# The Countryside Recreation Research Advisory Group Conference 1980

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# Proceedings:

## Making the most of limited resources - practical lessons in countryside recreation

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SESSION 4: GENERAL REVIEW

# INTRODUCTION TO THE CONFERENCE

Roger Sidaway

Chairman of CRRAG

Good afternoon, Ladies and Gentlemen. Welcome to the 10th CRRAG Conference. This is obviously going to be an exciting conference and I look forward to the adventure as much as you do. I am glad to see that there are about 120 delegates here, and I think one reason for such a good response is the topicality of the theme. It is a theme that is open to wide interpretation, as you will see as the programme unfolds.

At the moment, of course, everyone is preoccupied with short-term financial issues, and tomorrow's programme in particular is going to focus very much on pragmatic topics. We are less concerned about whether countryside recreation should continue, or whether local authorities should be involved, but how countryside recreation should be developed and managed in the current climate of resource constraint.

We are going to start with a somewhat broader vision and look at some of the limits to change which are crucial when there is a major change in policy. Clearly, the mood of the moment is one of close scrutiny of the public sector, and to some extent there is a danger of the pendulum swinging too far one way or the other. I do not think that it is a question of either/or, of choosing between the public, private and voluntary sectors, I think that it is a question of involving them all. Of course all three sectors are already involved, it is a question of clarifying and redefining their respective roles. One hopes that the deliberations of this conference will help to clarify roles.

If I might say a few words on terminology, perhaps not a very usual thing for the Chairman to introduce at the outset. The word "trust" seems to be the catchword of the day, and I think there will be confusion if we are not careful in our use of that word. It is used in at least two senses in different papers which are being presented to the conference: it is used in the sense of private trustees, an arrangement whereby an owner, for taxation or other reasons, may decide to pass across responsibilities to another group of individuals; it is also used as a basis for partnership between different sectors, an arrangement whereby the voluntary sector and local authorities can work together in close partnership. When we use this word "trust" we should make it quite clear in which sense we are using it. Indeed, perhaps other usages will turn up during this conference.

I wish you an enjoyable conference, and indeed, looking around at the familiar faces I am sure that you will have an enjoyable conference, and I shall hand you over to the Chairman for the first session, Rodney Corrie.

Professor Murray Stewart

He is Deputy Director of the School of Advanced Urban Studies, University of Bristol. Having studied economics at Edinburgh University he then worked on transport policy at Glasgow University, before becoming an economic advisor to the Department of Economic Affairs. He then worked for the South-East Joint Planning Team, at the Centre for Research in the Social Sciences, University of Kent and was a specialist advisor to the House of Commons Expenditure Committee (Environment Sub-Committee) before joining SAUS.

David Bridges

He is a Chartered Surveyor having spent the whole of his working life in agriculture, forestry and estate management. He is Factor of the Lothian Estates whose main estates are in Roxburgshire, Midlothian, and Derbyshire. He is a past Chairman of the Scottish Branch of the Land Agents Society, was Vice-Chairman of the Scottish Branch of the RICS, formerly Chairman of the Roxburgh County Planning Committee and is at present Chairman of the Borders Tourist Association and a member of the Regional Advisory Committee to the South of Scotland Conservancy of the Forestry Commission.

Geoffrey Morris

He is Director of Research for Matrix Corporate Affairs Consultants Ltd. Over the past twenty years, following a degree from Cambridge and a diploma in Russian, he has been very much involved in working with multi-national corporations, particularly Ford and IBM. In IBM he was responsible for corporate research for seven years, such as employee attitude towards studies and international social responsibility.

Victor Middleton

He read Economics at the London School of Economics. He then gained experience of marketing in industry. He spent four years with the British Tourist Authority in research, marketing and planning, and for the last eight years he has been lecturing a postgraduate course in tourism at the University of Surrey. He is Vice-Chairman of the Tourism Society, and he is associated with the South East England Tourist Board.

Michael Collins

For the last twelve years he has been with the Reseach Department of the Sports Council. His origins are in the London Borough of Harringay, and he headed a research project on transportation planning and administration at the London School of Economics.

Robbie Stoakes

He is an economist from Newcastle. He worked with the Water Resources Board for about five years. Since then he has been a senior research officer for the Countryside Commission for England and Wales, and he played a large part in producing the Countryside Commission report "Trends in Tourism and Recreation 1968 - 1978".

Clive Gordon

By profession a landscape architect, he spent some years with the Craigavon Development Commission in Northern Ireland, and then moved to Nottinghamshire County Council's Planning Department. Since the reorganisation of local government, he has been Assistant Director of Leisure Services, Countryside. This department is, as far is known, unique among County Councils.

Geoffrey Steeley

County Planning Officer for Hertfordshire, Fellow of the RTPI. Born in Hertfordshire, he returned there in 1972 to take up the responsibilities of Second Deputy Planning Officer, since when he has been Deputy Planning Officer, and in December 1978 he became County Planning Officer. Before that time, he worked in Glamorgan, Cardiff, and the East Midlands. He had special responsibility for the Hertfordshire Structure Plan and was Chairman of the standing conference on London and Southeast Regional Planning Green Belt Working Group, which was responsible for report "The Improvement of London's Green Belt".

Peter Kellard

Peter Kellard served in the Royal Navy, and then went to an apprenticeship as carpenter and joiner to his own building estimating and building management firm, where he is now Managing Director, that firm being KLF (UK) Ltd. He is a member of the Construction Surveyors Institute and the Chartered Institute of Building. KLF (UK) Ltd. are theme park consultants, and they also control three subsidiary companies involved in overseas theme parks, construction, specialist shopfitting and international transport and warehousing. Peter Kellard's interests are Britain, sports, politics, travel and analysing international leisure projects.

Christopher Charlton

Christopher Charlton's experience has been hybrid. He is Secretary of the Arkwright Society. He has been involved in the voluntary sector of heritage conservation through his professional commitment as an adult educationalist working in Derbyshire, but employed by Nottingham University. He is an active member of several voluntary organisations, and over ten years this has given him the opportunity to observe both the day to day problems of a voluntary society and to experiment in providing seminars and training exercises to identify the problems which face voluntary organisations and to suggest how they might be put right.

John Roberts

His professional life started as an architect for the Greater London Council, during which time he was job architect for the Queen Elizabeth Hall, and later Group Leader responsible for Thamesmead Masterplan. He has taught at Oxford Polytechnic, University College, London, and Central and North London Polytechnics. He spent three years with Llewellyn, Davis, Weekes and partners before setting up Terrestrial Environmental Studies (TEST) in 1972. Since then, he and his colleagues have accomplished many studies, mainly in environment, transport and leisure planning, for such organisations as the United Nations, World Bank, OECD, London Transport, Sports Council, and various commissions overseas.

Martin Jacques

He qualified as a Chartered Accountant in 1968, and then took a Masters Degree in Business Administration. He is one of the founder members of Leisure and Recreation Consultants, and has done extensive consultancy work.

Samuel Reid

He originally qualified in horticulture, and worked for Glasgow Corporation before moving to England. He has worked with Mancchester Corporation, lectured in botany, worked for Staffordshire County Council, and is now Director of Strathclyde Country Park, where he has been for nearly seven years. His hobbies include jogging and community involvement.

Rodney Corrie

Until May, Rodney Corrie was the North West regional director of the Department of the Environment, Department of Transport. For twenty-four of his thirty-three years in the public service he was directly concerned with planning administration, and for five of the remaining years he was concerned with water administration and conservation, at a time when the part played by reservoirs and water-gathering grounds in contributing to recreation resources was first being seriously, progressively and succesively explored.

# THE CONTRIBUTION OF THE PUBLIC SECTOR: OBJECTIVES, ORGANISATION AND PRIORITIES IN COUNTRYSIDE RECREATION

Professor Murray Stewart

The University of Bristol

A reference to the inner cities might seem a strange way to start a countryside recreation conference, but I think that it is important and interesting in two ways. Firstly, the Inner Cities Policy which was initiated by the previous government and has been continued by the present Conservative government, is one which has sought, at least on the surface, to introduce new approaches. These include the 'total approach', partnership between central and local government, involvment of the private sector and voluntary organisations, resource allocation in relation to areas of deprivation, and attempts to discover how major programmes might be "bent" in support of the inner cities. These seem to me to be themes (shortage of resources, partnership, co-operation, inter-agency working, involvement of the private and voluntary sectors) which are quite clearly central to the proceedings of this conference. Therefore I am not particularly apologetic about introducing the inner cities as an area of experience.

It is important to note that the inner cities initiative does not, in terms of substance, bear any relationship to the countryside at all. There are however some questions we can ask ourselves which might link the two: what can the countryside give, in terms of provision of recreation opportunities, to a major metropolis faced with inner city problems, and how can such provision be achieved? Does the countryside have anything to offer to inner city residents? Looking back at the 1978 CRRAG Conference, in particular at Michael Dower's paper, I was interested to see that there is a section in that paper on the disadvantaged which mentions various reports which suggested that there needs to be compensation in favour of the disadvantaged, and that countryside recreation and leisure should be a part of that perspective. Michael Dower said "This action, like the recreational elements of the succession of government schemes to assist the inner cities, has concentrated on provision within the inner urban areas, with little reference to the contribution of the countryside".

That experience suggests that in the past there has not been much attention paid to this issue, and certainly if one looks at the inner city partnership and programme documents in the debate which is going on now about the inner cities, there is virtually nothing at all which suggests that the role of the countryside in relation to the needs of the disadvantaged in inner areas is at all important. It is quite easy to understand why this is so if one remembers the various reasons associated with low incomes and access, but it is interesting that the 1980/81 inner city programme in Merseyside, for example, did not devote anything, initially, to leisure and recreation, even in the areas of sport and recreation in the inner cities. The programme was entirely economic, devoted to economic regeneration and employment creation.

Whilst I do not think there is a link between countryside recreation and inner cities in relation to policy substance, but there is certainly one in relation to process and the kinds of experiments which are being carried out with the voluntary sector and the private sector. What I would like to do in this session, therefore, using my experience of inner cities, is to talk a little about the role of local authorities, about the constraints upon them and about the consequences of these issues in terms of what local authorities can and should do, with perhaps a few thoughts at the end about what this means for future research and work. I shall be talking predominantly about local authorities. Although the title mentioned the public sector, I have decided to confine myself largely to local authorities. Some of the general remarks about inter-organisational working and the roles of different agencies will nevertheless apply in a wider context.

I am no expert on the particular ways in which local authorities have been involved in recreation and leisure over the last decade or fifteen years, and indeed some of the other papers to be presented during this conference, notably that of John Roberts, sketch out the increase in activity in this area, pointing to what the public sector has been doing, and to the increasing number of leisure and recreation departments in local government. I think it is important to ask the question of how far this trend could or should go, whether it is naturalthat local authorities should be increasingly involved in this area and what might the implications of this be. It is interesting to make a comparison between recreation and leisure, which is a relatively new area of involvement for the public sector, and older established services such as housing, education and social services, in terms of the way in which functions have developed in local government and the way in which they are now planned, delivered and managed. One can point to a gradual dominance by the local authority of particular services and the growth of particular traditions of management, particular sets of rules, and particular stances, so that the way in which the service is actually managed and delivered becomes very much strait-jacketed. There is very little flexibility, very little scope for new approaches, and few opportunities for attempting to cut costs and do things in novel ways. The education service or housing management, for example, are typical of this and in consequence there is a major movement against bureacracy and the constraints that public provision seems to carry with it. This anti-bureaucratic feeling, although not initiated by this government, this government has given it a push.

There are two real dangers in this situation of dominance of provision by the local authority. The first is that it severely inhibits innovation and prevents new approaches to management being attempted. In housing, for example, it inhibits development of new attitudes to maintainenance and repairs, attempts to involve tenants in housing management and to allow them to take on any responsibility in this area. As one of the main themes of this conference is innovation, particularly in countryside management, I would put the question of whether the increasing role of the public sector which we have seen over the past decade is something which is likely to inhibit this kind of innovation. The second unfortunate factor is that the increasing emphasis on the public sector does tend to produce very sudden and radical solutions to what is perceived as a problem.

It may seem that these examples are very far from the situation as it concerns countryside recreation, and in a sense they are. The scale of public intervention and the involvement of the local authorities is not on the same level in countryside matters. We are, however, considering long-term trends and as local authorities involve themselves in new areas, I think it is worthwhile to think about the longer-term consequences of actions which may be taken over one or two years in response to short-term circumstances. Employment planning provides an illustration of the way in which local authorities can get into, influence and even dominate an area. Even five years ago, very few local authorities were involved in industrial development or thinking about the economic state of their areas, employing staff to look at economic trends or employing industrial development officers, or were interested in training schemes. Today, quite a large number of local authorities are involved in this: it takes up a significant effort and quite a lot of local authority funds are pumped into this activity. I would suggest that there is a possibility that in the same way local authorities might be seen as moving into the leisure area, and that there are a number of dangers attendant upon this about which you need to be aware.

A related point is that it is not just the local authorities which are involved, but that we start talking about an alliance of local authority interests and other public sector agency interests. This is being explicitly discussed at this conference and I hope that in the course of discussion you will pause to think about the consequences of this alliance of bodies with very different histories, very different experience and very different objectives. There is nothing necessarily wrong with ideas of partnership and co-operation but they do pose problems which are not always thought about in advance. I shall come back to this issue later on.

Finally, in the introductory part of my paper, I would like to remind you of the growing body of thought in Britain, and indeed in Europe, as well as a growing body of literature and research, about corporatism - the involvement of the private sector with the public sector - and its consequences (or causes), some of which are declining accountability and the planning of services by unrepresentative bodies. The debate on corporatism has so far been in relation to industrial and economic planning, and decision making with the unions, the CBI and the government working closely together. There is, however, a major debate about the extent of this trend and the form it takes, and the areas to which is might be extended. The whole notion of the corporate state and the extent to which government and private sector interests (one could mention other interests as well) are getting together to plan, manage and think about the allocation of resources, is something which underlies the theme of this conference which is after all about different organisations joining together and submerging their interests in some kind of common cause. I think we ought to stop and think about how far there is a genuine common cause, because if you do not consider these questions, implementation will become very difficult indeed.

This is something which has been demonstrated in the inner cities policy. The experience so far in that policy is that there is a whole range of perspectives possessed by different organisations and that the whole concept of partnership, even between central and local government, or perhaps particularly between these two organisations, is not one which

is as easy to translate into an effective programme of action as it is to talk about in philosophical terms.

There are, then, some major questions about the general direction of society. One can move on to more specific questions about what individual local authorities might be doing and the sorts of things that will affect their role and the constraints placed upon them.

It seems to me that it is very easy to identify a number of roles for the local authority, probably in all policy areas, but certainly in countryside recreation. It is possible that the local authority, with its democratic status and its elected representatives, should be setting objectives for the area, balancing economic objectives against leisure and other objectives, planning and establishing goals, setting the tone and generally showing leadership in relation to countryside and leisure policies. It is possible that the local authority could have a role in seeking to provide funds. Traditionally, the local authority has had funds for pump priming, it has had capital resources for environmental schemes, it has been able to inject current resources in the form of manpower. Thirdly, it is possible to conceive of the local authority as being a co-ordinator, not in terms of leadership as I described in the first role, but as a neutral trying to bring together other bodies, providing a forum for debate and trying to induce collaboration and co-ordination. Finally, it could be argued that the local authority would be quite well suited to the role of implementor. It has experience of operating programmes, of managing estates and perhaps therefore has a key role in putting into action the plans and strategies produced by others.

It might be argued that local authorities should not be playing any of these roles, or it might, on the other hand, be argued that they should be playing all of them, although it is doubtful that anyone would take either of these two extreme positions. It is quite likely that an authority will be involved in one or more of these roles, and there are quite serious questions surround the determination of which roles these should be. This is a difficult point to resolve, because there is the danger of suggesting that what the local authority should do is the same in each area, and this is quite clearly not the case: all areas of the country differ, local authorities themselves differ in their experience, expertise, political history, ability to do certain things, willingness either to lead, co-ordinate or provide resources. One of the things which needs to be recognised is the quality of this variety and difference, and that we should not be trying to apply the same kinds of solutions to different situations. This is quite a danger when one begins to consider the central/local government relationship, because central government in practice finds it very difficult to recognise variety in local government, and to be sufficiently responsive to recognise the different circumstances of different regions and different local authorities in the regions. Indeed, if central government were to attempt to respond in a broad or extensive way, it probably would not be able to cope. This is an understandable problem, stemming from the nature of local government, but it is one which must be recognised, and I believe it to be of great importance that we try to get an understanding of variety into our view of what local authorities can do.

There is then the situation in which we do not know which of these four objectives is appropriate for any one local authority at any one time. It is, however, quite clear that all the objectives are very difficult to achieve: planning, setting objectives and goals; provision of resources; co-ordination implementation. All of these roles are extremely difficult ones to play, particularly at this point in time. If one looks at the 'political economy', as your brief expresses it, of local authorities, i.e. the extent to which they can allocate resources to particular functions and the political arguments which surround that resource allocation question at the moment, it can be seen that local authorities are in a very constrained position. This is not a very novel statement, but I would like to enumerate a few of the constraints which local authorities face in taking on any role which one might foresee for them.

The first constraint which I have identified is the central/local government constraint. The relationship between central and local government, mediated as it is by the regional offices, which vary very much from one region to another, is always a slightly difficult one, in that one is trying to balance control from the centre – a certain degree of common standards, uniformity and national policy – with local autonomy – local sensitivity and policies directed towards local needs. The central/local government relationship is therefore never a particularly easy one. It is, however, probably true to say that at present it is at an all time low. This is partly a question of resources, as funds have been cut back, and there have been the accusations of local authority overspending or misallocating resources, but I do not think that this is entirely a question of resources. It seems fairly clear to me that this government at least does have an antipathy towards local authorities, which means that it is very difficult to plan constructively, even in areas where there is not a great deal of controversy. There is a lot of controversy about the sale of council houses, for example, but this does not mean that the arguments, the misunderstanding and the lack of trust are confined to that particular policy area. They pervade the whole of the relationship between local and central government, because the bad feeling engendered by some issues spills over into other issues. As a result, however much there might be agreement between central and local government on recreational issues, for instance, this would not be worked through in a climate of mutual trust and co-operation.

In my opinion, this mistrust and dislike of local authorities is misplaced. I think that most of the evidence shows that in the area where mistrust is most evident, the issue of overspending by local authorities, most local authorities have in fact kept within the limits imposed rather better than have central government departments. If one studies the PESC White Papers and the patterns of overspending and underspending over the last decade or so, local authorities have been quite good, in terms of keeping to the targets which have been set. Whilst I think therefore this mistrust is misplaced, there does seem to be a real threat to central/local relations, partly around the resource question and partly around other questions.

When one comes to look at resources more specifically, it is quite clear that public expenditure has been reduced and is going to continue to be reduced. This is made clear in Table 1 which comes from the latest public expenditure White Paper. Public expenditure as a whole has marginally increased over the period, but local authority expenditure over the period 1974 – 1981 has dropped from £20 billion to about £17

All at 1979 Survey Prices

## PUBLIC EXPENDITURE

| | 1974/1975 | 1975/1976 | 1976/1977 | 1977/1978 | 1978/1979 | 1979/1980 | 1980/1981 |
|---|---|---|---|---|---|---|---|
| TOTAL PUBLIC EXPENDITURE (£000m) | 71.6 | 72.7 | 70.6 | 68.0 | 72.1 | 75.1 | 74.6 |
| LOCAL AUTHORITY EXPENDITURE (£000m) | 20.7 | 20.6 | 19.5 | 18.4 | 18.4 | 18.6 | 17.5 |
| of which | | | | | | | |
| CURRENT | 13.8 | 14.5 | 14.4 | 14.2 | 14.8 | 15.0 | 14.5 |
| CAPITAL | 6.9 | 6.1 | 5.1 | 4.2 | 3.6 | 3.6 | 3.0 |
| LOCAL AUTHORITY EXPENDITURE (E & W) ON 'OTHER ENVIRONMENTAL SERVICES' (£000m) | | | | | | | |
| CURRENT | 1.3 | 1.4 | 1.4 | 1.5 | 1.5 | 1.5 | 1.4 |
| KEY | 0.6 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 | 0.2 |
| LOCALLY DETERMINED | 0.6 | 0.6 | 0.6 | 0.4 | 0.3 | 0.3 | 0.3 |
| | (620) | | | | | | (273) |
| LOCAL AUTHORITY CAPITAL EXPENDITURE ON LOCAL ENVIRONMENTAL SERVICES (£m) | | | | | | | |
| PLANNING | | 159 | 103 | 92 | 87 | 64 | |
| RECREATION | | 124 | 97 | 77 | 81 | 58 | |
| REFUSE | | 54 | 52 | 38 | 37 | 45 | |
| OTHER | | 217 | 163 | 157 | 142 | 96 | |
| TOTAL | | 554 | 415 | 364 | 347 | 263 | |

billion. Local authority capital expenditure in particular has fallen by more than 50%, from £6.9 billion to £3.0 billion. Although this White Paper chooses not to look into the future, the prospects being talked about by this government are ones of further reductions.

If we look at the category of local authority expenditure on other environmental services, which is the PESC programme, which includes water, the urban programme and a variety of environmental services as well as, in a broad sense, planning, recreation and leisure, one can see that whilst current expenditure has maintained a fairly stable level, capital expenditure, and particularly the locally determined sector, has been severely reduced. It is from the locally determined sector that, in the past, local authorities have provided funds for the areas in which most people at this conference are interested. This has, then, been severely cut back, and locally determined sector loan sanctions have been cut back even more than is indicated by these figures: local authorities have had to "top up" loan sanctions by using money from balances, from revenue or other sources.

If we turn to the last section of figures, drawn from another PESC table, we come down to an even more specific and relevant level, in looking at local authority capital expenditure on local environmental services. One can see that the total amount has fallen from £554m to £263m. Some areas (such as refuse) which might be called the essential services, have been cut back but by and large have maintained the same kind of level over the years, but planning and recreation have fallen drastically and are likely to be reduced even more in a situation of resource constraint. This illustrates the extent to which financial resources are simply not available for the projects which appear to be under discussion in the Papers to this conference, and this of course increases the need to think about resources from other sectors (private sector, voluntary organisations, etc.), as well as limiting very much the role of the local authority.

To turn to the Local Government Bill, I do not think that this is as black as it has been painted in the press. There are quite a number of interesting provisions in the Bill, such as those for the publication of information, which are meant to be an incentive to ratepayers and councillors to look for value for money. I do not think that this will have quite that effect, because the information will not necessarily produce that kind of a look at services. However, I think that the by-product of that Bill will be that there is a lot more information available about the way in which local authorities actually spend money on different services and different functions, and this may be of interest in terms of comparing areas, difficult as such comparisons are. I shall not mention the block grant, although it will clearly have consequences for authorities which overspend. However, in my view, most of the authorities that we are talking about in relation to countryside recreation are not the biggest of spenders. We are not, for example, talking about the Lambeths or the Camdens in relation to this subject, so that perhaps the block grant provisions on tapering grants for spending above needs will not affect countryside recreation too much. More important will be the nature of the formula applied which will determine the broad balance between metropolitan and non-metropolitan authorities in respect of grant.

More interesting to this conference are the provisions in relation to capital controls. You will probably know about the proposals to give block capital expenditure approvals to authorities under five main headings: education, social services, transport, housing and other. Here again, we are probably talking about 'other'. It is interesting to note that once these block allocations are given, and assuming that some project controls are lifted, which is the government's present proposal, it will then be possible for local authorities to spend in whichever of these five categories they wish. They can vire quite freely from one category to another. If, for example, a local authority does receive a housing allocation which it cannot spend, it will be quite possible for that authority to switch that money into environmental services. This means that the kinds of constraint which have operated on locally determined loan sanctions will be lifted, although within a very much smaller overall total, of course. It will not be easy for authorities to switch resources about in practice, because there will be many departmental pressures to maintain budgets, but authorities will in principle have the freedom to switch money which has been allocated to a new school, for example, onto environmental or countryside improvements. Whether or not they will choose to do so is an open question, but the Bill does give that possibility.

The Bill also opens the possibility that spending in any category can be supplemented by capital receipts, but it is very tight on the financing of capital from revenue. This is a topic raised in one of the papers which will be presented later in this conference as one of the ways out of getting resources, and I hope that you will think about the extent to which the new controls in the Bill may in fact inhibit the use of revenue for capital purposes. This is a major problem and is quite a cause of concern to the Association at present, as well as being something which could have quite a number of consequences for the leisure and recreation area.* Perhaps it should be mentioned finally in relation to the capital controls, that it will be possible, within a county area, for districts to transfer resources from one to the other. In other words, if District A in a county area receives a block allocation of so much capital expenditure and it cannot spend it in the year, it will be free to pass it on to a neighbouring district, in the same way as locally determined monies have been transferred before, but we are now talking about much larger sums. If they are used constructively, there is quite a lot of scope in some of these measures for using money in interesting and innovative ways.

The final feature of the Bill which I would like to mention is the proposal to set up new kinds of organisations, namely the Urban Development Corporation and the Free Enterprise Zone. I think it worth asking whether these are some kind of a threat to local government. As I have already said, I feel that this government has a certain antipathy towards local authorities, and one could well see the UDC or the Free Enterprise Zone as being pilots for a much wider attempt to diffuse local

*At the time of editing, the Lords appear to have passed an amendment on this point but this may be reversed in the Commons.

government, to create areas and organisations where local authorities cannot interfere – if that is what they are perceived to be doing. I think that it is important to raise this issue here, because, although they have mainly been introduced in relation to inner cities, the idea of a countryside development corporation seems to me to be perfectly plausible. Free Enterprise Zones have of course been applied for by a whole range of local authorities, such as Kerner and Lochaber and others which one would not immediately think of in this context and whilst they are unlikely to be adopted, we can envisage that this kind of loosening of the system could be applied in any part of the country.

The Bill, its provisions and the lack of resources create a great deal of uncertainty, both for local government and for other organisations. Over the next two or three years, all those who are involved in countryside planning and management are going to be feeling in the dark and are going to be very uncertain about what kinds of policies and what kinds of actions they are going to be able to take. That will lead to a good deal of confusion and uncertainty. The question I would like to raise is what sorts of policy should a local authority be considering in this atmosphere of uncertainty? There seem to me to be three different types of approach, not mutually exclusive, but which relate to areas which will come up later in the conference.

The first obvious response in this kind of uncertain situation is to keep one's head down, and it seems to me that quite a large proportion of thought in relation to countryside recreation has been on these lines, partly in a positive way, partly in a negative way along the lines of, "If we keep quiet for two or three years, maybe it will go away". In a more positive way, there is a lot of talk about low key policies, about not attempting too many large capital schemes, about more thought being given to maintenance and management, and as I understand it, this is very much the theme of the Countryside Review Committee and other bodies, and has been for a few years. That is, of course, consistent with a situation in which resources are lacking: one does fairly modest things, one tries to keep things tidy, one brings people together. This is a very sensible approach. Assuming that this is correct, it does nevertheless have some problems. It has been suggested in some of the papers that we should not go overboard for management and maintenance. One of the difficulties, for example, is that that kind of approach does tend to be fairly labour intensive, involving as it does not capital projects but rather a few people getting together, managers trying to start agreements, priority to maintenance and the like, so that one can say that it is people intensive, not capital intensive. This is not a very popular approach these days. With the manpower watch and employment restraints, it is difficult to think of policies, even if they are appropriate, which begin to employ more people to do the jobs in the countryside which seem to be appropriate.

This low-key approach can also be inefficient, because it is probably applied with a short time scale in mind. With management maintenance proposals we are thinking in terms of probably three to five years, and even that may be quite a lot. If we try to think in longer time scales, that may well be unrealistic for management type policy, whereas with capital projects, one is talking about a much longer time scale, somewhere in the region of ten to fifteen years. It may well be that, although the management approach keeps things going for a few years whilst seeming to make the best use of resources in the interim, it

does in fact produce major problems in relation to the availability of facilities over a decade, for example, and this balance of the short and long term is always something which needs to be taken into account, when one is talking about making the best use of resources. If we spread the jam too thinly now and just try to tick over, I think there could be some costly consequences appearing in the 1990s.

Another problem with the 'maintenance and management' approach is that it can be difficult to enforce unless a good deal of manpower resources and time are put into them. They are also subject to alteration because they are compromises between different interests, and interests do change: ownership of land changes, ownership of property changes, and personnel in organisations change. As a result, the assumptions on which an agreement is built up may well change over a period of two or three years, especially if someone's budget is cut to the bone. There is nothing which makes people change their attitude to an agreement faster than that. I think, therefore, that bearing these points in mind, whilst the low-key approach is quite appropriate, it has to be considered very carefully and has to be worked through so that we are absolutely clear that it is the best approach to the situation. That is obviously, however, one way to deal with uncertainty.

The second way is really an extension of this. It involves an approach which is quite explicityly concerned with situations where there are many organisations, all with their separate responsibilities, all with their various interests, where there is a good deal of bargaining, negotiation and co-ordination needed. It seems to me that the urban fringe is the area par excellence where these conflicting interests do come up, against one another, and where there are obvious conflicts. I think that it is too easy to assume that if everybody gets together and has a chat round the table we can reach agreement over the best use of some of these areas, for example the urban fringe. I think it is too easy to say, for example, as the Countryside Review Committee has said that, "....though we may face hard decisions on priorities and policies, the essential starting point is this: co-ordination, co-operation and consensus." That seems to me to be wishful thinking. A situation of inter-organisational complexity needs a lot more effort and understanding, and so I think that the supposition that consensus will exist or can be created is a wrong one, and there are hundreds of examples to demonstrate this. I have a quotation from a paper, (which I shall doubtless be told is a misrepresentation of a situation), which is in relation to sport and the closure of some particular facilities. The chairman has already written to the Sports Council to protest.

> "I am afraid that only by kicking them in the teeth will we get anywhere. There is no point in a kid gloves game with people in the plush offices. It is the same as with government or local authorities: the only way you can get anywhere is by confrontation."

Now that is not an untypical point of view, it is one shared by many people in single purpose organisations who think, "I know what I want to do, I want to get on with my job, I'm best at providing this particular kind of service or this recreational activity. If only they would get off our backs, we could get on with it. I do not want to go to all these co-ordinating meetings."

If one takes the example of the inner cities initiative, it is quite clear that the various organisations involved (the police, the health

authorities, the Commission for Racial Equality, local and central government, different tiers of local government)pose severe organisational barriers to reaching agreement, reaching consensus and getting co-ordination. I think that these difficulties have been underestimated in the past, and are underestimated in a lot of the thinking about management in the countryside and recreation. Inter-organisational working is not easy. Look at the new town development corporations, who have had very bad relationships, in many cases, with the local authorities in their area. Look at the attempts to do something about London docklands: bedevilled by the difficulties of inter-organisational working. Look at the CRE and the local authorities, look even at the DOE and the Countryside Commission. Organisations, although they might be supposed to have similar objectives and an interest in co-operation, do not always get down to it. I think, therefore, that one of the priorities in terms of your thinking should be to take that kind of a problem on board.

This problem has not been taken on board in relation to the inner cities initiative, and I think there is a lesson to be learned there. The notion of partnership, which arises in many of your papers, and is the actual word which is used in relation to the inner cities initiative - 'Partnership', assumes that there are common goals, that there is a common understanding and a unity of interest, and that collaboration and co-operation are worth something. That is not always the case, and therefore the solutions that you are proposing, your thinking about implementation and getting things done over the next two or three years, must take into account the real problems of inter-organisational complexity.

I have been talking predominantly about relationships between public organisations, but when one talks about the voluntary organisations, on the one hand, and the private sector on the other, the problem becomes more complex still. In the work on the inner cities initiative, where voluntary organisations have been brought in to think up new schemes, to bid for money and to make contributions, we can see that Christopher Charlton's suggestion is being tried. In his paper, he says that "the voluntary movement is a sleeping giant which should not be allowed to sleep any longer. The involvement of a greater number of volunteers not only brings a potentially large and expert labour force into existence, it also strengthens the political basis from which so much practical conservation derives its finance." I would not quarrel with that as a potentiality, but what the voluntary movement wants to do does not always coincide with what other organisations want to do, and vice versa. As he points out, voluntary organisations which get a large sum of money, to which they may have been unaccustomed, often do not know what to do with it or how to handle it.

In the inner cities initiative, some voluntary organisations have got a grant which is much larger than their budget has ever been in the past. Accountability and monitoring, which local authorities are used to, are not necessarily applicable to voluntary organisations. What happens when you try to bring together the very many voluntary organisations and create, as has happened in the inner cities, an umbrella organisation? You may give the local council for voluntary service, or a similar body, the role of 'co-ordinating' the voluntary sector, and there is conflict, because they are unwilling to do it and do not like judging

their own projects, and possibly quite rightly so. The ways in which voluntary organisations go about tasks is very different from the way local authorities go about tasks - thank goodness. They are supposed to be different, and we do not want non-statutary bodies that are mere shadows of statutory organisations.

The idea, therefore, that one can bring together different organisations into some united, co-ordinated approach, is not that simple. It is not impossible, but it is not simple. I think that in a number of inner city areas it is clear that the relationship between the voluntary organisations and local authorities is creaking a bit at the seams, because of those strains, which have not been anticipated in the past because this kind of collaborative working has never been on the agenda in the past. It is of course wrong to talk about the voluntary movement as if it were one thing: it is a host of different kinds of organisations with different objectives different standards, and different kinds of accountability.

The same is true of the private sector. I would not like to cover ground which other people will be covering later, but there is no such thing as "the private sector", there are rather very many different private sector interests with their own goals and motives. It is obvious that the basic drives of the private sector are different from the basic drives of the public sector, and so they should be, and therefore partnership, in relation to industrial development and land development, as well as in relation to recreation, is not easy. Issues like accountability, working practices, the speed at which things can be done, the time scales involved and the worry of who benefits or not, are not common to both members of the partnership.

When, therefore, we are involving a large number of people or interests - and it seems that the theme of this conference is how to involve everybody - I think it is much more likely to be a conflictual situation than a consensus one. There is nothing wrong in that: on can work through conflicts, as long as one recognises them as such.

In terms of research strategies and questions which you should be considering, one of the main directions of further research is in this area of inter-organisational working. It involves methodologies and approaches which have not been tried before. It involves skills and expertise from political science, organisational sociology, international relations. Other issues involved include: networks; inter-organisational links; the use of influence; professionalism, all questions relating to behaviour within and between organisations. This is a growing field. Work is being carried out in a number of areas, but not a great deal, as far as I know, in relation to countryside recreation issues. It seems to me that a greater understanding of these issues is necessary as well as the practical examples and the understanding of the countryside and recreation policy issues.

Rodney Corrie

We are very grateful to Murray Stewart for setting out the field, as the opening to this conference. Now there is an opportunity to stimulate dialogue.

Mrs. M.H. Hazel (Ramblers Association)

Professor Stewart's discussion of the public sector role dealt mainly with optional roles for the local authority. I would like to draw attention to its statutory duties. My association's particular concern is accessibility to the countryside. It is a basic, fundamental requirement and it consists of two parts. One is transport to the area for recreation, and I think John Roberts is dealing with that in his paper, and then there is movement within the area, which makes use of public rights of way. It does not take very much in the way of neglect for this system to become very much less useful.

There are two statutory duties which the local authority must carry out. One is to assert and protect the public right to use paths which are public highways in law. Then, under the 1949 Act, a duty to prepare a definitive map of the rights of way, and to update this map by regular, statutary reviews. But how many highway authorities make adequate provision for carrying out these duties? You will note that the duties are both practical: work on the ground, and legal: enforcement. How many have even completed a specific duty which was laid on them by the Countryside Act of 1968, to signpost all public paths where these leave the roads? How many are up to date with their statutory duties with regard to the definitive map reviews? The completion of these reviews is sometimes held up by the Department of the Environment, through delays in determining disputed matters. These reviews are of importance to those who go to the countryside for recreation, and in land ownership changes and conveyancing.

The consequence of these delays is that information available to the general public on Ordnance Survey maps in relation to rights of way is out of date. This causes confusion and leads to trespass. Before the public sector provides support for optional recreation schemes, surely it must ensure that its statutory duties are being fulfilled. There is no private or voluntary sector substitute for this duty.

Councillor J.M. Sully (West Yorkshire Metropolitan County Council)

Professor Stewart being from a university will have a different view of the role of the voluntary sector to that of people on the ground. Most of us at some stage have been voluntary workers for some cause or other.

In the voluntary sector there are organisations such as the Ramblers Association, the British Trust for Conservation Volunteers, and in our area the Yorkshire Naturalist Trust, and then there are the job creation schemes and the various government organisations, with whom we have to work. Professor Stewart mentioned the manpower watch. It is impossible to do a job properly, with all these organisations, unless

there is adequate staff within the local authority. The Ramblers Association will do a lot of work on footpaths, providing there are staff within the local authority to co-ordinate and to supervise the work.

Professor Stewart mentioned that local expenditure is falling, We are told to do more with the voluntary organisations, yet we are also told to cut our manpower. We need to increase the manpower in the local authority, or we just cannot do that kind of job.

T. Burrell (Peak Park Joint Planning Board)

I think that this conference ought to devote itself not to what we cannot do, but to what we can do. There are difficulties which have been very fully stated, and there is a great danger that it is all very difficult and we get no further. What we must devote ourselves to, I am sure, is what we can achieve. I hope this conference will change its direction, because I do not feel that it is going in the right direction.

The three key words I have written down whilst listening to Professor Stewart are: corporate, innovation and variety. What was said about corporate change is true. There is a need for corporate thinking, because as the country in which we live is rather small, and we have to work together. What one has to do is to allow scope for innovation and variety, and I think credit is due to the Countryside Commission, who in the past have backed innovation. Surely, at this time, that is the way in which to achieve things.

Rodney Corrie

Mr. Burrell's theme is much to the point, and indeed I sought to suggest it earlier. There is no doubt that as a group, interested in countryside matters, you are now confronted with an enormous task of adaptation. The future is not going to be like the past. The problem that the manpower watch poses for local authorities, and the problem that PESC poses for central government will not go away. You will have to find means of grappling with the relationships between public, institutionalised machinery and the voluntary movement.

S. Reid (Director, Strathclyde Country Park)

Adaptation has always been a sound basis for biological advance. Could Professor Stewart perhaps give us some definitive views on how he sees the relationship between local authorities and the private sector in relation to the advancement of the countryside?

Professor Murray Stewart (University of Bristol)

There will not be such a thing, partly because I do not know enough about countryside policies and the role of leisure. However, some of the partnership developments, where the private sector may provide some of the funds or where the local authority has a lease back arrangement, are likely to increase in number in the next five years or so. A good example is the current operation of the Scotswood Sports Centre in Newcastle. The key point with that centre, and others, is the question of usage: who uses it, and what kind of pricing policy should

there be in relation to the local population as opposed to others who come in? These kinds of management problems are going to be quite severe in major investments where the public and private sectors have come together. My own view is that after a period of experimental partnership schemes, we will be a bit clearer about what it is that the public sector can do, and what it is that the private sector can do, and we will have two separate but parallel kinds of provision.

That may seem like yet another negative point, and if so, I apologise. However, in order to know what you can do, and to do it quickly and properly, I think it is important to recognise the constraints and not pretend that they do not exist, because otherwise we simply continue in a dreamy world, hoping that everything is going to be alright. There have been too many conferences and debates where it has been accepted that co-ordination is a good thing. It may not be. It is important that we recognise the differences and draw sensible conclusions from that. I hope that that is a positive statement rather than a negative one.

T. Burrell

I should like to add to that. Co-ordination is sometimes achieved by enthusiasm. A lot of cases did not succeed because people did not have enough conviction in the first place.

Miss L. Simpson (British Tourist Authority)

Is not the extent of partnership and co-ordination between organisations very much dependent on the amount of finance and resources? Perhaps if resources are going to become tighter in the next few years, organisations will have to get together through necessity?

Professor Murray Stewart

I hate to be so pessimistic. Some people would say that the cutting back of budgets for traditional activities within different organisations will make them less enthusiastic about sharing those resources with other people. I think that is a fact of life in organisations. We need to work very positively to see what it is that organisations can share. It may not be financial resources, it may be expertise. One of the most interesting things, which is occurring between the public and the private sectors, are exchanges of manpower and of expertise where, for example, insurance companies, accountants, banks, and management consultants place staff into voluntary organisations, local authorities or joint organisations. That seems to me to be a very useful way of sharing resources, but it is not actually sharing finance.

M.M. Masterman (West Yorkshire Metropolitan County Council)

The note running through the talk and the discussion appears to suggest that we all see resource restraint as a short term issue. How far does Professor Stewart see the problem as being a much longer term, as an answer to the aspirations of society, and its dissatisfaction with the present processes of government?

Professor Murray Stewart

I do not think that this public expenditure crisis has caused the situation, it has just made it worse rather faster than we would have hoped. It seems to me that we are in a changing society, for a variety of reasons to do with the changing nature of the manufacturing industry and the service base. It may be that the present government, over the last year or so, has hastened the rate at which we are asking these questions, but I think they are questions which are going to be with us for a very long time. The challenge, the difficulties, and the potential of co-operation seem to me to be a preoccupation not just for the next two or three years, but for the last quarter of the twentieth century and beyond.

# THE CONTRIBUTION OF THE PRIVATE SECTOR

David Bridges

Factor, Lothian Estates, Jedburgh, Roxburghshire

My agreement to give this paper was achieved through a persuasive telephone conversation which made it seem simple. But, on receiving the 'Speaker's Brief' I was mildly shocked at its extent and precision. A second reading led to the reassuring thought that, since the theme of the Conference is 'Making the Most of Limited Resources' I fall neatly into the category of a limited resource, and that it is up to the Conference to make as much use of this limited resource as it can.

My aim is to review the changing contribution of the private sector to countryside recreation in the light of present and future resource constraints. No one will deny that the contribution of the private sector has changed and will continue to change to meet the changing needs of countryside recreation and the changing nature of the constraints upon private individuals, landowners, and land managers; the commercial leisure industry; and charitable Trusts. These are the three main elements which for my present purpose the private sector is taken to include. As I am a life long resident agent and factor, you will no doubt pay more attention to what I have to say on the contribution of the first of these three elements, namely, the private individuals, landowners and land managers.

As factor of the Lothian Estates, I am responsible to the owners for the management of estates amounting to about 20 000 acres of farm land (50 farms) in Scotland and England, 3 000 acres of woodland, a commercial sawmill, some small industrial and commercial lets, and a number of developments providing access by the public a caravan and camping park, a woodland visitor centre, a petrol station, and two houses open to the public.

I shall describe one or two practical examples of private sector contributions to countryside recreations and finally illustrate what I have said with projected photographs which, if nothing else, will vary the exposition and exercise the eye as well as the ear.

Touching upon one aspect of the constraints, you will recall that Capital Gains Tax was introduced in 1965, that is, well within the lifetime of everyone present and within the working life of many. I shall not labour the point that before 1965 it was possible for a landowner, or indeed anyone, to buy or sell property without incurring tax charges on the gains.

In 1965, the differences in values of agricultural land and development land were great and until then such gains could be used to re-invest in developments which included countryside recreational facilities. Since 1965, there have been further tax constraints via development tax and capital transfer tax. In my area, the assessor now pays more attention to recreational subjects and the rates on these represent a real burden and constraint.

Drain a bog and turn it into a caravan park, and you will be assessed for rates before you have time to make a profit. In Scotland, shootings are rated although not much of a case can be made for costs of refuse collection, incurred by the local authority.

Taxation, in its many forms, limits the resources available for re-investment. Some of the tax trickles into a pool to which the parched private sector may have recourse if it can persuade the vigilant guardians, for example, the Countryside Commissions, the Arts Councils, and the other agencies which have powers to help recreational developments financially from Central Government funds (i.e. taxes).

(1) The development and operation of the "industry". The response of landowners to growth in recreation, the development of recreation enterprises to conserve the stately home, and the involvement of the commercial leisure industry. The role of the charitable trusts.

Lest it should be thought that involvement of landowners, farmers and others in countryside recreation is new, I remind you that Abbotsford House in the Borders Region was open to the public in 1835, the year after Sir Walter Scott's death, and has been open continuously since then. In the first year of the opening of Abbotsford, 1,000 visitors were admitted. So rapidly did public visits increase that the family had to build on a new wing in which they could live in relative privacy. 77,000 persons were admitted to Abbotsford in 1978 and 70,000 in 1979. (Note that the figures show a decrease).

The countryside has always been regarded as a place for recreation and I recall from my early schooling on the Norman Conquest the creation of Royal Forests and the stern laws preserving these areas for sport for the king and his friends. Similar conservation areas existed in Anglo-Saxon times.

Up to the present day, use of land for sporting, pheasant and grouse shooting, salmon trout and coarse fishing and other field sports continues. In some cases the numbers involved in these sports increase and in others decrease, for example, otter hunting. They are all still the pursuits of a small proportion of the population and certainly a small part of the population of the urban areas which greatly outnumbers rural population. It is from the urban population that the pressures for countryside recreation emerge.

If we disregard these traditional forms of countryside recreation and consider the newer forms that have developed rapidly, for example, caravanning, back packing, orienteering, wayfaring, walking, countryside interpretation, nature study, bird watching, and so forth, we are led to the conclusion that the growth of these pursuits has followed upon the availability of leisure time and the cash in the pocket of those with leisure time to pursue countryside recreation.

This is a platitudinous deduction but it follows that the more leisure time we have, the more recreation facilities we require, and with the silicon chip rivalling James Watt's steam engine invention as the greatest labour saver of all time, administrators of recreational facilities are in for a hard time.

Harking back to 1965 and the year of Capital Transfer Tax, it surprises some to learn that at that time there was no Countryside Act, there was no Scottish, Welsh or English Tourist Board, and the recreational policy of the Forestry Commission was ten years away in 1975. The emergence into leading roles by these and other agencies, for example, there was no Tourism Department in the Borders Regional Council until 1975, has been recent but, I submit, immensely important. No one can now contemplate an investment in countryside recreational facilities without detailed consultations with the appropriate Countryside Commission, Tourist Board, local Planning Department, probably the Forestry Commission, certainly the Nature Conservancy, probably the County Wildlife Trust of which there are 11 listed in Scotland alone, 5 in Wales and 27 in England listed in 'The Recreational Management Year Book 1975' and one wonders how many more there will be in the new handbook to be published later this year.

The landowner will no doubt be a member of the local tourist association and will take a part in influencing the development of tourism in his area along with bed and breakfast ladies, horse riding stables, hoteliers and self-catering and caravan park operators and other landowners.

The response of landowners to the growth of recreation demand is exemplified already with Abbotsford, namely the opening of stately homes, large houses and parks to the public and the numbers of those are now so great as to defy enumeration. Many new openings are made each year. It is interesting to reflect upon the manner in which landowners have seen it as their duty, or compelling self- interest, to entertain the growing public. Their responses show great diversity, from model railway layouts, to lions and elephants in the parks. The enclosure of wild creatures in manorial grounds is of course not new, there were many deer and other animal parks which had their hey-day in the 19th century. Many of these have disappeared without trace except for the name adhering to a field, such as the deer park and Indian cattle park.

There may have been some relevance in enclosing deer or exotic cattle at one time, but I wonder if importing, say, penguins into a specially constructed penguin pool next to an English rose garden or paddocking African lions in a Highland policy park really gets us anywhere in stabilising the economy of a rural community or estate in a sound way. I am inclined to the view that the safeguarding of exotic breeds of animals is best left to the zoological societies and other experts in the many fine zoos in the United Kingdom and that some other principles should underlie the exposure of the countryside of Britain to the general public and visitors from abroad.

Nonetheless, one has to admit that the public do flock in great numbers to see vintage car rallies, parachutists descending on the lawns and medieval knights, fiercely accoutred, galloping across the turf to win the favour of some suitably dressed medieval lass with a collection of scarves under her arm. As a countryman, one must welcome the creation of the Countryside Commission who I feel have exerted a modifying influence upon the development of countryside recreation facilities.

They have of course a very strong and persuasive argument and that is the right to approve cash grants toward the cost of providing developments.

Setting up an enterprise is one thing, operating it another. There are many moves towards integrating advertising and promotion (rover tickets), combining with coach and service bus companies. The random day visitor is expensive in staff and running costs. Group visits are more economical and a more positive and effective product can be presented to groups.

As we know, the initial capital for a development is only the start; income must meet revenue expenditure. The commercial leisure industry is involved in the development of recreational facilities mainly, in my experience, through the leadership of existing tourist and travel companies, circus proprietors, and leading horticultural firms. The major problem I have found has been that of achieving a satisfactory partnership between the landowner who has the resource of land, considerable understanding and sympathy with the countryside and the community of the countryside, and the entrepreneur who perhaps has some or none of these things, but has cash.

No entrepreneur will consider investing unless there is likely to be an acceptable return, this may be in the form of advertising, e.g. sponsorship. The landowner may invest to defend his capital assets, secure settlements, maintain good public relations, or get into the action in his area. If he does not consider public access to his property, someone else might. It must be said that in my experience there has been a marked improvement in public attitudes to landowners and farmers.

I am surprised to find how little cash has been brought into countryside developments in our times, apart from what the landowner can casually borrow or raise from selling part of his heritage or can obtain through the various agencies, grant aiding conservation and development work for countryside recreation.

If one looks at the value of even a modest rural property, worth perhaps from £2,000 to £3,000 per acre, and see what re-investment takes place, the result is often a very low re-investment in relation to the capital value.

Some blame lies at the door of landowners who may not appreciate the large collateral the lands represent, but it must also be said that the enormous growth in taxation of land, the complications that arise in safeguarding settlements of estates play large parts in inhibiting landowners from developing their lands quickly and effectively with sufficient cash. Since the creation of estate duty, the landowner has always been aware of the enormous importance of his own death, and this may well have diminished his assessment of the value of his own life. Many have wished that this incubus could be dispelled from the landowners mind and so free it to concentrate upon day-to-day management with his estate as working capital.

How refreshing it would be if the succession to estates and taxation upon death or transfer, could be much less than a main pre-occupation of the landowner during his lifetime. Present taxation leads the landowner to preserve and conserve what has been handed down to him with minimum loss rather than creatively to enhance it. A helpful factor in achieving greater resources to be employed, would be the greater involvement of commerce and industry in company, or partnership, with a landowner who could contribute his land as a major capital provision and still retain a say in the development. This should help to conserve the estate and the character that estates have contributed to the fascination of the British countryside.

This idea is implicit in the provisions for heritage property and charitable trusts, namely, to operate conservation and access through traditional family ownerships.

Charitable Trusts

Examples of charitable trusts set up on a private estates to provide, amongst other things, countryside recreation, are few in Scotland. There is, however, one example of a trust established to preserve buildings of artistic and historic merit, including contents, furniture, furnishings, paintings, objets d'Art, with educational objectives to arrange lectures, recitals, exhibitions and studies. The trustees have power to let part of the property, at open market rents, to members of the public including, of course, members of the family. The first trustees are appointed by the donor and they have power to appoint their successors. The advantages are relief of taxation, including Value Added Tax, and the preservation of the family house and grounds, and family paintings, etc. Disadvantages are, of course, loss of full control, and the complications inherent in running a trust, i.e. arranging and preparing meetings, taking minutes and obtaining decisions, although the trust deed allows for a small executive committee to act quickly.

(ii) The issues confronting each of the sectors and how they will respond in changing circumstances, for example to taxation, the national heritage fund etc.

Mention has already been made at length of the landowners preoccupation with taxation. Every new piece of legislation causes rethinking, delay in development and additional expense by proprietors in consulting experts on the interpretation and impact of the legislation and on the means by which the financial burden can be lessened. Tax planning is very expensive. It is unfortunate that so much taxation legislation appears to be so hasty that it has frequently to be changed almost immediately. Many of the laws purporting to tax excessive gains are in themselves inflationary. I would argue that the introduction of capital gains tax increased the price of development land. The eventual buyer pays the tax. The introduction of capital transfer tax immediately brought in its wake legislation intended to lessen its effect on different classes of tax payers. The classification of certain properties as heritage land means that special reliefs are available for land judged to be of outstanding scenic, historic or scientific interest, buildings of historic or architectural interest and land adjoining such buildings. The relief is given upon conditions of public access and preserving the

property. Such is the character of the British countryside that there must be very few properties for which a case could not be made out, and if the owner is willing to allow public access and preserve his property, (and the land is classed as national heritage), the land may be transferred to his donee on a no gain/no loss basis.

The National Heritage Act of 1980 should encourage landowners further to consider how they can benefit from the Memorial Fund and from classifications of their property or part of it as heritage property.

This is a stimulus to allow public access to properties including land of scenic, scientific or historic interest (including contents of houses).

Depending upon how the National Heritage Act, 1980, and the Finance Act, 1980, operate in practice, it is likely that landowners will look more closely at heritage classification as being preferable to a charitable trust, but this also depends upon family circumstances, whether there is a direct or suitable heir.

The commercial sector, like all British industry, is beset by many problems: high interest rates, staffing and labour problems and, on top, the fickle climate. There is still a public relations task in some areas to persuade public opinion and local authorities that tourism and recreational development in the countryside are worthwhile.

(iii) How landowners will respond to increasing public access of their land and their attempts to obtain economic returns.

Access by the public to private land means a concession by the private landowner, however large or small he might be, of some of his privacy. In return for this the landowner will look for some benefit. He will try to ensure that public access is well controlled and may obtain a secondary benefit by relieving public pressure on sensitive parts of the estate and diverting them to less sensitive parts. I know of one landowner, who for some time had to put up with the novelty of his dinner being observed through the windows of his dining-room by a small public gallery, and he had to re-route one of his walkways. The landowner must obtain the agreement of the Inland Revenue to the public access expenditure and income being treated under Schedule 'D'. He will hope that some of the expenditure that he would normally incur out of taxed will be subject to the relief of tax. It is reasonable to assume that if you allow public access to a lawn, the costs of mowing that lawn could be off-set against receipts of entrance to it. Attempts will be made to make a profit, but success depends mainly on location and the catchment of visitors thereto. Quite a modest enterprise in the south east of England is more likely to achieve an adequate number of visitors than such an enterprise in the West Highlands of Scotland. In Scotland, for example, occupancy in self-catering cottages has been calculated at 73% in one area and 5% in another in the month of April this year. The Borders' figure was 27%.

Opening times to be negotiated with the Inland Revenue and the grant-aiding agency must reflect the wide differences in profitability of the different months of the year. It must be in the Revenue's best

interest to avoid influencing anyone to open when commonsense shows that there is no possibility of breaking even. As the project develops opening times are, of course, reviewed.

Of course, a landowner thinking about introducing, or increasing, public access will consult the Countryside Commission, the Tourist Board, the Tourism Department of the local authority, as well as his accountant and his lawyer. More than anyone else, he will have to consult his own family and heirs, bearing in mind the tax savings the estate might make if the land can be classed as heritage land.

Landowners have been encouraged to respond positively to the increase of public access because tourism is said to be a growth industry unlike many other well established but contracting industries.

With the sharp reminders of bad summers in 1979 and 1980, inflation at 20% (and that of other countries from which our main overseas visitors come much less), a strong pound and very high bank rate, one has to be an optimist to see a future in tourism. I do, but we have to start again and reassess the provision and costs and charges.

I think a lot can be done to make the best use of existing facilities before striking out on novel capital projects. The United Kingdom must be one of the richest countries in the world, if not the richest in the resource that will be sought after in the future as eagerly as energy. The resource is recreational resource. What country has the archaeological, historical, architectural, cultural, and scenic riches of the United Kingdom? Some of our attention must be devoted to promoting and operating on a viable bases through existing resources rather than developing new ones which, of course, must fight for a share of the consumers. Presenting these riches in a form that can be grasped by visitors seems so far to have eluded us. The Scottish Wildlife Trust has over 50 reserves. I wonder how many members of the public know of the riches of countryside held by Trusts, agencies and government departments?

Active co-operation between landowners great and small and the agencies is desirable to avoid overprovision and to ensure a broad presentation to the visitors of an integrated living countryside open and welcoming to them. Packages and itineraries would help. There is a danger from the estate owners viewpoint of losing sight of what the private estate was, and is, a living, working, and probably harmonious, community, and seeking means to draw in visitors which means destroy or change the character of the estate.

(iv) The extent to which commercial leisure industry may develop in the countryside; the types of attraction that are likely to prove profitable.

Much more information on public demand is required to interest the commercial leisure industry. We have to discover what the public are prepared to pay for. It is unnecessary to emphasise that all access costs money in some form or another. Someone has to pay for it. It may be Government through local authorities or through Government supported

agencies. It may be through charitable bodies or it may be by the public on a charge basis, let us say PAYE - Pay as you enjoy. PAYE is the one type that will attract commercial companies and also the landowner, but as we have seen above, the landowner has a number of other matters to consider as well. I suspect that most of the commercial interests will be in accommodation based facilities either from hotels, self-catering, chalet developments or caravan parks, and it will be essential for those setting up from such bases to link the accommodation with activities of one kind or another such as fishing, nature study, walking, sailing, mountaineering or some other of the many leisure pursuits drawing the public to specific areas. The industry will seek to provide a package. In tourism and recreational development in my region the framework of tourism is a tripod of the Scottish Tourist Board, the Local Authority Tourism Division and the trade through the Borders Tourist Association. Each of these has, of course, permanent staff specialising in tourism development. In the recreational field, of course, the Countryside Commission for Scotland has to be brought in and sometimes both the Scottish Tourist Board and the Countryside Commission are involved, the first to grant aid catering facilities, and the second , the countryside engineering. The commercial leisure industry must work within the same framework.

(v) How the operations of charitable Trusts are likely to develop.

We have seen charitable Trusts have not, to date, been popular but there does seem to be a role for them when there is no suitable heir or when, for other reasons, the heritage classification cannot be obtained. The charitable Trusts, obtaining considerable tax advantages, may be in a better position to assist in public access where there is little chance of profit being made. The whole basis of the charitable Trust is, of course, public benefit, and the role of the Trust will be to put public benefit at higher priority than Trust profitability.

## Conclusions

I have indicated that in the United Kingdom our latent recreational resources are very great: our means to present these to the public are limited. Promotion should engage our minds as well as new provision.

It seems to me that more emphasis must be placed upon the "pay as you enjoy" method of funding and less upon central government taxation or local taxation.

Private sector initiatives are valuable, indeed essential, and are to be encouraged. These will be encouraged through Heritage classification, by the Memorial Fund and the special provisions for Charitable trusts. The Countryside Commissions should lead the way in stimulating the use of countryside recreation facilities by the public and visitors. The Commercial sector will only participate in the long term in financially viable projects but may provide occasional funds through sponsorships.

The tourist/countryside recreation season follows a very rigid pattern; we ignore it at our peril. Party bookings for 'shoulder' months and off-season use of recreational facilities within the United Kingdom are to be encouraged by the government agencies.

A.A. Oldfield (Water Space Amenity Commission)

I would like to take up the point made about the public relations of tourism, and its value. I think this is something which we can look at in the light of our theme "Making the most of limited resources". In the water industry I know that some of my colleagues do attend tourist workshops. What is, I think, significant about some of them is the opportunity to meet people who are promoting stately homes. I have been able to have a joint promotion where a coach or tour operator is pleased to try to get a party to visit more than one site, a stately home and also a reservoir. In that case, one is making the most of a limited resource, one is saving on the advertising and the promotional activity, and I feel that there is therefore some value in this co-operative system of marketing.

W.C. Neil (Convention of Scottish Local Authorities)

Has Mr. Bridges had any involvement with the Border Regional Education Authority, by way of organised visits to the facilities that he provides?

David Bridges (Lothian Estates)

Yes, we do. We have a good relationship with Jedburgh Grammar School. We have a class which has on its curriculum a weekly attendance at the Visitor Centre and they have a piece of ground nearby to plant trees, to clear scrub or to start a nursery. We also have an orienteering arrangement with Borders Region. All the woods are open to them, provided that we can clear it with the different departments on the estate, such as the game department and the forestry department.

W.C. Neil

My next point is do you receive any grants at all?

David Bridges

We receive no grants from the Education Department.

W.C. Neil

Have you made an approach?

David Bridges

We have not made an approach for a grant. At the moment, they pay. Anyone using the Visitor Centre pays the normal entrance fee. The school pays this, less 10%, and the use of the woodland is gratuitously given by the proprietor.

Roger Sidaway (Chairman of CRRAG)

One of the things that has come out very strongly in your paper is the value of setting out the limitations and constraints in the private sector. That is very appropriate at this point in the conference. One theme which underlies the developments in which you are involved is the

landowner's interest in conserving the natural resource. You also mention the problems of obtaining re-investment, and how the enterprise is very often undercapitalised. It seems that you are posing a dilemma. The landowner does not wish to go into partnership with the commercial sector, perhaps because of his desire to maintain the resource. He wishes to maintain his property in the way in which he has been accustomed, his family has been accustomed and his heir should be accustomed. But are the profit margins high enough for him to be able to achieve this objective on a low-key enterprise without bringing in commercial development?

David Bridges

Well, I suppose it is a chicken and egg situation, really, because unless there is sufficient evidence of a viable project, the commercial enterprise will not join in. As I mentioned, there is not really enough information about what the public demands or requires, and what the public are prepared to pay for. In our own Visitor Centre, we had very little idea as to what the public response might be. There was no source where we could to ask how many people we might expect to turn up, and how much they would be prepared to pay.

Roger Sidaway

So have you any other suggestion as to how the principle which you are enunciating as "Pay As You Enjoy" might be followed through for that kind of enterprise.

David Bridges

I think that, in general, my feeling is that the general public expect access to the countryside for nothing. No-one would deny that the countryside does belong to everyone. It is everyone's heritage. Nevertheless, it does require to be maintained, and the more public pressure there is on it, the more there are costs of maintenance. You require rangers, or you require people to maintain the footpaths, or you require someone with the knowledge to safeguard wildlife, and therefore whatever access there is, it costs something. Someone has to pay for it, and I feel, more and more, that the public should be asked to pay for it at the point of usage. Good facilities can draw in visitors from outside the area, but may be a drain on that region caused by outsiders taking advantage of facilities that are free. I think that there must be some case for saying that people should pay more, so that that revenue can go back to the local authority, or the private individual who created that access, so that he can use that cash to maintain it, and not require either local or central government funds.

Councillor Mark Andrew (West Yorkshire Metropolitan County Council)

I think that the speaker is quite right in making the point that we should be making better use of existing facilities rather than setting up new capital projects. You made reference to the exceptional resources that we have, and I should like to point out that as well as the man-made and natural resources, we should include the people. The people that one meets on holiday, and their dialect, are as much a resource as the architecture or the natural history of a region.

I was a bit worried by your commentthat, "presenting these riches in a form that cna be grasped by visitors seems so far to have eluded us." Why do you make that particular comment, because it seems, from what you have shown us, that you have achieved it. Are you worried that far too many people just come for a few hours or a day, and then move on somewhere else, and do not stay long enough to make the project financially viable?

David Bridges

If facilities are not properly promoted, then of course the public will not attend, and therefore there is a danger of setting up beautiful schemes which are not viable. I feel that we have not succeeded in promoting to the public, not only our own residents, but also visitors from abroad, a picture of an integrated countryside and countryside recreational activities. Most visitors, we find, are very badly primed as to what they can do and see in our area.

J.M. Fladmark (Countryside Commission for Scotland)

I would be interested to know whether Mr. Bridges is able to tell us anything about his own experience of the interaction between the private sector and the voluntary sector. Is the involvement of the public sector inhibiting the voluntary element, and does the same apply in the private sector?

David Bridges

I have not a great deal of experience of the voluntary sector. We have had help from the conservation volunteers in Newbattle, for instance, an area near Edinburgh where there is a fair amount of vandalism, litter and so forth. The conservation volunteers there have cleared the woodlands of litter, and we had an offer of assistance on our Derbyshire estate. I think there is a sound role for volunteers, for they are of the same mind as private proprietors and landlords on conservation; so , there is no reason at all why they should not co-operate very well.

W.C. McDermott (Mersey side County Council)

I would like to enquire about your views of agency involvement in your schemes, whether you are glad of the money, and of advice, or whether you would not rather have a tax advantage. One landowner told me that he could not afford delay, and that he could get more tax advantage by building a car park quickly rather than by waiting a year while everybody considers what to do. I am wondering whether you are genuinely interested in the money which agencies can offer, or whether you would rather go for a tax advantage.

David Bridges

As far as the two main agencies which we deal with, the Scottish Tourist Board and the Countryside Commission for Scotland, which have a great deal of knowledge collected over the years, we find that their advice is very helpful. Their money is also very helpful. There is certainly a problem of delay, because with inflation at 20%, if you do

something this year which costs £100,000 it will cost £120,000 next year. It is better to do it this year rather than wait for a grant. This problem of delay has been very forcibly put to the Scottish Tourist Board by us and other managers. The Countryside Commission for Scotland is much quicker in dealing with grant applications. Nevertheless, delay is a problem.

Andrew Neustein (Forestry Commission)

My question refers to the growth over the last decade or so of a different type of landowner, particularly in your region. I am thinking of the institutional funds and the investment groups. The chances are that the 1980s will see an expansion of these owners. How do you see the recreational role of the "absentee landlord", and I do hesitate to use the phrase, who cannot identify with the local community in quite the same way and has slightly different motives, slightly different fiscal arrangement as well, from the traditional landowner?

David Bridges

I think that is a danger, and a fear, that institutional landowners will not have the same concern or consideration for the local community as a longstanding landowner, although, of course, the National Trust is an exception. As far as the insurance companies are concerned, it is an extra-ordinary thing, but in my view, so great is the character of the countryside and that of the poeple who live in it, that there is a modifying influence on all these large institutional owners.

Councillor John Sully (West Yorkshire Metropolitan County Council)

Are you suggesting that a visitor going to Pen-y-Pas, at the foot of Snowdon, would find a little booth with a notice saying "£1. Wait for the appropriate guide to come down and take you" Meanwhile next door, he would be able to hire boots and an anorak if necessary. Is this the way you see an area like Snowdonia being managed, by having to pay for the guided tour?

David Bridges

Not to that extreme degree, but certainly along those general lines. It does cost money to provide access to the public, and somehow or other this has to be paid for. The general public should be given a better understanding of what the cost of access is, so that some means can be found of getting them to pay for it. Perhaps not all the cost, but at least some of it.

Miss L. Simpson (British Tourist Authority)

Can I come back to the question of finding out what visitors want? Is David Bridges aware of the wealth of research and information on the requirements of tourists and visitors? One of the roles of the tourist boards is to advise the developer on these matters, and we do have quite considerable of information on that topic.

David Bridges

In the case of our Visitor Centre we consulted the Scottish Tourist Board and the Countryside Commission for Scotland, but being such a

specialised and novel type of facility, there was no information that was absolutely apposite to that type of development. We went ahead, and I think that shows sufficient confidence in the agencies and in our own assessment. I think there has to be a very large element of faith about such decisions.

T. Costley (Scottish Tourist Board)

One point I must respond to is your complaint against the length of time which the Tourist Board takes. I think that four months is the current average time for processing applications, which does not seem too long to wait when you can take advantage of acknowledged expertise and a wealth of information.

David Bridges

You know very well that tourism is a seasonal business, therefore one has to spend money and receive a return very quickly, so that any investment has to be in time for the beginning of the next tourist season. For instance, if we had not had this ready in July, we would have lost about half the revenue for the whole year.

Mrs. M.D. Laverack (Countryside Commission)

I am going to make a point about taxation and its application in England and Wales. I do not think that this is different in Scotland, but if it is, my colleagues from the Countryside Commission for Scotland will soon put us right. I am referring to the end of page 10 of Mr. Bridges' paper, where he makes the statement, "Such is the character of the British countryside that there must be very few properties for which a case could not be made out,". This is a case for tax relief, "and if the owner is willing to allow public access and preserve his property the land may be transferred" on this beneficial basis. I am very sorry to dispel the slightly over-optimistic tone of that, but it is not the case. The very strong guidelines from the Treasury, are that only land which is assessed in terms of being nationally outstanding will qualify, and we are working to guidelines of not much more than 10% of the land surface of England and Wales.

David Bridges

Well, I would have thought that there is a possibility of having one's land assessed as heritage land. My point is this, that all over the United Kingdom, land is so steeped in history and in intrinsic beauty, that there are very few places that I would not have a go at making a case for as part of the national heritage. I do not see why my patch should be any less part of the national heritage than someone else's. This means that only 10% are going to achieve this, but even then it would not prevent me from trying.

Mrs. M.D. Laverack

I would support that, and if I were a factor or land agent, I would try it as well, but I would not like the impression to remain that this approval was pretty well automatic.

David Bridges

That is a timely intervention. I think the Inland Revenue would pull a very fine toothcomb over everything, but again it is a negotiable position, and I would have thought that one should not be prevented from attempting to have land classified as heritage land.

Mrs. M.D. Laverack

Speaking as an advisory agency to the Treasury, I can tell you that it is not our doing that restrictions are as tight as they are. I wish we could be more liberal.

David Bridges

I think there is a foot in the door, is there not?

T. Burrell (Peak Park Joint Planning Board)

Perhaps the Treasury's feet are hefty, too.

Rodney Corrie

It is a happy note on which to end, with all of us complaining about the Treasury.

# FUTURE PROSPECTS IN LEISURE

Geoffrey Morris

Director of Research
Matrix Corporate Affairs Consultants Ltd.

This will be a very brief overview. My objective is to provide a context for the discussion; to draw pictures of what the future might look like.

In 1979 we carried out a study on the "Future for Leisure to 1990". I must stress "for". We did not look at the future of leisure. Our aim was to see what the political, economic, social and technological climate would be like for the leisure industries. We wanted to identify the opportunities (and develop ways of taking best advantage of them) and constraints (and try to show how these might be reduced). I can later talk about the methods we used.

We found it necessary but very difficult to define leisure. It comprised, for the purposes of our study:

outdoor physical activities
indoor physical activities
social and voluntary activities
mental and cultural activities
home and garden activities
betting and gambling
watching sport
UK travel/outings/holidays
foreign holiday travel
commercial spare time activities
residual spare time activities (everything from mugging old ladies to lying in the garden).

There is no certainty about the future. We developed four alternatives and using well tried techniques established how probable each was. I will start with the less likely and end with the one that appeared most probable. I should remind you that the work was done in late 1978, early 1979.

The first alternative was thought to have a one in four chance. It is - as all are - a picture of the year 1990, looking at economic, political and social traits for Britain.

| | | |
|---|---|---|
| Economic | : | overheating of the economy and hyperinflation in 1982, economic collapse in 1983/4, just recovering by 1990. |
| Political | : | social democracy leading to dirigisme (like de Gaulle's France).<br>political anarchy leading to autocracy, 1990 and democratic forms of government. |
| Social | : | retreat into the home<br>less neighbourhood pride<br>teenage gang warfare in streets |

The second also one in four - and bearing many similarities to the most probable.

Economic : promised expansion turned sour (short term)
very sharp recession
protracted recovery to 1990

Political : laissez-faire government, then self -indulgent reliance on outside support (e.g. EEC)

Social : ineffectual reaction to bureacracy
demand for 'law and order' partially met
more women working - part time.

Now, the most optimistic with a ten in one chance

Economic : mild recession followed by
steady economic growth

Political : social democracy and
the corporate state

Social : small is beautiful
independence and corporatism
permissiveness and violence

The most probable with a two in five chance (and if combined with the first 1 mentioned, a somewhat gloomy scenario scoring 65%).

Economic : recession followed by low growth after 1984
gradual recovery by end of 80s

Political : consensus government through conservatism
laissez-faire to social democratic capitalism by 1990
(like West Germany)

Social : many material needs satisfied
demand for higher quality of life
increase in vandalism and crime.

What does this most probable picture of the future mean in a little more detail?

Political/economic

(a) The first government priority is to curb inflation.

(b) Employment suffers as a result

there is controlled underemployment
and with employment going over the 2 million, a 'cosmetic' levelling process.

(c) North Sea oil proceeds - however spent - will be beneficial

Britain nonetheless not much cheaper for overseas tourists
petrol price increases are not a major restraint for the motorist

(d) The fiscal climate favours the entrpreneur.

(e) The birth rate levels

(f) Work and leisure blur

there is more part time work
some will have two jobs ( in a few cases one unpleasant or dull and well paid, the other enjoyable and socially worthwhile and may be unpaid)
shorter working week/year/life
staggered hours - in work and leisure
more leisure time

Social

(a) Polarisation

consumerism co-existing with selfishness
puritanism/law and order at the same time as permissiveness
reaction against bigness wherever it appears

(b) Society

will be better educated
more vocal
tense and volatile
there will be a dynamic fringe
the emphasis will be on neighbourhood and the home
for the majority, lethargy at work will be mirrored by lethargy in leisure
there will be more family participation in the home and in leisure

(c) The North will catch up with the South

(d) Cities

polarisation between inner and outer rings

Let me briefly look at the implications of our picture of the future. Who will be the leisure seekers?

(a) Managers/professionals

the workaholics
who will demand the opportunity for exotic leisure (money no barrier - but short breaks)

(b) Manual workers lucky enough to be working

will be bored
will spend time in pubs and clubs, discos etc.

(c) The unemployed

the young, the ethnic minorities, the unskilled, the early retired
will spend time at the pubs, dogs, bingo and doing the odd job.
There will be a lot of violence

(d) Today's (1980) young will, as adults,

be cost conscious in their leisure pursuits
want exotic, unusual activities
have developed their own patterns of leisure

(e) Women

will want more participation in all decisions and activities
will exert more influence and stress status

Who will pay for leisure?

(a) The dole will act as a subsidy

(b) There will be a gradual redistribution of both wealth and income

(c) Disposable - and with it discretionary - personal income will be up by the late 1980s

(d) The greatest increase will be

the relatively well-off young
the middle-aged manual workers
some moonlighters

(e) Leisure is the last to be given up

In any picture of the future, the leisure industry survives.

The leisure industry itself will change

as leisure is seen as a necessary psychological help to meet social needs

as it becomes more participative. Self help will be common, but on those occasions when people are tired of doing it themselves, they will expect a high standard of personal service.

There will be no general labour shortage. People will have to work unsocial hours and there will be smaller staffs and more part timers. There will still be few industrial relations problems. Increasing use will be made of automated services. Training for leisure and marketing of leisure will improve. The finding of new good sites will be difficult. The rates of return will be lower but more stable.

The key characteristics of demand will be:

(a) Physical exercise whether indoor or outdoor. This will probably still not be met in full. Activities will need to involve moderate degree of challenge and mental effort.

(b) Meeting of basic needs

health
adventure and excitement
originality but not fads or crazes

Thus overall there is a need for both education in and for leisure as well as information.

The growth areas?

(a) There will be fewer what are now thought of as elitist activities

(b) Any facility will have to

be attractive
well run and effective
engender a feeling of being 'looked after'
cater for the family
meet social needs
provide for offpeak/lunch hour demand and for the youth

(c) Specifically, there will be a demand for:

DIY (but it will need to be 'natural' and real, not gimmicky)
electronic games
crafts activities
pets
leisure shopping
family eating out (quality fast food in unusual settings)
nostalgia
holidays which inclide an activity; which could be at home or overseas
high standards of comfort and service (this will come from the foreign visitor)

Probably most important of all will be the 'all in one aspect'. For example, sports facilities should offer catering not just for the participant but also for his/her family and friends.

# TRENDS AND PROSPECTS IN TOURISM

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## INTRODUCTION

These notes are written from the standpoint of suppliers of tourism facilities - country parks, national parks, historic houses - the bulk of whose revenue is drawn from visitors who are on holiday away from home or making day excursions from home. This broad definition (see point 2 below) will be relevant to nearly all countryside recreation interests. Visitors in this sense are distinguished from residents of areas in which facilities are sited.

## 1. GLOBAL VISITOR STATISTICS ARE IRRELEVANT

From the individual supplier's standpoint, statistics of total tourism movements are at best meaningless. At worst they may be totally misleading and, taken at face value, produce erroneous management decisions.

What matters for the supplier is an analysis and profile of visitors at site and area level on the basis of which it is possible to distinguish between growth segments (sectors of demand which are buoyant) and declining segments (sectors of demand in which demand is falling). Such analyses of visitors at site and area level are not usually available from national bodies such as the Countryside Commissions or Tourist Boards - they have to be undertaken by the suppliers themselves as part of their commitment to sound management practice.

For example, according to the Motor Agents Association, the UK car market declined in volume by 16% in the first 6 months of 1980 compared with 1979. But such a figure is only of academic interest to the suppliers. Mercedes and Toyota sales increased. Ford (UK) were down only 3%. Honda managed a 40% increase. British Leyland were down by 27% and Lancia by 58%. Such sales figures reflect consumer perceptions of product acceptability and value for money. There are many suppliers of countryside facilities who have recorded increases in tourist numbers in 1980.

Growth segments in tourism include short holidays - especially those of 1 - 3 nights based on inclusive prices for hotels. Self catering demand in countryside areas is still growing rapidly. Farm tourism has expanded. There has been great expansion in packaged holidays for motorists using voucher schemes for accommodation and followinf recommended itineraries. 40% of British holidays were of less than 4 nights duration in 1979 (BHTS). The growing demand for holidays and excursions by people over the age of 60 (1 in 4 of adults at present and increasing) is one of the more buoyant sectors of tourism markets at present. Group visits by schoolchildren to countryside facilities is another of the growth sectors.

Those suffering most from declining markets at the present time are in urban resort areas rather than in the countryside. Hotels in London are also suffering a serious fall in business from overseas markets but this probably reflects international price comparisons more than an underlying shift in demand.

Overall, on present indicators, there is no reason for excessive gloom about the market potential for visitor facilities which provide acceptable experiences (in consumer eyes) and value for money. There are ample growth prospects for well managed facilities despite current trends in tourist statistics.

## 2. DAY VISITS AND STAYING VISITORS

In 1970, CRRAG defined tourism as "travel away from the home environment in leisure time in order to discover and enjoy different environments and the facilities for recreation which they afford, and is defined to include a stay away from home of one night or more."

This statement has never been officially revised although it is not a definition which is recognised by tourist boards any where in the UK. It is moreover just a useful statistical convention that a particular category of visitors - those who stay overnight - have been singled out for the dubious distinction of the term 'tourists'. 'Tourist' has become a general term to cover visitors of all descriptions and, sadly, a term of popular abuse. In various forms misunderstanding of the word 'tourist' is reflected in most if not all the local authority planning documents which deal with visitor movements in Britain at the present time.

Day visitors (people not staying overnight) and staying visitors are, in most important ways, identical. they look the same in cars, use the same road space, need the same toilet facilities, are indistinguishable in appearance, etc. Holiday visitors spend more money on average and are easier to reach through marketing methods but are otherwise indistinguishable from day visitors as far as suppliers of countryside attractions and facilities are concerned.

The Tourism Society, formed in 1977 for people at professional level concerned with tourism, makes no arbitrary 24 hour distinction in its definition of tourism which reads as follows: "Tourism is deemed to include any activity concerned with the temporary short term movement of people to destinations outside the places where they normally live and work and their activities during the stay at these destinations."

The growth of day visits has never been adequately measured although all the indications point to growth in the last decade, (see Trends in Tourism and Recreation) especially in countryside visits. On the present inadequate evidence, there are probably in the order of 20 days per head (of the British population) spent on days away from home, of which about half are spent on holidays of one or more nights. It is high time that the generation of visitor movements were perceived as a total pheneomenon and measured as such. The implications for improved planning responses by local authorities and those supplying visitor attractions at the coast and in the countryside would be enormous. If significant substitution between day and staying visits occurs (as seems likely in the 1980s) failure to assess trends in both sectors of demand could produce inappropriate responses.

## 3. VISITORS SHIFT FROM URBAN DESTINATIONS TO COUNTRYSIDE SITES

One of the most interesting and in many ways alarming trends in the 1970s and prospects for the 1980s is a continuing shift of visitors (day and stay) away from traditional urban seaside resorts.

Of course there are no definitive national statistics to measure this shift but experience, common sense and the limited evidence of surveys such as SIRSEE, GHS, the National Survey of Countryside Recreation (NSCR) and resort studies commissioned by the English Tourist Board all point in the same direction. NSCR indicated that in 1977, 54% of day visits (summer) were to countryside destinations compared with 35% to seaside resorts. A study in 1967 would, in all probability, have shown a reversal of these proportions.

The problem for the 1980s and 1990s is that whilst urban destinations were purpose built to accept a high density, high frequency use by visitors, the countryside was not. Concrete and sand have a very high tolerance of use, grass and soil do not. Brighton, in the 1960s, could accommodate 6½ million day visits per annum (100,000 on peak days) with its 60 acres of beach space and 250 acres of foreshore, as well as its promenades and streets. The Peak District National Park was accommodating similar numbers of visitors in the late 1970s in an area of 350,000 acres.

The less attractive seaside resorts become for visitors, the greater the pressure will be on countryside alternatives. Evidence of the inability of most resort area local authorities to respond to their well documented problems and reverse or at least halt present trends, gives no grounds for optimism for the 1980s. Professor Stewart's gloomy diagnosis eaarlier in this conference is amply demonstrated in urban resort practice.

## 4. TOURISM IS A MARKET PHENOMENON

I stressed earlier that sales volume (for motor cars or tourist products) reflects consumer perceptions of product acceptability and value for money. This is true of demand for any marketable goods and services and much of tourism (and the market for day visits) is a market phenomenon. By that I mean: -

(i) a demand which has choices in terms of how it selects destinations in which to spend money - a market which is largely indifferent to destinations and decides on the basis of perceived attractions and value for money. Such decisions may change significantly over a period of 1 - 3 years.

(ii) a supply of competing attractions and facilities which, for the most part, have spare capacity which has to be sold in order to achieve profit or cover committed costs.

(iii) a price mechanism (however crude) which may be used to adjust demand to supply

(iv) a market in which operates an extensive array of marketing intermediaries.

In much of countryside sport and recreation, it appears to be a fairly common view that providers of recreational and visitor facilities

have a direct relationship with the people for whom such provision is made. Where provision for the residents of an area is concerned, this is certainly true. In much of tourism of the day and staying variety it is most certainly not true. The greater the distance travelled between home and visited destination, the greater the role for marketing intermediaries who greatly influence the choice of destinations. Not only the choice of destinations but also activity at destinations, the timing of visits and the sorts of people who visit, are also influenced.

In this connection the massive investment and involvement in tourism of commercial interests is, or should be, of particular concern to suppliers of attractions and facilities. Railways, airlines, shipping lines, hotels, coach operators, holiday camp operators, caterers, self catering concerns, tour operators and travel agencies (the list is not exhaustive) have a massive stake in promoting visitor movements. Their flexibility, innovation and capacity to adapt to changing market circumstances has a major influence on visitor flows. The intervention of marketing intermediaries is perhaps most obvious in relation to overseas visitors but an important trend of the 1970s and a prospect for the 1980s is the growing involvement of marketing intermediaries in British domestic tourism.

5. TO SUMMARISE ONE MAY VARY THE ORDER OF THE POINTS MADE AS FOLLOWS:

First, it is emphasised that 'tourism' covers day and staying visitors - they are aspects of the same social phenomenon of which the greater part is leisure time, travel and activity away from home.

Secondly, this overall movement is essentially a market phenomenon characterised by consumer choice, perceptions of product acceptability, competing suppliers with surplus capacity and the involvement of marketing intermediaries. In tourism there are no captive markets and no comfortable monopoly suppliers.

Thirdly, from the standpoint of suppliers to tourism markets, there is little, if any, value to be gained from a study of global statistics which in any case do not cover day visits - half the total market. There is a need to analyse market segments which, in most cases, may be measured only by site surveys of the type advocated for many years by the Countryside Commission.

Fourthly, growth markets exist, especially for countryside as opposed to urban destinations, but these are certain to vary according to location and change over time in accordance with consumers' perceptions and their willingness and ability to pay the costs (and profit where appropriate) incurred and expected by suppliers.

Finally, it follows from the points made that future research by CRRAG members can only be of benefit if it reflects their mutual interests in the total spectrum of visitor movements - day and stay. But this is not a suggestion for spending more money, for it is fair to speculate that the present costs of separate market research programmes are cumulatively as great as, if not greater than, the aggregate cost of co-operative efforts to measure day and staying visitors. If a combined research programme were initiated by CRRAG, the prospects for cost

contributions from other interested parties (commercial and public sector) must be considerable. After all, syndicated research is the obvious and cost effective basis onwhich all other major consumer markets are studied in developed countries throughout the world. Why is it taking so long to establish such research for visitor markets? Does not the institutional machinery exist in CRRAG? Is it not a declared objective of CRRAG "to foster co-operative research between member agencies and to identify priorities and areas for new research"?

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# TRENDS IN SPORT SINCE 1968

Michael Collins
Principal Research Officer, Sports Council

## THE 1970S

My object in this post dinner panel game is abstract, but with distinctly animal connections. Sport has been credited with being part of the so-called leisure boom: in outdoor sport, while there have been activities with rapid growth, overall increases in numerical participation have been modest. I believe much of the increase has been in increased intensity and frequency of sporting trips.

There has been some very rapid real growth however, as Table 7 in CCP 134 shows. This has been particularly marked in 'adventure' sports like water skiing, hang gliding and most recently board sailing. But traditional activities have also grown: in the decade since 1970 some 500,000 additional anglers have arrived, putting real pressures on some of our natural and man made inland waters. (National Angling Survey 1980).

In indoor sport, however, it has been different. Here a real increase has been registered. Ignoring darts, where a change in prompting procedure engenders false comparison between the figures in the General Household Survey results between 1973 and 1977, the following increases were registered:

(participating at least once in last month)

| | Men | Women |
|---|---|---|
| 1973 | 11% | 5% |
| 1977 | 23% | 10% |

(compare the figures in Table 5 of CCP 134)

It is significant that over this period there was a very marked growth in opportunities to play indoor sport so far as public purpose built facilities were concerned: of growth in public swimming pools to 850, an increase of 70%, and of indoor sports halls to 400. an increase of over 300%.

The availability of indoor dry sports on a pay-as-you-play basis has, I believe, begun to generate a new sports market: for the mobile, relatively affluent, skilled worker, and in some cases his wife and teenage children. They pick and choose their venue and activities, and may not come as regularly as committed club members. To that extent this market may be more whimsical and more difficult to hold than traditional ones. But I firmly believe that the growth in public facilities has created a new market from which the private sector can derive a benefit rather than complaining about the so-called competition. There will be people who wish to avoid some of the queuing and booking involved in public sector venues and who wish and are willing to pay for more lavish playing or social facilities: squash, golf, tennis and badminton are all examples.

THE FUTURE

Such forecasts as there are of either participation or spending see sport as one of the three fastest growing sub-sectors of leisure (together with holiday-making and TV/audio sales).

Veal (1979) extrapolates data from 1973 to 1991 and suggests that sport, both indoor and outdoor, might grow by 23%, with figures for individual sports ranging widely from a not surprising 59% growth for squash, 21% for swimming, and 7% for soccer, but perhaps a more dubious 37% for tennis. The Henley Centre for Forecasting (1976 - 1980) and Kinsman (1979) also show a considerable increase in spending in real terms:

| | 19738 | 1978-85 | |
|---|---|---|---|
| HCF | + 17.6 | + 31.0 | (including sports clothing) |
| Kinsman | + 9.4 | + 24.0 | (including sports clothing) |

This expenditure has been very unevenly spread socially however. Martin and Mason show that the top quarter of households in terms of income spend some 57% of the total money committed to sport (goods, admissions, and subscriptions), while the two lower quarters spend only 17% between them (HCF, 1980). Of course this is heavily weighted by expensive equipment (e.g. boats, golf) but they demonstrate the enormous scope for further democratisation of sport.

What will prevent or enhance this happening? The dip in the child population is already affecting participation in swimming, gymnastics and some martial arts. In the short term actions like cuts in bus services to pools, and large increases in the rents for public facilities for voluntary clubs will exacerbate this.

Some say that such growth will bring excessive pressures on natural or built resources. As far as countryside sports are concerned these pressures are concentrated in small areas and short spells of time, and can, I believe, be coped with mainly by proper planning and by management action, though more strategic and co-ordinated action is needed to make proper provision for motorised sports of all types. There is still considerable scope for more recreational use of many reservoirs, and some coasts and estuaries.

As far as man made facilities are concerned there is still much waste. With investment in drainage and better grass two thirds of our pitches could take more team games; many of our colleges and universities are grossly wasted in vacations, and much more community use could be made of most of our schools, as I believe a current DES survey will show. On top of this in all urban settlements there are church halls, social clubs, pubs and empty factories which,are unused or used by their owners/tenants for only a few hours a week. Management agreements could open these to wider use, and help to cover their maintenance and amortisation.

If there is any major block to a continued growth, it is much more likely to be in human resources. We know that in many sports growth or revival (as in tennis) is obstructed by a lack of trained and active

coaches and leaders. In many sports thousands of qualified coaches do not practise. So there is a major challenge: to produce and activate them: some new methods of animation may be needed to break through traditional social barriers, but the potential is there, and it would seem so is the buoyant impetus for growth.

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# FUTURE PROSPECTS IN THE COUNTRYSIDE

Robbie Stoakes

Senior Research Officer, Countryside Commission

## INTRODUCTION

The beginning of a new decade usually focuses people's attention on the future. While this is commendable, it makes sense to begin by looking back over the previous decade to examine just what has already happened – what were the main trends and events? The CCRAG paper, "Trends in Tourism and Recreation 1968 – 1978" (CCP 134) represents such an exercise. And, while it says little about future prospects and policies, this does not mean that CRRAG is advocating that everyone should slavishly follow trends. As someone once said, "Some people see the world and ask,'Why?', while others see the world as it could be and ask,'Why not?'" I want to confine my remarks to the first question, and would hope that the discussion which follows will address the second, and more important, question.

In looking at past trends I want to concentrate on overall patterns and influences. I will not say anything about trends in individual countryside recreation activities – mainly because the information available on individual activities is piecemeal. Owing to the disparate collection of activities, locations and managements which make up countryside recreation, there is bound to be variation around the general trend. Nevertheless, looking at overall patterns should enable us to identify the main influences in the medium term.

I stress the 'medium term' because the trend analysis conducted by CRRAG is most relevant to the next three to five years, when established patterns of behaviour can be more or less taken as given, and where the concern is to identify movements in them resulting from outside events. This approach must ignore the more important, but more complex case of the longer term, when present patterns of recreation behaviour can be expected to undergo fundamental changes.

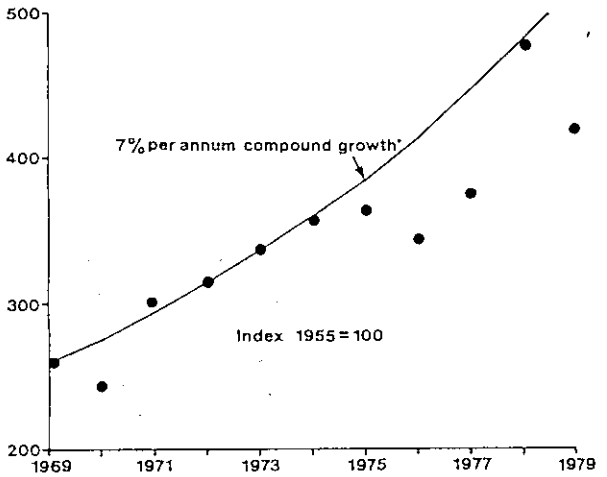
One of the main reasons for CRRAG looking at the past decade was to determine whether there had been a fundamental change in the pattern of demand in the 1970s. Alternatively, and more likely, we may simply have experienced some jolts to established patterns, which are re-established with their re-emergence when the temporary trend wears off. Let us examine the main events in the past decade for countryside recreation travel.

## COUNTRYSIDE RECREATION IN THE 1970S

The visitor figures to National Trust properties provide the most reliable and appropriate surrogate for trends in countryside recreation. While this data set is by no means perfect, it does serve to illustrate the overall pattern of growth in countryside recreation, which we argue is similar to that for all leisure travel (see CCP 134).

The five-fold increase in visits to National Trust properties between 1955 – 1979 represents a compound growth rate of 7%. But while the growth in absolute numbers of visitors was greater for the 1970s than

Figure 1
Visits to 45 National Trust properties




*Growth line is fitted to values from 1955 to 1979

Figure 2
Real cost of petrol
1978 prices

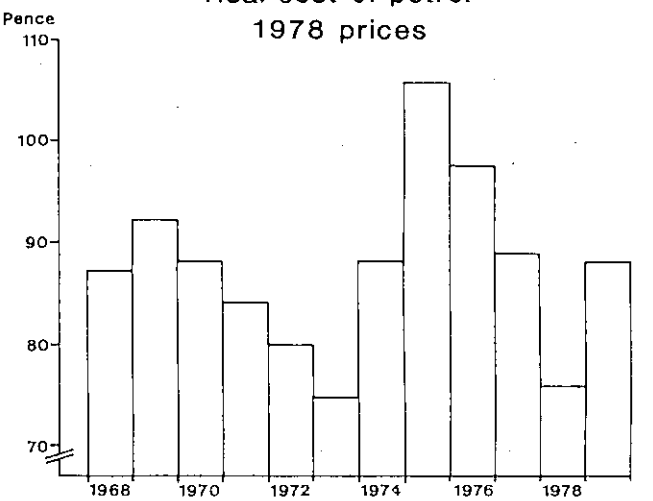



Figure 3
Percentage change in consumer expenditure

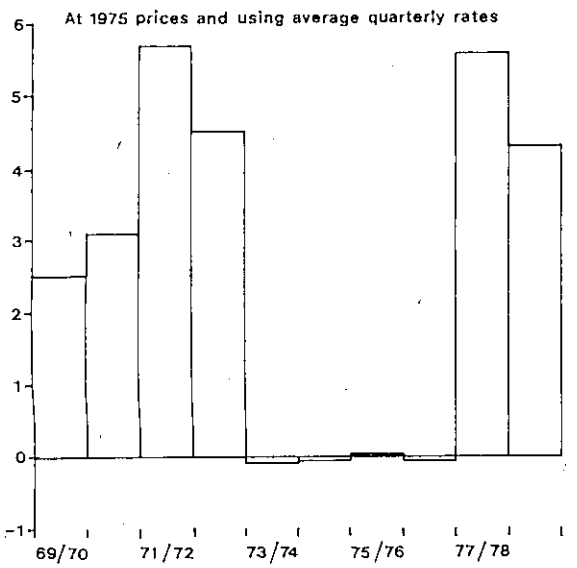
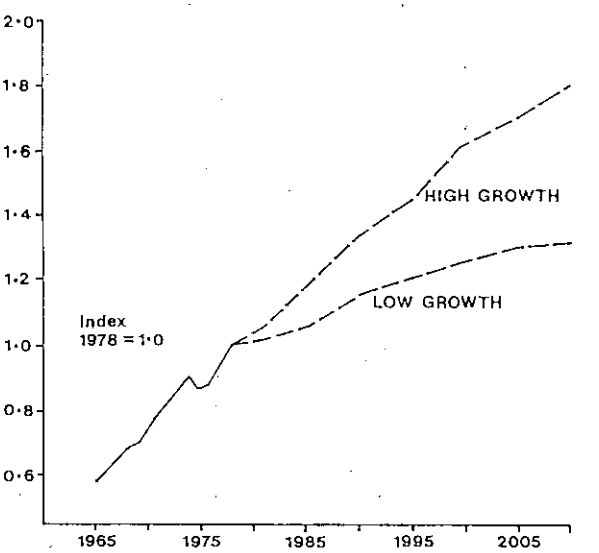



Figure 4
Vehicle kilometres



for the 1960s, the pattern of annual figures of the 1970s shows a period between 1973 and 1977 when there were significant deviations from the well-established trends (Figure 1).

During the years when visitor numbers were down, comments were heard of a significant shift in the pattern of demand; "people had changed their recreation habitats". But the figures for 1978 and 1979 showed a return to the previous trend – indicating that the shock to the system was temporary, and due to outside factors rather then a change in underlying recreation habits. Consequently the need was to identify what had caused the deviation from trend, and more importantly for the next few years, whether further major deviations were likely to occur.

So, why did countryside recreation experience a downturn in the middle to late 1970s? We are now all familiar with the 'oil crisis'. This not only played havoc with the price of petrol but also put the total economy under severe strain. In terms of petrol prices, the important measure is the real and relative price of petrol, not the current price paid at the pump. While the real price rose substantially in 1975 and 1976, it began to fall in 1977 and 1978 (Figure 2). It rose again in 1979 and 1980. The pattern, therefore, is one of fluctuation. What happened to changes in consumer expenditure? Following significant rises in the early 1970s (during the 'Barber Boom' years) the oil crisis wiped out any annual increase in expenditure, and even led to small reductions between 1973 and 1977. However, 1978 saw a climb back to prosperity with a 5% increase in consumer expenditure (Figure 3).

How did these economic changes affect countryside recreation? To understand this we have to separate out the two main market segments for countryside recreation, namely holiday trips and day trips (although the two are related in that up to 40% of holiday trips are with friends and relatives, staying in their homes).

From the Commission's 1977 National Survey of Countryside Recreation, we know that holiday-based trips form a significant component of all countryside trips (34%). Holidays in Britain being more expensive than day trips, have been much more sensitive to overall changes in the economy than day trips. In the last couple of years, changes in the exchange rate have made holidaying in Britain less attractive. So while the economy improved in these years and led to people taking more holidays, there was still less holiday-making at home.

Day trips from home, on the other hand, are a very cheap form of recreation, provided that those who want to do it already own a car. We also know, again from NSCR (1977), that over 55% of coutryside trips involve a round trip distance of less than 40 miles. This together with the fact that trips to the countryside take place on average only once a week in the summer period (and considerably less than that at other times of the year) suggests only a marginal increase in costs of travel resulting from substantially higher petrol prices. And, as we have seen, petrol prices have not been maintained in real terms.

Further evidence that the impact has been on day trips made while on holiday rather than those made from home is beginning to emerge from the Commission's 1980 National Survey of Countryside Recreation, which has been designed to provide directly comparable results with those of

1977. Holiday-making in 1980 is down on 1977, although the level has begun to increase through the summer season. Furthermore, day trip rates and their characteristics have remained very much the same, with distance travelled showing no discernible difference.

## THE NEXT FEW YEARS

How does our interpretation of Figure 1 help us to predict use of the countryside over the next few years? A lot will depend on the level of oil prices and on domestic economic policies, and on these issues anyone's guess is likely to prove wrong.

The main point to note is that OPEC say they are determined to maintain the real value of their oil in the 1980s by regulating production, with the aim of avoiding a fall in real price. The late 1970s, for example, saw recession in the western world leading to an oil glut and a price fall. Domestic policy is also likely to be very different with the reduction of inflation as the goal of policy, rather than output and employment, as it was in the 1970s. The indications are that economic growth will be even lower in the early 1980s. Consequently growth in consumer expenditure will also be low. The leisure forecaster's expectation of a boom in leisure expenditure in the 1980s might, therfore, have to wait a few years.

To gain some idea of the implication of forecasts of lower economic growth for recreation travel, we can briefly examine some forecasts prepared by the Department of Transport for all travel, of which all recreation and countryside trips form a part (Figure 4). Over the past 20 years car traffic grew at an annual average rate of 7% (compare this with the National Trust figure of 7% compound growth). The latest Department of Transport forecasts imply annual traffic growth rates of between 1.3% and 2.6% over the next 20 years. These much lower rates for all travel are likely also to mean that recreation travel will grow at a lower rate than in the past; but the important point is that, on historic trends, countryside trips are still likely to grow at a faster rate than all travel. While the future may be uncertain, with some prospect of gloom, countryside recreation does at least possess the characteristic of being something which people seem to want. It is not an activity which people give up as their real incomes decline.

The Commission's National Survey of 1977 established the popularity of countryside recreation. But, given the general forecasts and past trends, is there a danger of saturation? Here I do not mean saturation in terms of overuse of the countryside but in terms of a limit to the amount of countryside visits that people will take (you can have too much of a good thing). After all, the NSCR demonstrated that the average day visitor to the countryside made 4.2 trips per summer month in 1977 and the average holiday-maker 6.0 trips (which in itself was a poor summer). Behind these figures lies considerable scope for further increases in participation, for 5% of the population are responsible for 45% of day trips from home, and 20% of holiday-makers are responsible for 58% of countryside trips made on holiday. Also, approximately 50% of the population made no countryside trips in the previous month during the summer - and these people are not confined to the lower socio-economic groups.

## CONCLUSION

What can be said about the 1980s, based on the experience of the 1970s? It is clear that a future which involves people 'better off' and with more leisure time (to date reductions in work have been taken as extra holidays rather than as a much shorter working week) is one where countryside recreation will play an increasing part in people's lives. A future of lower economic growth is not likely to lead to significant reductions in countryside recreation, at least not for day trip making from home. A future of higher economic growth would afford an opportunity for increasing numbers of people to enjoy their recreation in the countryside.

T. Huxley (Deputy Director, Countryside Commission for Scotland)

Let us now open the discussion, and this is your opportunity to question and challenge what you have heard so far.

P.J. White (Dartmoor National Park)

I do not want to cast doubt on the basis of Robbie Stoakes' figures, but presumably the National Trust data is for properties where they charge, which are far from typical of the countryside on the whole.

R. Stoakes (Countryside Commission)

Yes, I accept that. In our latest omnibus survey* we found that only 26% of people who made trips to the countryside paid a car park charge or admission fee. But if there is a 7% compound growth at sites where people have to pay, that may mean that we are underestimating the overall growth rate for countryside recreation. Then again, you can say that these are the more attractive sites, so it balances out.

P.J. White

I raise the question because I can produce a set of figures for Dartmoor which show a very much lower growth rate over ten years.

R. Stoakes

I can believe that. I think that is part of the essential point that Victor Middleton was making, that there are different ways of segmenting the market either in terms of types of trip or the types of people who make them.

R. Blain (Lothian regional Council)

As most people are aware, the National Trusts are membership organisations. Is the 7% increase in the number of visits, the number of pounds over the counter, or the number of members? I am a member of the Scottish Trust so that if I go to England I go to more National Trust places where I can get in free now than I would have done ten years ago, simply because of the cost involved.

R. Stoakes

We looked at that in some considerable detail, and it is true to some extent, but I came up with a problem, the change in the number of paying visitors was more or less matched by the number of members

*National Survey of Countryside Recreation 1980 – 1984.

recorded at the sites. Whether this was because people recognised the value of becoming a National Trust member instead of paying the entrance fee every time is difficult to say.

Councillor J.M. Sully (West Yorkshire Metropolitan County Council)

The opening of the motorways was expected to mean that people would travel much further in the space of one day, and for instance it was felt that there would be saturation of the Lake District because people could travel straight up the M6. The implication of Robbie Stoakes' second piece of research is that people are not travelling so far, so that although the motorways are now open, one still has to look much more at the attractions within one's own area. I think that the petrol crisis probably contributed to the fact that the distances travelled are more or less the same as they were, rather than showing a great increase in visitors going to pressure points. However, we still need research on the use of pressure points on peak days.

I should now like to touch on the implications for local authorities, such as ours. West Yorkshire did establish a Calderdale Way, and is establishing a Leeds Country Way. My colleague at Leeds Polytechnic did some research on people walking on the Calderdale Way, and he found that many came who would not otherwise have been walking in that area, because of the publicity about the Calderdale Way. These Ways fulfil a need and it looks as though local authorities are going to have to provide this kind of attraction. I know local authorities are in a period of restraint at the moment, but I do not believe it will last forever. Employing countryside officers in local authorities is much cheaper than the interest on capital projects, and even in a time of restraint local authorities are going to have to consider employing more staff.

E. Ryan (Durham County Council)

One crucial factor seems to be the amount of available leisure time. Mr. Morris defined leisure as being everything except work and sleep. If we are all going to have to struggle to survive, with a shorter working week, with more holidays, but throwing ourselves into the do-it-yourself market with fewer services available because of less public expenditure, then is there really going to be such an increase in leisure time?

G. Morris (Matrix Corporate Affairs Consultants Ltd.)

If leisure is defined as non-regular-paid time, then surely the answer is yes, there will be much more leisure. When we come to sum up, I will show you that these were the areas in which it was thought that it would be used up.

V. Middleton (University of Surrey)

Could I just come in there? I may have been slightly misunderstood. I was talking about the volume of countryside day visits and the need to recognise it as part of a wider spectrum. I did not talk about value. There are two ways to measure value: one is the amount

per day that people spend. The evidence that we have so far from the different parts of the country suggests that day visitors do not spend very much per capita compared to holiday-makers . The other measure is how what they do spend influences the economy. These two are not the same. On that basis, they are rather more productive than many people have recognised, and I would have said that there was a great scope for seeing how it is possible to encourage people to spend a little more. However, we must remember how large a part of the total volume day visitors represent.

T. Huxley

There are a lot of providers here, and I wonder what a provider like Colin Bonsey, for instance, thinks of the scenarios which Geoffrey Morris presented to us?

C.C. Bonsey (Hampshire County Council)

Our evidence is that the steady climb which may be dipping from 15% per annum to 10% per annum. The amount people are spending remains pretty low, but perhaps this is because we are providing a cheap and unsophisticated form of recreation. I am unimpressed by future projections which are based on the assumption that recession means slight dip. We are now seeing factories closing, and I think we are about to see major changes.

T. Huxley

Andy Neustein, do the Forestry Commission expect to have clients wanting to use your recreation facilities in the next ten years?

S.A. Neustein (Forestry Commission)

The next ten years are easy, it is the next two or three which are difficult to forecast. Slight deviations from the trends seen in hindsight are one thing, but it is what is going to happen in the next eighteen months which is important. All the data which has been presented so far, stops short of the interesting last few months. The only thing I can say is that as far as I know this summer's recreational figures, so far as we keep them, do not seem to reflect the general gloom of this meeting.

M. Benton (Derbyshire County Council)

I would just like to underline what the last two speakers have said. The evidence that we have from countryside recreation facilities in Derbyshire is that, although there seemed to be a dip last year, the number of visitors who are using our established facilities and the new facilities that we have introduced this year, are both showing a very healthy increase. It is difficult to see how you tie in the trends in countryside recreation closely with the general economic situation.

M. Collins (Sports Council)

I would like to take contention with quite a lot of the points that have been made. You are talking about leisure time, and in all the

sectors you are talking about a minority of people doing things very frequently, and the majority doing them very little. The market potential, at the present level of interest, is enormous for all these activities. With the shifts in the economy at the moment some people may move out of certain activities, but there are enough people with buoyant incomes to replace those that move. Yet I believe we are moving into a period, over the next ten years, when the gap between the 'haves' and the 'have-nots' will become more marked. In sports expenditure, for example, the top quarter of the income bracket undertake 57% of the expenditure. The next quarter undertake 26% of the expenditure. Now you only need a small in frequency by that next quarter, or a small increase in that income bracket, to generate an enormous amount of expenditure, and leisure activities are fairly vital commitments in people's lives. They do not give them up easily, they give other things up. They can give up a lot of smoking and drinking, and make an enormous difference to the amount of leisure expenditure. We just do not have enough sensitive measures, and I do not think that the gloom and doom scenarios for the economy in general can just be applied to this sector by simple logic

R. Corrie

This is precisely the point I was going to make. The consequence of factory closure is some sort of severance payment. It does not bring immediate penury. On the other hand, it brings a certain psychological urge to pretend that things are as good as they used to be. The drop off in availability of funds for countryside recreation is going to be in the year after. There is no way, it seems to me, in which the examination of the past is really going to give us a reliable picture for the next two, three or four years.

T. Huxley

Bob Hall, are you going to tell us that you will have hordes of people using your canals in the next ten years?

R.K. Hall (British Waterways Board)

I am sure we are. It is a question of who. I think that the market segmentation is very important, particularly on the canals, where we have at one extreme the overseas tourist market coming to hire cruisers, and the other extreme where there is the person out for a day trip, or even a half-day trip walking along the local tow path. I think that it is very confused as to exactly what is going to happen, and the only thought that occurs to me is that it would be very interesting to see some research on different market segments. For example, how do unemployed people spend their time? Do they use more leisure or not? That is something we could take up, perhaps, tomorrow.

T. Huxley

Patrick Mellor, is East Lothian still going to have people walking along those lovely East Lothian dunes in the next ten years?

P. Mellor (East Lothian District Council)

Oh yes. Our experience is that when the economy declines and the

petrol goes up, we get more visitors than we used to before. People take shorter trips to get to places. They come from Edinburgh.

V. Middleton

There is a temtation to suppose that there is nothing between the providers and the market. Of course there is. British Airways have committed £2,500m pounds on new aeroplanes over the next three or four years. If you have that massive commitment, and that is only one carrier, then you are going to use all your initiative to persuade people to take tourist trips. Global forecasts never take account of the marketing effort which is used to persuade people to do things and to provide them with value for money. This cannot be built into forecasts, but it is probably the most powerful single influence in adapting, initiating and so forth.

Councillor M. Andrew (West Yorkshire)

The graph on countryside day trips shows quite a variation between the North and the South. Should we not be looking at the regional or local variations, and not looking too much at the overall picture?

R. Stoakes

For day trips, there is less regional variation than variation between conurbations and other areas. The 1977 survey, and the first quarter of the 1980 omnibus survey show that the South East, the West Midlands and the North West conurbations have much lower participation rates so it is really the accessibility of th countryside which is coming into play.

Miss. L. Simpson (British Toutist Authority)

The Hudson Research Institute of Europe have examined consumer spending over the last ten years or so, and have shown a marked change. Consumer spending has moved from the basic essentials like food and clothing to leisure and holidays. I think that is a very important trend to bear in mind, when we are talking about the future.

T. Huxley

All the providers seem to be saying that they are going to be in business for the next ten years, even if they are not quite certain as to the detailed nature of that business. Is anybody beginning to try to develop policies which they think will be attuned to living in hard times?

T. Burrell (Peak Park Joint Planning Board)

Well I am not entirely sure what we are worrying about, because we have established that the amount of leisure time is increasing, and may increase more because of the recession. We are establishing that the amount of money is less, so presumably they do simpler things.

R. Stoakes

There are really two elements: holiday makers and day trippers. We would argue that the recent trends would suggest that the holiday

market is more economically price-sensitive than that of the day trippers. The day trip market holds up quite well because, as you say, it is cheap.

T. Burrell

Surely the point is that if there is a recession with less money in the economy, less money is going to be spent on these things.

V. Middleton

The point is that there are substitutions. If there were people from British resorts here, they would be telling a very different story. It just happens that people are substituting the countryside for other things.

B.H. Flavell (Association of District Councils)

I happen to live and work in a resort which realises that the tourist economy is changing from the conventional fortnight family holiday based in one establishment, to a base for the tourist in the motor car whose holiday has reduced in length to less than a week. Most of the progressive District Councils are looking very hard at the situation, through surveys, either with or without the help of some of the agencies. Indeed, in my particular area, we have recently completed a comprehensive survey in which the prime question was whether tourism was an economic proposition from the town's point of view. Why? Because the residents in seaside resorts are asking why they should pay their rates to provide for the people who come and do not spend enough money. Yet, sadly, when the result of that survey show that the profit to the town is so many million pounds, nobody believes it.

The problem is that the conventional attractions which made the resort are no longer a novelty. The attractions which were used to keep people in the town amused (theatres, piers, promenades and gardens) have become so expensive, that it has become quite unreasonable that the local ratepayers should support them. Where do we go next? We are looking very hard at the private sector to see what they could introduce into the middle of a seaside resort which could help to rejuvenise it. No-one as yet has come up with any particularly friutful answers. It may be that you can introduce one wonderful attraction (you can be pretty certain it will be full of fruit machines and video games, because it will not pay otherwise) but one attraction is not going to pull in thousands of visitors to the resort.

T. Huxley

I am going to have to bring this discussion to an end, and ask the speakers for their summing up.

G. Morris

If I could show you the conclusions we drew from the most likely scenario, this might set market segmentation in perspective.

We tried to look at who is in the market for leisure, and what they are likely to want. I have already talked about seven groups: the workaholics, manual workers who are lucky enough to be in employment, the unemployed, the young, ethnic minorities, the unskilled and the early retired. The young, the sixteen and seventeen year olds, will be cost conscious, will nevertheless want exotic holidays and leisure, based on their own experience, and will develop their own patterns which will be different from today's. Women will want far more part in deciding how their leisure is spent.

We looked at whether they would pay for leisure. I would just point out that leisure is the last activity to be given up, and under any scenario, leisure survives moderately satisfactorily. The leisure industry meets a psychological need. There is going to be much more participation, that is while people want to help themselves at the same time they will demand personal service. In other words, if they mean a self-catering holiday, then whoever is providing the restaurant which is used occasionally must give the best service as well as food.

There will be no general labour shortage, provided people are willing to work unsocial hours and work part-time. Training and marketing are improving, but the finding of good new sites will be difficult, except possibly in some of the inner-city and tourist hungry areas. The leisure industry will offer lower but more stable rates of return.

We saw these areas as areas of growth: outdoor and indoor physical exercise, which has to provide some sort of challenge, and physical or mental effort. Any leisure actiity has to cater for basic needs such as health, the sense of adventure, excitement, and some originality. The basic characteristics of the successful leisure venture are that it will be individualistic, participative, something that is achievable, and involve working in small groups. There has to be education and information on how to use and where to use leisure. The growth areas: water sports, golf, angling, anything to do with fitness and health, indoor sports. Anything that is attractive, cost effective, well run, gives a feeling to the person of being 'looked after', something that is all-in-one, enabling him or her to enjoy him or herself in the context of the family, which provides a degree of sociability, and which also meets the needs of lunch hours and offpeak. There will be a demand for do-it-yourself, pets, electronic games and crafts. Leisure shopping will increase, and so will family dining out. The nostalgia industry will grow, and holidays will focus on activities. There will be a lot of second holidays which will tend to be self-catering, and a very small increase in the number of foreign visitors who will demand an increasingly high standard of service.

V. Middleton

First of all I should just like to make a general point that within Britain, we have been very good at developing green field sites for tourism over the last decade. On the other hand, nobody has found an answer to comprehensive redevelopment of urban resorts One would hope the issue of redevelopment would be looked at more comprehensively in the

1980s.

As far as research is concerned, I think there is a need, and people have been saying this for ten years and it has not happened, for a new form of measure which incorporates all elements of visitor participation ;day and staying visitors, sport, and the arts. The second element of examining the broad spectrum of leisure activities is to bring together some of the information on site surveys which have been carried out to fairly standard patterns for at least a decade, into an information system to collate and interpret visitor movement. CRRAG is the ideal medium whereby all the people here should combine to analyse the phenomenon for which they are responsible. If movement were made in that direction, one would better understand the segments, and the impact of different types of visitors during the 1980s.

M. Collins

There will continue to be a steady growth in outdoor activities. I am sure that most of the growth recorded in the last decades has been the growth of a fanatical minority taking part more frequently. I see no evidence of a widespread social widening of that market. It is possible that there could be, because the potential is very large.

In traditional urban sports, there could be far greater participation amongst certain social classes, particularly if, some of the existing resources are properly used, with some reinvestment, increased management and maintenance, which would not be enormously expensive. More could be done if some of the non-public sector facilities were opened up with enabling grants, but this does require some manpower and some money, so that neither of those are particularly popular recommendations at the moment.

In terms of indoor sport, I see nothing but an increase in demand. I do see more marked market segmentation between people who will and can pay, but I do feel that the great agonising which goes on about pricing of indoor sports facilities is mostly wholly futile. We are so far from being anywhere near a market threshold, that the agonising is just not worth the candle, politically or professionally. I am not advocating across the board increases. One has to concentrate on those areas where one wants to maintain the market and meanwhile protect certain deprived people, young and old people with fixed incomes for particular social reasons.

Finally, to turn to research, I see some areas where this growth in outdoor sport is going to put pressure on very scarce resources, particularly in multi-purpose water sites and some multi-purpose land sites. We do not have good management techniques, but the number of points at which that pressure compares with informal recreation and day trips is very limited and will continue to be so. There is much more need for studies of market segments. The implications of Victor Middleton's point, on the total spectrum of activities, are that we need much more regular, much larger and very much more costly surveys than any we have undertaken at the moment. The market segments that he wants are so numerous that none of the surveys we have already are anywhere near good enough. The technology is not there, and at the moment none of our masters in the agencies are countenancing enough money to do it properly. The only way we are going to get those surveys is if you, the consumers of them, want them and say so.

R. Stoakes

You have heard a great deal tonight about market segmentation, yet I am not sure whether we mean in terms of types of people, types of activity or the benefits sought. Certainly, in terms of countryside recreation, market segmentation is not something which is easy to measure and therefore it is not something which is easy to monitor. One can measure the socio-demographic characteristics of visitors (the significant factors tend to be the family group with a fairly high income and a car). On some well managed sites, the sensitive manager is making sure he has plenty of school parties, coachloads of old age pensioners are attracted to fill out the rest of the season. But can you segment the market in those terms? We are really at square one.

While the evidence of growth rates in the past suggests that there is a substantial case for countryside recreation, research does not seem to be very good at demonstrating that case relative to other forms of leisure activity and to other forms of public expenditure. We would like to see research to demonstrate the case, and meanwhile there is tremendous scope for extending the range of opportunities provided by the public sector.

Another research topic which I think we ought to consider is the question of measuring the benefits sought from countryside recreation. At the moment you cannot say what the output is from countryside recreation, all you can say is how much money you are spending on it, and there are so many visitors. As a result, recreation plays second fiddle to other land uses which produce tangible outputs. The case for recreation as a legitimate land use as against the so-called fundamental, basic land uses should be made more clearly.

In terms of the overall trends, I am trying to set the overall picture to show that the world is not that gloomy and that countryside recreation is doing rather well. I think it is your job in this conference to look at the world and ask what it could be like.

T. Huxley

It remains for me to thank our contributors from the panel on your behalf for having helped guide your thoughts this evening.

# PUBLIC INVESTMENT: THE USE OF MARKETING TO IMPROVE EFFICIENCY, INCREASE VISITOR USE, ENJOYMENT AND REVENUE.

Clive Gordon

Assistant Director of Leisure Services (Countryside)
Nottinghamshire County Council

"In our business, the customer is king." That was a slogan that we were given at the start of the Rufford Country Park Marketing Study by our consultants. It is a slogan, at least implicitly, if not explicitly, which is really the heart of what CRRAG has been doing over the conferences of the last few years. We have had a very close association both with CRRAG and with the Countryside Commission which has been very beneficial to us. We were involved in both the 1976 and 1977 conferences, and that is significant, in that it means that what I am trying to do today is to complete a cycle: a piece of thinking that started at a CRRAG conference in 1976, continued in 1977, became the Rufford Study and now comes back to the 1980 conference. Obviously, over all those years, we have had enormous help from the Countryside Commission, not just with grants, but with the exchange of ideas. I would like to think that this has been mutually beneficial.

I would like to do three things: present something of the background; say a little about what we have done arising out of the marketing study; enter some caveats, and give you an opinion on the wider applications.

I shall say very little about the background. I simply want to emphasise that Nottinghamshire County Council accepts the needs and the benefits of countryside recreation, but, at a time of low growth, when resources are scarce andit is difficult to ask for more capital money or more staff, we have been told to get the best out of limited resources. Essentially, what councillors mean is that they want more income and increased cost effectiveness.

The Rufford Marketing Study, as far as we were concerned, was a tool. It was not an end in itself, it was a tool to help us improve the way in which we managed and marketed our facilities in Nottinghamshire in a wider context. It helped helped us make changes in our organisation. It had wider implications, obviously, for the Countryside Commission. This means that I shall not be dwelling solely on the study, I shall be talking about the service as a whole.

The Rufford Marketing Study had a small paragraph which dealt with objectives. The previous objectives were not that naive, but certainly they did not express all that we were trying to do. One of the challenges was to write a set of aims and objectives for the service as a whole, and then for each country park. This is hard work, and it took us a couple of weeks of solid thinking by senior members of staff to say "What are we trying to do? What business are we in?" That is a very important exercise which concentrates minds.

Planning and implementation operate at two distinct levels: there is the County Council's policy, which is reflected in the rolling capital

programme which establishes new schemes and new developments; there are then the revenue and manpower budgets, by which the division operates. Every year both programme and budgets are revised, and reflect the shift in available resources. Within the division, the annual review is really our operational tool. It is produced each year to identify our targets and set our programmes for the following year. It is the principal policy directive by which we manage the division. It enables all the managers, middle management, supervisors and senior managers to keep within certain guidelines. It is not inflexible. Obviously circumstances change and so our work is modified during the year. We review our objectives each year and after starting in October 1979, the second review is due.

Ever since reorganisation in 1974, we have had a small sum of money for publicity (£1000 or £2000). During the first few years after reorganisation we produced posters encouraging people to use the country parks during the week. We produced a poster and a brochure of a more general nature, intended to generate traffic, particularly in the tourist market. Posters were displayed on cross-channel ferries, because of advice from the advertising aggents we employed at that time. Following the recommendations of the study, our promotional activites have expanded. This year we have a budget of £11,000 for promotion and publicity and we have a fulltime marketing officer within the division. During the year we have produced a general awareness poster, a general awareness bus sign "Visit Sherwood Forest", and regular newspaper advertising. We have a good press office which results in extremely good press and editorial coverage. You really can benefit from the press interest in local governmentif you use the mechanisms properly. On the whole, what we do is good news.

The Rufford Craft Centre was launched with its distinctive house style and packaging, with a poster, a brochure, teaser cards, and exhibition posters for each of the exhibitions. One direct result of our promotion and publicity, which has included the running of events in the country parks is that a bus company actually adapted one of its existing services to run a proper service to the Sherwood Forest Country Parks. Together with the Countryside Commission we have produced publicity, costing a few hundred pounds, for that bus service, which has been, on the whole, very successful. In addition, the company ran a bus service to our Farm Open Day, which was also in the Sherwood Forest area. It is encouraging that our effort has generated new thinking in a private enterprise.

Another effect of this promotional work is that every Sunday, by early afternoon, our country parks are full and have to be closed to latecomers. However, there is another influential factorwhich is the decision last winter by the County Council to withdraw its grant to the Clumber Park joint management committee. As a result the National Trust had to increase its car parking charge from 30p to 90p. Our country parks are free, and I think this is one of the factors which has ensured that we are full early on a Sunday.

I would now like to give a few estimates of usage, based mostly on observation. In 1970, the Sherwood Forest Study estimated that there were about 204,000 people visiting Sherwood Forest and Rufford Country Parks. This year we think use has increased to 500,000. In the whole of

the Sherwood Forest area, which includes Clumber, we think that figure has gone from about 900,000, in 1970, to about 2 million. Sherwood Forest is literally full on Sundays. We are beginning to experience high weekday use, particularly at Sherwood Forest Country Park and Visitor Centre. The peak is in July and August. We think this is because so many people are visiting relatives and friends in the area, and the Centre has become a place to take them. One indication is the daily receipts from the shop at Sherwood. The maximum takings on a Sunday, are about £600 and yet on a number of weekdays in July and August this year we took about £400 in the shop.

We are very keen to raise even more the weekday use of our parks and centres. We believe the key to such an operation is our approach to the tour operators and the schools, which is to increase their knowledge of our facilities. We need to attract more customers for art and craft goods at Rufford, bearing in mind that one of our objectives is that Rufford Country Park will be our 'cultural' country park, if I may be forgiven the use of the word. We also want to get more visits in the autumn and winter. We were very surprised, last winter, at the number of people who were visiting us in January, February, and March on Sundays. Next year we have a new interpretative display going into Sherwood, as the exhibition was destroyed in a fire last January.

Research and evaluation are at the heart of the marketing process. If you are not aware of what is going on, you cannot respond. It really falls into two main categories: project appraisal, at the start of a new project or development; and then monitoring, to keep on top of what is actually happening on a day to day basis in your parks. This can be done through surveys, (obviously we use all the national and regional data available) and then through site and visitor surveys, which one can undertake by oneself or jointly with other agencies like the Commission. The major development is the management information system.

What questions are at the heart of the information system? Are people using the guided walks? Are we achieving the sales turnover we have set ourselves? We also need to know how rangers spend their time on a patrol. We take so many things like that for granted. Did he speak to people? How many? What did he see going on? What was the purpose of the patrol, in the first place? If we are going to manage effectively and properly, we have to ask these questions; we cannot just take the answers for granted.

The next question concerns the sources, form and processing of the information. Monthly computer printouts, containing a lot of information on income and expenditure, can be developed to give a tremendous amount of detail through coding; cash till rolls in the shop tell you how many people bought, how much they spent, what they bought. If people spend a lot of money we can ask for their name and their interests, and we can invite them to private views of arts and crafts. We can get information from booking forms for organised parties, we can get information from traffic counters or foot pad counters in doorways; we can use ranger log sheets and patrol reports; the list is endless. They are all systems which we have at the moment, but we are still not using them to give us the best information for marketing and management. There is still some way to go.

Information is a tool to aid judgement. It does not provide answers. For example, this year we ran two events, the Robin Hood Fayre, and a goat show. At neither of them did we have quite as many people as we had hoped, they incurred a small loss, and they involved considerable organisation. It was the first time we had run events on that scale, and we found them extremely time consuming. The benefit, which cannot be measured, was that a large number of people at both those events thoroughly enjoyed them. Although they were very labour intensive, thousands of people enjoyed the shows, so should we, nevertheless, repeat them next year? The statistics alone tell us nothing, unless we are present to judge the other effects. One must constantly question, and take nothing for granted. All this information must go back into the annual review and be used in the process for adaption and development. This all sounds so obvious, and that is the essence of sensible, systematic decision making.

We have been very fortunate in that we have had some growth every year since reorganisation, although it has varied in its size. We have never been in the position where our budget suffered a real cut. We are attempting to raise money through the visitor's discretionary spending rather than through charging. In 1980/1981 we anticipate a turnover of £136,000 on our sales outlets. Our target for 1982/1983 will be £275,000, i.e. 55p per visitor, assuming that we still attract about 500,000 visitors. Then we will be making a clear net profit on our trading efforts, including every conceivable overhead. In practice, of course, many of those overheads will be covered in the budget, so we will have an operating, trading surplus of around £50,000 entering the budget which was not there in 1979.

Our members were prepared to introduce car parking charges but they were not prepared to introduce the parking controls on the public roads outside the parks. There may, however, be a charge for the new exhibition and the audio-visual programmes at the Sherwood Centre. This is still under debate.

I should like to put the marketing in context, as I have emphasised the management of two parks. We have a continuing programme of conservation work and interpretation. We are not just out to make money. Immediate priorities are the need for more areas for public access. As I have said, the existing Sherwood Forest sites are crowded. We do not anticipate much capital expenditure over the next few years, so we will be looking for more low key solutions, but we do not think it can be one or the other, we believe it has to be a 'mixed economy'. Low key solutions satisfy some needs, effective capital expenditure in the country parks satisfies others.

Other activities organised by the division this year include: fifty guided walks run by volunteers; a grant aid programme for interpretation; a grant-aided field officer for the British Trust for Conservation Volunteers; the development of a volunteer system at Cresswell Crags Visitor Centre; we have a research programme, both at Cresswell Crags and at Sherwood, looking into conservation aspects of archaeology and wild life, (in co-operation with the World Wildlife Fund, and at Sherwood with the British Arachnological Society). The marketing approach has, therefore, dominated our thinking in the last few years, together with the desire to increase our trading income. We think, however, that this approach will benefit all our activities and not just raising income.

As to whether the marketing approach has a wider application, I would simply ask a few questions. Can it be wrong to encourage a questioning management? Can it be wrong to set objectives and annual targets? Can it be wrong to ensure that people know what is being provided for them, and to set out to achieve your annual targets by promotion? Can it be wrong to develop a sound information system, and to improve our knowledge of the people we serve, and their response to the service we provide? Can it be wrong to do all these things as systematically as possible, and to assist our decision-making?

M. Taylor (National Park Officer, Lake District National Park)

May I start the questioning by asking whether you experience or anticipate any conflict, in promoting an area which is already so heavily used?

C. Gordon (Nottinghamshire County Council)

The short answer is that it depends on how you promote. Our objective now is not to increase the general awareness of the existing parks and facilities. It will be to try to spread use throughout the week and in the 'off-season', so that we can achieve a more cost effective use of these resources, because if they are not being used reasonably near the maximum throughout the period, they are not being used effectively. The main limitation is the size of the car parks: when they are full, the parks are closed to newcomers. If we have defined our capacity reasonably adeptly at the outset, then we should not experience overuse, and that probably means that we are safeguarding that resource.

V.T.C. Middleton (University of Surrey)

You seem to associate the notion of marketing and promotion with bringing in more people. However, the techniques of promotion, so-called, are capable of being used either to attract, or to some extent, to repel. The same approach is used with different objectives, whether you want to get more people to do something, or whether you want to get less people to do so. When the Government seeks to dissuade people from smoking, it uses straightforward promotional techniques, but uses the same process in reverse.

I agree with everything you said about annual targets, but you are presumably drawing a distinction between the overall objectives which may well take a fortnight's hard deliberation and perhaps be subject to annual review, and the targets, which presumably are not only annual but, in your case, a matter of weekly analysis. I would imagine that you spend far more time analysing performance in relation to targets, than perhaps your address suggested. Are you drawing a distinction between objectives and targets?

C. Gordon

Your assessment is absolutely right. Through the year one must constantly be asking whether targets are being achieved. The objectives are global and in a sense, fine words. That is why, once you have written them you do not keep going back to them. With regard to targets, that annual review paper is absolutely crucial - you have to refer to it constantly. For example, if we set ourselvers a target of £275,000 sales turnover in 1982/83, and if halfway through the year we are not achieving that then we have got to do something about it, either by promotion, changing the items we sell or whatever. It is necessary to be thinking all the time.

S. Reid (Strathclyde Country Park)

While I was listening to Mr. Gordon, I began to wonder, perhaps a little unfairly, whether we need a new Robin Hood in Nottinghamshire. I had the impression that elitism is developing in country parks, that many

people see them as middle class venues. This seems to be born out by Mr. Gordon's observations on Rufford as a 'cultural' park. Certainly, I know that elitism applies in a number of sports centres in the UK.

I wonder whether Mr. Gordon is really in business to create facilities and provide a service for people. In referring to an event he said that the question was asked, "Shall we do it again? The people enjoyed it, but there were problems for the staff." My reaction to that is, so what? You are paid to work for the people.

C. Gordon

I shall take the second point first. You are saying exactly what I thought I was saying. The objective is to serve the people. The point I was making was that you cannot judge only by the statistical evidence of the day: the financial return, the attendance figures, whether the event was very time consuming and possibly cost ineffective, in terms of the amount of time that went into it compared to the number of people who enjoyed themselves.

Those people are all going to go away and say, "I must watch out for the Robin Hood Fayre next year"; they will tell their neighbours about it, and next year it may be different story anyway.

M. Taylor

What about the suggestion that culture, whatever that is, is only for the middle classes, whoever they may be?

C. Gordon

The whole basis of our department has been quite opposite to that, and I would even go so far as to say that it is scurrilous to suggest that that is the case. Your suggestion simply is not true in our area, and you must remember that Sherwood Forest has 10 coal mines. You are talking about people who may be categorised into socio-economic group C, or D, but these are among the highest earners in the country. They want to buy: the number of people from the adjacent mining villages who come into the craft centre and buy expensive products is incredible.

J. Roberts (Terrestrial Environment Studies)

Is it scurrilous to ask about your ways of determining capacity? You said that when the car park was full, the park was considered full and closed. What happens if a busload of people arrives shortly after that?

C. Gordon

That is a fair comment. How do you measure capacity? The capacity of Rufford was defined initially on the basis that we thought it could take about 1,500 people in an afternoon. That was at a time when there were no facilities other than toilets in the park. With the opening of the Craft Centre, we think that probably the capacity of the park has been increased. We may well extend the car park during the course of the next few years. If you add 50 onto 1,500, during the course of the

day, quite honestly that is neither here nor there. We are probably turning away on a really hot Sunday, or Bank Holiday, as many people as get in, and that is adifferent thing altogether.

Councillor J.M. Sully (West Yorkshire Metropolitan Council)

I would be interested to know the total estimated cost of your country parks, and then how many volunteers you have and whether the staff in the country park are all full time. The fourth point is that you talk about the number of people going there. Are you attracting a large number of people because there are very limited resources south of the Trent in Nottinghamshire? Shouldn't you be looking south of the Trent because the parks are all concentrated in north Nottinghamshire, whereas the population is much more concentrated on the Trent?

C. Gordon

The net direct cost of Rufford and Sherwood was about £73,000. The cost per visit at Sherwood is 21.8p, and at Rufford 73p. Obviously, the aim is to bring that down.

On volunteers, we have had a very small volunteer service in Rufford and Sherwood, and a very large volunteer service at Cresswell. We are increasing the volunteer ranger service through the Youth and Community Service; aiming to develop a junior ranger service in the county and to increase the number of people who act as volunteers. We find that, on the whole, volunteers are unreliable doing key jobs.

As to north and south of Nottingham, there is, of course, now Collick Park, which is run by Nottingham City, immediately adjacent to the city. There are facilities there, and a lot of people south of Nottingham also go to Charnwood Forest in Leicestershire.

M. Benton (Derbyshire County Council)

You were saying that you were turning people away. I would be interested to know whether you know where they go, whether you care, and what you intend to do about it.

C. Gordon

The short answer to that is clearly there are now more people coming to Sherwood Forest than there is capacity in the existing sites. This was predicted in the Sherood Forest Study in 1970, and they recommended the development of new sites. The money is not there to develop those new sites at the moment, and there is a real danger that problems will arise in the area as a result. But this is only happening on Sundays, so it is really happening on 20 days of the year, and there is a lot to be done in making better use of those resources during the week.

M. Taylor

I am particularly impressed with the setting of aims and objectives providing they are not set on a shelf, and providing that you do review them. Thank you very much, Clive Gordon.

# THE PARTNERSHIP BETWEEN PUBLIC OWNERSHIP AND PRIVATE INVESTMENT: AN EXAMPLE FROM SHIPLEY COUNTRY PARK

Peter Kellard

Managing Director, KLF (UK) Ltd.

## SHIPLEY PARK SITE

In September 1978, representatives of Derbyshire County Council and KLF (UK) Limited met to discuss the potential of Shipley Country Park, situated some 10 miles from Nottingham and Derby and owned by the County Council. The 900 acre park was created by way of a major restoration programme undertaken by the National Coal Board on the site of their former open cast operations at Woodside Colliery. By 1976 the restored parkland, which includes a 32 acre lake, had matured sufficiently for Shipley Country Park to be formally open to the public. In the course of their negotiations with the N.C.B., the County Council agreed the overall policy for the Country Park which included provision for establishing a 'Leisure Development Area' of some 350 acres. The entire operation is seen as a creditable initiative when given superficial consideration. It is even more creditable when the history of the site is examined.

Coal mining had been carried out on the site since the early 18th century with the result that the area was, for over 250 years, a scene of industrial activity. When the deep mine operations were completed the N.C.B. Opencast Executive extracted 1.5 million tons of coal in the 3 years from 1970. Restoration work involved demolition of derelict colliery buildings, the filling of 30 disused pit shafts and removal of a colliery tip containing over 1 million tons of waste material. It is difficult to imagine the industrial character of the site when enjoying the freedom of beautiful parkland that is now Shipley Country Park. This then is the product of a constructive programme involving a Nationalised industry and Local Authority liaison which enjoyed the support of the Countryside Commission. A creditable story indeed.

## COUNTY COUNCIL POLICY

When Derbyshire County Council took effective ownership of the site in 1976 they sought to implement their policy for the 'Leisure Development Area' which was stated to: -

1. Cater for existing and anticipated leisure demands and to introduce new laiesure opportunities
2. Provide and manage leisure facilities in such a way as to maximise their potential for use by all sectors of the community, at all times of the day and year.
3. Safeguard the local environment

By so doing, the County Council were seeking to generate the productive development of facilities within the framework of amenity provision and economic activity stimulus.

THE JOINT VENTURE

Despite the fact that this provided an excellent opportunity for the private sector, it is true to say that early negotiations with a number of major UK leisure companies proved disappointing. The reasons are not difficult to understand. Many of the activities which the private sector operators have developed as their prime business were considered inappropriate for the particular site and a substantial proportion of the UK leisure industry consists of specialist operations.

The Shipley Park 'Leisure Development Area' is geared to the establishment of a corporate, multi-role facility providing a wide range of leisure and recreational amenities attracting a stable market of broad definition. It is true to say that very few operators in the UK at present have the expertise or the will to apply their resources to this type of challenge. Particularly when they are required to consider the essential aspirations of a local authority partner. For several years the negotiations proved fruitless until September 1978 when KLF met with the County Council to explore the possiblities of a Joint Venture operation. Confirmation of business opportunity was provided by the positive approach of the County Council and the market potential related to an attractive site with 17 million people living within day trip distance. It took a little over a year to finalise a mutually acceptable proposal that took into account the factors of prime attraction, operating stability, financial viability and the project management structure. The prime factor, however, was the ability of the KLF operation to develop a scheme that would include a number of passive and active leisure activities, supported by a range of complementary service facilities, within the scope of a corporate presentation. There are few organisations in the world capable of producing a viable package for corporate leisure projects.

In Britain particularly, such a project requires participation of a number of diverse commercial facilities and activities operating in a complementary manner with a theme of long term attraction. It needs, too, inbuilt flexibility that will enable the project to respond to changing public demands and market trends. As if this were not enough a corporate project must have the initial power to influence a market and create its own demand. If it cannot meet all of these criteria, a project may still have merit but it can only be considered a secondary attraction. Most leisure operations in Britain fall within this category. Evidence of this may be seen by examining the market response to attractions in Britain. I use the word attractions in its widest sense. The greatest visitor response is to the Tower of London and Windsor Castle with an estimated 3.5 millions annually to each. Few commercial operations, including the more important stately homes, claim more than 1 million visitors each year. This is primarily because there is a considerable range of interesting attractions and facilities in Britain, often grouped and inter-dependent. Day trip visitors tend to visit towns, areas or regions, where they may enjoy the freedom of spontaneous reponse with the certain knowledge that they will find something to satisfy them during their day out.

Corporate projects, on the other hand, may be described as 'Destination Attractions'. They are projects which people make a particular point of visiting, often travelling considerable distances to do so. corporate projects are as varied in character, both in terms of

financial structure and presentation, as are secondary scope attractions. Legoland in Denmark, Phantasialand in Germany, Disneyland in America and the Rose Gardens in Thailand are examples that prove the point. The Seattle Centre, Madurodam and Tivoli Gardens are further varied examples.

KLF ORGANISATION

In the early 1970s the KLF organisation developed certain leisure facilities which required a full feasibility, design and construction unit. In 1976, KLF completed the "Tucktonia" Best of Britain project for Chef and Brewer of the Grand Metropolitan Group. This project was awarded the British Tourist Authority commendation for "Outstanding Tourist Enterprise". BBC made a film of "Tucktonia" which was shown and repeated on the Nationwide programme.

As a direct result of the experience acquired in the design and construction of Tucktonia, KLF were able to build up a professional unit, involved in both operations and consultancy work, which has developed an entirely new concept for the design of theme parks.The strength of the concept is that it evolved after a programme of research, started in 1973, which included detailed analysis of projects and tourism markets in Europe, North America and the Far East. KLF has maintained a permanent presence in the United States since 1976 as part of a research programme which has cost over £250,000. The design, development and operating structure of a corporate leisure operation requires a detailed knowledge of the subject elements in both their individual and collective state.

An organisation which can translate a concept into a practical operation has to maintain an awareness of the scope of international operations, has to recognise market potential and be receptive to changes of presentation and demand. Therefore, it is a fundamental requirement that practical research is a continuing process. The KLF organisation has a total commitment to this policy and the merit of its work has been accorded international recognition. Indeed, KLF made a presentation at the British Embassy in Washington to the American association of Museums and the United states theme park industry which was demmed to be an important contribution to the philosophy of corporate project development. KLF was, therefore, able to apply the product of this experience to consideration of the 'Leisure Development Area' at Shipley Country Park. This expertise does not make an abstract theoretical contribution to project feasibility studies, it defines with absolute certainty that a project is viable as proposed or that it is not. The mechanics also exist within the system to adjust the scope of proposals that will take a marginal situation into the secure state of long term viability.

The basic elements of study essential to a documented financial feasibility are: –

i. Prime policy
ii Partnership potential
iii Market analysis
iv Active–passive leisure balance options
v Associated service facility options
vi Flexibility potential

A project evaluation then falls into 3 main categories: -

1. Preliminary study
2. Interim analysis
3. Documented proposal

The benefits of this system are: -

- First, it provides a fast, practical and economic instrument which the commissioning authority will use to make a decision
- Second, the cost of an abortive proposal can be minimised by the 3 stage evaluation procedure because the opportunity exists for 'cut off' at each of the stages
- Third, and this is most important, it enables a concept to be inextricably woven into the fabric of a sound practical banner, leaving the brilliance of the concept undimmed by often intimidating technical issues.

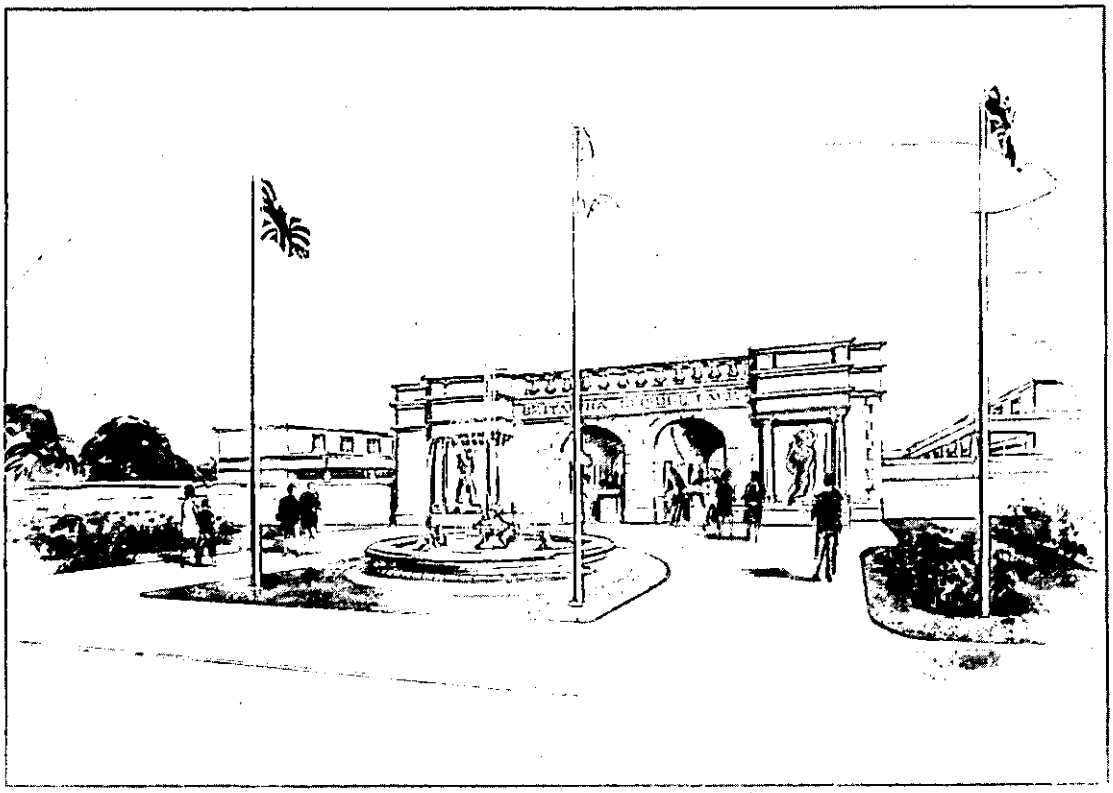
We all know examples of brilliant ideas, and not simply in leisure, that have foundered upon the rocks of prosaic consideration. The KLF method is to maintain the theme at all times as the prime element and by so doing protect the cultural integrity of a project. Financial and technical disciplines can flourish properly only on the stimulus of a concept and must therefore be considered as project servicing factors.

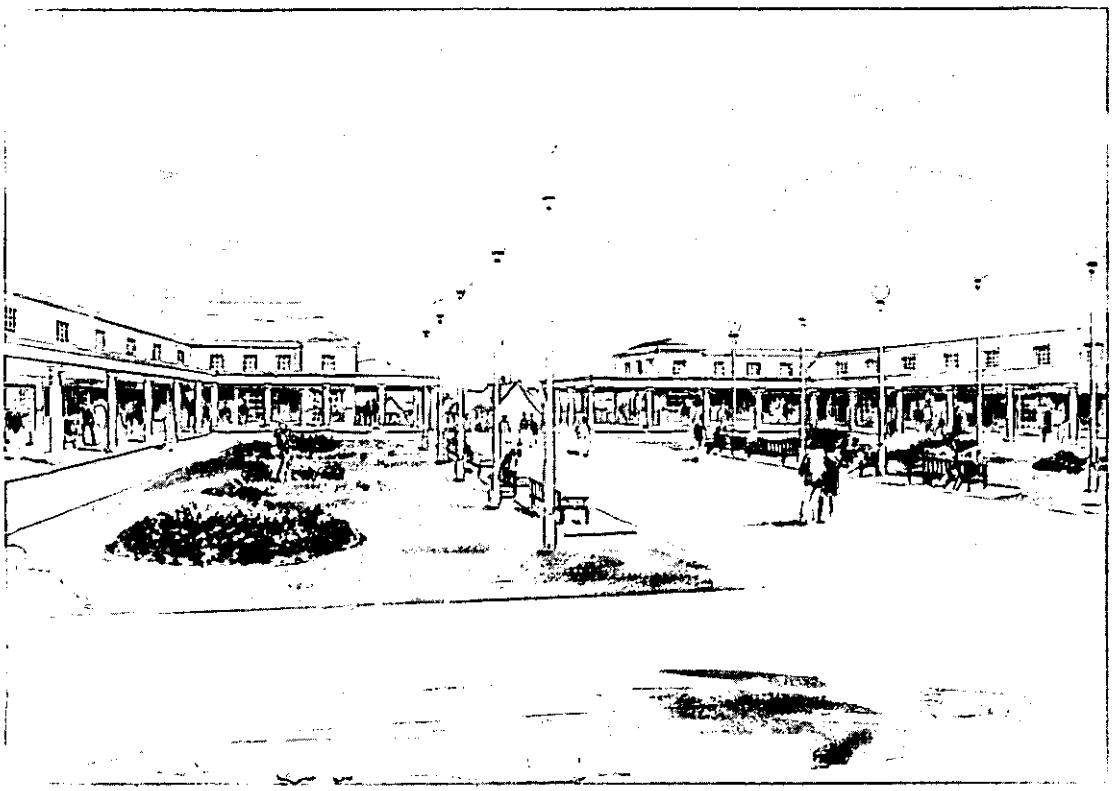
On the other hand, it is a fundamental fact of modern life that the decision to translate a concept into an operating fact is virtually always taken by a body of people with a financial or technical bias, bringing with it the 'Track Record' syndrome. New concepts by their very nature do not have track records. For this reason, the KLF method of corporate project evaluation is undoubtedly the way that leisure project feasibility studies will be made in the future. It is not enough to know what you want to do - you have to know how it can be done and you have to justify it.

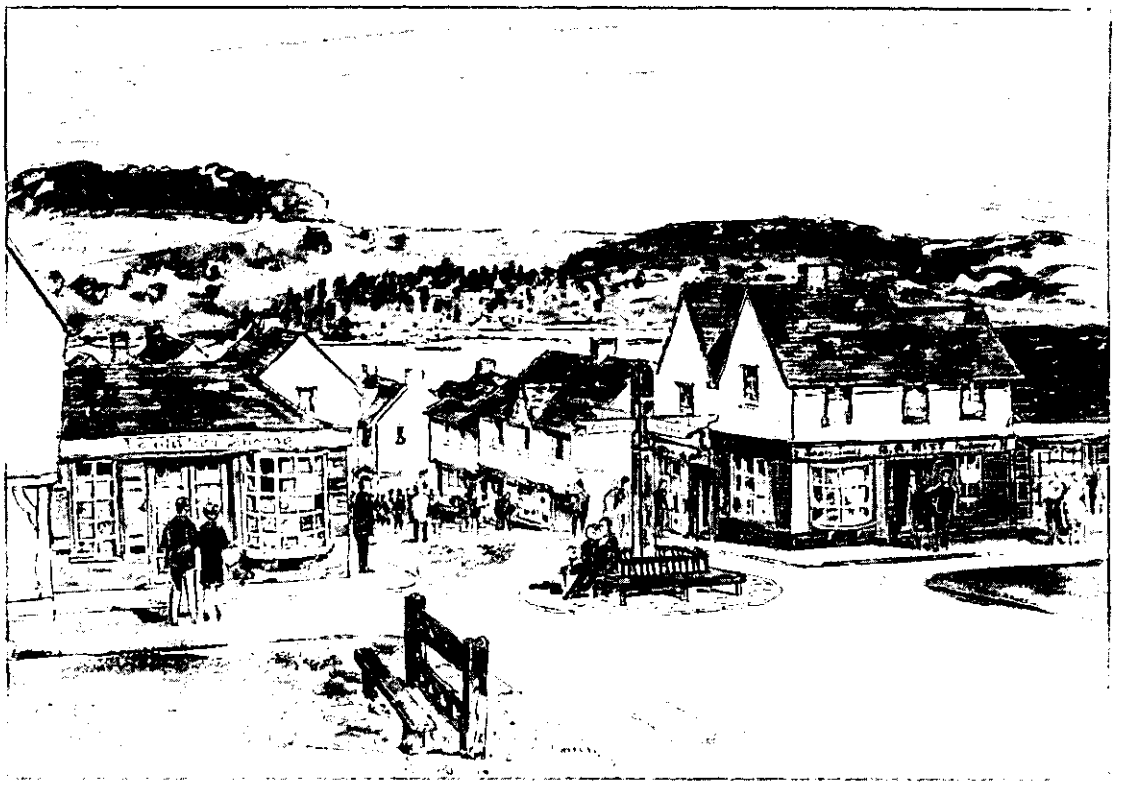
Derbyshire County Council knew, in general terms, what they wanted to do at Shipley Park, and by forming a Joint Venture with KLF they were able to acquire the expertise necessaray to transform their aspiration into a practical proposition. The 350 acre 'Leisure Developmetn Area' is being developed as the National tourist Centre in Great Britain. The site that once contributed to the energy resources of the nation is now being transformed to make a vital contribution to our leisure resources by way of a major project with a national theme. The project is Britannia Park.

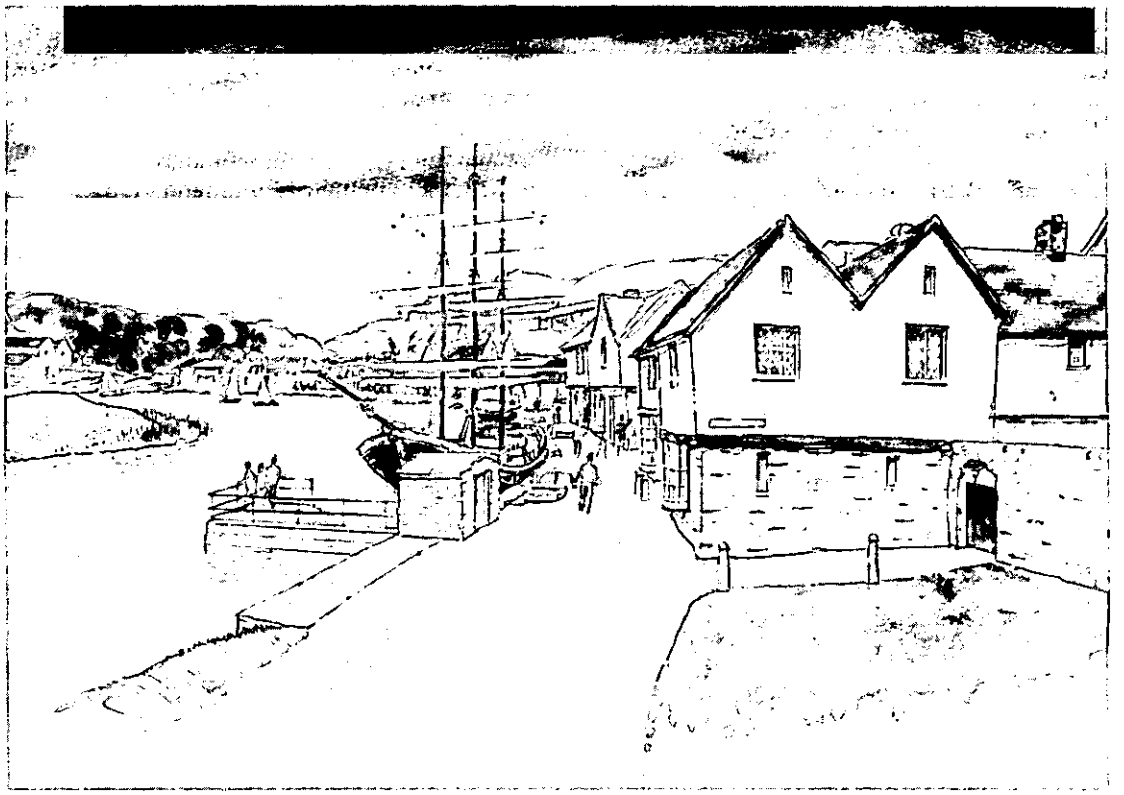
BRITANNIA PARK

There is no scheme presently operating in the world that may be directly compared with Britannia Park and it may therefore be assumed that the process of presenting an elemental and corporate viability study required of necessity plain, simple, proven data that could be readily assimilated. Without the KLF system of project evaluation, about which I will elaborate a little later, Britannia Park would probably not have been accepted by the participating authorities, institutions and business organisations. A major opportunity would thus have been lost, and the initiative for this scope of operation would probably have passed to an overseas organisation.









The alternative may otherwise have been the establishment of a number of fragmented secondary scope attractions and services, thus compromising the full potential of this superb site.

Britannia Park is the first genuine multi-role leisure facility to be developed in Britain. The prime productive enclosed area, which may be described as the themed park, is about 120 acres with a 32 acre lake forming the nucleus. There are 3 separate exhibitions (British Genius, Small World and Wonderland) linked by a themed crafts, shopping and services complex. In addition there is Adventureland, a themed family amusement area and an arena in which a series of programmes will be presented, which will include festivals, concerts, exhibitions, sports and a military tattoo. Accommodation is available in a Canadiana setting, with 100 high quality log cabins together with a traditional trading post service area which forms a very attractive lakeside environment that may be enjoyed by all visitors to the park. The central feature, and therefore a prime marketing element, of Britannia Park is "a permanent exhibition of British achievement highlighting historical development, the present and future trends. A panoramic view of Britain at its resourceful best". This, of course, is a quotation from the British Genius participation brochure.

However, the power of the exhibition, supported by a magnificent response from worthy institutions and nationalised and private sector business, which forms the springboard for the scope of Britannia Park, makes it worthwhile to use a further quotation from our project brochure. "An exhibition of British achievement will show an inspiring record of the contribution made by the British people to progress and development throughout the world". That, I suggest, indicates the status of Britannia Park as a major new element of the British leisure industry.

Having outlined the Theme Park sector, I now turn to the remainder of the 'Leisure Development Area', some 230 acres. In this sector the planning consent provides for golf, sports and equestrian centres, a touring caravan park and a 100 unit motel. The range of activities in the 'Leisure Development Area' combine to form a genuine corporate project within a Joint Venture operation. created by a public authority-private enterprise partnership.

The market potential of Britannia Park not only satisfies the project viability requirement, it also meets the respective needs of the County Council, KLF and participating organisations. The market elements are summarised as:-

Day visitor catchment area

Local return visitors

Domestic tourists

International tourists

Special events attendance

Accommodation/caravan park users

Taking the market and scope of Britannia Park it is clear that we have a corporate project of international status. Derbyshire County Council can show a positive return for their initiative. Britannia Park is an economic stimulus for the County, it creates employment and

provides a wide range of facilities for local people. In addition, the costs to the County Council of operating the Country Park, currently in the region of £175,000 a year, are offset by the income derived from the Joint Venture arrangement. Therefore, the Council can operate a Country Park and participate in a commercial operation which produces financial benefits for the County, without the need for operating subsidies. At this point it may be appropriate to refer briefly to the method developed by KLF for project evaluation, which we call the MPR system.

## MPR EVALUATION SYSTEM

This system links the concept to an elemental financial analysis. The result defines, with absolute clarity, the minimum productive requirement of each element that may be considered for inclusion in the corporate project. Phase I elements of the project will be selected by reviewing the priority rating and cost/product forecast of each element and deciding the appropriate blend for corporate presentation. This provides for a high initial market impact, essential to all projects, together with a schedule which enables elemental shortfall and future stimulus decision to be made with positive reasoning.

A major cause of operating stability problems in the leisure industry is that of responding to change, often precipitated by "where do we go from here" management. A real problem is caused by a non-productive facility in a period when it becomes necessary to commit a financial stimulus. This may be acceptable as part of a controlled plan, but it can become critical if it is a last ditch reaction. The MPR system is a method by which management control of corporate projects will generate and maintain a climate of business stability, thus allowing the project to follow its fundamental purpose without impediment. This purpose should be to generate, or respond to, a market demand and present a consistently high standard of operation. These complementary aspirations will be achieved by using the MPR system.

## PUBLIC - PRIVATE SECTOR JOINT PROJECTS

A leisure project is simply an amalgam of resources fused by a concept and the quality of an operation is determined by the relevance of the concept and the expertise accorded to the resource structure. Dealing with the principle of Public - Private sector joint projects, one has to take into account the wide range of opportunities provided by the Public Sector because of the land and property resources with leisure potential that could be constructively enhanced by the stimulus of Private Sector participation. Provision of Urban recreation facilities, for example, provide enormous opportunities within the context of urban redevelopment policies. Britannia Park has evolved from the will of Derbyshire County Council to maximise the potential of their site and their commitment of the resources once the documented proposals of KLF had been examined and endorsed. That is the positive side of the Joint Venture picture.

Conversely, if a proposal is not accorded genuine will, expertise and integrity by the respective parties, a great deal of time and effort may be expended without the production of a successful conclusion. The first rule of Joint Ventures is that the goal must be identified as early as possible, the fundamental requirements examined and the constraints identified. Having done that, the merit of a proposal is clearly established. The quality of expertise available will then determine whether the Joint Venture may progress from the initial stage to fruition.

At this point it is interesting to refer to the view of John Crompton of Texas A & M University when, in 1977, he concluded that a corporate project of theme park status would be a difficult proposition in the UK. High on the list of constraints, as he saw them, were management expertise and, by referring to the poor record of American architects in dealing with the complexities of theme park detail, the inexperience of UK architects in this form of project. To some degree he had a point, in that the management and design skills required for a corporate project are forged on the anvil of a costly learning programme and honed on the whetstone of experience. Having been through the process, KLF know there is no other way.

John Crompton went on to state the biggest of all constraints, and here I quote:

> "The problem confronting any organisation which elects to be the first to develop a theme park or any other new product, is that of educating the financial backer...."
>
> "Until Disneyland was developed in 1955 there was no theme park in the United States. At that time the financial institutions and entertainment world were both fairly unanimous in their concensus that the concept could not generate sufficient income

The fact that Disney clearly proved the assumption wrong matters not: the principle of doubt will, for a long time, apply to major projects in the UK with the exception of those that are set upon a solid foundation with a clear evaluation which defines exactly how the proposal will work.

Apply expertise to the solid foundation of Public - Private Sector Joint Ventures and important business opportunities are created for the leisure industry which, in turn, provides local authorities with a vital instrument for developing their leisure facility programmes. Britannia Park is a classic example.

T. Huxley (Deputy Director, Countryside Commission for Scotland)

Yesterday Mr. Bridges referred to penguin pools next to an English rose garden, and whether this could be helpful in stabilising the economy of a rural community. He welcomed the existence of the Countryside Commission as a mollifying influence on developments in the countryside. I wonder if Mr. Kellard would tell us what he sees as the philosophical relationship between the bogus kind of environment that he is going to be creating, and which concerns a lot of people at this conference.

P. Kellard (Managing Director, KLF (UK) Ltd.)

There was a British Genius Exhibition in 1977, which was sponsored by John Player, and was held in Battersea Park. Approximately 1m visitors went through this exhibition. Two things happened there: it generated a high market response, and established the principle of putting before the nation evidence of British genius. We have adopted the British genius idea, and that is our prime marketing factor. The buildings house a variety of servicing outlets which you would require in country parks, for example Rufford has a servicing outlet, a shop. The prime marketing factor that I put to you is that we took the British Genius Exhibition as the fundamental core of Britannia Park. I do not consider that it is bogus at all. To make Britannia Park authentic we had to go to the Royal Mint, the BBC, British Aerospace, Rolls Royce and British Petroleum to get real evidence which was fundamental to our way of life. Our brochure reads, "... the central feature of Britannia Park is British Genius, a permanent exhibition of British achievement highlighting historical development, the present and future trend. A panoramic view of Britain at its resourceful best." I suggest that that is something which this country really needs because we are the most underplayed country in Europe, and the most misunderstood in the world and we are the least capable of presenting ourselves in the proper way.

C.C. Bonsey (Hampshire County Council)

Could you widen your description to show what Derbyshire County Council are doing beside you, and whether they are significant part of the picture or not?

P. Kellard

It is a 900 acre park, open to the public. The County Council has to subsidise the operation to the tune of about £175,000 a year. This will be stopped the day the park starts to operate commercially; in fact they will have an income. the County Council are putting in the prime infra-structures, costing them approximately £1m; the regrading programme by the Coal Board cost between £6,000 and £7,000; and the remainder of the development capital is being provided by our company in collusion with our participating organisations. After the park opens it is leased to our company and a proportion of the profits of the operation then go to the County Council. They carry on separately with their own responsibilities for the 600 acres of their existing country park.

C.C. Bonsey

What is going to happen to that 600 acres? Is it going to have any relevance to your development?

P. Kellard

It is operating as a country park with approximately 175,000 people using it at present.

M. Taylor (National Park Officer, Lake District National Park)

Are you saying that grass and trees have been planted, a car park provided, that it is just an area where people go and knock a ball about and have a picnic?

P. Kellard

Yes, that is what it is.

C. Gordon (Nottinghamshire County Coucil)

It seems that one of the key elements of theme parks around the world is the 'ride'. That is where a great deal of money is made, but it does not seem to appear in the scheme you have prepared.

P. Kellard

The 'rides' used to be the prime element of any theme park. But 'rides' cost a lot of money to maintain and to operate, and people have a very limited use of them : about 90 seconds, in the course of their day's visit to a park. The 'ride' has gone and we are now coming to a different situation, which can be illustrated by the Disney operation. In 1955, when Disneyland was opened, the idea was to take people into a world of fantasy, take them out of their normal day to day environment and give them a totally new experience. This original concept was followed by the other park operators, less successfully, in the United States. In the last two years Disneyland have developed a system called Epcot, which is a future living situation, together with the World Showcase. Originally the idea was that governments of the world would factually put before the American people what their country is all about.

It is going to take time to get away from fantasy. When people go out, they want to go to a peaceful environment, or they want to be educated, but they do not want to go back home less happy than when they went out in the morning. It is up to us all to meet that need.

Councillor Mark Andrew (West Yorkshire Metropolitan County Council)

What effect will your proposals have on the local economy? How many people will be employed, either part time or full time? Will it have an effect on local trade? Will efforts be made to purchase through local suppliers?

P. Kellard

Half of the shops in the theme park have been let to local businesses. We think that when the project is totally mature, after five years, there will be some 200 full time jobs in the park. Initially we are estimating some 50 full time jobs and 100 part time jobs.

There is one point which I think I should make, as many of you represent local authorities and might find it interesting. There is one

project in Holland called Madurodam. This was a four acre site just outside Scheveningen, near the Hague. It is model form, so that people can go round and see Holland in a very short time. In 1952, 650,000 people went through the gate; in 1972, the figure was 1.23 million. The average for 1952 - 1979 has been over 1 million visitors a year. If we then look at the prime visitor areas in this country, the New Forest, the Lake District and the Peak District, and places such as Windsor Castle or the Tower of London, they have 3.5 million visitors a year. Yet this tiny project in Holland generates an average of over one million visitors a year, and this proves what intensive management and marketing can do.

W.G. McDermott (Merseyside County Council)

How secure do you think the future of theme parks will be? Will they go the way of bowling alleys and other crazes which one finds in America?

P. Kellard

A theme park will take 20 years to repay you capital investment. It is therefore a long term proposition. It can be assumed that if a project is totally commercial and has no cultural connotations it has no long term future, just as bowling alleys died out in Britain.

Williamsburg, Virginia, illustrates the point I am making. Williamsburg is a re-creation of the first major British town in the North American continent. The Rockefeller Foundation financed its reconstruction as a colonial town. Williamsburg will still be around long after the bowling alleys and skateboard parks have disappeared.

T. Burrell (Peak Park Joint Planning Board)

There is a difference though, because Williamsburg had money put into it as an exercise for wealthy gentlemen, and not for immediate return.

P. Kellard

Williamsburg represents the cultural base of the American nation. That is what a theme park should do, and that is why the British Genius Exhibition is the fundamental part of Britannia Park.

W.G. McDermott

It is in an historic setting, is it not?

M. Taylor

I think you are being accused of creating something which is artificial and comparing it with Williamsburg.

P. Kellard

If you present something to the public, it has to be authentic, because otherwise it will not last, because people will dismiss it and not return. The fundamental success of any major project, let alone a theme park project, is the number of return visitors you can generate. If we

are seeking to recreate something, such as Britain in a crystallised setting, it does not matter where it is situated as long as the presentation is authentic. The Science Museum had to be assured that by rotating their exhibits at this British Genius Exhibition in Britannia Park, its presentation could be considered authentic. We are presenting that authenticity, in this so-called 'pseudo' situation, and the Science Museum and the Royal Mint are taking advantage of it. The authenticity is absolute.

T. Burrell

I would just like to say that this does not necessarily follow. If one goes to Cherokee in the States, one will discover that phoney Red Indians are much more popular than real ones.

# LOW-KEY SOLUTIONS: THE CONTRIBUTION OF COUNTRYSIDE MANAGEMENT THE HERTFORDSHIRE EXPERIENCE

Geoffrey Steeley

County Planning Officer, Hertfordshire County Council

## INTRODUCTION

The countryside should be opened up as a playground for townspeople. It would be easy to dismiss this approach to countryside recreation provision as unrealistic on the grounds that it underestimates the severity of conflicts in the countryside and the difficulties it could create for farmers, landowners and local residents. It is, however, no more extreme than placing large areas of countryside 'out of bounds' to people.

## REGIONAL CONTEXT

Hertfordshire is vulnerable to both these extremes, lying as it does in the Green Belt immediately north of London. Green Belt controls operate throughout most of the County, although only the southern parts and the major radial route corridors are covered by the Metropolitan Green Belt. The Standing Conference on London and South East Regional Planning has recognised that restrictions on development must be complemented by positive action to conserve the environment and to provide for recreation. Clearly, these are potentially inconsistent objectives. All but the north east of Hertfordshire has been identified by the Strategic Plan for the South East as part of a recreational deficiency area extending north and west of London.

Recreation provision can be used as an aid to maintain the open character of the Green Belt. We have got to enhance the landscape, especially where this has been damaged or is threatened (Recreational Opportunity Areas). We have to use managerial or other devices to tackle these problems and as far as we are concerned these devices cannot include major capital investment. Low-key recreation provision may be appropriate throughout the Green Belt if facilities for more intensive recreation activities are provided close to the centres of demand. The Colne Valley and Lee Valley Regional Parks (which include large areas of damaged landscape) and Country Parks in the south of the County have assisted in safeguarding vulnerable and sensitive countryside, including areas of high agricultural, landscape or wildlife value (Recreational Problem Areas), by helping to meet the outdoor recreational requirements of Londoners.

## COUNTY POLICIES

The rural environment policies of the Hertfordshire County Structure Plan are related to the regional context. In Amenity Corridors (Plate 1), broadly corresponding to the region's Recreational Opportunity Areas and the County's pattern of river valleys and routeways, there is priority for leisure development and landscape improvement. Within Amenity Corridors, high intensity activities are encouraged in inner urban areas, medium intensity activities in the urban fringe and low intensity outdoor activities in the countryside between towns. As a

counterpart to Amenity Corridors there are Agricultural Priority Areas where pressures on the landscape and agriculture are kept to a minimum and where provision is limited to quiet, very low intensity countryside recreation. Provision is confined to a network of scenic drives, footpaths and bridleways, supplemented by small car parks and picnic sites at selected viewpoints and key access points.

The policy on the location of leisure provision complements the rural environment policies and the published proposals for the Lee Valley and Colne Valley Regional Parks. The policy on the Priorities for Leisure Provision encourages provision for outdoor countryside and water recreation in the Metropolitan Green Belt and gives priority to the Lee Valley, the Upper Colne Valley and the Hatfield-Hitchin Amenity Corridor.

COUNTRY PARKS AND LOW-KEY SOLUTIONS

Hertfordshire does not have large areas of public open space managed for recreation, nor does it have much open access land such as commons or woodlands over which the public can wander freely. This is partly a result of the traditional pattern of land ownership in the County. The County Council provides one country park and five informal countryside sites. Other facilities serving a countryside recreation function are provided by the District Councils (e.g. Northaw Great Wood County Park), the National Trust (e.g. Ashridge Estate) and private landowners (e.g. Knebworth Country Park and Hatfield House).

Hertfordshire's recreation resource is the Green Belt. Very little of it is really rural: most of it is subject to suburban influence. Typically, it consists of institutions set in large grounds (the Victorians established several major mental hospitals in Hertfordshire), of redundant airfields used temporarily for storing Luton's surplus car production, industrial re-use of former aircraft hangars, worked out gravel pits, leftover farmland and yet more residential villages. This is our recreational resource. Prime material, it might be thought, in view of the tremendous visitor pressures, for country parks or similar capital intensive provision. We have not, however, got the land for country parks in the way that other parts of the country have. There is too much demand for this land and we have to deal with complex, conflicting land uses, and a wealthy, highly articulate population. There is nothing we can do which does not involve conflict, row, argument and dissent - often without any great issue behind it, because this area does not have the rare bugs, mountain tops, wetlands or scarce resources whose protection is easy to justify. What it does have is a population that cares intensely for their own specialist interests, being convinced that their particular interest is the one which should prevail. Thus low-key solutions are the only measures available to us.

Low-key solutions do not necessarily imply low-key expenditure. £2,000 an acre might be the price of agricultural land in some parts of the country, but in the Green Belt people have hope value in mind. Residential land in Hertfordshire costs £100,000 - £200,000 an acre or more. Even with no commercial potential whatsoever, land is likely to cost £30,000 an acre. Even supposing £3 million could be found to buy 100 acres, what can be put on it? £600,000 worth of buildings? Not in the Green Belt. Provision would have to be low-key; footpaths, little bridges, trees, picnic areas: the sort of provision that is made in the countryside generally. In Hertfordshire we do the same as everyone else but without spending capital on land purchase and facility investment.

Low-key schemes are not alternatives to country parks and other major attractions. They are complementary to each other. Country Parks are necessary to relieve pressures on the most sensitive areas but, if people are to have a proper choice of countryside recreation, a more sophisticated approach must be developed. Capital intensive country park provision must be supplemented with measures for securing access for low intensity recreation as part of an overall recreation strategy which provides a hierarchy of facilities to meet various demands.

IMPLEMENTATION

Co-ordination of the many different public, private, commercial and voluntary organisations involved in the development and operation of leisure facilities is a vital part of the process of implementation to ensure that opportunities are realised and that provision is not unnecessarily duplicated. In countryside, with recreation pressures of the sort that we have, there is no way co-ordination can be achieved unless the multiple agencies involved are prepared to liaise. The catalyst has to be the County Council, because of the pattern of local agency boundaries, its overview and its public accountability. It is the only agency which can actually provide the forum for bringing all these people together, almost all of whom do not wish to operate within a bureaucratic structure.

Nobody can succcessfully co-ordinate unless they receive help, and the help we have to give has to be catalytic. That means countryside management and a countryside ranger service. Countryside Managers have been appointed in three areas to discuss problems and opportunities directly with land managers, farmers, local people and visitors. They also advise on the allocation of grants for landscape, wildlife and informal recreation. The Countryside Ranger Service is supported by volunteers and carries out practical local management to ease conflicts, particularly in the urban fringe, to futher conservation and amenity interests, to improve public access, to involve the community in implementing the improvements they want in their countryside and to help local interests to co-operation with other agencies. The development of recreation opportunities (management of informal recreation sites, negotiation of permissive routes and access/management agreements, creation of recreational routeways along disused railway lines and river banks, etc.) is part of a multiple approach where landscape conservation and agricultural viability are all taken into account in identifying opportunities. This is particularly important in a time of scarce resources.

By negotiation with landowners and by liaising with interest groups and public agencies, we try to sort things out gently. It takes time, and it takes psychological guts on the part of our rangers. He might say to a farmer, "Well, look, if I mend this stile, and repair the fence up there and put up a notice directing people across there, will you, for your part, maintain them and bring your tractor along here once a year to cut down these thistles so that the horses can get across without damaging your land?" Give and take. No bureaucracy. You have to cut down the bureaucratic procedures on the basis that by that means you can spend £35 doing a job which would otherwise have cost £3,474.

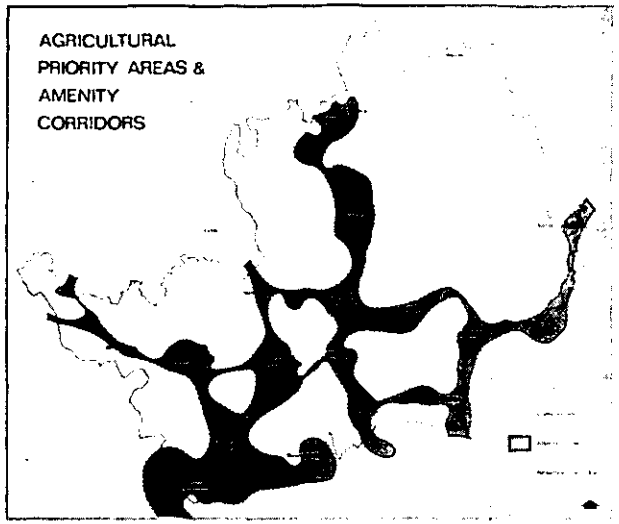



Plate 1: In Amenity Corridors there is priority for leisure development and landscape improvement.

Plate 2: A management liability on the Ayot Greenway - a disused railway line.

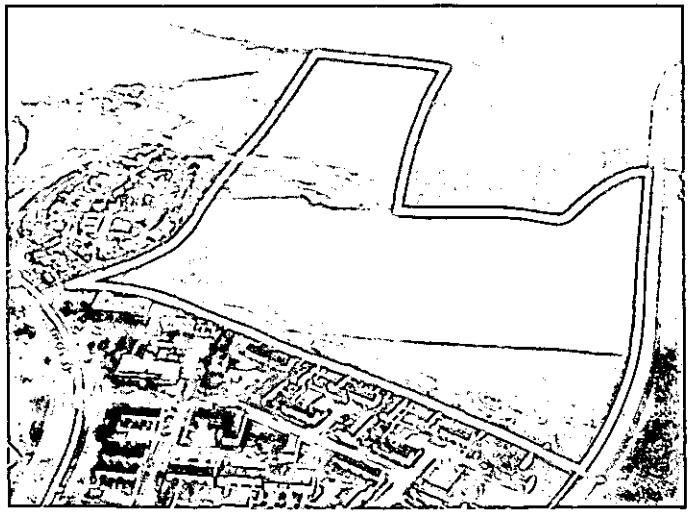


Plate 3: A woodland access agreement has been negotiated in advance of the impending expansion of Welwyn Garden City.

Plate 4: Damaged landscape in the Green Belt with potential for recreation provision and landscape improvement.

SOME EXAMPLES

Aldenham Reservoir

This is highly used, expensive by our standards, but nevertheless it illustrates a low-key approach to Country Park provision. The County Council purchased an old waterworks reservoir for £60,000, (a great bargain in our terms) and similar sums were spent on repairing the dam and on facilities. Located close to one of London's radial routes, it serves as a honeypot syphoning visitor pressure away from more sensitive parts of the county. It is managed by the County Land Agent for medium intensity countryside recreation activities such as fishing, sailing, picnicking and adventure play. We are now putting in bridleways because a large number of horses are kept in this area: one in ten acres of our land is 'under horse'.

Bencroft Wood

This was split into plots after the Second World War. Gradually the County Council has been buying all the plots with the aim of reinstating the woodland. The Countryside Management Service has put in picnic sites, has waymarked routes for walkers and riders and has produced an interpretation leaflet. Work on increasing public access has gone hand in hand with work to regenerate the wood and improve its habitat.

Broxbourne Wood

This was planted with conifers by private forestry interests in the 1950s. The County Council bought it in the mid-1970s and the County Land Agent has continued managing it for timber production under a Forestry Commission Dedication Scheme. The Countryside Ranger Service manages it for amenity and conservation. Prior to purchase there was no public access to the wood, but new permissive routes have been created in the hope of relieving pressures of overuse on other rights of way in the locality. British Trust for Nature Conservation Volunteers have assisted the County Council voluntary ranger service with specialist tasks such as hedging and footbridge construction.

The Ayot Greenway

This is another example of an opportunity purchase. It is a disused railway line which has been reopened as a recreational routeway. A low-key solution perhaps, but not necessarily a low-cost one. Management liabilities have to be taken along with the purchase of the land, including those of fencing boundaries and repairing bridges. Some of the bridges were so unsafe and the costs of repair so prohibitive that they had to be demolished (Plate 2). Following resourceful enquiries by the Countryside Manager, this bridge was successfully destroyed by an SAS unit as a training exercise.

Rolls and Blackthorn Woods (Plate 3)

These illustrate the pressures on the countryside on the edge of towns such as Welwyn Garden City. The New Towns Commission has recently sold the adjacent land for housing development. The rights and wrongs of the planning of that site are not the issue. That has happened. We have got to use countryside management and low-key activity to deal with that problem, and this is where co-ordination and

joint working parties come in. The Countryside Management Service, working with the District Council, has secured an access agreement with the owners in advance of the impending expansion. The agreement carries management responsibilities to arrest the decline of the woodland and was undertaken as an alternative to public acquisition. Management liabilities include litter clearance, access management, conservation and fencing. These costs have to be weighed against the benefits to the public – in this case: maintaining an important landscape feature, preserving a wildlife habitat, providing nature study opportunities for local children, increasing public access, and preventing the woods from decaying.

Definitive Rights of Way

As the traditional highway functions of footpaths have diminished their recreational potential has increased. Key linear features such as Ermine Street (an old Roman road) can form the basis of recreational networks and facilitate conservation of ancient hedgerows and habitats and archaeological features at the same time. The rights of way system is a priceless asset which can make an important contribution to countryside recreation. However, it was not designed for recreation purposes and this can lead nowadays to conflicts between different users. The Countryside Management Service concentrates on resolving these conflicts wherever possible, experimenting with segregated rider/walker routes, permissive trial diversions round the edges of fields, clearance of obstructions and overgrowth and creation of new links by negotiation with landowners.

A Sunday Leisurebus linking many of the attractions in the Lee Valley Regional Park has just been introduced by the London Country Bus Service. People need access to these various facilities and the County Council needs to co-operate with the bus companies to work out link routes, and promote them. A couple of hundred pounds subsidising the bus companies to produce service variations and leaflets is also part of the low-key approach. There is a whole host of things we could do to get every service in the County Council and every department of the District Councils to think about low-key approaches.

Colney Street (Plate 4)

This is an area of damaged landscape (gravel workings, disused airfield, urban development) with potential for recreation provision and landscape improvement. These are circumstances where low-key solutions can only be cosmetic. Low-key solutions cannot tackle major planning tasks. It is no good expecting the provision of recreational activity to cope with this sort of problem. Many people are trying to use low-key solutions for inappropriate tasks, and that must not be done. It is misconceived, and just as the first phase of the Havering Experiment could not succeed in the way that the Hertfordshire Green Belt Experiment did succeed for that very reason.

CONCLUSIONS

The conventional application of Green Belt policy combined with defensive local interests and extensive private land ownership tends to deter recreation provision. If the Green Belt's inviolability for development is to be justified in the future there is a case for making its countryside more accessible. Recreation provision must be recognised as

a positive objective of the Green Belt, not an optional extra. However, the suitability of the Green Belt to accommodate recreation activities varies. Leisure provision should be directed away from agriculturally and environmentally sensitive areas (i.e. Agricultural Priority Areas), towards less sensitive areas which are accessible to urban populations, especially where the landscape can be enhanced at the same time (i.e. Amenity Corridors).

Although there is still a place for country parks to syphon off visitor pressures from sensitive areas and to meet the demand for organised attractions, it is apparent that the regional context and local circumstances limit the potential for large scale, capital intensive provision in Hertfordshire. Low-key provision, avoiding heavy investment in land or facilities is often the only feasible way to meet recreational demand. It can be provided cost-effectively through countryside management by adopting low-cost solutions as part of a total approach to conserving wildlife and supporting agriculture and forestry. Low-key solutions can carry similar management liabilities to those of capital intensive projects and these should not be overlooked. They cannot and must not be used to tackle major planning problems.

In view of the number of public and private agencies involved, co-ordination at the regional or county level is essential to avoid duplication of provision in some areas and under-provision in others. A flexible strategy is needed to guide both large and small scale provision within which compatible opportunities can be taken as they arise and as resources permit. Private and voluntary resources must be harnessed in conjunction with public provision. This can be achieved through the County Council's role as co-ordinator and catalyst.

M. Benton (Derbyshire County Council)

I find the whole subject of countryside management one of great fascination. It is something we have not really gone into in Derbyshire, but would like to. Having just had a visit from the district audit, I would be very interested to know what your experience is, and how you tackle this question of doing the job on the basis which you have described with no, or minimal, accounting, and real administration. How does that relate to your own auditors, and in terms of a wider use of voluntary labour, do you have any problems with the unions?

G. Steeley (Hertfordshire County Council)

First of all, we do tell the auditors how we intend to operate. It is then up to them to adjust their approach. If, for example, we are buying a vehicle, that has to be through standard accountable procedures. If, however, I have £1000 to give a ranger team, and say that they can spend it as they like, so long as they account to their seniors for how the money is spent, that is enough. I do not have a bureaucratic system, although there is great pressure to produce one. We have to tell the auditors why we do it, and to tell them that we have member backing because it is low cost. To do anything else is high cost because it produces bureaucracy.

M. Taylor (National Park Officer, Lake District National Park)

We did have a similar problem in the Lake District and we invited the district auditor to come and talk to us about the simple safeguards he would like to see incorporated. We now have a system of checking so there is less chance of anyone fiddling the books. But I agree with Mr. Steeley: you must have a non-bureaucratic method.

R. Watkinson (Waverley District Council)

I live in south west Surrey which suffers from the problem of horses which you described. I wonder what you do to try to get the message across to the riders. At Brenton Country Park, which is one area that I look after, we suffer a lot of erosion problems from horses, and we have tried to get horse riders to form themselves into a users group to maintain the bridle ways. Unfortunately this has only met with a limited success; users' group will co-operate, we cannot get across to the main body of horse riders who are not organised.

G. Steeley

It is exactly the same. The horse riding community is very difficult to deal with. They feel under threat from the likes of me. They are under even more threat from the people they think are their friends, namely the farmers. Yet what they seek to do is entirely legitimate. It is a right, reasonable and proper leisure function for our population to have horses in the numbers they do, or even more, and to use the resources of Hertfordshire to enjoy themselves. Because they feel under threat, it is exceedingly difficult to get them to co-operate. We have done two things: first of all, we have got our rangers out in the field talking to them and helping them. This growth in goodwill is excellent. We have the usual liaison committees which help a little, but basically having the rangers in the field, meeting the riders as they ride, really

pays off. Meanwhile we have earned ourselves a lot of opprobrium, because the county council resolved to seek the government's support in changing the general development order, so that the fragmentation of farmland for 'horsiculture' became development, and therefore could be subject to planning permission.

This was perceived as a tremendous threat. The enemy, i.e. the bureaucracy, was considered to be anti-horse, and this reached a national level (Prince Philip even spoke on the subject). Arising from that attempt to initiate a bureaucratic solution, the National Union of Farmers and the horse riding commmunity are getting together to produce a voluntary code. You can imagine the difficulty they find in agreeing on a voluntary code, but we have said that we will take no action if they will produce it. It has been a great strain on all the parties involved to come to agreement amongst themselves, and we have chosen not to get involved, but we will honour that code if they will.

However, in the last resort, I am sure that society is going to have to deal with horse riding as it deals with fishing: i.e. that there are going to be permissive bridle ways, that people are going to have to belong to riding clubs, and they are going to have to have licenses. This is a common sense solution, which I believe could be policed and managed by the horse people themselves, and we do not have to be involved, just as the anglers manage their own affairs.

Councillor Mrs. Woods (West Yorkshire Metropolitan County Council)

I heartily agree, and I think that you would get a lot of support from other parts of the country. I do think there is a case for making it apparent how much it costs to maintain bridle ways.

D.I. Dixon (Hampshire County Council)

Bearing in mind the geographical position of Hertfordshire, has the County Authority got policy for recreation, not just countryside recreation?

G. Steeley

Our policy is not easy to describe, being derived from several committees, including Education amongst others, but in outline, we have identified the best resource zone, and the area of greatest deficiency for each type of recreation provision. We have identified priority areas and we are working, in conjunction with our district councils, to see the extent to which public and private investment can operate. These priority areas accord with the amenity corridors and the agricultural priority areas, so that we get a consistent pattern which the planning machine can deal with. It is quite complicated, involving other agencies' statements of policy as well as our own.

# THE ROLE OF THE VOLUNTARY SECTOR: PARTNERSHIP AND ALLIANCE

Christopher Charlton

University of Nottingham Department of Adult Education
Secretary of the Arkwright Society
Chairman, Caudwell's Mill Trust Ltd.

NOTE It is not the intention of this paper to make special claims for any one society or group of societies, or for the mid-Derbyshire or Derwent Valley area. No doubt the same points could be illustrated from many other parts of the United Kingdom.

There is a growing sense of uncertainty amongst professional and voluntary bodies engaged in heritage conservation. All is not as it seemed a year or two ago. Financial resources have diminished and are likely to be reduced still further; yet in many areas it was only yesterday that the first draft of the catalogue of what remains to be done was completed and with it the recognition of how much of the work is urgent. Certainly this has been the case in mid-Derbyshire in and around the Derwent Valley. Here, over the past five years, a number of elements, unrelated in origin, have brought into existence an inventory of the extent, the quality, and also the hazards, which threaten our natural, and man-made, heritage in its various forms. The largest single contribution has come from the preparation of site inventories as part of the work of the Derwent Valley Project undertaken by the Dartington Amenity Research Trust, much of which has now been published*. The subject headings cover archaeology, history in general and in specialist departments (such as lead mining, water power, transport, textiles, tourism, personalities), sites associated with present-day land use and of course natural history. In addition to the Derwent Valley Project, the day to day work of the West Derbyshire and Amber Valley Conservation Area Advisory Committees in assessing the nature and quality of the houses, villages and landscape as part of the task of designating and administering Conservation Areas, has led to the collection of a new archive of information. At present the knowledge gathered in this way circulates amongst a relatively small group of people, but it is nonetheless important. Similarly, the County Council's 'County Treasures' survey and the work done by volunteers and officials advising the Department of the Environment in the preparation of an

*"Interpreting the Derwent Valley", Dartington Amenity Research Trust, published by the Countryside Commission, Derbyshire County Council, the Peak Park Joint Planning Board, West Derbyshire District Council, Amber Valley District Council, on behalf of the Derwent Valley Project Steering Committee, price £3.75.

up-dated buildings 'List', has uncovered new strata of buildings, monuments and sites previously unrecognised. In the Derwent Valley, now that the scale of the task ahead is known, there can no longer be any doubt of the need to mobilise every available resource, though differences of view may exist as to how this should be done.

The reduction of financial resources also comes at a stage in the development of heritage conservation at which, fed by earlier experiment and achievment, standards and expectations have risen, and this too must tend to stretch still further the money which remains available. It is against this background that the search for new initiatives in heritage conservation must be pursued and the role of the voluntary sector assessed.

The potential contribution of voluntary agencies to heritage conservation and interpretation is considerable. This has been apparent from the achievements of a small number of such organisations over many years, but the performance has been patchy and the level on which such societies must operate in the future, if they are to contribute significantly nationwide, will have to be very much greater in volume and in range than at present, and the question which remains to be answered is how far the voluntary societies will find it possible to grow. In fact, all the signs are that growth of a kind is under way already. This is in part bound up with tidal swells in society which cannot be explored here, such as changes in leisure time pursuits and growing unemployment and under-employment, all of which are producing a larger pool of people interested in the socially purposeful and constructive activities voluntary societies provide.

To focus attention more sharply on the contribution to be made by voluntary societies, it may be useful at this point to consider experience from the Derwent Valley. It is an area outstandingly, some would say unfairly, endowed by nature and by history with sites and monuments of such interest and importance as to be considered candidates for conservation. In importance the complete spectrum is represented, from monuments with international significance, such as those associated with the birth of the factory-based textile industry, to natural or man-made treasures which are the objects of local pride. The area is not wealthy and while this may conceal an advantage in reducing the pressures for development and change, there are nevertheless very real pressures from the recreational use made of this part of Derbyshire by a significant proportion of the 18 million who live within easy driving distance. The existence of so many monuments of outstanding importance may have generated a higher than average interest in the environment amongst local inhabitants, and this in turn may be reflected in the number of established local amenity, historical, archaeological and natural historical and preservation societies which operate in and around the valley (but who can say even what the average number of such societies is per head of population?). Amongst these societies there are many with a long record of practical achievement, and the examples which follow are no more than a tiny fraction of the complete list. Voluntary organisations excel in the restoration of machinery or repair of monuments, and there are numerous local examples. For instance, the rehabilitation of trams at the Crich Tramway Museum and of locomotives and rolling stock by the Midland Railway Project at Butterley. On the Cromford Canal, the Leawood pumping engine has been brought back to

life entirely by the efforts of the Cromford Canal Society. Here a small group of half a dozen or so, superintended by first-rate engineers, also volunteers, took down, cleaned and repaired a beam engine that had been standing for twenty years and which was allegedly beyond repair. In another project at Middleton Top, a similar small group from the Derbyshire Archaeological Society has restored a winding engine. Further north in the Peak, the Peak Mines Historical Society has numerous conserved lead mine monuments to its credit, and there are innumerable cases of tidying up, tree-planting and minor repairs. The pattern is generally the same: a small group, often no larger than half a dozen, suitably motivated and properly led and advised, can complete substantial tasks efficiently and at minimal financial cost. Such operations are well within the capacity of a voluntary organisation to manage and administer and already many of the better-known small or medium-sized Derbyshire sites have been taken in hand by such groups.

Apart from the projects in which volunteers dirty their own hands, there are those in which societies raise money to pay for work to be done by others. Thus, in 1975, for European Architectural Heritage Year, the Arkwright Society repaired a water wheel in Cromford. Here the skills required in the sponsoring agency are quite different and because fund-raising is likely to involve a larger number of people in a society than specialist repair projects, it may well place a greater strain on the administrative and secretarial capacity of that society. Nevertheless, it is a target which many achieve, and it is plainly an area in which voluntary societies excel and in which they are likely to be able to unlock financial resources for heritage conservation which would otherwise remain closed. There are, of course, risks. A voluntary society may lack appropriate architectural or engineering advice, or may be poorly advised, but the risk is probably no greater than that which faces the average public authority when it turns to the architect's or surveyor's departments for conservation expertise.

Just as small and medium sized conservation projects are within the range of many voluntary societies, so some societies have undertaken modest interpretation schemes. Trails, site boards, plaques, heritage cards, displays - all these are to be found in mid-Derbyshire as the products of voluntary organisations - but it is rare to find either a complete interpretative scheme or a range of media. What there is is usually the product of one or two society members or, at best, of a small group.

It is with the project involving more than a small, skilled team that voluntary societies reach difficult ground. It may be possible to establish a series of small teams, each one having a clearly defined role which is separate, though related, and to co-ordinate them centrally, but while this has worked in a number of cases, notably with railway preservation societies, the shortage of supervisors and the lack of administrative muscle to manage a suitable body of volunteers over a long period will be the critical problem. Without adequate supervision and associated pre-planning, a large and enthusiastic team of volunteers begins to evaporate as soon as it senses a lack of purpose and direction. With parties of young people this becomes a problem even more rapidly, especially if the organising body does not have supervisors who are used to dealing with children en masse. In small groups with well-defined and purposeful tasks, child labour is as effective in

heritage conservation as our forefathers found it to be in the mines and factories. In Cromford, small teams of children using plastic buckets and shovels, removed between 50 and 60 tons of silt from a water-course and thoroughly enjoyed themselves, besides learning a certain amount about archaeology at the same time. Children identify the futile task or incompetent supervision instinctively, and without first-rate supervision and a supply of tasks which are within their physical strength and imaginative perception and of obvious practical value to the project, child labour contributes little.

Few societies are able to stretch beyond the medium-sized project - clearing a water-course, restoring a winding engine, water wheel or village cornmill, producing self-guided trails, devising a tree-planting scheme or contributing to a county treasures survey. A reasonable number of voluntary groups are engaged at this level, but very few can even contemplate restoring a cotton mill, establishing a permanent museum, re-habilitating cottages to let or for resale, or preserving a monument such as a bridge or railway viaduct. Most societies lack both the range of skills, imagination and administration such projects demand. They cannot afford full-time staff and for the most part have little knowledge of the ways which exist to secure the help which might guide them through their uncertainties. However, some societies have undertaken projects which involve substantial investment, permanent commitments and, it must be added, an element of risk. It is impossible in this paper to describe any one project in detail, but here in outline are three such undertakings.

Visitors to Matlock Bath in 1980 would have no reason to think that the Lead Mining Museum run by the Peak District Mines Historical Society is no more than two years old. The museum opened to the public in May 1978 after two years of preparation and it now has 45,000 visitors per year. The museum owes it existence to the initiative of one man, Lynn Willies, who has not only put in many hours of work, planning and manufacturing the exhibits and manning the museum, but was able, behind the scenes, to sell the idea to the local authorities and to other grant-making organisations. Thus the County Council and the West Derbyshire District Council were persuaded to make the building available and provide a loan, while grants and other assistance came from the Countryside Commission and the East Midlands Area Museum Service. In its early days the museum relied heavily upon staff provided by a STEP team, supplemented by volunteers, but the museum now has its own fulltime manager and is on course financially. In this case, the voluntary organisation contributed its unique specialist knowledge and entrepreneurial flair. The museum is now again building on the strength of the Society's grasp of leadmining history in using the museum as a base from which to direct parties in field trips to the outstanding leadmining monuments which surround the Matlock area.

The second example is the Arkwright Society's Cromford Mills project. In this case the closure of the paint works which had occupied the site for over fifty years created the opportunity to rescue and preserve the buildings erected by Sir Richard Arkwright between 1771 and 1792, the world's first successful water-powered cotton spinning mills. Opportunities such as this are rare. The site was for sale almost in its entirety, but the owners had resolved to sell or let it in units and so the danger existed, not only of continuing industrial use, but of fragmented

ownership and development. It was plain that such a chance was unlikely to recur. The Arkwright Society is a small Society of no more than 200 members; it is an unusual hybrid, being partly a local historical society and partly a civic society. It did not have the £70,000 required to purchase the site. In the event, in the space of no more than a month, it was able to secure the assistance of the Historic Buildings Council, the Architectural Heritage Fund, Lloyds Bank, the Manpower Services Commission and Derbyshire County Council, and to put together a package of loan and grant worth around £150,000, which enabled the Society to buy the site, make it safe for public access and begin the process of rehabilitation for further use. Now, twelve months later, the mill is open to the public, most of the twentieth century industrial buildings which had accumulated around the eighteenth century monument, have been removed. A cottage has been renovated and is in use as holiday accommodation and planning permission has been obtained for a variety of new uses on the site. In the immediate future, a further Manpower Services Commission scheme is in prospect and some energetic fund raising is needed to pay off the accumulated debt. It must be stressed that no-one else was prepared to step in to save this monument; nevertheless, the Society could not have accomplished the rescue of the site without the partnership it was able to contrive with other agencies. One additional, essential, element in this scheme is the professional advice the Society received from Form Structures of Bristol. This company, which is basically a design and building organisation, has experience of working with the Manpower Services Commission in many parts of the United Kingdom and is able to offer a range of services which include site management, accountancy and design. The Society came into contact with Form Structures through its involvement in the restoration of Arkwright House, Preston, where Form Structures acted as contractors as well as providing design and other advisory services. The partnership continues.

Partnership of a different kind lies at the heart of the Caudwells Mill project. This mill, at Rowsley near Bakewell, is just over one hundred years old and is considered to be the finest surviving example in the United Kingdom of an early water-powered roller flour mill. It ceased production in January 1978 and, immediately, a working party of conservationists came together to try to find a formula which would save the mill as a working entity, yet make it accessible to the public. The problems appeared to be insurmountable; there was a conflict of interest between the landowner's fishing, and the mill's requirement for water to drive the turbines. The machinery, though listed, was due to be scrapped under an arrangement established in the 1920's whereby an organisation known as the Millers Mutual compensates millers wishing to leave the business in return for their machinery, which must then be destroyed. Furthermore, soon after the mill closed, applications were made for listed building consent to demolish part of the mill complex. At an early stage the Peak Park Planning Board joined the cause, agreeing to perform a holding role taking a temporary lease on the premises and acting as sponsors to a STEP scheme while negotiations continued and a Trust was formed. Subsequently, the Board added to this a grant of up to one quarter of the purchase price. One by one, the layers of mist cleared, the planning applicants were persuaded to withdraw, the Millers Mutual agreed to allow the machinery to remain, and to compensate the miller, providing a covenant was signed limiting production of flour to a

non-commercial quantity. After negotiations, lasting two years, a lease was finally drafted which satisfied both parties and a Trust or, more precisely, a limited company, which is also a registered charity, was brought into being. The project has now recruited a manager, a designer has been briefed to produce the first phases of interpretation (paid for by a grant by the Carnegie (United Kingdom) Trust) and the company is now seeking the additional finance it needs to re-commission the mill. The partnership embodied in Caudwells Mill Limited is of some interest. The project is in the hands of a body consisting partly of volunteers especially recruited for the purpose, but mainly of representatives of a number of voluntary societies - the Arkwright Society, the Derbyshire Archaeological Society, the Derbyshire Historic Buildings Trust, the Bakewell Historical Society and also the Society for the Preservation of Ancient Buildings, wind and water mill section.

It has been suggested already that voluntary societies are growing in strength. Will a combination of the challenge of rescuing a crumbling heritage and an increasingly sympathetic and favourable habitat in which to develop, produce the chemistry which will propel the voluntary movement into a major role in heritage conservation; even to the extent of undertaking a proportion of the burden which hitherto has seemed inalienably the responsibility of the public authorities? The signs are that it will not be so easy. Voluntary societies with an interest in the environment may be growing in number and in membership, but comparatively few of them undertake practical projects on any scale. Certainly this is true of societies registered with the Civic Trust, as that organisation has demonstrated more than once in its surveys of registered amenity societies. The majority expend their energy in lectures, outings and pressure group activities; while the educational value of such societies is undeniable, simply by growing larger they will not create a potent force in practical heritage conservation. For that to happen there must be not only a change in outlook but new skills must be acquired and techniques of management and administration absorbed. This can only come from outside the voluntary movement, from the public bodies and the specialist agencies such as The Countryside Commission, The Civic Trust and The Carnegie (United Kingdom) Trust. Such help must be increased, refined and, where it is not currently available, secured; in short, if the enormous potential of the voluntary society is to be unleashed, it can only be by partnership and alliance. There is nothing new in such a suggestion and there are many living examples of partnership to prove that this is so. Leaving on one side the love matches, the alliances between public authorities and voluntary societies in which each share and delight in a common goal and walk hand in hand towards it, what is the reality? In the majority of cases, partnership between the voluntary societies and public authorities is less than wholehearted and in some it is a matter of convenience and convention rather than conviction. This is not a cause for surprise when the nature of the compromise embodied in partnership, as the participants percieve it, is recognised. It would be wrong to assume that voluntary societies have an innate need to consort with a public authority or even with other societies. The Amenity Society, conceived when 'Disgusted' of Matlock received a reply to his letter in The Derby Evening paper from a like-minded lady suggesting a meeting to pressurise the county surveyor to abandon his latest road widening proposals, may not see officials of the County Council as natural partners. Four years later, it has five heroic battles (all unsuccessful) to its credit, but still it will not identify with other

societies, however near at hand, which dabble in heritage interpretation and make applications for grant aid to the Countryside Commission or the Carnegie (United Kingdom) Trust. There is likely to be suspicion on both sides. The officer of the planning department or recreation section administering aid, would be less than human if he did not occasionally feel resentment and even succumb to the temptation to make the members of a pressure group ('niggling moles' that they are, constantly telling tales to his elected members) perform a penance before receiving their pay off. In any case, what do they really have to offer? They may be engineers, or know some history, and promise cheap labour, but how amateur they are, - seldom answering letters or producing reports, and impatient and ignorant of the proper and necessary local government procedures. In the long run it would surely be cheaper and more efficient to abandon this untidy arrangement and increase the authority's own trained staff.

Amenity societies with a dual function, as a pressure group and as a conservation organisation looking to a district or a county council as a partner or as a source of funds, can face this problem in an acute form. How can a society which spends much of its time scrutinising official policy, expect unbiased treatment when it seeks financial assistance from the very authority it has been opposing. Faced with this dilemma there have been societies (not in Derbyshire) which have refused even to join conservation area advisory committees, on the grounds that regular communion with district council members and planning staff will destroy their purity and freedom of action. In reality the problem is not insuperable provided both parties deal fairly with one another.

In the past it has been assumed, almost automatically, that a cash grant was the proper response from the public authority to the voluntary society. It has now been recognised that there are other forms of help. A voluntary society may be held back by lack of clerical skills, or anxious about entering into the contract with the Manpower Services Commission, having no-one who understands their paperwork and system of accounting. There may be a need for engineering advice about the strength of a dam or graphic design skill in the production of a trail leaflet. Unlocking the doors of certain departments in county hall and allowing staff to assist voluntary societies may be the most cost effective help an authority can offer. While this kind of alliance is increasingly common, there are other trends which may be widening the gap between the volunteers and the professionals; this is simply the increasing professionalism in which the professionals are enshrouding themselves. A philosophy, language and attitude of mind has developed which may now hinder communication with those on the outside beyond the ghetto walls. If you doubt this, repeat the experiment which has been attempted in Derbyshire on more than one occasion, and organise a county or regional meeting of professional countryside and recreation staff and members of voluntary societies. Invite them to discuss interpretation, or visitor services and it will soon become clear that the division runs deep. Joint training programmes and seminars which deliberately set out to bring the layman and professional together, and help the layman to become familiar with the growing body of literature and thought, may prevent this barrier from becoming any stronger and, in time, remove it altogether.

The problem is, however, not only to improve the effectiveness of those voluntary societies which are already engaged in practical conservation and interpretation, but to provoke or encourage the much larger number of voluntary organisations which at present stand on the sidelines. Here, the 'aid givers', whether they be public authorities, charitable trusts, educational organisations, or even federations of voluntary organisations, must bring themselves nearer to the day to day problems of their potential clients. For the society member, whose perception of interpretation does not extend beyond what can be pinned on a school noticeboard on the morning of parents' evening, the offer of grant aid for exhibitions, trails or site boards designed to a professional standard, may be daunting or irrelevant. Such a person might benefit more from the chance to join with other beginners in first exploring the visitor and interpretative facilities which can be seen at work around him. He may then be more receptive to practical advice. But it is not only the beginner who is neglected; the needs of the members of voluntary societies are, at the moment, largely unsatisfied at all levels.

In addition to extending forms of partnership which are familiar it is to be hoped that there will be new alliances involving commercial sponsors and, for the foreseeable future, probably offering the best opportunity of all, the Manpower Services Commission. The emergence of the Manpower Services Commission as a major potential investor in heritage conservation, makes it essential that the voluntary sector should acquire the skills required to extract the best from partnership with the MSC. Here, the new middlemen, the professional managers such as the Arkwright Society has used at Cromford, or one supplied by the Manpower Services Commission, may be crucial. With such assistance, voluntary societies can weld MSC resources to their own, confident that the quality of work which will be done will stand comparison with that of most contractors (anyone seeking reassurance on this point should examine the quality of workmanship displayed by the STEP and skill centre teams involved in the restoration of Arkwright House, Preston). Attention should also be focussed on the recent decision by National Westminster Bank to make available a bank executive to help administer the Brunel Project. The project's aim is to restore Brunel's Temple Meads station, the world's oldest surviving main line railway terminus. It will be undertaken by a Trust which brings together voluntary and professional skills with commercial and public authority backing. Nat. West's form of sponsorship strikes at the heart of the problem by providing a buttress for a voluntary organisation at the point where it is likely to be weakest. Nat. West. believes experience of this kind will be of value to its managers; it is to be hoped that where Nat. West. leads, others will follow.

Within mid-Derbyshire a form of partnership is being attempted in the establishment of a Trust which will bring together public authorities from within the county and outside voluntary organisations and, almost certainly, individual members. It is expected that local organisations such as parish councils, community associations and others, which stand at present just outside heritage conservation, will find the services offered by the Trust sufficiently attractive to enter into membership. The formation of the Trust and the appointment of a project officer are the principal recommendations of the DART report (referred to above). The process of formulating the Trust's scope is not yet complete, but it is expected to include fund raising, in particular attracting to the area

money in grants and donations from national sources. The co-ordination of effort is also required between all the agencies at work within the Derwent Valley, especially in promoting, publicising and interpreting the area and undertaking heritage conservation which would not otherwise be done. The Trust is expected to follow the recommendations of the DART report in establishing one substantial and possibly a number of smaller visitor centres which can offer specialist advice to its members on conservation and interpretation. They will also assemble a team capable of practical first-aid conservation for use in support of member organisations or for monuments or sites in urgent need. Above all, the Trust's aim is to co-ordinate and harness skills and resources and to direct them to the points at which they can best be used, and only where local skills are completely lacking to contemplate the employment of new personnel, or the creation of a new bureaucracy.

In conclusion, the voluntary movement is a sleeping giant which should not be allowed to slumber any longer. The involvement of a greater number of volunteers not only brings a potentially large and expert labour force into existence, it also strengthens the political basis from which so much practical conservation derives its finance. With the appropriate partnerships between the voluntary sector, the commercial sector and the public authorities, the true strength and cost effectiveness of the voluntary sector will emerge. It is a resource which should not be overlooked.

M. Taylor (National Park Officer, Lake District National Park)

I do commend the encouragement you are giving local authorities to support voluntary organisations. The example I know best is that in Suffolk about 14 years ago, the newly-formed Suffolk Trust for nature Conservation was given administrative and secretarial assistance by the Suffolk County Council, not with the objective of doing so for ever, but so that the trust could establish itself. After ten years the Trust appointed its own paid General Secretary, although some limited administrative support is still given, and the Trust is becoming more and more independent.

Mrs. M.H. Hazell (Ramblers Association)

My own County Council has produced a leaflet, "Countryside Projects Requiring Voluntary Labour". In it they list all the projects which are going on in the county and the person to contact if you want to offer voluntary help. Producing this type of leaflet is one way in which local authorities can act as a catalyst, by putting the people who want to do something about the countryside in touch with a project that needs their help. I do commend the idea to the many local authorities, which I know are represented here.

Councillor J.M. Sully (West Yorkshire Metroppolitan Council)

You mention getting accounting help from local authorities. I think that that is difficult, and I would have said that accounting help from teachers at polytechnics or universities would be better than help from the local authorities.

C. Charlton (Secretary, The Arkwright Society)

I do not mind where the help comes from. I have found that the Treasury Department of the Derbyshire County Council are more than willing, providing they are approached unofficially. If you take on this form of help. you will bring into your county many times the amount of money that you are going to be spending. For example, if you have a volunteer supervisory force, supervising Manpower Services Commission labour, you are going to be receiving £70 - £80,000 for a very little officer time, just to 'top up' in the areas where the local society needs buttressing, where it cannot quite make it. In the project I showed you, the bobbin mill at Peak Park, we do have an architect working in the team, but the Peak Park sends along one of its achitects who, from time to time, can help. This is done largely unofficially because the man is interested. This is the sort of buttressing, team approach which is possible.

R.K. Hall (British Waterways Board)

I would like to say a few words in my capacity as Chairman of the British Trust for Conservation Volunteers, which a few people ve been kind enough to mention so far. The BTCV organises practical conservation work in the countryside. Over the last ten years we have seen a tremendous growth in practical conservation in the countryside, and there is still a tremendous potential. To tap this potential requires

investment. The point I would like take issue on is your claim that volunteer work can be easily arranged. Behind volunteer work there is a great amount of training and leadership needed particularly if you want the volunteers to come back time after time. The provision of training and leadership does require the employment of field officers. A number of local authorities have joined with us in appointing field officers to arrange practical conservation work in their area. Unfortunately, staff are expensive, and also require management. Voluntary conservation may seem very cheap, but it does require investment and I think that the problem of finance, is becoming increasingly difficult. Here we have to look not only to local authorities, but also to Government agencies, and the Government itself, and I hope that the Countryside Commission may have discussions with you later about this.

C. Charlton

I support everything that you do, and I would like to add a word of caution. If you make it sound too complicated, you are in danger of finding yourself in a situation similar to that of the Third World: exporting too high a level of technology, a level which is not altogether necessary. It is possible to get retired, or redundant teachers, and trained teachers who are not yet employed to take on this role. They will have the sort of skills for which you are looking.

B. Lymbery (Prince of Wales Committee)

I expect that the main growth areas for voluntary work, beyond that which is already done in the countryside, will be on such projects as tackling derelict structures, not just in urban areas. To do this kind of work, the volunteers willneed more professional help, training, and access to architectural and design expertise in local authority departments or in private practice. We have had a liaison with the Society of Architects in Wales for several years, which has a regular secondment of professional architects to help voluntary groups in designing schemes, and which has been of very great benefit indeed. It is a question of tapping commercial companies, private organisations and the Forces. Last year, we organised an airlift involving the United States Air Force who brought some their Jolly Green Giant helicopters to airlift tons of cement and other raw materials from the mainland of Gwynedd onto Bardsey Island, to help the Bardsey Island Trust.

Voluntary bodies are in an ideal position because they can claim their charitable status and they can convince commercial companies that there is publicity to be gained from publicity. They are often in a better position than the local authorities to obtain this sort of help. No local authority could have persuaded the USAF to assist, although I must admit that the fact that Prince Charles is our Chairman may have helped us. Voluntary bodies fill a need, and will do so increasingly as long as financial constraints press on local authorities. But in order to do their best, they have to have some support behind them, the support that the BTCV is building up through its increasing network of field officers, the support that the Prince of Wales Committee has been able to give voluntary projects in Wales, perhaps the support that is helping voluntary work in the area around Greater Manchester with the Impact Project managed by the Civic Trust for the North West. I fear that there is not enough background support to enable voluntary groups to fulfil their full potential all over Britain, and I would like to see something more develop along those lines.

# INNOVATION AND EFFICIENCY IN COUNTRYSIDE RECREATION PROVISION

John Roberts

Terrestial Environment Studies (Test)

## 1 INNOVATION: A MEASURE OF CHANGE?

### Causes of Innovation

At the recent RTPI Conference 'Countryside in the 1980s', Michael Dower (1980) reflected on earlier countryside conferences in 1963, 1965 and 1970, and saw startling differences between the 1970s and the 1980s. From an euphoric situation of a rising economy, expected growth in population, and pressures for development, he noted a change to recession, a falling standard of living, high unemployment, a static population, and limited development pressure.

Arguably, the latter scenario is strictly for the 1980s, for the 1970s have shown increases for most people in real incomes, free time and car ownership, and participation in countryside recreation. The paper 'Trends in Tourism and Recreation 1968 – 1978' (CRRAG 1980) illustrates many of these overall increases, while Figure 1 shows, for a few examples, trends in membership of organisations and participation in countryside activities. Figure 1's significance is that it shows many exponential increases with only occasional, and quite recent, flattening or dipping of the curve.

Similarly, CIPFA (1976, 1980) statistics show a 210% increase in local government expenditure on country parks and amenity areas between 1976-77 and 1979-80 (though this expenditure is only 2.4% of local authorities' estimated total expenditure on leisure and recreation in 1979-80); the 210% increase is hardly accounted for by four years' inflation.' In other words, the severity of the present government's policies is not yet reflected in published statistics.

Quite how countryside recreation will be affected by these policies is unclear, for there have been attempts to curb public sector expenditure on provision from the early 1970s onwards (Travis and Hudson (1978) found that leisure had suffered proportionately greater cuts than other local authority services) and external incidents, such as oil price rises, have temporarily halted growth in recreational activity (Stoakes 1979). Past policies and incidents, therefore, have not profoundly affected this growth.

Under these circumstances, why innovate? For there is a history of innovation during the apparently halcyon 1970s, pre-dating those to-day that partly respond to, and partly anticipate, a general reduction in resource availability. Some of the causes of innovation are:

- levels of training, particularly in management, have improved dramatically; this leads to a firm base for the introduction of new ideas

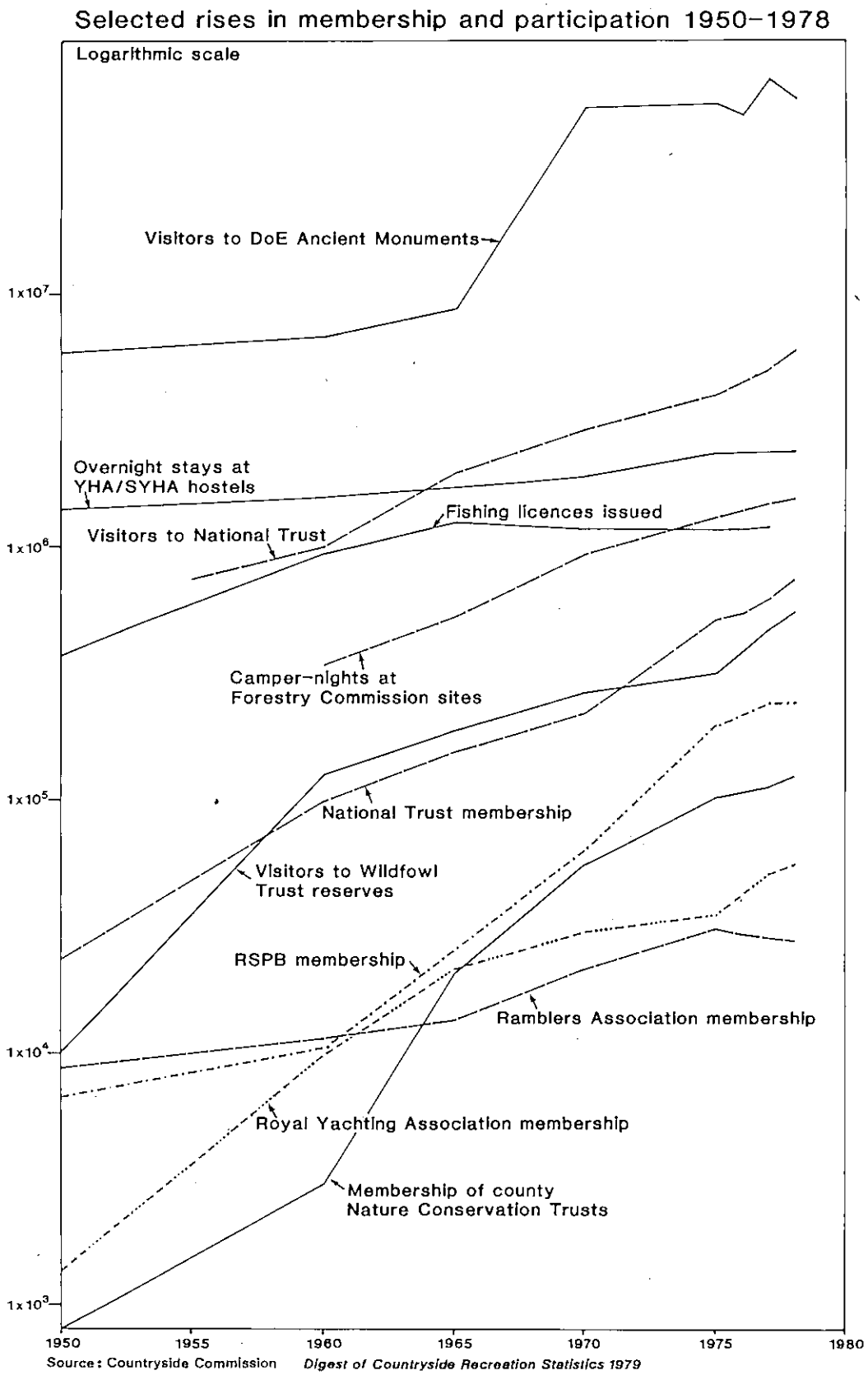



Fig. 1. Trends in membership of organisations and participation in countryside activities.

- the commercial and private sectors (see section 2) for different reasons have sought new markets and, when their facilities have begun to pall, a further set of new ideas has been conceived – this is a part of these sectors' wish to exploit the growth in leisure pursuits
- local authorities have been reqired to become more efficient, and effective in meeting needs
- where there remains dissatisfaction with central or local government provision the voluntary sector has been stimulated to remedy this
- people generally have a higher level of expectation, resulting from improved education and the outpourings of the media on sport, environment and conservation; thus, standards of judgement have increased

However, it is the inequitable distribution of resources that has been one of the principal causes of innovation, and Britain is hardly short of resources, if these are the total stock of land and buildings, money, human skills, time, and the communications networks that link these. Inequitable distribution of these resources is a characteristic of most, but not all, human societies, and governments will seek either to remedy this, maintain the status quo, or determine policies that will enhance it. Through all this political juggling, essential or desirable recreational needs remain to be satisfied: they change according to income, available time, and accessibility among other criteria, and are closely affected by whatever pattern of distribution is currently favoured by those in power. What appears to be favoured in 1980 is a diminution of public sector provision and encouragement of private enterprise: the gaps are to be filled by voluntary endeavour. So, the total of leisure activity may remain fairly constant, but the form that it takes, the facilities that are provided, the relative contributions of the providers, and the proportionate contribution of resources, will all change.

## Shifts in Emphasis

Over the last two decades there have been notable changes in emphasis concerning countryside recreation. A model suggested by the Countryside Commission will keep recurring through this paper.

Effectively, the argument is as follows. First, there was a shift from land and built resources to people: an example isthe attempted playing down of what were thought to be over-used National Parks toward an enhancement of urban fringe facilities. This is an example of macro-scale management. In parallel there was a move away from the enlargement of land holdings toward an increase in facility provision in those areas already established for recreational use, and in others that were not: that is, the size of Britain's capital stock is great, and the shift toward revenue expenditure. The shift was from facilities to services – on-site management, wardens, instructors, fencing and path construction, etc. The final shift was toward interpretation.

## Types of Innovation

If we assumed that demand either remains constant or increases, but that the money both to provide countryside recreation and to 'buy' it

is tending to decrease (with some notable exceptions), how might these divergent trends be accommodated? Some broad directions are listed below, and these too will recur in the remainder of the paper.

Structure

a) The public sector decreases its share of provision, accepting more of an enabling, interpretative, research and informational role. The commercial and private sectors' market facilities that will meet their objectives. The voluntary sector perhaps takes on a more entrepreneurial role.

b) Intersectoral activities increase. More utilisation of voluntary or non-profit making labour. Some public sector bodies seek relationships with the commercial sector (e.g. Hertfordshire and the Forestry Commission).

c) The public sector's complexity as a provider is decreased through the establishment of Governmental co-ordinating bodies for recreation.

Location

d) The rapid rise in country park provision makes countryside recreation facilities more accessible to urban areas than are many National Parks or AONBs. Similarly with other developments in the urban fringe.

Substitution

e) Underused urban facilities, such as some parks, are pushed, while the status of rural facilities is changed (e.g. suggestions of the CRC on National Parks and AONBs (CRC 1979) or the way that Tourist Boards delete overused facilities from their publicity material).

f) Urban 'countryside' facilities, such as linear parks, are introduced more.

Type of facility

g) Open up different types of countryside facility, such as battlegrounds or industrial archaeology.

h) Open up un- or underused resources (disused churches - see DoE (1977) - or unexploited water - see BWB (1979) and WASC's annual reports.

j) Encourage shared use.

k) Permit public access to currently closed land - Ministry of Defence holdings, certain privately owned land.

Transport

l) Subsidise public transport for day trips, encourage carriage of cars and bicycles by train.

m) Publicise simple bicycle routes both from urban origin to rural destination, and within that desstination.

Efficiency

n) Improve performance, in some cases, of management and field staff.

p) Establish generally recognised efficiency and effectiveness indicators (see OECD's work on these aspects).

q) Improve marketing of lesser-known and underused facilities.

Education and information

r) Encourage countryside recreation pursuits that do not need elaborate provision and are inexpensive to the participant - walking, cycling, bird-watching, etc.

s) Interpret all aspects of the countryside so the whole, as well as its parts, can be enjoyed.

t) Publicise the extent, use and limitations of the commons.

One final comprehensive approach should be mentioned. This is to seek EEC funding, or encourage its introduction, toward countryside recreation provision.

Hypothesis

From the discussion above we can hypothesise:

*that demand for countryside recreation, viewed over the last decade, has continued to rise and been only moderately affected by financial cut-backs or effects originating outside Britain: however, supply may not have ideally kept up with demand;

*that innovation has a range of stimuli, and is not solely to do with either government policy or resource shortages;

*that societal change and the continuing accretion of experience induce shifts in policy and action that are themselves innovative;

*that innovatory action will materialise in many different, sometimes interrelated, ways;

*that, for the 1980s, we may see a reduction in public sector involvement in countryside recreation; the commercial and private sectors may have a greater involvement, depending on the availability of disposable income; the voluntary sector is likely to be increasingly involved, within obvious limits of skills, finance and time.

Finally, perhaps we should set up a major goal for countryside recreation in the 1980s. This might say that we should use all resources available, and open up many of those currently not available, without overstretching them, toward the sensitive enjoyment of the countryside by all who want to use it.

The remainder of this paper will attempt to validate the hypothesis and see to what extent the major goal is being achieved. The next section looks at the responses of providers to the various stimuli for innovation. It is followed by section 3 on lessons from the urban fringe, which has been seen as different in several ways from the broader conception of 'countryside'. Section 4 discusses efficiency and is followed by some concluding comments.

## 2 PROVIDER RESPONSES

### The Provider Sectors

In this paper, they are distinguished as follows:

Public: Central and local government, 'quangos', institutions of higher education

Commercial: Companies or individuals motivated primarily by profit

Private: Landowners, e.g. of historic houses, gardens, farms open to the public, providing a primary or secondary income for personal use or to offset high maintenance and taxation costs

Voluntary: Groups or individuals operating altruistically, or for personal or community interest. Generally non profit-making, or income surplus fed back into the organisation.

There is much confusion surrounding these terms. The last three, or just the central two, are sometimes termed 'private'.

There is very little, if any, countryside which is potentially available for recreation that does not fall within some agency's ownership or management. Least restrictive are The Commons, including common land, most sea shores, and many footpaths, The odd thing about the Commons is that most are not common to all people. The Commons, Open Spaces and Footpaths Preservation Society state that there are 1.5 million acres of Commons, two thirds of which are not open to the public, being in private ownership.

### The Public Sector

Central government is not often a recreational provider. It is more concerned with monitoring, research and provision of enabling legislation. It owns large areas of land, particularly for defence purposes, some of which is open for public recreation. It grants-aids public and voluntary sectors primarily. Local government determines policy within structure plans, buys land and provides countryside recreational facilities, in the form of country parks, amenity areas, picnic sites and nature reserves. The quangos are directly interested in recreational provision, though this is sometimes secondary to their main purpose and they interrelate with other parts of the public sector and with the non-public sectors in an advisory or grant-aiding capacity. Higher educational institutions include large land owners and they provide recreational facilities for their own staff and students, less often for the general public.

While land ownership in GB is distributed between the sectors, and is predominantly in private hands, it is useful to note its distribution at this point. Table 1 shows land in public and semi-public ownership (35,669 $km^2$ of a total of 229,983 $km^2$ in Great Britain, or 15.5%). 167,670 $km^2$ are used for agriculture, while that fully or partly used for countryside recreation with public access, is shown in Table 2: it is not possible to total this. Moderate additions are made each year, mainly within voluntary sector holdings. There is much land that could be used

for recreation, as Shoard (1980) points out. She notes thousands of acres devoted to the rearing of pheasants and grouse (instancing one tract of 27,000 acres in Oxfordshire, only 111 acres of which are open to the public, and contrasts this with the 2,500 acres of Blenheim Palace Park, where pheasant rearing and public recreation are deemed to be compatible). The Country Landowners Association have produced a report on Public Access to Private Land (CLA 1978) which recognises the demand for access and cautiously supports this, providing it is reconciled with proper land management. Education, both from the LEA and landowners themselves, is a key element of this policy.

TABLE 1

PUBLIC AND SEMI-PUBLIC LAND OWNERSHIP IN GREAT BRITAIN
Source: Harrison et al., 1977

| | $Km^2$ | |
|---|---|---|
| The Monarchy | 1 933 | |
| Forestry Commission | 12 150 | |
| Government Departments | 8 026 | (including 2 826 for Defence) |
| Nationalised Industries and Public Services | 4 635 | |
| Local Authorities | 4 672 | |
| ARC, higher education, Church | 1 580 | |
| 'Conservation' authorities | 2 268 | |
| Financial Institutions | 405 | |
| | 35 669 | |

To return to the public sector, local government and some quangos have built-in barriers against innovation. First, many have been institutionalised for a long time and therefore develop inertia: perhaps this explains why many local authorities have not responded to Countryside Commission initiatives. Second, strong professional cadres, not necessarily interested in recreation, occur, and retard the initiatives of others. Third, there are often long lead times between the introduction of a concept (for example the Countryside Commission's suggestion that urban fringe forests should be developed preferentially) and its implementation (Forestry Commission policy on the urban fringe in 1980). Fourth, until recently local authorities were not required to be particularly cost-effective in promoting facilities for the public – though it is arguable that too much emphasis on cost-effectiveness would mean that certain underprivileged sectors of the public would remain disadvantaged. Fifth, though this was beginning to change prior to recent public expenditure cutbacks (for example LB Hammersmith spent a greater proportion of its revenue in 1977-78 on leisure and recreation (16.5%) than on housing (13.5%) (TEST 1978a) ), local authority recreation departments figured low in a departmental pecking order.

TABLE 2

SOME AREAS OF LAND USED FOR COUNTRYSIDE RECREATION
Source: Countryside Commission 1979 and WSAC 1978

| | Date | $Km^2$ | Location |
|---|---|---|---|
| National Parks | 1979 | 18 440 | GB (Scotland=National Park Direction Areas) |
| AONBs | 1979 | 14 500 | England and Wales |
| NNRs | 1978 | 1 262 | GB |
| Local Nature Reserves | 1978 | 79 | GB |
| County Trust Nature Reserves | 1978 | 324 | GB |
| RSPB Nature Reserves | 1978 | 345 | GB |
| National Trust gardens and open spaces | 1978 | 2 174 | GB |
| National Trust. Area of properties protected by covenant or conservation agreement | 1978 | 521 | GB |
| Country Parks | 1978 | 213 | GB |
| Picnic sites | 1978 | 11 | England and Wales |
| Forestry Commission plantations | 1978 | 8 558 | GB |
| Water Authorities water supply reservoirs used recreationally | 1977 | 203 | England and Wales |
| | | Km | |
| BWB total inland waterways | 1979 | 4 234 | England and Wales |
| BWB total inland waterways | 1978 | 2 332 | Scotland |
| Long distance paths | 1979 | 2 528 | England and Wales |
| Defined heritage coast | 1979 | 1 082 | England and Wales |

How has the public sector responded to the problems of demand and reduced budgets, on the one hand, and its internal problems, on the other? Some guidance can be gained from the 16 papers from various countryside organisations, requested by RTPI for its Conference 'Countryside in 1980s' at Bath in May of this year (RTPI 1980). (The 16 organisations cover the public, private and voluntary sectors). In addition, a few case studies may help our understanding, and are presented below.

The Department of the Environment gave grants to local authorities on recommendation of the Countryside Commission of £462,096 in 1968-69 and an estimated £8,540,000 in 1978-79, a 1,748% increase over ten years. From 1975-76 to 1978-79 Nature Conservancy Council grants increased by 436% (NCC 1976, 1980). While this sounds dramatic, the NCC received £7 million from Central Government as against £540 million received by the Ministry of Agriculture, according to the BTCV statement in RTPI (1980).

The Countryside Commission is one of the most diversified spenders of public money, and they have greatly extended the grants they make available for approved projects - 50% of their cost to local authorities,

75% to voluntary bodies. Procedures are outlined in various publications, three of which address the private, public and voluntary sectors (Countryside Commission 1977a, 1978b, 1978c). Some of these grants may be paralleled by ones from the Sports Council. Table 3 shows the trend in Commission grants over five years. This shows that while the absolute amounts differ considerably, the greatest growth in grant aid over this period has been in tree planting schemes, voluntary organisations, long distance routes, and interpretation, while the top three ranked total amounts of grants in 1979-80 were for tree planting schemes, warden services, and country parks; long distance routes, interpretation and voluntary organisations are ranked respectively 5, 7, and 9 out of the ten items listed. In the view of one of the Commission's officers, interpretation was the biggest innovation over the last ten years.

TABLE 3

TRENDS IN COUNTRYSIDE COMMISSION GRANT AID
Source: Countryside Commission 1978a and data supplied by the Commission

| | £000 | | |
|---|---|---|---|
| Public and non-public facilities | 1974/75 | 1979/80 | %change over the five years |
| Country parks | 259 | 806 | +211 |
| Picnic Sites | 80 | 180 | +125 |
| Tree planting schemes | 35 | 1425 | +3971 |
| Long Distance Routes | 17 | 246 | +1347 |
| Transit Caravan Sites | 6 | 26 | +333 |
| Warden Services | 125 | 930 | +644 |
| Youth Hostels | 7 | 19 | +171 |
| Interpretation | 15 | 173 | +1053 |
| Others | 43 | 525 | +1121 |
| Voluntary Organisations | 0 | 25 | |
| Totals | 587 | 4355 | +642 |

The Commission's offered grants to voluntary organisations in 1979-80 are listed in Table 4; the offer covers one or more financial years' outlay. However, this Table again indicates diversity and innovation: it also shows the relatively small amounts involved, which are invaluable to the normally efficient voluntary sector recipients.

This material on the Commission shows how it emphases have been changing in accordance with the model in Section 1 above.

The Water Authorities of England and Wales have added a substantial number of water-based recreational facilities since their encouragement to do so by the 1973 Water Act. Only two decades ago there were few reservoirs providing such facilities. By 1978 facilities of

some kind were provided by the Authorities as shown in Table 5. This shows that facilities for recreation have been added at 28% of the total stock of reservoirs since 1969, but it also shows the 14% which had no specific facilities in 1978. It appears that more could be done, though we should note that less than 0.5% of capital, is spent on average by the Water Authorities on recreational functions (see Humphreys (1979) and further comments below).

TABLE 4

COUNTRYSIDE COMMISSION GRANTS OFFERED TO VOLUNTARY ORGANISATIONS
Source: Data made available by the Commission

| | 1976/77 | 1979/80 |
|---|---|---|
| Overall Grants Offered | £59 825 | £192 975 |
| Annual Payments Made | £6 325 | £25 031 |

Examples of the organisations receiving grant include:

Ramblers Association; Exmoor Society; Woodland Trust; Commons, Open Spaces and Footpaths Preservation Society; Byways and Bridleways Trust.

Note: The offers extend to one or more financial years. There was no scheme before 1976.

TABLE 5

RECREATION ON RESERVOIRS
Source: Water Space Amenity Commission 1978

| Water Authority | Total acreage of reservoirs | Number of reservoirs | Number of reservoirs with facilities added since 1969 | Reservoirs with no specific facility |
|---|---|---|---|---|
| Anglia | 9 127 | 18 | 6 | 0 |
| Northumbria | 4 174 | 26 | 6 | 2 |
| North West | 7 406 | 166 | 28 | 34 |
| Severn Trent | 5 853 | 39 | 21 | 1 |
| Southern | 1 712 | 7 | 3 | 0 |
| South West | 444 | 26 | 12 | 1 |
| Thames | 4 653 | 37 | 15 | 1 |
| Welsh | 9 182 | 87 | 21 | 6 |
| Wessex | 2 471 | 17 | 3 | 4 |
| Yorkshire | 5 080 | 111 | 36 | 27 |
| Totals | 50 102 OR 203 $km^2$ | 534 | 151 | 76 |

TABLE 6

REVENUE ACCOUNT INCOME AND EXPENDITURE BY THAMES WATER AUTHORITY ON RECREATION AND AMENITY, EXPRESSED AS A PROPORTION OF TOTAL INCOME AND EXPENDITURE
Source: Thames Water Authority, 1978-1980

| | INCOME £000 | | |
|---|---|---|---|
| | Recreation and Amenity | All Sources | % Prop. 1 of 2 |
| | 1 | 2 | 3 |
| 1976-77 | 81 | 207 428 | 0.039 |
| 1977-78 | 174 | 237 344 | 0.073 |
| 1978-79 | 331 | 263 121 | 0.126 |

| | EXPENDITURE £000 | | |
|---|---|---|---|
| | Recreation and Amenity | All Sources | % Prop. 1 of 2 |
| | 4 | 5 | 6 |
| 1976-77 | 366 | 189 488 | 0.193 |
| 1977-78 | 510 | 227 745 | 0.223 |
| 1978-79 | 792 | 258 158 | 0.307 |

The Thames Water Authority provided much information for this paper. They are not 'typical' - if any Water Authority is - because of the peculiar conditions that Greater London imposes. However, some indications of their endeavours to meet their recreational responsibilities are given here. Thus, they sold 4,842 trout fishing permits in 1974 and 54,993 in 1979, while the total number of trout fisheries increased from 2 to 9 in the same period. Plans for the future of water-based recreation on the River Thames may be found in the consultation draft, and its subsequent amendments, of the Report of the Working Party on River Thames Leisure Policy (TWA 1978). The likely future policy will be a very moderate increase: further accommodation for leisure, particularly large marinas, is limited by environmental and river traffic considerations; any new moorings should be associated with existing settlements, and where possible on-river moorings should be relocated into existing side channels or gravel workings. Revenue account income and expenditure on recreation and amenity by TWA 1976-77 to 1978-79 is shown in Table 6. The Table also provides the total income and expenditure, and the proportion of recreation and amenity of these totals. Each year, since 1976-77, this proportion has progressively increased, to a maximum for expenditure of 0.307%. However, writing in 1979, the Chairman of the Water Space Amenity Commission said 'The Water Authorities are currently spending on average 0.82% of their

revenue and 0.41% of their capital on their recreational, amenity and fishing functions'. (Humphreys 1979). These rates show that TWA's spending is lower than average, doubtless for a variety or reasons.

There have been changes within TWA. 1974 was an euphoric time, when capital schemes were progressed, leading to increased revenue costs. Since then the Recreation and Amenity section has not been able to recruit more staff, and there has been little revenue increase apart from inflation. TWA as a whole has a limit on capital expenditure each year, but how this is distributed is a matter for TWA members and officers. Because recreation is not considered as essential as water supply and sewerage, particular approval has to be sought for recreation schemes and expenditure has to be equated with income.

Fishing and sailing are permitted on a number of TWA resevoirs; sometimes through a licence granted to a club, and sometimes to the general public on a day permit basis. Having regard to the cost of facilities some clubs, for example the Oxford Sailing Club at Farmoor reservoir, have bought their own clubhouse and merely lease ground and use of the water from the TWA. At other places the TWA itself has put up the capital for such facilities which it then recovers over a period of time in the rental or day permit charge.

The British Waterways Board suffers from a shortage of money fulfilling its obligations under the 1968 Transport Act to make its cruising waterways available for cruising, fishing and other recreational purposes. However, the number of boats on its system increased up to 1977, and then experienced a slight reversal due to prevailing economic conditions. There have been annual increases in coarse angling, walking on towpaths, canoeing, sailing and rowing (BWB 1979). The Board's resource was established in the 19th century or earlier and it is interesting to note from its contribution the RTPI's Conference (RTPI 1980) not only a willingness to expand its recreational facilities (given the money) but a shift toward management and maintenance. BTB would also like to see a better co-ordination among recreational providers.

Returning to the land, all Government agencies concerned with its recreational use have experienced increases in facility provision and visitors in recent years. The Forestry Commission public recreational facilities are a case in point, as is shown in Table 7. Small (1978) has shown how the Commission are trying to make conservation and recreation compatible in the New Forest, though this is more a question of rationalisation than of innovation. Of its 367 $km^2$ of land, 73% is owned by the Commission and the remainder privately, including commons.

The Commission's recreational activities are currently experiencing great difficulties. In 1980 they have learnt that a substantial cut will be made in their new works budget, and a Government intensive review of forestry objectives is expected to report by the end of 1980. These actions can only result in some shift in policies away from those in current recreation policy statements (Forestry Commission 1980a). There provision, though it is recognised that woodland near towns is under considerable pressure, and affected by vandalism in certain cases, from public use; despite this shift it is thought that rural forests will suffer. The Commission's third policy to meet Government expenditure cuts is to review other sources of finance from the many agencies interested in woodland.

TABLE 7

FORESTRY COMMISSION PUBLIC RECREATION FACILITIES
Source: The Commission, 1976, 1980b

| | Number, Great Britain | |
|---|---|---|
| | 31 3 1975 | 31 3 1979 |
| Camping and caravan sites* | 17 | 35 |
| Picnic places | 347 | 609 |
| Forest walks and nature trails | 421 | 622 |
| Information/visitor centres | 22 | 29 |
| Arboreta | 25 | 25 |
| Forest drives | 6 | 7 |
| Forest cabins and holiday houses | 46 | 167 |

*Other sites leased to the Caravan Club and the Camping Club of GBNI, set aside for youth camping or available for caravan rallies.

The English Tourist Board can only grant aid in development areas, and its grants and loans increased, in current terms, by between £200,000 and £500,000 a year 1971-72 to 1977-78, but fell by £300,000 approximately from 1977-78 to 1978-79. Over eight years to 31/3/79, assistance was approved for 87 caravan and camping sites, 237 attractions such as museums and zoos, and 121 activities such as riding and sailing, of the items of interest to this paper. In terms of land use, ETB are actively involved in the three tourism growth points: North Pennines, Scarborough and Bude to Wadebridge in Cornwall (ETB 1979). The Board is thus provider and enabler, and involved in both resources and facilities; it too has developed strong interests in information sources and interpretation.

The Sports Council has been active in promoting its own 'centres of excellence', often within the countryside, and grant-aiding the governing bodies of sport. Facility provision has been assisted through its Regional Councils though this more normally relates to urban provision. In some years it has grant-aided the public, voluntary and commercial sectors on an almost equal basis, and it performs a singular service to recreation in the amount of research it carries out and commissions. A considerable proportion of its wide range of activities has occurred in the post-Royal Charter period of its existence - i.e. from the early 1970s. Innovation is almost a term written in to that Charter. The Council may grant up to 75% of project cost to Governing Bodies of Sport for administration, coaching and development; it may also make grants to other national bodies, to youth organisations (particularly those concerned with disabled persons), and to the commercial sector.

The Council's paper for the RTPI Conference (RTPI 1980) saw the Sports Council's interests in the 1980s as:

a. Providing rural residents with a reasonable choice of sport, indoor as well as outdoor

b. Maintaining and extending access to natural and man-made resources.....

c. Using reclaimed derelict land and water for sport where suitable

d. Providing sports in urban fringes and green belts for city dwellers

e. Encouraging co-operation and provision of community and specialist facilities and programmes by all three sectors but especially the 150,000 voluntary sports clubs.'

Each of these interests is spelled out in more detail in the paper. Item (a) makes a sensible, and often overlooked, point. Items (b) and (d) tend to follow existing trends. Items (c) and (e) are more innovative, and (e) shows a significant swing toward the voluntary sector. All reflect either the accommodation of ill-served needs or a frequent response to the prevailing economic condition ('continue to cater for demand with low-cost and cost effective solutions'). In this case the accent is on facilities, and on management.

Viewed narrowly, the Nature Conservancy Council's contribution to countryside recreation is not particularly large, but its manifold activities in conservation, and its dramatic gestures like the purchase of the Ribble Estuary (see NCC 1980) moderate this view. 164 National Nature Reserves were declared by 1979, covering 130,000 ha or under 1% of the total area of Great Britain. The Nature Conservation Review (Ratcliffe 1977) shows how these are vulnerable to all kinds of pressure, developmental and recreational, and the Annual Report carries on this theme. Some NNRs have always attracted many people, for example Oxwich, Ainsdale Sand Dunes, and Holkham, where there were 450,000 visitors in 1978, because of their beaches. NCC's response is to develop special interpretive facilities to interest visitors in wildlife, and draw their attention to the impact of recreation on sensitive ecosystems. While land and water resources thus remain important in NCC's strategy, the end point in our 'shifting emphases' model – interpretation – is gathering strength.

While visiting country churches has long been a recreational pursuit, mention should also be made of the conversion of disused churches to recreational use in the countryside (DoE 1977). Particularly interesting are a Field Study Centre in Northamptonshire, a Youth Centre in the Dales, and a Parish Centre in a village near Evesham. The Sports Council has long been interested in conversion of disused premises to sports use, and many other agencies are now pursuing such ends.

The Manpower Services Commission, notable for being under-financed and simultaneously a prime mover in facilitating employment in innovative ways, set up the Youth Opportunities Programme (YOP) and the Special Temporary Employment Programme (STEP). YOP's work experience scheme can be tapped by the voluntary sector. All wages of adult staff and allowances for the trainees are paid by the Commission plus £300 to the sponsoring agency toward capital overheads and operating costs. STEP is concerned with adults of 19 or over in areas of high unemployment, especially the inner city, and provides grants to sponsors for periods of up to twelve months (NCSS 1980).

Finally in this section on the public sector, we should consider its contribution to transport, the 'linking resource'. Innovations have taken place at two levels: 'long haul' and local. At the first level, while the

car forms the highest proportion overall in modal splits of countryside recreation trips – though there are substantial regional differences with a much higher proportion in the south than in the north – BR has also made many moves towards capturing a greater share of the recreational trip market with its 'Awaydays' and 'Heritage' packages, and coach services continue to carry more people.

At the second level, there has been a large range of experiments and innovations, some supported by the Minibus Act 1977 and others by the Transport Act 1978. Some of these have only a few recreational passengers, being more used for work, shopping or health trips. (See National Consumer Council (1978) and data on the Rutex Experiments – North Yorkshire Rutex Working Group (1979) for example. Note also the increase in the number of 11-seater Post Buses – a further 140 are to be introduced in 1980 (ETB 1979) ). Others are specifically aimed at the recreationist. The large growth in the reintroduction of steam rail services on previously disused lines exemplifies this, and various minibus services, either as feeder services to and from car parks and railheads, or as summer services in their own right, have all been tried with varying levels of success (Countryside Commission 1977b, Snowdon Traffic Management Experiment 1978, Grigg and Smith 1977).

Shoard (1980) thinks the opportunities for introducing still more services are enormous. In south east England she thinks there are at least 34 towns which could introduce services like those in Dorking (the 'Surrey Rambler' by London Country Bus Services) and Sevenoaks (the 'Ramblers Bus' by Southdown). An officer at Transport and Road Research Laboratory thought Shoard's 34 could be reduced to 1.

Nevertheless, while much is being tried, a great deal more could be done, through transport policy, to make the countryside more accessible to all groups. All public operators are constrained by the low levels of subsidy available in comparison with most other European nations, while little or no restraint is placed on private car use. This would be acceptable if virtually everyone had access to a private car, if an even greater proportion of land were given over to roads and car parks, if the car did not pollute the environment, and if it had an energy utilisation efficiency comparable overall to that of public transport. Sadly, none of these parameters holds good.

The Commercial Sector

Superficially, the commercial sector is not particularly active in countryside recreation away from the urban fringe, where its catchment population is higher, except in the related aspects of overnight accommodation, restaurants, hot dog and ice cream vans, inns and catering franchises on the land belonging to other sectors. Some wildlife parks however, are more commercially inclined than when their land, often adjacent to historic houses, was underdeveloped. The expansion of wildlife parks in terms of number, size, range of animals and of other recreational facilities, was substantial in the 1970s. While this was a major innovation, only the better parks seem to be surviving (some, such as Port Lympne in Kent, are outstanding (Smith 1979) ) and of these there is a continuing incentive toward further innovation and change to hold the public who have been before, and to attract new customers.

Nevertheless, as I have shown elsewhere (Roberts 1979) the commercial sector has a considerable, if not immediately obvious, involvement in the countryside recreation market. It manufactures the electronic equipment through which the media have broadcast the attractions of, and pressures on, the countryside. It publishes books and maps, and makes sports equipment. It makes, distributes and services the private car and most buses.

Apart from its interest in wildlife and theme parks, it is not notably innovative unless there is a clearly profitable outcome. More often it tends to follow initiatives of others and so would often neatly agree with the model of emphasis shifts.

Voluntary bodies associated with the British Waterways Board attracted commercial sector awards recently. In 1979 £20,000 was made available nationwide through the Shell Inland Waterways Restoration Award Scheme. The sum was parcelled out in amounts rarely exceeding £1,500. Examples are £1,500 to the Seagull Trust to provide handicapped people with regular summer cruises on Scotland's Union Canal. £500 went toward restoration of Ifield Mill for its use for demonstration purposes. £750 went to the Old Union Canal Society toward restoration of an iron hull built in the 1890s. Several grants went toward lock restoration, within the concept of industrial archaeology.

## The Private Sector

In the National Survey of Countryside Recreation 1977 (Countryside Commission 1979) 12% of total trips (second highest group) made during a month were to Stately Homes, Historic Buildings and Museums. As many of these are in the private sector, the sector's importance is thus underlined.

In this sector, some historic houses get direct help, but most comes for interpretive schemes and tree planting on surrounding land. According to the Historic Houses Association, the Countryside Commission helps with small grants, and encourages landowners to open and develop their land recreationally. The landowner asks why, for he sees this as simply exacerbating his tax problems. While there is exemption from Capital Gains Tax in exchange for public access - at least for houses within AONBs and National Parks -- the Treasury says that no more than 10% of these can be considered outstanding. The HHA advises country landowners on alternative uses and expects its members to respond positively as they are sitting on part of the national heritage. Fritton Lake Country Park, near Great Yarmouth, is entirely privately owned; in five years visitors rose from 30,000 to 100,000 and it is a profitable venture. The two-mile long lake is an SSSI. The Countryside Commission grant aided the project for landscaping, tree planting and interpretation for about £6,000 - HHA note with some dismay that the Commission expect to be informed of any increase in admission charges.

In the private sector, the model of emphasis shifts is a little more complicated, for the supply side of the equation is far from fully exploited, if one considers major landholdings in Scotland for example (used by relatively few for field sports), many farms which could have

open days or interpretive trails, or private woodlands (11,340 $km^2$, about half of which is dedicated or approved by the Forestry Commission, as against the Commission's 8,557 $km^2$ of plantations).

Nevertheless, the private sector has contributed substantially to the resource stock. In many cases the facility was there (an historic house or landscaped garden), while in others its addition - such as a wildlife park - happened several years ago. Fritton Park is clearly an example of the model's progression from resource to people, and from facility to services and interpretation.

The Voluntary Sector

This sector's primary characteristics are its phenomenal growth (in land resource, membership, and participation), the marshalling of human skills and time, its ability to attract pump-priming aid from the public sector and its aptitude in encouraging inter-sectoral relationships. These characteristics dominate the following discussion about particular organisations.

The Woodland Trust owns some 400 ha in 13 counties, acquired by purchase or gift. Their holdings are completely open to the public without charge, and are grant-aided by the Countryside Commission (mainly), the World Wildlife Fund and Local Authorities (the latter being a declining source of funds). Membership is growing rapidly.

The Royal Society for the Protection of Birds (Crudass 1980) funds its land purchases from its own earned or donated resources, with occasional grants from WWF, and occasional appeals for funds (an appeal in 1975 for £1 million produced £1.25 million). Additional sources are bequests, donations, and charitable trusts. Only rarely has RSPB qualified for Countryside Commission grants as RSPB imposes controls on public access. However, more recently the Commission has helped considerably to establish Nature Centres at Leighton Moss, Lancashire and Titchwell Marsh in Norfolk, and this innovation may mark the beginning of a new trend.

RSPB enters into arrangements with other agencies, and accepts grants, where these do not compromise its standards or admissions policy. Among the occasional arrangements are two reserves with NNR status and a further two being negotiated with NCC, and more may follow - 'the advantages lie in funding by the NCC and the imposition of Crown Land status which is helpful in fighting off development threats.' There are two joint reserves with County Naturalists Trusts - The Lodge, Sandy and Coombes Valley, Staffordshire. Fairburn Ings, in North and West Yorkshire, is leased and managed for the local authority as a local nature reserve; this is very successful because the authorities concerned do not interfere with the Society's management. Another such arrangement is being negotiated. RSPB, ironically, lease the sporting rights over a National Trust property in Wales: 'the rights are not exercised, of course.'

The Society for Promotion of Nature Conservation co-ordinates the activities of County Naturalists' Trusts, or what they prefer to call Nature Conservation Trusts (Perring 1980). They have 1,200 reserves - more than RSPB in fact - with 22 interpretive centres, and 130,000 members. In their concern to promote wildlife conservation for everyone,

they differ from other bodies like NCC and RSPB. The NCTs hold the freehold of about one third of their sites; they only accept other land if it has a reasonable lease. They anticipate funding from District Councils in the future (partly because their approach is very cost effective and partly because they have skills that local authorities cannot afford to maintain). As examples now, the Yorkshire Trust has £10,000 per annum from DCs, the NCTs have a call on local authority education budgets, and Northamptonshire is providing money for leisure purposes. NCTs frequently set up field centres with children in mind - the Junior Environmental Clubs.

'A vast number of reserves is likely to be added in the next few years.' Some may be collaborative like the SPNC one at Bradfield Woods, Suffolk, which has 72 ha. It is near to a Forestry Commission holding, a reserve of the Suffolk Trust, and one of the RSPB. All these bodies are trying to develop a joint interpretive centre with one warden for the four reserves.

The Nature Conservation Trusts have a small core of professionals organising a large body of volunteers, who themselves might be professionals (indeed, some cynic has said that many volunteers are local authority staff who are frustrated in their desires to do similar work via their own departments). The Chairman of the Gloucester Trust is a retired Senior Officer of the Forestry Commission, and devotes two days a week to the Trust. The Trusts' staff of 150 contains 50 biologists and 20 wardens; the intention is for each Trust to have a minimum staff of 3 - 4. The SPNC is currently asking the Countryside Commission for a three year grant to have an interpretive officer, one of whose attributes would be to know how to get money from various public sector sources.

Nature Conservation Trusts adopt a wide range of funding strategies. Their sources of funding include: membership fees, grants from County and District (both for land purchase and management of their own facilities by the Trusts), and the three year capacity grants of NCC (17 of the 42 Trusts had £5,000 a year, but this source has now run dry); SPNC, like RSPB, sell booklets and a variety of souvenirs, and SPNC's trade has doubled in the last two years; fund-raising through Trusts like Carnegie, and through commercial sponsorship - Weetabix were notable recently - toward a fund for land purchase; bequests - a new reserve of 25 ha in Cumbria has recently been added in this way; WWF is a key source - on important sites they may grant 30% of the cost to a maximum of £8,500; Countryside Commission, as long as there is unrestricted public access; and private landowners leasing land (Perring 1980).

The size of some voluntary sector budgets is well shown in Table 8 which gives receipts and expenditure in 1979 for the National Trust, whose membership in that year was 855,000. At July 1980 it had reached 970,000 of which one sixth are under 23 years of age. (There were 170,000 members in 1970).

The Trust does not normally buy historic houses and land, but accepts them through bequests etc., provided there is also a sufficient endowment so that maintenance costs are not incurred by the Trust. There are two exceptions to this general rule. The Trust may buy land near its properties that is needed for efficient management, and in 'Operation Neptune' 400 miles of coastline has been acquired. The

resource stock is therefore continually increasing.

Regarding facilities, not many people visited historic houses and gardens before the Second World War, but since then, when the annual number of visitors exceeds 20 - 30,000, the Trust starts providing facilities on its sites. These include lavatories, a tea room or restaurant, a shop and a car park initially, though the type and scale of provision increases with larger visitor numbers.

TABLE 8

1979 BUDGET OF THE NATIONAL TRUST
Source: National Trust Annual Report

| Receipts £000 | | Expenditure £ 000 | |
|---|---|---|---|
| Gifts and Legacies | 6 960 | Property Expenditure | 13 800 |
| Subscriptions | 4 326 | Property Management | 1 883 |
| Rents | 3 206 | General Administration | 978 |
| Investment Income | 3 055 | Publicity and Recruitment | 932 |
| Grants | 1 904 | Membership Servicing | 920 |
| Admission Fees | 1 969 | | |
| Manpower Services Comm. | 702 | | |
| Enterprise Profits | 178 | | |
| Other | 831 | | |
| Total | 23 131 | Total | 18 513 |
| | | Purchase of Property for Preservation | 1 297 |
| | | Retained in Tied Funds | 3 507 |
| | | Deficit in General Funds | (186) |
| | | Total | 23 131 |

The quality of visitor reception has always been stressed. More recently this has expanded into often quite elaborate interpretive facilities. The Countryside Commission financed a National Trust officer's study tour of interpretation in the United States, and the Trust now believe their interpretive facilities are in advance of any others provided. Beningborough Hall, in North Yorkshire, is a case in point. This has an audio-visual theatre, an exhibition of social life at the time the Hall was built, a schoolroom to inform visiting school parties, a display concerning the Hall's servants, and information about the National Trust. Furthermore, the National Portrait Gallery combined with the National Trust to display eighteenth century portraits.

While the Trust sees itself as a 'safety net for heritage' and therefore has a primary charge of maintaining its holdings of houses and countryside, there has thus been an increased emphasis on the requirements of the visiting public. Stress is placed on the education of young people toward the conservation of Britain's heritage. One feature is the Young National Trust Theatre where a team of amateur and professional actors go from house to house, in an innovative form of interpretation.

Concerts and 'Fete Champetre' are given in various houses, as it is seen to be important that they should live, rather than being dusty museums. The conservation of houses' contents is also important: all have light meters and there is often scientific control of ultra violet light which can damage contents such as paintings and furnishings. In many ways activities are almost altruistic, though the Trust are naturally pleased if a surplus of money also accrues. (National Trust 1980).

The very large sums involved in the National Trust may be compared with those of the British Trust for Conservation Volunteers, whose income and expenditure for 15 month periods was as follows. (BTCV 1979):

| | £ 000 | |
|---|---|---|
| | Income | Expenditure |
| 1977 | 160 | 149 |
| 1978 | 215 | 199 |
| 1979 | 'approximately double the 1978 figures' | |

BTCV are in the forefront of organised voluntary labour in the countryside. They have 10 regions, each with its own corps, and a national corps who tend to be despatched to remote areas, normally during one or two weeks' holiday. The Reading headquarters organise the latter side, and training aspects from a strategic point of view, while local groups are, for example, the working arms of 50% of the Nature Conservation Trusts. Clearing waterways, fencing, footpath and step construction, dry stone walling, tree planting are among their activities.

There are 120 local conservation corps, expected to rise to 200 in five years. 40,000 person days of work were accomplished last year, while in five years this could be 70,000. The national conservation corps has 5,000 members who carried out 20,000 person days of work last year. NTCV see the untapped source of labour as being very large - perhaps hundreds of thousands in school groups etc. - who could be used for conservation.

While the volunteers are basically un- or semi-skilled, are young and are constantly changing, the permanent staff (38 at HQ and Regions) are skilled instructors and leaders, and experts are continually brought in on an ad hoc basis, to advise on such things as hedging or wall construction. In other words, all this activity is servicing recreation in the countryside on a scale unheard of ten years ago.

All work is charged to the person or agency wanting the work done. The volunteers are fed, accommodated, and locally transported. 25% of cash requirements comes from central and local government, NCC and the Countryside Commission, and 45% from charitable trusts and foundations. Handbooks are sold. There has not so far been much commercial sector involvement, though Lloyds Bank and Debenhams have helped. Debenhams bicentenary in 1978 included a suggestion that all their 72 store managers should become involved with BTCV.

The voluntary sector has become, at least for large organisations such as RSPB and the National Trust, BTCV, youth organisations, the Society for the Promotion of Nature Conservation, and the Club and Institute Union, increasingly professional, often with substantial administrations.

TABLE 9

NUMBER OF MANAGEMENT UNITS IN SPORT AND OUTDOOR RECREATION IN ENGLAND AND WALES
Source: DART 1980

| Type of Managerial Structure | Allocated Management Units | Unallocated Management Units |
|---|---|---|
| Large and diversified company | 211 | |
| Large recreation company | 453 | |
| Small companies, Trusts | 1 570 | |
| Owner-proprietors with managerial assistance | 2 323 | |
| Do without managerial assistance | 1 433 | |
| Voluntary organisations with paid assistance | 4 182 | |
| Do without paid assistance | 64 539 | |
| | 74 711 | 29 623 |
| Voluntary organisations partially involved in sport and outdoor recreation | 16 006 | |
| Controlling or representative body | 2 175 | |
| Institutional bodies | 1 706 | |
| Total | 94 598 | 29 623 |
| Grand Total | 124 221 | |

Work by Dartington Amenity Research Trust and TEST for the Yates Committee (DART 1980) uncovered an astonishing number of 'management units' (a facility or enterprise which has a distinct structure of management or staffing) in indoor and outdoor sport, and outdoor recreation, in England and Wales. The minimum number of units are shown in Table 9.

Most 'units' contain more than one manager, at different levels of responsibility. The proportion involved in countryside recreation was not separately deduced, but it is substantial. As this was the first study of its kind, no time series is available, but there was undoubtedly a massive expansion in the number of management units', and of managers, during the 1970s.

MSC programmes figure greatly in many voluntary sector achievements. Some of their teams are involved in County Surveys, and Northamptonshire had four people with MSC support creating an information centre, designing posters, and undertaking surveys.

Finally, Volume 2 of the Countryside Recreation Review was devoted to Volunteers in the Countryside, and articles by Vallance, Andrew and Taylor are valuable, among others, in extending the brief description of tapping human skills given above. The Commission had earlier reviewed voluntary labour in the countryside (Countryside Commission 1972) and it would be wrong to end this section without a mention of the seminal work by Gladstone (1979) on Voluntary Action in a Changing World. He portrays the rise in importance of the voluntary sector, but warns against its over-exploitation 'It has not been the purpose of this study to argue that voluntary action, in all its variety, is free from blemish: much could be done to make voluntary efforts more effective and relevant to the late twentieth century. And it would be even less appropriate to suggest that the voluntary sector, as it exists today, is poised ready to provide a substitute for the Welfare State, and any move towards welfare pluralism would undoubtedly have to be gradual.'

Gladstone acknowledges four special features of voluntary action: adaptability (under this heading he notes 'Voluntary initiative, it is suggested, is often better placed to innovate and experiment than are statutory programmes, and to generate the diversity necessary for adaptation, both to rapid change and to varying local circumstances'); cost-effectiveness; enhanced participation; co-ordination of welfare services (this includes the freedom from statutory obligations which 'allows voluntary associations to shift their focus more easily when the need arises').

## Intersectoral Activities

As an example of the great potential for intersectoral activities only partly achieved, Ironbridge is illuminating. Here, interest in industrial archaeology reaches its nadir. Its sponsors became involved in recreational management because they wanted to conserve Coalbrookdale and its Gorge. The open air museum concept was financed in various ways, and is responsible for a 'pull-through' effect. It is a marketable product which sells well, is celebrated as a resort for day trips, and has started growth in the area quite generally. In a previously decrepit town, shops are suddenly opening up, people are retiring to the area, the environment and monuments are being better preserved. Thus the local economy has had a boost, jobs have been created, and local inhabitants have a significant recreational resource on their doorsteps. The commercial sector is also involved: industrialists from the West Midlands are invited to see what is going on, and invited to contribute to the restoration of their pre-history. While Telford Development Corporation is the responsible local authority, and its support for the Trust has led to significant achievements, we might note that the Department of the Environment showed little interest in industrial archaeology before the initiatives in Coalbrookdale.

A fuller commitment to inter-sectoral collaboration is preferred by others, while some think the public sector should be a stimulus to private activity. Stapleton (1979) thinks that if local authorities adopted more

realistic pricing policies coupled with effective facility and financial management, the private sector would then have better oppotunities of competing to meet the demand. Kinsman (1979), advocates joint public-commercial sector development whereby planning permission is available if the developer includes a leisure centre - to be managed by the local authority - in an office and shopping complex. This aspect of planning gain is widespread in towns, but less adopted in the countryside even conceptually, as demand for offices in the countryside is only moderate.

There are several examples in this paper where intersectoral collaboration is evident - pump-priming by the public sector of the voluntary sector, some commercial sector sponsorship of involvement in facility provision on the land resources of others, some rather rarer examples where all of the sectors combine their overall and perhaps specialised resources - though some of the clearest cases may be found in the next section, on the urban fringe's country park provision.

Conclusions to this section

From the wealth of material presented, a few conclusions stand out:

*A wide range of resources (in the broad sense explained earlier) is available for countryside recreation, and many remain to be exploited.

*There is a considerable difference in the levels of enterprise and innovation both intra- and inter-sectoral. Some agencies apparently could do much more than they are doing, while others' achievements are prodigious. The reasons seem to lie within the description of the stimuli for innovation when read against the barriers against innovation.

*Regarding the non-urban fringe countryside (which this section has broadly, but not exclusively, discussed) the model of 'shifts of emphasis' undoubtedly holds for most of the agencies described; the hypothesis is largely validated; but the major goal has only been partially attained - there remain nine years of the 1980s to see whether it can be achieved.

## 3 LESSONS FROM THE URBAN FRINGE

As pressures mounted on the countryside post-war, some viewed this as a problem for which a solution should be found. No-one really succeeded in quantifying the problem, though much effort was expended in trying to establish 'carrying capacities'. Burton's (1974) well-known study of Cannock Chase was such an endeavour, but Burton ended up disillusioned. She realised, as others did, that 'capacity' is a value-laden term - extremes of restraint and freedom were posited, with the restrainers looking for biological support for their views that the countryside, for maximum enjoyment of the few who were enjoying it, should be a sparsely populated place. Some biological support was forthcoming (see Speight (1973) and Satchell (1976); for the polarisation of the effects of different income groups see Newby (1979) who notes that the overwhelming majority of visitors to the countryside venture no more than a couple of hundred yards from their car, mostly demanding little more than a 'view with a loo'; he goes on to say 'We hear much more about the 'detrimental character' of refreshment kiosks than of boat-houses and about the erosion of footpaths than the more severe ecological impact of persistent horse-riding or skiing.')

Others disagreed with the overall view that the countryside was overused and being ecologically damaged. They maintained that nature rapidly recovered from comparatively modest onslaughts of recreationists, and that anyway, the countryside was only very rarely the product of nature left to determine its own future: virtually all that was seen in the countryside was man-made, and it was changing rapidly - the disappearance of hedgerows and the onset of prairie farms, for example. If this were not enough, would we like what we saw if nature were left to itself and not carefully planted, mown and trimmed, with the expected animals in the expected places - thus producing an anthropocentric design of 'nature'?

In the midst of all this conflict, the public sector maintained its stand. The countryside was becoming overvisited, and alternatives should be sought. Cobham crystallised this view (House of Lords 1973), while the subsequent White Paper (DoE 1975) saw a need to develop more recreation in the urban fringe to make countryside facilities more accessible to city dwellers, particularly the car-less (a new slant gaining momentum at that time), and to relieve pressures on more sensitive countryside areas (the earlier argument). The Countryside Review Commission (1977) went further and saw green belts and the urban fringe as priorities in a national strategy for recreation in the countryside.

So, the urban fringe fairly suddenly achieved significance, though it could hardly change overnight from a medley of land uses into a simulacrum of countryside that the car-less could reach on foot (perhaps more members of the Ramblers Association than the inner city dweller taking the dog around the block at night), and to which others would be diverted from the splendours of real countryside. However, there were many local authorities and commercial firms that had had the prescience to see that well-managed country facilities close to towns made some sense, even if some remained as inaccessible as Snowdonia to the conurbation poor. (Public transport fares from London's Inner City to, say, Trent Park in the London Borough of Enfield are beyond the reach of many people). For a more exhaustive explanation of the origins of country parks see Elson (1979a,b).

The country park movement was enabled by the Countryside Act 1968: simply looking at the cumulative growth (Countryside Commission 1979) is deluding: thus, there were 8 approved by the Countryside Commissions of Great Britain in 1969, 103 in 1973, 157 in 1978. These data hide the fact that just over 50% of the total in 1978 are based on existing recreation sites, giving a very different 'growth rate'. Some country parks are literally 'urban fringe' while others are at a considerable distance from urban areas. Furthermore, of the 152 country parks in England Wales at the end of February 1980, mapped in the most recent Digest of Countryside Recreation Statistics, 26 (17%) are projects by non-public bodies.

As examples of recent innovation, four Country Parks are of comparative interest: Ferry Meadows, Parkhall, Thorpe Park, and Edgware Bury Farm, the first two being primarily public sector, the second two primarily commercial sector. Ferry Meadows (see Walker 1977) at Peterborough, is 200 ha within the 930 ha Nene Park. It effects a transition between intensive organised pursuits in the City Centre toward

dispersed informal recreation near its western extremity. While formally its creation came from a partnership between Peterborough Development Corporation, the City Council, and Cambridge County Council, it is arguable that the true partnership embraced the commercial sector (Amey Roadstone Company), the private sector (local farmers), the Manpower Services Commission, and voluntary labour from a local engineering college: a total intersectoral experience.

This formidable collaboration came about because part of the site is farmed (and will continue this way, at the discretion - through the licensing procedure - of the Development Corporation which has power to take back this land for recreational purposes); part is used for gravel extraction under a licence that requires substantial renovation when completed; where are two SSSIs within Nene Park; a recreational railway was built with MSC and student help; and the Countryside Commission has helped finance site infrastructure. Farming and gravel extraction protect areas that were either sensitive to over-use or dangerous, though a warden has now been appointed. The promotors of the scheme seem confident of its substitution role: that it will, as NCC hope, draw people away from an over-visited nature reserve on the edge of Peterborough; that its lakes will provide better facilities than the river which is considered to be congested and poses conflicts between different recreational activities; and that it will draw people from pressurised and vulnerable countryside areas. There were 13 years between conception and opening of the Park.

Parkhill Country Park (see Flenley 1979) resulted from a marriage between Stoke-on-Trent's reclamation programme and design-site supervision by Land Use Consultants, who moved away from the conventional 'flatten and fill' approach to heavily scarred, polluted and derelict land toward a sensitive and ecologically sound solution. A designed landscape has been achieved, with a whole series of places competing for the visitor's interest, and local resources have been emphasised - some derelict structures have been retained for their historical interest, and indigenous plants used. The Blue Circle group, with restoration obligations, gave the 176.5 ha site under covenant to the City Council and Staffordshire County Council; the DoE gave a 100% derelict land grant and the Countryside Commission a 50% grant. When gravel extraction ceased in 1970 it was realised that the site was inappropriate for agriculture (given the scale and cost of restoration); much was learned from the City's elaborate reclamation programme elsewhere, and the site now awaits formal opening, though it is in use and has a warden. Many awards have been gained.

These two examples reflect on reclamation policy which, according to Elson (1979a) often started with a ranked order of new land use priorities: housing, industry, education, recreation. Because the costs have been too high, recreation now often comes first, with neat landscaped solutions that later prove difficult to maintain. There is an argument for simpler solutions - where they are feasible - with self-maintaining or community maintenance policies that by-pass bureaucracies and prove to be low-cost.

Thorpe Park (see Sandom 1980) is a Theme Park between Chersey and Staines of about 160 ha, whose theme is Britain's maritime history: a total water based experience for the whole family. However, history of the air, a bird and animal sanctuary, an inflatable castle for children,

models of famous buildings and championship watersports, help toward a wide diversity which Sandom considers important: imagination, quality and breadth of appeal are essential in his view; otherwise the future of such new developments is bleak. ETB have recognised this and have produced a set of regional portfolios providing details of important development opportunities that could attract owners – such as Ready Mix Concrete at Thorpe – elsewhere. Their encouragement is at a different pole from some political opposition to theme parks.

Comparable to Thorpe Park as a commercial venture, but quite different in concept, is Edgwarebury Farm near London. On land owned by All Souls College, Edgware Leisure Park Ltd proposed, in 1976, a 224 ha park of which 16 ha would be buildings. As Merchant (1976) says, '3,000 parking spaces would bring the (presumably) better off within reach of golf, squash, and a casino.' Many similar projects have been, and are being, proposed for the urban fringe by the commercial sector. In the early 1970s, Grand Metropolitan Ltd took over Mecca, Watney Mann and Truman Holdings Ltd. These takeovers were difficult and Mecca, as a result, had to shelve its plans to create a large leisure park in Cannock Chase (Roberts 1979). This seems to be an example where the very large company is inimical with innovation, and the antithesis of 'small is beautiful'.

Larger urban fringe activities have given the Countryside Commission a major role, together with local authorities, the voluntary and even the institutional sector. Aldous (1976) and Merchant (1976) both discussed the Urban Fringe experiment in Hertfordshire (following the Countryside Commission's success in Bollin Valley near Manchester), sponsored jointly by the Commission, Hertfordshire CC, London Borough of Barnet and the GLC. The three year experiment had an initial budget of £60,000 apportioned in this way: 75% CC, HCC 10%, Barnet and the GLC 7.5% each (the project ran for $3\frac{1}{2}$ years, for each of which the budget later became £75,000, which was not entirely spent). Possibly Geoffrey Steeley's paper to this Conference will give more detail, particularly about the extensive voluntary sector involvement – 30 local societies were active in the Herts/Barnet experiment, according to Davidson (1976). The recent Urban Partnerships also set up complex inter-agency studies – the Mersey Valley Project is a joint endeavour of Cheshire CC, Halton and Warrington DCs and the Development Corporations of Runcorn and Warrington, with Countryside Commission support.

In the London Borough of Havering, students of the University College London planning course undertook a study of disused gravel workings, as a contribution to Phase I of the Havering urban fringe experiment. (Bartlett School of Architecture and Planning 1979). The GLC gave considerable briefing to the students. The GLC (1980a), the London Boroughs of Merton, Sutton and Croydon, and the Thames Water Authority are considering long-term proposals for sailing, rowing, angling, routes for cyclists and ramblers, a wildlife reserve and possibly water-skiing on 480 ha of land between Beddington and Mitcham, in South London. The press release says it would be within 30 minutes' journey of 1.75m Londoners. A key element is that continuing gravel extraction on the site (commercial sector) would both provide storage and treatment facilities for TWA, while forming a chain of lakes usable for water sports. Private enterprise could also provide or operate individual recreational facilities. Royalties from these activities of the commercial

sector would largely fund the recreational ones 'at little cost to the public.' While minimum expenditure of public money and maximum encouragement of the commercial sector are current policies of the GLC, not very much of this kind has so far happened, perhaps because development of land is so expensive. However, there are proposals for the 'safeguarding' of parts of London's Green Belt by granting 999-year leases to golf courses. One golf course was leased to the non-public sector in Trent Park in north London but is run as a fully public golf course. This policy was devised to maximise public access, while using private funds. In addition to developing two major urban parks - Burgess and Mile End - the GLC is looking outwards toward the Green Belt to help solve increasing recreational demand, while the Counties are being defensive. There is a comprehensive urban fringe policy in the GLC, consisting of statements on areas of opportunity and special character, Green Belt policy, derelict land, hierarchy of open spaces, etc. The GLC's current activities are covered in a report to its Recreation and Community Services Policy Committee (GLC 1980b).

Brief mention has been made about issues of urban fringe facilities. Are these facilities meeting needs in the way Cobham, the Recreation White Paper and CRC hoped? It is said that Parkhall attracts motor-cyclists who are acceptable to many in the community, but not to the middle-class, and it is the middle-class to whom local authorities listen. To take a different example, Irchester County Park near Wellingborough has set up 'Operation Woodpecker' which aims to encourage children from 8 - 15 to discover the wildlife and other aspects of their country parks during school holidays. MSC's STEP programme and wildlife and nature conservation organisations were very helpful. Fitton (1976) has looked at how the urban fring accommodates the less privileged, among whom he includes those affected by social deprivation, and those without access to cars, without gardens, or without adequate local open space. He concludes that '(1) only a small proportion of land is available for recreation in the countryside around towns, (2) where land is available for recreation it is often not readily accessible, particularly to the less privileged groups in society, (3) there appears to be no overwhelming demand from the less privileged for the kind of recreation facilities presently provided.'

What of farming interests in the urban fringe? The Countryside Commission have produced booklets advising farmers about open days, guided walks and self-guided trails and the latest is called 'The Public on the Farm' (Countryside Commission 1980b). But how many farmers are receptive to these ideas? One is reminded of the cartoon where one farmer is talking to another, and pointing at his fields. He says he is planting barley this year and houses next. Cowan (1980) comments on the work of Richard Munton at University College London. His research in the urban fringe for the DoE has shown that of the farmers in the areas covered by his investigations, over 75% knew that planning permission had been sought (by themselves or others) to develop farming land abutting existing development in the period 1970 - 77, 'suggesting a limited commitment to its agricultural potential.' Cowan underlines this by pointing out that the land is worth £2,000 per acre without planning permission, and possibly £150,000 per acre if developed for housing.

In conclusion, how does the urban fringe compare with more remote countryside recreation, discussed in the previous Section? First, its recreational facilities are more accessible to urban inhabitants, but

behave in a similar way. In theory, the question of efficiency is separate from that of who pays? It relates to benefits and costs generated by a project and includes all who are involved, users as well as providers. So it should be remembered that efficiency frequently involves trade-off. Country parks situated further from urban areas could be sited on cheaper land, but they would be less accessible to urban users, who would incur higher transport costs.

However, productivity - effectiveness and efficiency - measures are still in their infancy, and marketing is only beginning to attract wide interest. This section therefore, ends with the views of a sociologist working on countryside recreation. He considers that National Parks officers want to put resources into management, create larger Parks, and resist the pressures of too many people wanting to use them. Again reflecting a concern expressed at least twice in other parts of this paper, he feels that too much is going into facilities and promotional exercises, and that the money to run countryside facilities should be derived from the gate (on a consumer surplus basis?) rather than out of the rates.

## 5 CONCLUSIONS

Three areas for testing were established in Section 1 of this paper. The first was a model suggesting that, over the last 10 - 15 years, there have been shifts in emphasis from land resources, and facility provision, toward people, services, and interpretation. The evidence presented seems to support this; certainly 'management' was one of the most used words at the RTPI Conference. The second was a many-part hypothesis suggesting a high level of innovation in part paralleling sectoral shifts from the public to the voluntary domain, with the future of the commercial and voluntary sectors less clearly imaginable: this too seems to have been validated. The third proposed a goal for the 1980s: 'we should use all resources available, and open up many of those currently not available, without overstretching them, toward the sensitive enjoyment of the countryside by all who want to use it'. In the first year of this decade we seem to be a long way from achieving this goal.

Because participation in countryside recreation has increased very considerably over the last ten years, there has been a desire to expand existing facilities and to create new ones. This desire has been partly frustrated by economic restraint policies, but the absolute increase in recreational provision during the 1970s has nevertheless been substantial. In parallel, existing facilities have been more intensively used, there has been substitution of one activity for another, some have preferred to use the greatly expanded provision of country parks near to their urban origins, and innovatory ideas have grown rapidly. If there were only a few innovations in the early 1970s, brought about by the prescient of that time, these became a relative flood toward the end of the decade.

For economic restraint has become progressively tighter, and its major take-off point was the oil crises of the early 1970s. Since that time other world, and national, events have culminated in the present Government's policies, partly responding to high inflation and unemployment, partly to ideological principles that suggest a re-ordering of the provider sectors' importance to meet a seemingly unabated demand for countryside recreation. Unfortunately, there are few data to

chronicle the effects of current changes, though it is quite clear that public sector expenditure is being fairly drastically cut (if not in all agencies), that the commercial and private sectors may be affected by inflation and possibly by increased fuel prices, and that there is a remarkable upsurge in voluntary sector activity.

The voluntary sector's work is seen to be of such importance that it is attracting much help from the public sector. Pump-priming of this kind provides essential support and enables the voluntary sector to use its multitude of skills in a nationally cost-effective way. One could say that the voluntary sector articulates a demand, and that the public sector responds in an enabling, research, and small grant-aiding way. Nevertheless, there are dangers that voluntary skills, time and money may be called upon to do too much.

The public sector undoubtedly has some marvellous achievements to its credit. Much of this sometimes maligned sector is now efficient in the functions it performs, though perhaps not effective enough in meeting needs, because of in-built institutional problems. Many public agencies, with reduced staffs and budgets, are striving to maintain their normal services. Where the public sector goes further, in trying to provide a recreational service akin to housing, education and health care, it will appear to some to be over-generous with public money. Why not? If it were everywhere to balance income with expenditure (assuming there is any income) then the needs of many less priveleged members of the community would not be met. Policies requiring profitable results are frequently self-defeating, except in the commercial and private sectors.

Thus we face the 1980s with established innovatory trends, and some dangers in the way they are being used: trends and dangers seem certain to increase if there are further public sector cutbacks. Furthermore, as discussion periods at the RTPI Conference showed, there remain conflicts between recreation, agriculture and conservation in themselves; in the great disparity in central government grants – very high for agriculture, very low for recreation and conservation; in the discreet activities of each agency concerned with countryside recreation, each of which was though to be fighting for its own interests; and in a general lack of acceptable goals. These conflicts, when coupled with a lack of money (or rather its questionable redistribution) are the seed bed for future innovation.

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Roger Sidaway

To begin with, I will ask the discussants to respond to John Roberts' paper.

S. Reid (Director, Strathclyde Country Park)

For me, this conference appears to have a certain weakness, and that is a lack of scientific approach to the whole problem. The last paper is the first instance, as I recall, of a hypothesis being definitively postulated on a scientific basis, taking into account the sociological and psychological implications of what we are talking about. The title of this conference, "Making the most of limited resources" and also "practical lessons in countryside recreation" leads me to pose the question of what these terms mean? I think that to different people here, resources mean different things and so does the term 'countryside'. To me, in my present job, 'countryside' can mean a £12m country park right in the middle of the urban environment.

R. Corrie

I think that the name of this game has to be adaptation, and I wonder if we have really become conscious of the degree of adaptation which is going to be necessary. It seems to me extremely uncertain how things will develop, but I firmly believe that the next few years are going to be characterised by the inability of government to perform in quite the openhanded, benefacting way that it has done in the past. Therefore, the prizes will go to those agencies which are able to be most skilful in capturing the collaboration of the private sector and of the voluntary sector. The private sector is a dual sector: there is the landowner, whose motivating concern we may charitably describe as a desire to keep a rural economy functioning as it has done in the past, which is very different from the commercial sector, which obviously wants to make money. That is not, by any means, despicable. The Derbyshire example holds a key lesson for us. We would do very well to bring in the private, profit-making sector as an adjunct to the land reclamation schemes which we may not be able to fund in quite the same public way as we have done in the past.

M. Jacques (Leisure and Recreation Concultants)

For me, the disappointment of this conference has been the absence of a discussion of the commercial sector with any relevance to yourselves. I was very pleased to hear of the voluntary sector's development, and of people like the Arkwright Society, and I thought the Geoffrey Steeley's attitude was fantastic. Long may it continue.

In terms of the title of this conference, you have a limited resource, which is capital. A source for you to look to is the commercial sector. I am sorry to say this, but even John Roberts only devoted about three-quarters of a page to the commercial sector, and some of that related to giving money to the voluntary sector, and five pages to the voluntary sector. Potentially, there is a vast amount of money available from commerce, who would like and do tend to respond to opportunities offered to them. One interesting thing from Mr. Kellard's presentation, is that he has been able to produce a formula for introducing a large

amount of capital which will enable something to happen for the people around the Shipley Country Park area. I feel that more of such things should be happening.

I should like to see CRRAG going away with a view that it is, at long last, going to do something about understanding the commercial side, and getting it involved in countryside recreation. Although I did not agree with a lot of what Murray Stewart said, he did point out that one area of research to be investigated was that of how to understand organisations, and how to get organisations with such disparate objectives to work together. He would suggest the use of social and political science. I would say, "Bring in the business schools as well".

S. Reid

My authority is perhaps one of the few, of which I am aware, who have been involved fairly substantially with the private sector. We did not have the money to provide a golf driving range in our Country Park. We laid down certain design criteria, and advertised to see whether anyone would be prepared to do it. We did not have to go very far: only five miles away, someone decided to invest £350,000 in providing a golf driving range. We have done the same for a motel which we want in the park.

We have been unable to provide play areas, either in country parks or in urban areas. People have been invited to come in, for a small charge, and they are providing these facilities where we were unable to do so. It is interesting that a Labour administration has recognised that, if we are to provide some of these things, we must work in tandem with the private sector.

R. Sidaway

Are there any other examples from local authorities who would like to speak about their experiences with the commercial sector? Have we only got the Derbyshire example? What about Nottinghamshire? Clive Gordon, weren't you flirting with the commercial sector at one stage?

C. Gordon (Nottinghamshire County Council)

Yes, we have flirted with the commercial sector. It strikes me that one of the great dangers of local authority collaboration with the private sector, is that there are a great many small businessmen who do not have large sums of money to invest, who are quite happy to come in for short periods and so cream off what income there might be in a country park. But there are very few people, from our brief skirmish with the private sector, who are really prepared to come in and do something on a large scale. I find that a little disturbing.

W.G. McDermott (Merseyside County Council)

My own experience is that one of the problems with bringing in the private sector is one of standards. I think you could use the expertise of the private sector in any field, but really the local authority has got to provide the framework, and probably quite sizeable funds to establish that framework.

A.A. Oldfield (Water Space Amenity Commission)

Prior to the 1974 reorganisation of the water industry, the Waterworks Board for which I was working had a reservoir which had a core of gravel underneath it. A consortium, of private operators and the water board, was set up in the early 1970s by which gravel was extracted from inside the reservoir. This was sold at a profit to the consortium and a profit to the ratepayers, and we finished up with a reservoir almost twice its original size. So it can be done.

B.H. Flavell (Woodspring District Council)

Might I suggest that in local authorities we are reasonably somewhat cynical about the contributions the private sector suggest they can give to local authorities. You suggest that we do not understand the needs of the private sector. I think we understand their needs very well, but I think that the private sector are picking off the local authorities. They are going round twenty authorities to find one very nice situation where they can make a lot of money. I would like to ask just one straightforward question. I can think of about twenty very respectable, conventional, old-fashioned seaside resorts, built from Victorian beginnings where the resources are there, the buildings are there, in fact, the whole town is there. We realise only too well (the English Tourist Board tell us in no uncertain terms) that we are out of date, that we are not satisfying a need. You tell us how you move into the centre of Llandudno, of Weston-super-Mare, of Torquay or of Scarborough and introduce one of these riproaring, private sector amenities which is going to please you and please us as well.

R. Sidaway

Martin Jacques, would you like to respond to that?

M. Jacques

I do not think that the private sector says it has all the answers to your problems, and that is perhaps where you are labouring under a misapprehension. The fact that resorts are a big problem is well known. There probably are ideas within tourism which are worth developing, or it may well be that you will have change right away from tourism. Maybe you will become the post-industrial centres of the future, I have no idea, but I am not claiming that the private sector has the answers to all your problems. What I am saying is that it has answers to a number of problems.

R. Sidaway

Which ones are relevant to this audience, drawn from the field of countryside recreation?

M. Jacques

In terms of actually raising capital, I think Mr. Kellard probably had to do the fighting to get in, I would imagine. Would that not be true?

P. Kellard (Managing Director, KLF (UK) Ltd.)

Yes, he did. I can relate private sector experience of local government. We were involved in a project in the north east of England, and the local authority talked to us for about 15 – 18 months, after which the English Tourist Board awarded the project a grant The banks financed the project, and then the local authority did a somersault in seven days, leaving everybody flat on their face. So it is not one-sided. If you are looking for a project with the private sector, local authorities, you should encourage the idea of continuity of policies and stability, and then local authorities will get the private sector involved. Obtaining finance for a project which can demonstrate long term stability is fairly straightforward.

S. Reid

I think this question of stability is very important; my authority has given the private sector a 90 year lease. I detect a suspicion that the private sector is being involved because it wants to make a profit, and there certainly is a dichotomy of views between the local authority and the private sector. Perhaps, in the present situation, the way forward is to have a little less suspicion of partnership, to set down very precisely our requirements, how we expect to see those objectives carried out by our prospective partners; and then to move forward together. I believe this can be done.

R. Corrie

Some of the experiences and problems which are being encountered are being conquered in the case of the urban partnerships, and will have to be conquered in the context of the new Urban Development Corporations, which will have very great relevance to countryside matters as examples of technical possibility and philosophical approach.

R. Sidaway

John Dunning, you are an entrepreneur, who lives in the countryside, feels a lot about the countryside, and knows the countryside well. Do you think this is a non-debate? There seems to be no real dialogue or genuine exchange of views.

J. Dunning (Commissioner, Countryside Commission)

If we talk about countryside management, which to a very large extent has been developed by small, self-employed entrepreneurs working very closely with the local authority in an informal relationship, that has been an enormous success. It has been very largely the private sector which has been responsible. I think one of the worries is that, where new ideas need to be brought forward, too few organisations have been involved in the kind of development which we have heard so much about today. The skills are not always readily available to local authorities. I think there will be plenty of people coming forward, but I think we have to advise and help them.

M. Collins (Sports Council)

The discussion about partnership was becoming a bit sterile, and I think one has to look to analogies of the various ways a partnership does work. Countryside management, as has just been said, is a small scale example. So was retailing, until the 1950s, and the centres of many of our towns have been redeveloped by either institutional or private sector finance from the 1960s onwards, by partnership deals. In those partnership deals, the local authority has put in some infra-structure, retained some control by planning and compulsory purchase powers, and by its ownership of some of the land. The finance corporations put in finance and some long term security, and the commercial sector put in the assembling of finance and the lettings of the rents. Out of that, the public sector in many cases got considerable benefits.

The important thing is that if you are quite clear what you want, and you are quite clear what everyone gets out, and you are quite clear what your obligations are. The same is true of dual-provision sports centres in schools. From the very first bricklaying to the management agreement at the end of the fifth year, it has to be quite clear what the management takes out, what the local authority takes out, what the sports clubs take out and what the concessionaire of the club, bar or restaurant takes out. The arrangements for day to day management have to be equally specific.

If you are going to apply that analogy to countryside recreation, you have to realise that the private sector is very conservative, and its involvement is limited to areas such as: accommodation, golf, marinas, fishing, shooting, the management of estates and the conservation of stately homes. To develop these further, you need large numbers of visitors to generate the extra income. If you want to enter entirely innovatory sectors and the sort of capital that Peter Kellard was talking about, you are taking new risks, because you are creating new products. You have to be fairly sure that it is the sort of product that people will want over a long period, and across a very wide income and class range. You cannot take too many of those big risks, so there will not be many of them. I am, however, quite convinced that there is plenty of room for partnerships on those sites where there is a high throughput of people. Some people object to that wherever it happens in the countryside, but if you want big capital into big schemes, you are going to have to accept that, in some places.

R. Sidaway

David Bridges, your name has been taken in vain many times since you spoke, not just within the last half hour or so, and one of the points you made, I remember, suggested that suspicion may well exist between the traditional landowner and the commercial sector, a form of suspicion allied to that of the local authorities.

D. Bridges (Lothian Estates)

I do not think it is suspicion. The commercial sector has to be convinced that there is a profit to be made. The commercial sector, after all, may have to borrow capital, and have to pay the servicing charges

on that money, so it must be certain that any operation in which it co-operates is going to be profitable. There is not sufficient hard, clear evidence to convince the commercial sector operators to join in in countryside recreational projects.

If I might clarify my earlier points: I have no objection whatsoever to wildlife parks or zoos, and that is what I said, that the keeping of exotic animals should be left to experts. A lion is not a wild animal if it is in a cage, as a cage has no relevance whatsoever to its natural habitat. That is what I was criticising, that anyone who wished to open a stately home, or some small private operation would feel that they have to find some exotic thing to attract people to his particular project. I have no objection to wildlife in its natural habitat, and that is a very great attraction.

The other point I made was that concern for the countryside is everyone's problem. There is a great deal of the land which is not owned by the private landowners, but by people like the Forestry Commission, the local authorities, the National Parks and so forth.

J. Roberts (Director, Terrestrial Environment Studies)

I think that the ownership of land throughout the UK is tabulated in my paper, and it seems to me that the vast majority is in private ownership.

D. Bridges

Yes, but that which is not in private ownership surely must belong to the country in some way or another, either through Government, local authorities or Trusts which are supported by the Government, and the private landowner is very circumscribed in his actual ownership of the land. It is really only ownership for his lifetime, and in fact it is only a life tenancy, because on his death, the Government steps in, and can charge as much as the going rate at the time as a rent, or capital transfer. All the private individual has is certain, very circumscribed rights over land during his lifetime. On his death the Government takes its toll, and has done so since the time of Edward I. He brought out a statute called the Statute of Mortmain, which provided for any form of land, regardless of who the owner was, to be charged for if it was transferred from one person to another. Although the status of landowner may recognised, on his death the land reverts to the state. In that sense the countryside does belong to the Government, and therefore to everyone.

Councillor J.M. Sully (West Yorkshire Metropolitan Council)

I think that the private sector is full of disasters in the leisure industry: major disasters like the Court Line disaster, and minor disasters like the Loch Lomond Bear Park, which cause problems. Yet you are saying that you want them to come in. In West Yorkshire, we would be overjoyed if someone did come in to assist in our rescue archaeology in Castleford. We have discovered what Roman Castleford was like, and probably this will involve rewriting most of the textbooks about Roman Occupation in Britain. Wakefield District Council was expected to take responsibility for opening a bath house as a museum,

but declined. We have filled it in, and a brewery might be interested in building a pub over it with a viewing gallery into the bath house, but there are no private sector people queuing up to say, "Roman remains - can we use this as museum?"

S. Reid

In Strathclyde Park, we have a Roman bath house (AD 142), and with MSC help, we are about to excavate that and put it on display, so I do not think it is necessary in that instance to be looking at the private sector at all.

M. Jacques

I quite agree. I think there is room for MSC and the voluntary sector, and the private sector is not always the answer to all your problems. I totally reject your comments about the leisure sector of the commercial industry. How many bars are run efficiently at local authorities? I will give you an illustration from the south of England. A golf course/country club complex run by the local authority has bar margins of 28%, and turnover is as low as anything. We gave them two options: either you change the whole management structure, or you rent it out to the private sector. They rented it out to the private sector which gave them a return based on the profit that the whole complex was generating. They are receiving a fortune in comparison to the subsidy they were giving previously. The private sector is so much better at managing, and the local authorities are not, I am afraid, and I strongly refute the comments you made.

R. Sidaway

I should now like to move on to discuss the four very diverse examples we were given this morning. Those are: the marketing example, how to make an operation more streamlined and efficient; the public/private sector partnership; low-key solutions, and the help that the local authority can give to the voluntary sector (and I have put it that way round deliberately). Would anyone like to suggest the circumstances in which these examples are of general application?

Dr. R.W. Slee (Seale Hayne College)

John Roberts' paper had a section on efficiency. This is a word we have scarcely heard at all, and which is absolutely crucial. If we are going to make use of limited resources properly, we have got to do it efficiently. If we look at the public sector, Clive Gordon has told us that we measure efficiency there by the smiles on people's faces. If we look at the private sector, we hear it is about 30% return on capital. If we look at the voluntary sector, it is a sort of blurred satisfaction. Unless we can really look at objectives, as I think Nottinghamshire have done, and measure achievement through effective monitoring, we are not going to get anywhere at all.

R. Sidaway

Is there some special magic about Nottinghamshire, in that they are prepared to get involved in this way, or do other local authorities set up general objectives, specific targets, and monitor their efficiency? Colin Bonsey, you must be in this game.

C.C. Bonsey (Hampshire County Council)

One of the puzzles that I have had in this conference was that I thought we were coming to learn practical lessons in countryside recreation. We have had some fairly fundamental and straightforward points put out about marketing, about linking with the voluntary sector, which I think many people in this room are already practising. This week's special offer, the private sector contribution,has somehow gone off at half cock. Some of us are waiting to be told how you make this goose come and lay the golden egg. We did not hear what Derbyshire felt about this partnership, we did not learn how it relates with their county strategy for recreation, I do not think that the links with the voluntary sector present a problem at all: but we do not know how to tackle the private sector effectively.

M. Benton (Derbyshire County Council)

Derbyshire is sandwiched between the Peak Park and the suburban Derbyshire/Nottinghamshire border. The recreation strategy is geared largely to trying to manage recreational pressures in the sensitive areas and to try to provide major recreational facilities on the eastern side of the county where they are close to the urban populations, and where they might help to divert some pressure away from the sensitive areas. The country parks like Elvaston and Shipley have been directed to that end.

To move from the general to the specific, Shipley presentedan opportunity to reclaim an area of derelict land with the assistance of the open cast executive. Even at the start, way back in 1969, we did not want just 900 acres of countryside. It was therefore quite deliberately thought of as two elements: a leisure development area, and we thought of things like artificial ski slopes, sailing on the lake, and other sports facilities, and the country park area. Obviously, trends in leisure have changed over the last ten years economic fortunes have changed, and so the original idea of developing sports facilities receded. We did have a go at working out a lease back arrangement in 1974, but that fell through. The County Council then decided that they would advertise this area of land for a major recreational development, within certain guidelines. We invited companies to come forward with proposals for the sort of facilities that they would put in, and the financial and other arrangements that they were prepared to make with the County Council. Obviously there has been a lot of negiating over the details, and I think, as Mr. Kellard pointed out in his paper, from initial discussions in 1978 to fruition, which will hopefully be in 1982, there is a gap of four years.

J.B. Blayney (Country Landowners Association)

It seems to me that, without being too critical the industrial ingenuity of this country is at Cromford and the Arkwright Mills? Why could not that money be diverted there instead of being put on a site from which the genius has been cleared by the opencast reclamation?

M. Benton

We are talking about two different things. What Arkwright did in Cromford was one specific aspect of British genius, and I believe that with the help of the Arkwright Society, something will be done to recreate

it, but there is not the space at Cromford for the major project that we have in mind at Shipley Park. It is anticipated that Cromford will generate something like 150,000 visitors a year. At Shipley, we had a very large area of land available, and the opportunity to do something bigger. The intention there is to pick up the theme of British Genius in a much wider context than simply the examples which have come directly from Derbyshire.

J.B. Blayney

Surely, you agree that the country has produced genius from all over the place, but here in Derbyshire you have the mills at Cromford, and that is, surely, the industrial heart of that region. People want to got to Derbyshire to see those things that are of Derbyshire. They do not want to go there and find things that they can find in Cornwall, for example.

M. Jacques

What was particular about Disneyland being where it was? It has nothing to do with California, it is about Mickey Mouse.

J.B. Blayney

I am not talking about that. I am saying that you have resources of genius in the county, and resources of money, and yet you are developing an exhibition of genius from somewhere else. That does not seem to me to be logical.

M. Benton

There is no particular reason why the National Motor Museum should be at Beaulieu. In a lot of cases, where you are dealing with national exhibits, opportunity has a great part to play. You cannot plan that the National Motor Museum should be at Coventry, or Cowley. It really depends on where the opportunities occur, and where the people are who are willing to take those opportunities.

R. Sidaway

Ideally, I think we ought to be doing both. Picking up something which David Bridges was saying yesterday, the heritage resource - the wealth of culture and history of the country - is virtuaally unlimited and under-realised. To what extent is the commercial sector interested in putting its money into the restoration and interpretation, creating the Williamsburgs, if you like?

C. Charlton (Secretary, The Arkwright Society)

I have listened with interest to people saying, "Where is the private sector?" Well, The Arkwright Society too has been sitting and waiting, even before the publication of the Derwent Valley Study, the grape vine told a number of people with national interests, who discussed possible forms of partnership with The Arkwright Society at an early stage. As you have all said, the type of involvement which they were talking about was only the cream on the cake. So one has yet to find a realistic partner.

I never tried to imply that a glow of satisfaction was all that voluntary societies would get out of the bigger projects, because if they get only that they will go bust. They can go bust just as easily as anyone else, and more easily than many. We have to look for some sort of commercial return, and although we can borow money at 5%, which is substantially below the going rate, it still has to be paid back. The world of the voluntary societies is not so unreal or so different.

I was disappointed to see that John Roberts had misunderstood my comments about MSC. I was arguing for more partnerships with MSC. The injection of money, which they must surely receive from the Government this winter, means that they are potential investors to help us with a great deal of work, which otherwise would not start or would languish. You need certain improved management skills, which some people are beginning to develop, and I mentioned one firm that has done this in my paper, and you need, if you are a small outfit, help with the book-keeping. Given that, you have very great opportunities, and I would like to see more and more people exploring this in far more sophisticated ways than in the past, not just digging ditches or renovating six miles of footpath. If you want to see the really skilled work, go to Cardiff, or to Arkwright House in Preston, which has been done entirely with a mixture of MSC labour to a very high standard.

One other point I would like to make is that I am very sorry to see that John Roberts is perpetuating the myth that the Ironbridge achievements were virtually unsupported by anybody else. If you go to the right set of documents, you will find that Telford Development Corporation have been subsidising them to the tune of about £250,000 a year for quite a long time. With the Development Corporation being on the way out, there is very great concern amongst all of us in the world of industrial archaeology, and particularly those who work at Ironbridge, as to what is going to happen when the Day of Judgement comes.

P.V. Moore (Cheshire County Council)

As Chairman of the Society for the Interpretation of British Heritage, I support the general idea that Derbyshire is promoting. We all know that the best interpretation, is done by interpreting where the things happened, and preferably with someone talking eyeball to eyeball about the situation. We all know that in country parks and other places there is frequently a need for a visitor centre at a central point in order to set the scene and to guide people in the right way. I believe that the Derbyshire experiment can fill this particular gap, which exists in England at the moment, and I do not think it matters very much where it goes. I would only hope that they might fulfill that role even more, and show people where they can follow up their interests and develop the next stage of interpretation.

I would have also very much enjoyed hearing a little more about the potential of the private sector to help local authorities. Our own experience to date has not been very satisfactory, in that the private sector has only come in when it has really wanted to break the planning rules. Many of us are now working in the urban fringe, wher we are reclaiming derelict land, which is rather different from Hertfordshire's experience. We are looking for alternaive ways of using that derelict land. I would therefore welcome CRRAG producing examples of how local authorities and private enterprise can work together.

W.G. McDermott

I should like to mention a word which I believe has not been mentioned at all at the conference and that is 'sponsorship'. I know that American directors of museums spend about three quarters of their lives going around industrialists looking for funds, for no other reason than that of keeping theor establishment in existence. The only reading of local authorities' involvement with the private sector that I have heard today is that of the ability to make a profit. What is it in this country that does not allow industrialists to sponsor various aspects of our life for the good of the country or the project?

J. Roberts

Taxation.

W.G. McDermott

Yes, taxation, but what about taxation? If taxation is a problem, ought not CRRAG be putting points to the Government to make the situation different?

R. Sidaway (Chairman, CRRAG)

Let me draw out pointers for research, which is only right and proper at this conference. The discussion about innovation, both by Murray Stewart and John Roberts, points to a line of analysis which looks at the sources of innovation in countryside recreation . It may not require a great deal of research, but innovation, how it may be stimulated and maintained, seems to be an important issue.

Again, Murray Stewart made the point about low-key provision, and Geoffrey Steeley even more so, that we need to be quite clear about the extent to which low-key solutions are low-cost ones. The one does not necessarily follow the other. Analysis of the cost effectiveness of different forms of countryside recreation provision would appear to be justified and long overdue.

We have talked a great deal about various organisational relationships: the inter-agency, the public/private, the private/voluntary, relationships. It does seem to me that there is a lot there for us to consider, and again it may not be conventional research. It could well be that commercial consultants or the business schools could act as sources of information and intermediaries in this area. Part of the problem is the unfamiliarity in one part of the audience of how the other half of the audience operates. That gap ought to be bridged.

I think that the issue of futures and forecasting is one on which we all have reservations. It has nevertheless a tremendous fascination. My own view on the scenario we were presented with last night is that one's reaction changes from year to year - I used to be optimistic, I am now much more pessimistic. One thing which I thought did not come across too well in that presentation was the basic distributional issue: the potential for polarisation into the 'haves' and the 'have-nots'. We can no more have leisure for all than we can have equal income for all, equal time for all, and I felt there was a certain amount of fidging of that issue. Nevertheless, the research implications have to be faced.

We got rather carried away with the question of market segmentation last night. Certainly, we have been looking at this line of analysis within the Commission, and it does not seem to be a very profitable one within countryside recreation. It may well be that we have to step further back, rather than looking for market segments within countryside recreation, and talk about market segmentation into broader categories as Victor middleton was suggesting. Certainly market analysis has to be undertaken.

Clive Gordon reminded us of the cycle in market research, how it had started here and come back round. The next stage of the cycle, as it swings on its way, is to monitor and assess what is being achieved in Nottinghamshire with a great deal of interest. He demonstrated that the early round of marketing work has led to a different style of management; a much sharper, more critical style, which one hopes is being followed elsewhere.

At that point I shall end my list, and end by thanking you for your contributions to the last session. Thank you to John Roberts whose paper provided the stimulus for the discussion and to the panelists for their contributions. Thanks to all of the speakers and the chairmen of the various sessions, which have been handled very well, I feel, and to the people who have helped in the organisation of the conference: David Marshall, Cyntia Stevens and Robbie Stoakes, who helped with the design of the conference. Thank you to Janssen Services. We look forward to seeing the report as briskly as ever, and finally thanks to our hosts at the University. We look forward to seeing you all next year at Durham, when the theme will be countryside recreation and the disabled.