An Analysis of the Urban Fringe Management Initiative's Operational Process in UK Using the Actor Network Theory

- A Case Study of Thames Chase Community Forest Initiative -

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행위자연계망이론을 통한 영국 도시교외지역
관리시책의 운영과정 특성 분석
-테임즈 체이스 마을 숲 조성 시책을 사례로-

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ABSTRACT : The purpose of this research was to investigate and analyse how Community Forest Initiatives as urban fringe management initiatives made alliances with a variety of interest groups, enrol them in the urban fringe management processes using the Actor Network Theory. The Thames Chase Community Forest Initiative was selected and its area of operation included a 97 km² area of green-belt area in East London. It was a instrument for improving and protecting the unique characteristics of the countryside landscape from urban developments as well as evaluating the impact of forestry inclusion in land use planning in the urban fringe. It was operated through a tiered structure comprising the Thames Chase Joint Committee and the management team. They employed a variety of devices to speak with one voice to bring about an effective operation process and to secure the enrolment of a variety of interest groups in its operational processes. Of note, the initiative's actor network impacted on improvement to and management of the countryside landscape despite not owning any land itself. As a result, when urban fringe management initiatives will be launched in South Korea to achieve a more effective and efficient urban fringe management, local councillors and representatives from public and non-government bodies should be more responsive to local communities' views and needs and work more vigorously on their behalf through lobbying, seeking media support, and so on. Moreover, better understanding and communication between local authorities' officers and management initiatives' teams are essential to avoid duplication of work practice.

Key Words : Urban Fringe, Actor Network Theory, Community Forest Initiative

본 연구는 영국 도시교외지역 관리시책의 하나인 마을 숲 조성시책이 어떻게 다양한 이해당사자와 토지소유자의 갈등을 완화하며 효과적이고 효율적으로 운영되는지를 분석하여 그 특성을 파악하고자 하는데 목적이 있다. 영국 런던의 동부 지역에 현재 활발히 운영되고 있는 테임즈 체이스 마을 숲 조성시책을 사례로 행위자 연계망이론을 통하여 그 운영과정에 나타난 특성을 파악한 결과는 다음과 같다. 첫째, 이 시책은 도시교외지역의 토지이용계획에 삼림지 조성의 효율성을 검증하고 각종 도시개발 사업으로 부터 농촌경관을 효과적이고 효율적으로 보전하고 육성하는 데 그 목적이 있다. 둘째, 내부운

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영조직으로서 실질적인 업무를 수행하는 관리 전담반과 운영의 총체적 방향성 정립을 위한 거버넌스 집단인 위원회로 양분되어 있으나 그 업무는 명확히 구분되어 있다. 마지막으로 지역 주민과 토지소유자들을 내부운영조직의 일원으로 참여시킴으로써 실질적 갈등 완화 및 문제점 해결방안을 도출하고 있다. 이에 한국에서 도시교외지역 관리시책을 추진할 경우, 거버넌스 집단인 위원회는 지역주민의 이익을 대변할 뿐만 아니라 다양한 그들의 의견을 적극적으로 수렴할 수 있는 방안을 반드시 마련하여야 할 것이다. 더불어 지방자치단체에서 추진하는 사업들과의 중복을 피하고 지역 주민에게 실질적으로 도움이 될 수 있는 사업이 추진되기 위하여 관리 전담반과 지방자치단체 공무원간의 역할 분담 및 의견조율의 장이 마련될 필요가 있다.

1. Introduction

In 1989 the former Countryside Commission(now Countryside Agency)[1] and Forestry Commission(now Forestry Enterprise)[2] launched a national programme to create 'Community Forests' on the outskirts of major towns and cities in England as an urban fringe management initiative. The Community Forest Initiatives consist of three leading projects: South Tyne and Wear/North East Durham(The Greater North Forest); South Staffordshire (Forest of Mercia) and East London(Thames Chase), and a further nine forests announced by Government Ministers in 1991. As Bishop(1990) noted, the key concept of the Community Forest Initiatives was a compelling need to examine most carefully the rapidly changing rural scene in England and Wales and maximized all the potential benefits to the nation by: a) producing of a national supply of timber as a raw material and a source of energy; b)

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1) On 25 November 1998 it was announced that the body to be formed from the merger of the Countryside Commission with the Rural Development Commission was to be called the 'Countryside Agency'. The new agency began its life in April 1999.

2) The Forestry Commission has two executive agencies, Forest Enterprise(launched on 1st April 1996) and Forest Research (launched on 1st April 1997), which work to targets set by Commissioners and Ministers. Notably, Forest Enterprise is responsible for the management of 800,000 hectares of forests and woodlands owned by the nation. It aims to deliver multiple-purpose benefits by the efficient and sustainable management of the public forest estate.

offering an alternative to agricultural use of land; c) contributing to rural employment either in timber industries or through associated recreation developments; d) creating attractive sites for public enjoyment; e) enhancing the natural beauty of the countryside; and f) creating wildlife habitats(Countryside Commission, 1987). Furthermore, the Community Forest Initiatives endeavor to build a coalition of interest groups and public and non-government organizations in the management processes in order to improve the physical, economic and social environments and facilitate the management mechanism.

Since 1991, a total of nearly 10,000 ha of new woodland have been planted in forests, over 27,000 ha of land have been brought into management to benefit wildlife, and nearly 1,200 km of hedgerow have either been planted or brought into management throughout the entire Community Forests. The 12 community forests have been operated by partnerships with the former Countryside Commission, the Forestry Commission and 58 local authorities across England, ranging from 98 to over 925 km² in size to cover a total area of about 5,230 km²(Countryside Agency, 2005).

As a result, this research primarily investigates and analyses how/why Community Forest Initiatives make alliances with a variety of interest groups, enrol them in the urban fringe management processes using the Actor Network Theory, because some studies investigated the role of initiatives and how each initiative would be implemented with regard to the urban fringe(See: Watson, 1992; Tiffin, 1993 Smith, 1997; for example) and the findings of this research will assist the setting up of urban fringe management initiatives in South Korea.

2. Research Methods

2.1. Actor Network Theory

Actor network theory was developed by social scientists, namely Callon(1986), Latour(1986, 1988 and 1993) and Law(1986, 1992 and 1997), and extended to the geographical field by Murdoch(1995); Murdoch and Marsden(1995); Thrift(1996); and Whatmore(1997). The realization of an actor network forces a problematisation of the term 'actors'. They are not in a conventional sense

individual, intentional human actors, rather they are entities which are defined in relation to networks, and in turn describe these networks. Actors carry out work within networks to alter, define and circulate concepts, ideas, physical things and so on. In this way an actor may be a piece of machinery or an animal, if it manages to change the series of relationships in a network.

The process of achieving a network is performed through 'heterogeneous engineering' utilizing human and non-human, material and non-material resources. This relational materialism can be determined through an exploration of 'the tactics of translation' or the sociology of translation - the way in which the components of a coherent actor are assembled. Translation is defined by Callon(1986) as the methods by which an actor enrols others. These include defining and distributing roles, devising a strategy through which actors are rendered indispensable to others, and displacing other entities into a forced itinerary. Four stages of translation are specified: Problematisation; Interessement; Enrolment; and Mobilisation. First, in the problematisation stage, the potential translator defines other entities, their goals and problems in a manner in which the translator's objective is the solution to the other entities' problems. Second, the stage of 'interessement' involves imposing and stabilizing the identity of the other actors, partly through severing existing linkages between actors. Third is the stage of 'enrolment' in which the roles of the actors are defined and distributed, and fourth is the stage of 'mobilisation' in which the representation is enacted.

Lowe and Ward (1995) discussed the role of the actor network theory in research into the making of new moral discourses in agriculture, the environment and pollution control. Marsden et al. (1993) in their examination of rural restructuring, drew on translation to build an analytical framework for power relations in the rural land development process. They criticised Callon's (1986) sequence of translation for applying a too rigid framework to a social process. They nevertheless highlighted its potential to 'getting inside' the construction of social relationship by using the tactics of translation: "If we conceptualize the 'local' and the 'rural' as combining both social and physical elements, then we can began to understand how networks of actors, which are both local and non-local, rural and non-rural, meeting at certain

spatial points, come to represent, or speak for, a particular place" (Marsden et al. 1993, pp. 144-145).

This potential was examined further by Murdoch and Marsden (1994), who employed concepts derived from the actor network theory in study class formation in rural areas of Buckinghamshire. They analysed how interests were formulated and actor networks constructed in the context of four 'idea types' of the countryside. Murdoch (1994, 1995 and 1997) was particularly concerned with the epistemological and methodological foundations of the actor network theory and sought to extend the theory into empirical research, in particular rural studies.

What follows from this account is the undeniable fact that the crux of the actor network perspective is not so much high theory as the presentation of a set of rules of methodology. Interestingly, there appears to be scope to develop Laclau and Mouffe's(1985) concepts of 'nodal points of discourse' and policy community, and to apply collaboration planning theory based on Foucault's(1977) idea of disciplinary power in this research. However, Laclau and Mouffe's 'nodal points of discourse' and concept of policy community are concepts that need to be operationalized using methods of detailed, linguistic discourse analysis and text deconstruction(Kitchen, 1999).

As a result, using as a framework the sociology of translation in the actor network theory, which proposes four moments of translation: problematisation, interessement, enrolment and mobilisation, has produced an analytical narrative which has proved particularly useful for tracking the unfolding patterns of the urban fringe management initiative's operational process, and ascertaining how the lead actors in the urban fringe management initiative make alliances with other actors, enrol them in their interests and construct an actor network.

2.2. Interview Method

The interview method provided the main form of data collection in this research and the personal interview was used instead of a postal questionnaire. Semi-structured interviews were judged to be most appropriate for this research because structured interviews would not have allowed interviewees sufficient scope to express their thoughts and feelings. Further, a structured interview is bounded by a pre-conceived schedule of possible answers,

does not allow conversation to flow naturally, and does not offer interviewees the opportunity to develop ideas which may be vital to the study, and of which the interviewer may not have been previously aware. As Table 1 shows, Interviewees were the project officer, project director, local authorities' officers and councillors, and local peoples. And interviews were carried out between September, 1999 and July, 2000.

2.3. Case Study Area

In order to investigate and analyse how Community Forest Initiatives as urban fringe management initiatives make alliances with a variety of interest groups, enrol them in the urban fringe management processes, Thames Chase Community Forest(TCCF) Initiative was selected. Thames Chase Community Forest Initiative's area of operation includes a 97 km² area of greenbelt area on the five local authorities of Havering, Brentwood, Thurrock, Barking and

Table 1. Interviewees' Detail and Interview schedule

| Interviewee	Position held	Interview Date
John Meehan	Thames Chase Community Forest(TCCF) Project Director	14.09.99; 10.07.00
Joe Watts	TCCF Community Forester	10.07.00
Peter Williams	London Borough of Havering, Head Officer of Countryside Management	30.11.99
Steve Plumb	Brentwood Borough Council, Countryside Manager	07.12.99
Geoff Boyton	Brentwood Borough Council, Planning Department Officer	09.03.00
Lewis Morrison	Woodland Trust Woodland Officer	08.03.00
Reg Straw	Brentwood Borough Council Councillor	11.03.00
Arthur Clarke	Thurrock Borough Council Councillor	08.03.00
Pat Hider	Aveley Library Librarian	09.03.00
Linda Hawthorn	London Borough of Havering Councillor	29.11.99
John Kent	Thurrock Borough Council Councillor	09.03.00
Tim Heeley	Countryside Agency(Position not specified)	09.07.00
Alan Woods	County Landowners' Association(Position not specified)	09.07.00
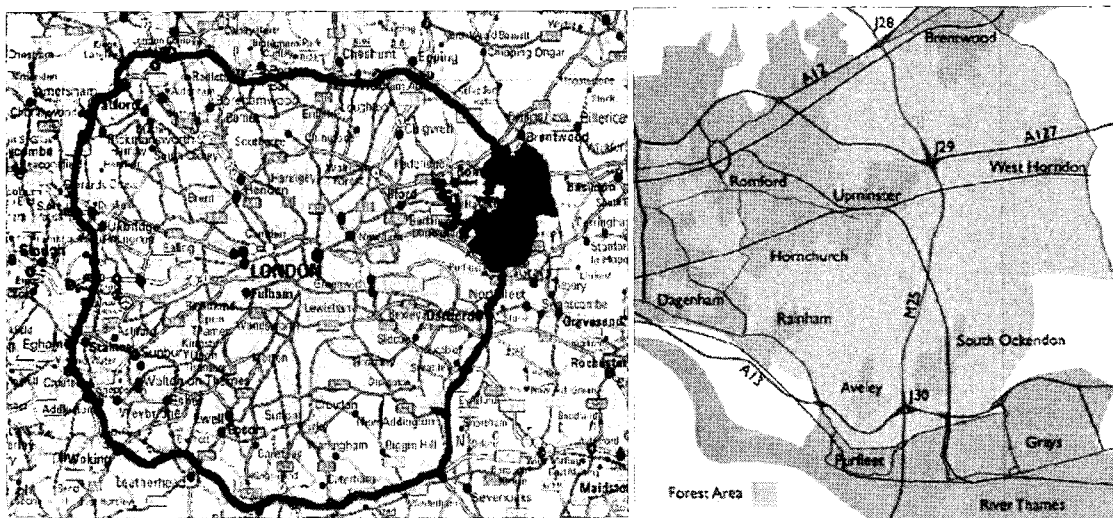
Figure 1: Thames Chase Community Forest Initiative's Area of Operation

Dagenham Boroughs in East London(Figure 1).

Much of the low land is capable of growing the widest range of agricultural and non-agricultural crops. Land of moderate quality, grade 2 and 3, is widespread throughout the County of Essex and possesses a wide range of soil types. In addition to a varied range of arable crops, horticultural and fruit crops are also widely grown. The words 'greenfield battles to come'(The Times, 2000) well illustrate the serious pressures arising from the changes in attitude to property rights on the part of agricultural land holders as a result of increasing urban development from London. For instance, strong links existing between east London and Essex and increasing affluence saw families progress from Dagenham to Upminster and to Billericay. Other families have had less say in their choice of residence, and have been relocated from London by local authorities to new overspill estates in places such as Averley and South Ockendon. In response to urban development into the urban fringe, the Ministry of Housing in the UK recommended wider adoption of the so-called Green Belt policy, operating around London since 1955. This designates for preservation of open land around the city, made possible by public purchase of this land, thus making development extremely difficult and limiting city sprawl. However, by placing strict controls upon rural development in the urban fringe the planning permission system makes housing in the urban fringe a desirable commodity with a premium value. This fuels abandonment of agricultural land since some agricultural land holders may be led to adopt a farming to quit attitude producing a neglected landscape of overgrown fields, unmanaged hedges and woodland(Elson, 1986; Taylor, 1998).

3. Research Findings

3.1. TCCF Initiative
－ The Moment of Problematisation

A councillor on Brentwood Borough Council said (Interview, December, 1999) "This area really needs an improved environment to enable local people to experience the pleasure of walking safely in woodlands, appreciate fresh air and enjoy beautiful views of wooded landscape. Nevertheless, this area also consists of a variety of private landowners and huge abandoned farmlands. The local authorities have not always known what to do for the best ⋯"

As the above indicates, local authorities have found it difficult to change the attitude of agricultural land holders and other private landowners from neglectful attention to the landscape, resulting in overgrown fields, unmanaged hedges and woodlands, to productive stewardship of the land. The National Farmers' Union (NFU) and the County Landowners' Association (CLA) sought to protect their members' interests and to ensure all regulations imposed upon their property rights were voluntary and remunerative (Taylor, 1998). Nevertheless, local residents felt the need to conserve and preserve what they perceived to be a rural landscape and life style. Specifically, they needed a place to walk the dog or a quiet spot for horse-riding, and they also expected to be delivered social benefits through convenient accessibility to the urban area.

By 1986 economic and political policies related to forestry in the UK had changed significantly, although forestry had enjoyed pursued a productivist and expansionist policy since after the Second World War. Notably, efficiency related to public spending was being examined by the Forestry Commission and forestry policy was being re-evaluated. The Forestry Commission also came under increasing pressure from environmental groups such as the former Countryside Commission and English Nature to create a more natural, amenity environment with more sympathetic planting regimes. Furthermore, in 1988 the Chancellor of the Exchequer announced that forestry would be taken out of the income taxation system as part of major changes in the budget concerning taxation policies relating to woodlands. No longer could private investors use investment in forestry to offset their tax. Accordingly, the Forestry Grant, Broadleaved Woodland Grant Scheme and tax incentives were all replaced by the Woodland Grant Scheme in 1988. However, because this grant scheme was based on voluntary participation and therefore unreliable commitment, the Forestry Commission sought to encourage private landowners in some sort of working autonomy over farming and forestry land. In addition, the Forestry Commission had to fight for its survival, government finance and legitimization which resulted in uncertain implementation of its forestry policy.

With policy changes in both agriculture and forestry

there has been a need for both sides to compromise and try to find ways to balance the needs of the various interest groups and at the same time enhance the environment in the countryside. In 1987 the former Countryside Commission published its own National Forestry Policy based on its assessment of the problems and needs of urban fringe areas. Notably, the former Countryside Commission argued for forestry inclusion in land use planning so that more rigorous control could be established over land use in the countryside, although this change in forestry policy was a new step for it. Consequently, in 1990, the former Countryside Commission proposed the TCCF initiative in order to improve and protect the unique characteristics of the countryside landscape in South-West Essex and North-West Kent from urban developments, such as mineral extraction and inevitable urban encroachments, as well as to evaluate the impact of forestry inclusion in land use planning in the urban fringe.

According to Callon(1986), in the moment of problematisation, an actor identifies problems that affect a second actor or set of actors in the initial stage. Figure 2 indicates the problems and interests of each of the entities in the TCCF initiative's actor network.

As Figure 2 shows, it was conjectured that it was in the interests of the vacant land to become productive land through the process of regeneration and rehabilitation, in the interests of agricultural land holders(farmers, The National Farmers' Union(NFU) and the County Landowners' Association(CLA)) to be able to continue their agricultural operations without the presence of activities which would threaten these; in the interests of the British Trust for Conservation Volunteers[3](BTCV) and Woodland Trust[4] to more effectively create and manage open spaces and woodlands; in the interests of the Forestry Commission to encourage private landowners in some sort of working autonomy over farming and
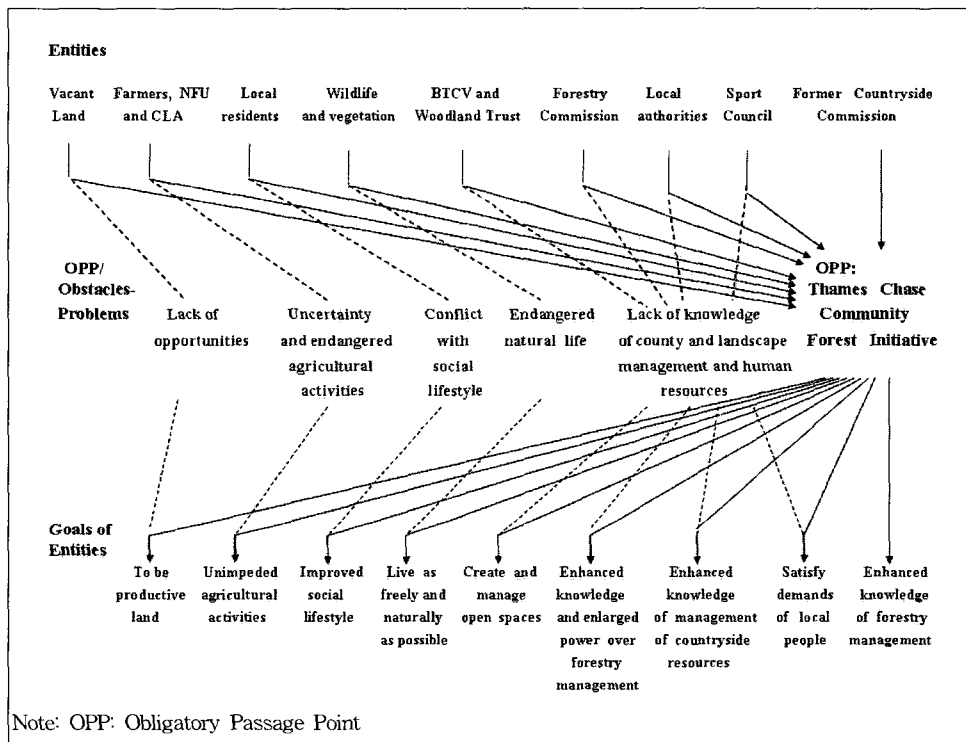

Figure 2: The TCCF Initiative's Actor Network

Source: Compiled from an interview with the Project Director of Thames Chase Community Forest Initiative, September, 1999; Councillor on Brentwood Borough Council, March, 2000; Councillor on Thurrock Borough Council, March, 2000; A Planning Department Officer on Brentwood Borough Council, March, 2000.

forestry land as well as obtain government finance and legitimization; in the interests of local authorities to fulfil their charge of responsibility for developing and managing countryside resources; and, finally, in the interests of the former Countryside Commission to be able to obtain enhanced practical knowledge of forestry management.

However, each entity in Figure 2 cannot attain what it wants alone because its road is blocked by a series of an obstacle or problem, e.g. farmers cannot attain unimpeded agricultural activities because they suffer from uncertainty arising from endangered agricultural activities; the BTCV and Woodland Trust experience difficulties creating and managing open spaces in the countryside in the greenbelt area of South-West Essex and North-West Kent because it is difficult to tackle every single problem due to limited knowledge of landscape management and restricted resources. Thus, the TCCF initiative is positioned as an 'Obligatory Passage Point'(OPP) through which entities must pass if their goals are to be realized.

Furthermore, at this stage, the Thames Chase Community Forest initiative's actor network merely signified a potential system of alliances, or associations between entities rather than the actual enrolment of actors into the Thames Chase Community Forest initiative's actor network.

3.2. TCCF Initiative
—The Moment of Interessement

The next of stage in the sociology of translation in the actor network theory is interessement. This stage involves the use of devices placed between the actors and all other entities to more clearly define their interests.

According to the Project Director of the TCCF initiative, in 1990 the former Countryside Commission employed a management team in order to map out the initiative's territory as part of the process of creating a distinctive identity for it, researched the historic, cultural and environmental potentials of the area of operation and produced the Thames Chase Community Forest Plan. As

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3) The British Trust for Conservation Volunteers(BTCV) is one of several practical conservation organizations which run projects all over the UK and support community groups involved in environmental activities.

4) The Woodland Trust is a charity dedicated to the protection of native woodland heritage in the UK.

part of the interessement of local authorities, an informal steering party suggested that an equal funding contribution from each local authority would be more effective and suitable than cost sharing reflecting each local authority's territory in the TCCF initiative for the reason that annual project achievement in each local authority's area was not the priority, rather, the initiative's actor network should endeavour to carry out improvements to the countryside landscape overall and undertake management tasks based on development needs highlighted in the Thames Chase Community Forest Plan. They also indicated that the local authorities' contribution would normally be fixed at approximately 50% of the initiative's running costs, or so-called revenue cost, and demanded the former Countryside Commission pay 50% of the running costs over the three years.

During preparation of the Thames Chase Community Forest Plan, the management team held detailed community consultations, discussions and open meetings with all other defined entities in order to capture their interests. These tactics were to further the interessement of private landowners, farmers, and local interest groups in the area, and engender the support of public and non-government organizations, e.g. the former Countryside Commission, the Forestry Commission, Woodland Trust, NFU, CLA, and the BTCV. Interestingly, the interessement of the Forestry Commission, BTCV, and Woodland Trust occurred through their direct consent or conscious action because they dedicated staff as part of the initiative's management team.

Notably, the former Countryside Commission did not seek to make itself indispensable, rather to make its proposal, the TCCF initiative, indispensable as an instrument for improving the unique characteristics of the countryside landscape in South-West Essex and North-West Kent and constructing its actor network by gaining and maintaining the wider interests of private landowners, farmers, and local residents, and sustaining the support of public and non-government organizations, e.g. the Forestry Commission, the former Countryside Commission, Woodland Trust, the BTCV, CLA, NFU, and MAFF. However, due to the complexity of existing problems, the former Countryside Commission decided improvements to the unique characteristics of the countryside landscape in South-West Essex and North-West Kent should be undertaken by Thames Chase Joint Committee(TCJC), the

TCCF initiative's management team and Thames Chase Community Forest Plan. The role of speaking on behalf of the network was invested in two parties: the TCJC and the management team. The operational process of the TCCF initiative was dependent on enrolling other entities in its actor network.
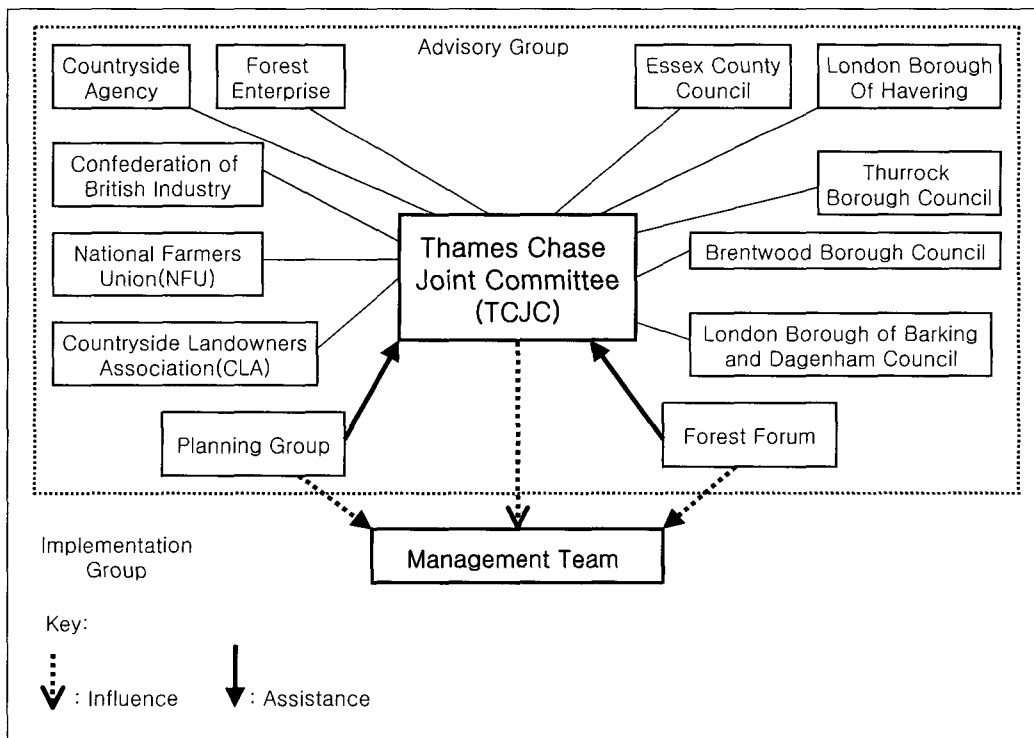
3.3. TCCF Initiative
-The Moment of Enrolment

The third stage in the actor network theory is the moment of enrolment. The TCCF initiative is operated through a tiered structure comprising the Thames Chase Joint Committee (TCJC) and the management team. Figure 3 illustrates the formal structure of the internal organization of the TCCF initiative after 1999.

As Figure 3 shows, the TCJC influences the activities of the management team, and is also supported by the Planning Group consisting of senior officers from the participant local authorities, the Countryside Agency, Forest Enterprise as well as Forest Forum comprising local

resident and special interest groups concerned about improvements to the countryside landscape in the TCCF initiative's area of operation.

The TCJC was constituted initially for six years from 1994 under the Local Government Act 1972, meets four times per a year and the location of meetings is rotated between different local authority sponsors. The TCJC enrols together those organizations which have a statutory responsibility for land use planning and those which have an economic interest in the management and development of that land. The enrolment of those organizations which have a statutory responsibility for land use planning is reflected in three councillors' TCJC membership from each local authority. The enrolment of those organizations which have an economic interest in the management and development of that land is reflected in representatives' TCJC membership from the CLA, NFU, Confederation of British Industry, Countryside Agency, and Forest Enterprise.

The TCJC sets up the funding formula and prepares a draft budget that it submits to each of the parties for approval in advance. Furthermore, the TCJC also reviews the

Figure 3. Organizational Structure of TCCF Initiative

Sources: Compiled from an Interview with the Project Director of Thames Chase Community Forest Initiative, September, 1999; Councillor on Brentwood Borough Council, March, 2000; Councillor on Thurrock Borough Council, March, 2000, A Planning Department Officer on Brentwood Borough Council, March, 2000.

progress of schemes agreed to within the framework of the Thames Chase Community Forest Plan and the allocation of resources. More specifically the TCJC's role is to:

1. make executive decisions;
2. set budget priorities;
3. represent partner organizations in budget discussions;
4. recommend actions suggested by the funding partners to the management team;
5. represent Thames Chase Community Forest initiative's interests and put forward actions proposed by non-funding partners to the management team;
6. ensure community projects are delivered within the framework of the community plan;
7. set and monitor Business Plan priorities;
8. receive reports for decision and endorsement from the Project team;
9. represent Thames Chase Community Forest initiative's interests to a wider public.
10. elect a chair person.

Source: Compiled from an interview with the Project Director of Thames Chase Community Forest Initiative, July, 2000; Councillor on Brentwood Borough Council, March, 2000; A Planning Department Officer on Brentwood Borough Council, March, 2000.

Some of the TCJC members owe their appointments to an existing position on a local authority committee, for example, the Environmental Services Committee and Planning Board. Others asked specifically to be appointed to the TCJC. The enrolment of the CLA and the NFU in the TCCF initiative's actor network, through membership of the TCJC, is seen as a key element to implement the Thames Chase Community Forest Plan as it encourage and sustain the enrolment of private landowners, especially farmers, in the initiative's actor network since farmers and private landowners are more likely to think that an initiative is worth supporting because the CLA have given it its implicit blessing by being involved in the TCJC.

The TCJC finds it difficult to speak with one voice as it is a mix of local councillors possessing different political affiliations and from different local authorities and representatives from the CLA, the NFU, the Countryside Agency, and the Forest Enterprise. Moreover, sponsoring local authorities inevitably expect to see the proportion of TCCF initiative's work undertaken in their area

commensurate with their annual funding contribution. Nevertheless, differences in political affiliation and members' expectations did not appear to be issues because the Thames Chase Community Forest Plan as a vision of how the TCCF initiative's area of operation might be developed provides a fundamental basis for building a coalition of actors in its actor network.

As Figure 3 indicates, a number of groups such as the Thames Chase Planning Group and Forest Forum have also influenced the TCJC and the TCCF initiative's management team since 1994. The Forest Forum consists of local residents groups, special interest groups and other organisations with an active interest in the TCCF initiative's area of operation. The Thames Chase Planning Group comprises senior local authority planning officers and representatives of the Countryside Agency and Forest Enterprise who act as the TCCF initiative's strategic 'think tank'.

In 1999, the management team was led by the Project Director in order to successfully develop, manage and spearhead the Thames Chase Community Forest initiative. It consisted of 4 core staff and 4 secondments. Core staff members were supported by local authorities and the Countryside Agency, namely, the Project Director, Project Co-ordinator, and part-time Project and Clerical Assistants. Secondment staff included a Community Forester from Forest Enterprise, a Community Project Officer from the BTCV/Countryside Agency, a School Co-ordinator from Learning through Landscape and the Countryside Agency, a Countryside Sports and Recreation Officer from the Sports Council, and a Broadfields Farm/Davy Down Project Officer from the Davy Down Trust/Countryside Agency. The employment of secondment staff also reflected the enrolment of public agencies and non-government organizations, such as the Countryside Agency, Sports Council, Forestry Enterprise, BTCV and LTL into the initiative's actor network.

The main role of the team set out at the beginning of the TCCF initiative was to produce a Thames Chase Community Forest Plan in 1993 and to implement the Thames Chase Community Plan. Table 2 illustrates the general roles and responsibilities of the members of the TCCT initiative's management team.

Particularly, personal service of the TCCF initiative's management team including talking, demonstrating,

illustrating, explaining and answering questions is used to identify the interests of defined entities, e.g. farmers and local residents. Media utilisation assists the processes of interessement and the enrolment of wildlife and vegetation in the TCCF initiative's actor network. Furthermore, local children in local schools, recreation interest groups and nature conservationists among local residents are also enrolled through their efforts to identify natural features, living organisms and processes. Static display media also facilitate the display of inanimate and silent objects or inanimate representations of live objects or processes. Pamphlets on various topics have thus been produced on behalf of the TCCF initiative. These assist the processes of interessement and the enrolment of wildlife and vegetation as well as recreationalists among local residents in the initiative's actor network.

3.4. TCCF Initiative
-The Moment of Mobilisation

The final stage in the actor network theory is the moment of mobilisation. Mobilisation of the actor network will remain an ongoing process, similarly the management processes of the TCCF initiative will also remain ongoing. The TCCF initiative's actor network impacts on improvement and management to the countryside landscape through visual quality enhancement achieved by tree planting and forestry management and also through developed awareness of private landowners' and local residents' potential to positively modify their overall impact on the social and physical environment and regenerate the local area.

The Thames Chase Community Forest Plan, as a vision of what is needed and where it is needed, is couched in terms of providing principles that all entities can subscribe to and aims to balance the interests of local authorities and public and non-government organisations.

Lead actors in the Thames Chase Community Forest initiative should endeavour to sustain the enrolment of a variety of actors in its actor network based on the principle of equal opportunities for all individuals and communities participating in it. In order to sustain the

Table 2. Roles and Responsibilities of the TCCF Initiative's Management Team

Area of Role and Responsibility	Project Director	Project Co-ordinator	Project and Clerical Assistants (P/T)	Secondment Staff
Programme Development				
Strategic liaison	■	▒	▒	■
Setting up project work and programme	■	▒	▒	■
Fieldwork Survey	▒	▒	■	■
The control of users and visitors in the use of specific recreation facilities	▒	■	▒	▒
Carrying out practical work	▒	▒	■	▒
Wardening and the supervision of volunteers and their training	▒	■	▒	▒
Monitoring management work	■	▒	▒	■
Negotiating details of tasks with landowners	▒	■	▒	▒
Site Management Plan	▒	■	▒	▒
Marketing and Public Relations				
Organising activities and giving lectures	▒	▒	▒	■
Promotion and Publicity	■	▒	▒	■
Resource and Administration				
Provision of existing Grant-aid	■	▒	▒	▒
Investigating and Attracting New funding Sources	■	▒	■	▒
Management staff and other administrative work	■	▒	▒	▒

Key:

■ : Primary role and responsibility   ▒ : Secondary role and responsibility

Source: Compiled from an interview with the Project Director of Thames Chase Community Forest Initiative, September, 1999; Community Forester from Forest Enterprise, July, 2000; A Planning Department Officer on Brentwood Borough Council, March, 2000; an Officer from Countryside Agency, July, 2000; an Officer from County Landowners' Association, July, 2000.

enrolment of other entities, ensure the initiative's actor network remains operative and implement the vision into reality, a Business Plan (to be reviewed every three years) was proposed in 1993 to:

1. establish priorities, encourage and guide action;
2. define achievable, measurable and time-based targets;
3. identify who is responsible for implementing the initiative;
4. enable a more co-ordinated and consistent approach within the partnership;
5. identify the internal and external influences on the Business Plan;
6. explain the financial framework for the initiative and attract additional funding;
7. establish agreed performance monitors."

Source: Thames Chase Community Forest, 1993, p.4.

The main purpose of the Business Plan is to show how the Thames Chase Community Forest Plan can be achieved in practice and to sustain the enrolment of a variety of actors in the initiative's actor network (Thames Chase Community Forest, 1996) because the Thames Chase Community Forest plan does not "tell the management team how to do what and what to do on the ground"(Project Director of the Thames Chase Community Forest initiative, Interview, December 1999). Moreover, the working relationship between local authorities' officers and the initiative's management team, and operational activities in the Thames Chase Community Forest Plan and local authorities' planning frameworks are not clearly established and clarified. Consequently, greater effort is required to construct for the TCCF initiative a more effective and efficient actor network for implementing its vision and avoiding duplication of work practice of local authorities officers' and the initiative's management team.

Furthermore, the management team is controlled by the TCJC and influenced by the Forest Forum and the Planning Group. Accordingly, it can be difficult to avoid becoming tied up in related bureaucracy because the management team has many influential groups pressuring its activities and linking the vision to schemes in the Business Plan.

4. Summary and Conclusion

In this research the researcher utilized the framework of the sociology of translation in the actor network theory to analyse the operational processes of Thames Chase Community Forest initiative. The adoption of the actor network theory approach has produced an analytical narrative which has been particularly useful for tracking the unfolding of patterns of the formation of TCCF initiative, and ascertaining how its lead actors in the initiative make alliances with other actors, enrol them in their interests and construct an actor network. Furthermore, although the findings of this research provide initial interpretations rather than far reaching conclusions, it will assist the setting up of urban fringe management initiatives in South Korea.

In 1990 the former Countryside Commission did not seek to make itself indispensable, rather to make its proposal, the Thames Chase Community Forest initiative, indispensable as a instrument for improving and protecting the unique characteristics of the countryside landscape in South-West Essex and North-West Kent from urban developments, such as mineral extraction and inevitable urban encroachments, as well as evaluating the impact of forestry inclusion in land use planning in the urban fringe. However, due to the complexity of existing problems, the former Countryside Commission decided improvements to the unique characteristics of the countryside landscape in South-West Essex and North-West Kent should be undertaken by Thames Chase Joint Committee, the initiative's management team and Thames Chase Community Forest Plan.

The initiative's actor network impacts on improvement to and management of the countryside landscape despite not owning any land itself. Of note, the management team tries to make local children's and private landowners' aware of their potential to positively modify their overall impact on the social and physical environment and regenerate the local area. Crucially, the Thames Chase Community Forest Plan as a vision provides a clear view of what is needed and brings dissimilar actors with different knowledge into a constructive arena based on the principle of equal opportunities for all individuals and communities participating in its actor network. In order to sustain the enrolment of other entities, ensure the initiative's actor network remain operative and implement the vision into

reality, a Business Plan is proposed.

Nevertheless, the management team is controlled by the TCJC and influenced by the Forest Forum and the Planning Group. Accordingly, it can be difficult to avoid becoming tied up in related bureaucracy in endeavours to turn vision into actuality.

As a result, when urban fringe management initiatives will be launched in South Korea to achieve a more effective and efficient form of urban fringe management to certain strategic sites where there is a need for some kind of landscaping to cover vacant land in the countryside around towns and cities. Furthermore, local councillors and representatives from public and non-government bodies should be more responsive to local communities' views and needs and work more vigorously on their behalf through lobbying, seeking media support, and so on because cooperation is normally constituted on a patronage basis by local authorities and the sponsoring public and non-government organizations in reality. Moreover, better understanding and communication between local authorities' officers and management initiatives' teams are essential to avoid duplication of work practice.

Several directions are suggested for future research. for example, since this research was limited to examining one example from urban fringe management initiatives, further research could evaluate multi-examples for the same urban fringe management initiatives or undertake comparative research on the effectiveness of different urban fringe management initiatives. This study has empirically identified important factors affecting the formation of urban fringe management initiatives. Consequently, further research could investigate multi-examples of an urban fringe management initiatives to identify crucial factors affecting its formation. It is also suggested that it is necessary to investigate different urban fringe management initiatives within a certain area in order to ascertain why particular entities are included and why others are excluded.

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