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978-0-521-62396-4 - The Governance of the Countryside: Property, Planning and Policy

Ian Hodge

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The Governance of the Countryside

Property, Planning and Policy

Conflicts over the conservation of biodiversity, changing patterns in land use, pollution, climate change, public access and increasing demands for food and energy security lead to the creation of policies designed to reconcile interests and promote society's objectives. This book examines the origins and evolution of the institutions that determine the use and management of land and the delivery of ecosystem services, through private property rights, markets and public policies.

Divided into five accessible parts, the book provides detailed coverage of the institutions, property and governance of the countryside, historical models, governance under sectoral policies and alternative approaches. It is carefully developed to meet the needs of anyone studying or interested in agricultural sciences, countryside management, rural environment and geography. Students, lecturers, policy makers, managers and consultants in these areas will find this a valuable resource.

Ian Hodge is Professor of Rural Economy in the Department of Land Economy and Fellow of Hughes Hall at the University of Cambridge, where he has held appointments since 1983. He has over forty years' experience of working in the areas of agricultural and environmental economics and policy, rural development and land use, and countryside governance. He is currently a member of the Defra Economic Advisory Panel, was previously a member of the MAFF/Defra Agricultural Economics Academic Panel, English Nature Socio-Economic Advisory Group, MAFF Task Force for the Hills, and was a technical advisor to the Salmon and Freshwater Fisheries Review Group.

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Preface

The countryside holds a special place in British national life. It represents a complex mix of values and associations. It is a place of food production, landscape, recreation, wildlife, residence and history. The land is largely owned by private owners, but the great majority of us feel some sort of ownership too. And so its governance has to be negotiated amongst many, often contradictory interests at many levels. It is an evolutionary story as different pressures and demands rise and fall in their impact on land and landscape.

This book sets out a broad canvas, drawing on ideas and evidence from a variety of disciplines such as economics, law, geography, politics and history. Our approach is grounded in the experience and practice in the UK: a focus on institutions necessarily places us in particular settings and with particular histories. The material is divided into five parts, starting with principles and context in Part I. Part II offers some histories, both to help us understand the present but also to reflect on the possibilities of alternative modes of governance in the future. We tend to take our world of private land ownership and individual proprietorships for granted. But it was not, and arguably need not, always be so. Part III looks at sectoral perspectives: agriculture, planning, landscape, conservation, public access and pollution. This is how our governance is usually organised. However, this perspective can miss the interactions between these areas, and Part IV looks at some cross-cutting approaches: markets, collective action and land ownership. Finally, Part V draws together some themes and looks to the future.

The book may be read in different ways. There is a logical progression from the beginning and that is the way in which the reader will get most from it. However, I hope that the chapters are sufficiently clear, making them assessable individually so that the book can be used as both a text as well as a resource for those working in particular areas, such as in the public or voluntary sectors.

Of course, all countries feel that their rural areas are special in particular ways, but there are aspects of the countryside in Britain that do give it some wider significance as a case study for rural governance. Britain went through its industrial revolution and urbanisation very early and so has a long history of managing a rural environment that is as important for its social and environmental values as it is for the contribution to food production. We live on a densely settled island and so our land has to be used intensively, even for landscape and wildlife, and for multiple purposes. We are, in global terms, relatively affluent and so look to the countryside to provide opportunities and enjoyment beyond our immediate concerns for basic needs. These represent the direction of travel for many other countries and so I hope that the experience of governance in the UK and the approach to it developed here can be of wider international interest. We can learn more about our own approaches by sharing experience with others.

Acknowledgements

Some of the ideas in the book have gestated over many years, and I have benefited greatly from the stimulus offered to present and discuss them in numerous forums, some now long forgotten. I thank all those who have contributed to those opportunities. I owe a more specific debt to several people who have read drafts of the material in the book. Janet Dwyer read through the whole of an earlier version of the text and Bill Adams, Allan Buckwell, Nigel Curry, Kaley Hart, Susan Oosthuizen and Chris Short have read and commented on individual chapters. Thank you. I, of course, remain responsible for the errors and infelicities that have remained.

I have also benefited from the remarkable patience at Cambridge University Press. I thank the staff there for their help and support, particularly Ilaria Tassistro and Victoria Parrin. I hope that it is justified by the final outcome. I also wish to thank Julia Aglioby, Jon Gregory and Alasdair Rae for permission to reproduce maps that they have generated.

The book has been a member of the family for far too long. I appreciate the tolerance shown to it by other family members, but at last the time has come for it to leave home.

Abbreviations

ACA	Anglers’ Conservation Association
AONB	Area of Outstanding Natural Beauty
BAT	best available techniques
BATNEEC	best available techniques not entailing excessive cost
BOAT	byway open to all traffic
BPP	beneficiary pays principle
CAP	Common Agricultural Policy
CART	Conservation, Recreation and Amenity Trust
CLT	Conservation Land Trust
CPRE	Campaign to Protect Rural England
CRoW	Countryside and Rights of Way (Act)
CSF	Catchment Sensitive Farming
CSS	Countryside Stewardship Scheme
Defra	Department for Environment, Food and Rural Affairs
ELS	Entry Level Stewardship
ERDP	England Rural Development Programme
ES	Environmental Stewardship
GAEC	Good Agricultural and Environmental Condition
GHG	greenhouse gas
GMO	genetically modified organism
HLS	Higher Level Stewardship
IACS	Integrated Administration and Control System
IPPC	Integrated Pollution Prevention and Control
IUCN	International Union for Conservation of Nature
LCA	Large-scale Conservation Area
LDC	Less Developed Country
LEAF	Linking Environment and Farming
LFA	Less Favoured Area
LNP	Local Nature Partnership
MAFF	Ministry of Agriculture, Fisheries and Food
MEA	Millennium Ecosystem Assessment
MMHD	mountain, moor, heath or down
NC	Nature Conservancy
NCC	Nature Conservancy Council

x **List of abbreviations**

NEA	National Ecosystem Assessment
NERC	Natural Environment Research Council
NGO	non-governmental organisations
NIA	Nature Improvement Areas
NIMBY	Not In My Backyard
NNR	National Nature Reserve
NPA	National Park Authority
NPPF	National Planning Policy Framework
NRA	Nature Reserve Agreement
NSA	Nitrate Sensitive Area
NVZ	Nitrate Vulnerable Zones
OELS	Organic Entry Level Stewardship
PDO	potentially damaging operation; protected designation of origin
PFE	Public Forest Estate
PGI	protected geographical indication
PGP	provider gets principle
PoM	Programme of Measure
ppf	production possibility frontier
PPP	polluter pays principle
pSPA	proposed Special Protection Area
RBD	River Basin District
RBMP	River Basin Management Plan
RSPB	Royal Society for the Protection of Birds
RTPI	Royal Town Planning Institute
SDA	Severely Disadvantaged Area
SPS	Single Payment Scheme
SSSI	Site of Special Scientific Interest
TSG	traditional speciality guaranteed
UELS	Uplands Entry Level Stewardship
UKAS	United Kingdom Accreditation Service
UKWAS	UK Woodland Assurance Standard
WES	Wildlife Enhancement Scheme
WFD	Water Framework Directive
WLD	Water, Land & Dijken
WTP	willingness to pay