of people going through a particular barley field, or people leaving

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particular gates open, they would get in touch with the warden and we would come to a joint solution. All the farmers in Purbeck accepted this; I was really only expecting perhaps 50% to say, "Yes", but they were all persuaded the first time round.

The wardens started with a couple of lads under the job creation scheme - they made a few steps here, a bit of signing there - and they got quite a lot done. But later the job creation scheme really got going in a big way and now about 15 people work on this scheme along the 60 miles of coast.

As I said, we are not talking about just a few people a day walking along a path; we are talking about tens of thousands of people using these paths every year. When we talk about the coast path at Durdle Door, we are not talking about very minor problems. We are dealing not only with the coast path but also a whole network of paths which lead, for about a mile inland, to the first road.

The County Council has been trying to negotiate a right of way up to a favourite view point for years. People used to break the fences down and trample across the crops to get to the top of the hill. We succeeded just by asking if we could have a path which could be closed at any time by the landowner, and putting a notice on it which said, "This path is not a public right of way, but the owner allows the public to use it for the time being". Under the 1959 Highways Act, that is all you have to do. You exchange letters and the landowner walks his fields feeling a bit happier with a bit of paper in his pocket. That is all you have to do if the landowner is agreeable. In our case he said he would agree to that for one year in the first instance - and that was five years ago. People have been keeping to that path, following the fence right up to the top of the hill; they do not trample the crops, they get to their view and it is properly signposted.

Another example is the nature reserve managed by Dorset Naturalist Trust; people wander right through it, disturbing wildlife - deer, badgers, foxes - and there are lots of small plants which should not be picked. We have now made a path which runs along the top of the cliff. There was a path before but it had fallen away on the edge of the cliff and that is why people were wandering through the nature reserve. Most of the people who walk through are not that interested in the reserve. They have parked the car at the top of the hill and they just want to get back from the beach. If a path is provided they will keep to it and the wildlife will be disturbed that much less.

The old public right of way up to the top of Golden Cap had fallen away some years ago, and people had made a new path, straight up, which was gullying to quite some depth. Again the solution was very simple; you stick some boards across with posts to hold them in, and hold back the water. Once people have stripped the turf it is the water which causes the erosion, not

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the people, because it becomes a water course. We blocked off the old paths and heather will grow over them - and we have provided a new path which goes from the south point up the hill at an angle; we hope that will solve the problem. If it doesn't we can do the same again; meanwhile we have checked the erosion.

I should emphasise that you cannot do these things with just a few volunteers. It is often claimed that you can do anything with a few volunteers on Saturday mornings; a few prisoners from the local prison or a few Borstal lads. But in fact you can only do a few very limited things. You might be able to pick a certain type of weed out of a nature reserve, or you might be able to clear a path with volunteers but, generally speaking, the amount of time it takes to explain exactly what needs to be done, and then put right what is done incorrectly, far outweighs the amount of work involved if I did it myself. I still take volunteer camps - I have just had a volunteer camp with Vietnamese boat people for a week - because I think it is good for the volunteers. It very often brings townspeople into the countryside and, once they have taken part, they understand the countryside better. But the actual amount of work you get done is very small in relation to the amount of organisation involved. Volunteers should only be an aid to existing organisations which normally do the work.

These people, on job creation schemes, come from all sorts of backgrounds. One girl is a teacher, and one lad worked for Smiths Potato Crisps and got bored with it - decided it was not his future. He has a degree in plant ecology and now organises the forward work for the team. He goes to see the farmers because he understands them; he used to buy potatoes from the farmers for Smiths Crisps. It is at least 12 weeks after I take on a complete job creation team before they really get going. They have to be trained on how to put up a fence, otherwise it is totally useless and is down within a few days. It has got to have strong supports, it has got to have the wire tensioned and it has got to be solid. When you are dealing with members of the public climbing over a stile, you have got to make sure that it really is going to stand up. They have got to be taught how to put up signs, how to nail and screw things together, so they have got to have carpentry training and so on. We have got a local forestry contractor who is very good with young people and he gives them a couple of days practical training and experience. We get a friendly farmer to let us do a bit of fencing and adjust some bridle gates on his farm.

I talked earlier about the information, We have worked with the Southern Tourist Board and the West Country Tourist Board, and in both cases the grant aid is given by the English Tourist Board towards the information panels. We have one about wildlife on a National Trust property at Barrow Down. It is quite a popular spot as it has very fine views out towards the Isle of Wight. It has a footpath map and an explanation of how the land is being managed, explaining that it is being grazed to reduce the scrub growth to try and get an interesting cover of

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vegetation, and it has pictures of the flowers which will grow as a result. There is another one on geology at Lulworth which again shows the footpaths and requests people not to hack at the rocks indiscriminately, and not to put themselves in danger by standing under high cliffs. But basically the information is interesting. We hope that people will look at these signs, for even if they only glance at them they will get some information. I have seen people glance for only about 3 seconds and then turn round and say, "I didn't know the coast path went right round to Minehead". They have got that information because the presentation is good. Our team includes a graphic designer, an artist and a scriptwriter. We go to see the farmer to make sure that he thinks it is a good idea, and then we try to find somebody who will pay for the sign, because we already have the team paid for by the Manpower Services Commission. We use a particular kind of sign which is virtually vandal-proof. You really need a bit of skill to know how to destroy it. Vandals all want targets but airgun pellets only make a very slight groove and glance off. People who fire at them put themselves in quite a bit of danger because of ricochet. We haven't had a single one vandalised in 5 years; we have had one totally removed, but that was the only case we have had.

We assume that people know what the Countryside Commission is, or what the National Trust is - in fact they do not know the difference between them. We try to explain, on the information boards, a little bit about what the National Trust, the Countryside Commission, and what the local authorities do. We have a lot of co-operation from the local museum and the Dorset Naturalist Trust, and various other bodies, to supply the basic information which goes on these boards. They are just boards which the public see; I am not very keen on leaflets because they do become litter.

We have a specialised project at Kimmeridge which we did with the Dorset Naturalists' Trust. The bay is shallow with a tremendously interesting marine wildlife to which vast numbers of schoolchildren visit during certain times of the year. On average, one person a year gets killed standing under those cliffs and we would like to keep them away from a safety angle. Secondly, they collect everything out of the small ponds on the beach, so that the next party that comes along will not see the shrimps or hermit crabs that live there. We have a joint project with the Dorset Naturalists' Trust who pay the salary while our warden supervises the person who runs it. Every day she meets the school groups as they come off the coach and gives them basic information about the area. Some of them know what they are doing and she lets them carry on; the others, who do not, she takes around the beach and shows them what is there and asks them not to collect indiscriminately.

We have also produced leaflets for a farm open day, which was visited by 2,000 people last year, and just over 1,000 this year. These are the towns-people who do not understand the countryside and the farmer now feels much happier that none of those people is ever going to let their dogs chase sheep.

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There is a tremendous amount of historical and geological interest in the Dorset coast. You can see the field patterns, which were the method of farming 4,000 years ago. There are longer terraces of mediaeval farming. We have organised guided walks to tell people about the sea features and the fossil forest at Lulworth. We have also run guided boat trips in which people can learn about the geology of the coast.

While I am responsible for recreation I do not want the activities which are carried out under that heading - the walking, the swimming, the diving, the climbing - to interfere with wildlife. I am not there to preserve the wildlife, there are other authorities to do that, but I am there to make sure that the people who are enjoying their recreation do not try to cause too much damage to the wildlife of the area.

Meanwhile, we carry out clean-up work to help the farmers and to show people where they can go. We had a special stone walls project where we employed out-of-work quarrymen to rebuild walls. An army unit came along and wanted somewhere to exercise. The insurance cover is astronomical if you want to get the army to blow up derelict block houses, but if you tell the army to go down to such and such a place with the agreement of the landowner and carry out an exercise, and you further inform the army that the landowner will not mind if a few buildings are missing at the end of the exercise, certainly your problem may evaporate.

I have a limited amount of money available that can be paid, say, to a farmer to finish off one of our jobs. One farmer rented us his tractor for a day or two; he went to the local quarry with his tipping trailer, brought a load across to dump on top of the block house which we had managed to collapse but not completely destroy. It is now seeded over. I am able to settle up quickly with the farmer on the spot. In fact most of the farmers in this area are in fairly big business and are not interested in cheques for a tenner or so - they either do it because they think it is a good idea, or they won't because they have not got time.

Just by way of putting the cost of these services into perspective, Table 1 shows 1975/76 figures - just double them and you will come up with this years figures.

TABLE 1

GREAT BRITAIN PUBLIC EXPENDITURE PER HEAD POPULATION 1975/76

Education	£122.60
National Health Service	94.00
Defence	92.00
Agricultural Subsidies	30.00
Roads	27.00
Libraries/Museums/Arts	5.00
Countryside conservation & National Parks	0.13

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But the countryside conservation and the National Parks figure has not doubled; it is more likely to reduce. The sums of money I am talking about, in the Country Council's or the District Council's budget, are quite minute and I think the sum should be increased at least to the current price of a pint of beer.

DISCUSSION

B. Duffield (*TRRU University of Edinburgh*)

Firstly I would like to ask Mr. Swindall about who should be responsible for the preparation of the plan? I am sympathetic to his feelings that the local authority is best suited to this task, especially considering its democratic underpinnings. However, I am a little worried as to how it represents the people who are being served, namely the day recreationists or the holidaymakers. By and large they will come from outside the county and it cannot be taken for granted that the residents of the county will be sympathetic to the needs of people living in nearby towns and cities. How does the local authority (and I emphasise the word 'local') take on board this great constituency of interest from without its boundary? Picking up the very final point made by Mr. Tarr; where does the money come from?

R. Tarr

I speak to any reasonable organisation in Dorset which asks for an evening talk. A lot of them invite me initially as a form of entertainment - the Women's Institute, the local church group or, better still, the local farmers' group. I tell them what we are trying to do. The initial reaction of all these groups is to ask if something can't be done to keep those people away; visitors are very unpopular. When you point out that the people who come to Dorset to enjoy themselves, spend fifty weeks per year sitting at an office desk, or in a factory somewhere in the north of England (down in Dorset they haven't travelled very far and you can paint a pretty grim picture of the north of England), when you point out that they need holidays just as much as some other people need to live in Dorset, then they appreciate the reasons for people coming. You can also point out that in Britain you cannot legally stop people driving down a public road or walking down a public highway. We can only say, "Look here mates, they're going to come. We will do something about it if you think it's a good idea". In every case they have been right behind us and said, "Carry on and do something".

Just after I started, the Manpower Services Commission started the Special Temporary Employment Programme (STEP). To date all this work is being done under that project so that money hasn't been a problem. The problem is that just as soon as you have got someone to know the job they might find good permanent employment and leave. The turnover is something like one person per week on these projects; I have to interview a new person every week and get them trained. It is virtually impossible to operate under the rules, but that has been the solution to our problem to date. What will happen in the future, I don't know.

A. Swindall

Mr. Duffield has put his finger on a very difficult problem. It comes back to the question of public participation in planning. As you say, basically the people you are consulting are the people who live there; you are not consulting the people who visit. I don't know how we can overcome this. The only point I can make is that our surveys show that approximately one third of the people who are using the Purbeck coast are Dorset residents anyway. We try to be responsible, we accept the pressures, we accept the market forces - not in their crude manifestation - but we control and guide them.

The money problem: this is terribly important to all local authorities. Although we only put a thousand or two each year into this project and the same amount into our work on building conservation and landscape conservation, like every local authority we are short of money. However, if you have enthusiastic staff there are many sources from which you can get money; you can get it from the Tourist Board or the Nature Conservancy Council, for example, but above all you have to have staff that are dedicated to the work, who are prepared to commit themselves. If you have people who just see it as a nine to five job to be done with the least possible trouble, you will achieve very little.

As Roland has said, a lot of our work has been done under job creation schemes. As you know, the STEP programme is going to finish in non-assisted areas in March of next year. This is certainly going to pose a problem for us; it is not going to be easy. At the moment, purely to give job satisfaction and individual involvement, our country parks, our landscape work and the Heritage Coast project have been managed separately. I think there will have to be more mobility of labour between them. Our countryside task force, who do our tree planting and rural conservation work; our country park staff and our Heritage Coast staff will have to help one another.

G. Barrow (*Cobham Research Consultants*)

Right at the beginning of the conference Alan Patmore reminded us that we have a marine resource. I was pleased that Roland Tarr started to say a little bit about marine resources. Let me remind this conference that the Second World Conference on National Parks in Seattle recommended that governments should create marine parks. I know that Britain is a long, long way behind and that there are very big legal problems in the inter-tidal zones. However, there is scope, and I'm thinking of Scotland in particular with its almost total lack of designations on the coast. We should start thinking a little more seriously about marine and coastal parks.

R. Tarr

In Kimmeridge there has been a proposal that we should form a marine park or marine reserve. As you say, the legal problems in this country appear to be insurmountable at the moment. After discussions with the Nature Conservancy Council and the Dorset Naturalists' Trust, we came to the conclusion that there is nothing to stop the Trust from making a 'marine reserve' at Kimmeridge and persuading everyone else to call it that. This is how we have got round the problem. We are not worrying too much about the legal implications. If people can be persuaded not to overcollect certain species then we will have achieved some of the aims of a marine reserve. It is unsatisfactory but at least it is a step in the right direction until there is a statutory designation.

A. Swindall

I would like to pick it up on the same side because the two extreme ends of the Purbeck coast is where this is going to happen; at Weymouth on the west and Poole on the east. It is one of the issues in Weymouth; there is a certain amount of discussion, nay vociferous argument, in Weymouth about this. My own view - which is not totally shared locally - is that Weymouth's greatest resource is its sailing facilities. Weymouth is possibly the best yacht racing area in the country; the National Yacht Racing Association certainly think so and are putting its National Yacht Racing Centre there. Some people share my view that this is the market we should be aiming for, because it would also have a spinoff in terms of chandlery, boat building and things of this sort. We should not be prejudicing it with too much of the candy-floss brigade, so we are looking to a development in Weymouth centred around the new National Yacht Racing Centre there. We are also seeing the same at Poole. The question is how we can provide the facilities for boats at the price that the ordinary man can pay. The Marina is no answer to this problem; it is far too expensive for the ordinary chap. Swinging moorings are taking up far too much of the water space of the harbour. The Harbour Commissioners and ourselves are now experimenting with a half-way house which we are calling 'yacht havens'. We would set down cheap pontoons and moorings in the small bays and inlets of Poole Harbour, get the boats moored closer together, release open space for sailing activities, but still keep the price of mooring to a level which people can afford. This is a very live programme in the county at the moment.

R.E. Fisher (*Anglesey Borough Council*)

One of the impressions that I have got through this conference is that most of the expenditure by local authorities is at the level of 'peanuts'. Most people would accept that for the work that has been described today the 'peanut' level is right, but viewed in the light of the whole recreational problem the money available is so totally inadequate.

A. Swindall

Yes, the money is totally inadequate, but I have to come back to what I said a moment ago: one shouldn't despair because of that - if you really believe in what you are doing, you can make a little money go a long way. We are taking the view that private enterprise is largely going to provide the commercial facilities; whether we like it or not we are back to Mr. Thorburn's balance of taxation arguments. We are putting peanuts into the Heritage Coast; we are putting rather more into our country parks; I think that will have to be the right balance. Perhaps we ought to increase the rateable value of the holiday camps we heard about this morning.

M. Beale (*South East Regional Council for Sport & Recreation*)

I want to question the assumption that the local authority is necessarily the right body to do all this. There are some situations where they are not. I would go back to Professor Patmore's remark that the close hinterland of the coastline is very often totally disconnected from it. The local authority of a hinterland market town does not necessarily, of right, understand the coastline and its problems. I think this is particularly true around estuaries where very often there are two local authorities involved, one on each bank. Chichester Harbour was previously run partly by the City Council, and yet 96% of its users were not from the local area and had no democratic rights. The other end of the harbour was run by a sub-committee of the Cemetery Committee of the local authority, which gives you some idea of the priority they gave it. I would say this is the finest coastal estuary in the country. There are times when a harbour authority - as in the case of Chichester Harbour Conservancy, with an amenity function as well - may well be the answer. It is democratic as there is representation from the users. It is probably the right authority to control marine parks and similar development.

T. Huxley (*Countryside Commission for Scotland*)

I'm very pleased that Martin Beale has challenged what Alan Swindall said. Personally I am rather inclined to agree with Alan, but I am also aware that there is another view from the national agencies who argue (and I don't always think correctly so) that if you are a district council you are not sufficiently aware of national responsibilities and you are going to be swayed by local politics. Mr. Swindall and Mr. Tarr have given this morning a very good answer to the claim that only national agencies can look after the national heritage.

A. Swindall

I do agree with Mr. Beale; in all papers of this sort one has to simplify. I mentioned that we were doing a minimum framework in Poole Harbour. That has been prepared by a working group

of officers which includes the chief executive of the Harbour Authority, the senior member of the Water Authority, the planning officers of the two district councils - Poole and Purbeck - with myself trying to hold the ring between them. We have succeeded in agreeing, in spite of our different functions, on a series of recommendations which are now doing the rounds of the five authorities involved. In cases like that you have to involve the Harbour Commission and the Water Authority at the very beginning.

R. Hall (*British Waterways Board*)

You have both painted a very glowing picture of the Heritage Coast and obviously you have had a lot of successes. Would you like to say something about any failures, the problems you have come across and whether the Heritage Coast is an answer for all rural coasts?

R. Tarr

Well, you don't always succeed. One problem is caravan sites - they are particularly conspicuous on some parts of the Dorset coast, the very open landscape of west Dorset for instance. I would like to see heavy tree planting in those sites and they would then disappear. Nobody complains about the people who come to those sites but a lot of people complain about the eyesore. So that is the sort of thing where perhaps just persuasion and being nice to people and planting the odd tree is not going to be enough. But don't underestimate the cumulative effect of all the small successes.

A. Swindall

I think, within the terms of reference we've set ourselves and within the money we have available, that we have done quite well. The question I ask myself is how far should one take this? Should the authority get a good deal more involved in this detailed level of management or do they then get bureaucratic? At the moment we have a very flexible organisation; I feel that if we got more complex we might get bureaucratic. So as long as we keep it on a small scale, I'm reasonably happy. But let me emphasise that we are dealing with only one aspect of the whole problem. There are the conservation and protection aspects and we haven't touched on all the other things that we ought to be doing on the Dorset coast.

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THE CHALLENGE FOR FUTURE RESEARCH

William Bacon

University of Sheffield

I want to raise one or two issues which will challenge us in the 1980s. But, first of all, this will necessarily involve us asking a number of related questions: why do we want research at all, what is research all about, how do we do it and what are the relevant policy issues?

Why do we need to research at all?

Some people assume that they know what their clients' needs are or, more usually, what kinds of recreational facilities are best for them and are not convinced of the need for research. While I share some of these peoples' quite real disillusion with the content and quality of much of our recreational research, I think this overt rejection of the research process process itself is unwise, perhaps irrational, and not in the long term interests of the people we wish to serve. Why do we need to take the complexities of the research process seriously and attempt to understand some of the problems involved in data collection? I think Patrick Leonard has already answered this question for us when he said:

"We need research to give us (as planners of recreational facilities), the basis for good decisions."

Professor Alan Patmore said that many of our long and short term planning decisions are based upon 'glorified assumptions and hunches' and that, "We lack a factual data base to come to informed decision making".

As long ago as 1918, the Haldane Committee put forward the view that:

"Adequate provision has not been made in the past for the organised acquisition of facts and information, and for the systematic application of thought as a preliminary to the settlement of policy and its subsequent administration".

I submit that, if we seek to act rationally, we research because ultimately our aim is:

"To make new provision for the the enjoyment of the countryside.....both to meet public demand, and to relieve pressure on remote or outstandingly beautiful places".

(Leisure in the Countryside HMSO 1966)

We have no option but to investigate on subject matter, plan for the short and long term, and evaluate our decisions in a continuous process.

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What should research be about?

Brian Duffield has already answered this question when he reminded us, in his paper, that: "Our concern must be with people".

This seems a simple point to make, yet recreational planners tend to focus their attentions on the beauties of a landscape and forget that, in most of Britain, this beauty was created by, and for, the people and they in turn use and interact with it. I have just been asked, by one large local authority, to advise them about their recreational policies. I have been interested to observe that, while they had done a lot of landscaping, conservation, and produced many excellent recreational facilities, they had very little data on people. They had no idea who used their facilities, what they meant to local people, and found it difficult to make any long term policy decisions.

However, that being said, while the brief 'to study people' seems a simple and desirable one, it is also one which is fraught with methodological and conceptual difficulties. I certainly feel we should consider some of the problems in greater depth; reflection may have a profound influence on our perception of the research process and the research we eventually commission.

Problems of social research into recreation.

More often than not the researcher finds himself greeted with scepticism by the administrator or planner who rationalises about a research report after the event. The common complaint is that research has not come up with anything new: "the results are self evident really". Naturally, research findings confirm, and sometimes refute, popular beliefs. Those who think researchers merely prove the obvious, should be willing to state in advance exactly what any investigation will be expected to discover, and not simply comment retrospectively. The researchers too, should be prepared to state their hypotheses at the outset and this, I am afraid, is not always done in recreation research.

Let me give an example of a commonly held belief whose validity can be tested by research. It has been assumed that the countryside is an upper middle class playground, and data from the National Survey of Countryside Recreation shows that proportionately more of the upper middle classes participate in countryside recreation than the middle and lower groups. But when you take into account the numbers in each social group, as I have done in a working paper for the Commission, it is clear that, in purely numerical terms, the biggest users of the countryside and the seacoast are what are sometimes labelled 'the working classes', or manual workers. In short, the outdoors is as much the playground of the common man as it is of an elite. "Obviously," you may say at this juncture, rapidly re-shuffling your ideas, but it was not so obvious to me or, perhaps more importantly, the policy makers in the Commission when I started this exercise.

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Let me give you another example, which links this years' Brighton CRRAG conference with last years' conference at York. This concerns the idea that, as more married women return to the labour force, the two-income family will gradually become materially privileged since it enjoys the purchasing power of one and a half or two adult incomes. However, when I actually looked at some data, from the National Survey of Countryside Recreation, concerning the amount of time people from single, or double, income families actually spent in the countryside during their normal working week, I found that there was little evidence to support this theory. When married women take up, in addition to the handling of their unpaid domestic labour, either full or half time work outside their homes, then this seems to generate an additional series of constraints. These not only limit their own amount of 'free time', but also operate to constrain the time available for their husbands to engage in leisure activities, including making trips to the countryside or coast. The original, most attractive, thesis of the two income, leisure privileged, family was not substantiated by the data - not so obvious after all.

In short then, what I am saying is that one of the challenges that faces us in the 1980s is simply to look more critically at our expectations of the research process. The task of establishing what should be researched cannot be left to the researcher, as some planners have said; rather the task of establishing objectives needs to be thrashed out in concert between the two parties, so that the very processes of 'thinking' and 'doing' become highly integrated, rather than divorced activities.

Methodological problems in the leisure sciences.

Apart from the need to be quite clear about our expectations of, and objectives within, the research processes, we also need to be clear about what we are actually doing; that is in our methodology. When we are dealing with people we are not looking at 'things', at inanimate objects, for people are reactive experimental learning animals. Our educational and social background gives many of us a greater familiarity with physical objects which obey scientific laws, than the world of the human social sciences with all the complexities associated with the study of human nature, social interactions and reactions. Secondly, there is a tendency to view the research data with the field of human affairs in the same light as that within the natural sciences. Hence there is often a vain attempt to replicate, within our research fields, the methodology of the natural or physical sciences. To view people as if they were inanimate data, as 'objects' responding to natural scientific laws. This kind of traditional scientific view point may well raise unreal expectations concerning research in the field of leisure.

Many findings and predictions of leisure behaviour cannot be assumed to hold for all time. It seems to me that Dr. Holdgate, the Director-General of Research for the Department

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of the Environment, in commenting on their human research programme, reflected this, perhaps unsympathetic, viewpoint when he said of the social sciences that they were:

"...still very young, if they existed. In some circumstances it might be possible to predict individual's behaviour within certain confidence limits, but behaviour was often irrational, as was evident in people's assessment of risk."

(quoted in the Guardian, 17th September, 1977)

Nonetheless, that being said, the attempt to replicate the laws of the natural sciences has strongly influenced the field of the leisure sciences. This has, in turn, provided us with a literal 'mountain' of data, of facts concerning who does what, where and under what circumstances, and an excellent sociography of patterns of participation in many recreational activities. Unfortunately it has concerned itself less with more human aspects of the subject matter, with such issues as 'what leisure give pleasure?' and with human satisfaction.

What do people think about their leisure? What part does the countryside, or seaside, play in their lives? Since so much existing research does not answer these kinds of questions, or indeed give any firm predictions of future long term trends, many people may well understandably become disillusioned with research as a whole. What is the reason for this state of affairs? Briefly stated, I feel that it stems from a view which tends to treat people as things, and which responds to the laws of a natural science paradigm.

In short then, what I am suggesting is that, in the 1980s, we face a challenge to develop new modes of research paradigms which concern both prediction and the meaning attached to leisure activities. At the moment, most of us face the dilemma of finding out what kinds of facilities people want by undertaking quite peculiarly asymmetrical sociographic strategies, which owe more to a social bookkeeping tradition than to a proper sociology. Obviously, this method of collecting data is useful in some contexts, as I shall illustrate later in the paper, particularly if we are concerned with a simple factual exercise, such as learning which people go to the countryside, how long people spend on a trip to the seaside, the time people spend at work and in work allied obligations, and so forth. However, it is less valuable, indeed it can even mislead us, about the kinds of values and opinions which are negotiable and dependent upon human interactions in a group setting. Perhaps we should be thinking about new ways of approaching our subject matter in the 1980s, using more subtle, and cheaper, studies including literature reviews, content analysis of policy documents, participatory observation, in-depth studies and so forth.

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As a case in point, it was refreshing to note, in Alan Swindall's paper, a very neat description of the work of Roland Tarr who, to my mind, seemed to have developed some of the reflexive sociological methods. Like a good field worker, he spent, "a year exploring the area in all seasons, talking to a large number of organisations, formally and informally. At the end of this period he wrote an appreciation of the area and its problems, and on this we based our 'plan'".

Conceptual problems in research:

My impression is that, while our field is laden with a mountain of facts, it is remarkably short on theory. Thus many of the terms we characteristically use in our research strategies - 'tripmaking', the 'countryside', 'urban recreation', and so on - are borrowed from everyday language. In the course of our social interactions with our political masters, our clients as such, we tend to use these quite nebulous, 'woolly', commonplace terms as quite rigid structures. In a strange kind of way, our view of the social world 'out there' becomes imprisoned by them. We talk about typical, or middle, or working class leisure pursuits in a way which suggests that social classes were quite concrete groupings in our society. We talk about the town and urban dwellers, and the countryside and rural people, as if these were quite sharply distinctive structures. A closer analysis of such concepts reveals that these common terms have many different meanings, dependent on the social context within which they are used. In short then, terms like the countryside, trip-making, working class, and so on, are not facts as in the sense we use such words as grass, trees, rocks, to describe the natural science world. Rather these terms are social in origin, and as such are open to a subtle process of ongoing negotiations, and regenerations, within which the research process itself has a paramount part to play.

For example, as the papers introduced by Alan Patmore and Brian Duffield make very clear, our very ideas about the sea coast are the result of a process of social interactions and sharing, which has been conducted within a distinctive, historical and socially structured senses of contexts (e.g. The evolution of the urban seaside resorts from its 18th century antecedents at Scarborough and Brighthelmstone). But we must not become prisoners of outmoded concepts. Brian Duffield illustrated well the kind of point I am making when he said, "It is important not to perpetuate, in an unreal sense, the division between the resorts and countryside". Perhaps, in the course of this re-evaluation exercise, we might well note the urban antecedents of many of the dominant opinion makers in so many rural areas. These could include the prosperous commuters, or retired people seeking peace and contentment in a countryside setting. Similarly we might note the rural antecedents of, and values of, many of our urban dwellers, particularly those newcomers to inner urban areas who may well have been brought up in rural Wales, Ireland, Pakistan or the West Indies. Finally we might well try to identify and operationalise some of the elements of a satisfying 'countryside experience'. This might

well include:

- (1) Quiet, peaceful, and a 'near to nature' experience.
- (2) Birds, trees, solitude.
- (3) Vistas, water, hills, perspectives, light and contrast of colour.
- (4) Small scale social interactions of a traditional village community.

Although this analysis is but lightly sketched as an heuristic exercise, my readers can, I hope, start to explore, in their own minds, the arbitrary nature of the terms urban, countryside or, indeed, seaside and seacoast.

Towards a sociological perspective.

The way in which we think about coastal resorts, heritage coastlines and the countryside, may be dependent upon many complex factors. Firstly, the rise of concerned new generations and changing fashions and interests; secondly, the dissemination of new kinds of information, debate, and the growth of new ideas about what are seen as desirable forms of leisure; thirdly, the influence of entrenched centres of power, and the growth of new countervailing centres of influence. Many of our new intellectual paradigms tend to polarise the concept of countryside and town, urban and rural, and so on, and see the town dweller at leisure as very much of a potential 'threat' to the traditions of rural England. They tend to be the product of a generation of writers who were brought up in suburbia, or rural England and Wales, and who had a natural love of solitude and nature, and were not very familiar with the town dweller and urban ways of life. Yet while we tend to talk very much in terms of waves of people, with endless leisure, threatening to swamp the seacoast, it was interesting to note that, at this conference, most of the slides of the coastline itself has shown a remarkably empty scene, usually devoid of people.

When we examine people's behaviour at the seaside we should expect to find a latent conflict of interest between different parties. Some, like the retired residents, may be well organised and pressing to preserve their present advantages vis a vis land usage, community facilities, etc. Others, including many planners and national agencies, may be trying, in many subtle ways, gradually to establish a different order of things in which existing advantages may be distributed in a less regressive manner. This would favour the often inarticulated needs of the pre-dominantly urban based tourist - the self catering holiday maker, perhaps.

If we neglect these issues, the gap between research and practice, and the complexity of the problems we face, we do so at our peril for, if as Andrew Thorburn so perceptively commented, "My business is to improve the world", then, naturally, we want

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to plan on the basis of a data base which is as accurate and useful as possible. Emile Durkheim made the point well when he wrote nearly 80 years ago:

"Why strive for knowledge if this knowledge cannot serve us in life."

A Research Programme for the 1980s

What sorts of problems do we need to research in the 1980s and 1990s? There are several areas of critical importance which ought to be studied more systematically, if only because of the need to develop more coherent policies and programmes.

(a) The coastal social system

Quite obviously, one of the key issues to emerge from this conference was the critical role of the traditional coastal seaside resort, its relationship with the immediate hinterland, and the adjacent belt of sea coast and cliff tops. In one sense, research into this coastal social system promises to be quite a simple exercise. There is a long tradition of British social investigations, both anthropological and sociological, into the industrial urban landscape and the everyday life of its people, and it should prove quite an easy matter to switch the focus of our concern to the urbanised seaside resort. Since, as we know, people now have more 'time on their hands', we can document the problems they face in their leisure so that we can develop policies which will enable them to enjoy more satisfying and fulfilling holidays on the coast.

The more problematic exercise may well emerge when we try to examine the coast, the seaside resort, and its hinterland as total interactive social systems. This exercise would include taking a much more radical, questioning, perspective which may well not only be concerned with the relatively disorganised urban-located consumers of recreational facilities, but also with local, well organised, interest groups such as residents and landowners associations, and the decision making process within regional planning structures. Moreover, this exercise may well lead us to question the adequacy of present planning structures, the regressive effects of much contemporary planning, and so on. However, while this exercise may be an uncomfortable one, it may lead us to question many long cherished conceptions, and I feel it may be, ultimately, a healthy one, for it is only by understanding our subject that we can develop policies to cope with the problems referred to at this conference. I would place in this category the socio-economic decline and drift 'down market' of many of our seaside resorts, the relationship between the unemployed, the retired, local holiday makers and residents in Anglesey or the South Coast.

(b) The retired and the unemployed and the sea coast.

Many of the new pressures upon the seaside are generated by changes which are taking place in the world of work. Thus, for example, young people may not enter the labour market until

their early 20s. Perhaps, if they have the resources, they may attend the language school industry of the south coast. If they are poorer, and their job prospects in the cities are few, they may make a new life for themselves in rural Wales or the West Country.

Nearly one fifth of our population is retired. People are leaving the labour market at an earlier stage in life and, as Andrew Thorburn has pointed out, are forming an active younger elderly group with 'time on their hands', and 'nothing to do but go to the seaside'. We must also look at the 'younger retired' in a more socially structured context. Some recent work I have done for the Countryside Commission suggests that retirement brings a significant loss of income which, for many people, seriously limits their capacity to engage in a total spectrum of outdoor leisure activities. The wealthy 'younger retired' workers are over three times more likely to go walking in the countryside than their poorer counterparts, twice as likely to visit country pubs, nearly three times as likely to visit sea coast and cliff tops, nearly half as likely to have been on picnic trips, outings and so on.

(c) 'A leisure career by the seaside'

I suggest we need to carry out more sophisticated research into 'life cycles' in the 1980s. We should also think of extending the kind of social class oriented, spiralistic, cycle of social emulation Brian Duffield developed in his paper, to include a closer analysis of the different kinds of holiday people experience at differing times in their journey through life. This might well include the exploration of the following type of model which I have developed in the analysis of the National Survey of Countryside Recreation.

A provisional model of holiday types and the life cycle:

<u>Life cycle stage</u>	<u>Type of preferred holiday</u>
(1) Young adult and single	Gregarious: commercial, urban
(2) Young married (no children)	Solitude, romance
(3) Married (young children)	Facilities for children, gregarious
(4) Older married (children grown up)	Exploration, solitude 'the first package tour'
(5) Retired	Economy, ease of access

(d) Towards more rigorous measures of social behaviour

Another challenge that faces us in the 1980s is the need to develop more accurate tools to analyse who goes to the countryside, where, and under what circumstances. Many of our existing measures produce misleading information which could have

unfortunate implications for policy. For example, the Countryside Review Committee¹ make interesting assertions that:

"Lack of time does not appear to be a significant constraint on participation in countryside recreation".

This conclusion is based upon the results of secondary analysis of the General Household Survey Data², and the Study of Informal Recreation in South East England, (SIRSEE) 1973. Yet in these analyses:

- (1) No attempt is made to distinguish between the working patterns and leisure behaviour of men and women, although we know there are many significant differences in the amount of time men and women spend at their work, and in their leisure activities.
- (2) There was an almost total reliance upon questions which measured 'minimal' rates of participation in various leisure activities, but did not examine the total amount of time people devoted to them.
- (3) The investigations did not link this quantitative analysis with a qualitative analysis of the all important question of meaning.

The latter would consider what these activities meant to people in terms of subjective satisfaction levels, and what people, themselves, thought were the major constraints preventing them from taking up new recreational activities. I have examined the hypothesis that lack of time was not a major constraint upon participation in countryside, using the more refined measures in NSCR. The evidence suggests that, for most blue and white collar workers, time is indeed a major constraint on their leisure. However, what seems equally interesting is that once the working week is reduced to below 40 hours, then there is quite a spectacular increase in people's general level of leisure activity.

(c) Research into the way people learn about the countryside

We need to look more closely at the ways in which people, particularly young people, learn about leisure. The empirical studies show that people with higher levels of education are more active at the countryside and sea coast than those who left school at an early age in their lives. It seems reasonable to assume that the social experiences, found within education, raise the cultural expectations of their clients. We need to take a closer look at 'what actually goes on' vis-a-vis the seacoast, the countryside, the curriculum and the 'hidden curriculum', within the schools of England and Wales. This is simply because

¹Discussion Paper No. 3., 1977. p.2

²'Leisure and Recreation in England and Wales'. A.J. Veal, 1973 (CURS)

these people, both in terms of participation and actual time spent at the seacoast or in the countryside, will represent the adult clients (and their families) in the 1990s and the early 2000s. A minimal programme of research might look at the values of the providers, the general idea of 'educating people for leisure', the basic recreational skills children acquire, how they acquire them; and the contribution of the curriculum.

Conclusion

I began this paper by suggesting that the action of allying social research to planning and policy evaluation has a long history in many fields of human endeavour. Unfortunately, in Britain, largely because of the baneful effect of our protestant heritage, it is only recently that we have begun to take leisure seriously as a field which is worthy either of substantive public investment, or serious long term research. Largely, as a result of this neglect, we face a multitude of challenges; the scientific study of leisure is in its infancy and, as we all know from our experience of this conference, we still lack basic data for many decisions concerning our seaside and countryside policies. Equally important however, we also suffer from an artificial divide between the work of the researcher and the role of the administrator and policy maker. My hope is (and this is mainly why I have produced my paper with such a theoretical and critical slant) that in the 1980s policy making will become more thoroughly grounded in research data and that, in turn, policy makers will have a firmer understanding of some of the methodological and philosophical problems underlying research.

GENERAL DISCUSSION

T. Peregrine (*Chairman*)

In this session you are of course free to comment on or question anything that Bill Bacon has said. However, I draw your attention to the fact that the title for this session is 'Implications for Research'. I suppose another way of putting that is 'where do we go from here?' This is your opportunity to present your ideas about the direction in which you think research ought to go from now on.

S.J. Craig-Smith (*Leeds School of Planning*)

I would like Dr. Bacon to say a few more words about the bridge between research in general and the practitioner. The second point is a little more general. During the whole of this conference we have talked a lot about coastlines, but only one speaker has mentioned anything that is going on in another country. This more or less implies that we are either not interested in what other countries are doing, or that other countries are not doing anything. Are we interested in what is happening overseas? Do we know nothing about it? Or do we think it is not relevant?

W. Bacon

I can give two answers: first of all the idealistic answer is that, assuming the agencies allow the administrators time, we need to think about new structures. At Sheffield University we've got various chief officers, administrators and senior nurses coming in one day a week now, or who have been seconded to do specific courses on research. Basically the idea is of continuing education with administrators and which allies them with the research institutes. The question we are trying to answer is: "How can professional workers acquire the skills necessary to evaluate research findings?" The usual complaint is, "I haven't got time". Even if we get the information, the problem is putting it across to the decision makers. Apart from producing long research documents, we also need two-page 'Daily Mail type' resumes which actually get the message over.

On the second point, the comparative one. In the United States, every university has got departments of either leisure and recreation or health, physical education and recreation, sometimes allied to forestry and so on. These are well funded bases for long-term tenured staff. If we haven't got that funding, what can we do? I have been lecturing in the States, but I can't say to an American, "Come over to the University of Sheffield". There is no reciprocity. To be talking about international research you have to be talking about international structures, international co-operation at professional level.

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T. Huxley (*Countryside Commission for Scotland*)

The Countryside Commission of Scotland has paid one of its research contractors to look abroad; it was related to our research about the beaches of Scotland. We thought it important to understand something about the conservation processes that were operating in western Europe, and we hope to publish their findings.

Secondly, planning, especially long-term planning, appears to be receding in popularity; I apologise if I'm getting something wrong here, I'm not a planner. One does seem to hear of greater emphasis on flexibility. We were told today that planning must be operating on a short time scale, in a very flexible way and we must always be deferring decisions until they are needed. If long-term planning is really subject to question, especially in regard to the coast, then long-term research is also subject to question. I am really quite puzzled and I almost go away with the feeling that although planning has performed a very useful function towards the coast, there isn't a demand for research.

W. Bacon

I would really need about two hours to reply to that because there are so many different strands to develop. The main critics of planning over the past ten years have come from the social sciences. Secondly, to put it bluntly, you can't make decisions now for the next twenty or thirty years that would irrevocably bind us. Nonetheless, short term planning is based upon decision making as well. Therefore to say you don't need research because we are going from long-term to short-term decision making is something I can't understand, assuming you accept the premise that you need research to be based upon accurate information. I humbly submit that in any organisation you need researchers to evaluate present policy and future policy. It doesn't matter what you call them. The third point is that our recreation research is nothing but short term. We've got a problem, let's do a survey. We've got very little long-term research.

There are some problems that need long-term research, internationally. For example, the increase in holidaymaking; on average British workers have 3 weeks holiday, German and Dutch workers have five. We need the international comparisons which will give us an indication of what is happening in those countries. Do workers who have got five weeks use those five weeks or not? It is an important issue if you want to make coastal resorts viable; you don't fill them up with poor pensioners in June and September, you need to have more affluent workers.

I submit you need both short-term and long-term research. Short-term research can probably be done with an interaction of management and research workers, even by managers, cheaply,

inexpensively. Long-term research probably needs to be done in institutes on an international basis looking at long-term trends.

M.F. Collins (*Sports Council*)

In effect, I'm not the man in the middle. For the last six years now I have not been a researcher and I've not been a planner or decision maker. I am in the middle trying to interpret, with my professional colleagues who are decision makers, what their problems are; trying to see which kinds of research can help - and many of them it can't help at all - trying to find the researchable problems and get projects commissioned. I'm with Bill in his analysis of the research field. It is low status, it is fragmented, it is full of people with no career prospects, some of whom are very good and some of whom are not very good. It is given no assurance by the customers of research that it is either worthwhile or secure. The Sports Council/Social Science Research Council panel, which has a small sum of money, is trying to do something about that, but that isn't enough.

I was very concerned by Andrew Thorburn's talk. He said it wasn't his job to tell us what research should be done. I disagree to the extent that I don't think he can always tell us what research needs to be done, but he ought to tell us what his problems are. I don't think he did that clearly enough. The one time it came through was when he raised the question of the fundamental economic underpinnings of the urban resort. It's not just an economic problem - it is an economic symptom of a social problem. He didn't really get into what is going wrong with these declining resorts. It seems to me that this is the overriding question that has come out of this conference. We haven't heard of overriding problems that need either massive investment, massive political decisions, massive management or massive research in the soft, green parks of the English coast. But we have heard about major structural shifts in towns which comprise something like a sixth of the towns in England and Wales. What is the function of the urban resorts, what sorts of people are going to demand what sorts of accommodation, what sorts of jobs are going to be generated and where is that investment going to come from?

W. Bacon

I agree with that.

J. Fladmark (*Countryside Commission for Scotland*)

Reverting to the point of providing more security for researchers. If you are going to treat researchers any differently from private consultants, you will be in a very difficult situation. Also in arguing for security you are ignoring the advantages of separating the researcher from the decision making bodies. A researcher finding himself being provided with funds from various parties will be under certain pressures and become politically involved (with a small 'p') and be unable to take a detached position.

Coming back to Mr. Bacon's case for us becoming more involved in research for decision making, here too researchers must be very careful. This is a very attractive idea for the researcher because he can see himself taking over the role of the decision maker.

W. Bacon

I still maintain that research in decision making is necessary. If I said to a politician in south Yorkshire, "The researchers are going to take over policy making of the Labour group", he'd say, "Don't be daft lad. We'll make our own minds up in the end". There is a case for researchers providing a more reasoned and logical basis for decision making, and that is the business we're in. Otherwise decision making is made upon 'hunch' and upon the voice of the most powerful or the most articulate. One of the particular problems of our society is that the mass of our clientele on the coastline are relatively inarticulate. There are a few interest groups, but the people who are articulate come to the conferences. The local pensioners, the local clientele, the chaps who actually spend the money there - their only articulation is the market, little else.

You can take the view that you want to leave all research to commercial agencies. Commercial agencies usually do specific market oriented research and can do it very well. But I would suggest that you will get better research, and cheaper long-term policy-oriented research, through universities than through commercial agencies. In America, France and Germany that is what happens. In this country, research is pretty poor apart from specific market research which might be oriented to how we could sell candyfloss in Hastings. This isn't really the sort of issue that we are looking at.

T. Peregrine

I would like to spend the remaining time on the discussion of where we go from here. CRRAG will be meeting at the end of this conference to decide what a future research programme might look like. Are there any thoughts you would like to leave with them?

R. Carter (*Scottish Tourist Board*)

One of the interesting facts which came out yesterday was that a lot of the increasing pressure on the coast has come from holidaymakers. This is likely to be the case in the future when we are likely to see holiday entitlements continue to increase. It puts the responsibility on those who manage the coast and, indeed, much of the countryside, and who will have to cater more and more for holidaymakers. What is more it puts bodies like

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the Countryside Commission very much in the tourism business. Could I ask the Countryside Commission representatives whether they see themselves in that business and whether they will be looking at the market for services to local authorities and the priority it is likely to have?

Secondly, we have to identify what are the market opportunities for resorts in the future. It is the question which research has so far failed to answer. There was a key table which was missing from Brian Duffield's paper yesterday, and that was to analyse recreation activities and requirements by the sorts of areas that people are going to at the moment.

What are the market opportunities for the future? To what extent can resorts meet these by re-presenting their product? Many of the resorts have not re-presented their product. Can they do so with new market opportunities and can they, by doing so, help to cater for some of the pressures which might otherwise occur in the countryside?

W. Bacon

If we knew how people spent their time on holiday, how they perceive that time on holiday, then we might be thinking in terms of very low-cost attractions. If you talk to people who have quite a lot of time available you may find they are looking for low-cost activities. You need to look at how they manage that time. I come back to the need for fundamental research, otherwise we are going to be into the gimmick industry; each town will be desperately plucking gimmicks out of the air and going round with questionnaires. We need more subtle research. It is not an easy thing to sell.

Mrs. V. Russell (*Caravan Club*)

We've been told by several speakers that it is the self-catering accommodation that is becoming more and more popular. Perhaps it might be worthwhile for the conference to consider how it affects our traditional centres of holiday accommodation. For instance, what is the effect on the town, a traditional holiday town, when you have a number of holiday homes which are used for short periods only and are then left empty for the rest of the year. What problems are there of vandalism? What can be done about it? Obviously my particular interest is caravans and caravan sites. What can be done to avoid the mess that we see on the coast of north Wales or on the east Yorkshire coast?

R. Jenkins (*Coopers & Lybrand Associates*)

Some of the comments that have just been made concern me. We need to understand the marketing concept. Mr. Jarvis knew precisely what business he was in and he was providing what he knew he could sell. How many local authorities do that? Local authorities try to think of things to provide, and then try to

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sell them. They don't try to produce what they know they can sell. If you take this a stage further and follow it through, you would realise that Mr. Jarvis has undertaken research, he knows precisely what he is going to offer, to whom he can offer it, he knows how he is going to promote it. It is quite clear that the self-catering end of the market is rising. But local authorities are turning their backs on this market. They are discouraging the development of caravans along the coast; they are not providing the sort of opportunities for the development of self-catering facilities. This appears to be the madness to me, particularly when this is the largest market segment. It is a market which is essentially trying to achieve an environment similar to the environment at home. It doesn't demand much. We can get all sorts of benefits from this sort of market. If you are not going to satisfy people's wants and desires then we are going to get increasing social unrest in this country with all the problems that it can cause.

M. Beale (*South East Regional Council for Sport & Recreation*)

One thing I would like to be researched is that the coastline and the countryside are finite resources with limits to what they can absorb. It is no good saying that you have got to meet demand. There is a natural limit to what you can do without ruining the amenity in the process. A lot of research is needed into what can be absorbed into the countryside and the coast without ruining it, and what it is that has to be stopped that is going to ruin it.

C.E.B. Gordon (*Nottinghamshire County Council*)

I cannot help feeling that an awful lot of social research that we hear about that has led to certain kinds of social policy for urban areas has been (dare I say it) notoriously unsuccessful. Yet it was based on the kind of research that Mr. Bacon has suggested we might like to pursue.

The emphasis should be on market research. One cannot help feeling that all the things we've heard about the coastal resorts in the south of England, the way in which they grew and the way in which they now exist, were basically a response to market forces. Perhaps we have got to recognise that more. Andrew Thorburn was really saying that we have got to stand back to see what the forces are, to try and understand them a bit more and then accommodate them as best we can. It may be that there are times and there are places when people will say, "We don't want that". That's a political decision. If they don't want their special study then it's right that they should say so. They may be misguided, they may be a lot of things, but that is what they want. The sophisticated research that has just been suggested is fine in a situation where local authorities have the cash and the ability to really guide future development on a large scale. Times have changed. We are going to be much more dependent on commercial market forces. However, I don't think we need sophisticated research to start making much more pragmatic

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decisions; we have got to start making them now, we can't wait for elaborate research. When one compares Brighton with the Merseyside one wonders where the real economic problems are in this country.

A. Yarrow (*East Sussex County Council*)

A recent speaker mentioned that the coast and countryside are finite resources, and others are talking about the market forces. Perhaps instead of more self-catering accommodation in the countryside we should re-develop hotels to self-catering. That takes us back to resorts again. The problem seems to be in the resorts rather than the countryside. Another thing that has come out of the conference is the intimate links between the countryside coast and the resorts: the same people use both.

W. Bacon

There are several things that I have sympathy with. If we are looking at a local authority we need to look at decision making and the value judgements which are made, and the interests which are represented. In terms of long-term research, if we find that local authorities are not responding adequately to the demands from the hinterland, they are becoming enclaves of particular interest, that research could be used to reform the political and planning structures. On short term issues, you have got to get away from the idea that research is only done by professionals in institutes and takes a long time. It doesn't necessarily take five or six years to do research, it can take only two or three weeks. Please don't have a stereotype of research which spends about five years coming out with an answer to a problem which will not be a problem for another two decades.

T. Peregrine

I would like to thank you all for sticking it out until the bitter end, and to thank you all for making my job as Chairman so easy. Most of all I say thank you to William Bacon for an extremely thoughtful and thought-provoking presentation on a very difficult subject. I will now call forward our real Chairman, Mr. Roger Sidaway, to close the conference.

CLOSING REMARKS

Roger Sidaway
Chairman of CRRAG

In this conference we have strayed far and wide. We have had great difficulty on agreeing about fundamentals. Apart from minor issues like 'what is the coastal problem?' there seems to be confusion at times about what constitutes research. I think some of Bill Bacon's comments were very apt. It is important not to have too high an expectation of what research can do. Certainly the notions that research is going to generate new ideas or save people the effort of thinking are myths.

The stated aim of the conference is to generate ideas for future research, but we should not underestimate the value of the conference in allowing us to learn of research in progress, both formally and informally. We have to remind ourselves how important the functions of CRRAG and its conference are. We shouldn't take it for granted and we should all work to improve the exchange of information.

I would agree with many of the remarks that have been made about the quality and type of recreation research. We lack research into the content of recreation - what actually happens in the countryside. The activities we have described and categorised may be convenient for computer analysis, but I don't think they are very meaningful as far as the participants are concerned. They tend to obscure what goes on and not add to our understanding. I had hoped this point would come out of Brian Duffield's paper. On that evidence it is not just a question of re-running data from national surveys because it hasn't been collected in the right way. One basic development would be anthropological in form, but I wouldn't like to be stuck with one particular methodology.

Where do we go from here? What research should CRRAG be considering as a result of the conference? There have certainly been many suggestions. Perhaps there is some merit in the Commission and other CRRAG agencies if they so wish, reviewing more thoroughly what has happened since the research of ten years ago. Perhaps it would be best done on a limited scale - a case study which amongst other things should focus on the growth in self-catering accommodation and the growth of caravanning and camping on the undeveloped coast. I think there is a great deal of uncertainty and we really need to set that record straight before we can grapple with increased pressures on the coast.

LIST OF DELEGATES

Ash, S.S.	CRRAG Secretariat
Austin, C.	BBC Radio London
Bacon, A.W.	University of Sheffield
Beale, M.	South East Regional Council for Sport and Recreation
Barrow, G.	Cobham Resource Consultants
Belfield, E.	Countryside Commission
Birch, J.G.	London & South East Regional Council for Sport & Recreation
Blackie, J.	TRRU University of Edinburgh
Blair, D.J.	Sunderland Polytechnic
Borley, L.	English Tourist Board
Brooke, D.J.	North York Moors National Park
Broom, G.F.	English Tourist Board
Bull, R.	Countryside Commission
Butler, R.K.	Devon County Council
Byrne, Miss S.M.	University of Durham
Carter, R.	Scottish Tourist Board
Carter, R.W.G.	Ulster Countryside Commission
Coleman, D.	Countryside Commission
Collins, M.F.	Sports Council
Connell, R.K.	Greater Manchester Council
Cookes, Miss G.	Janssen Services
Cornish, Miss L.	Ministry of Agriculture, Fisheries & Food
Cousins, L.	Dartington Amenity Research Trust
Craig-Smith, S.J.	Leeds School of Planning
Cullen, P.	Loughborough University
Dain, H.F.	Brighton Polytechnic
Daniels, R.	Sports Council for Wales
Dixon, D.I.	Hampshire County Council
Douglas, J.R.	Plymouth Polytechnic
Duffield, B.	TRRU University of Edinburgh
Dunn, M.C.	Welsh Office
Edwards, J.H.	North Yorkshire County Council
Fisher, R.E.	Anglesey Borough Council
Fitton, A.M.H.	Countryside Commission
Fladmark, J.	Countryside Commission for Scotland
Flavell, B.H.	Association of District Councils
Flinton, M.G.	Nottinghamshire County Council
Gaze, J.O.	The National Trust
Gardner-Smith, Miss G.	British Tourist Authority
Gluntz, J.W.	Shepway District Council
Glyptis, Miss S.	Sports Council
Gordon, C.E.B.	Nottinghamshire County Council
Griffin, M.J.	Brighton Borough Council

Clearly we would want to link any work with that of our colleagues in CRRAG. I was very interested to hear Lester Borley's description of ETB's work in Scarborough; I am very interested to know whether these studies might answer some of the questions that people were posing about urban resorts. Lester Borley also presented their research on Woodspring; the balance sheet which sets out in economic terms what flows through the local economy. That kind of work has very important local political implications. It records the impact on certain sections of the community - who gains, who loses. I don't think it is a question of saying, "We must make the case for tourism on this basis", or, "The local retired community is very much aggrieved because of these tourism pressures". There are pluses and minuses on both sides. This is always something of an awkward point in CRRAG discussions because of the terms of reference of each of the organisations. We do tend to ignore what happens in the smaller settlements; between the Tourist Board (looking at large resorts) and ourselves (looking at the countryside) there is a gap to be filled.

I certainly hope that CRRAG will develop the themes from this conference in a positive way. The conference has highlighted the importance of coastal issues. Whatever happens, whatever kind of prospectus you care to write for the future, in terms of the importance of leisure and so on, the coast will be of paramount importance. We should make sure that our research reflects that and, certainly within my own organisation, I will be advocating that very strongly.

*

Hall, R.	British Waterways Board
Hallam, S.E.W.	Janssen Services
Hazell, Mrs. M.	Ramblers' Association
Hearn, R.A.H.	East Sussex County Council
Hemsley, J.M.	The National Trust
Hobbs, F.	LSD Leisure & Recreation Consultants
Hodge, J.	Sports Council (South West)
Hoey, Mrs. A.C.J.	Dartmoor National Park Department
Holdaway, E.	Countryside Commission
Holloway, J.J.	Thames Water Authority
Hopper, R.	Northumbrian Tourist Board
Huxley, T.	Countryside Commission for Scotland
Jarvis, J.F.	Ladbroke Hotel & Holidays Ltd.
Jenkins, R.	Coopers & Lybrand Associates
Johnson, N.	Scottish Tourist Board
Langmuir, E.	Lothian Regional Council
Lanning, W.	East Sussex County Council
Laverack, Mrs. M.	Countryside Commission
Leighfield, Mrs. M.	Commonwealth Bureau of Agricultural Economics
Leonard, P.L.	Countryside Commission
Lewes, D.J.	Keep Britain Tidy Group
Lloyd, R.	Countryside Commission
Long, B.	Countryside Commission
Mackay, J.	Countryside Commission for Scotland
Marshall, A.D.	CRRAG Secretary
Masterman, M.M.	West Yorkshire Metropolitan County Council
Mellor, P.	East Lothian District Council
Metcalfe, R.	East Sussex County Council
Mitchell, I.	Countryside Commission
Neame, R.	South East England Tourist Board
Newmarch, C.	Essex County Council
Oldfield, A.A.	Water Space Amenity Commission
Patmore, A.	University of Hull
Peregrine, T.	Department of the Environment
Prescott, R.	Hampshire County Council
Puttick, A.C.	Department of the Environment
Radcliffe, R.	Yorkshire Post
Ramaos, Miss M.	
Reece, M.	East Sussex County Council
Rickson, I.	English Tourist Board
Ridges, M.B.	Southern Water Authority
Roberts, J.	Terrestrial Environment Studies
Robinson, A.W.	Department of Youth Sport & Recreation, Western Australia
	Caravan Club
Russell, Mrs. V.J.	LSD Leisure & Recreation Consultants
Ryan, M.	

Sidaway, R.M.	CRRAG Chairman
Simmons, A.	University of East Anglia
Simpson, J.W.	The National Trust
Slee, R.W.	Seale Hayne College
Smythe, B.	Private Practice Planner
Stansfield, K.	Architects Journal
Starrett, M.D.	Department of the Environment (N.Ireland)
Stark, Miss S.C.	Department of the Environment (N.Ireland)
Swindall, A.	Dorset County Council
Tait, Miss F.	BBC Radio
Tarr, R.	Dorset County Council
Taylor, R.E.	Countryside Commission
Thomas, A.D.	Slapton Ley Field Centre
Thomas, D.F.C.	Shepway District Council
Thorburn, A.	East Sussex County Council
Thornton, C.	Oxford Polytechnic
Tong, K.	Arun District Council
Van de Ploeg, S.W.F.	Instituut voor Milieuvraagstukken, Netherlands
Walbank, B.	Countryside Commission
Walker, J.V.	Poole Borough Council
Walker, Mrs. S.	TRRU University of Edinburgh
White, Cllr. A.L.H.	East Sussex County Council
White, P.	Countryside Commission
Wilkinson, G.J.W.	Essex County Council
Williamson, R.L.	Department of the Environment
Wright, J.	Sussex Police, Community Relations Dept.
Wright, M.E.	Department of the Environment
Yarrow, A.	East Sussex County Council
Young, G.J.	Southern Water Authority
Young, R.	Countryside Commission