

Proceedings of the 1989 Countryside Recreation Conference

Organised by the  
Countryside Recreation Research Advisory Group

Heriot-Watt University, Edinburgh 19 – 21 September

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# PEOPLE, TREES AND WOODS

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## CONTENTS

<b>Introduction</b>	3
<b>The US Forest Service Recreation Strategy: Bringing the Great Outdoors to the American People</b> Larry Henson, Associate Deputy Chief for the National Forest System, Forest Service, United States Department of Agriculture	7
<b>The Changing Forestry Scene in Britain</b> Alistair Scott, Director of Private Forestry and Environment, Forestry Commission	15
<b>Recreation in the Woods Today: A United Kingdom Review</b> Anthony S Travis, Emeritus Professor of Urban Studies, University of Birmingham and Consultant to PIEDA on Leisure and Tourism	19
<b>What Kind of Woodland and Forest Do People Prefer?</b> Terence Lee, Professor of Psychology, Surrey University and St Andrews University	37
<b>New Opportunities in Denmark</b> Leo Bjornskov, Director General, The National Forest and Nature Agency, Ministry of the Environment, Denmark	53
<b>Conclusions</b> Roger Clarke, Director — Policy, Countryside Commission and CRRAG Chairman	61
<b>Articulating Some Major Issues: An Introduction to the Workshops</b> Michael Collins, Institute of Sport and Recreation Planning and Management, Loughborough University	63
<b>Recommendations and Replies</b>	67
<b>Appendix</b>	
<b>Feedback Forms from Each of the Workshop Groups</b>	75

## INTRODUCTION

### THE CONFERENCE PROCEEDINGS

The papers published in this book constitute the proceedings of the Countryside Recreation Conference held in September 1989 on the subject of People, Trees and Woods. The theme was felt to be timely because of the new initiatives and opportunities currently available for recreation in our woods and forests. The papers include reference to new initiatives such as Community Forests, the Forestry Commission's 'Great Britain . . . Great Forests' programme and the new Central Scotland Woodland and proposed Midlands Forest.

This publication includes five full papers from the conference:

**The US Forest Service Recreation Strategy: Bringing the Great Outdoors to the American People.**

This paper outlines the recently launched National Recreation Strategy of the US Forest Service, explaining the consultation processes, the partnership arrangements for funding and how some of the ideas and enthusiasms might also be applied in Britain.

**The Changing Forestry Scene in Britain** addresses issues such as the age of woodlands, the relationship with farming, Forestry Commission policies towards access, information, landscape, grant aiding schemes, and shows that the time is right to look at the opportunities for recreation in forests.

**Recreation in the Woods Today: A United Kingdom Review** includes the results of a recently conducted survey by the author, Tony Travis, who gathered data on aspects of recreation in woods and forests from local authorities, private landowners and voluntary organisations. The results give a profile of the types of activities currently undertaken in woods and forests, and the related issues and problems foreseen by the respondents.

**What Kind of Woodland and Forest do People Prefer?** Terry Lee's paper describes research that has been carried out on public preferences, outlines the different approaches and modelling techniques that have been used, and explains in some detail the psychophysical model which is the basis for his present piece of work for the Forestry Commission and the two Countryside Commissions on public preferences for forestry landscapes.

**New Opportunities in Denmark** describes the recent legislative changes in Denmark which have amalgamated the functions of the forestry agency and the conservation and recreation agency into one organisation. The paper includes discussion of the organisational changes that have occurred, the issues that are of importance to Denmark and suggests that close collaboration between Britain and Denmark will be mutually beneficial.

These full papers are followed by a brief report by Michael Collins of the process involved in the participative workshops, and the main issues that were raised by the groups. Roger Clarke, the CRRAG chairman has provided a summary paper of the conclusions that he drew at the end of the conference. The workshops produced some recommendations that CRRAG agreed to direct to the relevant agencies — these, and the responses (where available) from the recipient agencies, are found in the 'Recommendations' section.

### THE CONFERENCE

The Conference was held on 19–21 September 1989 at Heriot-Watt University in Edinburgh. 180 delegates attended. There were five plenary presentations, included as full papers in this publication, interspersed with three sessions of participative workshops, with report back. Public agencies provided information on their research programmes and areas of interest, and consultants

demonstrated their experience and expertise with displays and exhibitions available to delegates throughout the conference. During one evening the following impromptu events were run by delegates:

<b>Title</b>	<b>Leader Name</b>
Potential of Greenwood Crafts	Mike Abbott
Counting People	Glenn Millar
Implications for Recreation of Restructuring of Countryside Agencies	Alan Mattingly
Role of Forestry in Conservation	Charles Gray
Strathclyde — Forestry Strategy	Vincent Goodstadt
International Comparisons — Policies and Practice	Tony Travis

The 1989 Countryside Recreation Conference was one of the annual conferences organised by CRRAG. In 1990, the conference is planned to take place in Norwich, on the subject of Young People, Adventure and the Countryside.

### **THE COUNTRYSIDE RECREATION RESEARCH ADVISORY GROUP (CRRAG)**

CRRAG was formed in 1968 by the government agencies concerned with countryside recreation to help them co-ordinate their research and monitoring efforts. CRRAG takes a broad rather than narrow definition of countryside recreation research, and has an interest in the interface between leisure and the conservation and social and economic well-being of the countryside. The emphasis is on research leading to the development of policy and practice, rather than on research for its own sake.

#### **CRRAG aims:**

- ★ To identify and help to meet the needs for advice, information and research of policymakers in the agencies concerned with countryside recreation research.
- ★ To promote co-operation between member agencies in formulating and executing research on countryside recreation.
- ★ To encourage and assist in disseminating the results of countryside recreation research.

The **Sponsors** of CRRAG are Countryside Commission, Nature Conservancy Council, Sports Council, Countryside Commission for Scotland, Forestry Commission. They are responsible for the financing and direction of CRRAG. They are also member agencies.

**Member Agencies** are statutory agencies and central government departments with responsibility for countryside recreation research broadly defined, and the local authority associations. Each member agency sends a representative to the CRRAG agency meetings. During 1989, the Rural Development Commission, the Department of the Environment for Northern Ireland, the Economic and Social Research Council, the Sports Council for Wales and the National Park Authorities became member agencies.

**Associates** are individuals or organisations who are interested in the activities of CRRAG, from the public, private or voluntary sectors. They are entitled to take part in all CRRAG activities, except the agency meetings. Membership is free, and associates are kept informed on a regular basis of the events organised by CRRAG.

**CRRAG activities include:**

**Agency Meetings**, where representatives of the member agencies meet three or four times a year to discuss common themes relating to countryside recreation research. Once a year each agency presents its research programme for the following year. Issues of collaboration or the sharing of information are then discussed between individual agencies. Subgroups are created to plan particular activities or to discuss specific issues.

**Workshops**, which generally take the form of one day events, concentrating on detailed current issues, relevant to a limited audience. The focus is upon the interface between research, experiment and practice. Recent workshops have included Countryside Recreation and People with Disabilities; A Countryside for Everyone; and Wild Connections: The Recreational Value of Wildlife.

An annual countryside recreation **Conference** held in September, organised by CRRAG. This is normally a three day conference for about 150 delegates, on a topical theme. Delegates come from a range of backgrounds. The proceedings of each conference are published. Recent conferences have been Recreation and Wildlife; Working in Partnership; Changing Land Use and Recreation; People, Trees and Woods.

A **Research Market**, introduced for the 1988 Conference. The CRRAG agencies set up displays about their research programmes, and are available to discuss details with delegates at the conference. Organisations that are contracted to undertake countryside recreation research provide display material, and give information about their areas of interest and expertise.

Each year CRRAG publishes **Countryside Recreation Research: The Programmes of the CRRAG Agencies**. This provides information in tabular form on each agency's research programme for current and future years.

# THE US FOREST SERVICE RECREATION STRATEGY: BRINGING THE GREAT OUTDOORS TO THE AMERICAN PEOPLE

Larry Henson, Associate Deputy Chief for the National Forest System,  
Forest Service, United States Department of Agriculture

## INTRODUCTION

This paper tells you about a Recreation Strategy for the National Forests of the USA. Some of this work could be applied in Britain, but it must be remembered that there are major differences between the forests of the USA and the forests of Great Britain. So what works in the USA may not work in Britain and vice-versa. The main differences are:

- (a) National Forests, by law, are to be managed with equal emphasis on the multiple uses of recreation, wildlife, range and timber. National Forests do not have to make a profit on what is done. By contrast, the Forestry Commission, by policy, has a primary emphasis and purpose for the production of timber and strives to make a 5% profit on that. Recreation uses and wildlife are encouraged so long as they are in harmony with the primary purposes.
- (b) The USA has a history of relatively unrestricted land use by the people, whereas Britain has a history of restrictions and controlled use.
- (c) There are the obvious size differences between the National Forests and the Forestry Commission lands. We have much more flexibility with the vast area covered by 91 million acres of National Forests.
- (d) People impacts. Most of the forests in Britain have close to a million people within an hour's drive. This is true for only a few of the National Forests in the USA.

None the less, I am convinced much of what we do in the USA will work in Britain.

With that said, I would like to give you a bit of background about the National Forests — the lands we like to call 'America's Great Outdoors'.

The National Forest System consists of:

- (a) 156 National Forests and 19 National Grasslands covering 191 million acres (about 3 times the land area of all of Great Britain). Administratively, a National Forest is quite similar to a conservancy of the Forestry Commission.
- (b) National Forests where the land varies in diversity from glacier fields to tropical rain forests, from desert sands to mountain peaks.
- (c) Plant life that varies from pine trees to palm trees, from delicate alpine flowers to some of the oldest living trees in the world.
- (d) Animal life that varies from ground squirrels, to grizzly bears, to the one we have spent a lot of time with lately — the northern spotted owl.
- (e) Many lands that even today are virtually untrammled by man.
- (f) A budget equalling \$2 billion per year, 35,000 employees, and 60,000 volunteers.

The National Forest System was not originally created to provide recreation opportunities. When the Forest Service was established in 1905, the first National Forests were created primarily to protect water sources and to serve as timber reserves. And for many years, some would say even

today, our main focus was to manage the Forests for the trees and the lumber those trees would provide. The Multiple-Use, Sustained-Yield Act of 1961 changed the emphasis to include all resources equally. Today, National Forests are multiple use lands — managed for the timber and forage, fish and wildlife, oil, gas, and minerals, for watershed and air values. And last, but certainly not least, for wilderness and recreation.

In fact, the National Forests host over 40% of the outdoor recreation activity on federal lands in the USA with 250 million visitor days annually — more than twice that of our National Park System.

I have found it difficult to find out who is in charge of what regarding forests and parks in Britain, but we too, in the USA have confusing responsibilities. A third of the USA is owned by the Federal Government. This third of the USA is managed as National Forests by the Forest Service, as National Parks by the National Park Service, as Public Lands by the Bureau of Land Management, and as Wildlife Refuges by the US Fish and Wildlife Service. Some minor acreages are managed by the Corps of Engineers for reservoirs, by the Department of Defense for military use, and by the Bureau of Reclamation. Private non-profit organisations such as the Nature Conservancy also own and manage a small amount of land for natural resource purposes.

The National Forests are the largest provider of outdoor recreation in the USA, and maybe in the world, managing:

- (a) Over 10,000 developed recreation sites such as campgrounds and picnic areas, accommodating almost half a million people on any given day.
- (b) The use of 168 alpine ski areas in partnership with private ventures — nearly half the lift capacity of all ski areas in the USA.
- (c) 106,000 miles of trails, used for hiking, riding and ski-ing.
- (d) Over 3,300 miles of wild and scenic rivers.
- (e) An abundance of wildlife, including half the big-game animals in the USA.
- (f) Over 300,000 miles of roads, providing access to these opportunities.

With that background, how did our Recreation Strategy begin? One might say, it began over 13 years ago when people got fed up with the way we cut trees, and Congress passed the National Forest Management Act of 1976. Congress required us to prepare a comprehensive land management plan for each National Forest with full public involvement, with an integrated interdisciplinary team, with full regard for the resources. So as in many good things, the beginning was the result of conflict and stress.

In this planning process for each National Forest, we heard from the people about how they wanted us to manage the National Forests — their lands! What they told us in no uncertain terms was that they wanted the Forest Service to pay more attention to the wildlife and recreation values of the Forests.

Meanwhile there has been increasing controversy about the management of the Forests. The results of the Forest Plan and the continuing controversy led our Chief to conclude that we either demonstrate care and concern for recreation and wildlife, or we may lose the option to manage the land for timber or for any purpose whatsoever.

We realized that we had a responsibility, an obligation if you will, to help provide for the outdoor recreation needs of the American people. We saw this as a real opportunity to build on what we

had heard from the public through our land management planning process. The Chief decided the need for a new strategy. He designated a senior level person to head a taskforce.

People were brought together two years ago to find out specifically what they wanted us to do to take full advantage of recreation opportunities in the National Forests. These people included not only the obvious outdoor recreation enthusiasts like campers and hikers, but some of the potential non-traditional users and supporters. Among the non-traditional, for example, were the American Association of Retired Persons and the Disabled American Veterans, and also recreation experts like representatives of the world famous Walt Disney Corporation. We provided these people with some basic assumptions to get the conversation started. But then they told us what they felt was needed. Out of that meeting was born the framework for the Forest Service National Recreation Strategy. It was endorsed by the full leadership of the United States Department of Agriculture Forest Service and by key congressional and administration consultants.

## **WHAT IS THE RECREATION STRATEGY?**

Simply stated, the National Recreation Strategy is about how we implement Forest Service planning and direction for recreation. It is as much an attitude as a process.

It means rounding out our multiple use management activity to fully include recreation --- bringing it to the 'table' as an equal partner with the other resources we manage. We will still manage trees and minerals, but now, maybe for the first time, we have acknowledged that recreation can and should have equal status in decision making.

The Recreation Strategy is built on a single, over-riding theme — customer satisfaction. Our goal is to make customer satisfaction as important to all Forest Service employees as resource protection is to them. Our customers are all those who have ever visited or who will ever visit a National Forest, those who care about the National Forests, those who rely on the National Forests for their livelihood. They are the people who come to the National Forests for everything from mountain biking to motorbiking, from ballooning to birdwatching. And they are also our employees, the people who care so much about the land that they have devoted their careers to managing and protecting public lands.

We feel it is our job to go out and talk to the tax-paying public — not just the ones who already know about, and take advantage of, what the National Forests have to offer — but also the people who might take us up on our offer of outdoor recreation if they discover the Forests. And also the people who know about us such as the handicapped, but until we make some adjustments in our facilities and in how we go about our business, cannot quite make use of our 'goods and services'.

Let me give you an example. The median age of the American population is increasing each year. Soon, senior citizens will comprise the single largest age group in the nation. It's up to us to make sure we accommodate this changing customer base to meet the needs of an older society, whether that means paving some trails to accommodate a shakier step or bigger print at our interpretative sites to accommodate fading eyesight. None of us is getting any younger, and I, for one, am not willing to give up my outdoor activities because I cannot read the directional signs or these legs are not as sturdy as they used to be.

Neither, I am sure are the estimated 35 million disabled people in the USA. So, as we look at new facilities or the refurbishing of old ones, we must consider these needs. One place we have done so is in Arizona where, earlier this summer, we dedicated the Boulder Creek Picnic Area. With the help of local fishing groups, private industry, state agencies, and the local disabled community, fishing and picnic facilities were designed to increase security for the elderly and to provide access to the disabled. At the same time on this project, fisheries habitat work has increased

opportunities for 'hooking a big one' from the newly rebuilt fishing pier. You have heard the saying 'many hands make light work'. This is a perfect example of that philosophy working to benefit both the Forest and the Forest visitor.

Another big change we are recognising in our Recreation Strategy is the increasing urbanisation of the country. What was once a predominantly rural population is now primarily urban. Experts predict that 80% of Americans will live in an urban environment by the end of the century. Most Americans live within a day's drive of a National Forest and that number will continue to grow. With these customers, we will need to spend more time teaching an outdoor ethic. And we will probably have to spend a fair share of our time in the city telling people that the Forests are out there and, because they have grown up in an urban environment, quieting their fears of the unknown . . . Will they encounter bears? Will there be toilets out in the middle of the Forest? Maybe . . . maybe not!!

And speaking of toilets, that is one area in which we have really failed. But this year — the Year of the SST — we intend to work on it. No, I am not talking about a supersonic airplane. I am talking about the other SST — the sweet smelling toilet. The number one piece of feedback we received from our visitors is about the awful smell of our toilets. We intend to overcome this problem and we have put our research staff to work to solve it. I need to tell our researchers to talk to your Forestry Commission — I think yours smell better than ours! It does sound funny, but it is a real problem and if we are serious about the Recreation Strategy and customer satisfaction, we need to solve it. Bathrooms and bears aside though, we have learned that people are as important a resource as are the trees and animals and lands we care for. And it is our job to see that that resource, our customer, is well taken care of.

And, finally, the Recreation Strategy is about mobilising our customers to help us. This is the most important ingredient to our Strategy. We call it partnerships. We have always had partners to a certain extent. Our traditional partners are over 2,000 outfitters and guides, over 500 operators of lodges and resorts, plus operators of ski areas, organisation camps, and National Forest campgrounds. And that is just to name a few.

But today partnerships are being emphasised as never before. And, more and more, they are including people like the Telephone Pioneers of America, telephone company employees and retirees who spend their spare time working on projects ranging from fire rehabilitation to growing trees to building trails. Or the disabled American Veterans, who are helping us develop facilities that are accessible to all our visitors. Or Ducks Unlimited or the Rocky Mountain Elk Foundation, both of which are working with us to enhance wildlife habitat in order to provide better wildlife viewing and hunting in the Forests, and hundreds of other similar types of partners working together with the Forest Service on hundreds of projects.

Under the Recreation Strategy, our partners help stretch federal dollars so we can offer more high quality outdoor recreation. The partnership approach challenges people to pitch in and help us out. But, beyond the benefits we receive from our partners in terms of money and supplies and labour, these joint efforts allow us to provide some of that customer satisfaction I was just talking about. It makes them active owners of their public property. For example a hiking club adopting a trail.

Working together allows us to get to know our customers and to learn what they want from the National Forests. At that time, they get to know us and our work so they can offer sound advice in helping us make Forest management decisions and better understand what we do. So, as with many aspects of the National Recreation Strategy, all facets of National Forest management benefit.

These things I have just mentioned — a rounding out of the multiple use mission; customer satisfaction; and partnerships — are all key components of the Strategy. But they are only the

tools we use to get what we want. All the careful strategies and all the best laid plans are useless without the people and enthusiasm to successfully carry out the programmes. What I feel may be the best part of the Strategy is that, taken as a whole, it has empowered Forest Service people to go out and discover opportunities for success without fear of failure. The Strategy has turned people loose within broad direction and allowed them to build on their ideas, their relationships in local communities, and their first-hand knowledge of what our customers want in order to get the job done.

And when we said 'go to it', they did just that. In the past two years, National Forest recreation projects have taken off and created some huge successes. I have talked a lot about what the Strategy is; let me tell you now about some of the things it has done for National Forest recreation, thanks to those people who were excited about the opportunity to use their talents and creativity towards this end. The National Recreation Strategy has a way of building on itself, a justification to do things previously unthought of, such as our recent announcement of a system of National Scenic Byways. The Forest Service, about a year ago, was asked to participate in a National Conference on 'Driving for Pleasure and Tourism'.

The Forest Service looked at the 300,000 miles of roads already in place in the National Forests — 104,000 miles of them suitable for passenger cars — winding through some of the most beautiful scenery in the country, and decided to announce, at the conference, a new system of National Forest Scenic Byways — specially designated routes for our customers to enjoy.

The most important aspect of the Scenic Byways programme is that we have said there will be interpretative programmes along the roads to tell people about the surrounding countryside — the history of the area, the geological highlights, and about the forest management activities we have undertaken to protect and preserve these lands. And, they may see some timber harvesting, tree planting, cattle grazing, and wildlife habitat work amid that great scenery. The idea is to get people to enjoy themselves while also learning about the land — learning to appreciate it and take care of it.

We did not have a single Scenic Byway a year ago, when our Chief announced the programme. But, like many other projects begun under the auspices of the National Recreation Strategy, when the Chief announced the idea he had to jump out of the way. It was the only way he could avoid being run down by the many people who not only agreed the idea was a great one, but could not wait to help make it a success. We now have over 50 Scenic Byways.

The response to the programme has been nothing short of incredible. First of all, Forest Service employees, in partnership with the state and local governments who share responsibility for managing the highways, have hastened to nominate their favourite roads. The American people have embraced the idea wholeheartedly and are travelling the byways in ever-increasing numbers. The Congress supports the idea, and there is now a bill before Congress to establish a system of scenic byways on all lands, not just Forest lands, throughout the country. And, at a meeting of recreation industry people earlier this summer, President Bush endorsed the idea and congratulated the Forest Service for its efforts. You cannot ask for much better support than that.

The Scenic Byways programme is a natural opportunity for partnerships with the American automobile industry. Not one to wait for us to come knocking on their door, the Plymouth Division of the Chrysler Motor Corporation saw the perfect fit and approached us last year about working together. Plymouth wanted to help publicise the Scenic Byways and to provide interpretative opportunities along the roads themselves.

Since we announced the partnership last February, Plymouth has featured the Byways in advertising in major magazines (Reader's Digest); their travelling exhibition has been seen at state and county fairs, at automobile and recreational vehicle shows, and travel industry conventions across the

country; and their generous contribution of financial support has provided the all-important dollars needed to develop interpretative signing and information along the Byways themselves.

I mentioned Plymouth's financial support. You know, we never have enough money — nobody ever has enough money. But Congress got the message that people were interested and willing to help out in this new recreation effort. So, Congress and the Forest Service asked those people to 'put their money where their mouth was' and offered up a new programme in support of National Forest recreation. Congress first offered the programme, called Challenge Cost-Share, in 1986, when it appropriated \$950,000 to be used for Forest Service fish and wildlife projects. The catch was that the public and others had to match that amount in terms of money, supplies and good old-fashioned hard work. No problem! That first year, with no history of success, no track record, no publicity to speak of, over 100 conservation organisations and State and Federal Agencies met the challenge with over \$1.7 million in contributions.

At the onset of the National Recreation Strategy, the cost-share programme was expanded to include purely recreation projects. This year, Congress appropriated \$3 million just for recreation related Challenge Cost-Share projects, and our supporters doubled that amount. Next year, we anticipate receiving \$5.5 million and we are not at all concerned about finding willing participants for the programme. The money is distributed through a competitive process, based on innovation, wide public appeal, cost-effectiveness, accomplishment of needs, and the variety of partners, and competition is stiff throughout the Agency for those dollars. Each year, we look forward to seeing what our supporters will come up with next.

We think we are on the right track with the National Recreation Strategy. It is not a magic wand that we can wave over the USA and automatically succeed in our effort. But it is the framework for a very good start.

I remember, as a child in school, the teacher would announce a class field trip. We would all be excited about going to see how a newspaper was published or visiting the local bakery or fire station or maybe even a ranger station. Well, the day before the big event, the teacher would remind us that we had to have our permission slips signed by our parents before we would be allowed to go on the trip. The permission slip was vital to our enjoyment of the field trip because, without it, we could not go.

But the permission slip was not what made the field trip a success. It was our enthusiasm and keen interest in the activity at hand. Just like that permission slip, the National Recreation Strategy is vital to outdoor recreation on the National Forests. But it will not guarantee success. It is the people who have viewed the Strategy as support for National Forest recreation programmes and who feel that they have been given permission to run with their ideas that are making the National Recreation Strategy a success. And I want to stress that these are both Forest Service employees and our partners. We could not do it without them.

I mentioned Chief Dale Robertson was behind the establishment of the Scenic Byways programme. Similarly, the success of every project I have mentioned today can be traced back to a single individual who had an idea and felt comfortable pursuing that idea. That man or woman then had lots of help from his or her partners. But, without the development of that idea in a nurturing environment and without evidence of an on-going commitment such as the awards ceremonies we had last year, quite possibly nothing would have happened. None of these successes occurred overnight. They are the result of people who have always had the commitment, and now, with the Recreation Strategy, they have the power to succeed.

One of the hardest things to do in an initiative like the Recreation Strategy is to eliminate or reduce the fear of failure. So we have tried to eliminate the word 'failure' from our vocabulary. We can only build on success, not failure. People need to know it is alright to try something new without fear of stubbing their toe if it does not work!

So, the one piece of advice I would like to give you in developing a forest recreation strategy is to look to the people in your employ and give them the freedom to succeed. It is through people like them who have been empowered by the Recreation Strategy in the USA that we have built our programme into such a phenomenal success. The Strategy is the framework, the permission, but it is the people who are the vital elements of the programme. That is where you will find your success.

### **WOULD IT WORK IN BRITAIN?**

Now, that said about our Recreation Strategy, I would not be so presumptuous as to suggest what works for us would work in Britain.

There are, obviously, the differences I mentioned earlier. However, there are similarities that cannot be overlooked.

You do have the talented, and interested people of the Forestry Commission. On a recent trip looking at Forestry Commission land, we saw much evidence of the creative use of limited resources, and many examples of good work. And we heard mention of many potential partnership groups, such as the disabled or handicapped; schools for environmental education; a butterfly association; wildlife trusts; orienteers; mountain bikers; dog walkers; Nature Conservancy Councils; the Countryside Commission; a British reptile society; various historical and archeological associations; hikers; horseback riders; dog sledders; and many, many more, I am sure.

You have the resource — the Great Forests. And you have the direction to great things for recreation and other amenity values of the forest.

The resource, and the interested and talented people add up to what one must consider a good opportunity to do **great** things with your **Great** Forests.

## THE CHANGING FORESTRY SCENE IN BRITAIN

Alistair Scott, Director of Private Forestry and Environment, Forestry Commission

The focus of this report is on the people who make 170 million adult visits to woodlands in Britain each year, but we should always remember that woodlands are work places and that 30,000 people work there. That the woodland workforce and the visitors to woodland can co-exist happily in a way which is difficult in agriculture, and impossible in manufacturing industry, is of the greatest importance for the theme of this report. Multiple use is a genuine option. It is almost an inevitable outcome. It then follows that, just as the Lake District hills are kept trim by sheep farming, so environment for woodland recreation is maintained by the land use. This is a central point in that marvellous book 'New Lives New Landscapes' by Nan Fairbrother.

For woodland to be used for public recreation it must be under the management of someone willing to see that use, it must be reasonably attractive and it must be in a reasonable proximity to where people live or go on holiday. Clearly there are pay-offs between distance and attractiveness. People will travel hundreds of miles to enjoy the autumn glories of the Forestry Commission's arboretum at Westonbirt, or the wild appearance of the Black Wood of Rannoch. Conversely they will make do with some fairly humdrum woodland if it is close at hand.

The location of woodlands in Britain has been overwhelmingly determined by the requirements of agriculture. The small percentage of semi-natural wood that we have left is the forlorn remnant of the woodland which covered most of Britain below 2,000 feet and which was removed principally to make way for farming. It is a sequence of events all too familiar elsewhere in the world today. What may be less well known is that virtually every hectare planted by the Forestry Commission since the last war, or planted with grant aid from the Forestry Commission, has had to be cleared by the Agricultural Departments. Thus the expansion of forests during this century has been largely a by-product of agricultural policy. It is of fundamental importance to an understanding of the opportunities of the present circumstances that the criteria for clearance adopted by the Agricultural Departments are currently more relaxed than ever before.

Given that the Forestry Commission's 0.9 million hectare estate was not built up in order to provide public recreation, it is rewarding how much of it does. It is of great moment that the Forestry Commission has always had a policy of open access wherever legal and other constraints have allowed. Essentially the place to look is where there is a conjunction of large populations and relatively infertile soils of little interest to agriculture. The oldest examples are, of course, the New Forest and the Forest of Dean. For the future there are immense possibilities in the forests of the South Wales coal measures. For their local people there are well-loved forests at places like Alice Holt, Bedgebury, Wareham, Queen Elizabeth, Wentwood, Cannock, Thetford, Salcey, Delamere, Hamsterley, Chopwell or Glentress. Smaller communities, of course, can find smaller woodlands equally rewarding, such as the Oakwood outside Elgin, or St Clement's Wood by Truro. For the holiday visitor there are excellent forests such as Coed y Brenin and Gwydyr in Snowdonia, Grizedale and Whinlatter in the Lakes, Queen Elizabeth Forest Park at Aberfoyle or Glen More Forest Park in the Cairngorms. There is a special category of coastal forest, always of interest for recreation, including Pembrey, Newborough, Tentsmuir and Culbin.

All these forests have a further crucial attribute. They have reached an age when it is possible by felling and restocking to modify them to the better advantages of people. This modification is a fully conscious process taking place under a series of landscape guidelines adduced from theory and experience over some 25 years. A comprehensive book, *Forest Landscape Design*, written by the Forestry Commission is to be published shortly by Oxford University Press. A shorter account, *Forest Landscape Design Guidelines*, is already available from the Forestry Commission.

It is of no use having woodland appropriate for recreation if its existence and nature is not widely known. To this end there is a drive to increase knowledge. This is a strand to the 'Great Britain . . . Great Forest' initiative which is now in progress. This is a major project covering seven of the 58 Forest Districts in Britain. On the one hand it seeks to convey information about the recreational opportunities to all interested groups and individuals in the locality, and on the other to seek co-operation in realising the potential. The initiative owes much in inspiration to the National Recreation Strategy campaign of the United States Forest Service called 'America's Great Outdoors' (see previous paper).

It is clear from general experience and confirmed by studies such as the recent work at Newcastle University, that one of the principal reasons for visiting woodland is to enjoy wildlife. The experience of the New Forest or Cannock is enhanced by sight of fallow deer. The trend in showing wildlife to people is to be as bold as is compatible with conservation. Forestry Commission examples are the raptor viewing point on Haldon Hill near Exeter, the hen harrier watch on the Struie in North Scotland, the otter hide at Kylerhea in Skye, the deer and goat parks in Galloway and the bird trail at Thetford Forest. This last is particularly interesting because the population of birds such as woodlark and nightjar viewable from the trail is the result of informed, inexpensive modification of standard silvicultural practice. The scope for further development along these lines is very large. Some 4,000 sites of particular conservation interest have been recognised, of which the best have been designated as Forest Nature Reserves, but the highest potential is in the management of the wider forest.

The development of woodland recreation has required facilities such as footpaths, car parks and toilets. Currently there are 19 Visitor Centres in all parts of Britain from Bennachie to Bedgebury to Garwnant in the Brecon Beacons National Park. In 1987/88 net spending on forest recreation was approaching £5 million.

Other papers in this report will discuss changes in woodland recreation outwith the Forestry Commission. It would be rewarding to have a comprehensive inventory of what is going on, not only at places like Brokerswood, Landmark, properties owned by the National and Woodland Trust, but particularly in woodland owned or managed by local authorities.

It has been the cause of some anxiety that the disposal of Forestry Commission land could lead to a loss of recreational opportunity.

In a statement on 16 June 1989 the Secretary of State for Scotland said

We have (therefore) asked the Forestry Commissioners to proceed with the further disposal of some 100,000 hectares of forestry land and properties in the period up to the end of the century . . . The Commissioners will continue to be responsible for selecting guidelines which Forestry Ministers set them in 1981. In particular I have referred to the use of the Commission's forests for public access and recreation, which my right hon Friends and I warmly support and encourage. Forests have a major part to play in the enjoyment and understanding of the countryside and the Commission will continue to have an important role in this. We are concerned, however, that the general public should also continue to enjoy access to those forests to be disposed of by the Commission in a way which is compatible with management for forestry and other purposes. We are therefore giving careful consideration to ways of achieving this objective.

I have stressed the changes taking place in the existing forest estate not only because these must be where recreation happens in the short term, but because they are the laboratories in which we experiment to see what it is that we want of new woodland. It was understandable that in bringing forward their proposals for a new Midland Forest the Countryside Commission found that the easiest way to describe what they had in mind was by reference to the New Forest. Perhaps the Forestry Commission has been remiss in not saying clearly enough what is going on.

Virtually all new woodland in Britain is grant aided by the Forestry Commission, now under a single scheme, the Woodland Grant Scheme. It follows that all proposals must satisfy the environmental requirements of the Scheme. These are set down in a series of guidelines covering broadleaved woodland, water, landscape, conservation and archaeology. Each scheme is also the subject of widespread consultation so that each decision is as well founded as possible. A report prepared for the Nature Conservancy Council by the Royal Society for the Protection of Birds, demonstrates that in Wales the process is particularly successful. In those exceptional cases where agreement is not achieved, the Forestry Commissioners may not overrule an objection from a relevant authority without reference to Forestry Ministers. It is therefore the case that the mechanism exists to enable us to structure new woodland according to the latest 'news from the front' of existing woodland.

We encourage applicants to think about the possibilities of access and recreation in all cases while accepting that very young woodland is seldom likely to be of much interest and that access agreements will not be satisfactory without a willing owner.

The location of new woodland has given rise to some controversy. There is a school of thought that believes there is no scope for new planting on the semi-natural upland of Britain because it has a higher conservation value in its present condition, or more accurately, if less often stated, in whatever condition will result from changes in grazing regimes. The appearance of upland Britain in the next century will be a function of the number of sheep and red deer. The view of Government is that there remains ample scope for new woodland in Britain which is set as a target of 33,000 hectares per year or 0.14% of the land surface.

New woodland will be located predominantly where grant aid is sought and accepted. Where it is sought will be a function of many variables such as ownership, land market value, buoyancy of alternative land uses and response to incentives and disincentives, financial and otherwise, outwith the Woodland Grant Scheme. It is possible to discern trends in at least three directions.

The Forestry Commission has brought in an adjunct to the Woodland Grant Scheme to encourage the extension of native pinewood in the Scottish Highlands. The planting or regeneration of Caledonian pinewood will attract the higher of broadleaved rate of grant. Interest in the scheme is lively. It could be the forerunner of other initiatives to recreate semi-natural woodland.

Planting on arable and improved grassland is being encouraged by a premium in the Woodland Grant Scheme known as the Better Land Supplement and particularly through the Farm Woodland Scheme. In addition to establishment grants from the Forestry Commission there are annual payments from the Agricultural Departments. Both schemes are in their infancy and it is too early to discern the quantity of change, but the direction is clear.

Of most concern to this conference is the encouragement now being extended to the development of community woods in the Central Scotland Woodland Project and in the projects being jointly promoted by the Countryside Commission and the Forestry Commission in Tyne and Wear, South Staffordshire and East London, with more to come.

The location of new planting on traditional upland areas will be increasingly affected by the development of indicative forestry strategies. A draft Scottish Development Department circular was sent for wide consultation on 6 September 1989. The circular stresses that although forestry is not subject to planning control, indicative strategies can nevertheless perform two useful functions in relation to planting grant applications, namely:

- (a) To provide a framework for responses by planning authorities when consulted by the Forestry Commission on planting grant applications.
- (b) To provide an indication to landowners and other forestry investors of the opportunities for further forestry development, of the degrees of sensitivity of areas of land to new woodland planting and of the extent of consultation likely to be required.

In conclusion, this paper has demonstrated the large potential for further recreation in the Forestry Commission's estate which can be realised because the woodlands are maturing. It has reminded us that recreation is about people — what they want, and what they are prepared to do to help to get it, and that there is now an opportunity to develop new woodlands nearer where people live. The structure and nature of new woodland can be what we wish.

# RECREATION IN THE WOODS TODAY: A UNITED KINGDOM REVIEW

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## AIMS AND OBJECTIVES

The aims and objectives of this paper are to review the changing character and patterns of recreational activities in the woodlands of the UK. This is done with a view to identifying some of the policy issues arising, which are our shared concerns. It is set within the contexts, both of the general trends in recreational demand, and of the changing nature of our woodland resource supply, and its purposes.

Forests, woods and trees as a subject, opens out a definitional jungle for us, which is addressed by other papers in this report, as is also the perceptual issue: a most complex question.

## UK TRENDS IN RECREATION DEMAND

### General Trends in Countryside Recreation Demand

Forests, woods and trees, though making up only 10% of our total land area, form key visual amenity as well as usable components of our wider countryside. First, however, let us address recreation demand in relation to that countryside.

Research evidence from the last 20 years suggests that for that 80% plus of the UK labour force, which is in employment, there has been a notable real increase in incomes, in leisure time, and in paid holidays. Annual and weekly time devoted to work has decreased, but although annual paid holidays have greatly increased, daily leisure time has only slightly increased. Edwards (1981) suggested that 25% to 30% of our total time budget in the UK is given to leisure activities. Seen against a wider social background of longer lifespans, earlier retirement, changing patterns of family life, an increasing number and diminished size of households, adjusting lifestyles and leisure-styles, great increases in consumer goods acquisition, and well-being, we need to see how these all affect leisure in the wider countryside.

The 1945 – 1980 period saw a big growth in outdoor activities in the countryside — with an enormous growth in active pastimes: in camping and caravanning, a steady growth in rambling, and notable growth in youth hostelling, in angling, in trekking, in riding, subaqua, canoeing and hang-gliding. Many localised small studies pointed to the powerful appeal of attractive locations which combined water, woodland, open fields, and topographical/landscape variety.

As shown in 'Into the 90's' (Sports Council, 1987), general outdoor walking, rambling, hiking two miles or more, increased from 17% of adults in 1977, to 19% of adults participating in 1986. Also notable is the spread of countryside activities throughout the year, with Sunday visitor-peaks in summer and in spring, being less than 50% higher than the winter peak numbers. Countryside recreation demand has been shown to be growing both in quantity, in spatial spread over the territory, and has spread further over the timecycle of the whole year (see Countryside Commission's National Countryside Recreation Survey 1984 and subsequent surveys). Only the deep rural areas, remote from our main cities, have not enjoyed this drop in seasonal peaking of recreational visits.

With regard to mobility, the 46% of people who use their cars for country trips make some 63% of the total number of trips, and this reflects a significant socio-economic skew: for instance, social class C1 provides 23% of the people, and 28% of the total number of countryside trips, whereas the 7% unemployed made only 4% of the countryside trips. By the mid 1980s, drives, outings and picnics were accounting for 13% of urban and countryside recreation activities,

19% of countryside recreation activities, and long walks accounted for some 18% of countryside recreation activities. Skews in participation towards the retired, the active, middle income, and higher income groups were recorded.

Countryside recreation trips remained overwhelmingly car-based: 72% going by car for countryside recreation trips; five and a half hours away from home being the average day trip length. 1980–1984 had seen a growth in casual use of the countryside for recreation. Of the 44% of trips to the wider countryside, it was misleadingly stated that 6% were specifically to woods, 23% for long walks (1984), 41% for drives and outings. However, as woods, forests and tree components are critical to **most** countryside outings, a 20% association with trees/woodland components has been independently calculated by the author.

The populations visiting the countryside are more consciously green and conservation-oriented than they were a decade ago; this is reflected in several statistical indicators. According to 'Social Trends 1987–1989' (Central Statistical Office, 1989), between 1971 and 1987, National Trust membership grew from 278,000 to 1.5 million, and that of the National Trust for Scotland grew from 37,000 to 160,000; only a tiny minority of walkers are clubbable, but nevertheless the Ramblers Association grew from 22,000 to 57,000; RSPB membership from 98,000 to 561,000, reflecting the huge growth in ornithology, whilst WWF grew from 12,000 to 124,000. Wooded lands, sites and elements were vital to all these conservation interest groups. Growth in water-related bird-watching, in active conservation, in orienteering, and a widening range of countryside sports, recreation and conservation activities were all notable.

Published studies (such as that by Crease and Penning-Rowell (1985)) showed a general growth in and spread of orienteering in the countryside, especially in woodland and waterside locations. Evidence seems to suggest that within woodlands, as opposed to on their edges, active, quieter and more adventurous, exploratory and individualist pursuits were occurring. Near-urban rambling and cycling were growing, and a growth of healthy, active, creative outdoor recreation pastimes were witnessed and recorded. A choice of four distinct lifestyles were suggested in 'Recreation 2000' (Countryside Commission, 1987), and some of these had earlier been reflected in the growth of selected activities, such as that of canoe club membership in the 1970s (8.5% growth a year), a 21.5% increase in waterski-ing, and a 3.5% increase in angling. Crease and Penning-Rowell (1985) expected a 15% increase in camping between 1983 and 1991, and a 11% increase in walking, rambling, and swimming outdoors. However, it can be seen that many of the recreational activities defined, depend on specific environmental components, or combinations of them, so that it is not much use talking of recreation in woodlands, unless one says where, which types of woodlands, in which types of landscape, and what degree of accessibility, facility and convenience they have.

### **Trends in Green Tourism Demand**

The 1980s in Britain have also seen a growth in green tourism — with farm tourism actively nurtured, a growth of organised sports holidays in the countryside, active, special-interest holidays developed in woods and open countryside, related to educational outings, crafts and hobbies, archaeology and history-oriented courses, and outings. The growth in field trips, and more intensive use of field studies centres, the gradual transformation of the YHA, the increase in cycle-hire centres in the countryside, have all encouraged short stay, and to a lesser extent, long stay countryside tourism growth in the UK.

### **TRENDS IN RESOURCE SUPPLY: OUR WOODLANDS AND FORESTS**

Great Britain is estimated to have a woodlands land use resource of 22.7 million hectares — ie, about 10% of our total land area; a percentage roughly similar to that of the Netherlands, or

Denmark, where it is about 12% of their land use. Our proportionate woodland cover is thin compared to Sweden's 68% land area with forest, or West Germany's 30%, but it is increasing. Since 1924 we have doubled the land area with tree cover, and in 1987, a UK target was set of an extra 33,000 hectares of new woodland planting a year. As indicated in reports of the Forestry Commission (which has some 5,000 square miles of woodlands and forests as its direct and indirect concern), of the Countryside Commissions, and of regional and local authorities in the UK, dramatic changes are occurring. In Scotland, Strathclyde and Tayside Regions indicate shifts not only in quantity of land under trees, but in the public/private sector split, in the coniferous to broadleaved trees proportion, and in the strategic, as opposed to random approach to woodland development.

By the late 1980s we had 62% coniferous high forest, and 27% broadleaved high forest in the UK. There was recognition of the need to increase our broadleaved woods as a percentage of the whole. In the last few years the Forestry Commission has been planting broadleaf woods as 1% of its total in lowland England and Wales. According to the Forestry Commission's 1986/87 'Forestry Facts and Figures' (1988), in that year, the percentage of grant aided private sector planting which was broadleaved, was as follows:

England	59%	of total grant aided to the private sector was broadleaf
Wales	19%	of total grant aided to the private sector was broadleaf
Scotland	4%	of total grant aided to the private sector was broadleaf

Though this is encouraging, it must be noted that Scotland, as a key area of new planting, only shows a 4% level.

Since 1982 a major shift has occurred from public to private sector woodland planting in the UK. The rapid take up of the Forestry Commission's Woodland Grant Scheme means that the private sector has now taken over from the public sector as the majority provider of new planting: by 1986/87 some 8,000 hectares a year were in new private planting, compared to only 1,000 hectares a year in new public ownership planting. In 1987/88 in Scotland, new forestry planting was 'coming down the hill' — shifting from planting marginal higher ground, down towards planting the higher grade lowlands.

In UK terms, there is a push to increase extensive forestry as a major land use, whilst agriculture drops in its area of land use, due to 'set aside'. To quote Strathclyde's 1987 Monitoring Report (1987) "... Nationally, afforestation has been seen as one of the major alternative land uses for land falling out of agricultural use in response to requests to reduce EEC food surpluses."

With regard to our existing woodland stock, there has been recognition of the ageing problem of much of our broadleaved woods, plus the loss of mixed hedgerow woods, and the need to make good extensive past damage due to major gales. Published data and responses to a special questionnaire distributed by the author, suggest that generally our coniferous woodlands resource is in good heart, and not affected by disease and acid rain. Our broadleaveds seem to be in a less satisfactory state, and in the recent past Dutch Elm disease added to losses. While Poland may quote 40% tree damage rate due to acid rain, Switzerland 35% (Egger, 1989), and Sweden a 20% damage rate, it is not generally a problem of note here in the UK according to 29 out of 31 UK replies.

In summary, it may be said that we are in a phase when our woodlands are greatly increasing in areal extent, and planting is being done largely by the private sector on a grant aided basis. New UK planting is predominantly coniferous. Our extensive existing woodlands are generally in good health, except for some areas of older broadleaves, and a new phase of extensive lowland forest development is now starting in Scotland, England and Wales. So called Community Forests are being developed — starting in England and Wales — with aims of creating first three, and possible a further nine or 10 urban fringe and inner city/intra-city forests. Great new lowland forests are contemplated in the English Midlands, and the Scottish Central Belt. Strategic planning for forestry is heralded, and by 1988 a forest strategy for the extensive Strathclyde region had been published.

## NEW DATA ON RECREATION IN OUR WOODLANDS

Because of the inadequacy of data on recreational activities specifically in our woodlands, and after a wide search of secondary sources, the author had recourse to conduct a special postal survey to get answers for this paper. Sixty copies of a detailed six page questionnaire were sent out to a selected range of public, private and voluntary sector bodies in England, Scotland, Wales and Northern Ireland. By the deadline date thirty satisfactory replies (ie, a 50% response rate) had been received. Thanks are expressed to all those who responded so carefully and extensively. An attempt is made in this paper to analyse (summarily) the responses in three ways:

- (a) In terms of shared general answers.
- (b) In terms of responses affecting types of area: urban edge, country parks, regional parks, forest parks, national parks and remoter rural forests/woodlands.
- (c) In terms of private estates and private woodlands, as opposed to returns from the public and the voluntary sectors.

### Some Shared General Characteristics

Right across the geographical spectrum of the UK, and from near-urban to deep-rural locations, it is found that extensive and general provision is now made for recreational car parking in relation to woodlands open to visitors, plus general provision of toilets, cafes, picnic areas; there is extensive provision of trails/paths for walkers, ramblers, horseriders, and to a much lesser extent for cyclists. Wildlife interpretation, ranger and guide services, and signposting for visitors are all very extensively provided. Limited provision is made (so far) for scenic car-drives, whilst provision for tourism accommodation in our woodlands seems to have been comparatively rare, but is expanding notably at the present time! (See Appendix 2, Table 1).

UK-wide data from the Forestry Commission shows that by 1989, 14 forest drives, 732 car parks (with nearly 20,000 spaces), 621 picnic sites, 540 forest walks and 21 visitor centres were provided in our public forests (see Appendix 2). In regard to recreational activities, 46 horse-riding provisions, 43 orienteering locations, 40 fishing areas, and 41 motorsport provisions were noted, with deer stalking in 26 locations. The visitor centres provided in our Forestry Commission forests across the UK in 1988, were attracting nearly 1.25 million visitors a year (see Appendix 2, Table 2).

As indicated in Appendix 2, Table 3, the Forestry Commission sites are primarily timber producing, but encourage recreational uses, whilst the local authority woodlands and country parks have limited timber production functions, and extensively encourage and offer recreation provisions.

As indicated in Table 3 (Appendix 2) the vast forests of the Forestry Commission make major private estate woodlands seem small by comparison. Indeed the woodlands under the jurisdiction of counties like Nottinghamshire (3,000 ha), or the upland woodlands of Severn Trent at Vyrnwy (2,000 ha) and Upper Derwent (1,000 ha) are major regional woodland recreational resources.

Respondents showed (Table 3) a limited number of recreational growth sectors, many activities for which demand levels are static, but only two or three respondents identified any instances of outright decline in participation.

Growth sectors turned out to be:

- Walking — in some 21 returns;
- Picnicking — in some 17 returns;

- Horseriding and nature study — in 14 returns;
- Orienteering, conservation action, ornithology in 13 returns, and all referred to as being notable in growth;
- Running/jogging — in 12 returns;
- Mountain biking — in 11 returns;
- Cycling — in 9 returns;
- Motorcycling, watersports, canoeing, angling, driving for pleasure, swimming, rock climbing, airports etc — in three or four returns.

Problem areas were associated with the growth of horseriding and trekking, the big growth in war games (in four or more areas), and mountain biking in several areas.

Variable growth rates were mentioned, but never quantified, and problems generated by recreational visits seemed limited, as compared to problems originating from other sources such as vandalism, and ageing/decay and removal of old broadleaved woodland resources.

### **Breakdown by Type of Area**

Breakdown by type of area proved disappointing for two reasons: inadequate areal differentiation by respondents, and lack of hard data on visitor numbers relative to specific recreational activities, at specific locations. Absence of gating and of counting makes returns speculative, rather than authoritative.

### **Private Estates and Woodlands**

These generally had primary timber production functions, but varied in their attitudes to recreation — from permissive (in traditional private estates) to encouragement, in newly privatised Water Company woodlands. Growth recreational activities here are much more evenly spread across sectors of walking, picnicking, nature study, conservation action, ornithology, running/jogging, mountain biking — with almost as much growth in angling, canoeing, rock climbing, and driving for fun. Some estates (like Atholl) have extensive involvements in green tourism, other much smaller estates — like the Hirsell — have to keep a subsidising balance between the cost-covering recreation and tourism activities, as compared to the deficit-making conservation functions in woodland. The National Trust's holdings (in the voluntary sector), represent a greater woodland resource than is found in many of the individual county returns from England and Wales.

### **Current Problems and Emergent Issues**

Those referred to most frequently by survey respondents, include:

- (a) **The scale of recreational growth** of many activities in our woodlands, with demand being for more and more activities, and supply being outstripped by demand in several areas. Peaking in some places, with damage to ground vegetation, growing vandalism (with an arson factor mentioned too!), plus environmental damage due to mountain biking, car trials and motorcross, and horseriding are all cause for concern.
- (b) **Loss of older broadleaved woodlands**, whether in pockets or hedgerows, and the continuing inadequacy of new broadleaf planting in some parts of GB (eg, Scotland) has implications for biotic production and resource appeal for several of the growth recreational pastimes.
- (c) **The non-fit of new woodlands** in form and location to the source of recreation demands has been a source of concern, which perhaps will diminish with the new initiatives such as Community Forests and the new lowlands forests. However, our lack of data about recreation in woodlands still needs urgent attention. Quantitative and qualitative recreational data is a real need.

- (d) **Damage** — very little evidence came from survey data about the acid rain problem which affects several European countries to such an extent. Only two mentions of the problems — in a corner of Derbyshire, and in part of Fife, and one respondent wrote of a great drop in this problem in the last 20 years. However, many mentions were made of (under-defined) vandalism, arson, tipping, damage, fires — associated with urban generated visits to rural woodlands in the UK.
- (e) **Size, high-density of woods and the coniferous character** of new planting, which was in the past the subject of strong objections by the Ramblers Association, is no longer justified, with the current shifts (Forestry Commission returns) in favour of more new broadleaved woods being planted.
- (f) **Recreational access and policy response** — examined in Sidaway's writings in the UK (1986, 1988), and Egger's in Switzerland (1989), suggest that we have not yet made the recreational function a primary one, and policy responses in the realm of nurturing access still seem to be reactive, and not yet proactive.
- (g) **Profitability** is suggested by several respondents to be an increasingly important issue, especially now with privatisation of forest lands, through Forestry Commission sell-offs, privatisation of Water Authority lands, and the big increase in private woodlands. It is suggested by some that tourism may be encouraged more than recreation, and that both may be at the expense of conservation considerations.

## CHALLENGES AND OPPORTUNITIES

There are a number of challenges and opportunities at present for those who manage our forests and woods and for those who wish to use them for recreation.

The increase in amount of, and growing diversity of demand for recreation, may both challenge supply, and also our ability to do strategic forest planning, as it gets increasingly privatised. Access issues remain a problem in many key locations.

Agricultural diversification and 'set aside', with the Farm Woodlands Scheme, is changing rural land use quickly, but insufficient attention, it is suggested, is being given to the recreational and tourism factors, in these shifts.

Community Forests and similar initiatives create a critical opportunity to meet social needs and environmental requirements in desirable locations. Many local authorities have already used tree planting as an innovative tool in their reclamation of wastelands and tips. The scale of new initiatives may require new mechanisms.

Forest strategies in Scotland need to be taken further, and may be challenged by the shift in who the woodland owners are. Recreational welfare needs, landscape and conservation policies need building into these new types of strategy.

This is an exciting time of change and challenge, with a scale and range of initiatives relating to new forests and new woodlands, across the UK, giving a chance as significant as that in the enclosures phase in our history. Recreation and tourism are but two of the critical components which must be integrated into our multi-element woodland development and conservation strategies, at this new stage in our history.

## APPENDIX 1

### RESPONSES TO PEOPLE, TREES AND WOODS QUESTIONNAIRE

#### A. Public Sector

1. Clwyd County Council (Wales) Forestry Officer
2. Countryside Commission (England) National Parks and Planning Branch
3. Derbyshire County Council (England) County Planning/Countryside Branch
4. Fife Regional Council (Scotland) Director of Economic Development and Planning
5. Forestry Commission (HQ) Environment Branch — UK
6. Forestry Commission (England) N England Conservator
7. Forestry Commission (Scotland) N Scotland Conservator
8. Forestry Commission (England) Private Forestry and Environment Office,  
W England Conservancy
9. Gloucestershire County Council (England) County Planning Department
10. Gwent County Council (Wales) County Planning Officer
11. Lake District National Park Authority (England) Administration Land Use and  
Planning Office
- \* 12. Meirionnydd District Council (Wales) Chief Technical Services Officer
13. Northumberland County Council (England) County Planning Department
14. Nottinghamshire County Council (England) Leisure Services Department: Marketing  
and Tourism
15. Sports Council (England) Harrison's Rock Site Manager, Kent
16. Staffordshire County Council (England) County Planning/Countryside Division
17. Strathclyde Regional Council (Scotland) Director of Physical Planning
18. Tayside Regional Council (Scotland) Regional Planning Directorate
19. Warwickshire County Council (England) Planning and Transportation Department/  
Countryside Service
20. West Glamorgan County Council (Wales) County Planning Officer

#### B. Private and Commercial Sectors

(NB Water Authority responses are included under Private Sector, as the privatisation process is at an advanced stage)

21. Atholl Estates Office (Scotland) The Factor
22. Bute Estate Office (Scotland) The Factor
23. Douglas and Angus Estates (Hirsel) (Scotland) Landowner
- \* 24. Muncaster Ventures Ltd (England) Proprietor
25. North West Water Ltd (England) Recreation and Conservation Section
26. Severn Trent Water (England) Upper Derwent/N Derbyshire
27. Severn Trent Water (England) Estates Office/Lake Vyrnwy, Wales

#### C. Voluntary Sector

28. Country Landowners Association (England) Economics and Land Use Advisor
29. National Association for Outdoor Education (England) Hon Secretary
30. The National Trust (England) Chief Agent

#### D. Special Case

31. The Royal Parks (England) Department of the Environment Office

\*Partly-completed replies

## APPENDIX 2

### STATISTICAL TABLES OF WOODLAND RECREATION IN THE UK

**Table 1:** UK Forestry Commission Leisure Facilities for Visitors (1989) and Provisions for Special Recreational Activities on Forest Lands (1989)

**Table 2:** UK Forest Visitor Centre Returns (Forestry Commission) for 1988

**Table 3:** Summary Data from Travis sample survey of Public/Private/Voluntary Sector Recreation Provisions and Activities — UK 1989

TABLE 1: UK FORESTRY COMMISSION FACILITIES AND ACTIVITIES

Conservancy	Car Parks	Car Spaces	Forest Drives	Arboreta	Other	Wildlife Enclosures	Visitor Centres Class I	Visitor Centres Class II	Visitor Centres Class III	Info Huts/ Caravans	Forest Class-rooms	Country Parks FC/LA
N(E)	106	3,376	3	2	—	—	4	2	—	2	2	—
E(E)	223	8,025	2	5	—	1	1	—	—	1	3	4
W(E)	81	1,659	1	6	—	1	—	2	—	2	5	2
E(Total)	410	13,060	6	13	—	2	5	4	—	5	10	6
N(S)	78	1,415	0	1	—	1	—	—	2	2	1	—
M(S)	89	2,010	1	1	—	—	1	2	—	—	—	—
S(S)	50	795	1	2	—	2	1	1	1	—	—	—
S(Total)	217	4,220	5	4	—	3	2	3	3	2	1	—
Wales	105	2,467	3	2	—	—	1	1	2	—	—	—
Total GB	732	19,747	14	19	—	5	8	8	5	7	11	6

**SPECIAL ACTIVITIES**

Conservancy	Horse Riding	Pony Trekking	Cycling	Back Packing	Archery	Clay Pigeon Shooting	Deer Stalking	Rough Shooting	Wild Fowling	Fishing	Orient-eering
N(E)	8	4	5	2	—	1	5	5	1	5	8
E(E)	—	—	—	—	—	—	—	—	—	—	—
W(E)	7	—	—	—	1	—	4	4	—	3	8
E(Total)	15	4	5	2	1	1	9	9	1	8	16
N(S)	6	—	2	—	—	—	11	1	1	4	3
M(S)	7	5	2	3	2	—	6	2	—	4	5
S(S)	7	2	2	1	1	—	—	—	—	21	10
S(Total)	20	7	6	4	3	—	17	3	1	29	18
Wales	11	5	—	—	1	1	—	4	—	3	9
Total GB	46	16	11	6	5	2	26	16	2	40	43

Camp-site Class A	Camp-site Class B	Youth Site	Rally Site	Forest Walks	Forest Trails	Forest Cabin Schemes	Forest Holiday Houses	Forest Hostels	Forest Bridle Tracks	Way-faring Courses	Picnic Places	Toilet Blocks	Caravan Sites
4	2	23	—	86	14	1	1	2	12	13	89	14	
4	11	6	3	88	35	—	—	—	25	8	214	23	
2	4	4	2	43	29	1	—	—	1	3	47	19	
10	17	33	5	217	78	2	1	2	38	24	350	56	
1	1	1	—	78	12	—	—	—	11	4	79	20	
4	2	12	—	80	6	2	5	—	2	1	70	15	
1	1	6	—	60	10	—	—	1	3	1	36	11	
6	4	19	—	228	28	2	5	1	16	6	185	46	
1	—	2	—	95	20	—	—	—	—	10	86	23	
17	21	54	5	540	126	4	6	3	54	40	621	125	

Motor-sports	Caving Pot-holing	Rock Climbing	Ski-ing	Boating	Canoeing	Sailing	Swim-ming	Other	Cafes Snack	Kiosks	FC Guides HMSO	FC Booklets HMSO	Forest Guides Local	Forest Maps Local
6	—	3	1	—	—	—	—							
—	—	—	—	—	—	—	—							
3	—	—	—	—	—	—	—							
9	—	3	1	—	—	—	—							
7	—	—	—	—	—	—	—							
7	2	4	2	5	4	3	3							
6	—	—	—	1	2	1	—							
20	2	4	2	6	6	4	3							
12	1	2	—	1	1	1	—							
41	3	9	3	7	7	5	3							

TABLE 2: UK FORESTRY COMMISSION SITES AND RECREATION

Visitor Centre Facts 1988	Centre Classification	Total No Visitors to Centre (inc Groups)	% Relative to 1987	Total No Groups to Centre/No People (Total Groups)	% Relative to 1987 (Groups)	Income Directly Related to Group Visits	% Relative to 1987	Parking Charges	% Relative to 1987	Donations	% Relative to 1987
Tummel		76,720	+50	21 (643)	-30	N/A	N/A	N/A	N/A	694	-4
David Marshall Lodge		111,345	+5	N/A	N/A	N/A	N/A	3,432	-7	N/A	N/A
Clatteringshaws		28,464	+28	N/A	N/A	N/A	N/A	N/A	N/A	887	+176
Kielder		44,090	106	174	+37	N/A	N/A	N/A	N/A	N/A	N/A
Hamsterley		37,114	+19	180	+8	1,214	+98	N/A	N/A	N/A	N/A
Whinlatter		74,627	+12	562 (11,560)	-10	121	-38	N/A	N/A	1,046	+85
Grizedale		132,102	+29	79 (2,398)	-12	348	-57	N/A	N/A	N/A	N/A
Dalby		64,917	+13	200	-9	N/A	N/A	N/A	N/A	N/A	N/A
Delamere		30,952	+83	215/4,977	+726	N/A	N/A	N/A	N/A	N/A	N/A
Masegwm		32,026	+44	177 (4,566)	+29	N/A	N/A	N/A	N/A	N/A	N/A
Bwlch Nantyarlan		17,930	113	34 (1,300)	97	N/A	N/A	487	105	N/A	N/A
Garwanant		24,000	-	85 (2,550)	0	N/A	N/A	N/A	N/A	N/A	N/A
Wyre		55,956	-30	-	-	N/A	N/A	2,665	1,852	N/A	N/A
Control Group Totals		730,243	+27	1,727/27,994	+10	1,683	+2	6,584	+2	2,627	+65
Westonbirt		87,176	-	-	-	-	-	0	-	0	N/A
Bedebury		15,000	-18	18 (580)	-49	-	-	10,021	-27	3,889	-44
Accumulative Totals		832,419	+11	1,745/28,574	-15	1,683	-87	16,605	-87	6,516	-24
Farigaig		15,886									
Bennachie		-									
Strathyre		14,000									
Fleet		8,000	+33								
Kirroughtree		4,500									
Cannock		18,590		125	43.50						
Bod Petrual		4,000	100								
Y-Stablaun		229,082	+55	66 (2,566)	+34	1,368	+34				
Afan Ayrgoed		92,068	-3	— (10,141)	+26						
Cwm Carn		17,000									
Alice Holt		5,500		15 (300)							
Absolute Totals		1,241,045	-	1,951/41,581	-	3,051	-				

	Shop: Gross Turnover	% Relative to 1987	Shop: Net Profit/% Return	% Relative to 1987	Vending: Gross Turnover	% Relative to 1987	Vending: Net Profit/% Return	% Relative to 1987	Total Income	% Relative to 1987	Spending per Visitor Head	% Relative to 1987
13,422	+ 6	50	+ 13	N/A	N/A	N/A	N/A	N/A	14,116	+ 6	0.18	-- 31
8,756	+ 21	3,215/+58		N/A	N/A	N/A	N/A	N/A	12,188	+ 15	0.11	+ 10
442	256	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1,329	- 199	0.05	+ 133
8,132	105	2,683	105	N/A	N/A	N/A	N/A	N/A	8,132	105	0.18	98
6,206	26	4,206/210	+ 116	N/A	N/A	N/A	N/A	N/A	7,420	34	0.20	25
63,824	+ 14	24,700	+ 19	2,728	+ 18	1,200 (44%)	+ 19	67,719	+ 14	0.90	0	
66,873	+ 57	31,989/92	+ 171	2,329	+ 22	734/31	+ 46	69,550	+ 53	0.52	+ 21	
26,115	+ 15	14,898	+ 19	N/A	N/A	N/A	--	26,115	+ 15	0.40	+ 1	
12,754	+ 82	5,293/712	--	N/A	N/A	N/A	--	12,754	+ 83	0.41	0	
12,266	+ 128	N/A	N/A	N/A	N/A	N/A	--	12,266	+ 128	0.38	+ 60	
2,200	85	N/A	N/A	140	107	N/A	N/A	2,847	88	0.16	80	
1,209	+ 80	N/A	N/A	N/A	N/A	N/A	N/A	1,209	+ 80	0.05	+ 66	
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	2,804	- 45	0.05	-- 8	
222,199	+ 30	87,034	+ 46	5,197	+ 11	1,934	+ 12	238,449	+ 29	0.28	0	
65,500	+ 64	3,500		N/A	N/A	N/A	N/A	45,500	--	0.52	45	
2,230	- 38	28		2,556	N/A	N/A	N/A	16,140	-- 34	1.04	- 19	
289,929	+ 35		--	7,753	+ 66	1,934	+ 12	300,089	-- 16	0.35	+ 1	
				127	54							
788									832			
33,745	+ 71										0.15	+ 9
750											0.17	
325,212				7,880					300,921			

TABLE 3: TRAVIS SAMPLE SURVEY DATA

	Woodlands Resource				Timber/Recreation				
	In Nation sq.m	In Region ha	In County ha	Woods Under Direct Jurisdiction ha	Primary Timber Function	Limited Timber Function	No Timber Function	Recreation Encouraged	Recreation Permitted
PUBLIC SECTOR SAMPLE	1. Cŵyrd		21,994	138		✓	✓	✓	
	2. Countryside Commission		13,300	400	✓			✓	
	3. Derbyshire		13,513	143	✓			✓	
	4. Fife	5,000			✓			✓	
	5. FC/UK				✓			✓	
	6. FC/NE		121,500 (all)		✓			✓	
	7. FC/NS		210,000 (all)		✓			✓	
	8. FC/W/E		172,000 (all)		✓			✓	
	9. Glos		26,000	incl. Public: 52,271	✓			✓	
	10. Gwent		16,900	60		✓		✓	
	11. Lake District		23,000	500		✓		✓	✓
	13. Northumberland		?	360		✓		✓	
	14. Notts		37,000	3,000		✓		✓	
	15. SC		16,900	5		✓		✓	✓
	16. Staffs			300			✓		
	17. Strathclyde		350,000	6,900	113		✓	✓	
	18. Tayside		92,825	16,733	130		✓	✓	
	19. Warwick				100		✓	✓	
	20. W Glam							✓	
	PRIVATE AND COMMERCIAL SECTOR SAMPLE	21. Atholl			8,500	✓			✓
22. Bute				2,500	✓			✓	
23. Hirsell				243	✓			✓	
25. NW Water			Question not answered			✓		✓	
26. ST/Upper Derwent				1,000	✓			✓	
27. ST/Vytrnwy				2,021					✓
VOLUNTARY AND SPECIAL SECTOR	30. NT		Area not known	20,781		✓		✓	
	31. RoyalParks						✓		

		Growth Recreation Activities																
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Running
	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Mountain biking
	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Cycling
	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Walking
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Horsriding
																		Trekking
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Picnicking
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Orienteering
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Nature Study
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Conservation
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Ornithology
																		Motorsports
																		Watersports
																		War games
																		Angling
																		Swimming
																		Rock Climbing
																		Canoeing
																		Driving for Pleasure

## APPENDIX 3

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# WHAT KIND OF WOODLAND AND FOREST DO PEOPLE PREFER?

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## INTRODUCTION

The title of this paper (What kind of woodland and forest do people prefer?) has a disarming simplicity; but on closer scrutiny this is deceptive. The technical measurement of public preferences, though clear in its objectives, is far from easy to execute. An extensive literature attests to this. (See for example, Knopf, 1987; Landscape Research Group, 1987.) The policy undertones are even more obtuse. Asking the public what kind of environment they would prefer, with the intention of somehow incorporating the answer in the planning process, is to move into the intractable socio-political realm of public participation.

With several colleagues\*, I am currently engaged on behalf of the Forestry Commission and the two Countryside Commissions in what is probably the most ambitious direct study of public preferences for forestry landscapes attempted so far in the UK. As few results are yet available, this paper, as well as discussing the project design and rationale, draws also on other research on public preferences.

Firstly, it sets the context of public preferences for woodlands and forests within its policy setting, with particular reference to public participation, then briefly reviews some of the more salient findings from the extensive research literature on public preferences. It then moves on to give a glimpse of the grand design for our own study, beginning with some of the issues raised by four focus discussion groups that we held in different parts of the country and the way in which these will feed into a household survey. Finally, the results of a small pilot study on visual preferences for forestry landscapes are described.

## PUBLIC PARTICIPATION

The British tradition of liberal democracy, going back to the Greeks, includes the implicit assumption that citizens should play a part in government by being educated and informed enough to set values and specify goals. Most people think democracy has been pretty successful by comparison with some other systems they could mention, and, since the postwar emergence of town and country planning, there has been a steady movement towards greater involvement by the people.

The ideological high point was probably in the heady Sixties when the Skeffington Report (1966) made strong recommendations and spelt out a range of techniques. Much of Skeffington has been assimilated into practice and some of the forms of public participation have become statutory duties and fairly commonplace.

The Forestry Commission has no statutory obligation to consult over woods and forests, but the public has, over the years, been outspoken on the subject. From the times of the early irate protests over 'foreign plantations' there have been passionate communications ranging from letters to the Times up to full scale book assaults, and some of the special interest groups concerned with wildlife, heritage or countryside recreation have expressed strong opinions and, by mutual consent, are in continuous dialogue with the Forestry Commission.

For its part, the Forestry Commission has an explicit commitment to the public that goes well beyond timber production. I quote a recent statement by the Operations Commissioner, David Foot:

Our keenest perception of woodlands is for their place in the landscape — not only for wood production — but as a place of quiet tranquillity, for open air recreation or as a sanctuary for wildlife. The pioneer planters who set about restoring woodlands and forests after the First World War could hardly have envisaged the growth of leisure time and its effects on public attitudes and expectations. (Foot, 1988)

\*David Uzzell; Margaret Beckett; Linda Burton; Caroline Hay; Mary Hickman; Kate Lewand and Barbara Wren.

Despite all this, those of you engaged in local government will know that the move towards public participation has been a bumpy ride. There is no time here to discuss the many reasons for this, but some of them are particularly relevant to our subject. On the one hand, the citizens are becoming more assertive over their rights and more politically articulate and capable. They have learned how to use pressure groups to great effect and, indeed, where their own back yard is concerned, they have devised a new and powerful piece of constitutional machinery in the form of the organised non-violent protest group. Politically, British society is increasingly pluralistic and we are apparently tolerant of this.

Conversely, the growth of a hierarchical bureaucratic system of government into larger units has led to the fragmentation of previously commonplace tasks into highly developed specialisms and the emergence of organised cadres of professional experts who overlap in uncertain ways with the elected representatives.

I mention this particularly because planners and landscape architects are classic cases. Most of the appraisal of the scenic quality of forestry landscapes has passed from the hands of the pioneer planters into the virtual control of such experts, and this is characteristic of much local government.

In the case of landscape, there is reason to suppose that the move has been beneficial, but it has distanced the ordinary person and even his elected representative from the action. Meanwhile the public's sense of proprietary rights over its local territory and wider environment grows stronger by the day. It can be argued that the most sophisticated stage in the development of these new areas of expertise is to now devise ways of measuring public preferences and incorporating them in the decision process. I can report that there is every sign of willingness on the part of Forestry Commission landscape architects at least to take this bold step.

However, in some areas public participation has been no more than a fine tuning for what was intended anyway, and in other cases it has been a cynical manipulation or a mere legitimisation of expert decisions. I hope this will not apply to woodlands and forests.

It is my conviction as a psychologist that if public participation prevails, it will be partly due to an increasing awareness that the absolute basis for aesthetics is at best skeletal and that most of the flesh is added by personal associations and experience, filtered through cultural norms. If landscape appreciation is in the eye of the beholder (and there is sufficient evidence for this from cross-cultural studies and even from the very recently emergent studies in Britain) there are very strong reasons for taking public preferences into account in the planning process.

## **PREVIOUS RESEARCH**

### **The Expert Model**

This section includes the variety of methods developed by landscape architects and geographers that rely on expert judgements across a range from the purely intuitive to the complex statistical models based on the detailed measurement of physical elements. The famous Manchester Study (Robinson et al, 1976) is an example. Hitherto, it is these methods that have been variously used by planning authorities, the DOE or the Countryside Commissions for identifying Areas of Outstanding Natural Beauty; Areas of Special Scientific Interest; Environmental Impact Assessments and for structure planning purposes and public enquiries.

They include very little scope for public involvement in land use planning, and as such are given no more than this brief mention here.

### **The Psychological Model**

Turning then to studies using members of the public as judges, one widely used approach has

been labelled the Psychological Model. The motivation for research using this approach has been largely theoretical. It goes beyond the evaluation of preference of scenic quality to try and determine the mix of emotional reactions that the onlooker experiences. The method associated with Stephen and Rachel Kaplan in the USA, the most active proponents of this approach, is quite systematic but remains strongly theoretical (Kaplan et al, 1972). Some a priori assumptions are made about the emotions likely to be evoked by landscapes and the experimental subjects are asked to assess each one by selecting from a checklist of adjectives. A high quality landscape is one that evinces many positive feelings — eg warmth, security, relaxation, freedom or happiness. A low quality one evinces expressions of claustrophobia, insecurity, gloom, anxiety and so on. Independent groups of subjects have been used to rate overall beauty or scenic quality, so that the relevance of the 'feelings' can be assessed.

Probably the most noted outcome of this approach has been the identification of a feeling of 'mystery', the promise of further information beyond or behind — a property that is consistently associated with high quality landscapes. The Kaplans have also identified 'complexity' and 'coherence' and a 'sense of spaciousness' as important, but with these we are moving towards subjective judgements of the physical elements.

### **The Phenomenological or Existential Model**

This also places considerable emphasis on subjective feelings but goes further to include the observer's history of experiences, associations, interpretations and expectations, drawing on an intimate and continuous interaction with the environment. The data can only be elicited by depth interviewing (or by a variety of literary etc sources) and in recent British studies it has been found helpful to extend the interviewing process over as many as six successive probing sessions. This produces a rich and varied harvest, but the samples are inevitably small. There is an understandable attraction in qualitative data — it seems to have integrity, especially to administrators who mistrust the application of statistics to human problems. However, the classic dilemma of research is that such data, which seems intrinsically valid, is virtually impossible to analyse into a useful explanation that goes beyond the environment and people sample from which it was gathered.

### **The Psychophysical Model**

I come last to this model because it is the one we are using in our study. Basically, it takes a single criterion such as scenic quality and attempts to relate that to relatively objective physical features of the environment. Only in this way can we take the next step from public preferences into planning and design guidelines.

Vast numbers of physical predictors have been explored. From these several stand out as particularly salient. A problem for statistical analysis is that most of them are curvilinearly related to preference, that is, they contribute up to a point and then go negative.

The proportion of water people prefer is a good example. It is powerfully influential but once very large proportions of the scene become dominated by it, scenic quality begins to decline. The same applies to slope and mountainous terrain. The presence of man-made elements usually detracts from preference and it is interesting to note in passing that this is one of the important differences between cultures. The density of vegetation is another curvilinear variable. Although positively related, it has to allow for an unobstructed view and some open space.

The prediction equation used is characteristically a multiple regression model, in which a weighting factor is calculated by which each physical variable has to be multiplied to provide, when all are combined, the best prediction of scenic quality.

If this approach has a shortcoming, it is its pragmatism, ie it doesn't tell us what mental processes have been set in train when a preference is expressed. This is why, in our study, we are supplementing

it with a social survey approach, where the psychological model will provide some complementary evidence, as I shall explain.

## THE CURRENT RESEARCH PROJECT

Our current research divides into four complementary parts:

1. Four focus discussion groups in Dundee, the Borders, Southampton and Ipswich.
2. Two expert seminars, one in Scotland and one in England.
3. A household survey with a sample of 800 divided between Dundee, North Wales, Reading and Newcastle.
4. A landscape preference study using colour slides and photographs carried out in Forestry Commission Visitor Centres, with a sample that is likely to be well in excess of a thousand.

### The Focus Groups

Most of the wealth of material generated by the focus groups related to wider attitudes to woods and forests for recreational purposes and has been invaluable in designing the systematic survey approach.

One of the issues raised was how the groups saw their 'ideal forest'. On the positive side, the size of the forest was important. As one of the Dundee group said: "A forest is a sort of private thing, the solitude and the mystery of it". This was a recurrent theme, but it was countered by an aversion for "pine forests" because they grow quickly and are "chopped down" instead of giving the sense of timelessness associated with broadleaved woodlands.

On the subject of coniferous plantations they spoke, especially in Scotland, of "hillsides really closed in by forests"; "planting in straight lines" instead of "growing naturally" — a concept very familiar in discussions about landscape. One person summed up a lot of discussion nicely:

Well, some of the Forestry Commission, they are very close together and then you'll get a wide gap. So you have to go on to this particular firebreak and you can't walk in between because the branches are so low that you'd do yourself an injury. And I much prefer a forest where you can just wander and you can make your own way.

Similarly:

I want a forest like what you tend to call a wood; because a wood is sort of a natural thing, whereas a forest really is just planted.

Many people mourned the loss of the woods described as:

the sort of thing nature will grow, seeds fall and they grow anywhere and everywhere.

The mythology of woods and forests had clearly influenced some of their attitudes and there was reference to the Three Bears, to Bambi and to the oaks that hid Charles I. Older generations are probably hugely influenced by the fact that a great deal of their literature as children, especially fairy tales, was based on woods and forests. I doubt if this is the case today. Robin Hood, Red Riding Hood, Hansel and Gretel, and the Children of the New Forest have figured strongly in one of our previous studies.

Turning to timber production, those from the country in particular acknowledged the need for economic woodlands, but wished them to be located in remote areas or softened by a substantial admixture of broadleaved trees. No one went as far as the male subject in the visitors' centre part of the study who declared firmly in writing that trees should not be used for timber!

The best way of describing further the benefit of these discussions is to show how they feed through to the social surveys.

## **The Social Surveys**

This will comprise 800 household interviews and should provide valuable information on the types of forestry trips and exactly what people do on them. It will probe the public's perception of the differences between woods and forests and the level of demand for different facilities. It will assess the importance of a range of benefits that they may perceive and emotions they may experience. The latter category sets, extracted from the interview questionnaires, are reproduced in Tables 1 and 2.

TABLE 1

### **POSSIBLE PERCEIVED BENEFITS OF A FORESTRY TRIP**

**Peace and quiet**  
**Privacy**  
**Complete break from worries**  
**Chance to get away from other people**  
**Chance to observe wildlife**  
**Healthy exercise (walking or other forms)**  
**Social/family outing**  
**Good for walking dogs**  
**Escape from city life**  
**Beautiful scenery**  
**Open to everyone**  
**Good for children to play**

NB Each item is to be rated on a 5 point scale from 'not important' to 'very important'

TABLE 2

### **POSSIBLE AFFECTIVE REACTIONS TO A FORESTRY TRIP**

**If alone, worried about being alone**  
**Afraid of trespassing**  
**Vulnerable**  
**Secure**  
**Uneasy**  
**Happy**  
**Afraid of getting lost**  
**Close to nature**  
**Free to explore**  
**Uplifted/revived**  
**In touch with the past**  
**Relaxed**  
**Bored**  
**Hemmed-in**

NB Each item is to be rated on a 5 point scale from 'not important' to 'very important'

More specifically, on landscape perceptions, they will be asked to range 10 photographs in order of preference for 'looking at the scenery' but then, most critical, to give their reasons in an open ended format for choosing the two most preferred and the two least preferred.

## **The Expert Seminars**

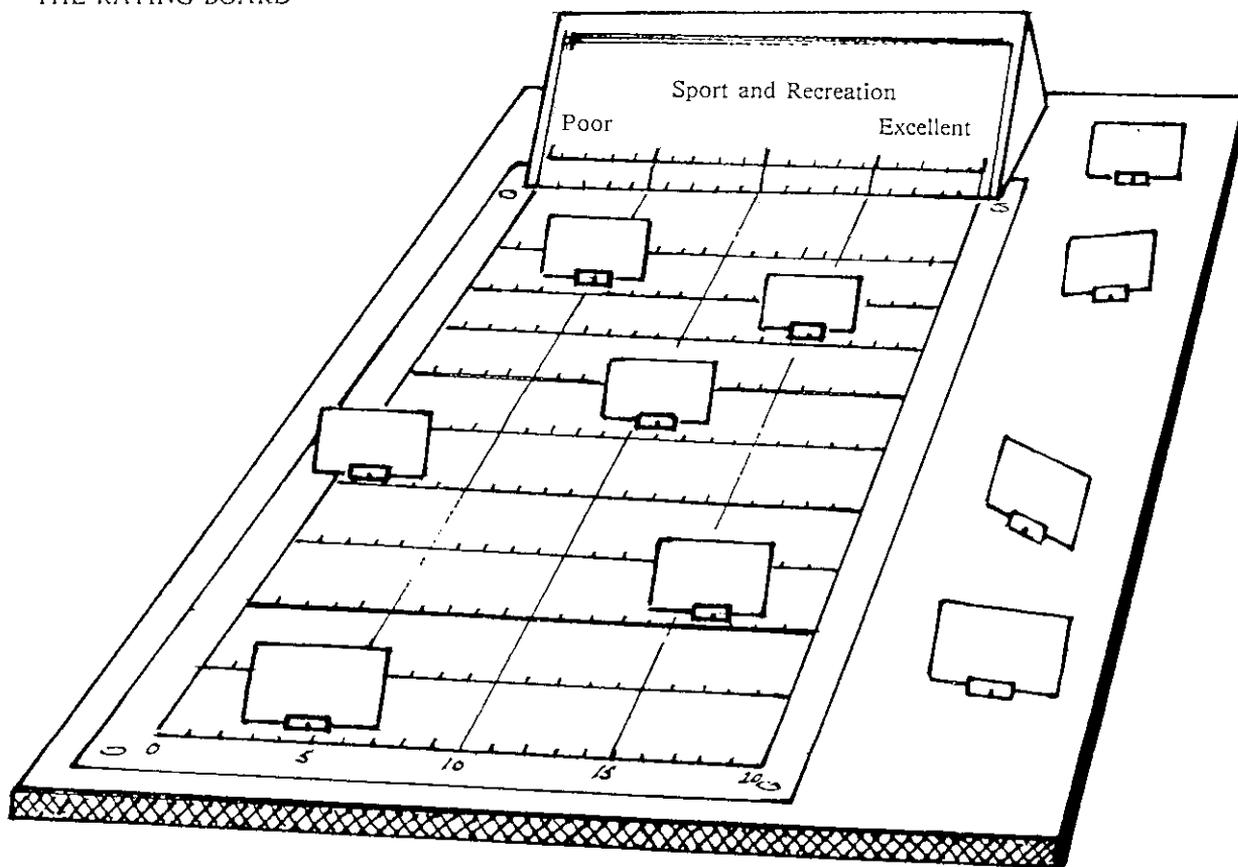
The expert seminars were held in recognition of the fact that countryside heritage, recreation and wildlife organisations act, as it were, to represent many relevant sectional interests on behalf of the public and their views and policies provide a window on these. The reports have value on a stand alone basis, but they also feed through to the design of the survey.

## The Landscape Preference Study

The method we are using at the visitor centres was developed in a pilot study using student subjects\* and it is this I shall describe, because I can show you some results. Unfortunately, there is not time here to describe the pros and cons of alternative ways of eliciting judgement preferences, and I shall merely have to describe the method we have chosen to adopt.

This method overcomes at least one major problem, which is the sheer laboriousness of eliciting judgements by testing people one at a time. We can accommodate up to ten people who are captured while browsing in a visitor centre. They do not necessarily do the task simultaneously, but come and go, each receiving instructions, guidance and oversight as they work. Each subject is provided with an individual rating board, which is illustrated in Figure 1, and ten photographs (Figure 2). One black and white photograph about two inches wide is placed on each horizontal line in a position that seems about right in relation to the scale (which goes from 'Poor' (0) to 'Excellent' (20) displayed at the top of the board. (In the main study, coloured photographs about three and a half inches wide are used.) All the landscapes can then be continually adjusted in relation to each other, fine-tuned until their positions on the scale all seem 'correct'. We regard this flexibility as an extremely important feature. The more usual procedure of allocating definitive ratings in sequential order makes the quite false assumption that people have an absolute scale in their heads. In fact, human beings are extremely good at making fine comparisons but are very bad at making absolute judgements.

FIGURE 1  
THE RATING BOARD



\*Conducted by Barry Humphrey (See Humphrey, 1989)

FIGURE 2(a)

THE CLOSE LANDSCAPES



FIGURE 2 (b)

THE DISTANT LANDSCAPES



When all the photographs have been placed, their positions are recorded (each horizontal line is graduated from 1 to 20). They are removed and the next scale dimension displayed at the top; then the whole process is repeated. A second set of 10 photographs, showing close, internal landscapes, were assessed by a different sample. Altogether, 60 subjects were involved.

Another critical difference between our study and others, then, is that in the true spirit of public participation in which the public good is meant to be balanced against personal preference, we are asking people to judge the suitability of each of the landscapes for a range of different purposes. To put it rhetorically, the question "Do you like this landscape?" invites the answer "Like it for what?" There are seven different activity purposes (see Table 3) for which we think people may express somewhat different landscape preferences and this assumption has already been strongly confirmed. (Respondents in the main study are each making assessments on only four of the seven scales; four sets of 10 landscape photographs are being used.)

TABLE 3  
LIST OF EVALUATIVE DIMENSIONS

1. Getting away from it all
2. Rural sport and recreation
3. Economic production of timber
4. Picnicking with family or friends
5. Walking or rambling
6. Field studies: birdwatching etc
7. Creating an image for tourism

NB Each dimension is presented with a scale from 'Poor' (0) to 'Excellent' (20)

Tables 4 and 5 show the results of this exercise for the pilot study. Both the rating scores and the rankings are shown, so it is possible to see a fair degree of correlation between the landscapes in terms of their suitability for the different activities. However, there is obviously a negative correlation between the suitability for timber production and all other activities.

TABLE 4  
DISTANT LANDSCAPES  
MEAN SCORES ON SEVEN EVALUATIVE DIMENSIONS

Landscape	Getting away	Sport	Timber	Picnicking	Walking/rambling	Field studies	Tourism	Mean preference*	Rank
1	6.9	9.0	2.2	4.2	10.7	6.4	5.0	7.03	2
2	10.3	9.4	12.7	12.0	10.7	9.3	10.8	10.42	5
3	3.8	3.6	12.4	4.2	4.7	4.0	3.0	4.05	1
4	9.5	8.2	8.2	11.2	11.7	7.3	9.2	9.52	4
5	10.7	10.8	2.7	10.0	12.3	9.0	11.2	10.66	6
6	13.3	13.3	11.6	13.6	12.9	12.0	13.0	13.02	10
7	12.3	13.0	5.9	13.4	12.9	11.6	12.8	12.66	9
8	10.8	12.0	7.1	11.0	11.8	9.9	11.3	11.13	8
9	8.5	9.5	3.8	7.8	8.1	8.3	7.0	8.20	3
10	11.4	10.7	10.4	11.4	10.9	10.3	11.7	11.07	7

\*Excluding Timber Production

TABLE 5

## CLOSE LANDSCAPES

## MEAN SCORES ON SEVEN EVALUATIVE DIMENSIONS

Landscape	Getting away	Sport	Timber	Picnicking	Walking/rambling	Field studies	Tourism	Mean preference*	Rank
1	11.3	11.3	8.7	9.3	13.5	10.9	12.4	11.45	10
2	6.2	4.7	3.8	4.0	6.4	8.0	3.9	5.50	3
3	7.2	8.5	7.0	10.2	10.6	8.8	8.6	8.98	7
4	9.1	5.4	8.4	6.5	6.5	10.9	7.6	7.66	4
5	4.5	6.8	12.2	3.0	6.1	6.1	4.8	5.21	2
6	4.1	3.9	11.2	4.6	4.8	7.0	4.1	4.75	1
7	11.1	10.3	6.0	12.1	11.1	8.3	11.3	10.70	9
8	9.5	5.9	8.9	8.7	9.6	9.3	10.2	8.86	6
9	8.0	8.3	7.3	8.2	7.6	11.1	8.3	8.58	5
10	8.5	11.4	3.0	9.5	11.4	6.2	9.8	9.45	8

\*Excluding Timber Production

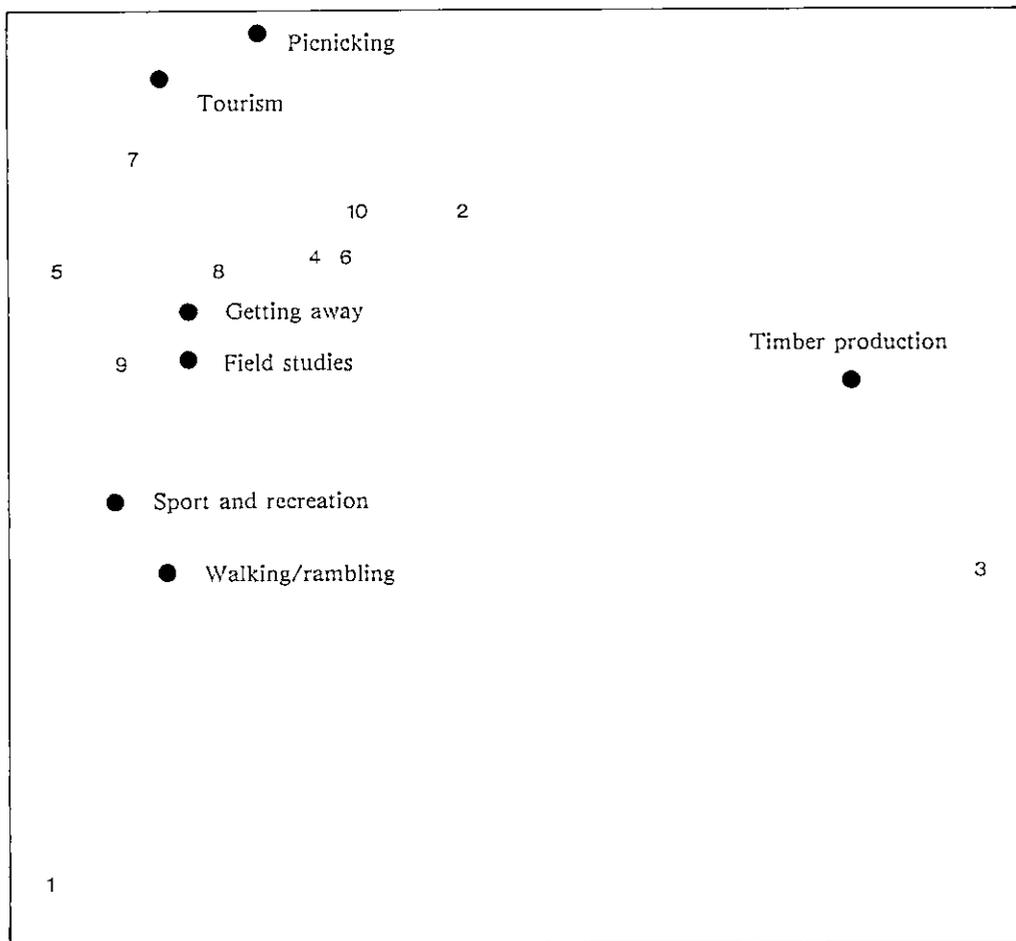
This can all be seen much more clearly if we apply one of the family of techniques known as multi-dimensional scaling. In this case, Correspondence Analysis. This begins with a table of similarities or inter-correlations between all landscapes and all activities. The programme plots the items in a two dimensional space so that the spatial proximity corresponds to similarity. It is best illustrated by example; Figure 3 shows the space representing the distant landscapes. We can first look at the plot for activities. The negative correlation between timber production and the others is represented by its solitary position away to the right. The co-ordinates of the plot show that the horizontal dimension accounts for the greater part (84%) of the variance ( $p < .001$ ); it is clearly a 'suitability for timber production' dimension. At the opposite (left hand) end is sport and recreation which is most negatively loaded on the dimension, although there is not much to choose between it and walking/rambling. All the other activities are also negatively loaded (ie perceived as incompatible with timber production) on the timber dimension, though to a lesser extent. There is a second co-ordinate, running vertically, with walking and rambling at one extreme and picnicking at the other. Although this co-ordinate is significant, it only accounts for a small percentage (11%) of the total variance ( $p < .001$ ) in the plot. It is interesting, though, that there are three pairs of activities that seem to belong together. The links are mostly as one would expect, except for the interesting finding that the tourism image is linked to picnicking and relatively removed from the sport/recreation end of the co-ordinate.

Next we can look at the plot positions of the distant landscapes, (1 to 10) superimposed on the activities. 3 is clearly perceived as suitable for timber production and 1 and 5 as unsuitable. 2 is midway on this timber/non-timber dimension. Both 1 and 3 lie also at the sport/recreational end of the other, vertical dimension. Unfortunately, the other landscapes are not well differentiated. 9 is nearest to getting away from it all, and 7 to 'picnicking and tourism.

A similar analysis can be applied to the close landscapes (Figure 4). The timber production dimension again dominates the plot with a horizontal co-ordinate that accounts for 70% of the variance ( $p < .001$ ). Landscapes 5 and 6 (do not confuse with distant set) are high on this co-ordinate, with 7 and 10 very low.

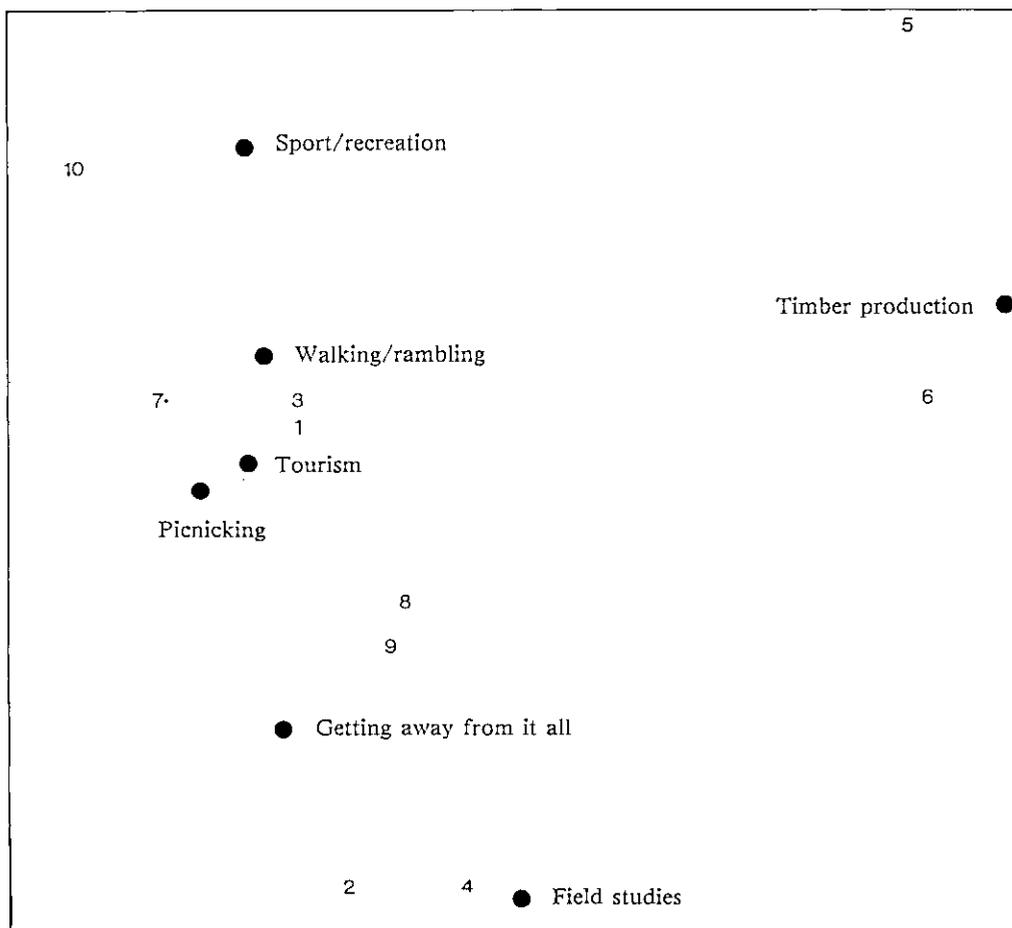
A second co-ordinate runs more or less vertically (but sloping away towards bottom right) from sport and recreation to field studies, but it only accounts for 16% of the variance ( $p < .001$ ). This could perhaps be characterised as a co-ordinate of functional recreational landscapes to remote or wilderness landscapes, with Landscapes 2 and 4 best representing the latter and 5 followed by 10 the former. Finally, one further co-ordinate reaches significance (at the  $p < .001$  level) in this plot. It only accounts for 7% of the variance and defies interpretation.

FIGURE 3  
DISTANT  
LANDSCAPES



CORRESPONDENCE PLOT SHOWING LANDSCAPES IN RELATION TO DIMENSIONS

FIGURE 4  
CLOSE  
LANDSCAPES



CORRESPONDENCE PLOT SHOWING LANDSCAPES IN RELATION TO DIMENSIONS

Next comes the real crux of the problem. We can point to a landscape photograph and say the public thinks it is suitable/unsuitable for this or that or (much easier) that it has high perceived scenic qualities. But how to categorise it in physical terms so that the landscape architect or planner can reproduce it on the ground? Up to now, as I mentioned earlier, most researchers have been content to aspire to aesthetic value or general scenic quality. If we want to differentiate between landscapes for other qualities or activities, the task becomes even more difficult.

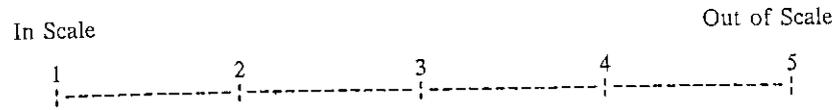
The way ahead, in my view, lies in the acknowledgement that the physical parameters are also subject to multidimensional interaction. We cannot take a variable like diversity of species or proportion of open space and expect that by exhorting planners to maximise these we shall achieve the desired effect. It is the combination of optimal levels of these physical parameters we are looking for.

So, a beginning is to make a profile of the physical properties of high and low quality landscapes, and this can be done by expert judges. In our main study we have asked six Forestry Commission landscape architects to assess 100 slides on nine properties that they customarily use to communicate good practice. The scales are shown in Table 6. The results of this are not yet available, but one thing they will certainly tell us is how consistently experts can make such judgements. I can illustrate the next step only from an attempt we made to categorise our pilot study landscapes by somewhat different physical parameters, each on a five point scale — and then to analyse them as before, using Correspondence Analysis.

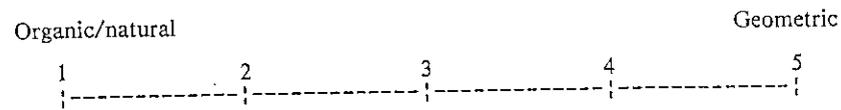
TABLE 6

PHYSICAL DIMENSIONS OF LANDSCAPES

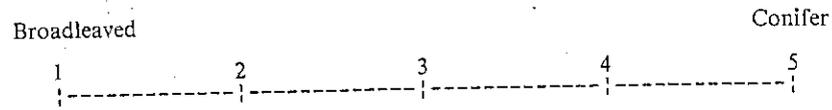
1. Scale of afforestation



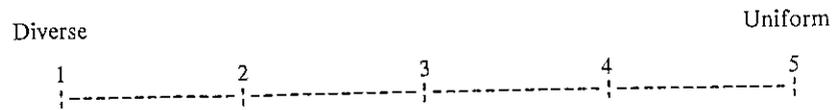
2. Shape



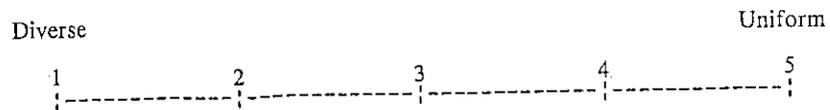
3. Broadleaved/conifer



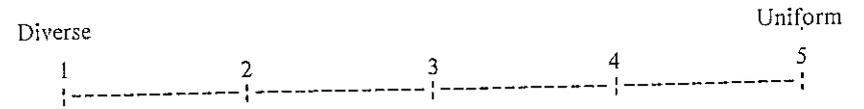
4. Overall diversity



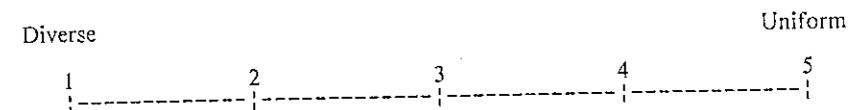
5. Diversity of species



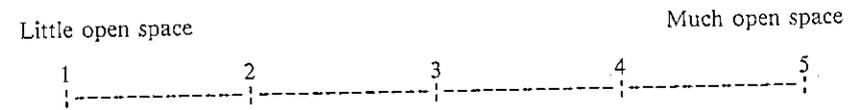
6. Diversity of age



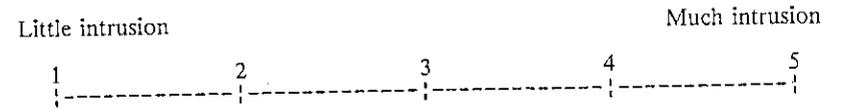
7. Diversity of colour



8. Spacing/density

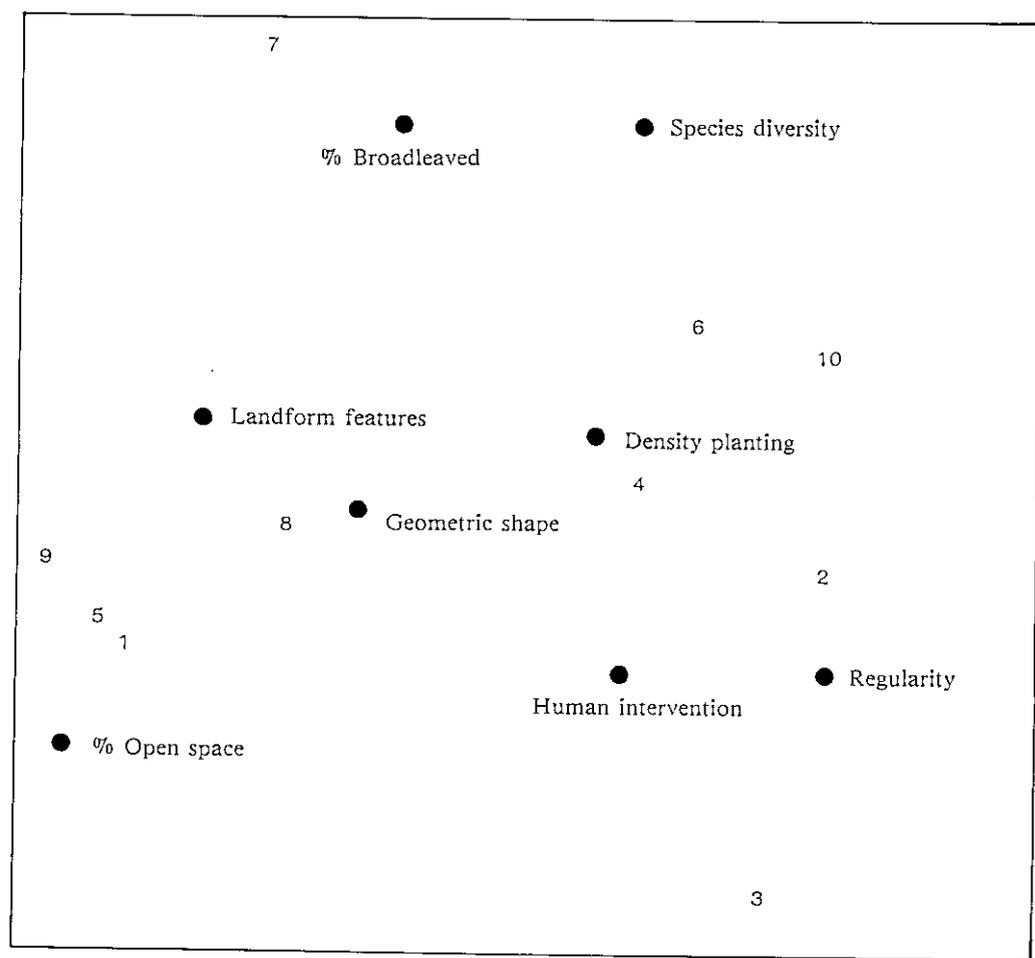


9. Perceived human intrusion



The results for Distant Landscapes are shown in Figure 5. If I remind you that 3 is our least preferred landscape and that 6 and 7 are the most preferred, I hope you will see that we are beginning to relate a set of physical qualities to a set of public preferences. The main study will attempt this statistically.

FIGURE 5  
DISTANT  
LANDSCAPES



CORRESPONDENCE PLOT SHOWING LANDSCAPES IN RELATION TO PHYSICAL PARAMETERS

### CONCLUSION

I hope that what I have said will demonstrate that the task of measuring public preferences for landscape is daunting but possible. However, the landscape is a very public thing and a most precious part of our heritage. The public is understandably extremely keen to preserve the best of it and, since it belongs to them, it behoves us to discover their preferences. This does not mean that we just have to reproduce the popular taste. It does mean that we need to identify what is best in public taste, why this should be so, and how it can be assimilated into design.

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## NEW OPPORTUNITIES IN DENMARK

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### INTRODUCTION

This paper describes the possibilities open to us in Denmark for recreation within our woods and forests.

In recent years, annual meetings have been held between representatives of the Countryside Commission and the National Forest and Nature Agency. We have agreed to continue to hold regular meetings, as we have seen that we benefit from these informal meetings, which give us an opportunity to follow the work being done in our two countries.

I think it has been interesting to note that to a large extent we use the same means, although our starting points, ie, the two countries' size, population density and occupational structure, are different. In both countries we are concerned with marginalisation of farm land and the risk which very intensive agriculture implies for our natural assets. However, the starting points for this discussion are different. Danish agriculture — like Dutch agriculture — is the all-important factor in the development of the open land: 67% of the country's land is used very intensively for agriculture. But although the percentage rates may differ there are, of course, also similarities between the two EEC countries when it comes to means.

However, during our visits we have noted some significant differences which I will try to illustrate by way of introduction.

**Firstly**, a larger area of Denmark is woodland than is the case in the UK. 12% of the country is covered by forests, two thirds of which is privately-owned, and one third state-owned, operated by our agency.

**Secondly**, Danish rules governing public access to these forests, private as well as state-owned, are quite different from those applying in the UK. I will return to this later.

**Thirdly**, our approaches to nature conservation are fundamentally different as regards the general protection of the open land. The UK has National Parks covering approximately 10% of the country. Denmark has special conservation areas covering approximately 4% of the country, while the open land in general is protected very effectively through general building regulations and through general regulations which protect important elements of nature, although they do not provide for compensation.

**Fourthly**, legislation has been revised recently to enable the Danish State to make active government efforts in the fields of afforestation and nature conservation.

### TREES AND WOODS IN THE GLOBAL CONTEXT

The topic People, Trees and Wood is very relevant to our way of thinking. Both globally and in our part of the western world there is a growing understanding that we must be aware of the many aspects of the interaction between people, trees and woods. Or — not least — the aspects of the lack of interaction between people, trees and woods.

We can all give examples of both interaction and lack of interaction. The clearing of tropical forests and the adverse impact of air pollution on the northern temperate forests' health are examples of a lack of interaction, which may have negative consequences for the very basis for life on large parts of the earth.

On the other hand, planting projects and afforestation activities all over the world are examples of an interaction which provides the fundamental elements of a sustainable development in accordance with the recommendations of the Brundtland Commission. This may create balance between the use and protection of trees and forests, where, in multiple purpose land use, a large and valuable quantity of useful wood is produced, while at the same time protecting landscape, nature, cultural heritage, and environmental and outdoor recreational activity interests.

The prerequisite for a beneficial interplay between people, trees and woods is the spreading of an awareness among people of the significance of trees and woods for our common living conditions. It is not enough that society legislates, organises, plans, subsidises and teaches in the right way. It is also necessary that the general populations of the different countries gain an understanding and familiarity with trees and woods, so that they get used to living with them. Without such an understanding the long term stability which is fundamental to the development of trees and woods cannot be sufficiently safeguarded.

## **OVERVIEW OF DEVELOPMENT IN DENMARK IN RECENT YEARS**

In recent years the topic people, trees and woods has developed rapidly in Denmark. This development does not involve substantial changes in attitudes to how we should work with trees and forests, but will rather lead to an upgrading of the area as a whole, in particular resulting in a considerable strengthening of the interaction between the many different interests which exist in connection with people, trees and woods.

We have implemented, or are currently implementing, changes within the following areas:

- (a) organisation of the state administration of forests, nature, outdoor recreational activities and hunting;
- (b) more or less completely new legislation on forests, nature protection and regeneration, planning, raw materials and the environment;
- (c) communication to the general public of knowledge and attitudes concerning forests and nature; and
- (d) international co-operation, partly to bring our domestic activities in better harmony with those of the rest of Europe, and partly to support the tropical countries' efforts in the fields of tree planting and afforestation.

Denmark's protection of forest and nature interests has so far shown relatively steady development. This applies to the attitude to forests in particular. For the past 200 years they have been governed by a state administration and legislation which has developed in accordance with the central European principles at any time, but which has also been kept within a clearly defined, very stable, framework. This is due to the fact that throughout this period forest management and the administration of the Forest Act have had one single purpose: to restore and expand the Danish forests, which before 1805 had been subject to exploitation for many centuries. For example, the rebuilding of the Danish Navy after the British, under Admiral Lord Nelson, vanquished our Navy in 1807.

Unfortunately, some consider the comprehensive changes in Danish forest and nature management to be a threat. It is very important for us to maintain the peace and stability which forests and nature need, at the same time giving benefits to the public from all the opportunities which the changes offer.

## **MANAGEMENT AND ADMINISTRATION OF FORESTS, NATURE, OUTDOOR RECREATION AND HUNTING**

In Danish public administration most of the jurisdiction areas for forests, nature and outdoor recreational activities have been gathered under the Ministry of the Environment since its

establishment in 1974. However, since 1975 the Ministry of the Environment has had two agencies — like most other central European countries — one for forests and one for conservation and recreational activities.

The former National Forest Service and most of the former Agency for Protection of Nature, Monuments and Sites were merged to form the National Forest and Nature Agency of 1 January 1987.

The former Agency for Protection of Nature, Monuments and Sites handled tasks at central government level pursuant to the Danish Nature Conservation Act, the Raw Materials Act and the Building Conservation Act and advised the county authorities on similar matters. The agency employed approximately 200 persons.

The former National Forest Service administered the Forest Act and handled the central administration of about 34 state forest districts, under which the forests of the Ministry of the Environment belong, accounting for around a third of the country's forest area. The National Forest Service employed approximately 45 persons, and around 2,000 in the state forest districts.

The background for the — seen in an international context — somewhat unusual constellation presented by the Forest and Nature Agency is the following viewpoint: the concept of 'the dynamic approach to nature' demonstrates that forests and nature change continually within the framework created by society, and as a consequence of inherent, natural forces.

In other words, the National Forest and Nature Agency has combined the forces which use and protect forests and nature. The main objective of the agency is to take two equal ranking interests as the starting point:

1. to secure a sound forest management, including efficient timber production; and
2. to secure an efficient overall nature policy.

The merger is a very effective instrument for the practical integration of the many different interests which must be taken into account in connection with management of forests and nature. However, this is not to say that conflicts do not arise. These may emerge in the most unexpected places.

On the merger of the two agencies it was obvious that two very different company cultures were being combined. Today it can be noted, however, that the two groups of employees — at least in the central agency — are now engaged in a fruitful dialogue, and that the surrounding world has accepted and understood the new agency's many-faceted tasks.

This year the jurisdiction of the National Forest and Nature Agency has been further expanded, on the transfer of the Hunting and Wildlife Administration to us from the Ministry of Agriculture. This gives us an opportunity to implement certain adjustments to the original organisation of the National Forest and Nature Agency — adjustments which in particular will involve the upgrading of countryside interpretation, outdoor recreational activities and tourism.

## **REVISION OF FOREST AND NATURE LEGISLATION**

It has become apparent that the National Forest and Nature Agency was established in the right political atmosphere. Integration between production and environmental interests in a multiple purpose land use requires close co-operation between the relevant administration bodies. And the trend in society which, for example, led to the merger of the National Forest Service and the National Agency for Protection of Nature, Monuments and Sites into our present National Forest and Nature Agency, also led to political decisions to revise considerable parts of forest and nature legislation.

The background for this was a number of bills adopted by the Danish Parliament, Folketinget, in the mid 1980s which inter alia concerned:

1. use of agriculture's marginal lands for afforestation, nature restoration and outdoor recreational activities;
2. a holistic approach to various initiatives in the field of nature and the environment, and the joint preparation by the National Forest and Nature Agency and the counties of an upgraded action plan for conservation on land, and one for offshore conservation; and
3. clarification of the Forest Act's balance between efficient wood production and exploitation of the recreational potential.

The Danish Government has since been working on a programme for rationalisation of the public sector, making it less bureaucratic. Within the jurisdiction of the Ministry of the Environment this inter alia involves amalgamating the present 17 Acts as four main Acts, namely the Nature Protection Act; the Environment Act; the Watercourse Act; and the Physical Planning Act.

In addition, there will be certain special Acts, such as the Forest Act and the Raw Materials Act. The Forest Act will have the status of 'special Act' because of its versatility, ie, the balance between commercial exploitation and the various environmental interests.

In May 1989 the Folketing adopted a new Forest Act, and bills for the other Acts will be put forward in the next parliamentary session.

### **The Forest Act of 1989**

The Forest Act was adopted by the Folketing by a 95% majority cutting across party lines. On the one hand, the new Forest Act maintains the steady development which forest legislation through the past 200 years has established for forestry. On the other hand, as something new, it is stated in several clauses that as well as forming the basis for a large and valuable timber production enterprise, forests should also attend to landscape, nature, cultural heritage, environmental, and outdoor recreational activity interests.

In other words the new Forest Act aims to incorporate the contemporary basic philosophy of nature and environmental policy: to combine use and protection of the forests in multiple use, sustainable forestry.

The Forest Act contains special rules for broadleaved trees which there is a strong political wish to support. The rules in particular concern how outer forest belts of broadleaved trees, natural oak forests and minor biotopes are to be conserved, and rules under which the state may grant subsidies to private forest owners for afforestation or regeneration of broadleaved forests. The current target for this grant scheme is, over a few decades, to bring the broad-leaved forest area, beech and oak in particular, up to the highest level to date — that recorded in about 1930.

Another important new element is the Forest Act's means. The aim is clearly to attach less importance to traditional enforcement of the law, with greater emphasis on support measures. The Act now stipulates that the state forest districts are to advise and provide information on sound and multiple use forest management and on the possibilities of professional assistance from state-authorised forestry consultancy organisations.

The intention is thus to influence forest owners in a positive direction in the fields of forestry and nature protection, before damage is done, rather than afterwards when only legal penalty measures are applicable.

Another new element of the Forest Act is the setting up of a Forestry Advisory Board which is to advise the Minister in matters relating to the Act. This board includes both forestry organisations and representatives of nature, open air and conservation organisations. The Folketing was very interested in the composition of this board, and it is expected that the council will be of great importance for the development of multiple use forestry in Denmark.

### **The Nature Management Act**

One aspect which was strongly emphasised in the Folketing's discussions in the mid 1980s was that the overall nature policy should leave permanent green traces in the open land. The nature policy should lead to real results.

The most important means in this connection is a new Nature Management Act, administered by the National Forest and Nature Agency. DKK 900 million (approximately GBP 80 million) has been allocated for this purpose over a six year period, which we consider to be quite a lot of money.

The funds will be used for action projects in the open land within the following four main categories: management of nature; nature restoration; planting of state forests; and outdoor recreational activities, so that the nature side receives approximately 40% of the funds, planting of state forests approximately 40% and outdoor recreational activities approximately 20%.

It is expected that planting of state forests will account for approximately half of the total afforestation in the coming years, the rest will presumably be carried out by private individuals on private property.

Furthermore, the projects are expected to be very diversified: establishment of exhibitions; building of primitive camp sites; erection of visitor centres; conservation and restoration of lakes, marshes, meadows, heaths or similar; acquisition and afforestation of land; restoration of old broadleaved forests of cultural historical interest, etc.

An advisory committee will be set up for the administration of the Nature Management Act, which like the Forestry Advisory Council will be made up of representatives from agricultural, nature and open air organisations. Furthermore, regional co-operation with the county authorities will also be emphasised.

### **The Nature Protection Act**

The legislation of the Ministry of the Environment will be gathered in a few main Acts, of which the Nature Protection Act under the National Forest And Nature Agency will be one. A new draft bill has been presented to the general public. The bill proposes consolidation of the Nature Management Act, already mentioned, the Sand Drift Act and the Nature Protection Act.

According to the present bill the main elements of the new Nature Protection Act are as follows:

- (a) the authority structure will be simplified, so that a number of decisions by municipal and county authorities will be final;
- (b) the general rules for protection of nature categories will be simplified and amended so that all marshes, heaths, coastal meadows, lakes, meadows and uncultivated, grass-covered areas of more than 2,500 square metres, as well as all stone and earth dikes, will be generally protected;
- (c) a general two metre line of protection will be established around all ancient monuments;
- (d) the rules governing protection of plant and animal species will be tightened, implying among

other things that a permit will be required to introduce animal and plant species not already occurring in Denmark; and

- (e) the counties will be entitled to manage all private nature areas.

In addition to the general rules of protection it will still be possible to issue special conservation decrees to preserve specific areas of particular interest in terms of nature, landscape or other, or where special conditions for outdoor recreational activities are to be safeguarded or promoted.

Finally, it is expected that the rules on public access to nature areas will be amended. The salient features are:

- (a) Beaches are open to walkers, for short stay visitors, and to boats without engines, but not within a distance of 50 metres from residential properties.
- (b) Forests are open to walkers, cyclists and for short visits, if there are access roads to the area. Privately-owned forests are open only from 7 am to sunset, and only on roads and paths.
- (c) Uncultivated areas are open to walkers and for short visits. Privately-owned uncultivated areas are, however, only open from 7 am to sunset.
- (d) Other roads and paths in the open landscape are open to walkers and cyclists.

As regards the forests I would remark that for a number of years there has been a compensation scheme covering any damage by the general public to privately-owned forests. This scheme will continue under the new Act. Private forest owners consider the compensation scheme to be important, although few incidents of damage are reported.

Seen in relation to other European countries it can be said that the Danish rules governing public access to nature areas lie between the Scandinavian countries' and Scotland's *allemandsret* (the public's general free access to nature) and the central European countries' rules which contain very detailed restrictions on public access.

### **The Act on the Structure of Agriculture, etc**

As a follow up to the EEC's set aside policy the Folketing is discussing amendments to the Act on the Structure of Agriculture of the Ministry of Agriculture. In the autumn the subsidy schemes for afforestation will be debated.

The Folketing has already adopted an amendment of the Physical Planning Act, according to which the counties' regional authorities will select areas for afforestation as well as areas where further afforestation is not wanted. In producing this designation all interests in respect of afforestation should be taken into account. It is expected that great importance will be attached to the agricultural structure and the environmental impact of the forests, while for example, increased timber production, at present considerably lower than consumption, will play a minor role. This is because these are long term interests, as opposed to the other short term ones.

The designation of areas will form the basis for the afforestation of state forests under the Nature Management Act and for the calculation of subsidy rates for private afforestation under the coming Act on the structure of agriculture.

The overall objective of this policy, according to which Denmark's forest area is to be doubled over approximately 100 years, is to make the country greener and more stable, both economically and ecologically.

## **OTHER FUTURE ACTIVITIES**

As mentioned earlier, the Folketing has requested the preparation of action plans involving special conservation decrees on land and at sea.

The background for the action plan for land is that, while designation of conservation areas (special decrees as opposed to general regulation) was previously almost the only protective measure available, it is now only one of many, including general protection orders, conservation agreements, and other. Designation of specific areas is a measure similar to expropriation and is therefore the most expensive way to pursue nature and environmental policy, and should thus primarily be used only where other remedies do not suffice.

In view of this, around 120 areas have been designated in Denmark where conservation is of special interest. The background for this is either that in the relevant areas there is a real threat to an area worthy of protection or that the needs of outdoor activities go beyond what can normally be fulfilled by ordinary area management, or that there is a wish to restore nature.

Many of the areas mentioned in the action plan for land are situated adjacent or close to each other, and it could therefore be said that the plan to some extent paves the way for the designation of larger natural reserves. This is not the case, however, as it has been decided not to promote nature reserves in Denmark. This is because most of the country's features are a result of human activities through the ages. It is thus more reasonable to view the entire country as a working area, than only sections of it.

## **OUTDOOR RECREATIONAL ACTIVITIES AND TOURISM**

In contrast, the interrelationships in the action plans provide for a co-ordinated effort within countryside interpretation. Several projects and possibilities are being looked at in this connection: improved public access to the open land, as already mentioned; extension of the path network and development of primitive camp sites in the open land; more and better information points; establishment of nature schools, employment of rangers, etc.

Today more than 90% of the Danish population lives in the towns, and a large number of people are second generation or more town dwellers. The average Dane now has a very distant connection to agriculture and to the open land and it is therefore considered important to upgrade the outdoor recreational activities by the means mentioned earlier.

At the same time it has been found that a forest visit is a popular recreational activity. A research project has, among other things, shown that library visits, sport, art exhibitions or visits to the theatre cannot compete with forest visits in terms of frequency for an average person.

This may also achieve an improvement for domestic and foreign tourism which will both support the rural areas, and improve the balance of payments.

In recent years Denmark has developed a ranger service and a number of so called nature schools where school classes spend a day in the forest. The main objective of both these services is to improve our efforts in respect of countryside interpretation, and to create a greater understanding of the environment among the population.

These projects have clearly shown that the forest as an ecosystem is a very suitable means to communicate the message of nature's relation to both children and adults.

When the world championship in felling was held in Denmark recently, with 17 participating countries, we decided to use the opportunity to inform the Danish public about the forest. We

called it the year's most untraditional picnic, and to our delight 25,000 people flooded in to spend a day in the forest with us.

It is obvious that when it comes to ranger services and countryside interpretation we are years behind England and Scotland. We are therefore very pleased that it has been possible to establish fruitful co-operation between our countries in this field. The first British-Danish ranger seminar, held in Denmark in June 1989, was a great success and we are looking forward to further co-operation in this field.

A number of the projects in question may take place on the land of the Ministry of the Environment and will thus be paid for by the National Forest and Nature Agency. Others will be carried out in other areas, for example areas subject to conservation orders, or following an agreement between the National Forest and Nature Agency, a county or another authority, and the owner. In such case the countryside interpretation project could, for example, be implemented with the National Forest and Nature Agency paying the establishment costs and another public authority, interest group or others, running the project itself.

### **EEC FOREST POLICY**

I know it has been agreed that there is no such thing as EEC policy, but some measures have been introduced. In May the EEC Council of Ministers adopted eight forest regulations, forming an overall package solution, and this autumn the EEC Commission also presented a draft EEC strategy for the tropical forests. And there are other examples of common EEC forestry activities.

Denmark was in fact among the countries opposing an EEC forest policy. At a national level we held the view that it was outside the scope of the Treaty of Rome and would make membership unnecessarily expensive. In relation to the tropics, we were of the opinion that the EEC is too small for programmes for protection of threatened animal and plant species, since international conventions would be stronger if a broader circle than the EEC countries were participants.

This continues to be our view, although subject to some modification now that, as a consequence of the Single European Act, the EEC has a legitimate right to the forest area, and the increased powers the EEC has procured with the eight forest regulations. In addition, we wish to support and take advantage of any EEC initiatives in both forestry and the conservation areas, provided that the EEC bureaucracy is kept at a minimum.

### **CONCLUSION**

In conclusion, I would like to encourage closer co-operation on forestry between Denmark and Britain as I believe we have many common attitudes and interests. Co-operation is already taking place between the National Forest and Nature Agency and the Countryside Commission, as well as between our agency and the Forestry Commission. We worked well together in the ad hoc group of the EEC Council on the forest package, and this spring it was of great value to some of my employees to visit the Forestry Commission, in order to study the grant scheme for broadleaved trees.

To summarise I shall take the liberty to point out some general trends in Britain and Denmark as I see them:

1. We are part of the same cultural background. The demands from society on our organisations will develop along the same lines. The demand for our products will grow, be it for recreational facilities, conservation measures or timber production.
2. If we are able to adapt ourselves, our organisations, and our employees to the ever changing demands from our customers and focus on possibilities rather than on constraints, our fields of work should continue to be of increasing interest in the political arena.

## CONCLUSIONS

Roger Clarke, Director — Policy, Countryside Commission and CRRAG Chairman

### INTRODUCTION

The thoughts that follow represent my own personal conclusions drawn from the discussion at the conference. They should not be taken to represent the views of the conference or even the Countryside Commission, but may provide some useful pointers to the way in which policy and practice in forest recreation might develop.

In Britain, we have taken our trees for granted. In other nations, such as Germany, trees and forests are more clearly part of national identity and culture. Yet the great storm in 1987 demonstrated how much people in this country care about trees.

The British forestry industry has not fully perceived the need for public support. As a result it has become isolated from other currents in society. It has been exposed to a good deal of criticism. Almost uniquely we have a conflict between foresters and conservationists. In most other countries forestry policy is seen as an aspect of conservation policy.

Trees exist for people. Whether trees are seen as a source of timber, of wildlife habitat, of landscape enhancement, they serve the wider purposes of society. People need to be able to experience forests, to engage with them in order fully to value them. People in forests are therefore at the centre of forestry policy. They are not to be seen as an extra.

I believe our forestry industry has a good story to tell — the Forestry Commission in particular — but that the message has not been getting home. Set out below is what I would call an agenda for forest recreation in Britain. It has two dimensions, the political and the practical.

### POLITICAL AGENDA

The forestry industry needs a new mandate. The Danish and American papers have emphasised the importance of getting the legislative framework right. Perhaps the time has come for a new Forestry Act in Britain which sets out the new multiple purposes for the government's approach to forestry and for the work of the Forestry Commission.

The forestry industry needs a new economic deal. It has been driven into a corner by financial targets based on a very narrow conception of the value of forests to the nation. We can now see that timber production is only one and not necessarily the most important benefit that we derive from the forestry industry. It is surely wrong to hinge an assessment of the industry's efficiency and profitability on this single measure. David Pearce's report 'Blueprint for a green economy' (published by Earthscan Publications Ltd) is pointing us towards new ways of valuing the economic benefits of natural beauty and of recreation. There should be a new economic deal for forestry based more genuinely on its multiple objectives.

We need more trees. We might set ourselves the target of doubling the forested areas of this country. Such a target might include new wooded areas ranging from trees in and around towns to the re-creation of the Caledonian pine forest.

We need a strategic approach to forestry at the local level. The indicative strategies for forestry being developed in Scotland are a good start. But if they are to be applied in England and Wales they should not just be about new opportunities for commercial planting. They should include provision for the better management of existing woodlands and for the creation of woodlands for their recreational and conservation value as well.

## PRACTICAL AGENDA

We should start with the assumption that all woods have a recreational value. Following from this, all woods should, in principle, be open to the public for informal recreation. But, of course, in practice there will be some woods and some times when use by the public should be restricted in order to accommodate other interests.

We should adopt a 'woods for all' policy, recognising that if recreational opportunities are genuinely to be available it is not adequate simply to permit informal access. We need to work to make sure that people feel welcome in the woods, that they have the confidence to enjoy the quiet recreation on offer, and that they get the most out of the visit, developing an understanding of why and how the wood is managed. We need to understand better the varied markets for woodland recreation.

We need a new approach to charges and to grants. As a rule of thumb, access to woods for informal recreation should be free of charge but people expect to pay for extra services whether this means car parking, interpretative services, or other activities. We need to inform people too as to why they are being asked to pay. At the same time we need a management grant to assist the maintenance of existing woodlands and for this grant to have a recreation component giving owners an extra bonus for making their woods accessible to the public.

Forest recreation needs management. Growing the trees is the easy part. But management does not mean elaborate facilities, it means behind the scenes work, invisible to the visitor, to improve opportunities and defuse conflicts. Forest owners and managers will need to develop new approaches and new organisational structures. They will need to involve local communities and to establish dialogue with the different groups interested in using the wood. Many user groups are relatively isolated and aware only of their own interest or activity. They need to come out of their corners. Perhaps we need a local forum for each wood or group of woodlands to discuss issues connected with management of the woodland and to agree action.

## ARTICULATING SOME MAJOR ISSUES: AN INTRODUCTION TO THE WORKSHOPS

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### INTRODUCTION

Other papers describe the meeting of recreation, forestry and nature conservation interests as one of differing organisational and professional cultures. That was exactly how the planning group saw the conference, at a time when forests were receiving more attention than for many years in public policy and landowning circles, if not in the eyes of the media and general public. For such meetings to be real however, they had to happen in small groups, and so nine were planned in three rounds.

In Round 1 professions and interest groups were equally mixed and although each group had a topical interest, the prime purpose was to get all members of the conference engaging with the issues. There were two groups on informal recreation, one on organised sport, two on conservation, two on amenity issues and two on commercial recreation and tourism. They were asked to identify goals and obstacles to achieving their themes. Inevitably at this stage there was much generalisation of both goals and obstacles.

In Rounds 2 and 3 the participants were divided into groups that discussed the following topics:

Getting the balance (between conservation, recreation and forestry) right.

The perfect hide (wildlife as recreation).

If you go down to the woods today ... (amenity issues).

Getting in each other's way (resolving conflicts between recreation).

Charging ahead (needs, policies and practices for pricing).

A forest for every town.

Putting people in woods.

The community wood.

New new forests.

Some of the issues that emerged from the first two rounds were:

1. **Access** was a vital issue: it was important for as many people as possible to get access to a wood or forest within walking distance or a short time from home. Only then could the concept coined as 'woods for all' become real; this also meant that small urban, urban fringe and farm woodlands were as vital as large new forests.
2. **Consciousness**: although there was a folklore about woods and forests it was not rooted as deep in the British psyche as in Germany and Scandinavia, and a coalition of interests was needed to raise the public's consciousness of forests as ecologically vital, and important for recreation. This vitally had to involve TV and education, both school and adult, but also had to be led by a coalition of the government agencies and local authorities.
3. **Promotion**: once general consciousness was raised there was still a need for active promotion of each forest or wood, both to local residents and as attractions for tourists: as always the potential casual impulse visitor was the most difficult to reach.

4. **Management:** as with all visitor attractions, the art of managing visitors was to interest them and give them sufficient value for money to make return visits. A real question for all the professions present was: apart from managers of some 'good practice' sites, were there enough people with local experience of integrating forestry recreation and conservation objectives to serve the future needs?
5. **Specific Issues** which came out of particular groups were
  - (a) **Ownership and Funding:** with the reduction in tax benefits for private forestry on more 'difficult' land there were questions raised about how attractive private landowners would find it to develop forests (which show a long term modest financial return). As with their attitudes to access generally (Centre for Leisure Research for the Sports Council and Countryside Commission 1987) they would only tolerate the additional cost of public access if there was an additional benefit. Also so far as community-managed forests were concerned, who would champion the idea? Would local authorities hand over their woods to trust-type operations? It was obvious that, however fast they grow, operations like the Woodland Trust could not do it all.
  - (b) **Charging:** there were sporting operations that were profitable financially and several more that were beneficial socially; except for certain spectacular forms of wildlife, nature study and conservation would often be loss-leaders. Certainly activities had to be attractively interpreted and packaged if charges were to be made, because the current ethos was that forests, like the rest of the countryside, come as free benefits to the public, if not as rights.
  - (c) **Planning:** forestry in strategic area plans and equally strategic forest plans were important; but opinion was divided as to whether forestry should cease to be exempt from planning controls.

In summing up the two rounds and plenary sessions, I suggested that a number of themes were emerging:

- (a) a new public consciousness about forests needed to be created;
- (b) enabling partnerships (public-private, public-voluntary, private-voluntary, central-local agency) needed to be created;
- (c) as in the United States and Danish services, staff as well as the public needed to be empowered to be creative beyond their statutory duties and financial constraints;
- (d) the staff needed to develop more expertise but not to let it dominate the wishes of the public or community groups — expertism could be a curse;
- (e) only if these conditions were met would visitors become satisfied customers, interested guardians and enthusiastic supporters of forest ventures.

In Round 3, apart from clarifying goals and obstacles preventing their achievements, the groups were asked to identify at least one example of good practice they would like to see promulgated and/or any important needs for knowledge in research or training. The Appendix to this paper summarises the recommendations of the group on these matters to CRRAG.

Prior to that there are some key themes that can be extracted.

### **Research**

- ★ Produce and disseminate data on people's needs and demands for forest recreation: to date, other than data collected on individual or Forestry Commission sites, only the 1987 General Household Survey data is available
- ★ Review the changing policies and regimes in use in public and private forests
- ★ Undertake a study into the feasibility of a paid or voluntary service of guides for forest recreation, management and conservation

- ★ Produce 'good practice' guides, illustrating:
  - practice in establishing new forests overseas
  - provision for children, eg, in the Medlock Valley
  - commercial management, eg, Brokers Wood, Avon
  - access, eg, in the Irwell, Croal and other valleys in Manchester
  - 'Friends of Alice Holt' scheme for public support

### **Policy Development**

- ★ National agencies need to take a lead in raising public consciousness (including parliament, senior civic servants) of People, Trees and Woods themes
- ★ Need to clarify the objectives of the new forests
- ★ Need to develop a national and regional forest strategies

### **Objectives**

- ★ Need to communicate the objectives of a 'Woods for All' policy, possibly via forestry, to countryside planning professions
- ★ Need to develop objectives (primary for recreation, secondary for landscape improvement and nature conservation) for urban fringe forests

### **Structures and Methods**

- ★ Grant systems need extending and simplifying
- ★ Forest management plans are needed at regional local and site scales

### **Systems**

- ★ Trusts will need to be developed for community woods — on Groundwork or Central Scotland Woodland Trust models?
- ★ For private owners is a Forest Business Advisory Service needed? Can private owners get together in marketing consortia (eg like country cottages, farm holidays?). Can Country Landowners Association/National Farmers Union/Forestry Commission help with these?
- ★ Is a British Trust for Countryside Interpreters and Guides needed?

### **Resources**

Apart from conventional sources, what is the potential for

- ★ Sponsorship (of community woods for example?)
- ★ Compensation from local authorities or central government for public access over private forest land?

### **Training**

- ★ Can the integrated forest management be delivered by regional training forums? to landowners by Country Landowners Association/National Farmers Union/Forestry Commission?
- ★ Can good practice be fed into training with the help of CSTAG (the Countryside Commission's training review group) or COSQUEC (the Industry Lead Body for vocational training)?
- ★ Can a system of training and certification be devised for guides and interpreters for recreation, landscape, history, forestry operations and conservation, not only in forests but the wider countryside?

## RECOMMENDATIONS and REPLIES

The recommendations arising from the workshop sessions, reproduced in full in the Appendix; were condensed to a ten point form shown below. The agencies to which the groups wished the recommendations to be directed are shown. The Chairman of CRRAG wrote to the chief executives of the relevant agencies, enclosing the recommendations, and asking for their responses. These are also reproduced in this section, where available at the time of printing.

### THE RECOMMENDATIONS

- |   | <b>Action</b>   |
|---|---|
| 1. Develop a co-ordinated policy towards 'People, Trees and Woods', working through the chairmen, chief executives and officers of the national agencies and relevant government departments.   | Forestry Commission,<br>Countryside Commission,<br>Countryside Commission for Scotland,<br>Nature Conservancy Council,<br>Sports Councils,<br>Tourist Boards.   |
| 2. Develop forest strategies at appropriate local authority level.  | Department of the Environment,<br>Welsh Office,<br>Scottish Office,<br>Forestry Commission,<br>Association of Metropolitan Authorities,<br>Association of County Councils,<br>Convention of Scottish Local Authorities. |
| 3. Develop a National Awareness Campaign on the theme 'People, Trees and Woods', or 'Woods for All'.  | Forestry Commission, with other CRRAG agencies.   |
| 4. Seek public and political support for a new major national forest.   | Forestry Commission,<br>Countryside Commission.   |
| 5. Develop and market the concept of 'A Forest for Every Town'.   | Forestry Commission,<br>Countryside Commission,<br>Countryside Commission for Scotland,<br>Association of Metropolitan Authorities,<br>Convention of Scottish Local Authorities,<br>Association of County Councils.     |
| 6. Set up regional or area based fora on forest recreation — to be in operation within the next 12 months and to bring forward major recommendations within 24 months.  | Forestry Commission,<br>Sports Councils,<br>Tourist Boards,<br>Countryside Commission,<br>Countryside Commission for Scotland.  |
| 7. To set up an independent organisation or trust similar in principle to the Groundwork Trust (the Central Scotland Countryside Trust would be another useful model).<br><br>Primary objective: to improve public access to existing and new woods (particularly on the urban fringe) for both formal and informal recreation. | Forestry Commission,<br>Countryside Commission,<br>Countryside Commission for Scotland.   |

Secondary objectives: to improve landscape and nature conservation.

The trust would need central government core funding. The idea would be tested through a pilot scheme.

8. Establish a forestry recreation business advisory service along the lines of the Farming and Wildlife Advisory Group, and improve training in recreation management for forest owners, including access to the Forestry Commission's own internal training courses. Forestry Commission.
9. Rationalise and simplify the existing range of grant schemes to provide a single source of grant for multi-purpose forestry, including recreation management. Forestry Commission, Ministry of Agriculture, Fisheries and Food.
10. Provide compensation payments to private woodland owners for providing general access to woodlands. Forestry Commission, Ministry of Agriculture, Fisheries and Food.

## THE REPLIES

### Association of County Councils

'There is warm support for the Midlands forest, confirmed by our Planning and Transportation Committee on 18 January.

The other elements of the policy did not need specific authority from our Committee, because they were embraced by existing policies. You will know of the growing number of county councils adopting countryside strategies, and a strategy for forestry and woodland — both in the urban fringe, as envisaged in 'A Forest for Every Town' and in the wider countryside — is generally part and parcel of such a strategy.'

### Convention of Scottish Local Authorities

'The Convention actively supports your recommendation number 2, that forest strategies be developed at local authority level. Indeed already in Scotland at a regional level authorities are preparing Indicative Forest Strategies and discussions on consultation arrangements with the Forestry Commission are ongoing. Strathclyde Regional Council has already prepared such a strategy.'

### Countryside Commission

Recommendation 1: We believe that recreation provision should be identified as one of the primary objectives of national forestry policy and that this should be reflected in planting policy, grant systems and advisory services. Such a statement of national policy would in our view be more helpful than developing any specific co-ordinating mechanism involving chairmen or chief executives of national agencies and departments. We would however look to the Forestry Commission to give a lead in initiating discussions between the relevant agencies about improving provision for forest recreation.

Recommendation 2: Although we were not asked specifically to comment on this proposal we would welcome a requirement by government on county councils in England and Wales to produce broadly based forestry strategies as part of the development plan process.

Recommendation 4: We are giving high priority to the development of a new national forest in the Midlands and would welcome public and political support for this. Assuming the results of our current consultation are positive we expect to submit proposals to government later in 1990 about the location, organisation and financing of such a forest.

Recommendation 5: We welcome the concept of forests on the edge of major cities but at present we only have the resources ourselves to sponsor a very limited programme of such forests and are currently backing three schemes jointly with the Forestry Commission in Tyne and Wear, South Staffordshire and East London.

Recommendation 6: There is always benefit in those responsible for forest recreation discussing plans and problems with others responsible for countryside recreation generally. We see local authorities, particularly county councils, playing a key role here in bringing people together to discuss ways in which forests could be linked, for example, to the rights of way network, to promotional or marketing campaigns, or the pressures on them alleviated through countryside management projects. In turn, we would expect forest recreation provision to figure in the countryside recreation strategies we are encouraging local authorities to prepare.

Recommendation 7: Without more explanation it is hard to see exactly what such a trust might do. It is not clear whether it would own woodland, whether it would expect to enter into management agreements with woodland owners or whether it would essentially be a co-ordinating mechanism between those more directly involved.'

### **Forestry Commission**

'Most of the recommendations from the Conference concern the Forestry Commission. We have had to consider how they fit in with initiatives we are already taking in many instances, as well as our responses to new ideas. Overall the Conference recommendations are very acceptable to the Forestry Commission because they are much in line with our own policies on forest recreation. The following detailed comments should be read with this general response in mind.

Recommendation 1: While in abstract this appears to be a very desirable aim, the practical problems of finding common ground between all the agencies involved may prove something of a stumbling block. The Forestry Commission is, however, committed to an attempt to achieve this very desirable state of affairs.

Recommendation 2: Indicative Forestry Strategies are, with the encouragement of the Forestry Commission and Scottish Office, being developed by a number of regional councils in Scotland, but it is not always automatically worthwhile if the potential for new planting is very limited. This point needs to be made.

Recommendation 3: The Forestry Commission has already recognised this very desirable aim and has launched the 'Great Britain . . . Great Forests' programme, which is being piloted in seven Forest Districts throughout Great Britain. The programme recognises the different qualities of woods and forests throughout Britain and the diverse social and economic needs of communities in different regions. 'Great Britain . . . Great Forests' seeks to:

1. raise awareness of the great potential of the Forestry Commission forests for recreation and tourism;
2. determine what people, organisations and businesses want from the forest; and
3. find out how, by working together, everyone might help to make it happen.

Any similar overall campaign involving private woodlands would need to recognise the contribution made by woods and forests to other objectives, such as sporting value, but could be a logical extension of 'Great Britain . . . Great Forests' in due course.

Recommendation 4: The Countryside Commission has, of course, already proposed such a forest. Their consultation currently in train should yield interesting direction pointers. The Forestry Commission contribution will be considerable in terms of grant-aid and could be further enhanced if a Forestry Commission forest became the nucleus of this development.

Recommendation 5: There are initiatives throughout Britain which have moved, or are moving, in this direction and it could be useful to give them some national focus along the lines proposed. We would see the local authorities playing a leading role in this initiative. There are several ways in which the Forestry Commission can contribute to developing the concept of 'a Forest for Every Town':

1. by promoting the recreation opportunities available in national woods and forests close to towns; and
2. by assisting in the urban forestry effort through:
  - grant aid;
  - technical information deriving from relevant research;
  - publications (eg urban forestry);
  - training.

Recommendation 6: We welcome this idea and are ready to discuss with the other agencies through CRRAG. First thoughts are that each area should be looked at on its merits. There is little point in adding groups in areas where such contact or discussion is already taking place. It is probably a necessary part of implementing the previous recommendation.

Recommendation 7: This is an ambitious idea and one which will require careful examination. Consequently lead times might be relatively long. Our experience suggests that local trusts are the most effective and the question is whether a national umbrella trust is also necessary to carry the proposal forward on a national basis. This is very much linked with items 3 and 5 above.

Recommendation 8: We are very willing to develop and expand our internal training courses for forest recreation, as we have done for forest landscape design. It may be that the novel proposition for an advisory service along the lines of the Farming and Wildlife Advisory Groups should flow out of, rather than precede, such development.

Recommendation 9: The Woodland Grant Scheme is already the single source of Forestry Commission grant-aid. Introduced in April 1988 it encompasses a wide range of management objectives. The aims of the scheme are to promote the contribution which new woodlands can make to rural employment, to the provision of alternative uses for agricultural land, to the enhancement of landscape, recreation and wildlife conservation, and to timber production. It is also designed to encourage restocking and rehabilitation of existing woodlands, either by planting or natural regeneration. The scheme does not pay grants for the provision of recreation facilities, or for recreation management. The Countryside Commissions are, however, able to pay grants in this respect. We do see opportunities for fruitful co-operation, albeit grant-aid would be coming from the other two authorities specifically for recreation development.

Recommendation 10: It is a condition of the Woodland Grant Scheme that applicants must be prepared to enter into discussions with Forestry Commission and local authorities with respect to public access provision. Local authorities are empowered to enter into management agreements with owners regarding public access, and the Forestry Commission would not wish to duplicate this arrangement. The notion of compensation payments has, of course, been advanced from time to time in the past, most recently in the context of the broadleaves review. It is a question that we do keep under review.'

#### **Nature Conservancy Council**

'Nature Conservancy Council supports the call for the development of a co-ordinated policy in the first recommendation. Most of the recommendations that follow either flow directly from this call for co-ordination, or would be required to implement any co-ordinated policy. Nature Conservancy Council supports the general thrust of the recommendations as they are implied in the call for co-ordination.

Nature conservation issues seem to have a low priority throughout the recommendations. Nature Conservancy Council would like to see more explicit attention paid to identifying competing and incompatible uses and a clear commitment to maintain existing uses and to avoid irreversible losses of existing interests. In wildlife terms this really means constraining proposed uses of woods with existing interest, particularly those on the Ancient Woodland Inventory, and constraining additional uses to those compatible with the wildlife interest. The establishment of the incompatibilities and complementarities between different uses should form the basis of co-ordinated policy development. This would then feed objectives and targets to forest strategies.

Nature Conservancy Council supports the need for afforestation to move increasingly away from the uplands. The recommendations would provide a means to encourage this. We do think that afforestation in the lowlands should be accompanied by measures to ensure suitable management of existing woods. We would like to see incentives to encourage suitable management of native woods with nature conservation interest included to ensure the maintenance of this interest. Similarly the new woods should be located and designed with a view to the opportunities for wildlife and the existing open habitats with nature conservation interest.

Nature Conservancy Council supports the idea that advisory services are needed to ensure land managers adopt environmentally sensitive and responsible approaches as custodians of the resource-base and adapt their business activities accordingly. Nature Conservancy Council also supports the need for incentives to reward such activities to ensure widespread acceptance of this role and committed participation by land managers. Such incentives should not be tied solely to access, though this is an important public good that should be encouraged where feasible. Wildlife management is also an important public good which may require restrictions on access in some cases. Where strictly necessary this should not preclude support from publicly funded incentive schemes.'

These comments have not been passed through the Council.

#### **Scottish Development Department**

'It is encouraging to note that the Conference welcomed the idea that forestry strategies should be produced by local authorities (recommendation 2). The Department has already indicated its support for forestry strategies and has issued a draft circular which provides advice and guidance on their preparation. The responses received from consultees have all endorsed the idea of producing strategies of this kind. Detailed redrafting suggestions have, of course, been made and these are being considered.

The local authorities in regions where there is scope for further forestry planting have all indicated their intention to produce forestry strategies and the Department and the Forestry Commission are encouraging them to proceed with this work. Strathclyde Regional Council has already submitted an Indicative Forestry Strategy as part of its 1988 Structure Plan Update and the Secretary of State's decision on this will soon be issued.'

#### **Scottish Tourist Board**

'Scottish Tourist Board supports those recommendations relevant to its areas of responsibility in 1, 3 and 6. It is understood from the Board's Research Manager that an initial meeting has already been held to progress the recommendation for a regional forest recreation forum for Scotland.'

#### **The Scottish Sports Council**

'So far as recommendation 1 is concerned, we do not consider that the issue is urgent because in Scotland most sports uses are being accommodated in forests without major difficulties.

On recommendation 6, we believe that the process has commenced in Scotland. The Mid Scotland Conservancy of the Forestry Commission has set up recreation panels, in its seven forest districts.

Sports groups have been invited to the panels and sports clubs are contacting forest district managers via their governing bodies. We understand that the process and procedures will be reviewed in late autumn 1990.

In the circumstances, we do not believe that we should be taking any leads because the processes are up and running in Scotland. Nonetheless, we will be interested in the outcome and thereafter will consider whether we should be involved in any further initiatives.'

### **Sports Council**

'Taking your recommendations in order:

1. The Sports Council welcomes the proposal to develop a co-ordinated policy towards 'People, Trees and Woods'. The matter has a degree of priority and is also being addressed in a 12 month policy formulation exercise which will include consultation with relevant agencies.
2. In respect of forest strategies at appropriate local authority level, it is believed that these should be incorporated into the Countryside Recreation Strategies recommended by the Countryside Commission, and thereby provide a means for Sports Council regional involvement. (Work programmes agreed for 1990/91 would limit immediate contributions at regional level.)
3. Whilst supporting the proposal for a National Awareness Campaign, we hope an improved title could be found.
4. The planned policy statement referred to in paragraph 1 above could be used to raise public and political support for both a new major national forest and community forests provision, both of which will be addressed in the formulation exercise.
6. The proposal to set up regional or area based fora is generally supported and the Sports Council would be prepared to contribute during the time span proposed.
7. We believe further discussion is required on the proposal to establish yet another organisation.

Our countryside and water recreation staff, at both headquarters and regional level are anxious to work closely with the Countryside Commission, Forestry Commission and other relevant agencies at the earliest stages of planning and design.

The following is a general statement on forestry issues:

The Sports Council recognises the potential of forests and woodland to accommodate various forms of sport and recreation, especially those which are attractive to sections of the population who currently do not take part in active recreation. The Sports Council's involvement with forestry ranges from the management of woodland at the National Sports Centres to research and development, and it encourages partnerships between agriculture, forestry, recreational and conservation interests. Particular importance is attached to access agreements and well-planned environments.

The Sports Council therefore welcomed the CRRAG conference, 'People, Trees and Woods' and is currently considering in detail the recommendations from the workshop.

The Sports Council recognises the value of forestry for timber production, landscape, wildlife and nature conservation as well as recreation. We believe that with good planning and sound management, access and opportunities for sport and recreation in forests can be developed, not only to be compatible with other interests but to their mutual benefit.

The Sports Council is charged by its Royal Charter to promote the range and quality of sport and physical recreation opportunities in the interests of social welfare. The Council is interested in all aspects of public participation from casual physical recreation for pleasure to elite performance in international competition, and furthers its aims through a national strategy using advice, information and grant-aid to partners in support of specific objectives.

In respect of countryside activities the Council is concerned to protect and maintain the existing sports areas as well as to develop new ones. Major studies of the issues surrounding access to the countryside and of provision for motor and air sports have led to positive proposals to local authorities and landowners. Demonstration projects are now being mounted to put these into practice. A Countryside and Water Recreation Team has been established at Sports Council headquarters, and planning and/or specialised countryside and water officers appointed in each of the Sports Council's 10 regions.

The Sports Council is already involved with forestry in a number of ways:

- (a) The Sports Council's National Centre at Plas y Brenin in Snowdonia makes extensive use of Gwydyr Forest for orienteering, and the Centre has right of way over certain forest roads for access to property, and on foot over tracks for access to the lake. The Centre also maintains a substantial copse in its grounds.
- (b) At Harrison's Rocks on the Kent/Sussex border, the Council leases an area of land from the Forestry Commission on which it has facilities to service the climbing area, and has an access agreement through Birchden Wood with the Commission. A major programme of clearance work on Sports Council land has followed devastation by the hurricane of October 1987, and the Council has recently replanted 0.8 hectares with the aid of the Broadleaf Woodland Grant Scheme.
- (c) The Sports Council Trust owns land and trees around its Lilleshall National Centre, where a replanting programme has been carried out with the help of a Forestry Commission grant.
- (d) The National Water Sports Centre at Holme Pierrepont is surrounded by a country park owned by Nottinghamshire County Council.
- (e) The Council provides the secretariat to the 10 English Regional Councils for Sport and Recreation which take a strategic view of the sport and recreation requirements of their areas and are required to have regard to the interests of conservation. All have access policies and most have identified specific woodland facility requirements and/or woodlands which have sporting potential. The Regional Councils advise the Sports Council on the allocation of its regional capital and development grants.
- (f) The Council has the opportunity to scrutinise strategic and management plans that relate to recreational use. These sometimes include forest areas, eg the Horndean Local Plan and its provisions for Southleigh Woods, and the New Forest Review (Sports Council Southern Region).
- (g) The Sports Council gave a grant to the Woodlands Trust to buy Martinshaw Woods (East Midlands) from the Forestry Commission for orienteering purposes. The Woodland Trust and the British Orienteering Federation have a 25 year agreement to stage three events a year, and a permanent course for small guided groups.
- (h) On the research side, the Sports Council is helping to fund research into the effects of orienteering on the New Forest. The project is being carried out by a Southampton University team, and is also being funded by the British Ecological Society and the British Orienteering Federation.
- (i) A report commissioned jointly by the Sports Council and the Countryside Commission on 'Sports, Recreation and Nature Conservation' and supported by the Nature Conservancy Council includes chapters on the effects of orienteering, especially on ground-nesting birds in woodland. The Sports Council, with partner agencies, is following up this report with a guide on good conservation practice for sport and recreation.
- (j) The Council welcomes the Countryside Commission's proposals for a new national forest in the Midlands. This will provide opportunities for a whole range of sporting and recreational activities at different levels, and for different groups of people.
- (k) The Council supports the idea of 'community forests' on the urban fringe and wishes to be involved in their planning and management for sporting purposes.

In addition to its current involvement listed above, the Sports Council is working in other areas where the recreational use of forestry can be promoted:

- (a) Developing partnerships with the Royal Society for Nature Conservation, MOLARA (Motoring Organisations and Land Access and Rights Association) and Nature Conservancy Council to plan for motorsports.
- (b) Working with local authorities and other providers to plan for sports — including those in forestry.
- (c) Developing five year sports demonstration projects in which forestry is included, eg Sutton Park and Lickey Hills (West Midlands), and Greater Manchester River Valleys.
- (d) Organising seminars for information and promotional purposes on research projects such as those which address the issues of motorsports and access.

In conclusion the Sports Council therefore welcomes the recommendations of CRRAG in relation to the use of woodlands and forests for recreation and sport.'

## APPENDIX

### FEEDBACK FORMS FROM EACH OF THE WORKSHOP GROUPS

#### GROUP: ARE WE GETTING THE BALANCE RIGHT?

Action proposed	For which organisation
★ Development of Chairmen's Policy Group with ministers	Agencies and H M government
★ Develop forest strategies at appropriate local authority level	Local authorities and associations
★ Strengthen local authority resources	Local authorities and support grant system
★ One source of grants for multi-purpose forests	FC
★ Best practice forest balance award	Prince of Wales

#### GROUP: A PERFECT HIDE?

##### Group view

Woodland is not the easiest place to see wildlife. The great need is for competent guides not only in woodland but in the countryside in general.

Action proposed	For which organisation
★ Set up a system for training and certification for countryside guides	CRRAG is asked to invite representatives to an initial meeting (the agenda could be set by a sub group of NCC and County Councils)
★ It could be called The British Trust for Countryside Interpretation/Guides	
★ It would cover volunteers, paid staff (such as rangers) and commercial guides	Invitees to initial meeting to include: CRRAG agencies, RSNC, RSPB, National Trust, BTCV, representative of rangers, Training Agency. Those interested would form a partnership which would apply for funds to do a feasibility study and then, if it proved the need, take the planning further
★ Training would be in basic communication techniques (the core skill) plus one or more specialism (eg woodland wildlife or a specific site)	
★ The aim would be to ensure that all guides are competent, especially in communication skills. In more remote tourist areas it would provide good quality full or part time jobs for local people	
★ A feasibility study is required which would look at the potential market for paid, voluntary and commercial guides; the skills needed; and how to deliver training and assessment	

## **GROUP: IF YOU GO DOWN TO THE WOODS TODAY**

### **Action proposed**

### **For which organisation**

Establishment of a new trust:

- ★ Independent of the 'establishment', more able to attract private funds
- ★ Central government core funding
- ★ Similar principles to Groundwork Trust
- ★ Central Scotland Countryside Trust would be useful model
- ★ FC, CC, local authorities/industry and commerce representatives
- ★ Scope — new and existing woods
- ★ Urban fringe emphasis
- ★ Primary objectives — landscape improvement and nature conservation
- ★ Secondary objectives — landscape improvement and nature conservation
- ★ Timber production timescale/cycle controlled
- ★ Regional strategies needed to assess demand (general public and specific recreation groups) and suitability of areas
- ★ Incentive scheme based on grants (rationalise range of existing grants)
- ★ Provision of advice and training to managers, especially managing access
- ★ Establish pilot scheme to test operational basis

DOE, FC and CC

### **Other Comments**

Role of new trust vis-à-vis FC needs to be carefully worked out.

## GROUP: GETTING IN EACH OTHER'S WAY

### Action proposed

### For which organisation

- ★ Disseminate good practice
  - eg West Midlands 'centre of excellence'
  - Various countryside management projects
  - Friends of Alice Holt scheme
- ★ Undertake Urgent Action
  - eg SCs and CCs to raise political awareness of sport and recreation issues at regional level
  - Set up local (county based?) forums for discussion within 12 months; making major recommendations within further 12 months
- ★ Research Training
  - eg Forest managers and users to understand each other's needs
  - Input 'good practice' (above) to CSTAG consultation process

## GROUP: CHARGING AHEAD

### Action proposed

### For which organisation

- ★ Review successful charging schemes in UK and overseas
  - CLA, NFU, FC, local authorities
- ★ Consortium of private landowners to provide general woodland access at a single charge
  - CLA
- ★ Exclusive use of woodlands by particular groups for specific revenue-earning activities
  - Private woodland owners
- ★ Organisations should start small and be receptive to people's requirements
  - Private woodland owners/recreation facility providers
- ★ Training in business and recreation management for landowners
  - Consortium of CLA/NFU etc. Also public access to FC internal training courses etc
- ★ Compensation payments to private woodland owners for providing general access to woodlands
  - Central government

### Other comments

Greater emphasis on marketing and market research by FC welcomed.

## GROUP: A FOREST FOR EVERY TOWN?

### Action proposed

- ★ Market the concept
- ★ Improve community participation — this needs money and staff training
- ★ Establish partnerships: public, private and voluntary sectors — as sources of ideas, money and implementation — without prejudice to planning and other environmental policies

### For which organisation

Local authorities and their partners  
As above  
All

## GROUP: PUTTING PEOPLE IN WOODS

### Recommendations

'Bottom Up' approach, local to national level.

### Action proposed

### For which organisation

#### Local level — urgent action

- ★ Get money for public access projects eg from sponsorship, grants, charging
- ★ Start disseminating and collecting data (on public demand, public needs, opportunities for forest recreation etc) eg surveys, promotion
- ★ Send out conference recommendations, follow up with seminars, workshops. Act as central forum for exchanging information

Private landowners, local authorities  
Local authorities, private landowners  
CRRAG

#### Regional level — longer term action

- ★ Establish regional forums for seminars, retraining, joint action initiatives and strategies
- ★ Establish a Forestry Business Advice Service eg along FWAG lines
- ★ Produce a new, simplified system of recreation management/access grants

Regional FC, SCs, TBs, CC, RDCs  
FC (Forest Authority)  
FC, MAFF

#### National level

- ★ Influence government on the concept of 'Woods for All'
- ★ Develop a national awareness campaign on theme of People, Trees and Woods
- ★ Develop local campaigns to support this national programme

Professional bodies eg Institute of Chartered Foresters, Association of Professional Foresters  
FC, National Agencies  
Regional forums, local authorities, community organisations

### Other Comments

Good practice to disseminate (from this group)

- ★ Medlock Valley (Greater Manchester) — opportunities for children
- ★ Brokers Wood (Avon) — commercial enterprise
- ★ River Valley projects etc (Greater Manchester)

## **GROUP: COMMUNITY WOODLANDS**

### **Recommendations**

Need for wide campaign promoting new woodmanship.

<b>Action proposed</b>	<b>For which organisation</b>
<u>General</u>	
★ Develop organisational framework	Neutral organisation
<u>Specific</u>	
★ Publication of existing good practice	CRRAG agencies, Trusts
★ Networking	Local Authorities
★ Promotion of idea through media	
<u>Training:</u>	
★ People skilled in achieving community action (animateurs)	CRRAG bodies talk to training bodies
★ People skilled in management of community woods	
<u>Research</u>	
★ Into best practices and new opportunities	CRRAG agencies
<u>Maintenance</u>	
★ Set up long term management systems through community	Community organisations
<b>GROUP: NEW, NEW FORESTS</b>	
<b>Action proposed</b>	<b>For which organisation</b>
★ Obtain resources to achieve forest objectives	Orchestrated by lead bodies (ie the promoters) possible sources include ★ public sector investment ★ private investment ★ public subscription
★ Clarify the vision	Promoters of all new, new forests
★ Seek public and political support	As above
★ Establish a sound organisational structure	Promoters plus partners
★ Establish advisory and training network	All
★ Plant the forest	All
<b>Other comments</b>	
★ Good examples from overseas	
★ Lots of technical information around. We just need to bring it together	
★ We shouldn't think about forestry in isolation from other land uses (eg agri-forestry)	