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COUNTRYSIDE LEISURE AND JOBS

Edited by Hilary Talbot-Ponsonby
Secretary to the Group

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Deputy Director, Countryside Commission for Scotland

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INTRODUCTION TO THE CONFERENCE

Thomas Huxley

Chairman of CRRAG,
Deputy Director, Countryside Commission for Scotland

Welcome to the 1985 CRRAG Conference on Countryside Leisure and Jobs. For those of you who are interested in the fine tuning of how these things come about, there was a great deal of discussion as to whether there should be a colon somewhere in the title. You can place it where you wish, or leave it out, as in the published programme title, where the conference theme is well described:

The present level of unemployment and how to create more jobs is a subject occupying the minds of many people. Most experts predict that high levels of unemployment will persist for some years. The future may bring a lowering of retirement age and a shorter working week. This suggests more leisure time for many people and hence an increase in demand for leisure activities.

Recreation and tourism are seen as growth sectors that can help revitalise declining rural areas. Does this happen in practice? What is the employment impact of leisure facilities provided by public authorities, the commercial sector, private individuals and voluntary bodies? How can we encourage more jobs in the leisure field?

Michael Collins has just reminded me that this is now the 14th CRRAG conference, so we are one over the baker's dozen and into our teens. With the ups and downs of maintaining these kinds of conferences, this is a respectable record and I hope that this conference is as enjoyable and as interesting as previous ones..

Editor's Note: Most of the Conference Proceedings are reported verbatim. The views expressed are therefore not necessarily those held by CRRAG or the editor.

Part I:
What Sort of Jobs

INTRODUCTION

Thomas Huxley

Chairman of CRRAG,
Deputy Director, Countryside Commission for Scotland

Our first speaker is Martin Whitby. He has lectured at Newcastle University in Agricultural Economics since 1964 and is now Reader in Rural Resource Development. Martin has studied, at one time or another, at Reading, Oxford and Cornell Universities and he spent a year in New Zealand. He is currently a consultant to the Asian Development Bank, the European Commission and the Countryside Commission. He is currently co-director of the Agricultural Environment Research Group at Newcastle University and has published two books, one on 'Rural Resource Development: An Economic Approach' and another on 'Rural Employment: Trends, Options and Choices'. I am sure you will all agree that Martin could not be a better person to open our conference on Countryside Leisure and Jobs.

Our second speaker will be Professor James Hughes. Some of us have known Jim for quite a few years when he was Head of Research at the Highlands and Islands Development Board. Jim has always sought to connect and relate the work that he was doing with other people and other organisations and this is something that a number of us have been grateful for.

Professor Hughes read economics at Glasgow University and did research thereafter in the University and then moved to the Highland Board where he has been until this year when he became a Professor at Cranfield Institute of Technology in the School of Policy Studies. So we have another speaker with wide experience but it is particularly in relation to the work of the Highland Board that we have asked him to talk to us in this session.

In choosing our speakers for the first session, we were very keen that they should provide you with a good overview and also provide practical examples that relate to the particular problems and issues that we are looking at. Our third speaker is Peter Craig who is Operations Director, PGL Young Adventure Limited. 'PGL' are the initials of the founder of the company. Peter has worked for PGL for many years and was trained at Leeds as an economist.

JOB IN RURAL AREAS: WHERE? WHEN? WHETHER?

Martin Whitby

Reader in Agricultural Economics,
Newcastle University

I have structured my paper around three main questions in the hope of setting the scene for the conference. The first question provides descriptive background but I also want to focus your minds on some of the other important issues in addition to the descriptive content of my first section.

WHERE?

Where, then, is rural Britain? This first question is not simple by any means. The latest analysis from OPCS (1984) presents Key Statistics for Urban Areas in Great Britain. In that volume they have produced a definition of 'rural' which does, at least, allow us to identify rural Britain with some consistency.

A quick look at that material will give us a view of the total constituency we are dealing with. I have taken out the figures relating to England and Wales because that is easier than including Scotland. The Scots data is available in the same volume but is not quite comparable with England and Wales.

OPCS defines rural Britain as anything that is not urban. Urban is defined essentially as land that is used for urban purposes. The classification is based on 20 ha blocks and those defined as urban must contain at least 1,000 people. Having defined those areas of land as urban, the remainder is rural. This approach is totally different from what they have done in the past. Earlier analysis used clustering techniques and before that OPCS used the straight forward administrative definition of rural districts.

The new definition tells us that the total rural population in England and Wales (Table 1) is getting on for five million and that it is roughly divided between men and women. There is a slightly lower proportion of women in rural areas than in urban areas.

TABLE 1

TOTAL (USUALLY RESIDENT) POPULATION, ENGLAND AND WALES, 1981

	Male	Female	Total Number	%
Urban	21,174	22,426	43,600	89.9
Rural	2,451	2,471	4,922	10.1
Total	23,625	24,897	48,522	100.0

Source: OPCS, 1984

More important to this conference, and more directly relevant, is the economic activity rates in rural areas because they tell us about the 'tone' of the labour market. Table 2 shows that, for men, the difference is very slight; that is, men are almost as likely to be in the labour force in rural areas as they are in urban areas. For women the situation is different in that they are substantially less economically active in rural than in urban areas.

TABLE 2

PERCENTAGE ECONOMIC ACTIVITY RATES, ENGLAND AND WALES,
BY SEX AND FEMALE MARITAL STATUS, 1981

	Economically active men aged 16-64	Economically active women aged 16-59 Married	Single, widowed, divorced
Urban	90.4	57.8	69.8
Rural	89.9	49.2	64.0
Total	90.4	5.9	69.3

Source: OPCS, 1984

OPCS have divided off the single from the married in this presentation. The total numbers in those different categories are useful. Table 3 shows that the total number of married women is quite large but they have a lower activity rate than the single women, for fairly obvious reasons.

TABLE 3

POPULATION OF WORKING AGE, ENGLAND AND WALES, 1981

	Men aged 16-64	Women aged 16-59 Married	Single, widowed, divorced
Urban	13,649	8,529	4,915
Rural	1,568	998	379
Total	15,217	9,527	4,394

Source: OPCS, 1984

The other aspect of economic activity, which is much more widely recognised, is unemployment. However, the unemployment rates shown in Table 4, which come from OPCS, are from 1981 and therefore much below current rates.

The important point is that rural unemployment rates for men are substantially less than urban. The male rates are greater than for married women but not for single women. I suspect that this is because single women are more likely to see themselves as part of the labour force, than married women, and are therefore more likely to claim unemployment benefit. The difference between urban and rural areas in

TABLE 4

PERCENTAGE UNEMPLOYMENT RATES, ENGLAND AND WALES, BY SEX AND FEMALE MARITAL STATUS, 1981

	Men aged 16-64	Women aged 16-59 Married	Single, widowed divorced	All
Urban	11.7	4.7	12.8	7.6
Rural	7.2	3.7	11.4	6.2
Total	11.3	4.6	12.7	7.5

Source: OPCS, 1984

terms of unemployment is notable. The data from Tables 2, 3 and 4 adds up to the view that the unemployed in rural areas either do not claim unemployment benefit, or they migrate to urban areas where they may have a better chance of obtaining a job.

The OPCS also gives a useful analysis of the distribution of population by industries. This usefully sets the recreational activities under consideration here, in context, showing the relative importance of different industries (Table 5).

TABLE 5

PERCENTAGE DISTRIBUTION OF EMPLOYMENT BY INDUSTRY, ENGLAND AND WALES, 1981

	Agri- cul- ture	Energy & water	Manufac- turing	Construc- tion	Distri- bution & catering	Trans- port	Other services
Urban	0.8	3.1	28.2	6.8	19.4	6.7	34.2
Rural	14.1	2.5	19.9	7.5	18.1	4.6	32.3
Total	2.1	3.1	27.4	6.9	19.3	6.5	34.0

Source: OPCS, 1984

The traditional rural employer, which many people regard as the 'basic' rural industry, is agriculture. I suspect that in this rather broad approach the OPCS definition would include forestry and fishing. Notice that it employs 14% of the rural labour force and 0.8% of the urban labour force. The fact there is any urban employment in agriculture arises from the definitions used here. Some people who work in agriculture live in small towns or on the edge of larger towns. Much smaller, as an employer, in rural areas is the energy and water sector. Manufacturing, interestingly, is now a larger employer, on this definition of rural, than agriculture. Construction is around 7.5%, somewhat larger than in urban areas. Distribution and catering, which is important as a part of the recreational sector, is not too different from the urban situation though somewhat less. Transport is substantially less which is somewhat surprising. Other services come out not too differently.

The main message from Table 5 is that the four largest employers (agriculture, manufacturing, distribution and catering, and other

services) together account for 85% of employment currently in rural areas. However, the story can usefully be broken down further by analysing at a lower level of aggregation. The raw data are published at the county level and can be tabulated as frequency distributions of the percentages of employment in the rural parts of counties in England and Wales. This gives a clear indication of the spread around the mean for each industry (Table 6).

TABLE 6

FREQUENCY DISTRIBUTION OF PERCENTAGE EMPLOYMENT BY SECTOR, RURAL PARTS OF SHIRE COUNTIES, ENGLAND AND WALES

Percentage range	Agriculture	Energy & water	Manufacturing	Construction	Distribution & catering	Transport	Other services
0-5.0	2	42	-	-	-	32	-
5.1-10.0	13	3	1	47	-	15	-
10.1-15.0	18	2	6	-	4	-	-
15.1-20.0	8	-	17	-	40	-	-
20.1-25.0	5	-	13	-	3	-	-
25.1-30.0	-	-	9	-	-	-	13
30.1-35.0	1	-	1	-	-	-	22
35.1-40.0	-	-	-	-	-	-	6
40.1+	-	-	-	-	-	-	6

Source: OPCS, 1985

Although agriculture averages 14% in rural areas, the spread of counties shows a range from two, in the under 5% range, to one county between 30-35%. The modal rate is in the 10-15% of employment. That, of itself, merely tells us that agriculture varies in importance in the total structure of employment in the rural parts of counties. However, other industries are by no means so variable. For example, for energy and water nearly all counties are in the under 5% range. The mode in manufacturing is higher than in agriculture, as is the average shown in Table 5, and there is also a substantial spread around the mode. It would be useful to see whether manufacturing and agriculture complement each other as employers. Do deeply agricultural counties have more or less manufacturing? Insofar as agriculture is linked with manufacturing their percentages of employment might move together.

By contrast, the construction industry is all in the 5-10% range. Distribution and catering is closely clustered around the modal value of 15-20%. The lowest two percentage ranges account for all counties and other services are all at the top end of the spectrum.

These distributions provide a useful warning against generalising about rural Britain. One does have to get down to the local level at a fairly early stage in analysing employment in rural Britain or any other small regions.

Local specialisation is an important consideration in attempting to generate employment, especially if it is to be done through a narrow range of industries. It is possible for quite small communities to become highly specialised in particular activities. Recreation is one such

activity. Another example is the 'phenomenon' of Hay-on-Wye, with a population of about 1,000 people and no fewer than 14 secondhand bookshops, one or two of them very large. I do not know what amount of employment is generated by this secondhand book 'mecca' status that Hay-on-Wye has, but it must be a very substantial part of the local labour market. Is this a useful guide to people trying to generate employment in rural areas? Can such specialisation at the community level be a useful model? There are, of course, some well known bad examples. For example, the forestry villages that have been built since World War II, which were based on the expectation of more employment in forestry than turned out in the end. We also have the famous example of Invergordon's aluminium smelter which was one community based on a really large specialised plant. Obviously, those examples are not particularly happy but how far can one push specialisation and what are the circumstances under which it would provide a useful basis for promoting rural development? Is rural recreation a sector which offers scale economies like Hay-on-Wye? Or, would such specialisation leave communities vulnerable to economic fluctuations?

To summarise this section, we are talking about a rural labour market with roughly two million workers, in England and Wales. Rural Scotland would increase the total by a further $\frac{1}{2}$ million. Eighty five per cent of these rural workers are employed in services, manufacturing, distribution and catering, and agriculture. That is the national average situation: the dilemma for planners is to what extent such specialisation should be encouraged at the local level rather than diversification. Diversification has the kind of advantages that Roger Vaughan will be talking about: it allows a region capture much more local activity from one job created, through multiplier effects. But, offsetting this, there may be scale economies from specialising, as in Hay-on-Wye, one activity helps another simply because the scale of the activity improves the quality of service offered sufficiently to attract people in. The search must be for an ideal combination of diversification, with multiplier effects, and specialisation with scale economies.

WHEN?

My second question is a little more difficult to interpret. When should we, or when will we, generate employment? This question is here because it underlies the current policy debate. As professionals we should be prepared for a government which will introduce policies to generate jobs.

The important policy aspect of the timing of employment is how can we influence it? One way to influence it is by the choice of industries that we promote in rural, or any other, areas. The extreme example of favourable or adverse timing is in the contrast between agriculture and forestry. There have been some estimates which show how effective that would be (Lund et al., 1982) which suggest that a 1% increase in real farm-gate prices would yield a small increase in the hired workforce. Another way would be to subsidise those forms of agriculture which would employ more people. Either course would be sufficiently costly to be ignored by governments at present, but it would produce results within a year or two.

An alternative way of using large areas of land, particularly the uplands of Britain, is to promote forestry. If we decided to plant

substantial areas of upland Britain with trees, part of the defence of that would be that it generates employment. However, as Inglis (1977) has shown, something like two-thirds of the employment that is generated in forestry comes at the end of the forest rotation. If we were to decide to expand our area of forest now that would not produce a pay-off in jobs for perhaps 50 years. Clearly, that is not a credible employment generation stance for a government to take. I am sure the Forestry Commission are well aware of this. They certainly played down the job creating aspects of forestry in their cost-benefit study in 1972 (HM Treasury, 1972). There will be some increases in forestry employment in the next 20 years as the seedlings of 30-40 years ago come to maturity. But that is all determined now and does not present a policy option for the present. If we are thinking about generating new jobs then it must be accepted that agriculture has a substantial advantage over forestry in terms of timing. I must emphasise that I do not expect a new agricultural policy to pull people into rural areas. But, we have choices to make about whether agricultural prices in general are lowered faster or slower and whether they are lowered faster or slower for particular commodities that may or may not employ more people. There may also be options to encourage agricultural employment in other ways, such as investment grants, or assistance with diversifying farms into non-farming activities.

What other industries can we think about promoting? From the OPCS data, manufacturing is an important possibility. It has been the main direct employment generating sector for our rural development agencies in the last two or even three decades. The Development Commission and other agencies have gone into the business of building advanced factories in rural areas in order to generate employment there. Undoubtedly, that is part of the reason why manufacturing is now so important as an employer in rural areas. But how much new employment is attributable to the past couple of decades of public sector factory building in rural areas? I know of no formal estimates, but would be surprised to find more than 20,000 new jobs in factories constructed in the last decade.

If we want to create manufacturing employment it is by no means obvious that building factories is the best way of doing it. There is also the possibility of subsidising employment itself. The problem with building factories is that there is no control over how many jobs there are created in them or for how long they will remain. By subsidising the payroll, policies can be tied directly to the employment of people. They may not be very productively employed through such schemes but it may, nevertheless, be preferable to having them completely unproductive. There have been examples of such subsidies. Many of you will know that the EEC Social Fund had a subsidy which a number of local authorities have picked up in this country.

There are some quite cogent arguments put forward by Layard and Nickell (1980) for generating employment through a wage subsidy. The argument being that this would be less inflationary if restricted to the long term unemployed. Employment generation does not have to be in factories; it can be promoted through other means which will receive increasing attention in the next decade or so.

Service industries are the main rural employer and they include the main focus of this conference. Included as services are the three 'traditional land-using' service industries in rural areas; tourism,

recreation and conservation. They are land-using in a curious sense in that they rely on the amenity value of rural areas for their appeal. They require attention here because they are three important potential growth activities in rural areas. I propose to treat the three together, not because I am unable to distinguish between them, but because in economic terms they have a lot in common. For example, they all rely on some sort of amenity or conservation value and they all tend to be demanding similar things, namely they require the facility for people to get to rural areas in some way and move around in them. Travel is usually by car but there is an option to provide more local transport. This would have the advantage that it would involve less disturbance to wild life and possibly to other recreationists; it might, therefore, help to improve or sustain the quality of the amenity which is being visited.

A second aspect is that it may be essential to provide accommodation. This is mainly relevant for tourism which requires hotels to be built in certain areas. The OPCS data indicates, broadly, that the employment in distribution and catering, which include the hotel sector, is slightly more in urban areas than in rural areas. This suggests that many tourists who end up in rural areas may actually be accommodated in urban areas. If that is the case it means that rural areas are failing to grab their share of this particular cake.

Provision of accommodation in these areas means investment which, in turn, generates employment. There will be some employment in the construction industry and this is the kind of (indirect) multiplier effect which is to be borne in mind in analysing job generation.

Another kind of investment associated mainly with recreation, and more recently with conservation in rural areas, is the sort of practice the Countryside Commission pursued through its Upland Management Services. This is much smaller scale, more informal type of investment but, nevertheless, quite important at the local level. It is not a high expenditure activity; small sums of money have been spent to persuade local people to apply effort to improving the rural environment. This would both increase its appeal to recreationists and make it more useful to the owners and users of the land improved by walling, ditching, draining and the like. Such methods of injecting money into rural areas require very much attention to local detail. It is not the kind of activity to be undertaken with a broad brush. However, if the right people can be found to run such schemes, and that is an important 'if', they can be extremely successful.

WHETHER?

In the space available I cannot do justice to my third question, which is whether we should generate jobs in particular situations. The political nature of the question is sufficiently obvious: but politicians will need guidance on job generation projects which should be forthcoming from economists and others. There are several components to this question, in applying it to a particular project:

- How many direct jobs are generated?
- How many indirect jobs are generated?
- How many jobs are lost through competition (displacement effects)?

- What are the costs, both financial and economic, of the project?
- What are the financial and economic benefits of the project?

Reducing the answers to these questions to comprehensible shape can only be done by using standard investment appraisal procedures. This involves inserting the values obtained in the formula:

Net (social or financial) benefit per job generated:

$$N \text{ (S or F) B} = \left\{ \sum_{t=0}^T \frac{B_t - C_t}{(1+i)^t} \right\} \div N$$

where:

B_t = benefits in year t

C_t = costs in year t

i = the discount rate

N = the net number of jobs created by the project.

The formula is not as forbidding as it may look, but applying it will take time, depending how rigorous the answers are required to be. The application of this methodology has been given extensive coverage elsewhere (Hodge and Whitby, 1981) but I should say a few things about each of the elements here.

The net number of jobs generated by a project is a central concept in this particular exercise. Variations in the way in which N is defined, only some of them defensible, account for much of the variation in estimated 'costs per job' in different contexts. The key question here is 'how many jobs would exist with and without the project?'. The difference between these two, allowing for the jobs both created and destroyed by the project, is the number we are seeking. Strictly, both direct and indirect jobs should be included here. It is also easy to forget that the growth of N over time may be significant, meaning that most of the new jobs will appear after some years. Somehow, the experience of the relevant number of years must be summed to produce an estimate of N for the formula.

Financial costs and benefits would include all government expenditures on constructing say, a factory, all subsidies to inputs and the benefits would include savings in social security payments plus extra tax revenue from the workers brought into employment.

Economic costs and benefits would include all the market flows associated with the project. This calculation would involve more effort to obtain the data but would produce results more fully reflecting the impact on society.

This is only the sketchiest account of the economic process to be examined in job generation. This methodology will have much to offer if

job generation projects are to be designed. A recent OECD (1983) survey of such appraisals concluded that there is "much work to be done on methodological issues in the whole business of evaluation". It then continues:

"There is a place for quantitative analysis in decision making. Cost benefit analysis cannot conclusively demonstrate that the subsidy will lead to a desirable end result but should be viewed as a necessary screen. Proposed subsidies which fail to pass the screen should probably be ruled out but subsidies which pass the screen should be further examined critically before being accepted as economically worthwhile."

Without prejudging the conclusions of this conference, I would suggest that recreation, in rural areas, will generate net new jobs where the market is growing, i.e. where there is increasing participation in recreation, and where new resources can be attracted into recreation. We require two conditions. Firstly, the market has got to be growing over time. Secondly, we have to show that the resources that are drawn into recreation could not be doing something more useful elsewhere. Where both these conditions hold, as I am sure they do in many rural areas, job generation projects will be found beneficial. The professional contribution to this policy area must be in identifying where, when and whether such projects are appropriate.

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RURAL EMPLOYMENT CREATION: QUANTITY OR QUALITY?

James Hughes

Professor and Head of the School of Policy Studies,
Cranfield Institute of Technology

(formerly Head of Policy and Research,
Highlands and Islands Development Board)

INTRODUCTION

My paper is not that different in the light of my change of scene. I will try to discuss specific case of the HIDB and the Highlands but from it draw some general conclusions. Had I still been with the Highland Board I would have done that anyway. Part of my role on the Board was as 'professional critic' and, as Tom Huxley has implied, of making connections with other policy areas and the other bodies involved with rural development. Similarly, approaching this from an academic standpoint, I think it is important to be concrete about regional development and in particular rural development. There is too much sentiment in regional and rural development. Too many normative statements are made and not enough related to the facts of what is now happening. I think Martin Whitby's paper was particularly useful in filling us in on the facts. However, one fact that did not come out so clearly was that rural areas are not doing badly in the national scene so far as employment and population is concerned whether you are talking about the UK, the United States or most other parts of Western Europe.

HIDB PRIORITY TO EMPLOYMENT CREATION

Where does employment creation fit in to the strategy of the Highlands and Islands Development Board? The brief answer is: universally. I think it is really difficult to look at any aspect of development without having employment creation as a factor in that look. To elaborate, there are five principal goals which the Board has set out since the early 1970s. However, it is only in recent years that we have actually gone public with anything like a strategy and that was a fascinating exercise. The five principal goals are:

1. creation of employment opportunities;
2. increasing incomes;
3. retaining population;
4. increasing the long term growth potential;
5. improving social facilities.

These have never been formally ranked but they are broadly in that order of importance in the Board's thinking. Even if one wanted to try to be more specific about the priorities which are implied within them, it is difficult to measure the importance of goals, either in ex-ante formulation or the ex-post evaluation of policy. Goals of most public bodies are

really multivariate. Even when they are simply and starkly set out, another range of other factors interweave with the main goals or, to put it another way, there are implicit constraints set on the achievement of goals. Therefore, it is not simple to talk about goals and achievement of goals whether you are doing corporate planning within an organisation, which was a task of my Policy and Research Division's role within the Board, or whether you are justifying the Board externally either to a Select Committee or a conference such as this.

Therefore, let us try to complement the setting of goals with some outline of how the Board's resources are deployed. The Board has four main programmes:

	£%	Staff %
Financial assistance (mainly small business)	50	35
Creating the built environment	25	15
Development schemes (software)	20	40
Research and advocacy	5	10

Financial assistance is the main programme. The built environment is factories but is more than that. Research and advocacy was, to some extent, the role of my own division but was broader than that. The figures show the financial and staffing assistance given by the Board. Financial assistance, which is mainly responding to applications to the Board from businesses and individuals for financial assistance to set up, carry on or expand a business, takes about 50% of our development budget and can be done by about 35% of the staff.

The Board has actually built 'advance' hotels in the highlands. There was a hotel building scheme in the 1970s and we have also built tourist interpretative centres, which is another role of the Board. Therefore, creating the built environment, in an area where property is either non-existent or relatively scarce, takes around 25% of the budget with 15% of the staff.

Development schemes are, for example, marketing schemes in the tourism sector; schemes to encourage improvement of livestock in agriculture; co-operative marketing to local sales within agriculture; training within the manufacturing sector. Similarly, it can be training and general support for an industry like tourism in the service sector. These are examples of the wide variety of development schemes and they take just under 20% of the budget and 40% of the staff. Research and advocacy take about 5% and 10% respectively.

Therefore we have two big money spinners, financial assistance and the built environment. These two are primarily directed towards employment creation and, therefore, looking at the programmatic mix of the Board, then in terms of money spent employment creation is the dominant directing factor of the two principal groups of programmes. If one examines the staff allocation, then you see that the resources of the Board are much less directed towards employment creation directly in terms of staff resources. What is the real constraint on the activities of the HADB? Within the last five years the constraint has been, primarily,

a staff restraint. Although it has not been reduced, the overall ceiling of staff has acted as a considerable constraint upon us. Therefore, the programmes which are knocking against the most severe constraints are the latter two of development schemes and research and advocacy. This is the broader set of programmes, more geared towards the longer term and less towards direct employment creation.

I will try to sum up this balance in three ways. In terms of goals employment creation is at the top of the list but it is difficult to be precise about single priorities. In resource terms, employment creation is fairly high up in relative terms within the programme groups. However, the main allocations of staff, relative to expenditure, have been in areas where direct employment creation is not the primary goal.

HOW IMPORTANT IS EMPLOYMENT CREATION?

I find it difficult to conceive of regional development and development programmes without a very strong element of employment creation. Why? Firstly, employment creation is part of the common currency of regional planning. A public sector planning body whether a quango, or local authority, would find it very difficult to get resources, to justify them internally or externally unless the major part of their activities, were set against a backcloth of how many jobs have been created. Secondly, employing people is part of the basic knitting of communities. You cannot think of a healthy community without raising the question of employment.

The Board's employment objective starts from these basic premises. However, it is substantially modified by what one would call, 'social factors'. I do not like this distinction between economic and social. We are all living a life which is economic and social, and a great number of other things, but let us accept this distinction as a shorthand one. Firstly, the Board's employment creation is not dominated by cost per job. The Board accepts that creating jobs in resource sectors, e.g. agriculture and fish farming, which have a particular role in the more fragile and remote rural areas, are high cost in terms of a crude cost per job. The Board's priorities accept this difference in cost. It does not start from some single norm in its overall job creation. It starts from the fundamental premise that resource jobs, which one hopes will be longer term and more appropriate to rural areas, will cost more.

Then again, area priorities have intervened in the Board's programmes of employment creation and have resulted in substantially more expenditure in the priority areas of the islands and the west. For example, the fisheries development scheme. The Board targeted at the development, or the sustaining, of an industry which would soon disappear forever. It was a process of a human ecological change. Had the fisheries skills and background disappeared totally from the Western Isles it would have been extremely difficult to re-establish. Secondly, this was a resource industry, and the basic argument is that resource industries are one of the few industries where rural and remote areas can be competitive. Thirdly, this was an important intrinsic part of the economic and social life of the community which ought to be a major target of development. The Board embarked on this with no arbitrary constraint of cost per job.

Has the Board changed over time in this respect? The outside observer would certainly say that the Board has moved on from being described by the second Board Chairman, Sir Andrew Gilchrist, as a "merchant bank with a social purpose". The Board has clearly changed from that. However, the fact is that even in Andrew Gilchrist's day the Board was a lot more than a merchant bank with a social purpose. The Board's change has been evolutionary. How would I describe it? It is very difficult but I will try. The Board's nose has been lifted from the 'employment generation grindstone' by two things. Firstly, the increasing relative prosperity of the area, which it shares with other remote rural areas. This has led to a confidence within the area which has generated a much larger flow of business proposals from outside the Board to the Board. There is a greater dynamic within the region.

Secondly, the Board has, in the period 1975-85, increased its overall financial resources and in some years this has been quite marked. Within the Highlands, the Board spends some £40 million which for a population of 350,000 is quite a lot when you think of it as additional funding to what central government and local authorities are spending.

The third change that I would identify in the Board is that people have learned and changed perspectives. It is an interesting part of the history of the analysis of public bodies that outside observers seldom raise this issue at all. The Board has, to a large extent, had the same people near the top over the last 10-15 years and many of them have gradually changed their views. There has been a learning experience.

What has this change of view resulted in? First of all, it has resulted in a greater sensitivity to areas and to the diversity of the development job in the Highlands. Over the last three years there has been decentralisation of staff. From two local offices in the mid 1970s, we now have twelve. The number of staff outposted has quadrupled in that time and will continue to grow. Board members, who are appointed by the Secretary of State for Scotland, from having a primarily functional responsibility (i.e. member for industry, tourism etc.) have now the main role of being a member for an area within the Board. That itself creates a much more integrative view of policy and activity both on the part of Board staff and people in the area. So far as this change is concerned, it seems to me to be only carrying on the logic of the Board. Give someone an area responsibility and they have to see the connections and see development as a more complex process. When you outpost an officer, who is an accountant primarily geared to taking applications for financial assistance and processing them, they cannot see these things in a very simple, narrow business view once you put them into a local office.

The second change over this period is a greater attention in the staff work in the Board, rather than a shift in the financial resources, to the marginal and fragile areas of the islands and the west. This has been a Board priority from the very beginning. The first Chairman, Sir Robert Grieve said, "The Board will be judged, not by its achievements in the eastern and central highlands but by its ability to hold population in the crofting areas of the islands and the west". The Board has been evolving better ways to carry out that priority. It was a priority from Day One but it required a corporate learning experience to try to find out how best to pursue that priority in programmatic terms.

Thirdly, as part of this greater recognition of fragile areas, greater attention has been paid to culture. I cannot think of a better word, though I think it was Goering who said, "When I hear the word 'culture', I reach for my gun". There is a greater concentration on, for example, the role of a Gaelic language to try to relate it to development purposes. It is not our role to be responsible for the educational or purely cultural aspects of a language, although these must be taken into account. A widespread view has been that to emphasise the traditional elements of Highland life was inimical to development. Our view was different. Gaelic has a role to play in many aspects of development. It can be used to provide an additional focus for tourism, to generate greater local community confidence, greater local community awareness. For example, the programme of community co-operatives or Co-chomuinn received a stimulus in many localities from this identity. The interest in the language can be used as a market for producing goods and services from Gaelic tea-towels to new learner courses! The language has also been a major stimulus to a local business course on Skye directed at young people who wished to stay in the Highlands but who recognised the need for basic business skills.

The fourth example which I would use is planning and conservation, which can also provide an example of how we thought it through. The Board undertook a review about five years ago on the conflict between conservation and development. The answer was that there was little or no conflict between countryside or nature conservation and development. Very few of our development schemes and business cases were stopped or reduced by direct conservation conflict. Of course, there is another general discouraging effect on development, which is something we had to take into view. Therefore, we set ourselves the goal of trying to mediate, to find the middle way, in the increasing polarisation between development and conservation. Those of you who saw the antics of David Bellamy and others on Islay will have seen how polarised this can become. It was great fun for everybody but the long term development opportunities are limited by it.

Within the Board we tried to create a climate of openness, of accepting that the development and the conservation lobby could and should speak to each other. Then, in the way in which these things happen, having created the right environment within the institution, one of the appointed Board members took a personal interest in this area. He shared the initiative to set up the Highlands and Islands Environmental Group, involving Nature Conservancy Council and Countryside Commission for Scotland, from our preparation on the policy front. The Board would very much like to develop conservation as a development tool to increase tourism and to increase our concentration on the resource base of development.

FORWARD LOOK

From here on, the logical step for the paper would have been to try and set out some of the general issues in numbers versus quality and employment and then to go on and discuss it within the Board. Time forbids that. I knew it would and I have tried to wrap them up together. How can one, my colleagues would pose, exercise a realistic choice between the type of job, the quality of job, and the numbers? The crude development hypothesis is that you have to take what you can get for

development. In the macro climate at the moment, you cannot reject that out of hand. Equally, one has to modify many of the normative views of development that rural development needs guys in little communes, generating their own alternative energy, spinning and weaving and growing organic vegetables. That is the idealised view. The answer lies between the two.

Are the trends in employment change creating a shift towards quality? The problem is that the recreational and tourism industries create low grade employment opportunities, at least so far as the formal opportunities and the direct jobs are concerned. They are often part-time, highly seasonal and often geared to younger and female employment where some communities may really require a much better mix of male. In formal terms, tourism and leisure industries do not create high quality jobs so far as the normal criteria are concerned. However, it may be that the income creation is an important support within a context of occupational pluralism by providing part-time income for wives. This can be an important way of holding families in areas. There is not a lot of work that has been done on this. The straight multiplier concept is not helpful in posing these qualitative issues. There is no obvious step for us through leisure industries.

Despite the promise, hardly anything has happened in rural areas in information technology. A few people have come in and started writing programmes. There is a little development in IT but nothing very much. What we need in IT is to create a telephone, a wiring network which will support IT industries in the highlands. We are looking very closely at that on the hypothesis that telephone lines that cannot carry data transmission will become the single track roads of the 1990s and have an equally limiting effect on development.

Thirdly, in this forward look of how we might shift towards policy, can we, or should we, shift towards other goals? Rather than being a matter of swinging the guns, I think programmes will be developed which will serve a greater complexity of goals. In employment terms I think they will relate increasingly either to the creation of part-time employment or employment which is justified primarily in terms of income generation as part of occupational pluralism, of people putting together a livelihood in an area from a wider variety of jobs. The second way in which goals will shift is that they will shift towards looking at indigenous resources to a much greater extent. Quite clearly tourism and leisure will be and must be based on indigenous resources of rural areas otherwise all the tourists will simply stay in London.

In terms of projects we have seen some joint research work between the Board and tourism and leisure bodies, i.e. Scottish Tourist Board, Countryside Commission and the Nature Conservancy Council, but it is not in the research world that these bridges will be built or the issues seriously resolved. There must be, and there are, a number of business opportunities which will be based upon, for example, interpretative tourism. It is difficult and we have pushed this steadily at the Royal Society for the Protection of Birds. Their reaction is that if you take more formalised groups to look at birds and wildlife then the more the wildlife is liable to disappear or people will be disappointed. However, there will be steps in this direction. For example, Orkney is basing much tourism promotion on birds and wildlife. I think this can be extended.

Beyond that, the future in bringing together development with conservation, formal tourism, recreation of people from other areas, will be a more integrated approach to land development. There is no time to outline many of the expectations of the Board, that it would radicalise land use within the Highlands. In agricultural terms that is not possible because Highland land is so comparatively unproductive. It could be productive in terms of bringing together agricultural land use, including forestry, recreational uses and other alternatives within an estate framework. A number of Scottish public bodies looked at this within the context of one of the largest estates, Knoydart, about three years ago. However, as yet we are not at the point where public bodies are themselves, ready to face up to the resource implications. This sort of development will be extremely costly in terms of additional jobs or population.

How will this be justified? It must be justified by taking rural development out of the orbit of the regional question, namely the fair distribution of economic activity through the national space, partly also because rural areas are doing so comparatively well in regional terms. It should be taken out of that framework and put into another context that rural areas are part of a national resource framework. If developed in the appropriate way they will add to the welfare of the nation, not only through the satisfaction of consumers but employment generation. If this is so, the resources of rural areas must be treated as sustainable ones. If that is done then I hope it will be possible to avoid the subordination of rural areas to the national interest which has so often happened in the past, and integrate a policy for rural areas within a national context which puts rural and other parts of the country on an equal footing in this planning. We are some years away from it but I think that is the basis of where the quality in rural development will come from.

CONCLUSIONS

Posing the title of this paper in terms of quantity-versus-quality of employment creation has presented problems. The HADB has never pursued a simple numbers game in employment creation. Quite simply, given the task of developing a specific region, forces wider issues upon the Board. As a general conclusion, the only way to overcome the fragmentation of rural policy within sectoral boundaries is to create a stronger area focus.

I have, however, been able to present examples of how the Board has, in recent years, reinforced the area integration by a stronger internal area focus and development schemes with a broader goal structure. These latter should not obscure the continuing base load of work to provide financial and advisory assistance to business.

In the longer term I suggest that rural policy must look in a number of the directions indicated by the examples of Board policy developments. I am, however, always reluctant to draw direct conclusions for the rest of the country from Board work bearing in mind the scale of its operations and the continuing gap between the Highlands and the rest of the country.

It will be evident, however, that the tourism and recreational sector will be involved in the long term aspects of the Forward Look.

- a) The need for a framework for more integrated land use development.
- b) The consequential need for a policy framework will view rural areas not as 'special cases in need' but as national resources with considerable potential but due equal consideration.

RURAL EMPLOYMENT CREATION: A PRIVATE SECTOR VIEW

Peter Craig

Operations Director, PGL Young Adventure Ltd.

INTRODUCTION

Firstly, I will talk about the industry within which PGL operates. I will define it for the sake of setting the parameters within which my presentation is based. Secondly, I will talk about PGL specifically, giving brief facts about our business and background. I will then move on to specific data based on our company's experience and records with reference to employment and employment/expenditure related spin-offs. From there I will come back to the industry, what is happening within it and where it appears to be going. I will also relate this to PGL; our plans, aspirations and hopes. In concluding, I will seek to give some opinion as to whether the industry is here to stay and on its importance or otherwise for job creation.

In making this presentation I would stress that whilst any information with regard to PGL is factual and based on direct experience, many of my comments with regard to the industry as a whole are opinions - some of them well informed, others more speculative. As an industry we are small, young and fragmented and accurate statistics are not readily available.

THE 'INDUSTRY'

The activity holiday industry is incredibly varied, both in respect of the diversity of activities and in the size of operators within the business. At a recent forum of activity holiday operators the pursuits covered ranged from a gentleman offering the occasional long weekend studying bee keeping, to major operators such as ourselves. As a matter of interest, this forum was called to discuss the possible establishment of a code of practice for activity holiday operators. The very fact that this took place and the presence at such a forum of national bodies like the Sports Council and the English Tourist Board, I feel, is indicative in a number of respects of the potential coming of age of the activity holiday business.

In more specific terms, I would seek to look at that section of the industry which PGL Young Adventure are involved in. Traditionally, the industry is based on residential adventure holidays for young people - whether they be in organised groups, e.g. schools, or unaccompanied individuals. Loosely speaking, there are three different categories of operators within the industry:

1. Small - one-man businesses, one centre.
2. The bigger organisation - colony holidays, Holiday Fellowship, Outward Bound and ourselves.
3. Subsidised operators - local education authority run centres; national centres - for example the National Sailing Centre at Cowes.

Historically, the level of commercialism within the industry has been low-key. Of all operators it is probable that PGL has been the most overt commercially.

ADVENTURE AND GEOGRAPHY

As I have already mentioned, the overriding tradition within the industry has been for adventure holidays. As such, they have taken place, by and large, in traditional 'adventure' areas - almost by definition these have been rural - the obvious examples are the Lake District, Scotland, Peak District, Yorkshire Dales etc.

Until about five or six years ago the industry was fairly quiet although certainly as a company we had been experiencing good, steady growth prior to 1980. More recently, there has been an increasing trend towards what I would refer to as activity holidays as opposed to adventure holidays. This has seen a movement away from the standard outdoor pursuits approach to general activities ranging at the extremes from such things as computer holidays through various sports and games to, and including, the traditional standards of sailing, canoeing, walking, pony trekking etc. Within the last five years there has been a definite increase in the number of operators and linked to this, a noticeable increase in marketing action.

The major growth area within the last five years has been in the provision of holidays for unaccompanied individuals. This primarily has been focussed on the summer holiday period. This growth has been stimulated/allowed by the ability of operators to rent premises and facilities on a short term basis. I refer here to the taking over of public schools and sections of colleges and universities during the summer vacations. Within this there is still a high proportion of the business which is residential. However, the last three years has seen the blossoming of the non-residential day camp.

These changes in the last five years have shown that the emphasis on location is far less important to the individual summer market. Activity holidays can, and do, take place almost anywhere. In particular, for day camps the major concentration of activity holidays is in London and the south east.

The growth in the number of operators has seen the springing up of many small operations in and around London - in particular to provide day camps. The shortness of the season and the ability to rent premises has meant that many operators are part time. Some of these are individuals running one centre or in certain cases, several centres.

Perhaps of more significance to the market in general has been the emergence of two larger operators - Beaumont and Dolphin. They have developed in the last three to four years and to date have concentrated their activities on the summer market exclusively.

PGL

To move now to some specifics with respect to PGL Young Adventure.

Historically, we have been an adventure holiday business operating in the traditional rural locations. In recent years we have moved in part

towards the provision of activity holidays. I would point out at this stage that we are not operators of specialist outdoor pursuit courses, but operators of holidays based on adventure and activity offering a multi-activity package to our clients.

To give you some idea of the scale of our business, this financial year will see a turnover of approaching £7 million. Of this approximately £5.5 million will be attributable to operations within the UK and the remaining £1.5 million to our overseas business - the major part of which is in France.

In 1985 we will have provided holidays for almost 65,000 clients of which 6,000 will have gone to France. In the UK, the 59,000 clients dealt with amount to approximately 34,000 residential guest weeks. To give you some idea of the growth in the last five years, our 1980 UK guest week figure was approximately 21,000.

Clients

I have used the term 'clients' in a general sense but in common with our section of the industry our business is generated in three different markets with three main client types:

1. Groups - schools, scouts, youth clubs, Youth Training Scheme groups etc. By and large, clients who come to us, particularly in the UK, do so during the period March to November, with the exception of July and August.
2. Unaccompanied individuals - youngsters aged between six and 18 during the summer holiday period and to a lesser extent Easter and Whitsun.
3. Families - mum, dad and the kids who prefer an organised active holiday rather than the delights of Benidorm. The main concentration here is again during the summer period but with an increasing spread into May, June and September.

Seasonality

Understandably, the majority of the holiday going public can think of many valid reasons for not paddling down the River Wye accompanied by ice flows in the middle of January. I am sure that if we had a quick check round this room we would soon have a long enough list of reasons to convince everyone as to why our business is seasonal. The reality is our business is highly seasonal.

Yes, we do operate from late February right through to the beginning of November - long enough to make most people's toes curl at the thought. However, within this length of season, as I think I have already indicated, there is a substantial peak in the July and August period. To put some figures on this in PGL terms, the peak number of clients at any given time outside the summer is 1,300 - in the prime weeks of July and August this rises dramatically to 3,500 in the UK alone.

Employment

All of these clients, irrespective of when they come, obviously need

looking after - whether it be the provision of their cooked breakfast, ensuring a six year old cleans his teeth every morning, or coaxing a dubious mum into a canoe for the first time. In our experience, there is no doubt that activity holidays are creators of employment. The question is what type of employment? I tend to look at this on three different levels:

1. permanent employment;
2. long term temporary employment - I am referring here to periods up to 9 months in duration;
3. short term temporary employment - anything from 2-8 weeks.

At this stage, I am talking only of direct employment, i.e. people who are employed by us in the running of our business. Take each of the three categories in turn and look at them in a little more detail.

Permanent employment

These are jobs which exist either by historical accident or by design in rural or semi-rural locations. I refer here to employment created through our head office operation in Herefordshire and through the existence and operation of centres which we own in Powys, Shropshire and Herefordshire.

We are currently employing approximately 80 permanent employees in the UK and a further half dozen in France. Within the UK approximately 65 of these are based in Ross-on-Wye - the remaining 15 being located at our adventure holiday centres. As a growth guideline, in 1983 the approximate UK permanent staffing was 55 - this has shown an increase of 45% using 1983 as a base.

Profile

Within these staff, I do not think there is anything which one would call a typical profile. The age range varies between 18 and 55, the disciplines covered range from secretarial to senior management. Some staff are local and some are imported to the respective areas. At head office I reckon that approximately 70% of employees are of local origin with approximately 30% being 'imported'.

At our centres we do have a number of specialists, most of whom have been brought in from outside areas - particularly activity and management specialists. As a rough guideline, I would say that at the operating bases, the split is roughly 50:50 local employment to imported employees.

Seasonal staff

To come now to our seasonal employees, both long and short term. These staff are employed at operating centres and not at our headquarters. At peak the maximum number of employees in this category would be approximately 1,450 including approximately 300 overseas.

To achieve this level we will make approximately 1,900 appointments of varying lengths of stay. Of these, 1,500 would be in the UK and 400 in France.

Growth

For comparison terms, the respective figures in 1980 would be 1,200 appointments - 850 in the UK and 350 in France.

Long term temporary

I will concentrate here on the UK. All employment created within this category will be at rural locations within the United Kingdom at our own centres in Powys, Shropshire and Herefordshire.

The lengths of employment vary up to a maximum of eight or nine months; the length of stay often being dictated by the employee and not just by our staffing requirements. The peak months of employment are June, July and August and the number of employees in this period is approximately 450. To achieve these levels consistently will have meant that we have made approximately 700 appointments.

I think it is fairly clear from the figures just referred to that there is a high level of turnover within these temporary appointments.

Short term temporary

This is the proverbial summer season - that four to eight week period during July and August. It is peaked by the school summer holidays when our business swings almost exclusively to dealing with large numbers of unaccompanied individuals and families on holiday. Within the UK we will be making approximately 800 appointments to fill a fairly steady requirement throughout this period for 700 positions.

Of these short term appointments not all are by any means in rural situations. As I mentioned earlier, a proportion of the accommodation required for these peaks has been met by the short term rental of premises - the rise of the summer schools phenomenon, either for residential or day camp holidays.

Using the direct experience of PGL, approximately 50% of the employment created in this period would be in non-rural areas - predominantly in the south east, for example Rickmansworth, Reading, Eastbourne and in the north, at Edinburgh. The other 50% will be placed in the much more traditional adventure holiday locations for example, Lake District, Yorkshire, Wales, Devon, Cornwall.

Profile

To look at a very superficial profile of our temporary employees - the last sample analysis showed that some 99% of our staff were single. The sex split was 50:50, male:female. The age range was:

Age range	Percentage
18/19	27
20/24	60
25+	13

If we take a typical centre where all staff are being employed by us, then in percentage terms the categories of staff would be as follows:

Welfare type staff - group leaders	30%
Instructional staff	40%
Domestic/maintenance	25%
Administrative/management	5%

The welfare and instructional roles require highly specific skills and commitments. As one would expect in the summer, the vast majority of staff are students and teachers. Of our longer term employees, more than 50% of them come to us from an unemployment situation.

The preceding information will, I think, have given you an indication of the scale of the employment creation. Equally clearly will be the fact that it is substantially seasonal and at its peak this is a very short season indeed. In the UK this year, at our busiest time, we were employing some 1,230 staff of which only some 7% are full time. Of this total of 1,200+, nearly 70% of these were in rural areas.

It should be borne in mind that as an employer in our type of business, we require many specialists and employ largely residential staff. Hence, it is probable that less than 10% of these employees are drawn from the localities of any given centre. One final point - approximately 30% of our seasonal staff in any given year will return to us the following year.

BENEFITS TO THE ECONOMY

Having looked at specifics with regards to employment, I would now like to turn my attention to our input to the economy at a general level and in more detail to the effects of our presence in a given area. Within the UK, our turnover in 1985 will be approximately £5.5 million. If one assumes here a notional profit to the business of 10% - even assuming this was withdrawn completely (and it is not) - there will still be a further spend of approximately £5 million. A percentage of this will go to national companies often and frequently situated in urban areas, e.g. major food suppliers, press/media in terms of national advertising, major equipment suppliers. For example in 1985 our equipment spend in the UK was approximately £300,000.

However, these are definitely knock-on effects in terms of expenditure in rural areas. It should also be borne in mind that notwithstanding the increase in summer school business, the majority of our holidays do still take place in rural locations and that our head office is rurally located in its own right. A significant point, the majority of our clients are urban based and hence there is significant cash transfer from urban to rural areas.

To be more specific on this, I would like to cite as an example our centre in Shropshire - Boreatton Park. This is one of our own long season centres which operates from late February through to early November. Our company expenditure through that centre in the current year, excluding capital equipment purchases, will amount to approximately £500,000. Of this, 60% will be available and likely to be spent in the locality either as employees' disposable income or as payments direct to local suppliers of goods and services e.g. coach operators, fresh catering suppliers, builders_merchants, building contractors, pony trekking operators, etc.

Additionally, I would estimate that our clients visiting this area will spend directly in the locality something in the region of £50,000. To convert this to accurate information in terms of increased employment within an area is difficult. However, in this area as in others in which we operate, there is direct evidence of growth in affiliated industries as a result of our presence, for example, coach contractors increasing the number of coaches they operate, employing more full time drivers; pony trekking contractors employing more permanent staff. To look at the figures in percentage terms, in our case, approximately 35% of the revenue we derive from clients paying for holidays at our long term centres is distributed in the locality of that centre.

THE FUTURE

So where is this industry of ours going, and what are the realities in terms of job creation?

Undoubtedly, the industry has expanded over the last five years. A purely personal guesstimate of this would be something like 75% growth. A statistic which I would not particularly push as totally valid, but which perhaps does give some indication of the scope available, is that it is estimated that in the UK, the market penetration of activity holidays for young people is approximately 4-5%. This compares with an estimated 90% in the US, and 80% in France.

A major growth element will be in the increasing individual summer season business. Included within this will be an increasing number of clients from overseas. In 1985 we provided holidays for approximately 3,000 youngsters from overseas. Many of these holidays were sold as a result of direct marketing in various European countries, e.g. Italy, France, Belgium, Holland, Spain and Scandinavia. A proportion of this has gone to rural areas, although I would say that the most significant increase has been in the urban fringes. By and large, these summer operations rely on short term, mobile labour with specific skills and I would, therefore, suggest that direct increase in rural employment is minimal. There are, however, as previously indicated, spin-offs in terms of expenditure locally. There has been a steady growth in our groups' business. This does take place on a longer season basis and does have more direct relevance to local employment and cash input. I do believe there is substantial growth still to come in this area, although it will be less dramatic and rapid than the individuals' business. As a company, we currently do business with approximately 1,000 schools and groups. There are within the UK approximately some 37,000 state or independent schools, and hence, whilst we are probably the biggest operator of activity holidays within the UK, our market penetration is very small indeed.

In preparation for this talk, I have contacted a number of small operators - many of them single centres. The general consensus amongst them is that their position is much more stable today than it was five years ago. Generally, they have increased the lengths of their season - some are now almost year-round operations. They have increased their permanent staffing - it is typical to find a centre which was perhaps supporting 2-3 permanent people five years ago which is now supporting 10-15 on a virtually permanent basis. They have increased their local employment and as a matter of fact, have also increased their local expenditure.

In all the cases I looked at in this very rough and ready sample, a significant factor in this increased stability and employment has been the group business generated by Manpower Services Commission funded schemes, e.g. Youth Training Schemes.

With all these centres, and indeed with PGL, on our longer term operations whilst I have drawn a distinction between group and individual business the two are clearly inter-dependent both in terms of the stability of business and the continuity of employment over a longer period of time.

We are planning for growth in our groups' business and increasingly we are finding pressure for additional centres in new locations. As a matter of course, these will almost certainly be required in the typical rural areas. This is easy to say, but I would point out that achieving such new centres is not always without difficulty:

- a) the capital cost of purchasing and equipping such a centre is by no means insignificant;
- b) obtaining planning permissions in areas which are often sensitive to increased pressure is at times very difficult. Without wishing to raise a contentious issue here, certainly our expansion in certain areas has been restricted by planning restraints.

However, it is centres such as these established by ourselves or similar operators that have the greatest significance to employment in rural areas, either directly or indirectly. I think it will always be the case, particularly with larger centres, that a number of staff with specific skills will be brought into an area. However, the longer a centre is established and the more successful it is in lengthening its season, the greater the reality of increasing direct local employment.

The final sector which we have singled out as a potential growth area is that of family activity holidays. This has been a noticeably increasing sector of our business. By and large, it has a longer season than the individuals' and again, there is a strong preference for traditional holiday areas. There appears to be a definite demand for self-catering accommodation for families with add-on activity packages. To date, a substantial part of this business has taken place by taking up slack in existing accommodation facilities within these rural areas and providing, generally through existing facilities, a range of activities.

In one particular area in 1985 we filled just over 1,000 bed weeks which would otherwise have been empty. In all cases these were families coming under their own steam into the area and making all their own catering and free time arrangements.

If I may, at this stage, verge further to opinion and look at activity holidays on a much wider basis than our own business. I do believe firmly that there is an increasing awareness of sporting and leisure pursuits. This is fueled by media coverage of new activities and sporting events and coincides with people's increasing desire to fill their leisure time effectively. I believe that this trend has been gradual, is not a fad and as leisure time is bound to increase, so the demand for

activity holidays will also increase - whether it be for ballooning weekends in the Cotswolds, salmon fishing on the Spey or multi-activity weeks in North Wales.

The actual phrase 'activity holiday' indicates the coming together of accommodation and activity facilities. I feel that it is significant that even major hotel chains are now offering activity breaks. For them to be promoting such things indicates that they have empty beds and that they believe that activities will fill them. Clearly, full beds must have ramifications for local economies, whether they be rural or not.

Finally, if I may be so bold as to make use of James Hughes' title for the preceeding presentation - quantity of quality. Activity holidays can provide input in quantity to rural locations. If quality is to be measured purely in long term permanent employment, then the seasonality of the business will prevent this input being 100% A1. However, if required, and allowed, activity holidays can do, and will, increasingly have a part to play in this area of economic activity.

DISCUSSION

N. Goodin (Councillor, Mid Suffolk DC)

I come from a very rural area and I was very interested in Mr. Whitby's comments and his statistics. He did categorise agricultural employment in fairly definite terms: a generation ago a farmer employed a lot of men and now many farmers employ hardly any at all. Today, the sons of those men who used to be employed come back on the farm to service the tractors and sell him sprays. In other words, they are still really agriculturally dependent. I know this is old hat, but what I am saying is that the importance of agriculture today is greater than is indicated by the figures given by Mr. Whitby. He was saying that more food is produced by the farmers than this country can get rid of. That is only partially true: I think there is tremendous scope for an increase in production, not for more wheat and buttermilk, but for more specialised production. He did touch on specialisation in communities when he mentioned the bookshops in Hay-on-Wye. At the same time, we only produce about 45% of the pork in this country and yet a tremendous amount of foreign sausage and fancy stuff is imported. We can produce dried herbs and all sorts of crops. I think that apart from farm tourism there is considerable scope in jobs related to agriculture. Would he agree, because I feel he was indicating that there was not much scope for expansion in employment in that field? Bear in mind the ancillary industries and the fact that agriculture itself can produce a lot more than wheat mountains and butter mountains.

M. Whitby

Briefly, I agree that agriculture does now account for some off-farm employment, but this increase has in no way offset the migration of workers out of agriculture. Furthermore, these secondary employees are not necessarily employed in rural areas. Most of the inputs supplied to the industry originate in towns, or are not tied to rural areas in any way, and their production is therefore a rather different activity from agriculture. It therefore remains useful to look at agriculture as a traditional food producing industry.

Of course there are possibilities for novel crops. The EEC is concerned to find some that could be offered as an alternative to cereals and sugar. Nevertheless, the main policy change that one would expect in agriculture is a continuing downward drift of prices, because that is ultimately the way we will move away from these embarrassing surpluses. That will free more land than we can competitively use in producing conventional and novel crops. The alternatives are then forestry, recreation and conservation. How these activities will be combined remains to be seen.

I accept some of what you are saying. The central question remains, how much agriculture do we want in this country? That is a policy decision that is partly being taken in Europe and partly in this country and is influenced by environmental factors as well as the conventional economic forces.

T. Huxley (Chairman)

I must make a comment at this stage in relation to the sorts of

interests represented by CRRAG in tourism, recreation, nature conservation etc. The kind of thoughts that we had in looking at 'leisure jobs and the countryside' in relation to agriculture were: if people want to visit the countryside because it provides leisure and recreation then what kind of agriculture is going to maintain a flow of visitors to the countryside? For example, if you remove all the hedgerows will it reduce the number of visitors to the countryside because it becomes less interesting for them to visit? Are there going to be ways of managing the countryside, be it for full production, which will maintain an interesting countryside for leisure purposes and yet be economically viable for the main purpose of producing food? These are the sort of issues that CRRAG hopes this conference will consider, rather than whether we should produce rape or not.

J. Sully (Councillor, West Yorkshire MCC)

I think I am right in saying that Mr. Hughes spoke about £40 million funding by the Highlands and Islands Development Board for a population of 350,000. It is a relatively small population for a relatively high investment. He also mentioned that they were starting to build hotels that would be taken over by somebody. We all have countryside with areas where many more people are unemployed. In the national context, isn't this a waste of resources with that kind of funding going into that size of population?

J. Hughes

The basis of investment in rural areas, through the Board and also the Development Commission and the Development Board for Rural Wales, has, in the last 20 years, primarily been the regional development argument and therefore Government has chosen the most disadvantaged rural areas in the country to invest in. The foundation of the Board's programme was to help the part of the country which, there was universal agreement, was the most disadvantaged part of the United Kingdom and therefore justified the amount of resources put into it. I think even for these areas this argument will have to change, as I was implying at the end of my paper. Therefore, point one is that the Highlands and Islands are the most disadvantaged rural area in the United Kingdom and deserve the sort of resources which they are currently receiving. Those of you who know the highlands will see that with your own eyes. I think your second point was to ask whether this was the right way to generate development in an area like this and did it have more general application to other rural areas. I may say that our hotel development programme is now historic. Between 1972 and 1977 we built five hotels which were leased by private operators. The purpose of this was to take the industry out by a leap which it would not take by itself. That is the purpose of an advance factory - to take people to areas they would not normally think of going, simply because of the availability of the factory or its comparative cheapness. The hotel programme was successful in that all these hotels have now been bought by the private sector and are now embedded into the private sector development of tourism in the Highlands and Islands. Therefore, I think there is an argument elsewhere for the State, through a public development board of some kind, or through local authorities, to take the industry out beyond the margins that it would normally go to if left to the profit motive. This is on the argument that many industries, including the recreational industries, do not understand rural areas; therefore part of regional development is to get them used to

taking the kind of risks which some specialist leisure companies are now in the business of, but they are very few and far between.

T. Huxley

That kind of development activity is not only deriving from the Development Boards. In a sense, a 75% grant on the creation of country parks, of which there were none 17 years ago and now there are over 200, can, I suppose, be regarded as a kind of very substantial advance factory for recreational development in the countryside.

C. Jones (Councillor, Blaenau Gwent DC)

I come from an area which, over the past few years, has been decimated, indeed raped, by the present administration. We enjoy an unemployment statistic of 32-33% - subtract the figures for community programmes and the unemployment figure is around 36-37%. One of the avenues left for us to proceed in the area in which I live, and we have the scenery, the facilities and the waterways, is leisure - adventure centres and programmes like that. Where is the money coming from? Do the speakers think that there should be special consideration for these areas where everything has been taken out and nothing put back? Should they be entitled to special grants along these lines?

P. Craig

This question goes into areas which are slightly beyond my scope. Where is the money coming from? In our terms the money comes from business which we have generated and we put it back in. It is very rare indeed for us to get financial assistance. We have had grants from the likes of the English Tourist Board to help us develop certain parts of certain centres. I do not know the politics of it. Perhaps someone else feels able to speak on whether or not one should be looking to government to provide grants to put back in what has been taken out.

S.J.D. Mackenzie (Consultant, Coopers and Lybrand Associates)

There are, of course, regional aid funds for such developments, in particular, under the European Regional Development Fund. There are also urban development grants for certain areas. Surely it is a question of partnership between private and public capital in the sense of building confidence, with public capital underwriting private capital in its initial years. I think it is a mistake to say that private capital can take over instantly where public capital is no longer being invested. It seems to me that there are success stories in that line particularly in places like Torquay, North Wales, Glasgow etc.

I. Branton (Director, British Trust for Conservation Volunteers)

I would like to introduce the voluntary sector into this because it is pertinent to the question that was asked by the councillor. The Groundwork Foundation has been set up following successful establishment of local Groundwork Trusts in the north west to produce a co-operation between private, public and voluntary sector. The spread of the Groundwork Foundation will help areas like Merthyr Tydfil, Cardiff etc.

M. Gee (Consultant)

I would like to register the importance of the educational sector in

generating employment in rural areas because I do not think it has been mentioned so far. I was associated with a centre in the Lake District that started up after the last war and now has 60 full time employees. The Lake District National Park lists about 30 similar residential centres. A study made a few years ago identified up to 100 places that were used regularly by visiting educational groups. If you were to spread these figures nationwide you would certainly have a significant generation of employment in rural areas in the education category. I would say that one of the critical factors for location, as well as the quality of the area, is often the availability of premises. I know of one group that is looking for premises just at the moment and having great difficulty in finding them. It does seem that, with all the effort that is put into advanced factories, may be an advanced field study centre would soon get a lot of takers and generate jobs.

J. Essex (Tourism Officer, Thurrock BC)

I am rather surprised that in the Labour Party's discussions on its future manifesto, they went to considerable lengths to discuss second homes in the countryside. I do not know how significant these are in employment terms but I would have thought that it was pretty negative to say that they were going to attack the second homes issue when, in fact, second homes do draw out people from cities into the countryside and do, presumably, produce work.

T. Huxley

Peter Downing, did you not write a couple of reports on second homes?

P. Downing (Dartington Institute)

We did Chairman, but that was about ten years ago. We were never able to establish a balance as to whether they were net 'bringers-in' of income or not. We did establish that they were very influential in maintaining and rehabilitating the fabric of the rural housing stock. Old houses were being done up and money was being brought in for those purposes. It is a rather difficult field to study. It shades off into caravan ownership and people owning second homes who also let those second homes off as self-catering accommodation to their friends. It is not a single, simple, clearly identifiable sector.

Also, there can be double standards. We noted on Skye, in particular, that local people who came back and spent only two or three weeks a year in Skye and the rest of the time in Glasgow or indeed in America, were welcomed. They were not second home owners and were not reviled. However, they did precisely the same as those who came from England, and were known as the 'white settlers'. There is a certain amount of hitting at an easy target in having a go at second homes.

L. Harrison (Cheshire CC)

In responding to the question on the Labour Party's attitude towards second homes, the word 'fabric' was used with reference to the fabric of the actual building. I think the Labour Party's attitude is also one of social fabric. I think the worry about second homes is that those who use them are not part of the social fabric of the area, necessarily so, because they mainly live in a first home which is elsewhere. I think

that is the major concern of the Labour Party: being concerned with social activity and life in rural areas. Part and parcel with that, and clearly a strong part of it, is the economic wellbeing of an area.

T. Huxley

One of the things that I did not expect to hear at a CRRAG conference was an explanation of the views of the Labour Party. Would each of the three speakers like to comment on other points that have been made?

J. Hughes

I would like to go back to the question which obviously related most to what I was speaking about: why can't we use tourism and leisure industries as a basis for the regeneration of communities? There are a number of points. They do not create many jobs and they create low grade jobs. Therefore, in many areas these industries are not popular as a basis for job generation. Secondly, despite the extension of regional policy to tourism, you will not get regional policy acting as a sufficiently good basis for encouraging the development of these industries if one's aim is to recover the nature of these communities.

The third point is that, as a basis for development of communities, tourism and leisure industries can create difficulties where they bring in foreign capital, i.e. capital that is external to the area. The industry of second homes shows the importance of building on a local resource but in a sympathetic way. Therefore, the development of these industries in rural areas and some urban areas as well, can create the problems of the multi-national, even though it is not a multi-national but a multi-regional firm. One has to approach this importation of capital with great sensitivity or it can be counter-productive to the development process that you want to encourage.

M. Whitby

I would like to say a little in reply to the councillor's point about the problem of Wales. He raised the idea that there should be some mechanism by which we can put more money into rural areas. I think this is extraordinarily difficult and offer as example what has happened in agriculture: that has been the industry through which massive amounts of money have been injected into rural areas in the last 10-15 years, most of it since we joined the EEC. This has raised all sorts of agricultural problems. It means that farmers are doing things that the rest of society does not like; it also raises problems of over-production and distortion in resource markets. I think it is extraordinarily difficult to place money, in any broad kind of policy sense, in rural areas. Before we devote too much effort to such a policy, I believe we should satisfy ourselves that everybody who currently does live in these deprived rural areas actually wants to live there. Should some of them be helped to get out rather than be persuaded or bribed to stay?

P. Craig

I would like to take up the point raised about facilities and available bed spaces in these rural areas. Perhaps the Lake District is the extreme example of the great difficulty of locating activity adventure holidays. Certainly, in our experience, both group and family business

are quite demanding as to where they want to go on holiday. That demand is very definitely for the more attractive areas of the country. Therefore, jobs can be created in those areas, but the difficulties are, firstly, finding suitable premises and facilities and, secondly, getting planning permission and overcoming all the associated problems in order to move into the area. We have experienced these problems and I know other people have done so.

T. Huxley

Thank you very much to our three speakers and thank you to those who have contributed to the discussion. I am glad that nobody, so far, has tried to develop a relationship between the rape of, or rape in, the countryside and the views of one of the political parties. Perhaps that will yet happen.

INTRODUCTION TO THE AFTERNOON SESSIONS

Roger Clarke

Assistant Director - Policy,
Countryside Commission

Can I welcome you to the afternoon session. It is in three parts. In the first part Trevor Bailey will be speaking to us. Then we shall all have a chance to be involved in discussion ourselves in the two sets of discussion groups. For the third part we are back here to hear from Roger Vaughan.

This is the first time that I have been at a CRRAG conference and I am still not quite clear how the discussion is shaping up. Clearly, we have identified some of the context about rural employment. We have begun to think about some of the things to do with countryside leisure as one means of creating jobs in the countryside as well as having other kinds of benefits. We have also identified that leisure in the countryside is likely to be a growth industry which may, or may not, have benefits for rural areas and for rural employment. It is likely to be a growth industry.

In my terms, Jim Hughes was rather dismissive about the employment that might be generated by countryside leisure saying that it was low grade. He went on to say, and I think rather unwisely, that it is part time, seasonal and female. Had I been a woman I might have taken exception to the definitions of countryside leisure employment for women as being low grade. I am sure it is equally as important as employment for men. Clearly, there are some issues about the nature of employment through countryside leisure which I am sure we will be speaking about as the discussion goes on. We will be weighing up the benefits and disbenefits of the part-time and seasonal nature of some of the employment as against its positive benefit in terms of providing supplementary income to other activities and occupations in the countryside.

Having been rude to Jim Hughes I must say that I was particularly struck by two of the throw away lines that he gave us right at the end of his remarks which I hope we will come back to as the conference goes along. One was about the use of our rural land and I do think that here we are at something of a watershed, certainly as we see things at the Countryside Commission in England and Wales. The changes taking place in agriculture, which have already been referred to, do mean that we might be about to see a time when agricultural priorities for the use of much of our rural land assume less prominence and other priorities, among them leisure in the countryside, assume more prominence. The implications of all this are going to be very important for all of us.

The other throw away line that Jim Hughes gave us was also extremely interesting. It was the thought that we are going to need a new justification for rural development organisations or any organisation engaged in countryside policy or rural policy. We have been moving

towards attempts at a more integrated approach ourselves to countryside policies and our report, 'A Better Future for the Uplands' was a great step forward in that direction. I suspect all of us, and particularly those of us who work for public agencies, will have to spend a lot of time in the future looking across the board at countryside policy and not simply assuming we can pursue it in a sectoral way.

That was all by way of a preamble. We had three speakers this morning dealing, broadly speaking, with the academic, public and private sector view of employment in the countryside with a particular focus on employment in countryside leisure. The fourth dimension of all that, and perhaps one of the most important dimensions, is the community perspective. To introduce something of the community perspective, as seen from a particular local area, we have Trevor Bailey with us. He occupies a very interesting position because he worked for ten years for CoSIRA (Council for Small Industries in Rural Areas) and, in a sense, he is gamekeeper turned poacher. He has now joined the voluntary sector, the Community Council for Wiltshire, and works as their Employment Promotion Officer. In between times he is also developing the Trilith Video project. He is going to speak to us about the community perspective on employment creation in the countryside.

RURAL EMPLOYMENT CREATION: A COMMUNITY VIEW

Trevor Bailey

Employment Promotion Officer,
Community Council for Wiltshire

I think I am here to be fairly humble. I do not represent a local authority or a national agency. I am not an academic and I am not from private industry. I am from a very small organisation that has one great advantage - it can do what it likes as long as it can find the money.

The Community Council for Wiltshire is like all the other community councils which exist in virtually all counties in England. I expect you know about them. Its one distinguishing feature is that it does quite a lot in different ways. We found ourselves creating out of nothing a series of employment experiments which, I will say to begin with, are small and in national terms insignificant and could be pulled to pieces by any competent business man in ten seconds flat. We think they are worthwhile because they are an attempt to do something for people who are left behind by what I see as the revolution in the rural population; all the changes which have passed control and the major interest in rural areas to a new set of people.

I am sure there are plenty of people here who will say much more and say it more accurately than I can about what has happened to the rural population. To me, as somebody born and brought up in the country, it looks as though we have a situation in which many people who need work cannot find it and many people who need houses at a reasonable price cannot find them and hence they leave whether they want to or not. The countryside becomes very much the preserve of those who can afford to buy it as a commodity - to buy rural life as a commodity. Obviously, this has environmental consequences. To me it means that things become standardised. There is the ever onward march of the brilliant white paint across the face of the earth; there is a great obsession with neatness and property values and all the things that one used to associate with a particular kind of urban life rather than rural.

There is also the factor of the media's attitude to the countryside and rural life which is, in itself, breeding a myth. The country is so conveniently used for advertising and frequently furnishes fictional characters who have no reference to reality at all. At the same time, we have a group of people, many of them exceedingly worthy, who have been classified as the possessors of the 'green dream' - people who think there is some kind of truth in the countryside that perhaps overstrains reality. All of these points are things that concern me and worry me somewhat. When I talk about the Trilith project at the end I will describe a way, other than through our employment experiments, in which we are trying to have some small impact on those things.

You will have gathered that already I am beginning to implicate what I call 'tourism' and what I think here is called 'countryside recreation'. Obviously, it depends, to a degree, upon some of the images

which, as I have already said, worry me and which play upon the use of the possession of rural life as a commodity rather than as something which you either inherit or goes with your job.

The Community Council has only one advantage, as do any of the rural community councils: it is free, to a great extent, from national policies. It is not toeing a line and it is not trying to put into effect things that have been conceived in a back room at a remote distance. It is therefore free to react as it should in the local environment. We do not always do this by any means but it is a factor in our existence which we are proud of.

We have the capacity to follow our noses and try and do what seems to us needs doing. The sort of starting points we had when we began the employment promotion projects were as follows. First, we managed to create nothing more than one part time post - which is me. We had no capital; no back up other than a bit of clerical support. The key word, which influenced everything, was improvisation. This occurs again and again every time we speak about what we have tried to do.

Wiltshire, of course, is, in most peoples eyes, a relatively prosperous county, regardless of what is the case with people who are not amongst the most obvious consumers that live there. It is prosperous, as we know, because it attracts prosperous people, not necessarily because the whole population benefits. This means that we do not have any kind of priority. We have not got any Rural Development Areas, despite trying; we are at the bottom of the 'league table' when it comes to European Social Fund money, as we found recently. Therefore we have to start purely ad hoc, trying to generate funds and ideas wherever we can. We decided very early on that we did not think it was enough to join the ranks of the various excellent bodies that are already acting as advisers to small businesses. We did not think it was enough to say we are here to encourage other people to do things or to say we are just going to be a catalyst or that we are trying to provide 'seed money' or any of these very familiar phrases. What we wanted to do, however feebly, and however inadequately, was to become involved in a very practical way in actually doing the things that we were advocating. If there was going to be an enterprise of some kind set up then we would be involved in the running of it. If people were going to be helped into business then we would be involved in taking some of the responsibility for the decisions that guided that business in the formative stages - not arms length advice but a slightly risky involvement for which we can be criticised and are.

Let me tell you about some of the employment projects promoted by the Community Council for Wiltshire. There are no pretensions in all of this, except that they are created out of nothing and they do attempt to do something for country people. The first of the main projects is Calne Branch. This is nothing more nor less than an outwork scheme, which is not very novel. It arose in a small town called Calne which was decimated by the removal of its single main employer. The redundancies were 50% amongst men and 50% amongst women. It was quite obvious that very little was going to be done for the women. We tried, in double quick time, to respond by setting up a scheme whereby women could work at home in the perfectly normal manner of outworkers but which was

equipped with an element of its own management; so that it could be reasonably strong in the way that it was organised and co-ordinated and would be in a position to bargain, at a reasonable level, for a decent price for the work that it did. We had endless pitfalls with it but it has been set up, it has been operating for a couple of years and it retains its customers. It does not produce a living wage for most of the people in it but it does provide, in their own words, a very useful addition to family income.

Finance, incidentally, came from North Wiltshire District Council, the Development Commission and FMC Ltd. (the meat products company which had closed down and caused the redundancies). Calne Town Council provided an office. Some of this has been renewed subsequently, although the organisation is now less dependent upon outside funding.

As with all our projects, we have to seek most of the funding required on an annual basis. There is no security. Grand Metropolitan Community Services Ltd. have financed an extra training/marketing exercise concerning fishing equipment. A small equipment fund is revolving well, with some items being sold on to outworkers. About 50 people now receive part time work. Virtually all are women and garment manufacture is the main work, although the aim is broader versatility. Lack of skills has been a problem seriously limiting better paid work. Present training needs to be enhanced and basic business skills included. An additional 15% is paid by customers for the services of the co-ordinator.

The foremost problem is one of getting work. We have one organiser who has been holding the thing together for some time. She is able to say to customers, who are mostly London based clothing designers, that they have only one person to deal with, as if they were dealing with a fully-fledged sub-contracting business. She is responsible for distributing materials and payments, collecting finished garments in, looking after quality control, meeting delivery dates and negotiating with the customer. Hence, the title of the project, 'Calne Branch'. It is just like having a branch in the country which you do not actually have to run yourself. You are not dealing with a dispersed group of outworkers, you are dealing with a coherent business - albeit a rather eccentric one. For that, we do expect the customers to pay rather more than they would otherwise.

The project has taken quite a long time to get anywhere near being self-supporting, and it still is not. Recently, we have taken it by the scruff of the neck and looked at its principle problem, that of marketing, in a way that I will speak about shortly. It has involved some EEC money, but I will talk about this later.

The crucial factor about Calne Branch is that unless it has a fairly solid input of managerial skills it will stick where it is. It will stick where it is because the outworkers themselves do not really want to become concerned with management and they do not particularly want, in most cases, to undertake training to give them more skills which will enable them to go for better paid work. All I am saying is that it has survived and we are now going to make something more of it.

The 'Wiltshire New Business Competition' does not sound very innovatory either. The interesting thing about it is that we looked for

large companies, and there are not that many of them in Wiltshire outside Swindon, to be sponsors for the competition but we did not ask them for money. We were asking them to take partial responsibility for the first year's development of a series of businesses, the future proprietors of which put up a case to try and convince the sponsors, through the competition. What the sponsors were doing was choosing the winners, or 'successful candidates' as we called them, and adopting them for 12 months so that those people had a reasonable call upon the skills, knowledge, contacts and, to a degree, facilities of the major companies such as Avon Rubber and Bath and Portland, who were acting as sponsors. Behind it all is the hope that we may in Wiltshire, through this method, with or without a competition, be able to get larger companies to the point where they regularly try and look after a few people starting in business each year. Whether we will achieve that I do not know. We are running the competition again at the moment. We had six successful businesses out of the first competition. Unfortunately, the entries are very much down on the previous time. Whether or not I can hold together the sponsors - and we have a different group for the second year - I do not know. If we can, and we can demonstrate real success, I think we shall find considerable enthusiasm amongst larger companies for doing some practical good in an area that they do understand in some reasonable degree. I would like it to be a regular thing that large companies put their names on the line each year and help people, who they think they can help, to start in business.

We got involved with 'Instant Muscle' very early on. It is basically a national organisation which sets out to help young people set up small businesses in a slightly controlled way at a very basic level, starting with odd-jobbing and hoping to move onto greater things. It was promoted in the first instance by a fellow named Peter Raynes whose own son and friends started a business of this kind. The thought was at that stage that each group would have an adult co-ordinator, probably a volunteer, and that the whole idea would be to try to get the young people eventually to take control themselves. They would have real experience of running businesses as well as just of getting out of bed and doing a job.

In my view it has not worked quite like that. Very early on we asked Peter Raynes to come and try the method out in Wiltshire, a rural county. (Of course, it could relate to almost any kind of employment. It could touch upon tourism or be simply a home odd-jobbing market. It could be whatever they cared to make it.) We found him some money from the Joseph Rowntree Social Service Trust and a vehicle. In a way it was my fault that the first national publicity appeared, with articles, an appearance on Woman's Hour etc. They worked hard for quite some time in Wiltshire and got absolutely nowhere apart from some false starts. Subsequently, it built up into quite a considerable national organisation with some very useful names attached to it and they did come back into Wiltshire and they founded a couple of groups which still survive.

These are fairly basic although at least one has looked quite good in its shop premises. It has been operating a retail outlet and is run by people who are quite dedicated. The problem arose from the fact that Instant Muscle was developed, unlike most of our own schemes, from the promotional end rather than from grass roots. It was an attempt to build

an organisation which would be able to sustain local groups. To do that it had to claim a lot and I think it claimed too much. We have a situation now where it has become, unlike any other scheme I am working on, involved with Manpower Services Commission finance. Manpower Services Commission money is used now for some of the regional staff that Instant Muscle has, to co-ordinate what goes on in the regions and to advise the local groups. The problem is that finance has tended to extend to the people who, I would have thought, formerly, would have been semi-permanent adult co-ordinators in the local groups. The Manpower Services Commission does not want a long term commitment of that kind. We thus have a situation in Wiltshire where financial support will be withdrawn from the people who are co-ordinating the local groups. Having become dependent upon it they are going to lose it. A question mark hangs over how they survive from here on. Instant Muscle is not an easy thing to run and certainly not in a rural county. It has done a certain amount and, in my view, it needs to get back to the principle that you do not launch young people into a small business in this way without somebody more experienced at their centre for a considerable time. That means that either they have to be volunteers or there has to be a willingness on the part of the Manpower Services Commission or somebody else to provide finance for something that is commercial and which is going to have to last for a while.

All the time we come back to the problem of doing things on an annual basis, as regards finance, rather than a realistic period.

Something that I do regard as a success - and quite a resounding one - is the Student Business Project. This is entirely our own creation and, again, is very simple in concept. The idea is that you have somebody who is able (and I am very concerned that we should have able people funded to work in this sort of area and left very much to themselves to do it - in this case somebody who has both teaching and small business experience on quite a considerable scale) working peripatetically around the further education colleges of the county which, of course, draw their students from the rural areas as well as the towns. In our case that includes an art college, four technical colleges and an agriculture college. His job is to help students who wish to, to develop their own businesses - first of all while they are still in the sheltered environment of the college. So, whilst they are still students and before they are dependent upon the business for a living, they are able to start - if they have got the time - to do their market research, to look into the finding of finance and premises and to do some trial marketing and to begin to break down the psychological barriers which make a mess of so many people's first year in business.

The fellow who runs this, John Lakeman, was challenged by us not just to be another adviser but - in line with our principle of involvement - to be like a borrowed partner in each student's business. He is there to share the responsibility, even if that means certain risks. He will be involved in getting them money and helping to sell what they have to offer. His help goes on after they leave college for at least six months.

He has turned down far more people with ideas than he has accepted but a good quantity and a wide variety of businesses have come out of the scheme in a much sounder way than could otherwise have been the case. The businesses range from calf rearing to holograms.

It is something which, strangely enough, we have had to finance totally from private sources. We have not had a penny from the education authority, as yet - we know their problems - or from any specifically Wiltshire source, although I am hoping that situation will gradually change. The idea was first floated with college principals in March 1982 and the 'Student Business Promoter' was appointed in November 1983. The Joseph Rowntree Social Service Trust Ltd. provided £10,514 and offered to underwrite a second year on the understanding that efforts would be made to bring in other finance. Barclays Bank donated £500. It was anticipated that about £2,000 would come from the colleges' normal casual teaching funds, but cuts have prevented this. Hambro Life Charitable Trust have now partly taken over from Rowntree for the second year. Without the money from private organisations - much of it from outside the county - the project would have been impossible.

You would think that funding one post to do something so useful and so demonstrably useful would not be difficult. It is.

That brings me to a new adjunct of the Calne Branch outwork scheme, which, I think, exemplifies some of the fresh approaches we are trying to take. We have a marketing problem there. We also have a need to try out new forms of training, particularly for women. What I wanted to see was not just training in a classroom, as anybody can get, but training combined with practical experience that normally you could not get unless you were already employed in industry. I also wanted something that began to grope towards the ideas we always talk about of training for versatility, for doing several things rather than being confined to one profession.

Obviously, we have the situation with women, particularly those wishing to return to work, that they are very under-represented in things like management, small businesses and marketing. We had a need for people to fill niches like that within Calne Branch. In particular, we needed a sales team. What we have done is to set up - and for the first time, against all the odds, we have been successful with the European Social Fund - a small scheme, under a man called George Sanderson who was himself made redundant from a fairly important marketing post in industry, in which we have a group of ladies who are, in theory, trainees. However, as well as receiving classroom tuition, they are being run as a sales team for Calne Branch. They do market research and they go out on the road visiting potential customers, including London buying houses. At the end of the scheme they are going to be off to Amsterdam to try and sell abroad. George is, thus, a sort of sales manager. He is, in fact, both their tutor and their manager. They are learning how to do it in theory and then they are actually putting it into practice. I would love to extend that method to all kinds of things. It seems to me the only sensible thing you can do. You cannot learn about anything unless you actually practise it. What comes out of it at the end is rather more than simply saying you have been on a course. Either these people are equipped to continue with the outwork scheme, as in at least one case they will, or they are going to go and start their own businesses on a much sounder footing than otherwise... or, more to the point, they are actually able to go to an employer and say they have actually done something commercial and have the credentials and results to prove it. It is not just selling. They are undertaking certain other management tasks within the organisation; including basic things like finding new office premises and researching materials.

I am pleased with that and it begins to go in the right direction. Of course, the problem is that being a very small organisation we have very little chance to use EEC money properly because we do not have the cash to put up front, which we would need because you have to start these projects - if you are going to run for a whole year - before you even know whether you are going to get the EEC money. It is something so fraught with uncertainty that really the best you dare to do is run something for about four months, which is what we have done. I am trying to provide a slightly stretched version for next year but we have the usual ghastly problem that there is going to be a gap inbetween. How we bridge it I do not know. At least the experiment is successful.

Let us look now at an, as yet, abortive scheme - the Roadside Trading Network - which is something that relates closely to countryside recreation. This is something which we need to exploit fairly solidly. We see, in Wiltshire, that many people drive through it. It has got main roads with people roaring past with lots of money in their pockets. Some of them are foreign and have foreign money in their pockets or English money they do not really understand! We thought we would like to have some of that. We got a long way towards promoting a scheme which would have been one up on the usual canteen caravans that you see on some roads where the county councils will permit it. We were going to have vans parked in lay-bys (not taking trade from any existing ones but with the County Council in favour, we were going to have them on new sites) and we were going to have them linked to a redundant school kitchen in Dorset. Ultimately it may have been a three county project, Wiltshire, Somerset and Dorset, using the A303 as our 'artery of money'. We were going to provide a much higher quality of fare from this kitchen than is normally the case with people trading solely from a van. We were going to run it as a form of 'protected self-employment'. We would have a manager with overall responsibility but within each unit - each van and in the kitchen - the very small group of people running that would be semi-autonomous and would be encouraged to become more autonomous within the network. It was a lovely theory but I have not managed to bring it off yet. The problem was the dreadful one that is defeating us as a small impoverished organisation - we could not find the money to pay a manager for the initial year. It is as simple as that. We almost had the sites. We had the kitchen and vans and vehicles were provided. We had people interested but I had to put the whole thing down like an ailing dog at the end of the day because it simply was not possible to do it safely.

This brings me to my real point, the thing that I really care about, I think. You have opportunities - and tourism is one of the things that shows them - not just for people coming in from outside to make a killing from pretty places but a measure of opportunity for people who are in the basic community of the place who we are trying to help, if you can provide them with the expertise and the initiative that they cannot be expected to have in the first instance. What we need is a small group of able people (I come back to that) funded to do what they are capable of without too many restrictions; to follow their noses and develop schemes and ideas and to be given more than one year's leeway - let's say three years - to do that. I have been lucky. I have had that opportunity. We have had to struggle to keep some of our other people going. If I had half a dozen people with a mix of industrial and other experience, who could set up schemes which combined theoretical training

and practical experience and which also gave protection to those who are not quite ready to be self-employed (or may not ever be quite ready but who could run a unit within a wider structure) and then develop more ideas without having to work under an imposed policy, then we might begin to get somewhere. Until then we are very small and very insignificant but I think the experiments are interesting.

I will very quickly refer to one other thing: Trilith Video. I work part time on the employment schemes and some of the rest of the time is spent on this video project, which is tackling some of the issues I moaned about in the first place: the things that are afflicting rural areas from, in a very broad sense, an educational point of view. People mistake Trilith sometimes as a very small charitably funded, rural video unit which is there just to make interesting videos which perhaps would be good conversation starters at meetings. They are not just that. What we are also trying to do is to make tapes which are going to be one way of getting through to people who never go to meetings - the 99.9% of people for whom television is a more normal form of communication. We have a lot of work to do and we are terribly deficient in many ways - notably in our second year's funding. But we have set it up and it has produced a series of tapes in two broad categories. They are either about very useful forms of action that have been taken by communities and rural organisations, or about aspects of country life and the people who are deeply entrenched in it which should be more widely understood: the issues that arise around the fact that, at the moment, many people live in the country who do not understand those people and the way that they live.

So, overall, we have the two main aspects of our approach. We can say that we are trying, in a very small way, to do something about employment in a rural county using the one thing that we have, utter flexibility. At the same time we are trying to offer people tele-visual material which shows a bit more than do the ads. on broadcast television or the stereotype that we all, quite frequently, find ourselves guilty of discussing.

DISCUSSION

N. Grizzard (Senior Policy Officer, Bradford City Council)

I enjoyed your talk. It is very interesting for me to hear from someone who comes from a rural environment distinct from a metropolitan district where we have an urban programme and lots of money. Can I ask you, especially in relation to road-side trading and finding a manager, have you thought about using the MSC's Management Extension Scheme under which you get a manager loaned free to you for 13 weeks?

T. Bailey

I have and I tried in the early stages. It may well be that I could try again. My worry is knowing that you are going to get the right person and also the problem of whether it would be long term enough. I think I am probably a bit jaundiced about MSC and maybe I should not be. Maybe I should be taking your advice and trying again. I think I will.

M. Whitby (Newcastle University)

I have been very interested to hear what you had to say because I feel that the voluntary sector really does have an important role to play. Can you give us any idea how big you would like your outfit to be if it is to play a full role? It seems to me that the real essence of what you have been telling us is that you are running a very small, tight ship although you emphasise that it is loosely controlled. How big could it be before it loses that personal touch which is obviously important?

T. Bailey

It is extremely important; you are absolutely right. I talk in terms of wanting six able people with a very free rein working in the county in addition to those we have. I would be a bit frightened if we had more than a dozen of these 'creative managers' beavering around the place. There would always be the danger of a superstructure being built and I do not want that.

M. Whitby

What is your total constituency? How many people do you feel responsible for?

T. Bailey

I do not know. There are about 300 parishes. It is very difficult to be precise. If you look at one of our very successful cases, the Student Businesses project, that chap has managed to make something, either very good successes or at least the beginnings of a career, for 50 people since he started. He has also turned down about 150. He has been going a couple of years. That is what one person can do, doing quite complex work. Some have gone to much greater depths than others. If we could do more like that then I think we would be doing something which was valuable in itself and also valuable in convincing other people that they ought to be tackling things in a similar way. At that point, we would not want to get any bigger, but to set up similar small units in specific areas to do things. They could make it more local than we are able to do.

R. Hall (British Waterways Board)

I was very interested in your rather doubtful comments about the image of the countryside and in particular the white painted cottages and the green, leafy lanes. I am currently involved in developing a marketing strategy for a canal which runs through your county and it strikes me that it is going to be that image that will attract people to it and hence create jobs. I do wonder whether that is the sort of image you ought to be promoting rather than denigrating. Would you like to comment?

T. Bailey

You are right of course. We are in a quandary. We have a contradiction. It is an image which we need as a marketing ploy but to put it across on its own without encouraging any kind of deeper investigation and interest in what the place is actually about seems to me a bit irresponsible, if you will excuse me saying so. I know it is difficult. A marketing image is not something that can be profound. I am not actually arguing for utter profundity. I am saying that it is my job, whether it is marketing peoples' jobs or not, to try and look for those aspects of employment which may come from tourism, but which go a bit deeper.

R. Clarke

I sense that issue, which Robert Hall raised, is a very fundamental one in relation to the discussions at the conference.

R. Taylor (Editor, 'Rural Viewpoint', NCVO/Rural Voice)

I know that Trevor often feels that his type of role, linked to the community council, is a lonely one. He is following a path which very few other, similar voluntary organisations have as yet dared to go. If we look across into Europe there appear to be similar initiatives being taken elsewhere. I wonder if you have any experience which could guide us to the work 'animateur' person within local, rural development agencies elsewhere in Europe where they do not have this division between "this is small industries and CoSIRA, and this is social and the community council", which is the division we have in Britain.

T. Bailey

A few years ago I did go and look at various things in Europe and Ireland. I dare say that people in this room are more familiar with some of them than I am, including the Mondragon Co-operative in the Basque provinces, some projects in Switzerland which were mostly based upon money and very low interest rates, and initially the Irish Community Co-operatives. Subsequently, I have looked again at Ireland with Ian Scott and looked at a much wider group of organisations than just the community co-ops. What is striking about them is not so much the fact that they have much government backing, in some cases, but the fact that they are able to field people who are so expert in using government systems, the EEC and in using publicity and politicians. They are amongst the most expert people in manipulating in a pressure group kind of way for their own local ends that I have ever come across. It is almost shocking when you see a small community of no more than 3,000 people that has managed in three or four years to produce about £100,000 by its own efforts in order to attract other kinds of support. English

communities are stuffed full of professional people with a lot of education and skills. Surely there is room for local amateurs rather than just the paid professionals that some of us are - if only one can get them to arise. Surely, also, there is some reason to go on hoping for, and pressing for, a means whereby people who have got some cash could actually, on a fairly altruistic basis, put some of it into a body which could invest in some of the things we are talking about. I do not see why people should not put some of the prosperity that has enabled them to come into the countryside into things that are going to help people who do not have that prosperity. They could do it on a reasonably unselfish basis simply because it is good to do - but I am sure that nobody agrees with me that that is realistic!

W. Craddock (Councillor, Tyne and Wear CC)

I am chairman of a voluntary organisation which, we have been told, is probably the most successful outside of the GLC. My authority realised there were problems with unemployment, stretching from 21-50%, and we realised there was a need for self-help initiative projects which you mentioned in your final comments. We have now got 400 employed, in a voluntary organisation, where the staff are paid and they are even broaching the question of self-financing co-ops with housewives. We have got workers dealing with craft pottery, neighbourhood co-ops, workers co-ops, community co-ops. I think that if the county council in Wiltshire can look at this seriously, because we are funded in full by Tyne and Wear, and look at revolving loans from developed small businesses to the point of getting rid of the idea of employer/employee, then we have got a new third sector in the economy. When one looks at the growth in the leisure field of craft industries, which has boomed in the United States, certainly in the tourist states, just think of the rural crafts of this country that could be got together in a kind of co-operative. Certainly there is much greater job satisfaction to participants. I think it is a growth area that we have not touched on yet.

T. Bailey

It would be wonderful if some of the rural county councils could follow that sort of example.

J. Sully (Councillor, West Yorkshire MCC)

That is all being abolished!

J.R. Thompson (Essex CC)

I was interested to hear of your experiences with the European Social Fund for the training of women in rural areas where there are certain aspects where they are under represented. We, in Essex, have also been successful in getting European Social Fund money to train ten women in the field of countryside recreational management to be countryside rangers. It does seem to me, if you are prepared to accept all the difficulties that undoubtedly go with this source of funding, and my experience is much the same as yours, it is a very good opportunity which might well be used more, if not in creating new jobs, then in equipping certain sectors of the community to be better placed to take those jobs that are going.

T. Bailey

I agree with you completely. It is worth persisting. It is very

difficult, particularly for people in our position, where you cannot put the money on the table yourself to ensure that you can start with confidence and carry the burden if you happened to get turned down. We got turned down on half of our project, because we tried to get money for under-25s as well as for women. They would not accept that and they only gave us half which is almost worse than turning you down. There is some money there still. As far as the voluntary sector is concerned, it does need the support of local authorities and financial support at that. We did our little trick, and it is not much more than that, in conjunction with one of the district councils - not even the county council - which I think is all praise to them. I am perfectly sure they did not understand a word of the stuff that came out of the EEC, and neither did I. One performs the ritual and you can get it.

R. Clarke

I would like to say a number of points by way of concluding this part of the session. Firstly, to pick up on some of the things that Trevor has been saying. I am very impressed by the number of people around the hall who have said that their organisation is already involved, in one way or another, in this kind of initiative. I am sure there is a great variety of such initiatives. I find that interest very encouraging. Clearly it is for all those who work in public authorities to think about the sort of support they can give to initiatives at this local level. Another approach to the whole job creation scene is what can be done from the grass roots up, in particular, working with groups of people who might not otherwise find it very easy to get into the labour market and get a job. Both the voluntary initiative and public authorities have important, complementary jobs to do.

I found both Trevor's contribution and the response very stimulating and encouraging. The other issue that I cannot help but return to is this little debate we had about jobs and the countryside, whether having a beautiful countryside is inconsistent with having jobs. I can see both sides of that so clearly. If you are a local resident you will say that what is important to you is getting a job. People who want to come in and make the place beautiful without reference to local jobs are not seen as helpful when jobs are the most important issue.

From the other point of view, and in a sense coming back to the 90% of the population that do not live in the countryside, clearly there is an interest in countryside being attractive for them to visit. The countryside has that importance for the visitors and that, of course, in turn has an economic benefit for the local population. So, we go round. Clearly, there is an important area of debate there for us.

Thank you Trevor for stimulating a useful discussion which has given people quite a lot to think further about.

Part II:
Job Creation in Some Leisure Sectors

INTRODUCTION

Roger Clarke

Assistant Director - Policy,
Countryside Commission

Can I turn now to one or two administrative aspects about the next session. We go now into topic groups which take place in an adjacent building. There are six study groups. You will have the opportunity to take part in two group sessions, one at 3-3.45pm and the other starting at 4.10pm. We all have to be back here by 5.15pm to go ahead with the next plenary session.

The groups aim to investigate the employment possibilities in various leisure activities: Kenneth Royston will be dealing with 'Countryside Sports and Leisure/Private Estates'; Gerald Bulman will talk about 'Farm Tourism'; Dennis Woodman's topic is 'Holiday Parks'; Bob Hall will lead the session on 'Leisure on Inland Waterways'; Peter Downing will discuss 'Nature Conservation'; and Cecil Pearse will be looking at 'The National Trust'.

The groups are not expected to report back formally through a plenary session. Each group will have a chairman and a rapporteur and I am sure your words of wisdom will be recorded by the rapporteur for inclusion in the proceedings. However, if your group does come up with some important or stimulating point then obviously it can be fed into the plenary session before dinner.

After the topic studies the speaker, Roger Vaughan, is going to speak to us about multiplier studies in relation to employment through leisure in the countryside; what they are and what they might tell us. He is Senior Lecturer in Tourism Marketing at the Dorset Institute of Higher Education and has a distinguished background in both research and teaching in this field of endeavour.

COUNTRYSIDE SPORTS AND LEISURE - PRIVATE ESTATES

Kenneth Royston

Land Agent to the Duke of Buccleuch
and The Boughton Estates Ltd.

Kenneth Royston's presentation took the Boughton Estate - where he is resident agent for the Duke of Buccleuch - as a case study of how countryside sports and leisure on private estates do contribute to employment in rural areas. Boughton is an 11,000 acre estate in rural Northamptonshire, primarily agricultural in its use with some 9,000 acres farmland and 2,000 acres woodland. Boughton House itself is Grade 1 listed and it has priceless collections of art treasures, at present open to the public on a low key basis, although advice from art conservation experts is that the collections are at risk from the present level of visitation. The estate has other obligations to conservation, notably for the designed landscapes of parkland and farmland and it owns some 237 houses, mostly in designated conservation areas. Of the agricultural land, some 2,500 acres are managed by the estate, the remainder being tenanted. Over the period since 1968 the farming regimes have changed dramatically, from being 75% grass and 25% arable in that year to 80% arable and 20% grass at present. In addition to the traditional management for agriculture and forestry, a wide range of sporting and leisure pursuits are practised on the estate, some of them long standing and traditional field sports; others have been developed in recent years, in response to the increasing demand for access to the countryside by a more mobile and leisured urban population, the catchment population within a 30 mile radius of Boughton being around 1.3 million persons.

Turning to employment generated by the estate, Kenneth Royston drew attention to the following key factors:

1. In common with all rural areas, the numbers employed on the land have declined significantly at Boughton over the historic past. For example, 200 years ago there were at least 250 people employed on the estate, compared with 60 full-time and 50 part-time employees at present. This long running trend of decline of employees in the primary sectors of agriculture and forestry still continues, as exemplified by the fact that the estate now has only 14 farm staff, compared with 19 in 1968, over which time the land farmed by the estate has doubled in acreage from 1,250 to 2,500 acres.
2. The general increase in public leisure activities and the pressure for access to rural land has led to opportunities to generate new sources of revenue and to create new jobs. The estate's involvement in sporting and other leisure activities are set out in Table 1. As well as generating jobs, this growing involvement in leisure activities diversifies - and hence supports - the work of staff employed in other functions. For example, the work of all gamekeeping staff involves them in acting in part as countryside wardens. This widening of the traditional role of estate staff has implications for training. However, it must be borne in mind that

all the leisure activities do involve hidden costs to the other sectors of the estate business, either in direct adverse impacts or in the diversion of staff and other resources.

3. Beyond direct involvement in leisure on a commercial basis, the estate makes a very large commitment to ventures in public relations - such as its very positive attitude to public access - and also in education, such as schools visits, the establishment of a field study centre, and a shortly-to-be-opened interpretation centre, located in a refurbished stable block. Activities of this kind are not without some revenue generation - and hence job creation - but the estate sees their main purpose as developing a better understanding amongst the urban public about the role of the traditional estate in the management of rural land and the conservation of the rural heritage. If there were no involvement in such work, staff could be reduced, so jobs have been created or retained.
4. In recent decades, the traditional estate has come under very considerable fiscal and other legislative pressure, as well as societal pressures for access and conservation. These burdens, together with the uncertainties caused by projected changes in agricultural support all conspire to threaten the ability of estates to survive. So low is the net return on capital on most estates (0.66% overall at Boughton and 0.033% on recreation ventures) that there is very limited capital available for new enterprises that might create jobs. Kenneth Royston speculated that if the earning power of the estate's leisure and recreation ventures could be trebled, say, without affecting the other estate enterprises, then perhaps another 10-12 direct jobs could be created and the numbers of participants in many pursuits increased significantly.

In the two separate discussion periods, similar themes emerged from questions and discussion points put by members of the two audiences. The discussion points that directly concern employment are summarised as follows:

1. There were questions about the relatively low visitation to the house at present and whether the estate could not take a bolder commercial approach to developing other high revenue generating activities, such as a country club or ventures in craft sales. In response, Kenneth Royston referred first to the dilemma that promoting more visitors to the house would hazard the quality of the collections and, indeed, visitation to the house would have to be curtailed. In fact, the house opening was losing money at present. As to the promotion of new developments, the estate was considering a number of possible options, but all would require heavy capital investment for which partnership with a co-developer would be the preferred way forward. It was important to recognise that not all estates had - as in the case of Boughton - wished to become involved in high profile developments, although many estates might be forced to take a more commercial approach to their leisure pursuits in future. Equally, it was important to recognise that the market opportunities were not always readily available and had to be carefully researched before venturing large capital sums.

2. There was discussion about the role of capital transfer tax, management agreements and other public sector mechanisms to assist estate owners to undertake works for the wider public benefit. It was recognised by the speaker that these mechanisms were helpful in stimulating action that had bearing on job maintenance or creation. For example, the estate had recently planted some 67 miles of roadside with amenity trees, with help from Countryside Act funds.
3. In discussion about involvement with the voluntary sector, Kenneth Royston described the good relations that they had at Boughton with their local voluntary bodies and, as an example of a contribution by the voluntary sector that had added to the recreation potential of the estate, he mentioned a nature trail prepared by the Northamptonshire Naturalist Trust.
4. One interesting possibility to assist job creation was the resource that estates like Boughton had in their ownership of buildings - often in attractive settings - for which new uses were required. Kenneth Royston gave examples of a number of small businesses that had been housed in estate property, some of these being traditional rural crafts like a blacksmith, others novel, such as businesses in car valeting and stone cleaning.

Other topics mentioned in discussion were: a proposal for community management of part of the estate woodlands; the role of franchising in bringing in expertise to run certain functions, such as catering; and the monitoring of costs of various components of the leisure activities on the estate, which Kenneth Royston admitted to be difficult to separate out, the approach being to add a proportion of fixed costs to each venture. Lastly, there was some discussion about the extent to which public controls did inhibit development and job creation. In general, Kenneth Royston noted that the planning framework in the county was not a major inhibition, although it certainly was the case that without the application of various controls - and the standards demanded thereby - capital would be available for ventures that could create new jobs.

Editor's note: The topic study was chaired by Colin Bonsey (Association of County Councils); the content of the session was reported by John Mackay (Countryside Commission for Scotland).

TABLE 1
SUMMARY OF SPORTING AND LEISURE ACTIVITIES AT BOUGHTON - 1984

<u>Sporting</u>	<u>Participants per year</u>	<u>Employees</u>
5 shoots	At least 200 (guns and beaters)	5 full-time keepers and many casuals
Trout fishing	46	1 warden part-time
Coarse fishing	30	-
Foxhunting	(120 mounted (200 foot followers	3 full-time hunt servants (whole hunt territory)
Beagling	60	1 full-time kennelman
Mink hunting	50	-
Pigeon shooting	20+	-
Stalking	4	-
Rabbiting	10	-
Gun dog trials	200	-
<u>Leisure activities</u>		
House opening, Adventure Woodland and nature trails	20,000+	3 full-time, 15 part-time
Woods open generally	5,000 est.	1 part-time
Woods by permit	340	-
Sponsored walks	8,000+	-
Schools visits	4,000+	Existing employees - about 20 involved
Natural History Field Centre	3,500	2 full-time, 2 part-time
Fun days, charity events, etc.	10,000+	Existing employees
Ballooning Championships	300+	" "
Marathons (2)	1,200	" "
Caravan rallies (9)	650	" "
Horse trials and ODE's	(400+ competitors (800 others	" "
Youth camps (5)	200+	" "

FARM TOURISM

Gerald Bulman

Eastern Region Socio-Economic Adviser,
Agricultural Development and Advisory Service

The scope for supplementing farm incomes by farm tourism is a timely issue because of the problems farmers are facing as a result of product surpluses and milk quotas. The consequent need to diversify into non-agricultural activities has led to increased interest in socio-economic aspects. Grants have recently been introduced for tourism and craft enterprises on farms in the Less Favoured Areas (upland areas).

The Socio-Economic Department of ADAS was established about ten years ago in response to an EEC directive. There are six Regional Advisers whose work covers three main areas:

- a) Technical: advising farmers on diversification into alternative sources of non-agricultural income;
- b) Family matters: advising on problems associated with succession, retirement, and inheritance so that a viable business can be passed from one generation to the next. Also involved is advice on training and education opportunities and on social security support;
- c) Rural development: involving the whole gamut of countryside matters. This is pursued through liaison and contact with local authorities, especially planning departments; Council for Small Industries in Rural Areas and the Development Commission and Community Councils.

The labour force in agriculture has been declining at a long term rate of 2% a year, but has recently accelerated, with male full-time employment falling by 9% in the last two years. That decline has been masked by an increase in casual and part-time jobs.

Farm tourism is an aspect of diversification and a potential supplement to farm income and job creation. The possibilities for diversification are important even in the Eastern Region which is traditionally seen as an area of large farms with little tourism involvement. However, over 60% of the region's holdings offer full-time employment for less than two men and 40% of holdings are only part-time. Larger farms are also interested in diversification, to maximise profitability, to provide employment for family members or to avoid labour shedding.

The range of farm tourism and recreation enterprises is very wide. The considerations are the physical resources on the farm and the human resources.

The marketing aspects of setting up any tourism enterprise are absolutely crucial. Advertising has helped, especially through co-operative marketing groups which ADAS has helped to initiate. Over 40 groups have been formed throughout England and Wales, seven in the Eastern Region.

Most are affiliated to the Farm Holiday Bureau, initiated by ADAS, the English Tourist Board, and the National Agricultural Society. Its functions are to act as a central clearing house; to generate interest and awareness in farm holidays; and facilitate literature distribution. A national guide book for farm activities is in preparation.

About 100 farm tourism ventures in Eastern Region have become involved in marketing consortia over the last two years. The sum total of job creation is thought to be very considerable. The latest survey of farm tourism activity was conducted in 1981 by the University of Exeter's Agricultural Economics Unit: nearly a quarter of farms in Less Favoured Areas were shown to be engaged in some form of farm tourism.

A selection of farm tourism enterprises was illustrated, to indicate the finances of different types of operation and the labour and capital implications.

Bed, Breakfast and Evening Meal

Finances per bed space:

Revenue	£1,932
Costs	£1,157
Margin	£ 775 before accounting for family labour.

The job creation would be half a man year with six bed spaces. Capital requirements are generally small.

Self Catering Unit

Revenue	£1,632 (possibly augmented by winter lettings)
Costs	£ 353
Margin	£1,279

The job creation is generally small. Capital finance requirements are crucial, e.g. the above margin would not justify investment much exceeding £7,000. Schemes are often conversions of existing buildings, supported with grants.

Caravan Site - Certified site with 5 vans

Revenue	£1,125
Costs	£ 95
Margin	£1,030 before accounting for family labour.

Job creation is modest unless associated with other enterprises such as a shop. Capital requirements are usually small.

Sport Fishing (per acre)

Revenue	£2,160
Costs	£ 574
Margin	£1,586 before labour

A five acre lake could support one full-time job. Capital costs can be high if major construction works are required.

Riding Holidays and other equestrian activities can be very productive of jobs. Pony trekking is particularly productive, livery stables and cross country courses less so.

Shooting can also have substantial job creation. Rifle, clay-pigeon and target shooting are seen as having more growth potential than game shooting.

Day Visitor Enterprises such as working farms, museums or rare breed exhibitions can be most productive of jobs. An instance of a farm shop/teashop/signposted farm trail enterprise was quoted as producing six full-time jobs.

In conclusion, it was reported that the Eastern Region had been involved with supplementary enterprises on farms producing 50 full-time job equivalents in the last two years, although much of the work in fact was in the form of part-time jobs.

Topics raised in the two discussion sessions were:

1. Project financing

Most schemes in lowland England were self financed. Tourist Board assistance, which is discretionary and requires an investment of at least £5,000, was felt not to help the smaller enterprise. Doubts were expressed on how effective the new grants in Less Favoured Areas will be, as they are confined to upland areas solely.

2. Training and advice

The view was expressed that there was much to do to help the small, seasonal enterprise. Training arrangements were currently fragmented and a more integrated approach was required by the agencies involved.

3. Market potential

Advice on the future growth potential of farm tourism would be welcome. Current operations seem to have been doing well but doubts were expressed as to how long the growth would continue. All types of farm tourism operations were vulnerable to local competition. A long term strategic issue is the scope for increased market demand to offset the effects of reduced land requirements for food production by the end of the century, and the consequent further reduction in associated employment.

4. Obstacles to development

The main obstacle as far as the Eastern Region was concerned is in obtaining change of use planning consent. ADAS have liaised with county authorities but district councils have the real powers. Tenancy restrictions were sometimes obstructive, with public bodies being unwilling to waive restrictions. Lack of resources, say suitable farm buildings, were sometimes an obstacle: it was recognised that farm tourism was not a universal solution to those seeking supplementary income.

5. Planning considerations

Planners were concerned that expansion of supplementary activities could lead to undesirably large undertakings (e.g. farm shops developing into retail premises). Also failed enterprises would result in a stock of residual permissions. The rigidity of structure plans was cited as the basis of negative decisions and their review was urged.

6. Participation in farm activities

Few farmers catered for this although it might be developed as an aspect of activity holiday provision.

Editor's note: The topic study was chaired by Lindsay Cornish (Ministry of Agriculture, Fisheries and Food); the content of the session was reported by Ian Rickson (English Tourist Board/British Tourist Authority).

HOLIDAY PARKS

Dennis Woodman

Caravan Park Owner and Leisure and Recreation Consultant

Holiday parks can be described as managed recreation sites whether they be for caravans, tents or chalets on a touring or static basis, ranging from the basic sites with only a few facilities provided to those large holiday camps with restaurants, night clubs etc.

The industry will be described under four main headings:

STRENGTHS

Holiday parks are a large industry catering for 46 million holiday nights by British residents in Great Britain. Membership of caravan and camping clubs totals 425,000 individuals and represents one third of the total caravanners and one tenth of tenters in either static holiday pitches or on touring pitches. It is therefore a large market and investment has been high - some £2,650 million on commercial parks alone.

The West Country has particularly experienced an increased income from tourists, comprising £1.2 billion out of £19 billion for Great Britain in 1984, with people visiting the area from almost all of Western Europe. In Cornwall alone, the income from tourism equals that derived from agriculture, from mining and half that from the manufacturing industry. What people will spend depends on the type of accommodation that they are in. On average a person in self-catering accommodation will spend between £7 and £13 per day.

As an employer the business attracts far more part-time workers, for the reasons that will be outlined below, and many jobs are provided indirectly such as local tradesmen by the purchase of provisions etc.

WEAKNESSES

It is a seasonal and fickle market. The main factors affecting it are the weather; the state of the pound, the state of the British economy; the advertising strength of tourist operators in promoting holidays abroad; job certainty or uncertainty for customers - since whether people make advanced bookings or not will depend on the state of their employment; and the uncertainty of income into the industry.

Future planning is difficult as full statistics are often not available for decisions to be made for the following season. The small number of large operators are able to rely on their own research departments; the majority have often to dig deep for valid information. Advertising decisions have to be made before the results of the previous year have been proved. The market is difficult to reach and thus expensive cover is necessary, locally, in County and Regional publications, nationally and internationally - the advertising outlets are manifold.

Because it is capital intensive, the business cannot afford to be labour intensive and initially the investment must be high so that facilities can be provided although the rate of return at the start is low.

There is a high degree of family commitment in the industry since many businesses work on a self employed basis with longer hours worked and a greater commitment to the work than perhaps with other jobs.

Training opportunities are minimal though there are some courses but they are low in scale with respect to the type of skills they offer.

THREATS

Apart from its seasonal and fickle nature, the main threat to commercial operators is that of exempt sites, of which there are some 5,000 in the country, that are not subject to model planning standards as the parks are. These sites may well take the form of farm sites whereby the farmer provides tent or caravan pitches and although it may not necessarily improve employment prospects it can help to keep the farming community more buoyant.

Public expectations are rising all the time of the types of facilities that they expect to see which implies more investment is needed. Improving the environmental qualities of the landscape is an increasing requirement, including pitch density, screening etc.

Other threats come from bureaucratic attitudes - suspicion and lack of knowledge of the industry. The Tourist Boards and Banks have invested little in Holiday Parks, and employment regulations are also a hindrance.

OPPORTUNITIES

After the peak in the industry in 1978 came the depression in 1982 and recovery since then has been slow and it is unlikely that the market will recover fully in the near future. Few new parks are likely to be established and if they are, then planning inhibitions will be large, particularly near the sea, possibly forcing the establishment of parks inland along major tourist routes.

Therefore, improvements to the industry and its employment prospects are likely to be marginal unless there is a boom in the economy or the weather improves. Three things could help - the four term school year, improvement in bookings to extend the holiday season, and allowing the recreational facilities to be used by local people in the off-season.

Ultimately there must be a greater co-operation and cohesion between those involved in the holiday industry with perhaps a combined package of ideas which would increase job opportunities.

Essentially, to counter the competition from abroad, the industry must provide value for money, increased quality and good service.

Increased employment will probably come through the ancillary services, e.g. professional and trades firms serving the industry, a growth in activity holidays etc. There is unlikely to be an explosion of job opportunity in the industry but possibly at best a slow, steady gain.

Editor's note: The topic study was chaired by Jeremy Worth (Countryside Commission); the content of the session was reported by Matthew Slater (British Waterways Board).

LEISURE ON INLAND WATERWAYS

Robert Hall

Leisure Planning Officer, British Waterways Board

INTRODUCTION

The Inland Waterways system was developed, during the Industrial Revolution, for the transport of freight. As such, it can be regarded as an early example of private sector investment in the countryside. Indeed, canal construction represents one of the first Government-inspired job creation scheme - the Regents Canal was developed to provide work for soldiers returning from the Napoleonic Wars.

KEY POINTS FROM THE PRESENTATION

The use of canals for their original purpose has declined in recent years and they now represent a valuable resource for leisure activities. A major study of leisure on canals undertaken by National Opinion Polls (NOP) Limited in 1984 for the British Waterways Board, provides an indication of the current market for a range of leisure activities on Britain's canals.

	Total market	Total local expenditure £	Income to BWB £
Hire boating	170,000	4.7 million	600,000
Private boating	100,000	5.3 million	1.6 million
Trip boats	540,000	1.8 million	58,000
Unpowered boats	360,000	3.2 million	15,000
Angling	770,000	9.1 million	118,000
Walking	5.14 million	51.3 million	NA

There are 1,400 hire boats on British Waterways Board canals, an industry which is characterised by numerous companies with a small number of boats. In economic terms, any hire boat fleet with less than 15 boats is not considered to be a commercially viable entity. Therefore, other reasons must have a major influence on an individual's involvement in this industry. The private boating sector is an important generator of employment - the provision of moorings, boat sales, chandlery and boat repairs. In addition, 100 trip boats operate on British Waterways Board canals. The canals are also used for canoeing; an activity which generates little economic return, but nevertheless, represents an important recreational resource. Angling is a major activity, at present producing a relatively low income to the British Waterways Board.

The canal towpaths represent an excellent network of long-distance walking routes stretching for over 2,000 miles. However, the primary use is walking on local routes. The use of the canal system by pedestrians and other participants has attracted a number of related facilities such as pubs, restaurants, and other retail outlets.

In 1984, it was estimated that £160 million was spent by people participating in leisure activities associated with the canal system. It is estimated that around 17,000 jobs are created from these activities. Of particular significance, due to the location of canals, is the potential economic benefit to areas not otherwise regarded as 'tourist/recreation areas', such as inner cities.

ISSUES RAISED IN DISCUSSION

Canals were recognised as important leisure assets and therefore all local authorities with canals should be encouraged to share the responsibility of maintenance with the British Waterways Board. Too many local authorities were only too willing to leave British Waterways Board to be solely responsible for maintaining the canal system. Related to this issue was the impending demise of the Metropolitan County Councils in England and Wales and a recognition of their valuable contribution towards the development of the canals as leisure resources.

The issue of whether British Waterways Board should provide facilities for walkers was raised on the basis that they generated little direct economic return. The justification for such provision was that pedestrians are tax payers, and as such provide the British Waterways Board with their finance, and they are also potential customers for other services provided by the British Waterways Board.

The question of the continuing use of the canal system for freight traffic was discussed, and it was concluded that, in general, this was no longer a viable option on the basis that the canals were in the wrong location for modern industry and that, unlike canals in Western Europe, British canals were too narrow for commercial purposes.

Finally, the major issue raised in the discussion was the current and future role of the British Waterways Board in the development of the canal system as a leisure resource. Should the British Waterways Board adopt a positive, catalytic role in generating new developments or should it provide the framework within which appropriate developments would be encouraged? No definite conclusion was forthcoming.

Editor's note: The topic study was chaired by Maurice Masterman (Association of Metropolitan Authorities); the content of the session was reported by Tom Costley (Scottish Tourist Board).

REFERENCE

National Opinion Polls (NOP) Ltd., in print. 'British Waterways Systems - Leisure and Tourism Usage and Perception'. British Waterways Board.

NATURE CONSERVATION AND EMPLOYMENT

Peter Downing

Acting Director, Dartington Institute

Derek Langslow explained how, following from the publication of 'Nature Conservation in Great Britain' in 1984, a need arose to examine the implications of the objectives and programmes of the whole movement. This led to the Dartington project as an exploratory.

Describing the project in progress for Nature Conservancy Council, Peter Downing said that conservation has been seen as a public good (which could not be charged for) and as an activity that was about sustaining the status quo; often seen by those interested in development as a constraint; he would prefer to see it as a worthwhile and activity-generating enterprise.

Dartington Institute saw the jobs in this area as capable of being classified as:

1. Primarily full-time (Nature Conservancy Council, Royal Society for the Protection of Birds, British Trust for Conservation Volunteers, Royal Society for Nature Conservation, World Wildlife Fund, Farming and Wildlife Advisory Group, National Trust etc.);
2. Employment in grant aid functions (Countryside Commission, Countryside Commission for Scotland, Ministry of Agriculture, Fisheries and Food, Nature Conservancy Council and Upland Management Experiments);
3. Secondary employment in major capital schemes (dams, heritage coasts etc.);
4. Peripheral jobs:
 - a) interest purchasing (tea towels, binoculars, etc.);
 - b) public use and enjoyment (wardens etc.);
 - c) publishing and media;
 - d) education and training;
 - e) research and monitoring (Institute of Terrestrial Ecology, Freshwater Biological Association etc.).

So far agency and Local Authority jobs in categories 1 and 2 accounted for at least 2,500 full-time equivalents. Categories 4a-e involve estimation, apportionment, avoidance of double counting etc.

Based on Dartington Institute's other experience he stressed:

- a) that increasing coherence is coming to this sector;
- b) it is not particularly helpful to separate nature from historic or landscape conservation;

- c) that jobs can be created by a positive and entrepreneurial view (e.g. butterfly farms, National Trust/Royal Society for the Protection of Birds' shops).

He gave three examples:

- a) One million acres of unmanaged woodland on farms and its value for nature conservation which could yield four jobs in forest management per 1,000 acres directly, and a further two indirectly in adding value. Examples of woods so managed commercially for public use were Brokers Wood in Wiltshire, and Wilderness Wood in Sussex. Further to this mainstream employment, there were opportunities to create jobs from integrating visitor access with traditional woodland management and shrewd marketing.
- b) Historic sites, Morwellham Quay on the Tamar has 130,000 visitors a year, employs 20 full-time, 80 part-time and over 100 casual workers.
- c) 'Special interest' holidays - shooting, fishing, deer and game (possibly on a co-operative basis). The new Woodsmanship Trust in Cumbria was seeking to develop tourist aspects of woodland management and associated crafts so as to raise funds for conserving broadleaved woodland.

Comments, particularly from metropolitan authorities, suggested that, with large recreation sites and land reclamation activities, Dartington Institute's final estimates would be much higher. Points were made that the new Ministry of Agriculture, Fisheries and Food's grants and the potential for positive conservation grants under the EEC Environmentally Sensitive Areas Initiative would also extend the job potential.

Some contended that most jobs in this sector would be in the public sector or publicly subsidised, but others pointed out that either voluntary or commercial sites may develop, or private sector jobs may be indirectly generated, e.g. by nature reserves, in publishing guides, catering services for people who stop after a trip to a reserve to eat, drink or shop.

Some economists in the group felt that it was very important not to separate or down-grade full-time or part-time jobs or public and paid or voluntary and unpaid jobs: the work generally is enjoyable, socially useful and had generative effects.

Editor's note: The topic study was chaired by Derek Langslow (Nature Conservancy Council); the content of the session was reported by Michael Collins (Sports Council).

REFERENCE

Nature Conservancy Council, 1984. 'Nature Conservation in Great Britain'.

THE NATIONAL TRUST

Cecil Pearse

Assistant Chief Agent, National Trust

THE ORGANISATION

Origins

Founders: Octavia Hill
Robert Hunter
Canon Hardwicke Rawnsley

Founded in 1895, but perhaps first clearly expressed in the idea of a 'land company' by Robert Hunter in 1884.

Objectives

These are directly derived from Statutory Status partly from the National Trust Act 1907: "Incorporated for the purpose of promoting the permanent preservation for the benefit of the nation of lands and tenements (including buildings) of beauty or historic interest and as regards lands for the preservation (as far as practicable) of their natural aspect, features and animal and plant life".

The National Trust was conferred unique power to declare land inalienable, i.e. land and properties given to the National Trust cannot be taken away (e.g. by Compulsory Purchase Order) without Parliamentary Process (Select Committee).

Further Acts up to 1971, including the 1937 Act which enabled property owners to leave land and houses to the National Trust free of duty tax, extended their objectives.

Growth

Growth in membership started slowly. It took 30 years to reach 1,000 and in 1945, after 50 years, had reached nearly 8,000. Growth in membership really took off in mid to late 1960's and is now 1.2 million and still rising.

Growth in land holding was steadier and had reached 112,000 acres (plus buildings) by 1945. It now stands at 522,458 acres and the National Trust is, with the exception of the Ministry of Defence, the largest landowner in England, Wales and Northern Ireland. Of the 522,458 acres, just under 200,000 acres are tenanted agricultural land.

In terms of finance, the growth of income has been about 250% over the last ten years. There is currently an income of £57.7 million, £7 million (12%) of which comes from rents on property. £9.2 million of expenditure is transferred direct into the endowment and defined purpose

funds and £38 million (80% of what remains - compare with 12% of income) is spent on property maintenance and management (i.e. large fixed responsibility for small fixed income).

Property Portfolio

The National Trust's property portfolio is large and wide ranging. It includes houses (large and small), gardens, areas of scenic beauty, villages (22 complete villages and numerous hamlets), castles, dovecotes, windmills, watermills, inns, bridges, archaeological sites and monuments (numbering about 30,000 and with additional sites being identified at a current rate of 1,000-2,000 per year) and even boats. Included in the holdings are 413 Sites of Special Scientific Interest and about 1,000 Scheduled Ancient Monuments.

Organisational Structure

The National Trust is governed by a Council with management delegated to an Executive Committee and Regional Committees. The two attached charts show the current organisational structure, although the organisation at Regional level may be varied in the future.

EMPLOYMENT

The National Trust employs 1,709 permanent and 2,000 part-time staff, plus a further unspecified number of seasonal staff. Further employment is provided in the building industry by the £25 million (approximately) spent on building work per annum.

In addition, much voluntary work (19,000 volunteers undertaking 350 man years of work per annum) is 'donated' to the Trust. Whilst this is unpaid employment, there must also be a spin-off to the rural areas into which these volunteers are drawn ('multiplier effect').

Finally, the Trust runs Manpower Services Schemes, amounting in 1984 to £4.5 million, involving 2,000 people in total, and undertaking about 220,000 man days of work.

MARKET

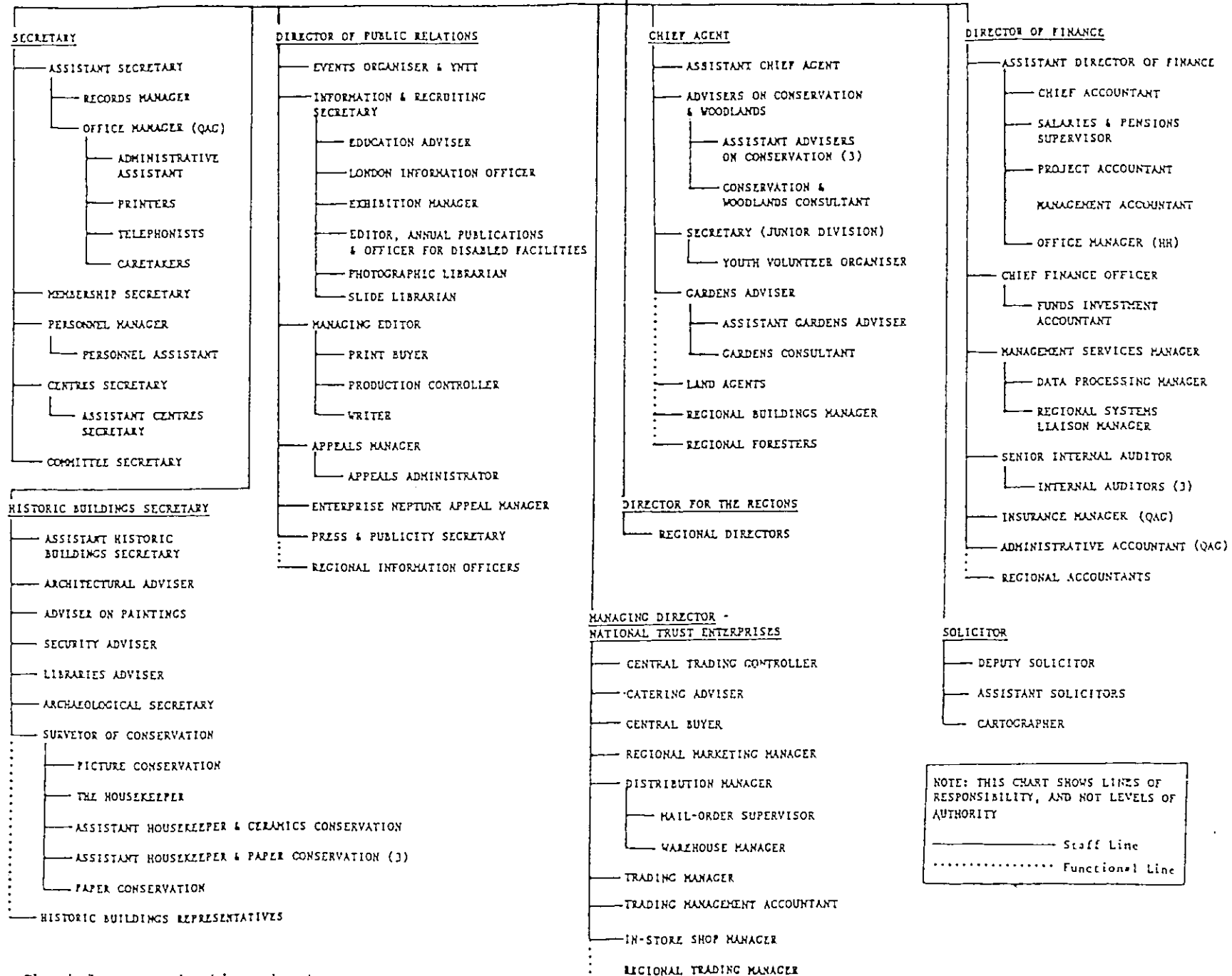
Seven and a half million visitors are recorded to the properties with many more using the open spaces.

The Trading Company, with its shops, restaurants, and holiday cottages, turns over £12 million per year, with a profit of about £1.5 million which is covenanted to the Trust.

Within the open countryside there is a large amount of agricultural land. The Trust has a policy in the upland areas of letting the farms as viable 'family sized' units to maintain the population within the countryside. In addition, tenants are permitted to deal in tourism, e.g. bed and breakfast.

Although the National Trust's prime responsibility is preservation, public access to the countryside comes a very close second. This is reflected in their policies and management options. An example given

DIRECTOR-GENERAL

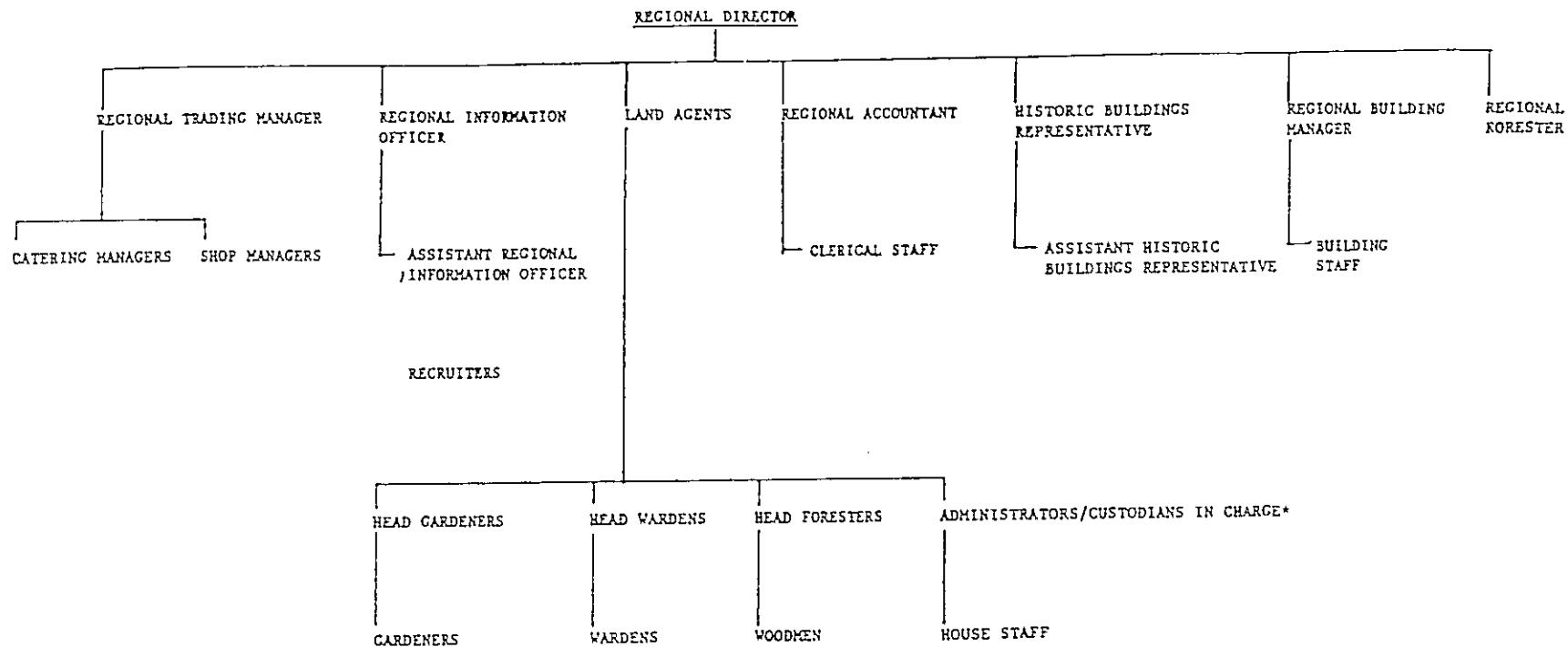


NOTE: THIS CHART SHOWS LINES OF RESPONSIBILITY, AND NOT LEVELS OF AUTHORITY

————— Staff Line

..... Functional Line

Chart 1 Organisation chart



* Administrators should, wherever possible, be given delegated responsibility and authority over other staff at the property.

Chart 2 Regional organisation chart

was the masking and sympathetic development of a 300 pitch caravan site at Coniston rather than simply attempting to have it removed, so retaining its custom for local traders.

The overall policy of drawing people into the countryside and creating or maintaining 'markets' within the countryside was emphasised as a creator of employment ('multiplier effect').

FUTURE POTENTIAL

An increase in Manpower Services Commission work was predicted.

It was noted that the Trust holds a computer listing of work required to be done in the next two years (up to £15 million worth) which could be undertaken sooner if funds became available. Four to five million pounds of this work was normally introduced into annual programmes, but the total of the two year rolling programme remains of the same order. There was a clear potential for expansion.

DISCUSSION

In the two discussion sessions a number of questions were raised that were concerned with employment.

These are summarised as follows:

1. There were a number of questions about the use of Manpower Services Commission's schemes. Cecil Pearce said that the key to successful working was in good supervision, normally supplied by supervisors within the schemes. Close contacts were maintained with the regional Manpower Services Commission offices. The schemes were designed to undertake work which would not otherwise get done, and not to compete with the main labour market. The need for schemes to work alongside permanent staff was stressed. Because of the 'non-specific' nature of a lot of the National Trust's land, it was easier for the Trust to use this type of additional labour resource than it would be for an organisation owning land of a more specialised nature, such as the Nature Conservancy Council.
2. Cecil Pearce was asked how the National Trust measured economic viability of multi-purpose land. He answered that each case was treated on its own merits. Existing commitments had to draw on general funds and new properties not fully endowed would need to be looked at very carefully.
3. In reply to a request for a breakdown of employment within the Trust, Cecil Pearce said that the major category was in 'building works' with other categories being open spaces (erosion control etc.) and clearance. Questioned about the use of local firms, he replied that major contracting work went out to tender, and that in some instances there were problems in finding necessary skills (e.g. lime rendering) locally.

Editor's note: The topic study was chaired by Jan Fladmark (Countryside Commission for Scotland); the content of the session was reported by Bill Startin (English Heritage).

EMPLOYMENT MULTIPLIERS: MORE THAN ADVOCACY?

D.R. Vaughan

Senior Lecturer in Tourism Marketing,
Dorset Institute of Higher Education

INTRODUCTION

Multiplier studies aimed at measuring the number and types of jobs brought about by people spending some of their leisure time in the countryside are undertaken for two possible, though not necessarily mutually exclusive, objectives. These two objectives are advocacy and planning.

The objective of advocacy-based research is to demonstrate that leisure use of the countryside is 'worthwhile' in that it creates jobs. It is not necessary in advocacy-based research to make comparisons of 'worthiness', in terms of job creation, between the different types of leisure use or between leisure use and alternative uses of the countryside. It is simply necessary to show that leisure use of the countryside creates jobs.

The objective of planning-based research is to provide information in such a way that the effects of different policies, or options, can be assessed. Thus planning-based research is aimed at providing information which is useful as a guide to development, management and promotional strategies and tactics. The focus is the 'better' use of resources.

This paper examines whether multiplier analysis of jobs resulting from people spending part of their leisure time in the countryside offers more than an exercise in advocacy. The paper is in two parts.

The first part examines what is meant by the term 'multiplier analysis'. The second part reviews the lessons on job creation through leisure in the countryside that can be extracted from the studies of the economic impact of tourism.

WHAT IS MULTIPLIER ANALYSIS?

'Multiplier analysis' is a generic term. Therefore, there is no single type of multiplier analysis but a number of different analyses. The different types of multiplier analysis measure different aspects of the circulation of money and present the results in different ways. Therefore, care should be taken not to confuse them.

What do Multipliers Measure?

Multipliers, as indicated, are based on the concept of the circulation of money within an economy. The multiplier is simply a measurement of the ripple (additional) effect of the introduction of resources into an economy. Thus multipliers can be used to show how the introduction of 'new' financial resources will affect the economy in terms of:

- a) the additional output/sales/purchases generated per unit of additional money entering the economy,
- b) the additional income by way of wages, salaries, profit and rent per unit of additional money entering the economy,
- c) the additional employment per unit of additional money entering the economy, and
- d) the additional tax revenue per unit of additional money entering the economy.

What are the Stages in Which Jobs are Created?

These additions to output, income, employment and taxation arise in three stages which have been labelled direct, indirect and induced. In relation to jobs, for example, the stages can be broadly defined as:

- a) direct jobs: the jobs supported in the businesses in which leisure users of the countryside spend their money,
- b) indirect jobs: the jobs in the businesses which supply goods and services to the businesses in which leisure users of the countryside spend their money, and
- c) induced jobs: the jobs resulting from the respending of income earned, directly or indirectly, as a result of visitors to the countryside spending money during their visit.

How are the Stages Built Up?

Multiplier analysis is an incremental process in which each of the stages of impact are measured individually. Figure 1 presents a numerical illustration of the multiplier process based on a hotel with a turnover of £100,000.

The hotel allocates this turnover to different uses, for example, purchasing goods for resale and paying out wages and profits. The hotel will have a staff made up of employees and working proprietors. In total the hotel has a workforce of 16. This is the direct workforce.

As indicated the hotel makes purchases of goods for resale and also purchases of other services and goods. Some of these are made from local businesses. These businesses, and their local suppliers, will also allocate their turnover to different uses and will have a workforce. In the example the total number of this workforce whose jobs are based on the spending by the hotel of £13,000 is 1. This is the indirect workforce.

The income earned directly or indirectly as a result of the hotel having a turnover of £100,000 would equal £24,000. As a result of this income being respent a further two jobs are supported. This is the induced workforce.

Thus in total the hotel will support 19 jobs: 16 directly and three as a result of the multiplier effect.

	Amount £000's	Jobs
Turnover of hotel:	100	
Division of hotel costs:		
Purchases of goods for resale	35	
Services and other goods	16	
Value added tax	13	
Direct taxation	9	
Rates	2	
Remittance of earnings	3	
Wages and profit locally	22	Direct 16
Purchases from suppliers:	13	
Division of suppliers costs:		
Purchases of goods for resale	6	
Services and other goods	3	
Central government taxation	1	
Rates	1	
Wages and profit locally	2	Indirect 1
Direct and indirect income:	24	
Amount respent	21	
Induced income:	1	Induced 2
Total income	25	Total 19

Fig. 1. Derivation of coefficients of impact.

How May the Results be Expressed?

The method of expressing the size of the multiplier can vary. While there are Type 1 and Type 2 multipliers, depending on whether the induced effect is included, the most fundamental division is between orthodox and unorthodox coefficients.

The value of the orthodox multiplier is determined by solving equations the results of which can be simply represented by:

$$\frac{\text{Direct} + \text{Indirect} + \text{Induced}}{\text{Direct}}$$

The value of the unorthodox multiplier is determined by solving equations the results of which can be simply represented by:

$$\frac{\text{Direct} + \text{Indirect} + \text{Induced}}{\text{New Financial Resources Introduced}}$$

An example of the specification of the equation used in an unorthodox multiplier analysis is given in the appendix to this paper as it is on this type of multiplier analysis that the paper is based.

Does the Way in Which Multipliers are Expressed Make a Difference?

The orthodox multiplier treats all injections of financial resources as the same. Thus it provides no guidance on the relative size of the initial injection. Using the example of the hotel it simply states that if one direct job is created as a result of an introduction of new financial resources then the total effect on jobs would be 1.19 (Figure 2). The .19 is, in this case, a value representing the increment to the direct effect accounted for by the indirect and induced jobs created.

$$\text{Orthodox} = \frac{\text{Direct} + \text{Indirect} + \text{Induced}}{\text{Direct}} = \frac{16 + 1 + 2}{16} = 1.19$$

$$\text{Unorthodox} = \frac{\text{Direct} + \text{Indirect} + \text{Induced}}{\text{Expenditure}} = \frac{16 + 1 + 2}{100000} = 0.00019$$

Fig. 2. Calculation of multiplier values.

The unorthodox multiplier is more useful for policy formulation purposes because it allows correct comparisons to be made. Different activities convert their takings/turnover into jobs at different rates. Thus the unorthodox coefficient gives guidance on the relative size of the new financial resources introduced. Thus the value might be 0.00019 per £1 of turnover or for every £100,000 of new financial resources introduced 19 jobs result (Figure 2).

Is the Term 'Multiplier' Used in Any Other Way?

Consideration of multipliers is further complicated by the use of the term to denote the catalytic nature of certain activities. That is, the use of the term 'multiplier' to denote the measurement of the effects of one activity inducing economic activity in complementary activities. Thus there are 'primary' and 'secondary' effects.

The primary effect, for historic sites for example, is the direct, indirect and induced effects resulting from the introduction of new financial resources in the site. The secondary effect is the impact of ancilliary spending by visitors to the site in other businesses such as restaurants and shops. This will also comprise of direct, indirect and induced effects. The multiplier will take the value given by:

$$\frac{\text{Total effect}}{\text{Primary effect}}$$

Should the Results of Multiplier Analysis be Carefully Interpreted?

Multiplier analysis of the leisure-related workforce has been undertaken because official statistics on employment cannot be used to provide a definitive analysis. Using the Census of Employment to provide estimates of the size and composition of the leisure-related workforce is subject to problems relating to timing, aggregation and coverage.

However, while multiplier analysis has provided detailed estimates of leisure-related jobs, care needs to be taken in both using the results and interpreting them.

Firstly, for example, the method is based on deriving a simple relationship between turnover and jobs. Labour, however, can be under-used and therefore, for example, any increase in demand may be absorbed through a more efficient use of existing labour rather than employing additional labour.

Secondly, for example, it would be wrong, to compare the impact of leisure use of the countryside including the multiplier effect with the impact of another activity excluding the multiplier effect. All economic activities will have a multiplier effect.

WHAT ARE THE LESSONS?

The second part of this paper sets out six lessons on job creation/support from multiplier analysis. The lessons are illustrated using the results of one case study which formed part of a study of National Parks which was conducted by TRRU (1981). However, there have been a number of such studies of the economic impact of tourism in the United Kingdom which have adopted the unorthodox specification of multiplier analysis and therefore these are briefly identified before consideration is given to the lessons.

What Studies have been Undertaken?

The main studies using unorthodox multiplier analysis have been developments of an initial study by B.H. Archer of the economy of Anglesey (1973).

Archer has used the methodology subsequently in more refined forms, reflecting both his own developments and those of other researchers, in studies of the coastal strip of East Anglia (1977), Appleby, Keswick and Sedbergh (1977) and Carlisle and Kendal (1979).

B. Wheeler and G. Richards adopted the methodology when analysing tourism in Cardiganshire (1974).

Substantial modifications were made by D. Henderson and L. Cousins in assessing the impact of tourism on Greater Tayside (TRRU, 1975).

Using the revised methodology developed in the Tayside study D.R. Vaughan examined the impact of tourism on Edinburgh (1977a) and the impact of the Edinburgh Festival (1977b).

Subsequently, with S. Dowers, D.R. Vaughan introduced further substantial developments to the methodology as components of studies examining the economies of National Parks (TRRU, 1981) and the impact of tourism on Scotland (TRRU, 1982).

D.R. Vaughan has undertaken three further studies of the economic impact of tourism in Brighton and Hove (1983), Winchester (1984) and Bournemouth and South East Dorset (1985).

Do People Have Different Spending Characteristics?

Leisure users of the countryside are unlikely to be the same in their spending characteristics. They will vary in the amount they spend in total and in the pattern of their spending.

What is important is that these differences can be related to certain characteristics of the people engaging in countryside leisure. Thus, for example, certain types of visitor to Exmoor National Park were found to spend more either per day or in total: those using serviced accommodation as opposed to less-serviced accommodation, those who stayed overnight as opposed to those on a day visit, and those who came from overseas as opposed to those who came from Great Britain (Table 1).

TABLE 1

THE AVERAGE AMOUNT SPENT PER PERSON IN EXMOOR NATIONAL PARK IN 1979

Type of visitor	Average amount spent per person per 24 hours £
Serviced accommodation	11.14
Less serviced accommodation	4.25
Day trip	1.76
United Kingdom resident	3.78
Overseas resident	4.52

In addition visitor spending was spread over a wide range of businesses. The amount spent on accommodation accounted for approximately half or less of visitor spending (Table 2).

TABLE 2

EXAMPLES OF THE PATTERN OF AVERAGE DAILY SPENDING PER PERSON IN EXMOOR NATIONAL PARK IN 1979

Type of visitor by accommodation used	Category of spending				
	Accomm.	Shopping	Eat & drink	Other	Total
Average amount spent (£) per 24 hours					
Serviced accommodation	7.17	1.60	1.23	1.14	11.14
Friends and relations	0.26	0.45	1.19	1.58	3.47
Day trip from home	0.00	0.29	0.56	0.20	1.05

This spending can make individual facilities within the local community more 'economic'. Thus, for example, visitor spending introduces new financial resources into the community which can be the basis of new businesses, increase the viability of existing businesses and/or increase the scale of businesses beyond that appropriate to the size and structure of the local population.

Which Stage of the Multiplier Effect is the Largest?

Consideration of spending by people visiting the countryside for leisure purposes can only provide a partial picture of the economic benefits provided by leisure use of the countryside. The repercussions of a change in turnover will ultimately be reflected in an increased workforce.

In Table 3 the analysis presents the number of unstandardised local jobs created per £100,000 of turnover of a number of types of leisure-related businesses. For example, for every £100,000 of turnover of shops operating in Exmoor National Park, eight jobs would have been supported directly within the National Park, while a further two jobs would have resulted from the indirect inter-industry effects of purchases and the induced effect of household consumption.

TABLE 3

THE NUMBER OF UNSTANDARDISED JOBS PER £100,000 OF TURNOVER OF
SELECTED LEISURE-RELATED BUSINESSES ON EXMOOR

Type of business	Direct	National Park		Total	Extended Park area
		Indirect	Induced		
Number of jobs					
Hotel	16	1	2	19	28
Guest house	72	1	2	75	82
Shop	8	1	1	10	15
Restaurant	27	1	2	29	41

As has been found in most studies of the economic impact of tourism, the direct effect was the largest of the three stages of job creation accounting for more than 70% of the jobs within the National Park. However, when the analysis was extended to include the area within 15 miles of the Park boundary the direct effect became less significant, although still accounting for at least 50% of the total.

What Types of Jobs are Likely to be Created?

TABLE 4

THE NUMBER OF STANDARDISED JOBS PER £100,000 OF TURNOVER OF
SELECTED LEISURE-RELATED BUSINESSES ON EXMOOR

Type of business	Direct	National Park		Total	Extended Park area
		Indirect	Induced		
Number of jobs					
Hotel	7	1	1	9	15
Guest house	17	*	1	18	24
Shop	5	*	1	6	10
Restaurant	8	*	1	10	18

* less than 0.5

Table 3 presented an unstandardised analysis of the workforce of leisure-related businesses in Exmoor National Park. In such an analysis all jobs are treated as equal. Table 4 presents a standardised analysis which converts jobs into all year full time equivalents.

The coefficients are invariably lower in the analysis of standardised jobs than in that of unstandardised jobs owing to the conversion of part time and seasonal employment into full time all year equivalents; the smaller the change between the two forms of coefficient the greater the number of full time all year jobs present in the industry. The contrast between unstandardised and standardised coefficients suggests an employment structure with a large proportion of part time and short term jobs. Such a structure has been well documented in other studies both in rural areas (TRRU, 1975) and in more urban areas (Vaughan, 1983) and can be seen in Table 5.

TABLE 5

THE COMPOSITION OF THE WORKFORCE* IN SELECTED LEISURE-RELATED BUSINESSES ON EXMOOR

Type of business by type of worker	All year		Seasonal	Total
	Part time	Full time		
Proportion of workforce (%)				
Hotel:				
Male	7	11	5	23
Female	15	12	50	77
Total	22	23	55	100
Guest house:				
Male	6	0	6	11
Female	39	0	50	89
Total	44	0	56	100
Shop:				
Male	11	16	5	32
Female	16	34	18	68
Total	27	50	23	100
Restaurant:				
Male	12	5	14	31
Female	17	3	48	69
Total	29	9	62	100

* Includes working proprietors

How Well Do Leisure-Related Businesses Compare With Other Economic Activities in Creating Jobs?

The analyses undertaken for the study of National Parks provided workforce multiplier coefficients for a range of businesses in addition to leisure-related businesses.

The analysis of employment multipliers in Table 6 illustrates that leisure-related industries performed markedly better than the other

TABLE 6

THE NUMBER OF JOBS PER £100,000 TURNOVER OF SELECTED ECONOMIC ACTIVITIES IN NATIONAL PARKS IN 1979 .

Type of activity	National Park		Extended Park area	
	Unstand- ardised	Standard- ised	Unstand- ardised	Standard- ised
	Number of jobs			
Dairying	9	6	11	8
Mixed farming	12	9	15	12
Manufacturing	9	8	10	9
Building contractor	14	13	17	15
Hotel	19	9	28	15
Shop	10	6	15	10

activities surveyed, in terms of the number of unstandardised jobs created. Accommodation-related activities, in particular, provided large numbers of jobs per unit of turnover.

The conversion of the statistics into a standardised form, however, indicates the likely greater reliance of leisure-related businesses in rural areas on a part time/short term workforce. This tendency for leisure-related businesses in rural areas to contain a high proportion of part time, short term and female workers, as shown in Table 5, has led to criticism of the sector for not providing 'real jobs'. However, such criticism should be treated with caution.

Firstly, it overlooks that a part of the workforce has the opposite characteristics. Secondly, it overlooks that the very characteristics that draw the criticism may mean that working in leisure-related activities fits in well with other aspects of the economy and peoples lives. Lastly, it overlooks the increase in employment opportunities available for the community at large because of leisure.

Does the Structure of the Local Economy Affect the Size of the Multiplier Effects?

Although not directly part of a paper on employment, it is useful to note how leisure-related businesses compare with other economic activities in making purchases from other businesses in the same area and in providing income to local residents. These are the stimuli for indirect and induced employment and have been the subject of criticism of the leisure-related sector of the economy.

The main conclusion that can be drawn from the comparison of tourist-related businesses and other economic activities (Table 7) is that the leisure-related businesses are not intrinsically weaker than other industries as an economic stimulus but merely reflect, as all industries do, the structure of the economy concerned. Thus in a small, relatively underdeveloped area leakages will usually be high regardless of the

TABLE 7

THE LOCAL PURCHASES BY, AND INCOME PAID OUT TO LOCAL RESIDENTS BY, SELECTED ECONOMIC ACTIVITIES IN NATIONAL PARKS IN 1979

Type of activity	National Park		Extended Park area	
	Purchases	Income	Purchases	Income
Per £100 of turnover				
Dairying	10	16	33	20
Mixed farming	22	26	66	33
Manufacturing	2	13	16	20
Building contractor	17	38	39	42
Hotel	11	22	59	36
Guest house	9	29	60	42
Shop	6	13	41	22
Restaurant	8	21	65	37

industry concerned. However, as the size and diversity of the area increases so does the potential impact.

Does The Impact of Visitor Spending Vary?

As indicated earlier different types of visitors spend different amounts of money in different patterns. As a result the economic impact of different types of visitor varies.

Again from the study of Exmoor National Park it is possible to show how both the rate of employment creation and the total number of jobs created varies (Table 8). Thus the 27 jobs supported per £100,000 spent by visitors from the rest of the United Kingdom who stayed overnight on Exmoor can be compared with the 20 jobs supported by those on a day visit from their home in the United Kingdom. When the total number of jobs per 5,000 days/nights is considered then visitors staying overnight supported almost eight times as many jobs as day visitors from home.

TABLE 8

JOBS CREATED/SUPPORTED BY THE SPENDING ON EXMOOR IN 1979 OF UNITED KINGDOM RESIDENTS

Type of visitor	Number of jobs	
	Per £100,000 spent	Per 5,000 visitor nights/days
Holiday accommodation on Exmoor	27	80
Holiday day trip to Exmoor	16	18
Day trip from home	20	11

Such information is useful because it can be used to guide policy formulation. It can be used to show the implications of the relationship between cost, visitor numbers and jobs. Thus the planner can use the results to assess the likely impacts of alternative policy options. For example, assessing the different implications of pursuing a policy objective of maximising the number of jobs from a set amount of financial assistance compared with pursuing a policy objective of maximising the number of jobs while keeping the number of visitors to a minimum.

CONCLUSION

The title to this paper and the detailing of the difference between advocacy and planning research should not be taken to imply that advocacy-based research is less worthwhile than planning-based research. It should not be forgotten that if the advocacy battle is lost then the opportunities for developing and implementing policies are severely constrained. Depending on the type of multiplier analysis undertaken it is possible to fulfil both the advocacy and the planning objectives.

This paper has been based around a type of multiplier analysis that can provide both advocacy and planning information. In particular it can be used to provide some guidance on the implications of different development, management and promotion options. However, while it can provide guidance on the implications for the economy of different policy options it cannot give guidance on whether they are the correct options or even realistic. Nevertheless, while as such it is a partial analysis, unorthodox multiplier analysis provides useful inputs to both advocacy and planning.

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APPENDIX ONE - TOTAL EMPLOYMENT GENERATION

$$G_E = \sum_{j=1}^J \sum_{i=1}^I N_j Q_j K_{ji} \frac{\sum_{d=1}^D \sum_{i=1}^I E_{di} + \sum_{i=1}^I P_{ii} E_i}{\sum_{i=1}^I T_i} + G_Y \left(\sum_{i=1}^I X_i E_i \right)$$

where:

G_E = the total employment generated within the area from tourist spending.

N_j = the number of days spent in the area by the j^{th} type of tourist.

Q_j = the average total expenditure per day by the j^{th} type of tourist.

K_{ji} = the proportion of spending by the j^{th} type of tourist accounted for by the i^{th} type of business.

E_{di} = the local employment generated directly in the i^{th} type of business.

P_{ii} = the cost payments for goods and services purchased from the i^{th} type of local business by the i^{th} type of local business.

E_i = the local employment coefficient (direct and indirect) of the i^{th} type of business.

T_i = the turnover of the i^{th} type of business.

G_Y = the total income generation within the local area resulting from tourist spending.

X_i = the proportion of local resident spending accounted for by the i^{th} type of business.

DISCUSSION

J. Sully (Councillor, West Yorkshire MCC)

I am concerned with encouraging tourism development in West Yorkshire. When considering the economic benefits of tourism in my area am I wrong to be using the Tayside figures? Similarly, referring back to the session that Bob Hall was running, he referred to the Inland Waterways Amenity Advisory Council Report. Is the Inland Waterways Amenity Advisory Council wrong and should we be referring to the other studies which have been undertaken since 1973? Do those studies mean that we should be looking at policy changes?

For those who are not familiar with the Tayside Report this was a report done in Tayside which tried to work out, using the multiplier methodology that the speaker was referring to, the jobs that were created by tourism in Tayside. It worked out the expenditure that was due to visitors staying in hotels, self-catering and so on and also looked at the impact of day trippers.

The Inland Waterways Amenity Advisory Council Report was a report that was done by the body which advises on aspects of the British Waterways. It reported on the linkage between spending on canals and the generation of jobs in hotels etc. and worked out the impact of this. This is the kind of report that suggested that the Montgomery Canal should be re-opened.

R. Vaughan

I think you are all right using the Tayside Report as long as you accept, given the date of the study and the type of area with which it dealt, that it is only going to give you an indication of what may happen. Since Tayside was done, for instance, there have been changes in the economy which have been reflected in businesses and would therefore alter the results if that study was repeated now. Therefore, it would perhaps be better to use a more recent survey and a study of an area more comparable to West Yorkshire. There have been a large number of other studies done since Tayside. There are, however, very few studies that have been done on mainly non-rural areas. There was one that I did on Edinburgh in 1976, which looked at a city, and there is one that TRRU did subsequently on Scotland in 1981 which incorporated an examination of the impact of tourism on an average region in the Central Belt of Scotland. However, the detailed findings of the study of Scotland have not, as yet, been published by the Scottish Tourist Board.

T. Costley (Scottish Tourist Board)

The study of Scotland that Roger referred to was commissioned by the Scottish Tourist Board. The study was called 'Tourism and the Economy of Scotland' and looked at a number of case study areas. Roger is correct, we have never actually published a full report for a variety of reasons. However, there is a fact sheet available giving the main findings. Just to reassure Councillor Sully: all the economic impact studies that have been done in Scotland have come out with multiplier values (correct me if I am wrong Roger) which are not terribly far apart. I do not think you should hesitate in using the Tayside multiplier figures. I think the updated ones are not that much different.

J. Hughes (Cranfield Institute of Technology)

I have the advantage in that the Tayside study was done by one of my ex-colleagues at the Highland Board. I think, and I believe the researchers involved would be the first to admit, that the methodology of Tayside was weak. The great advantage of the Tayside study was that it geared itself to specific policy questions and tried to answer them. I think that is why the Tayside multipliers have been cycled and recycled often in situations to which they did not apply. I think the other lesson that I could draw is that multiplier studies should be targeted at specific questions. It is very difficult to do generalised multiplier studies which can answer all the questions that are going to be raised.

R. Vaughan

I would not say that the methodology of Tayside type studies is weak. You did not indicate which part of the methodology you thought weak, the data collection or the analysis. The data collection normally follows established practices of survey design and sampling. The analysis of the multiplier effect is based on input-output methodology and therefore it will have the limitations of any economic analysis where you are trying to model an economy. To enable you to do that you have to make a number of assumptions, such as linear production functions, that mean that it may not mirror reality exactly. The analysis has such limitations, but I would not say that it was a particularly weak technique, no more so than any other.

J. Hughes

I do not think it is particularly weak beside other techniques of economic analysis but it can be a weak guide to policy unless you have got the questions right.

R. Vaughan

I think Tom Costley's point is right. If you look at the studies, while the actual values differ, the hierarchy holds. As a result the results in one area can be transferred to other areas if all that is sought is a broad order of magnitude or some indication of the likely impact of different types of visitor.

J. Hughes

But many of these studies were measuring different things. The fact that they came out with broadly similar answers...

R. Vaughan

Not within the tourism studies because you have got a number of studies that have all adopted a similar methodology. They have broadly come out with comparable hierarchies. In other words, what was said of visitors staying in hotels in Tayside, in relation to visitors staying in private houses (bed and breakfast), has held in every other area.

T. Costley

I took Roger's criticism of the advocacy role slightly to heart: is it any surprise that most clients, who commission economic impact studies, are doing it for one particular reason? They are frequently government agencies, such as ourselves, who are justifying different investments. A

local authority will want to justify a particular investment. To me it is obvious that the advocacy role is always going to be seen as important if you are looking to justify a single investment, at a single point in time, in a single location.

R. Vaughan

I was not critical Tom because I ended up by saying that the advocacy role is not less worthwhile than the planning role because if you lose the advocacy battle you are not going to get the chance with the planning battle anyway. I am just saying that there are two different reasons for commissioning such studies. Some multiplier studies, such as those based on orthodox Keynesian analysis, can only perform an advocacy role. Others, such as the unorthodox type on which the paper was based, can also provide important policy information. Those that provide both are, perhaps, better value for money and more useful in the long run.

R. Clarke

I wonder whether we may have exhausted the technicalities of this particular discussion. However, before we move on I am wondering where people can get information about the studies that exist and possibly some analysis of them. Clearly, there was a certain amount of information sharing going on as the discussion proceeded. Is there a single place where people can find out what is available?

R. Vaughan

Not as such. There is one publication, published by Capital Planning Information, which looked at sources of information on tourism and that lists a large number of the studies that had been done up to about 1980. It does not include any of the studies since then. Most have been commissioned by the Tourist Boards and therefore they are an obvious source. Most of the 'unorthodox' studies are referenced in my paper and these include the studies of which people are probably not aware.

J. Hughes

I think you might find the Planning Exchange Library in Glasgow a good source of recent studies like that.

M.H. Hazell (Ramblers Association)

Is there any distinction between the figures for urban tourism and countryside tourism? There are tourists in towns and there are tourists in the countryside. Are there any differences in the figures for those two? Has there been any differentiation in the analyses?

R. Vaughan

There are three possible ways in which they might differ. Firstly, in an urban area the linkage effect is likely to be stronger than in a rural area. The level of linkage depends on the diversification of the area itself. Therefore, rural areas are likely to have lower indirect and induced effects than urban areas. This was found in the 'Tourism and the Economy of Scotland' study. However, the same is true of rural areas. As shown by the extension of the area covered by the analysis of Exmoor

National Park, the more diversified the economy the greater the indirect and induced effects. Secondly, tourist or leisure-related businesses in urban areas will probably have a higher level of full time all year employment as they are possibly less dependent on seasonal visitors or, at least, seasonal visitor patterns have a smaller impact on their trading. Thirdly, visitors in urban areas may spend more per day as they are presented with more opportunities to spend their money.

S.J.D. Mackenzie (Coopers and Lybrand Associates)

Can I ask what is the smallest area that you would think is reasonable to do a study on?

R. Vaughan

Generally the areas studied have followed local government administrative boundaries as much as anything else. They have covered small towns, such as Appleby in Cumbria, rural areas, such as Exmoor National Park, cities, such as Edinburgh, regions, such as Tayside, and standard economic regions, such as Scotland. However, while I do not think I can answer your question on size directly I can, perhaps, put forward two considerations. Firstly, the area chosen must be one which is sensible in respect of data collection. A main requirement is to be able to define the area you are concerned with for the person who is supplying the data. Thus the area must be one to which the person can realistically relate. Secondly, the area must itself be realistic to study. As I suggested earlier, the smaller the area the less likely it is to have the indirect businesses and therefore spending money measuring the indirect effect may be wasteful. However, that does not mean that you could not look at the direct effects on their own. In fact, most of the studies since 1980 have placed their emphasis more on explaining the composition of the direct effects than in quantifying the multiplier effects which were the focus of the pre-1980 studies. They have, then, concentrated on analysing 70% of the impact in detail and both paid less attention, and directed less attention, towards the multiplier effects.

G. Scott (British Waterways Board)

You have not mentioned the cost of doing multiplier studies. I understand that they are pretty expensive to do. Are they worthwhile doing from that point of view?

R. Vaughan

I would say that probably, pound for pound, they are very cost effective. Such studies provide economic data for both advocacy and planning. Firstly, they provide statistics on the level of economic benefits provided by leisure-related activities. Secondly, they provide information on who benefits and how they benefit from supplying leisure-related services. Thirdly, they provide a basis for assessing the possible impact of future developments. Whether it is correct to do so or not, at the end of the day, discussion on leisure in the countryside, at a local level anyway, is generally about what it means for the community in terms of jobs and income. Are local authorities and government encouraging tourism for social reasons or because they see it as helping the local and national economies?

S. Walker (Anderson Semens Houston (ASH))

I think it is true, is it not Roger, that in terms of countryside

activities, the levels of spending of visitors differs from that of the visitors you get in towns.

R. Vaughan

Yes. The important point, however, is that within rural and urban areas visitors are not all the same. There are different types of visitors who will have different characteristics and those characteristics will be reflected in their spending. Therefore you can start looking at policy recommendations based on sub-dividing visitors into different target markets. Of course, you have got to be realistic. The results of multiplier studies are sometimes used to make the case that there should be more hotel developments rather than more caravan parks because hotels give more economic benefits. The problem is, if you suddenly say you cannot have any more caravan parks, are you actually going to be able to persuade the visitors to change from a caravan-based holiday to staying in an hotel? Similarly, will the person, who was going to put in the caravan park, be willing to give you his financial resources to build the hotel? There are a number of factors, such as the interplay of the market, which have to be considered. The study itself can only give you guidance as to whether one is potentially better than the other.

R. Clarke

I wonder if there are any points arising from the topic groups that took place earlier this afternoon that anybody would like to raise?

M. Whitby (Newcastle University)

I would like to raise a point that is slightly broader than the discussion on tourism multipliers. I was interested in Roger's table which showed the amount spent by local industries. I must admit that this was a table that I had overlooked from your original report. I just happen to have the annual agricultural review and I notice that you used 1979 as the year. That happened to be a rather high year for farm income and I wondered if that was an untypical year for tourism. What can you say about generalising these results from one year? It seems to me that that is problematic, certainly in the agricultural case.

R. Vaughan

What has happened with those figures, in fact, is that the statistics themselves have been updated to 1979 because when doing studies you are working off accounts and therefore you are working one or two years behind. In fact, that data probably related to 1977/78.

M. Collins (Sports Council)

Since we are talking about an area in which the same job may be paid, either by the public or private sector, or it may be a voluntary job, have you come across any multiplier studies that have actually handled voluntary work which can be equated to paid work? If not, how would you do it?

R. Vaughan

Not in terms of people working in the voluntary sector. In terms of tourism studies Tayside, for example, included it at data collection level within the questionnaire as unpaid staff.

M. Collins

If you were going to do comparisons how would you handle that in terms of a job multiplier? How would you compare a sector which contained both paid and unpaid jobs with a sector which contained only paid jobs, for the purposes of your policy analysis?

R. Vaughan

There are two aspects to this question. Firstly, coping in the analysis with jobs which are unpaid and, secondly, analysing the impact of voluntary jobs, or measuring the impact of non-economic activities such as conservation and the work of voluntary groups in the countryside. In terms of analysing unpaid jobs, people do not need to be paid to be analysed as a worker. All that the studies analyse is the relationship of turnover to the number of workers. Whether the workers are paid or unpaid is irrelevant - they are workers. Multiplier studies have become fairly sophisticated and have moved towards concentrating more on measuring what is happening at the direct level. Now they are looking at things like the composition of labour, whether it is male/female, full time/part time, seasonal etc., in terms of businesses; equally, in terms of income, whether it is paid out as wages, retained capital i.e. additions to the balance sheet, paid out as disposable income to owners etc. The studies have begun to look more at what a hotel looks like economically, or what the guest house looks like, rather than at what the indirect and induced impact is. Thus they already demonstrate that, if required, they could identify unpaid jobs as part of the analysis. In terms of looking at the impact of non-economic activities, there is always the option of developing 'catalytic' multipliers which show the relationship between one activity and another. I referred to these in the paper in respect of the primary and secondary impacts of an historic site.

T. Huxley

Can I just pick up the point about the study groups? From walking round each of them, it was evident that the speakers had provided much very good additional information that has not been made available to all of you. For example, Mr. Bulman's talk about farm tourism widened the scope of that discussion, as also happened in the group discussing the effect of nature conservation. May I please Chairman, through you, ask Hilary that it is agreed that we are going to get as much as possible of the record of those discussions into the full proceedings of the conference?

H. Talbot-Ponsonby

That is correct. There was a rapporteur for each group and they will each produce a report which will go into the proceedings.

T. Huxley

Therefore, the papers given will go into the proceedings and there will be some record of the discussion thereafter. I hope that may ease the minds of some people who just wondered what was going on because the quality and the width of the discussion in relation to this conference really has been much more wide than perhaps we have seen in the plenary sessions.

R. Clarke

Can I say thank you to Roger Vaughan. My reflection on all that has been said is that we should keep working away at it. From the academic side, and through the academic institutions, I think it is very important to continue with the difficult question of presenting material in such a way that it can be intelligible to people whose professional field does not lie in that direction. To those of us who are involved in the practitioner agencies, we should recognise that we ought constantly to strive to do better than acting on hunch or muddling through. Of course, we do not do that in the Countryside Commission but it may be that some other organisations do! I think there is a challenge for all of us to use this kind of research method as practical tools for informing our decision making. I think Roger has struggled manfully with that on our behalf this afternoon and I am very grateful to him for his introduction, which clearly has raised many questions for those of us at the practitioner level. May I also thank all the topic study speakers for their contributions to the conference. As Tom said a few minutes ago, all the groups were thought to be very successful.

Part III:
Evening Session

An Optional Audio Visual Session was scheduled for the evening of the Conference. In fact, most of the delegates attended this session where a video from the HIDB and Nigel Walker's slides were shown.

HIDB AND ITS WORK

Jim Hughes, former Head of Policy and Research Division at HIDB, and now a Professor of the School of Policy Studies at Cranfield Institute of Technology, introduced the Highlands and Islands Development Board's video of its work. He explained that the main activities of the Board were giving financial assistance, building factories, hotels and interpretative centres, various development schemes, and research and advocacy. The video demonstrated these activities, set against the attractive backcloth of highland and island scenery. The delegates then questioned Jim on such topics as the unemployment rate, occupational pluralism and whether the people now returning to the area were highlanders or incomers. The CRRAG Chairman thanked Jim Hughes for his contribution to the evening session.

EXPERIENCES OF PUBLIC/PRIVATE PARTNERSHIPS

Nigel Walker, Leisure Marketing Manager for British Waterways Board, showed the delegates slides of some novel schemes of public and private sector partnerships to provide leisure facilities. These partnerships took various forms, sometimes involving creative subsidies from Local Authorities to Developers. During the presentation, an American theme park was described, and an ice rink in Peterborough. The Britannia Theme Park in Derbyshire which was recently opened and closed was discussed at some length. Delegates were interested in the reasons for its initial failure and possible lessons that could be learned for the future. At the end of this presentation, Nigel Walker was thanked by the Chairman for an interesting and enlightening talk.

Part IV:
Making It Happen

INTRODUCTION

Michael Taylor

Director,
Countryside Commission for Scotland

Our first speaker is John Slater who has been Director of the Southern Tourist Board for the last four years. Previously, he was Development Officer at the West Country Tourist Board and he is a member of the Tourism Society.

Our second paper will be on the Wirral Way and will be given by Brian Barnes. Like me, Brian has been a long time in local government, 28 years. He has worked for a variety of authorities culminating as the Chief Leisure Officer for the Metropolitan Borough of Wirral. He has now left that post, which has put him in a fascinating position to be able to talk about the Wirral Way.

CATALYSTS FOR JOB CREATION IN COUNTRYSIDE RECREATION

John Slater

Director, Southern Tourist Board

I have been asked to talk about the Tourist Board role in encouraging job creation. Tourism, as I am sure you will all appreciate, is one big and major contributor to the well being of this country both in terms of money and jobs. Traditionally, its role and importance is, and has been, in my view undervalued both at national government level and very often amongst local authorities.

Part of the problem is the nature of the industry. So much of it is small businesses and self-employed people. The way of getting the 'act together' as a lobby has not been good. We have not got a good track record as an industry in lobbying either MPs or local members, or making the importance of the industry well known. As a result we, at present, still have a lack of clout.

Looking at both national and local government attitudes to tourism, I think part of the problem is that tourism is involved in so many pies within the national and local government fields. The impact and work of so many different departments has a bearing on the tourist industry and its success. It is in trying to get that act together that there is still a considerable amount of work to be done.

A further point why tourism has been under valued is that there is a sort of 'gut feeling' amongst many people that it is not 'industry' and it is not 'real jobs'.

Let us look at the current position. Overseas visitors to the UK since 1974 have grown an amazing 60% from 8.5 million to 13.7 million arrivals. Expenditure has risen over the same period from £900 million to £4 billion. To my mind those figures are totally mind boggling. To try and put it into perspective, it earns four times as much foreign currency as the motor car industry.

The domestic tourism side, i.e. you and me, whether with our buckets and spades down on the beach; whether going off and visiting friends and relatives; or you sitting here on business and conference tourism - you are tourists. The number of trips that we have made over the last decade has increased from 114 million to 140 million. Earnings have risen from £1.8 billion to £6 billion.

It is estimated that the tourist industry employs about 1.2-1.5 million people. What does this mean? It means one in 20 of the work force is involved in the tourist industry. It is comparable with labour in the construction industry. It is more than that employed in agriculture and mining. Going back to the example of the car industry, it is four times as many people as employed in the car industry.

If we look at the 1983 census it gives a breakdown of those 1.2-1.5 million jobs. About 920,000 of them are direct employment in

hotels, catering, entertainment and other services. About 575,000 jobs arise indirectly from tourist expenditure. If one makes allowances for part time jobs and converts them into 'full time job equivalents' it makes about 1.28 million.

I hope that sets the picture on the current state of play. I will now move to the Tourist Board's role. Firstly, a quick word on the structure and apologies to anyone from Wales and Scotland because I am terribly ignorant about what happens there. In 1969 the Development of Tourism Act was passed and this created the current structure of Tourist Boards in this country. You have an organisation called the British Tourist Authority whose aim is to promote overseas visitors to the UK; to bring as much foreign money as possible into this country. They have about 24 offices throughout the world in which they are actively promoting the UK.

The English Tourist Board's role is basically that of promoting and developing tourism in England. Again, just to put them into some sort of context; between them the English Tourist Board and the British Tourist Authority employ less than 600 people. If you look at the money that central government is putting into all four Tourist Boards, i.e. British Tourist Authority, Tourist Boards of England, Wales and Scotland, the figure is about £51 million/annum.

I will now talk about the regional Tourist Boards which is what I know a little more about. The 12 regional Tourist Boards are independent from the national structure. We are strange animals. We are independent but work extremely closely with the national structure because it is in our interest to do so and we get considerable help from being able to work with the British Tourist Authority and the English Tourist Board. We are strange animals because we are partnership organisations. By 'partnership' I do not mean in the identity of a company, because we are independent limited companies, but I mean in the way in which we work. We are a mixture of local authorities, those that wish to get involved with us and those that pay us money to help us in our work, central government, through the English Tourist Board, commercial firms and companies within our regions, and the fourth element of the partnership, and the increasingly important element, is our own revenue earning activities. The majority of regional Tourist Boards, excluding London because London is slightly different, have a staff of under 20 people and a turnover of about £400,000 and £700,000. We are by no means vast organisations in any shape or sense of the word.

How would I sum up our role? I would sum it up as co-ordinator in bringing the various sectors together, many of whom, unfortunately, do not always talk to each other as much as they should about what is going on. The Board should provide a forum to bring together these various sectors. It is surprising the number of times, within the commercial sector, that transport operators do not talk sufficiently to the hotels; the hotels do not talk sufficiently to the tourist attractions and some tourist attractions do not talk sufficiently to other tourist attractions. We bring the local authorities together with the commercial sector. We sometimes bring different local authority departments together to talk to each other which, just occasionally, does not happen.

There is the role of trying to be a catalyst. We, with our size of budget and manpower, are not the be-all and end-all to tourism. We are

one small cog in a very large industry. What we can hope to do is try to be a catalyst to unblock snags, to get new ideas happening and new things moving. We can also be a voice for the industry. I do not think that we, as Tourist Boards, have been particularly good voices for our industry. I think it is something that we need to concentrate on considerably more in the future.

I will now give some examples from my own area, the Southern Tourist Board, of how we get involved and how we get involved in employment. The Southern Tourist Board covers Hampshire, the majority of Dorset, the Isle of Wight and south Wiltshire. Tourists spend about £565 million a year in that small area. If one looks at jobs then there are about 100,000 both in direct and indirect employment. In our case we have a staff of 15 and a turnover of £600,000 this year. We are in the very fortunate position that our three county councils and all our district councils are now in active membership of the Tourist Board, we have a 'full house'. This is very good news indeed because it means that at least one has got some understanding of what we are on about and what we are trying to do. In addition to our local authorities we have about 600 commercial members. It is a very small number really and again an area we need to do a lot more work on.

In terms of where our money comes from, because this is fairly critical, about 12% of it comes from local authorities in terms of subscriptions. About 8% comes from commercial members, again from subscriptions. The English Tourist Board gives about 20%. About 60% of our funds is commercial revenue earning. If I say that in our case that percentage has increased from about 25-30% to 60% in the last three years you can see the way we are having to move because anyone, who is not in cloud cuckoo land, is unlikely to expect significantly larger sums of money from either central or local government in the foreseeable future.

In terms of job creation; although it does not show up in the figures, in terms of actual jobs, and it does not show up in our books, in terms of bringing in money, probably one of our most fundamental roles in job creation is at a strategic level commenting on subjects like structure and local plans. We make sure that tourism has not been forgotten and making sure that there are policies in those plans which allow development where it is appropriate for hotels, caravan sites, new tourist attractions etc. We try to knock down one of the barriers against the developer who is trying to get something to happen by making the climate right. I see that as a very major role that the Tourist Boards have - to get involved in that field. However, it does not bring in any money and is a net cost on the budget but it is very important in terms of what we are doing.

There are horrendous problems which keep cropping up, issues like sign posting, where the Board gets involved on increasingly complex issues, particularly with tourist attractions and remote hotels. Again, we try to act as a mediator and get sense to prevail. Another role is to get the county surveyor, who often has very good reasons, to understand the other point of view.

I had an absolutely classic case last week. We have set up a temporary information service in a motorway service area. It was done at two weeks notice because the motorway service operator suddenly realised

he had a shop unit free and offered it to us for a peppercorn rent. We could not turn down the opportunity. That tourist information centre has been dealing with 4,000 enquiries a week since it opened which is not bad going. We had a little problem. We wanted the Department of Transport to change the motorway road sign, which was already up, by putting an 'i' on it to show that there was an information centre. We moved in to the shop unit at the beginning of July. Now, in September, two weeks before this information centre is about to close, we have finally received a letter from the Department of Transport saying the 'i' sign will go up at a cost of £1,000. The total budget of running that tourist information centre, because it is coming out of our pocket this year, is about £4,000. It is a nonsense. I apologise, I am going off on a pet hobby-horse.

Other areas that we get involved in are things like research, again on the strategic level, helping our local authorities carry out research for their areas to look at where tourism is going. Very often the case is that no overall look has been taken of tourism. In my patch at the moment, in conjunction with Dorset county and Bournemouth, we are looking at the whole of Bournemouth and south east Dorset. It provides a major input to the structure plan and it will provide Bournemouth with a basis of information on its future tourism planning, and in Bournemouth you are talking about a £150 million industry. They desperately need more information on which to work and to plan where they are going.

My next section is financial assistance from the English Tourist Board. We have had assistance for the last two years. It was then that the ground rules changed and became nationally available. In our patch we have managed to 'twist' the English Tourist Board's 'arm' for about £3 million and it has created about £14 million of investment. Nationally, section four has got a reputation of creating jobs for under £5,000 a job. If you compare that with the government's figures for the manufacturing industry of £30,000/job, in terms of government aid going into the manufacturing side, it is not a bad record. However, I think we can get terribly over involved in section four because that is the one we measure and can say how much we put in and how many jobs have been created. It is important but it should not be seen in isolation. I think it has to be seen far more in the context of the much wider areas of work that the Tourist Board is carrying out.

The other point about looking at the types of projects that section four helps, much of it is job protection as well as job creation. For instance, hotel upgradings is a typical example. By putting bathrooms into hotels you are helping to lengthen its season; you are probably helping with a little more cleaning but you are also protecting that hotel's future and the job creation that way. Very often, you cannot say that £x,000 is going in and you can see how many jobs it is creating. You have got to look at a slightly broader area.

Probably the biggest area of work that the Board gets involved in is marketing the region. Currently, of our £600,000 turnover about 50% goes on marketing. We start off at the beginning of the year with a marketing budget of zero. This gives one enormous flexibility in the sorts of things one can do. It is up to us, if we want something to get off the ground we have to find somebody to pay for it. This is either the commercial sector, a mixture of the commercial sector and local

authorities, or whoever. It helps concentrate the mind enormously having a budget of nothing. The only problem it does have is that it very often means that you have not got as many opportunities to set new things rolling as you would like because you have got to try and make things break even in year one.

I think the biggest role in job creation that the Tourist Boards have got is in creating the right atmosphere. I have a couple of local authority examples that we have been involved with in the four years that I have been with the Board. I will not mention names. One of the local authorities in our area has a tourist industry worth about £25-£30 million a year. This is quite a sizeable sum of money. Four years ago its policy was that it did not want to be a member of the Tourist Board. The problem was that it is a split borough with a seaside area, where the power was largely controlled by the retired element, and a commercial and industrial area, who did not want to know anything about tourism. We had that sort of problem four years ago. Over four years, by working with one or two of the key officers, by getting one or two key members involved and getting them to understand what we are on about, we have started to change the position. The policies now, in their local plans, are much more receptive to tourism. They have actually joined the Tourist Board, at a princely sum of about £450/year. They have got two tourist information centres up and running which we run and manage for them. They have produced a mini guide and an accommodation list. They are beginning to understand that the industry in their area needs their co-operation and their help to work positively and to be successful. I view that movement as successful.

The other example is where we had a local authority such as a piece of rural, wealthy Hampshire. They joined the Tourist Board but then that was it. Again, by working with a couple of people in the planning department, who were very helpful and supportive, by getting key members to understand what it is about, we have now got a total policy for tourism in that area. We have a new chief executive who is being very supportive. We are looking for hotel development. We have got a proper management policy for tourism. We have got tourist information centres up and running and again, we have got mini guides going. This shift in attitude has taken three years and is great news.

How can we get more effective in job creation in the future? I think the first thing is that it is 'interesting times' in the Tourist Boards because of a number of points. Firstly, because of Lord Young's Report which he produced a couple of months ago, 'Pleasure, Leisure and Jobs: The Business of Tourism'. I hope that in my patch this will work its way through all the main local authority committees. Secondly, because of cabinet reshuffles. Lord Young suddenly hops out of the cabinet office and takes over the Department of Employment. He takes with him, and adds to his 'empire', tourism and small firms as well. This as well as the Department of the Environment and the Manpower Services Commission etc. Therefore, we have moved out of the Department of Trade, a sponsoring government department with a declining budget, into a government department with an increasing budget. We have been hooked into the employment world so, obviously, the name of the game for the next few years is jobs and more jobs. I hope things will begin to happen on that side.

Finally, things that we ought to get involved in and we ought to be having as priorities for jobs. One is, at national level, keeping up the lobby: getting the act together on that and lobbying MPs whenever we can; getting licensing laws changed; signposting regulations changed etc. Locally, I think one of the big areas is trying to get a corporate approach to tourism within local authorities, both counties and districts. So often, in the resort areas, you have the tourism officer who is often not the highest level person. He does his own thing which often, unfortunately, is not totally interrelated with the planning officer, the treasurer or other departments within the local authority that affect tourism. To my mind, a regional board needs to be working very closely with local authorities to get a corporate approach to look at the future of tourism within a local authority.

Another point, at national level, is changing the attitude of the city institutions, to putting money into the tourist industry. If you talk to any of the city institutions, pension funds etc., in terms of investment, offices, shops and factories are good but leisure investment is far too high a risk. There is a major job there to be done which, if it can be won, will create an enormous number of jobs in the tourist industry.

My final word is that it is creating the right atmosphere for the commercial sector to get on with it.

REFERENCE

Cabinet Office (Enterprise Unit), 1985. 'Pleasure, Leisure and Jobs: The Business of Tourism'. HMSO.

THE WIRRAL WAY

Brian J. Barnes

Leisure Consultant
(formerly of the Metropolitan Borough of Wirral)

The title of this morning's session is 'Making it Happen' and that is what I want to talk to you about. For 12 years I was the Director of Leisure Services and Tourism with the Metropolitan Borough of Wirral. The Wirral is the seventh largest metropolitan district. It has a population of 350,000 people and lies between the River Mersey and the River Dee, North Wales and Liverpool.

It is made up of five former authorities: two County Boroughs (Birkenhead and Wallasey), one Borough Council (Bebington), two Urban Districts (Hoylake and Heswall) and part of Cheshire County Council.

At this stage I must pay tribute to my colleagues in Cheshire who started me on the countryside trail by creating the first country park in the UK. The Wirral Country Park, known locally as 'The Wirral Way', gave me the title for this paper.

The Wirral Peninsula is more rural and affluent on the west side along the banks of the River Dee than the more urban parts in the east along the River Mersey, although both areas had a country park on reorganisation in 1974. First was the Wirral Country Park on the west followed by Eastham Country Park on the banks of the River Mersey at the entrance to the Manchester Ship Canal.

Although in 1974 we had many problems trying to bring together, as a working unit, parts of 15 former departments from five authorities, nevertheless we, as officers, knew the value of the countryside and the two country parks that we possessed. It was our objective to develop further the two parks and to expand the countryside ranger service over a wider area within Wirral.

In 1974 we employed in the countryside division 15 staff, nine full time and six part time. In 1985 this has risen to 32 staff - 26 full time and six part time plus 35 volunteers known as 'Friends of Wirral Countryside' and a new service of 11 Urban Park Rangers.

This paper is about how we achieved this growth during a period of severe cut backs in local government, for each year the Leisure Services Department had cuts ranging from 2½% to 12%.

However it is not my intention to moan about the lack of resources because the title of this morning's session is 'Making it Happen'. Quite frankly, if all you can do is to ask for more resources and grumble that this or previous governments will not give you extra to work with, then nothing will be achieved. My talk is about achieving results in spite of this, or any, government.

In order to achieve our objectives of creating a much larger countryside division we had to 'sell' the 'countryside package'.

Those who were already using the two country parks certainly appreciated all that was there and the way in which it was managed, but the task facing us was to convince:

1. the councillors who hold the purse strings,
2. my fellow officers who always wished to expand,
3. the ratepayers, the people who would use the facilities, and in the end have to pay for them.

With such a large department we have a very good Publicity Section who were responsible for all our publications and for keeping a very high standard of publicity. This included posters, leaflets, calendars, books, notelets, postcards etc.

There had been for a number of years on the Wirral a two week Festival of Sport and an Arts Festival. It was decided, in order to publicise the countryside, that we should inaugurate a 'Countryside Week'. This turned out to be a phenomenal success. Due to its uniqueness the television companies, both ITV and BBC, gave us considerable coverage throughout the week.

The value of such coverage can best be explained by comparison with the cost of a 3" double column advert in the local newspaper costing £300. We always maintain a good working relationship with the media and each Christmas have what is now looked on as an 'annual binge' in some unique setting. This year we hired a converted barge on the River Mersey.

One of our ideas for publicity was to purchase a trailer caravan which we painted in the departmental colours and logo and kitted it out as a countryside information vehicle. This has proved to be good value for money. The caravan is taken to all the shows both in and around the Wirral area as well as car parks and shopping precincts and all events which attract large crowds. Wherever it goes it is always the centre of attention.

The most important part of selling the countryside package is the staff themselves, for the staff are the pivot around which it all revolves. Without them the project would fail.

The Head Ranger edits a newsletter which has grown from one page to eight and is published every three months and 2,000 copies are distributed throughout the borough. Such is the co-operation within the department that it is printed by the staff at the Williamson Art Gallery and Museum.

The staff also give talks to the W.I., Rotary Clubs, Round Table etc., as well as visiting the 300 primary and junior schools within the borough. For the teachers who bring the classes out to the countryside we have produced a special school pack which helps them to introduce the pupils to the countryside and assists with interpretation. Farm visits are organised for schools as well as pond dips and 'I Spy' walks. During the evenings in the summer months guided walks are extremely popular and are usually booked as soon as they are advertised.

The department is also responsible for operating play schemes throughout the borough and most schemes visit a country park once or twice each holiday. In fact, the play schemes now have their own camping equipment and regularly hold camps on the Wirral Country Park official camp site.

We also work very closely with the Social Services Department and have allowed them to take over Dale Farm at Heswall, which is part of the country park, for use by the Adult Training Centre. This has also been an unqualified success.

Having got our publicity machine we felt it was time to promote a coastal park to run along the northern coastline of the Wirral Peninsula from Hoylake to New Brighton.

When the project was suggested we were informed by the council that although the concept was good there were no funds available. We asked that it should be accepted and that it would go ahead sometime when resources allowed. As soon as it was agreed we found the cash to make a sign which was erected at one end of the park and said 'North Wirral Coastal Park'. The fact that the sign was there ensured that the park would eventually be constructed. A year later we diverted some of our £11 million expenditure to construct a car park so now people could see something near the sign and actually 'go' to the coastal park.

The next piece of good fortune was when the government agreed to spend millions of pounds on coastal defences along the North Wirral coast. The architects, planners and ourselves managed to persuade the engineer that he could improve his sea defences if he built up land behind the new construction which, in turn, would help the Coastal Park for the benefit of Wirral as a whole.

At this time Wirral was having problems in promoting Manpower Services schemes. National Association of Local Government Officials would not allow its members to process any Manpower Service Commission applications although National Union of Public Employees had agreed to them. However, Merseyside County Council had no such problems and so we asked them to operate the Manpower Services Commission schemes for us, which they agreed to do. They managed five schemes over five years at a total cost of £1½ million and employed 274 persons.

The Countryside Commission also put money into the schemes and so did the Royal Liverpool Golf Club who used the Manpower Services Commission to stabilise the sand dunes along the Dee Estuary and create a walkway to link up with the Coastal Park.

During this period things moved quickly and were so successful that other areas were designated countryside areas and were managed by the Ranger Service. These were at Brotherton Park, Bidston Hill, Royden Park, Heswall and Caldy. The success of this expansion and the benefit to the people of Wirral was so marked that we had many people asking if they could help as volunteers alongside the countryside rangers and so the 'Friends of Wirral Countryside' was formed. At present there are 35 volunteers helping on conservation schemes within the countryside areas.

I know that the theme is 'Provision of Jobs in the Countryside' and that these volunteers are not getting paid but I believe that now and even more so in the future, there is a need to provide opportunities for people to constructively occupy their free time which is equally important as providing jobs for others. More and more people are finding that they have free time due to early retirement, longer holidays as well as unemployment.

The extra use of the countryside meant that increased maintenance was necessary and more work was needed on conservation. With this in mind we increased the staff as I mentioned at the beginning from 15 to 32, but where we found we could not develop the service ourselves we had no hesitation in approaching the private sector. An example of this was the caravan site at Thurstaston alongside the Wirral Way.

We had a scheme to modernise and develop the site which involved investing £300,000. When the council could not afford to carry out the work we approached the Caravan Club of Great Britain who readily agreed to take over the site. It has now reopened in May 1985 after the major improvements had been carried out and has so far been an outstanding success.

What I am trying to say is that you must know your objectives and go after them using whatever means necessary. If you cannot get in the front door go round the back. It seems to me that too many people spend too much time and effort arguing for extra resources instead of looking to see if they can redirect their existing funds to better use to meet their objectives.

I certainly believe that there are millions, yes millions, of pounds available within local government and even more in central government which could be better used (that means it is being wasted at the present time) if the will and resolve was there to do it and this could be achieved without loss of standards or service.

On the Wirral, the cleansing service was privatised. This came about because the management and unions could not agree on a tender figure which was low enough until it was too late and the service was lost to private enterprise.

When the Leisure Services Department came under similar threat I offered the Council a professional report which, if accepted, would make the Department so efficient as to be incapable of being privatised but it meant many painful decisions had to be taken.

We reassessed the Department from top to bottom and offered the council a saving of £925,000 per annum on its revenue budget with a guarantee of no reduction in services. What to do with that amount of money is a political decision. In Wirral some was used to expand the Ranger Service into Urban Parks and so 11 urban rangers were appointed, the rest was used to reduce the rates. Some authorities would use the money to expand the Leisure or other departments but that is politics and I am not in that game.

We have used all sorts of gimmicks and stunts to publicise our service. We even persuaded a local businessman to enter the Tall Ships Race and we would sponsor the crew of local youngsters so long as the

name 'Wirral' was on the ship. 'The Lone Fox of Wirral' certainly gave 18 youngsters the trip of a lifetime and the authority some very valuable publicity.

For the past 12 months a local firm has been commissioned to make video films for us and naturally they filmed the Tall Ships in the Mersey and Birkenhead Docks. This was extracted from the main production and sold as 'The Tall Ships in Wirral' as a commercial venture.

A local musician, Don Woods, who is well known in the Wirral, wrote a song about Wirral and another about the Wirral Way.

The department published them and promoted a record which was in the Merseyside Top Ten for 20 weeks. We used the Wirral song lyrics as the theme for a video, extracted shots that fitted the words and made the film you are about to see. This video was played on our stand at the International Garden Festival for which we received a silver medal. Both the video and the record are a commercial success.

Finally, my message is if you want to do something go out and do it -- do not moan about it -- remember opportunity only knocks once.

Mr. Chairman, while the video is a little gimmicky, I can assure you it achieved the objectives we had set ourselves which is to sell the countryside package. I think the results speak for themselves.

Editor's Note: Mr. Barnes illustrated his presentation with slides showing various aspects of the Wirral and then showed the video, 'The Wirral Way', which was shot to the following words:

THE WIRRAL SONG

Chorus Between the Mersey and the Dee
Looks out on the Irish Sea
You are everything to me
You're my home and my best friend.

Your rolling fields are everywhere
Golden sunsets I can share
I love to breath your salty air
My love for you will never end.

Verse You sweep from urban into countryside
And as I stroll across your sands
I watch the ships negotiate the tide
As they approach from far off lands.
From high upon your sandstone hills I see
The distant windmill's rugged sails
I can feel the peace embracing me
From the misty hills of Wales.

Repeat
Chorus Between the Mersey and the Dee etc...

Verse Your summer gardens and your autumn trees
 Your winter marshlands cold and bleak
 Contrasted with your docks and factories
 Make your peninsular unique.
 From your ferries to your country parks
 From your farmlands to your Bay
 In my heart you made your timeless mark
 Here is where I'll always stay.

Repeat

Chorus Between the Mersey and the Dee etc...

Editor's Note: The 'B' side to the Top Ten hit 'The Wirral Song' is as follows:

STROLLING ALONG WIRRAL WAY

Chorus Blackberries, acorns and sycamore wings
 Soft pussy willows and daisies in spring
 These are the pleasures a day out will bring
 When I'm strolling along Wirral Way.

Verse Pasturelands ridges and hedgerows caress
 The golf links and cuttings with natural finesse.
 With each changing season I have to confess
 I love strolling along Wirral Way.
 Autumn counts the falling leaves and winter
 chills the air,
 Spring time opens up the door to summer glory
 everywhere
 Arched bridges take you beneath country lanes
 On each overgrown platform and memory remains
 If you listen carefully you'll still hear the trains
 When you're strolling along Wirral Way.
 Riders on horseback can see
 The views of the Welsh Hills just over the Dee
 The best things in life are undoubtedly free
 When I'm strolling along Wirral Way.
 Every step I take I find its where my heart belongs
 The swaying trees for company and
 Birds that sing their different songs.

Repeat

Chorus. Blackberries, acorns and sycamore wings etc...

DISCUSSION

M. Taylor (Chairman)

There has been a constant theme running through this morning, from both our speakers, of getting things done by using the resources and energy that are available. I am impressed by this because for too many years of my life I have spent time in organisations where I see people always cutting corners. I hope that this is a theme that can be developed in the discussion session now.

C. Pearse (National Trust)

I would like to commend Brian Barnes but before I do so, as a Liverpoolian, I have got to declare my interest. He has taken me on a very nostalgic journey through his video. I think the final line, "A perfect place to stay" is fine but I have got memories of some other parts. Nevertheless, I do want to commend him for his forward approach and attitude, the imagination, the energy and drive and for the real vision for getting things done with small resources. Once people start on that track it can be self-fuelling. Enthusiasm can be catching. We know this in the National Trust and this is why, I suppose, my heart goes out to what he has done. We have played a small part in that Wirral area. I would like to commend him on that.

I would like to pick up on a point he made and support him because I am sure he, like me, was aware that it was slightly outside the context of this conference, i.e. the use of volunteers. It may seem to be strange to be talking about volunteers when we are talking about jobs which most people think of as paid employment. There are three points I would like to make and the first is the one that Brian Barnes made - giving people something to do who have leisure time whether they be retired or whatever. That is important and will become increasingly important for the fabric of our society. Secondly, for the unemployed, there will be many who cannot be helped in the meantime by jobs. We can help them in that very difficult task of retaining their self-respect, by giving them something to do which is worthwhile and by a feeling that they are contributing to society. I have seen this happen with young people who have been unemployed. Through volunteer work they have found themselves again and blossomed under it. It has not given them a job but it has helped to save them as people. My third point is that it enables things to happen in other ways. Using volunteers multiplies the resources of the organisation - it can do more. This creates better opportunities for other people and that, in its turn, will help to lead towards more jobs. Therefore, I would just like to start off by commending Brian Barnes very much for all that has been achieved in Wirral.

M. Taylor

Would you like, Brian, to tell us a bit about what your objectives were when you made the video and how these achievements were measured?

B. Barnes

I think to be fair to people who are here and work in local government, I had one big advantage: in Wirral we only had nine chief

officers and they were all equal. It makes a big difference when coming to have a debate with the Treasurer or the Director of Education, that no one can pull rank. Because I was able to put my own case I always asked for and got responsibility for the bottom line. So many times you cannot get money for promotion work, whether it be advertising, publicity or whatever. I was aware that if I had, or was expected, to get something like £2 million income from our sports centres then it was just as important for me to 'sell' those centres. I had no qualms in taking part of my £11.5 million expenditure and using it on publicity. At the end of the day that was accepted, as long as we did not overspend. We never overspent for the 12 years that I was there, even with the cutbacks.

We knew we wanted to have the video for publicity and selling purposes. It was made primarily to help economic development, promote the Borough of Wirral to help bring in new industry. However, while we were making it we had these other ideas. The video company had a roving commission to work for 12 months. Obviously, while the Walker Cup was being played at Royal Liverpool Golf Club we wanted shots of that. Some events only happen in winter while others take place during the summer.

Don Woods was appearing in one of our halls, where we have entertainments and he sang the Wirral song. We had the idea that some of the video scenes could fit the words of the song. It went down very well. We printed about 2,000 records at first and they sold quickly, so we had to press more. While, in the first instance, it was our cash that was going out, we ended up making money. We then branched out a bit further. Don has now brought out a second record and we have got an EP with four songs on it. It is not 'Top Twenty' from a national viewpoint, but people living locally buy the record and the video.

The tall ships video had similar origins. We had the video company doing general filming and we hired a helicopter for the day. We were selling rides to pay for the cost of the helicopter during the day and then our video cameramen went up. It turned out that the Granada programme was a disappointment because the final day of the race was very dull whilst during the week the weather had been marvellous. We had been filming all week so we put together our own video and called it 'Wirral and the Tall Ships', much to the disappointment of the county council because they wanted it to be called 'Merseyside and Liverpool'. However, he who pays the piper calls the tune. We sell these videos as well.

J. Sully (Councillor, West Yorkshire MCC)

I am Chairman of the Yorkshire and Humberside Development Sub-Committee for the Yorkshire and Humberside Tourist Board. We received £1 million in grant aid last year. I would have said that yesterday when people were asking where were the resources for private industry. At one stage, most of the money went into hotels. However, there was a change in policy and so the money is going more into attractions in the area rather than hotels. The level of grant aid, within Yorkshire and Humberside, goes up to about 20% and no higher. The Tourist Board is not able to help with revenue and so investment of grant is for capital projects to create jobs.

The fastest growing area for job creation in tourism in the Yorkshire and Humberside area is the South Pennines. This area is sandwiched between the Peak District and the Yorkshire Dales National Park. It is an area of the Pennines with high rates of unemployment in the small towns but with very attractive countryside which is comparatively unrecognised. The way in which we work together in a number of areas is important because it crosses a number of different interests. Firstly, we have a Tourist Officer and he works closely with the Yorkshire and Humberside Tourist Board. If you were to visit Hebden Bridge you would see how the house prices are going up, jobs are increasing and the population is returning. Tourism and countryside are working together.

The Pennine Way runs through the area: we have created the Calderdale Way and in the South Pennines we are creating a Kirklees Way, all long distance footpaths. We have an extensive programme of guided walks. You mentioned the staffing in Wirral. We have increased the staffing in our countryside unit from 2 to 22 from 1981-1984. We have not made economies elsewhere, and I do not believe in making economies on staff doing services. With unemployment at four million plus, I am not in the business of cutting jobs in the public sector. If you want to stimulate jobs I would rather have permanent jobs in the public sector with the local authority than the Manpower Services Commission which does not give people any career prospect. We use the Manpower Services Commission because you cannot afford not to in a local authority, but I do not like the concept and I would much rather we had permanent jobs with a career structure.

If I can just move on to other points. We are restoring previously derelict canals, working with the British Waterways Board and other organisations. And we have been much involved in rural development agency work with the Council for Small Industries in Rural Areas. Within our county council we also have a small firms investment scheme which is able to invest right the way across in the area. Interest relief schemes also work to create jobs. Because the South Pennine area stretches across to Greater Manchester and Lancashire we have appointed an officer who can get projects going.

In other words, we have a broad programme involving tourism, small firms support, and the development of special projects like that done on the Wirral Way. You would think, 'How marvellous!' and then I turn round and tell you that all this is being destroyed as from 31 March, 1986. I will be leading a guided walk on 31 March from Marsden as a last fling to say that is it!

What I am saying, and CRRAG does not make resolutions, is that sometimes you ought to think about whether you ought to pass a resolution about topics of concern. We started the kind of work that you are talking about in 1974 and we have expanded since. We have come to terms with many problems that do affect the rural areas. Suddenly, the whole lot is being taken from under us.

M. Taylor

John Slater, do you want to comment from an entirely different Tourist Board area?

J. Slater

Only to say that Yorkshire has got a very good track record, particularly on grant aid. If I could just pick up one point from an earlier speaker; I was impressed, in the Wirral example, that there were promotional budgets available, once the work had been done, to tell people about it and to get people through the gate. One of the classic problems that I see time and time again in the local authority world is that there are fairly large sums of money going into capital expenditure, whether it be into museums, tourist attractions, countryside facilities or whatever, and the actual budgets that are put into marketing and promoting those facilities in a professional way are often peanuts and totally out of all proportion with the size of the investment. I think that needs looking at.

R. Hall (British Waterways Board)

I think what has come over from both our speakers this morning is the importance of attitudes. I am wondering whether, in order to create more jobs in the countryside from leisure, one is really talking about changes in the organisation of public bodies. I wonder whether either of our speakers feel that it is organisational changes that are required or is it simply a matter of changing people's attitudes?

M. Taylor

Or have we got too many organisations?

B. Barnes

Certainly it is attitudes. I am a great believer in saying, "If there is a will there is a way". Too often more energy is spent explaining why something cannot be done, than going out and doing it.

The problem in local government is that although there is job satisfaction the amount of effort and dedication is not rewarded pro rata. Jobs are graded, not the people: two jobs may be the same but the persons carrying out the work may not. Sooner or later the level of output will be the same with the highest reducing to the lowest: that is human nature.

Both local and central government is organised on the pyramid system. The more people you have under your control the higher your salary, so each section head is striving to increase the base of his pyramid in order to justify more pay and the machine grows and grows. In private industry it is the opposite. If you increase your efficiency you will share in the rewards.

With regard to organisation. If you can re-organise and give the same service with fewer people and resources, then you have a duty to do so. What happens to those people and resources is purely a political decision. It does not have to be used to reduce the rates and taxes, it can be used to expand other services or improve the present one for no extra cost. Surely no one can argue against efficiency.

When you are efficient and achieve something you should not hesitate to draw attention to it for good habits can spread, just as easily

as bad ones. It is surprising how, once you have got the ball rolling, it carries on and on.

I am pleased to say that things will still improve in Wirral even though I have left and that is the way it ought to be.

T. Huxley (Chairman, CRRAG)

I want to ask a question which derives from what has been said by the two speakers and some of the discussion about the importance of the voluntary or unpaid jobs. When CRRAG planned the subject of this conference, they thought about jobs which produced some cash return for the person doing the work. However, one of the things, and I do not know whether it is important or not, that seems to be coming out of the conference, is that in social terms it may be just as important that people are doing jobs which do not result in a salary. The question that I would like to ask of the speakers, or perhaps an 'academic', is should we have called the conference 'Countryside leisure and work'? Would that have better represented what some people seem to be thinking is so important? If not, am I to understand that someone like Michael Gee, who is very interested in the voluntary sector, uses this word 'jobs' equally whether or not there is a salary return on the person carrying out that activity?

M. Taylor

Would anyone like to comment on Tom's dilemma?

G.V.J. Pratt (Councillor, West Yorkshire MCC)

Some people here cannot understand that there is a difference between paid employment, on the one hand, and the use of leisure on the other. There is not much fun having plenty of time to be a splendidly satisfied volunteer if you have still got a wife and family that you need to feed or a home that you have got to provide for. It might be very easy and comfortable for us here this morning to talk about the satisfactions of voluntary labour but for a lot of people leisure is all right as long as you have got the income to provide you with the leisure. It is a bit different if you have not got the advantage of the income which enables you to become a volunteer. I would be very careful about thinking that the problems of the rural areas are going to be solved by allowing people to get some form of social satisfaction out of doing a decent updated WRVS job in the countryside.

M. Taylor

But no one is being complacent about unemployment in accepting the assistance of volunteers. I agree with what you said but it has just been recognised, by Brian in particular, that they are a valuable source of getting jobs done.

G.V.J. Pratt

That is right. I was getting a bit worried that the way the discussion was moving was that we were starting to think that all the problems could be solved by using volunteers.

B. Barnes

I found, both from a personal experience and having spoken to the

volunteers, that there are people who could, and would, retire earlier than 65 if they had something to do. Many of the volunteers that we have come along because they wanted to work with the rangers. We were not saying this is a cheap form of labour. People were coming along either because they had taken early retirement or were not working for whatever reason, and they wished to get involved. I believe that is equally as important to those people. You are quite right, they must have a source of income to do all the necessities of life and provide for families. However, there are many people, and the number is growing all the time, who have the cash, from whatever source, and then have time and they want to do something. They get a lot out of it. I think it is important because at the end of the day the community gets a lot out of it as well. I was 51 when I retired in March and one of the things that I had to decide was what was I going to do? I have got so many things to do now that it is no problem. However, it was something that exercised my mind. Certainly, some of my colleagues, who are still at work, are primarily there because they are afraid of finishing early because they do not know what they will do.

J. Slater

From my side, the number one priority must be real paid jobs. If one is looking at the forecast for tourism spending up to 1990 it is estimated that tourism has the capability of creating at least 40,000-50,000 new jobs a year. That, to my mind, is the priority - to get that moving and to increase that number. By all means make as much possible use of voluntary and Manpower Services Commission labour etc., but the number one priority has got to be to help to get new jobs. Where the tourist industry has advantages, is that it is capable of creating a high proportion of jobs for young people, and it is capable of creating a high proportion of jobs for unskilled people.

W. Craddock (Councillor, Tyne and Wear CC)

I am fortunate to have a job but also to be in charge, as a volunteer, of visitor services to preserve a steam railway. Perhaps the only good thing the government has done is to produce Lord Young's report itself. I honestly believe that we, in the United Kingdom, do need the French kind of system for Tourist Board attractions on new information signs. It is no good having information signs the same as normal road signs. Secondly, the only mistake in his document is to lift betting shop restrictions because I cannot see any tourist incentive in putting refreshments and televisions into betting shops. Apart from that, I wonder what John Slater's views are on the statutory provision of classification of hotels? This document does not say that it is a good thing. Do you agree?

J. Slater

On information signing, I agree. Signing of various sectors of the tourist industry is still appallingly bad. Even if we get the new signing it is surprising how long it will take to get it to work its way through the system and how many blocks there will be to prevent it happening. On statutory registration of hotels, the current position is that there is no such registration. The government does not wish to see statutory registration. It wishes to see the current system of voluntary registration tightened and improved. There is a lot of work going on at present and it

is quite probable that an announcement on the new system will be made prior to Christmas of this year.

M. Taylor

I have to draw this session to a close. I would like to thank both this morning's speakers. If I have one short way of describing them I would say, with great respect to Brian who, I know, privatised himself six months ago, that they are splendid examples of entrepreneurs in the public sector. Thank you both very much.

Part V:

The Wider Implications of Employment Generation

INTRODUCTION

Michael Taylor

Director,
Countryside Commission for Scotland

For our final session, our first speaker is Ken Parker, a forester and landscape architect. He has worked for the Peak District National Park for 13 years and has been responsible for a variety of landscape, conservation and recreation development work at all scales, from National Park plans to area management plans and, most important of all, implementing them. He has also been responsible for the work on Integrated Rural Development in the Peak District which is a project with a novel approach, combining economic, social and environmental objectives. This will be the subject of his talk today.

Our second speaker is Fiona Stewart who comes from the Henley Centre for Forecasting where she works as an analyst. She studied social sciences at London University and since joining the Henley Centre she has carried out research on a wide range of topics. She is now editor of 'Leisure Futures', a quarterly publication providing detailed analysis and forecasts of 24 different leisure markets. In addition to her editorial responsibilities, Fiona is a specialist in research on leisure, time use and activity patterns, trends in travel and tourism, developments within health care and the food and drinks market.

THE PEAK DISTRICT INTEGRATED RURAL DEVELOPMENT PROJECT

Ken Parker

Project Leader, Peak District National Park

INTRODUCTION

I am going to divide this paper into three main sections:

1. The general background to the project, its aims, organisation, finances etc.
2. The results achieved to date.
3. The conclusions to date and their implications for future work in rural areas.

I have included a complete summary of the employment generation secured by the project as this is the theme of the conference. However, employment creation was just one of the themes of the project. It is therefore misleading to cover the employment aspects without setting them in the context of the project as a whole.

THE ORIGINS OF THE PROJECT

Conflicts of interest in rural areas occur frequently. An obvious example would be a large industrial development bringing in newcomers who 'swamp' the local community, and whose new buildings contrast starkly with the traditional building style. Another, and very topical example, is the conflict between agricultural improvement and environmental conservation. Yet there are government policies and public money being used to support economic, environmental and social interests in the countryside. There are many different organisations involved. Traditionally they work independently and may often, perhaps inadvertently, be contributing to these conflicts.

Is there a different pattern of public support which might avoid such conflicts? Might social, economic and environmental interests be brought together in some way to work for mutual benefit? To find the answers to such questions a unique experiment was set up in 1981 in two Peak District villages - Longnor and Monyash. The results of three years' work was published in September, 1984 as 'A Tale of Two Villages'.

Money for the project was obtained from the EEC and from four UK government agencies - the Ministry of Agriculture, Department of the Environment, Nature Conservancy Council and Development Commission. The project was run by a Steering Group of nine different organisations who agreed to work together to pool their expertise. Sixty thousand pounds was spent on the project during the period 1981-84, staff time is additional to this. In addition, some limited use was made of existing grant schemes already operated by various public agencies.

These nine organisations were:

Peak Park Joint Planning Board (providing the project leader and secretariat);

Ministry of Agriculture, Fisheries and Food (Land and Water Service and Agricultural Service);

Forestry Commission;

Nature Conservancy Council;

National Farmers' Union;

Country Landowners Association and Timber Growers Organisation;

Rural Community Councils;

Council for Small Industries in Rural Areas;

Development Commission.

In 1985 the English Tourist Board and Countryside Commission provided additional sponsorship and were co-opted onto the Steering Group.

The Theory of Integrated Rural Development

The project was called 'Integrated Rural Development' by the EEC but it was based, in our case, on three concepts - the three 'I's of individuality, involvement and inter-dependence.

By 'individuality' we mean recognising in the individual character of a locality a possible source of economic strength, a distinct social identity and a particular environmental character. Different parts of the country are manifestly different, yet traditional public policies tend to treat all rural areas as if they were the same.

By 'involvement' we mean trying to involve local communities in thinking about their own future and in working out and putting into practice their own ideas for improving that future. In the project we have tried to encourage people to think positively - to improve their economic position, their social life or their environment and then to act on their conclusions.

By 'inter-dependence' we mean looking at individual rural areas as a whole. Society wants our rural areas to provide food, an attractive environment for recreation and reasonable living conditions for a significant proportion of our population. The achievement of any one of these objectives can affect the other two, for good or ill. Our aim has been to eliminate any actions that may produce harmful side effects. More positively we have tried to devise measures that encourage actions which create benefits for social, economic and environmental interests simultaneously.

The Villages

Each of the villages was selected as being typical of different parts of the National Park and reasonably typical of situations that occur elsewhere in England. The emphasis was on the village as the focus for



Fig. 1. An attractive landscape is a fundamental asset in creating new employment.

the project as the aim was to see if there were ways in which economic, social and environmental interests could be harmonised at a community level.

Both villages have lost population continuously for most of this century. Both villages have a higher than average proportion of older people. Both villages have strong traditions of independence and self reliance.

Monyash is in the centre of the limestone plateau. Farming is the dominant economic activity, based on dairying. The population is 271 living in 97 households, 25 of which are registered as farms.

Longnor is a former market town originally established as a service centre for the surrounding area. It has lost its market function and now has just one shop and a post office. The population is 375 living in 145 households, 15 of these are registered as farm holdings but 10 of the 15 are classified as part time farms.

Both villages serve as centres for the surrounding area. Each has a shop, one or more pubs, school, church and chapel. The future of many of these institutions is in doubt.

Working Methods

Bearing in mind the characteristics of the population and the desire to copy, so far as possible, the traditional methods of supporting rural areas, the project aimed to work by:

1. grant aid schemes to encourage self help rather than programmes of public authority acquisition and public authority provision;
2. advisory services designed to provide the full range of professional advice to anyone seeking it.

However, there are significant differences compared to conventional public authority work. Principally these are:

- a) the grant scheme was based on the characteristics of each locality;
- b) the grant scheme was devised in collaboration with the villagers so that they could influence what was to be encouraged;
- c) the grant scheme and advisory services were provided and administered by a consortium of public agencies who pooled their expertise as the project team.

The initiative for devising the individual schemes and organising their implementation rested with the villagers. Public agencies gave advice and helped in certain projects but only at the specific request of the villagers. The grant scheme was set up in late 1982 and participation by the villagers was mainly during 1983 although a few schemes continued into 1984. Funds ran out in March 1984 although renewed sponsorship has allowed the project to be resumed in February 1985 and to be extended to a third trial area.

RESULTS

Introduction

Fifty one approved schemes have been carried out involving expenditure from project funds of about £60,000. Several are composite schemes. The value of work done as a result of this injection of public funds was approximately £150,000. Virtually all the work was done by local people. As many of the schemes were implemented by community groups it is estimated that half the households in the trial areas were directly involved in one way or another.

For convenience the project fund was broken down into three sections - business development, community projects, and farming and land management. I will therefore describe the results under these three headings.

Business Development

In both trial areas work was carried out directly as a result of the project which created six new business premises. Ten new full time jobs were created in 1983 and 1984. Several new part time jobs were created and assistance was given to many existing businesses, helping them to increase their turnover and profits. These results were achieved by a direct expenditure from project funds of £29,000. This is an average cost of less than £3,000 per full time job created. Virtually all these businesses have prospered. Thus in 1985 there are 17 full time and 12 part time jobs that can be directly attributed to the project. This obviously reduces the cost per job created still further to less than £2,000 per full time job equivalent. Although full comparisons are difficult to make this result compares very favourably with the average cost of £35,000 per job incurred under Regional Development Schemes.

None of these work opportunities created, or business premises built, caused any conflict with environmental interests. Indeed all the jobs were provided by finding new uses for old, unused or neglected buildings. The business development programme thus contributed to conservation objectives in a very direct way. The complete rebuilding of a derelict barn, the renovation of the Market Hall and the adaption of the Old Toll Cottage and a cheese factory are some clear environmental gains.

The jobs created were largely filled by local people and in all but two cases all the new business ventures were launched by existing residents. In Longnor there were some initial tensions within the community as the new firms moved into the area. However, once they started employing local people and doing business in the village this suspicion was gradually overcome. It is important that firms moving into a village make deliberate efforts to integrate into the local community in this way. If businesses move into a village it is important for social stability for immigration to be on a small scale. This means the newcomers have to make the effort to integrate and also that the villagers can come to terms more easily with the newcomers and do not fear being 'swamped'.

Community Projects

In both trial areas a total of 25 different community projects were implemented. The total cost to project funds was £19,000. However, these funds were spent on a mixture of small schemes like restarting the well dressing tradition in Longnor (after a lapse of 28 years) and major projects, the largest being the construction of Monyash Village Hall. Some of the community projects were organised by only one person, who provided a service benefiting a large number of other people. Other schemes involved groups within the community, both existing and newly formed. This level of new community activity is quite remarkable for villages that had tended to lose rather than gain community institutions over the years.

Thus the community projects created numerous opportunities for new social ties to form and for new community institutions to develop. They also created new ties to the village as a pleasant place in which to live. An important element has been the involvement of young families and the provision of children's facilities like, for example, the playgrounds in both villages. This should give some encouragement to young people to stay in the area and eventually help to reduce depopulation.

From a business development point of view many of the community projects created new tourist attractions like well dressings, new visitor facilities like the Longnor Village Museum, or tourist information services like the village noticeboard in Monyash and the village shop information centre in Longnor. This created new business for shops, pubs and cafes.

From an environmental point of view the most important achievement was the fostering of pride in the heritage of the village. Several schemes contributed directly to this like the school conservation area in Monyash. Others helped more directly to improve the appearance of the village like the repairs to the Quaker Chapel in Monyash or the redecoration scheme in Longnor church.

The Monyash Play Area is a prime example of the project's approach. This scheme was deliberately designed to benefit the children of the village, to provide a tourist facility and to create a new facility for the nearby pub. It was designed to harmonise with the character of the village with grass surfaces and new stone walls round the perimeter (no tarmac or chainlink!). The work was all done by the villagers, project funds being used to assist materials costs mainly. The scheme belongs to the villagers and was made by the villagers. It is being cherished by the villagers as their creation.

Farming and Land Management

In both trial areas half the farms voluntarily participated. This is a very good response considering that in both trial areas the farmers had to agree to forfeit certain elements of existing grant schemes as a condition of participation.

Environmentally, the scheme is of great significance. A very topical issue is the conflict between food production and conservation. This project has shown that it is perfectly feasible for farm practices to be developed which contribute to both food production and conservation and



Fig. 2. A derelict farm building, now turned into.....



Fig. 3.a plumber's workshop with a holiday flat above.
Conservation and job creation simultaneously.

that farmers will willingly participate in an integrated grant scheme designed for both purposes. Careful analysis of the essential environmental characteristics led to grant schemes which encouraged the farmers themselves to maintain those features. The maintenance and planting of woodlands, the maintenance and improvement of 50 miles of traditional field boundaries and the conservation of 80 flower rich fields were important signs that such an approach works in practice. No features of conservation importance were lost on the participating farms. Indeed, 1985 surveys have shown that the condition of walls, woods and flower rich fields on participating farms has improved measurably in contrast to the general trend on comparable farms outside the trial areas.

This was achieved not by compensating the farmers for not doing damaging things but by rewarding them financially the better they managed their land. Conservation was treated as a 'crop' with price rates fixed and agreed. The better the conservation 'crop' the greater the payment. This positive philosophy was agreed with the farmers before the 'compensation for 'profits foregone' philosophy of the Wildlife and Countryside Act was introduced. The farmers willingly worked to this positive philosophy; none has applied for a compensation payment under the Wildlife Act.

From a business development point of view several existing farms were helped to expand or improve their income. Grants paid amounted to £10,000 from project funds with other funds provided by the Ministry of Agriculture. Also of significance was the creation of several new part time job opportunities or additional business for agricultural contractors in the locality. Two of the farmers have now set themselves up in business as walling contractors allowing the son in one case to take on the running of the farm.

From a social point of view there were the opportunities the scheme created for local skills to be used (notably in stone walling) and the extra opportunities created for social interchanges with work on one farm being done by neighbours.

If landscape conservation is to be achieved it is creative management of the existing landscape features that is important - the walls, flower rich fields and woods need continuing management. It is not enough to stop deliberate destruction, it is essential to halt neglect. A grant scheme based on the characteristics of the locality, can reward management effort and can eliminate the possibility of grant being given for damaging work. All these features are important elements in farming activity too, providing stock control shelter and fodder. Most importantly, the lesson of the project is that farmers will willingly work in this way and that it need not be more expensive than current agricultural policy. Incorporating conservation into positive farming practice is more likely to work than regarding conservation as an impediment to progressive agriculture. The maintenance of the distinctive unspoilt character of the locality is the crucial element in keeping the expanding local tourist industry and providing the kind of environment that new and expanding businesses of all types are seeking.

Employment Generated

The jobs created can be analysed as follows:

- | | |
|--|---|
| a) Monyash Sheldon House | New workshop for plumber. One extra full time job created. New holiday flat, one extra part time job created. |
| b) Monyash Toll Cottage | New holiday cottage. One part time job created. |
| c) Monyash Stone Walling | Two almost full time jobs created. |
| d) Monyash Bed & Breakfast | Two part time jobs created following conversion of old hay loft to tourist accommodation. |
| e) Longnor Wood Working | New workshop for furniture maker in rehabilitated cheese mill with one apprentice employed. |
| f) Longnor Market Hall
Sculpture Workshop | Four new jobs created and one part time (1985). |
| g) Longnor Micro plants | Ten new full time jobs created and four part time. |
| h) Longnor Spinning Wheel
Manufacture | Two part time jobs created, aiming to be full time. |

Total = 17 full time and 12 part time jobs created.

In addition in both villages many existing businesses (shops, pubs, etc.) have benefited. This has not created any identifiable new jobs but it has helped many largely self-employed businesses to improve their trade.

Finally, the work involved in designing and implementing the schemes has benefited several local architectural practices and provided work for local builders and others (electricians, joiners etc.).

CONCLUSIONS AND IMPLICATIONS

Conclusions

In just three years this project brought together nine separate organisations to work together and submerge their 'pure' interests in favour of an agreed optimum mix of social, economic and environmental action based on the characteristics of the locality. The theme of individuality can be a very potent means of concentrating energies on the assets and characteristics of a particular place.

Action was the keynote of the project but action by the villagers themselves. They were intimately involved in devising the project. Because the project's philosophy was based on action by the villagers, public funds were only used for the results of that action. It was a positive approach designed to stimulate new activity. With 51 schemes being carried out in less than two years, all with the active involvement of the villagers, involvement can be achieved. The result is likely to be more long lasting than external intervention.

Of crucial importance is the theme of bringing together economic, social and environmental objectives to benefit one another. Conservation

can be incorporated into agricultural practice. Jobs can be created without disrupting the social balance or built fabric of the village. Community activities can create economic spin-offs. To achieve this mix depends on deliberately planning for the third of our key concepts - inter-dependence.

The 'Tale of Two Villages' demonstrates that even in areas of declining population, declining job opportunities and deteriorating environmental qualities a dramatic revival can be achieved. Comprehensive thinking about the desired future of the villages, integrating the efforts of public authorities and harnessing the energies and skills of the population can achieve a reversal of all these trends.

There are many detailed lessons we learned about how such an Integrated Rural Development Approach can be applied and how easy it would have been for it to have failed. These are set out in Chapter 8 of 'A Tale of Two Villages'. In essence, success depends on building up a particular 'chemistry' - of different public agencies working together, of local communities being stimulated to work to help themselves and of everybody believing that social, economic and environmental interests must all be respected in any individual piece of work.

Implications

There are two main implications arising from this project which public authorities need to consider:

- a) How can the different public agencies with different specialist interests most effectively work together in partnerships to promote an optimum mix of social, economic and environmental objectives?
- b) How can the interests, skills and aspirations of our rural population most effectively be stimulated and harnessed?

In essence I believe we must work towards:

- a) a greater devolution of discretion from EEC and national levels so that work can be promoted according to the characteristics and needs of individual rural areas which are manifestly different from one another;
- b) establishing effective working links between public authorities and individual rural communities on a face to face basis.

In summary, the project has shown that the concept of 'Integrated Rural Development' which might have been nebulous in 1981, can be translated into a practical method of achieving three things at once:

- a) a better place in which to live and bring up children;
- b) more economic activity and more jobs;
- c) an improved environment.

The question now is should such an approach be moved from an experimental, two villages scale, into wider application and, if so, how?

REFERENCE

Parker, K., 1984. 'A Tale of Two Villages'. Peak Park Joint Planning Board.

KEY MACRO INFLUENCES ON THE RURAL ENVIRONMENT

Fiona Stewart

Editor of 'Leisure Futures',
The Henley Centre for Forecasting

I am quite sure that by this stage of the proceedings you are all suffering from 'information saturation'. I would like to offer you a brief picture of the future. I want to look at some of the main economic, demographic and social trends that will impact upon Britain in the next five years and beyond.

You may feel that these trends are somewhat too general to be of real interest to you. However, I assure you that they have very real implications for both the rural and urban environment, particularly in terms of the demand for services.

It is a well known fact that in order to look at the future you have to have a good understanding of what is actually happening at the moment and what has happened in the past. Firstly, I think it is necessary to address Britain's economic background. Again, this may seem somewhat divorced from your concerns but what happens to the British economy raises very crucial issues in terms of the resources that will be available to you. A way of capturing some of these themes is to examine what has been happening in Britain in terms of the relationship between consumption and production. Figure 1 shows that there is a widening gap between what we spend and what we produce. You do not have to be a great accountant to see that these trends are not consistent. How come we have been able to carry on consuming in this fashion while not producing very much? I am sure you are all aware that there is something missing from the production side of the equation and that is oil. What is actually happening is that we have been supporting our consumption habits by the revenues that have been generated by the North Sea oil. To look into the future we need to ask whether this oil is going to be around forever. Our view is that clearly it is not. Unless new reserves are found the oil is going to start running down from the end of the decade.

Therefore, if we want to keep consuming at this rate it is only economic that we will have to increase our production at a much faster rate. However, there is something else missing from this equation, and that is services. We all know that spending on services has been growing enormously, hasn't it? Well, actually it has not (Figure 2). The 'services' line shows that it has been growing very little since 1968. You need only look around your local town for evidence of this. You look at the cinema, the pub, bingo and spectator sports; they have all been suffering from declining participation. Admittedly, some areas are growing, e.g. tourism, eating out and financial services. However, what is actually happening in Britain is that people are buying 'stuff'. Britain is moving not into a service economy but a self-service economy whereby people are providing their own services. You only have to look at the proliferation of labour saving durables such as washing machines, tumble dryers, freezers etc., entertainment durables, i.e. television,

Volume Index
1965 = 100

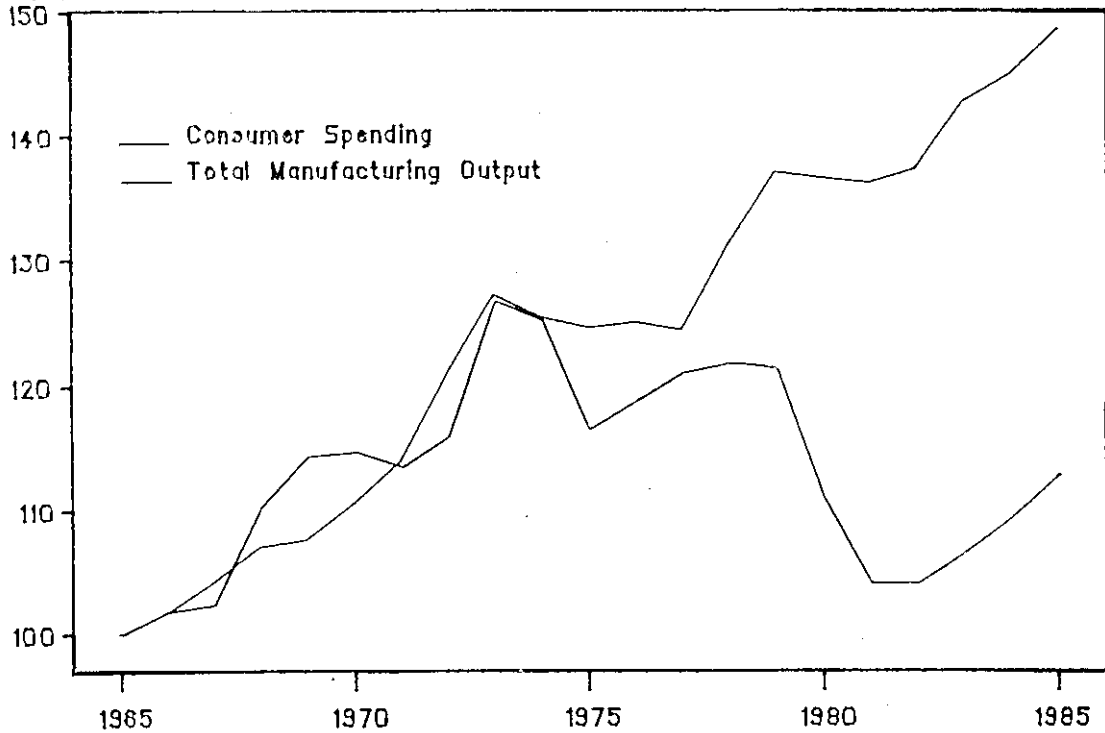


Fig. 1. Demand and Supply - The Rake's Progress.

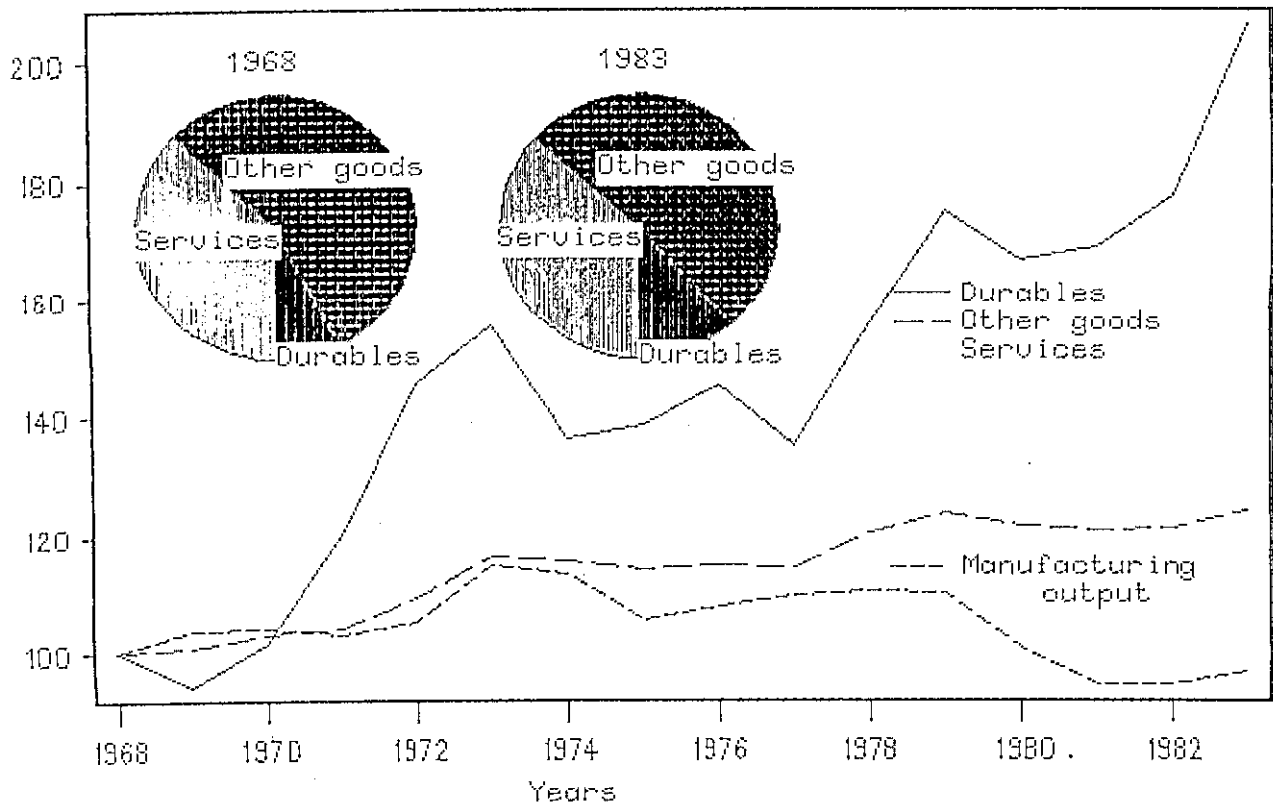


Fig. 2. Consumer Spending Volume and Manufacturing Output (1968 = 100).

videos, to see evidence of this. Admittedly, employment in services has been growing. However, they tend not to be direct services to the consumer. The growth has been in information services. If you take a rather unconventional classification of employment, you could argue that 50% of those in employment are information operatives. I am, and most of you here today, are concerned with collecting, analysing and disseminating information.

Clearly, this situation cannot go on. I have not got any answers and I do not know what you think about it. A whole industry has been built on this debate. I would like to leave you with the Centre's view. The economic miracle is not upon us, nor, however, do we believe in the Rake's progress. We see that the country will continue to muddle through.

In the light of this I would like to move on to what is going to happen in the next five years. Just to give you the background, we are forecasting slow, steady growth in the economy; Gross Domestic Product will grow at an annual average rate of 2.2%, similarly so will real incomes. Of more crucial importance to you is what is going to happen to jobs. Figure 3 shows our employment forecasts. You can see that the profile is extremely static. We are projecting an increase of 57,000 in terms of the numbers in employment. I should point out that our forecasts for employment, for definitional reasons, do not actually include the numbers in self-employment which, clearly, are going to be growing. On the other hand, the number of unemployed (not shown in the figure) is set to continue to rise although it will be at a slightly slower rate. We see an increase in the number unemployed of 265,000 between now and 1990 which will give us an unemployment rate of about 13.5% by 1990. Before some of you leap down my throat, I am very aware that if you included all the youngsters on youth training schemes the figures would be much higher.

There is going to be a further relative decline in the role of manufacturing. The numbers employed in manufacturing will decline from 5.4 million, in 1984, to 5.2 million in 1990 while employment in the residual sector, i.e. services, agriculture and construction, is going to grow from 15.7 million in 1984 to almost 16 million in 1990. Within this, much of the growth is going to come from an increasing number of 'professional' and 'miscellaneous' service jobs. Again, many of the few, new jobs that are going to be created are going to be part time jobs which will utilise the growing number of women in the labour force.

Before moving on, and looking at these numbers, certain qualitative issues are raised about patterns of employment in the long term future. What is actually going to happen? Is a certain group of people going to continue to adhere to conventional patterns of employment and become better off, with a secondary sector, beneath them, in very low pay jobs, increased poverty, and even a tertiary sector with those who are eeking an existence from the black economy and crime? Or, will the social infrastructure in Britain adapt so that everyone gets a slice of the cake? Again, I do not have an answer but perhaps the relationship between education, voluntary work, the formal and informal economy, and the black economy, will become much more of a continuum in which individuals or sectors of the population will expect to be involved in different segments at different stages of their life cycle.

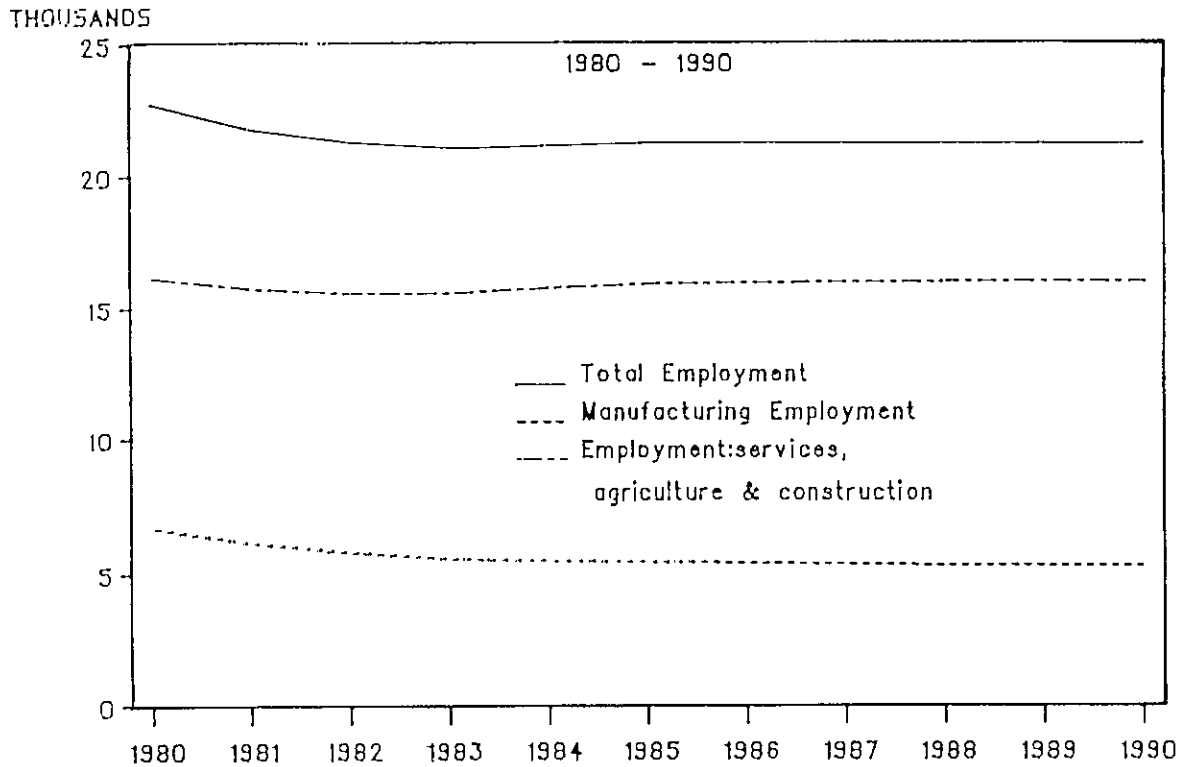
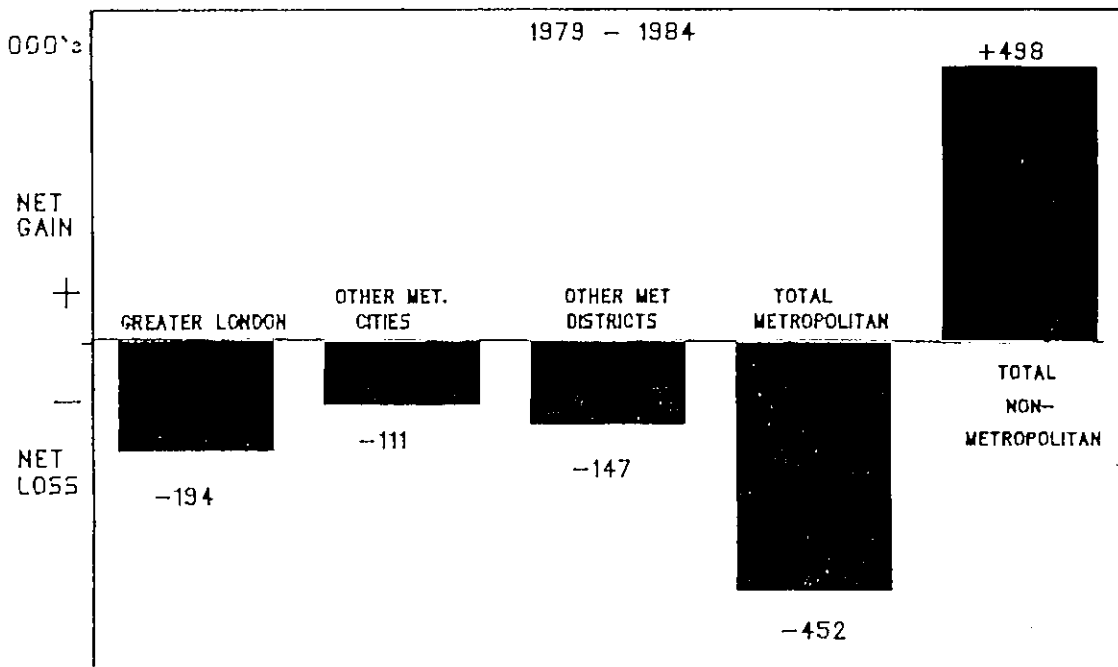


Fig. 3. Employment Trends.



SOURCE: OPCS MN 85/2

Fig. 4. Net Recorded Population Movement.

Now I would like to move on to demographic trends which are of key importance in terms of the provision of services and jobs in both the urban and rural environment. Britain is a post-industrial nation and therefore we are characterised by a very stable population. However, if you were to look at the next five years to 1990, there are major shifts in terms of the age structure of the population. Some key ones to note are the declining numbers in the 15-24 year old age group. Their share will fall from accounting for 16.4% of the population in 1985 to 14.8% in 1990. That fall is in just five years, which is fairly dramatic. On the other hand, there will be an increase in the number of 25-44 year olds, the so-called 'potential parents', whose share of the population will increase from 27.2% to 29% in the same period. There will be a stable middle aged population and, in the short term, a stable number in the 60+ age group, although within that the number of 75+ is going to rise.

The social implications of this are enormous. It is true that behaviour and spending patterns are determined, to some extent, by life cycle patterns. For example, taking the 16-24 year old age group. Not only is there going to be a reduction in numbers, high levels of youth unemployment will continue. We are well aware that, already, half of the young people in certain areas are either unemployed or on work training schemes. It seems to me that the marketing conscious should really be aware of this. Certainly, if you look at some of the more commercial sectors it is interesting that a number of markets traditionally dominated by the 'youth' population, i.e. clothing, are now dominated by the older 25-44 year old group, e.g. 'Next', 'Hepworths', 'Principles'. The same is going to become increasingly true across a whole range of activities. Again, you look at the 25-44 year olds and the growing number of families with small children, tremendous marketing type opportunities do exist. In the commercial world, people are having to wake up to the realities of this situation. We deal a lot with the brewers and they are becoming increasingly aware of the need to provide facilities for the family, for families with small children if they are to survive.

To come back to a point that was raised earlier this morning. If you look at the middle aged population, although they are stable, they are a very interesting group. The growing numbers within this group are retiring early and they want something to do. In 1965, 3% of 55-59 year old men were economically inactive. By 1984 this had risen to 15%. I am told the National Trust have done quite well out of this group both in terms of customers, employers and voluntary helpers. Therefore, just in demographic terms there do exist key target groups both as potential customers and as employees or voluntary helpers. Again, it seems that public services really have to become much more marketing oriented. Another factor that you should be aware of is that households are, and will continue to be, very much more varied in nature. To give you a few statistics: single parent households now account for 7% of all households; single person households account for 25% and two person households, without children, account for 35% of households. There are also a growing number of 'reconstituted' households brought about by the rise in the divorce rate.

This traditional marketing notion of a family being comprised of a man and woman, who have always been married to each other, with two children and the man working and the woman at home is becoming increasingly obsolete. These now only account for 5% of households which is staggering, although there are variations with divorce etc.

Of crucial importance to you is the changing geography of the population. Patterns of recorded movement highlight the extent to which some regions have experienced considerable economic decline during the recession. People have had to move to find jobs and those areas that have fared better economically, have tended to gain in population (Table 1). The picture is clear. In 1982 the net migrational change from internal movements in Greater London was -34,000. Even more startling is the fact that between 1979 and 1984, Greater London lost 194,000 people as a result of recorded movements (Figure 4). These trends will continue with the better off regions, particularly in the south, benefiting from the improving economy.

TABLE 1

MEASURES OF GROWTH BY REGION

	Net migrational change from internal movement 1982 ('000s)	Projected population change 1981-2001 (%)
North	- 4	- 4.1
Yorkshire and Humberside	- 5	+ 1.2
East Midlands	+ 3	+ 7.5
East Anglia	+14	+15.3
South East	+ 4	+ 5.3
London	-34	- 0.8
South West	+26	+ 8.9
West Midlands	-13	+ 2.9
North West	-21	- 2.7
Wales	+ 2	+ 1.6
Scotland	- 6	- 2.6

Source: Regional Trends, 1984.

Economic variables are not the only determinants of population movement. I am sure you are all aware that there has been a very much more long term shift away from the inner cities and large conurbations to smaller market towns and the more rural areas. However, did you know that by the year 2000 the average number of people per hectare of an urban area will be half that at the turn of the century. To summarise, the losers are going to be the inner cities, the large conurbations and towns. The gainers are going to be the market towns, the new towns and the more rural areas. It is not just people that are moving, it is jobs as well. Many new company headquarters are not in large conurbations.

This brings me to another feature which is that in a multi-dimensional way Britain is becoming two nations. You look at the north versus the south; the urban versus the rural; take the employed versus the unemployed. What is happening is that the more affluent are moving out to more rural areas leaving the inner cities full of the deprived, the unemployed and the elderly. In fact, the top 20% of the

population, in terms of incomes, have increased their share of total income by £8 billion since 1976. That shows that the divide is increasing. This two nations phenomenon raises very important questions about who will use services in the countryside. How can those, who are left in the inner cities, get out to appreciate the countryside, especially with cut backs in public transport? Another issue it raises is will those in the rural environment take it all for granted? In a sense, you have got this first generation of 'townies' but what will they do to the culture of the countryside?

As well as demographic and economic changes there have also been tremendous life style shifts. One of the things that has happened is that there is a tremendous increase in the amount of free time, both enforced and voluntary. Free time availability is dependent upon three factors:

1. the amount of time we spend asleep;
2. the amount of time we spend on essential activities (cooking, household chores, personal hygiene);
3. the amount of time we spend at work.

We make an assumption that sleep is reasonably constant. Work hours have been declining fairly dramatically (Table 2).

TABLE 2

ESTIMATES OF THE LENGTH OF THE WORKING YEAR OF MANUAL WORKERS IN BRITAIN IN OCCUPATIONS WITH RELATIVELY HIGH ANNUAL HOURS

	Manual workers hours	Proportion of the waking year %*
Middle Ages	3,500	60
Mid 18th century	3,600	62
Mid 19th century	4,400	75
1906	2,900	50
1924	2,550	44
1946	2,440	42
1972	2,340	40
1982	1,920	33
1988	1,800	31

*Assuming 8 hours sleep/night.

Source: From M. Young and P. Willmott

'The Symmetrical Family' (Routledge and Kegan Paul, 1973)

(1982) and 1988 = Henley Centre estimates.

We have a saying at the Centre that we are moving from the three 48s to the three 35s, i.e. 48 year working life; 48 week working year and 48 hour working week becoming the three 35s. We are not there yet but we

are getting there. Similarly, technological developments, such as the introduction of many consumer durables into the home, has meant that people have a great deal more free time. In 1983, 83% of households had a washing machine; 95% had a vacuum cleaner and 61% a freezer. This, I am told, gives people much more free time. The crucial question is, how do we, and will we, spend this time and where will, and do, we spend it?

Figure 5 shows the location of leisure. It shows that the home is increasingly becoming an 'activity centre'. What has happened in the post-war period is that as people have become more affluent owner occupation has risen and there has been a shift in spending priorities towards the home. Alongside this, there has been an attitudinal shift away from using the home just as a place to eat and sleep towards using it as somewhere to enjoy, relax and entertain (Figure 6). To focus on leisure activities for a minute, you can see that much of the growth in the leisure market, in terms of the volume of spending, even since 1979, are on activities that are located in the home, e.g. television, video, audio equipment, alcohol offsales, DIY and gardening. These have all grown while many of the out of home activities, the pub and the cinema, have suffered. Again, this is illustrative of Britain moving into a more self-service economy. There were certain services previously that people could only enjoy outside the home which can now be duplicated within the home more comfortably, more conveniently and more safely in many areas. This growth is set to continue.

You may begin to be a bit worried at this point and feel that it does not augur well for those of you who are involved in out of home leisure pursuits. However, this is not entirely true. There is definitely immense scope for some out of home leisure activities. What you need to do is to be able to provide an experience that cannot be duplicated within the home. Certain out of home leisure activities have increased tremendously in recent years, particularly those that require space and facilities with which the home cannot compete, e.g. theme parks, activity holidays, outings, etc. These have all grown.

We need to ask ourselves a very much more fundamental question and I hope this will spark off some debate. Why is it in Britain that we have moved towards the home? Why are we not using the services outside the home? Is it just that the whole idea of 'service', in Britain, is abhorrent to us? Is it a sort of intrinsic part of our culture that we equate service with servility whereas in the States they equate it with selling? Is that we are not very good at providing services or is it even if we did provide good services people do not like being served, they feel uncomfortable?

The second question I feel that it raises is that with the increasing dispersal of the population, and people spending very much more time in their homes, there will be a shift in the community. The idea is that people work, live and maybe pursue their leisure activities in three entirely different locations. These issues raise important questions about how you generate the concept of loyalty and commitment to the local environment when the people who live in your area are not using those services?

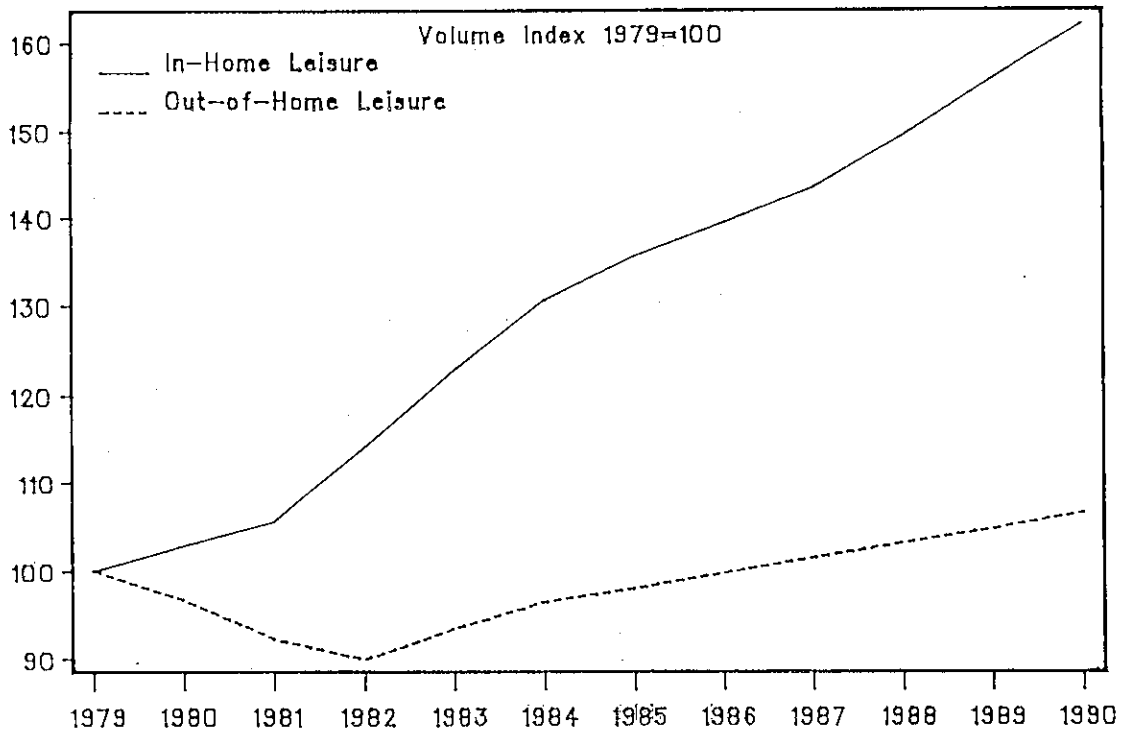


Fig. 5. Location of Leisure.

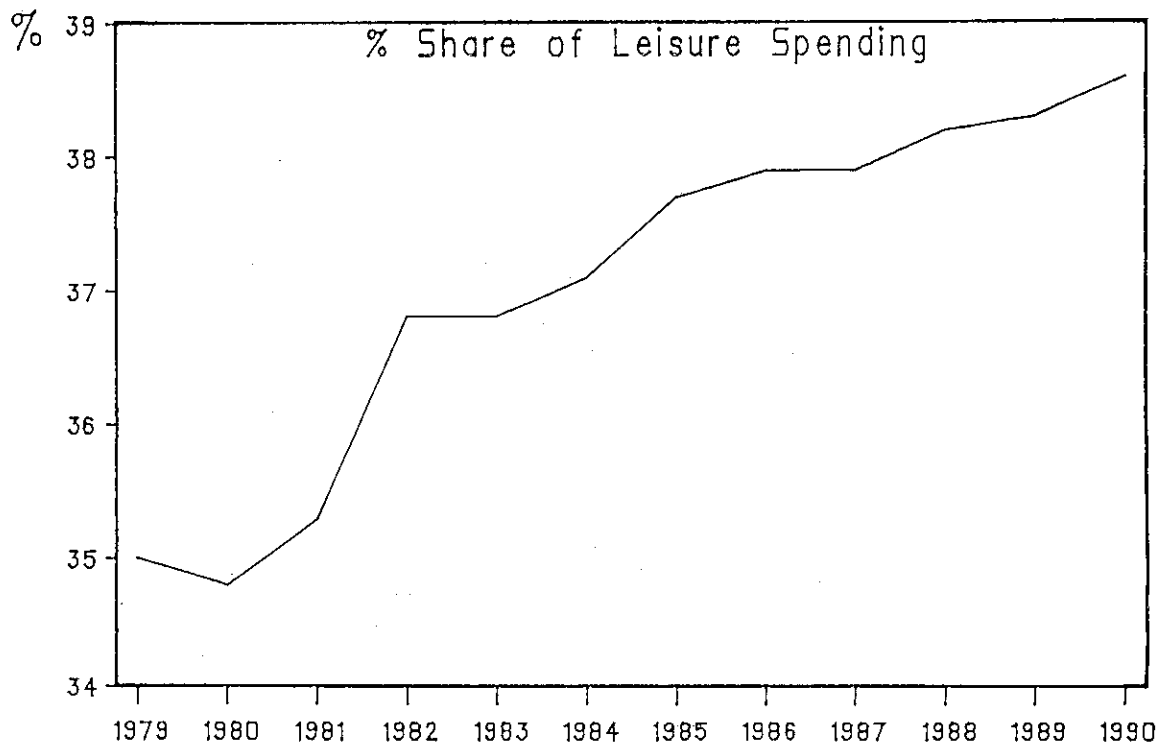


Fig. 6. In-home Activities.

Another trend in leisure is 'active' leisure (Figures 7 and 8). We may be spending more time at home but we are not passively sitting around. The growth in DIY and gardening are illustrative of this fact. Similarly, out of home, I am told that 350,000 people have now run a full or half marathon or taken part in 'fun runs' in Britain. These are just two of the more obvious examples of the trend towards physically active leisure. In the next five years, increased spending on sports and outdoor recreation is expected to account for 47% of the growth in spending on physically active leisure pursuits. Again, this trend in leisure, especially things like DIY and gardening, show a blurring in terms of work and leisure. If you compared the 16th century with today, in the 16th century, an agrarian society where the economy was centred round the home, the man would go out and plough the fields and come home and mend his roof - it was all work. Today, you go out to work and come home and mend the roof and it is leisure! (although I do not quite see it like that myself).

To look at the future, employment in the formal economy is going to take up less of peoples' lives. They will increasingly seek the qualities of discipline and routine from their leisure pursuits which is going to lead to more of a project approach to leisure, in which leisure activities are tackled in very much the same way as a job may have been tackled in the past. As they spend more time they are going to become experts and become very much more competent. You can already see this trend developing. There is a new 'breed' of connoisseurs who are prepared to invest a great deal of time and money in their leisure activities. It is evident in the sports market, the DIY market, home computer market etc. The main issue arising out of this is that perhaps the old consumer values of conspicuous consumption are no longer really relevant. People no longer behave in a one-dimensional way. The idea of keeping up with the Jones's has lost much of its charm. They are seeking to differentiate themselves in terms of their skills, expertise and tastes. It is a very much wider issue.

Therefore, what the providers of services need to be aware of is that this will result in a further fragmentation of markets and certainly you are likely to see more eccentric activity patterns. These groups, even if very eccentric, do remain key targets because they spend a lot of time and money pursuing their particular area of interest. I am not suggesting that the providers of services should not seek to upgrade their services but they should also recognise these rather different needs.

Now to draw everything to a close. I have examined some of the main economic, demographic and social trends that will be evident over the next five years and beyond. We all know that those involved in the economic and recreational side of the countryside are coming under pressure. It therefore seems vital that they are fully aware of some of the trends because these trends will help shape the rural environment in the future. Certainly, in terms of leisure, there are opportunities to be tapped. For example, in attracting some of those people out of their homes to use the facilities in the rural environment. However, as Brian Barnes said this morning, it is crucial that the providers of services make use of free publicity, which is absolutely invaluable. They are the sort of things that you should be capitalising on. If the demand for services increases then this will, in turn, generate employment.

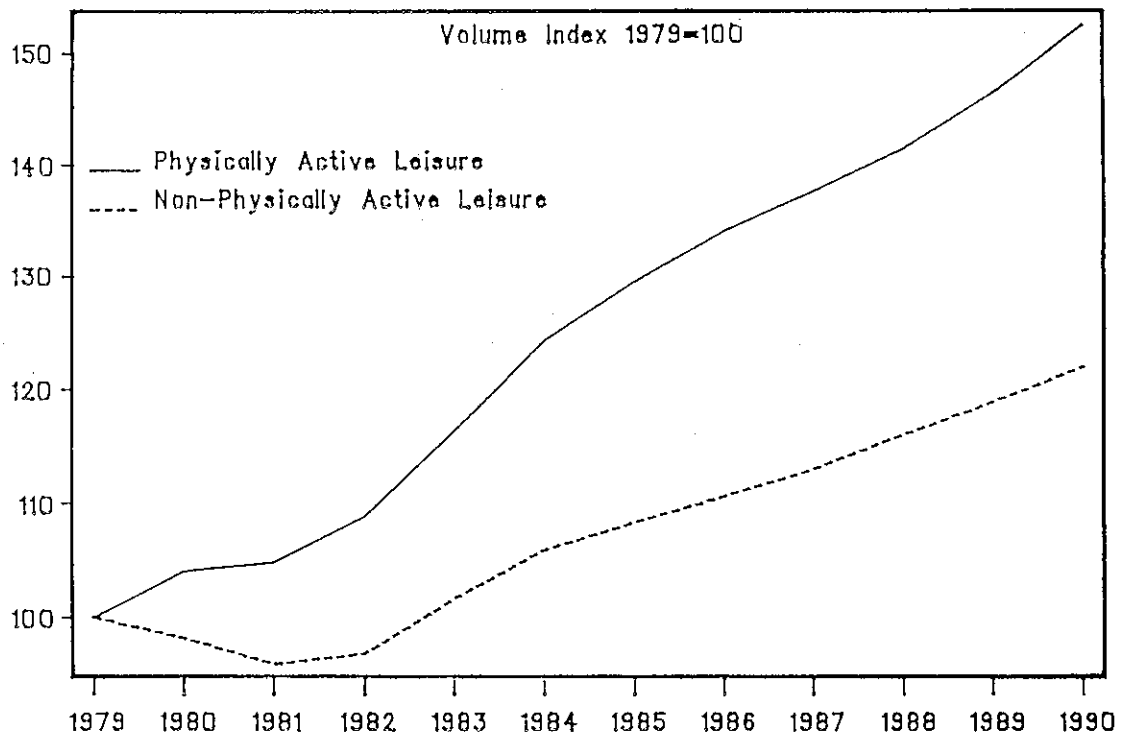


Fig. 7. Physically Active Leisure.

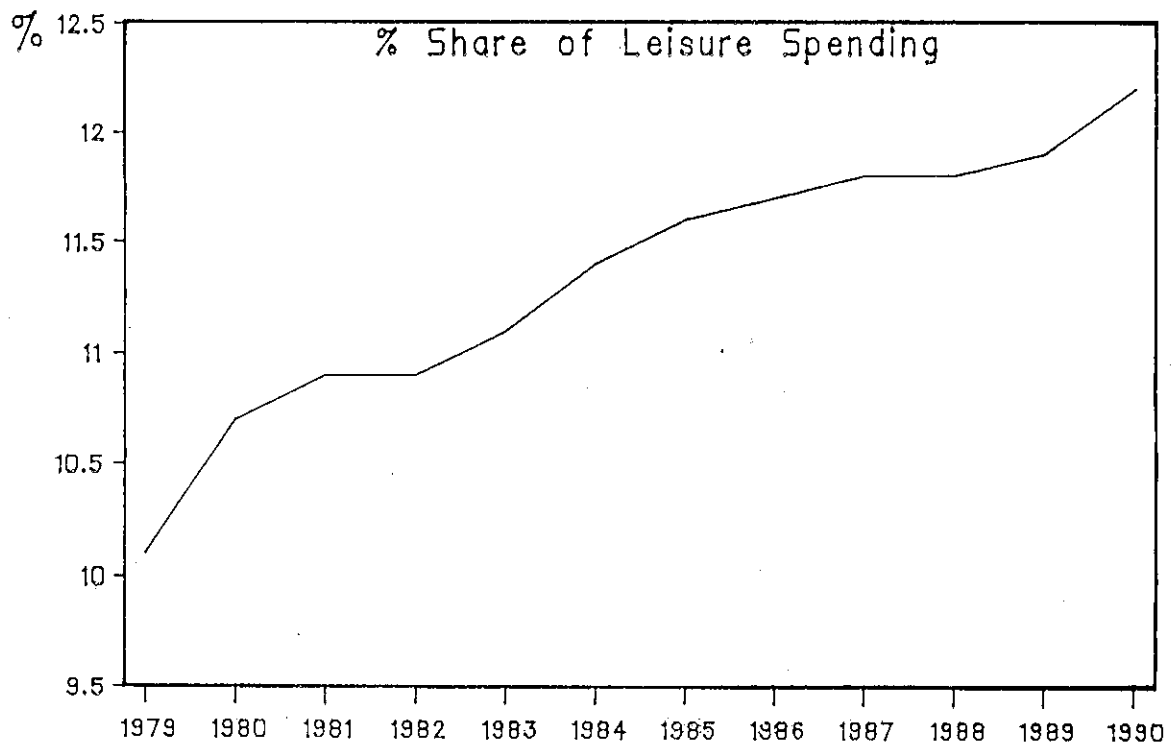


Fig. 8. Physically Active Activities.

It would be extremely naive not to recognise the particular concerns of those operating within the rural environment and the crucial need of maintaining a balance. There should be a balance between encouraging access whilst preserving the quality of services and facilities in the rural environment. I am told that Snowdon is falling down! There are all these problems.

By way of conclusion, all that we can say really is slightly pessimistic. We see that the problems faced by the rural environment will intensify in the future. The problems of acid rain, pollution and environmental degradation will exacerbate these problems. What of these new migrants? They have different attitudes. What will they do to the rural environment and to rural culture? However, on a more optimistic note, it seems to us that in terms of long term trends, looking at the two nations concept, the rural environment will become richer. The resources are moving out of the urban centres and into the market towns and more rural environments. In the future it will increasingly be the inner city areas that are the poverty traps.

DISCUSSION

R. Taylor (NCVO/Rural Voice)

I would like to add a comment to the macro view which we heard from our last speaker. Some recent research, which I hope will be published soon, commissioned by the Department of the Environment, gives very strong evidence that in the growing towns and rural areas that are so attractive to the wealthier migrants to the rural areas, there is still a statistically significant level of poverty and disadvantage. The providers of facilities for recreation and countryside enjoyment still, even in a time of rural wealth, need to keep in mind the needs for access to countryside, countryside enjoyment, transport etc. There is a significant number of people, who live and work in the countryside, who do not have a high income.

F. Stewart

I agree with that. In half an hour one does tend to make gross generalisations. We are certainly aware of those problems you mentioned and I am not trying to skirt the issues of unemployment and continued youth unemployment. I agree that in many rural areas there are tremendous problems.

R. Clarke (Countryside Commission)

I would like to add one or two comments sparked off by what both speakers have said about how the world looks. One view was from a very local perspective and the other was national. I sit in the headquarters of the Countryside Commission where we have our own views on future countryside policy in relation to what we have just been hearing. We are inclined to do our own forecasting about what the world is going to look like, at least for our own purposes. It is very interesting to hear what Fiona Stewart had to say. Many of the points that she has been explaining echoed some of our own assumptions.

Firstly, as we were discussing yesterday, we are moving towards a need for a new rationale about countryside policy in this country: one which will draw together threads which have previously been pursued separately. I think all of us who are involved in the countryside need to think about what purpose the countryside serves in our society. It has been easy in the past for those who lived and worked in the countryside to say that primarily it was about growing food. We have been so successful in this that we do not know what to do with the stuff. Townspeople have traditionally thought of the countryside as a place to visit. I think we need to articulate new perspectives about who the countryside is really for and identify the goals that the countryside policy is aiming for.

We have not been speaking much about agriculture at this conference but in other places a massive debate is going on about the future for agricultural policies. If we do not need to use our land to grow as much food what do we need it for and what other opportunities does that provide for new forms of land use? It was very interesting to hear Ken Parker speaking about Longnor and Monyash. He told us that they were paying farmers to continue to use the land for agricultural purposes but not to take the maximum production from that land. That

seemed a very interesting illustration, at a local level, of that kind of dilemma which faces us in agricultural and land use policy.

That is one area of debate which provides opportunities for us in the leisure side. Another thought, on the same subject, concerns public access to the countryside. I suppose the strategy in the past was based on the thought that most rural land would be used for agricultural production and it was best to keep visitors away, as far as possible. That may be overstating the case but the thought was there that pressure from visitors had to be contained and channelled into a relatively small number of places in order to avoid the evident conflict between production in the countryside and leisure in the countryside. I think the changes that have been taking place in agricultural policies, and the question of whether the policy of containment has been effective anyway, are leading us into a new era of thinking about what sort of provision should we be making for countryside access. Perhaps there should be a greater emphasis in the future on access to the wider countryside, whether it be for 'pick your own' facilities or the footpath and bridleway network, or to other forms of recreation on farms, as a future direction for countryside access policy.

Another thought is about community participation. In one sense Fiona said that communities are breaking down and people are caring less about things because they live, work and play in three different places. Cecil Pearse reminded us that because people have got more time, for one reason or another, part of that time is directed into concern for the community in which they live. People are becoming experts in their spare time in fields that were previously those of professional endeavour. I think there is likely to be a growing theme of people using their initiative to seek space to do things or have a concern for matters of countryside policy.

All that points me towards a coming together of policies at two levels. The first is at the very local level. Ken Parker finished with the question of how do you replicate this project much more widely? That is the crunch question. I am sure we will be seeing more projects of that kind. The second level is the coming together of policy at a national level for the countryside. I do not think organisations, whether it be our Commission, the Development Commission or the Ministry of Agriculture, can expect, in the future, to pursue their activities and policies in a sectoral way as has been possible in the past.

S. Walker (Anderson Semens Houston (ASH))

Would Ken Parker like to proffer an answer to the question that he posed at the end of his talk about the devolution of power?

K. Parker

I think there are two answers and it follows on from what Roger Clarke said earlier. Firstly, I hope that the lessons that different organisations can collaborate will filter up the hierarchy to Cheltenham, London and Brussels and that national and international agencies will begin to collaborate in a more effective way than perhaps they have done in the past. Secondly, I suspect that collaboration and integration will only begin to make true sense when focussed on individual places because places are all different. The Peak District is different from Lake District

is different from the Highlands and Islands. I hope, then, that central government/Brussels, whatever, build in enough flexibility to their schemes to allow for variation in the light of local circumstances. The people who are working more at the local level should then have the courage to try and set up and lobby for their own aims and try to do what seems sensible in their locality. I hope there is more of a two-way interchange from local level upwards and that there is a greater decentralisation of decisions and funding to a local level. Everything being decided at the top does not seem to me to make sense when it comes down to implementation at the bottom.

P. Walshe (Countryside Commission)

I am interested in what Ken has said but I am worried about replication and I do not think Ken has really answered how that might be done. Will the money you spend to encourage good management be available over the whole of the country? What are the implications of inspecting whether particular farmers have got the diversity in their fields that will merit additional funding or whether they have got the right quality of walling? When you talk about job creation and how much it costs to create those jobs, you are not putting into that equation the amount of money that you are spending on local authority staff, central government organisational staff etc. Does the National Park have a policy of promoting that approach if it is so good? If it is the right approach should we now be putting a similar effort into a number of parishes? We have done the same with our own countryside management schemes. They are super schemes and they work marvellously but we do not seem to have the ability to replicate them. We talk about working at the local level, and we should not be governed by national policy, but how do we create the linkages? How do we actually take it another step further forward?

K. Parker

I think it is surprising, perhaps, that the amount of time and energy I put in to try and organise the project at an organisational level is very much higher than the amount of time and energy that I put in to promoting the scheme in the two villages. It is overcoming the bureaucratic and administrative hurdles that takes much more time than actually encouraging some of these people to get on and do the things. I have probably spoken to the plumber and his wife three times and it took less than a day to set their project up and get it running. It has taken an eternity to get the funds to get the project going, to solve the administrative and bureaucratic hurdles that different organisations set up between one another. That is what takes the time. Inspection on the ground need not require a big effort. At the moment the Ministry of Agriculture pay headage payments throughout the Less Favoured Areas, which is probably 40% of the country, based on the number of animals there are. Somebody tells them how many animals there are and presumably they go back and check, at least a proportion of claims. Therefore, it is not impossible to have local calculations or self-certification plus checking. I do not think that is the problem. The problems are the bureaucratic hurdles we invent for ourselves.

S.J.D. Mackenzie (Coopers and Lybrand Associates)

I was very impressed with the quality of the environment and the quality of the buildings that Ken showed in his slides. To put it simply, the greater the quality of a location, the greater the time the visitors

will spend there and the greater amount of money they will spend. Yet, to create quality costs money. How did you put that argument over to people, particularly in terms of an individual plumber doing up a building? Was it difficult and was it an issue at all?

K. Parker

It was not really an issue because we told them that one of the purposes of the project was to encourage work that would be environmentally appropriate to the particular place. Therefore, for example, the village hall that was to be built had got to be in local limestone. On that there was no question because that is what they wanted to do in the first place. The plumber wanted to rebuild his barn as a workshop. Therefore, the idea was to rebuild the building and so the stone in the building that was pulled down was re-used. There is no problem if you can get people's enthusiasms harnessed so that they can see it makes sense.

M. Jones (Cygnor Dosbarth Dwyfor)

We have heard from two gentlemen from the Countryside Commission and a thought passed through my mind. About how much grant, 20%, 30%, 50%, would the Countryside Commission give to this sort of scheme to replicate the Peak District scheme?

R. Clarke

It might be useful for Ken, who has probably got the figures in his head, to say what percentage of Countryside Commission grant has gone into the Peak Park scheme so far. As to whether we might do something similar elsewhere, come and talk to us. We are always open to suggestions although we might not always be able to say yes, but we look for new proposals. I think - in the nature of things - if it is a multi-agency scheme, then that means what it says. We would look for other participants similar to those in the Peak Park scheme.

K. Parker

Putting numbers on it, the initial stages of the project was half funded by the EEC and half by four UK government agencies, which did not include the Countryside Commission. The current stage of the scheme involves £76,000 per year of which £30,000 comes from the Countryside Commission. The balance comes from five other UK organisations in a variety of formulae. This is to be spent in three places and it also includes the majority of the staff time spent on the project as well. We have appointed a project officer to take on the routine running of the project. The disposable money is probably still £60,000 per year for three years but for three places not two.

J. McCarthy (Nature Conservancy Council)

I want to ask Mr. Parker if he has any comments on what I regard as one of the crucial issues and that is of leadership and the taking of initiatives. One of the problems that we encounter is that we see the need for an organisation or an individual with some originality to take the initiative. The difficulty that we find is that nobody seems to be willing to make the first step to act in some capacity as a co-ordinator and be prepared to view the sectoral interest for a wider good. It seems to me to be so crucial. One of the things that I am very concerned about is that

so much of bureaucracies' energy is being used to react to situations and so little is left to be innovative. I came in five minutes late at the beginning of the session and I did not catch where the initiative came from in the Peak District.

K. Parker

I agree with all you have said. To answer your final question, the project was triggered by a 'Call for Offers' from the Agricultural Division in Brussels which went to the Ministry of Agriculture's Regional Research Offices. I got to hear about it. We already had a collaborative mechanism working in the Peak District primarily for the rural land management agencies such as the Nature Conservancy Council and the Board, the Forestry Commission and the Ministry of Agriculture. We looked at that Call for Offers and thought we would do something along the lines of the project. The group said yes and we put in a bid. I ended up by administering the project, by the common consent of all the organisations involved. It may just be that we were able to make it work because we had that forum operating and it had been operating since 1974. It would probably have been impossible actually to start from scratch if the forum of organisations had not already been in existence.

J. McCarthy

But is that the situation over most of the country? Most people do not have the mechanism that you have in the Peak District.

K. Parker

We set it up on our initiative. There is no reason why anybody else could not do it. Most of the National Park Authorities have something similar as do several of the county councils.

N. Grizzard (Bradford City Council)

Some of us are very concerned about abolition of the metropolitan authorities and the problems it will create in the countryside. I would like to ask whether we can propose a resolution on this issue to be passed at the conference? I think it would have a major impact. My colleague, John Sully, and I have discussed the problems we will have in metropolitan West Yorkshire. I would like to propose a resolution for the conference to adopt today. Are we in order to do that?

M. Taylor

May I ask the Chairman of CRRAG what he feels?

T. Huxley (Chairman, CRRAG)

Chairman, the conference can do exactly what it likes but CRRAG itself will pay no attention to it. CRRAG is not set up as a body to act on resolutions arising from conferences. However, if conference chooses to spend time debating a resolution, which I would not commend, then they are free to do so.

N. Grizzard

Can I read out the resolution and see the response?

M. Taylor

No. I get the feeling that conference, as a whole, does not want to. I am sorry to disappoint you. We might, individually, feel strongly about what you are saying but I am taking the advice of the Chairman of CRRAG.

P. Downing (Dartington Institute)

My first point is about the replicability of these schemes. I think the Peak District's 'Two Villages' project was marvellous. There is a learning curve for individuals and communities. Local and central government and agencies can only, in the main, set the scene and then wait to respond to initiatives. Those initiatives will come forward increasingly as individuals, organisations and communities move up the learning curve. If I could just remind conference about a very different venture - the quality of life experiment that was carried out about 12 years ago. Over a three or four year period there was a very clear message. It was clear that off-the-shelf things that individual pressure groups had raised together got funded. However, at the end of the third year there were very interesting new groups and new initiatives coming forward for debate. I believe the same thing will happen here provided the results of these experiments are well publicised. I understand that the NCVO and others are already busy in doing that.

I would also like to return to earlier points about the Manpower Services Commission schemes. We, at Dartington, and several other organisations involved, are saying that these schemes are here to stay for a few years at least, whether under this or other names. What we are trying to do is to see how we can actually use these schemes to produce genuine new employment in the rural area where we, ourselves, work. This includes the leisure field amongst others. As I mentioned in the topic discussion yesterday, we have begun to identify areas where we can set up community programmes in order to test the temperature of the water and create some of the preliminary capital development which is needed for employment to take off. We can move people from different community schemes, or to allow them to move as they wish, until they find something they enjoy; we can offer them training within community programmes or offer them training after community programmes through other Manpower Service Commission schemes, to help set them up in business, or to help them get into jobs and provide them with support. And we continue to provide them with training services thereafter until they really are firing on all cylinders. We are identifying these sorts of opportunities and we are already moving to 'package' them in a way which is systematic and can give some results.

R. Taylor

I would like to endorse the point that Ken was making that the initiative will often arise once it has been given the opportunity and the consent to arise locally, whether it be economic, social or countryside. I want to make a plea for a role for the voluntary sector and local voluntary groups. The role of catalyst, the role of 'agent of change', even without money, can often arise from voluntary organisations locally. It can also arise from parish councils. I do not think this level of local authority has been mentioned yet in this conference. If local authorities and statutory agencies can be more flexible, along the lines that Ken and

others have asked for, then their role can become the enabler of change. They do not necessarily have to do all the local field work. Voluntary groups may well do that but only if they feel confident that the official agencies will support them in their initiatives.

T. Huxley

I would like to get Fiona's voice back into the discussion. Would she, in the light of having heard our discussion, like to speculate a little as to whether she thinks we are heading in the right direction in relation to employment in leisure in the countryside, in terms of her understanding of the crystal ball. At the end of her talk she sought to look into the future of our industries and she was quietly pessimistic.

F. Stewart

I would not profess to be an expert on the rural environment by any means. I feel that a main growth area is certainly leisure and tourism. I feel that it is more of a supply thing. If the services are provided, and people like them - and this is crucial - then you will get the people to use them and hence create demand. It is crucial that you are actually providing services that people want. I would have to say that I do not know enough about many of the schemes that are operated in rural areas to assess whether they are doing this or not. However, I do feel very strongly that it is no good pumping money into areas that people will not visit.

M. Collins (Sport Council)

I feel we have strayed around the main theme of the conference in this final discussion. As one of the planners of the conference programme I would like to go back to something that Tom Huxley said earlier. We were very much thinking about this conference in terms of creating paid jobs in the countryside and in countryside recreation. The discussion on the voluntary sector is, in one sense, a by-way. We were interested in the issue of paid jobs. I go back to what John Slater said when he talked about attitudes. I think there is an attitude to the service economy and to civility in service, that many of the jobs are not real jobs. In the light of the 'Pleasure, Leisure and Jobs' document, and if we believe the long term trends that Fiona has been showing us, then we are still going to have an enormous reservoir of disposable income for leisure. The qualitative trends seem to suggest that markets will continue to open up. More of that disposable income will be directed to countryside and urban fringes. In that circumstance, how is it that it is only tourism that is seen as a job creator in leisure? Do we not have the data? Have we not made a case for leisure? The CBI, in their document 'Paying Guests', obviously now believes the story about tourism. They do not believe it as yet about leisure, despite the message from the Arts Council about the arts. Nobody has talked about hobbies and crafts. Why, in Ken's scheme, were they able to open up a workshop making spinning wheels? I know eight or ten cases like that and I know adult education colleges who run holidays teaching people to spin and teaching expert spinners to become even more expert. That is creating jobs. The hobby market, alone, spends £800 million a year all creating jobs. Why does the government, why do ministers, county and district councillors, why do we not believe what the macro trends are telling us and act on them? We are not acting. We are drawing back from anything like a reasonably co-ordinated strategy

for creating work for people who need it and for people who want the products.

The second important point that has come out from this morning (and it did not come out yesterday) is what Ken has been saying about co-ordination amongst the agencies at various levels. I think this has got to start at the top because to create a replication of those schemes, just as we have been trying to do with sport and leisure promotion schemes in the city is no way to run a show. While we cannot do what Mr. Grizzard wanted and make the sort of resolution that I suspect he wanted to make and do anything about it, what we can do is to alert the top management of national agencies of the issues. It seems to me that nobody seems to have made a convincing case, and may be that is partly ignorance and partly attitude, that more paid jobs can be created in this sector. Secondly, nobody has tackled the sectoral bureaucracy. If we take no other messages home, I would like comments from the speakers and the floor as to whether those are the two messages we should note?

M. Taylor

I would like to hear their comments but unfortunately we have run out of time. May I thank both speakers for their very interesting and entertaining contributions. I will now invite the Chairman of CRRAG to conclude the conference.

CLOSING REMARKS

Thomas Huxley

Chairman of CRRAG,
Deputy Director, Countryside Commission for Scotland

Notwithstanding that Michael Collins has not got an answer to his questions, I think that the way he posed them made a good summary for the conference.

It is now my pleasurable duty to say thank you to a number of people. Firstly, to Michael Taylor and Roger Clarke for chairing so splendidly those sessions which they looked after. All the speakers have been thanked and are to be included in our winding up thanks to everybody. Please, may I just remind you that a great deal of work was done by the speakers to the six topic studies and I do want their names to go on the record as having been thanked: Kenneth Royston, Gerald Bulman, Dennis Woodman, Robert Hall, Peter Downing and Cecil Pearse. Thank you very much indeed for the great deal of work which you put in to preparing those papers and, of course, for giving them twice. Also, thanks to the chairmen and the rapporteurs who, I think, were all members of CRRAG itself and, therefore, are quite able to thank themselves!

May I also remind you that we owe considerable thanks to the support team, the people who have actually helped the conference: to Petula Johnlewis and to Matthew Slater and, of course, to the Secretary of CRRAG, Hilary Talbot-Ponsonby. This is her first CRRAG conference and she has maintained the high standards of running these conferences.

Thanks are also due, once again, to Mr. Hallam and Sally Danes of Janssen Services for having recorded our conference. Of course, the real work starts for them almost as soon as we leave the room. Perhaps more than for any previous conference, the report of this conference will be read with special interest. There has been more up on the screen and in peoples' papers than we could see or hear in the time and we shall look forward to reading that report with considerable interest.

Please thank yourselves for having made splendid contributions to the discussion sessions without which the life of this conference would have lost a great deal.

Our main conference subject next year will be 'Access to the Countryside' and the location will be Sheffield. Hilary received a request from an organisation called 'Opportunities for the Disabled' that perhaps in some way the subject of the disabled might come into this year's conference. There were difficulties about that but I hope that perhaps in the context of 'access to the countryside' that particular subject may be able to find a slot next year.

Thank you very much indeed. Safe journeys and goodbye.

CRRAG Conference 1985: Attendance

Peter Ashcroft, Countryside Officer, Countryside Commission

David Andrew, Principal Planning Officer - Amenities and Countryside,
Devon CC

Trevor Bailey (Speaker), Employment Promotion Officer,
Community Council for Wiltshire

Brian Barnes (Speaker), Leisure Consultant, Brian J Barnes of Wirral

Colin Bonsey, County Recreation Officer, Hampshire CC

Ian Branton, Director, British Trust for Conservation Volunteers

Peter Bromley, Countryside Officer, Tyne and Wear CC

R R Brown, Principal Officer - Conservation,
Department of the Environment (NI)

Gerald Bulman (Speaker), Socio Economic Adviser - Agricultural Development
and Advisory Service, Ministry of Agriculture, Fisheries and Food

Roger Clarke (Chairman), Assistant Director - Policy, Countryside Commission

J G Clegg, County Recreation Officer, West Yorkshire MCC

Michael Collins, Principal Officer Research and Planning, Sports Council

John Cooper, Lecturer, Robert Gordon's Institute of Technology

Lindsay Cornish, Principal Research Officer, Ministry of Agriculture
Fisheries and Food

Tom Costley, Research Manager, Scottish Tourist Board

W Craddock, Councillor, Tyne and Wear CC

Peter Craig (Speaker), Operations Director, PGL Young Adventure Ltd

Graham Culley, Higher Executive Office - Industry, Marine and Planning
Policy Division, Nature Conservancy Council

Sally Danes, Recording Personnel, Janssen Services

Timothy Darsley, Assistant Planning Officer, West Devon BC

Elwyn Davies, Clerk and Chief Executive Officer, Cyngor Dosbarth Dwyfor

Ruth Davies, Lecturer, Shuttleworth Agricultural College

D I Dixon, Chief Assistant - Countryside, Hampshire CC

Peter Downing (Speaker), Dartington Institute

N Drew, Environmental Development Officer, Bridge Community Programme Agency

David Egan, Lecturer, Sheffield City Polytechnic

Martin Elson, Reader in Town Planning, Oxford Polytechnic

Richard Emmens, Senior Planner, Hampshire CC

John Essex, Tourism Officer, Thurrock District Council

M A Evans, Chief Recreation Officer, Bracknell DC

Thomas Finlayson, Director of Environmental Health, Annandale and Eskdale DC

Jan Fladmark, Assistant Director - Research and Development,
Countryside Commission for Scotland

K Garton, Assistant County Planning Officer, Derbyshire CC

Michael Gee, Consultant

K Gilbert, Field Officer, Bridge Community Programme Agency

Alan Gomm, Local Plans Officer, South Norfolk DC

Nigel Goodin, Councillor, Mid Suffolk DC

Chris Gratton, Principal Lecturer - Economics, Manchester Polytechnic

Nigel Grizzard, Senior Policy Officer, Bradford City Council

Billy Haigh, Councillor, West Yorkshire MCC

M Hall, Councillor, Tyne and Wear County Council

Robert Hall, Leisure Planning Officer, British Waterways Board

Mick Hallam, Recording Personnel, Janssen Services

M Halpin, Sports Council Southern Region

Lyndon Harrison, Cheshire CC

M H Hazell, Countryside Secretary, Ramblers Association

Roger Howes, Group Planner, Nottinghamshire CC

James Hughes (Speaker), Head of School of Policy Studies,
Cranfield Institute of Technology

Thomas Huxley (Chairman), Chairman of CRRAG, and Deputy Director,
Countryside Commission for Scotland

C Jones, Councillor, Blaenau Gwent DC

Michael Jones, Chief Planning Officer, Cyngor Dosbarth Dwyfor

Canon William Jones, Council's Chairman, Cyngor Dosbarth Dwyfor

Derek Langslow (Speaker), Assistant Chief Scientist,
Nature Conservancy Council

Petula JohnLewis, Assistant to CRRAG Secretary, School for Advanced
Urban Studies

James McCarthy, Deputy Director, Nature Conservancy Council

John Mackay, Planning Officer - Research, Countryside Commission
for Scotland

S J D Mackenzie, Consultant, Coopers and Lybrand Associates

Andrew McNab, Partner, Cobham Resource Consultants

Ronald McQuaid, Economic Adviser, Stirling DC

Maurice Masterman, Assistant Director of Planning, West Yorkshire MCC

Anthony Maude, Research Officer, Development Commission

Robert Mitchell, Councillor, West Yorkshire MCC

P V Moore, Director - Countryside and Recreation, Cheshire CC

Ronald Moore, Managing Director, Langdale Partnership

M Murray, Councillor, Tyne and Wear

J W Nash, Planning Officer, Lake District Special Planning Board

I Newman, Senior Technical Officer - Recreation Culture and Health,
South Yorkshire MCC

R Nutman, Planning Officer, Lake District Special Planning Board

John O'Hara, Central Services Officer - Leisure and Recreation,
Monklands DC

C Palmer, Deputy Director, Forest Projects Ltd

Ken Parker (Speaker), Project Leader, Peak Park Joint Planning Board

Judith Parry, Economic Promotion Assistant, Babergh DC

Cecil Pearse (Speaker), Assistant Chief Agent, National Trust

Adrian Phillips, Director, Countryside Commission

G V J Pratt, Councillor, West Yorkshire MCC

A J Priest, Training Co-ordinator, Forest Projects Ltd

Ian Rickson, Planning Research Manager, British Tourist Authority/
English Tourist Board

M Roome, Senior Surveyor, Ministry of Agriculture, Fisheries and Food

R Rowland, Councillor, Blaenau Gwent DC

J K Royston (Speaker), Resident Land Agent, The Boughton Estates Ltd

Gordon Scott, Assistant to Leisure Planning Officer,
British Waterways Board

Peter Scott, Senior Researcher, Centre for Leisure Research

Imelda Shelley, Research Officer, Wales Tourist Board

John Slater (Speaker), Director, Southern Tourist Board

Matthew Slater, CRRAG Conference Aide, British Waterways Board

Bill Slee, Seale Hayne College

Bridget Smith, Head of Industry, Marine and Planning Policy,
Nature Conservancy Council

Bill Startin, Inspector of Ancient Monuments, English Heritage

Dr Steel, Countryside Officer, Oxford City Council

Fiona Stewart (Speaker), Senior Analyst, Henley Centre for Forecasting

John Sully, Councillor, West Yorkshire MCC

Hilary Talbot-Ponsonby, CRRAG Secretary, School for Advanced Urban Studies

Jean Tallantire, Senior Regional Officer, Sports Council

Michael Taylor (Chairman), Director, Countryside Commission for Scotland

Rhys Taylor, Editor Rural Viewpoint, NCVO/Rural Voice

J R Thompson, Recreational Land Management Officer, Essex County Council

Peter Thompson, Director of Marketing and Development, British Trust
for Conservation Volunteers

J A Thomson, Principal Finance and Establishment Officer,
Countryside Commission

W B Turner, Deputy Planning Officer, Glanford BC

Roger Vaughan (Speaker), Senior Lecturer in Tourism Marketing,
Dorset Institute of HE

Nigel Walker (Speaker), Leisure Marketing Manager, British Waterways Board

Sue Walker, Head of Tourism and Leisure Services,
Anderson Semens Houston (ASH)

Paul Walshe, Landscape Architect, Countryside Commission

Judy White, Lecturer, Centre for Urban and Regional Studies,
University of Birmingham

Martin Whitby (Speaker), Reader in Agricultural Economics,
Newcastle University

H Wilkinson, Director of Libraries and Leisure Services,
Highland Regional Council

Dennis Woodman (Speaker), Recreation Consultant,
Leisure and Recreation Consultants

Jeremy Worth, Head of Recreation and Access Branch, Countryside Commission

