

The organisational landscape of the English horse industry: a contrast with Sweden and the Netherlands

Submitted by Georgina Katrina Crossman, to the University of Exeter as a thesis for the degree of Doctor of Philosophy in Politics, April 2010.

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Abstract

This thesis contrasts the equine policy networks and organisational landscapes of the horse industry in England, Sweden and the Netherlands. In order to analyse each network the conceptual framework offered by the Marsh-Rhodes policy network typology is adopted, while the dimensions of membership, integration, resources and power are specifically considered. The origins and development of each policy network studied are analysed, along with an appraisal of their inherent characteristics. The cultivation and maintenance of consistency, communication and collaboration within a diverse policy network are examined. In addition, the influence of a diverse policy network on policy decision making is explored. The importance of relationships between key individuals within policy networks is analysed, along with the significance of the micro and macro levels of the networks. Finally, the future development of the equine policy network and horse industry in England for the benefit of interest groups and the government is considered.

Within each policy network a specific organisation which acted as the mouthpiece for interest groups within the network to the government was identified. However, the structure of each of these bodies and their mode of operation differed considerably between countries. In Sweden and the Netherlands, the connection between the equine and agricultural policy networks was shown to be significant in the development of the relationship between interest groups within the horse industry and the government. In both countries an organisation from the agricultural sector expedited the development of this relationship. The level of government intervention and financial support afforded to each horse industry varied. Significant differences in key sub-sectors of each of the policy networks studied, specifically sport and recreation, and breeding, were identified, while recent developments in the European-wide equine policy network were also examined.

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*There is something about the outside of the horse
that is good for the inside of a man.*

Sir Winston Churchill (1874 – 1965)

It is always too soon to quit.

Norman Vincent Peale (1898 – 1993)

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Abbreviations

England

ABB	Association of British Bookmakers	
ABRS	Association of British Riding Schools	
ADAS	Agricultural Development Advisory Service	
AES	Anglo European Studbook	
AHT	Animal Health Trust	
AIMS	Animal Insurance Management Services Ltd	
BB	<i>British Breeding</i>	<i>(formerly known as BSHBA)</i>
BD	British Dressage	
BDS	British Driving Society	
BE	British Eventing	
BEF	British Equestrian Federation	
BEIB	British Equestrian Insurance Brokers Ltd	
BERA	British Endurance Riding Association	<i>(merged with EHPSGB to form EGB 1st January 2001)</i>
BETA	British Equestrian Trade Association	
BEV	British Equestrian Vaulting	
BEVA	British Equine Veterinary Association	
BFWG	British Federation of Women Graduates	
BHA	British Horseracing Authority	<i>(formerly known as BHB)</i>
BHB	British Horseracing Board	<i>(merged with HRA 31st July 2007 to become BHA)</i>
BHD	British Horse Database	<i>(closed in 2001)</i>
BHDTA	British Horse Driving Trials Association	
BHEST	British Horseracing Education and Standards Trust	
BHF	British Horse Foundation	
BHHS	British Hanoverian Horse Society	
BHIC	British Horse Industry Confederation	
BHS	British Horse Society	
BHTA	British Horse Trials Association	<i>(now known as BE)</i>
BIS	Department for Business, Innovation, and Skills	
BOA	British Olympic Association	
BPA	British Paralympic Association	
BR	British Reining	
BS	British Showjumping	<i>(formerly known as BSJA)</i>
BSAS	British Society of Animal Science	
BSHBA	British Sport Horse Breeders Association	<i>(became BB in 2003)</i>
BSJA	British Show Jumping Association	<i>(became BS in 2010)</i>
BWBS	British Warmblood Society	<i>(now known as WBS – UK)</i>

CCPR	Central Council of Physical Recreation
CLA	Country Land and Business Association <i>(formerly known as the Country Landowners' Association)</i>
DCLG	Department of Communities and Local Government
DCMS	Department for Culture, Media and Sport
DCSF	Department for Children, Schools and Families
Defra	Department for Environment, Food and Rural Affairs
DETR	Department of Environment, Transport and Regions <i>(some divisions merged with MAFF to form Defra)</i>
DfEE	Department for Education and Employment <i>(part of BIS and DCSF)</i>
DG	Dressage Group <i>(now known as BD)</i>
DNH	Department of National Heritage <i>(now part of DCMS)</i>
DoE	Department for the Environment <i>(responsibilities now split between DCLG and Defra)</i>
EGB	Endurance GB
EHPSTB	Endurance Horse and Pony Society of Great Britain <i>(merged with BERA to form EGB 1st January 2001)</i>
ESC	English Sports Council <i>(formed in 1997, now known as SE)</i>
FAWC	Farm Animal Welfare Council
HBLB	Horserace Betting Levy Board
HIS	Hunters' Improvement Society <i>(became the HINLHBS in 1981)</i>
HINLHBS	Hunter's Improvement and National Light Horse Breeding Society <i>(became SHBGB in 1998)</i>
HMCE	HM Customs and Excise <i>(merged with Inland Revenue in 2005 to become HMRC)</i>
HMRC	HM Revenue and Customs
HPA	Hurlingham Polo Association
HPTC	Horse and Pony Taxation Committee
HRA	Horseracing Regulatory Authority <i>(was division of JC, merged with BHB 31st July 2007 to become BHA)</i>
IHPC	Institute of the Horse and Pony Club Ltd <i>(merged with NHA in 1947 to found BHS)</i>
ILPH	International League for the Protection of Horses <i>(known as WHW from 1st May 2008)</i>
ITE	Institute of Terrestrial Ecology <i>(now the Centre for Ecology and Hydrology)</i>
JC	Jockey Club
KBIS	KBIS Ltd British Equestrian Insurance
Lantra	Land and Nature Training Rural Agency
LOCOG	London Organising Committee for the Olympic Games
MAFF	Ministry of Agriculture, Food and Fisheries <i>(now part of Defra)</i>
MB	Member Body (of the BEF)
MGA (GB)	Mounted Games Association of Great Britain

NaStA	National Stallion Association	
NED	National Equine Database	
NEF	National Equine Forum	
NEWC	National Equine Welfare Council	
NFU	National Farmers' Union	
NGB	National Governing Body of Sport	
NHA	National Horse Association	<i>(merged with IHPC in 1947 to found BHS)</i>
NTF	National Trainers Federation	
NAAAW	National Union of Agricultural and Allied Workers	<i>(became part of the Transport and General Workers Union in 1982)</i>
PC	The Pony Club	
PIO	Passport Issuing Organisation	
PSHP	Performance Sport Horse and Pony Lead Body	
RASE	Royal Agricultural Society of England	
RCA	Racecourse Association	
RCS	Responsibility and Cost Sharing	
RDA	Riding for the Disabled Association (including Carriage Driving)	
RGS	Royal Geographical Society	
ROA	Racehorse Owners Association	
ROR	Retraining of Racehorses	
RSPCA	Royal Society for the Prevention of Cruelty to Animals	
SCW	Sports Council for Wales	
SE	Sport England	<i>(formerly known as ESC)</i>
SEA	Scottish Equestrian Association	
SEIB	South Essex Insurance Brokers Ltd	
SHBGB	Sport Horse Breeding of Great Britain	<i>(formerly known as HINLHBS)</i>
SS	sportscotland	
TBA	Thoroughbred Breeders' Association	
Tote	Horserace Totalisator Board	
UKPA	UK Polocrosse Association	
UK Sport	UK Sport	
WBS – UK	Warmblood Breeders' Studbook – UK	<i>(formerly known as BWBS)</i>
Weatherby's	Weatherby's Group	
WHAGB	Western Horsemen's Association of Great Britain	
WHW	World Horse Welfare	<i>(formerly known as ILPH)</i>

Sweden

Agria	Agria Djurförsäkring (Agria Animal Insurance or Agria Insurance)
ASA	Avelsföreningen för Svenska Ardennehästen (Swedish Ardennes Horse Society)
ASHA of Scandinavia	Svenska American Saddlebredföreningen (Swedish American Saddlebred Association of Scandinavia)
ASRP	Avelsföreningen Svenska Ridponny (Swedish Riding Pony Association)
ASVH	Avelsföreningen för Svenska Varmblodiga Hästen (Swedish Warmblood Association)
ASVT	Avelsföreningen för Svenska Varmblodiga Travhästen (Swedish Warmblood Trotting Horse Association)
ATG	Aktiebolaget Trav och Galopp (Swedish Horseracing Totalisator Board)
ATGHK AB	ATG Hästklinikerna AB (ATG Horse Clinics Ltd [Vets])
BRP	Swedish and British Riding Pony and Sports Pony
Brunte	Brukshästorganisationernas Samarbetskommitté (Horse Organisations Cooperative Committee)
FIN	Finansdepartementet (Ministry of Finance)
FORMAS	Forskningsrådet för Miljö, Areella Näringar och Samhällsbyggande (Swedish Research Council for Environment, Agricultural Sciences and Spatial Planning)
FSS	Förbundet Sveriges Småbrukare (Smallholders Association of Sweden)
HF	Hästsportens Folkhögskola (Horse Sport Adult Education College)
HNS	Hästnäringens Nationella Stiftelse (Swedish Horse Council)
HRA	Hästnäringens Riksanläggningar (Swedish Equestrian Centres: Flyinge, Strömsholm and Wången)
HYN	Hästnäringens Yrkesnämnd (Horse Industry's Professional Board)
JOD	Jordbruksverket (Ministry of Agriculture)
JSH	Jordbruksdepartementets Samarbetsgrupp inom Hästområdet (Ministry of Agriculture Horse Industry Focus Group)
JUF	Jordbrukare Ungdomens Förbund (Farmers Youth Federation)
KSLA	Kungliga Skogs- och Lantbruksakademiens (Royal Swedish Academy of Agriculture and Forestry)
KVI	Kvinnerstaskolan (Kvinnersta School)
LST	Länsstyrelserna (County Administrative Board)
LRF	Lantbrukarnas Riksförbund (National Federation of Swedish Farmers)
MILJÖ	Miljödepartementet (Ministry of the Environment)
RF	Riksidrotts Förbundet (Swedish Sports Confederation)
Ridfrämjandet	The Society for the Promotion of Riding (formed SvRF in 1993)

RLF	Riksförbundet Landsbygdens Folk (National Federation for the Countryside People) (<i>formed LRF in 1971</i>)
SAL	Sveriges Allmänna Lantbrukssällskap (Sweden's General Agricultural Company) (<i>became Lantbruksförbundet, forming LRF in 1971</i>)
SATA	Swedish Akhal Teké Association
SFAF	Svenska Fullblodsavelsföreningen (Swedish Thoroughbred Breeders' Association)
SG	Svensk Galopp (Swedish Thoroughbred Racing)
SH	Svensk Hästavelsförbundet (Swedish Horse Breeding Foundation)
SHF	Stiftelsen Hästforskning (Foundation for Equine Research) (<i>was SSH</i>)
SIF	Svenska Islandshästförbundet (Swedish Icelandic Horse Association)
SJV	Statens Jordbruksverket (Swedish Board of Agriculture)
SKAF	Svenska Kommunalarbetareförbundet (Swedish Municipal Worker's Union) (also known as " <i>Kommunal</i> ")
SLF	Stiftelsen Lantbruksforskning (Swedish Farmers' Foundation for Agricultural Research)
SLR	Sveriges Lantliga Ryttare (Swedish Rural Riders) (<i>formed SvRF in 1993</i>)
SLU	Sveriges Lantbruksuniversitet (Swedish University of Agricultural Sciences)
SOK	Sveriges Olympiska Kommitté (Swedish Olympic Committee)
SP	Svenska Ponnyryttarförbundet (Swedish Pony Riding Federation) (<i>formed SvRF in 1993</i>)
SPAF	Svenska Ponnyavelsförbundet (Swedish Pony Breeding Federation)
SRC	Svenska Ridsportens Centralförbund (Swedish Riding Sports Central Organisation) (<i>formed SvRF in 1993</i>)
SRR	Svenska Ridlägers Riksförbund (Swedish Riding Clubs Federation)
SSH	Stiftelsen Svensk Hästforskning (Swedish Equine Research Foundation) (<i>became SHF in 2009</i>)
SSS	Sveriges Shetlandssällskap (Swedish Shetland Pony Studbook)
STC	Svensk Travsportens Centralförbund (Swedish Trotting Association)
SVA	Statens Veterinärmedicinska Anstalt (Swedish National Veterinary Institute)
SvRF	Svenska Ridsport Förbundet (Swedish Equestrian Federation)
SVS	Sveriges Veterinärmedicinska Sällskap (Hästsektionen) (Swedish Society of Veterinary Medicine [Horse Section])
Swede Horse	Swede Horse
UTBILD	Utbildningsdepartementet (Ministry of Education and Research)
VR	Vetenskapsrådet (Swedish Research Council)
WRAS	Westernryttarnas Ridsportförbund (Western Riders Association of Sweden)

The Netherlands

AVP	Agenda Vitaal Platteland (Agenda for a Living Countryside)
AVS	Arabische Volbloedpaarden Stamboek (Arab Thoroughbred Studbook)
CeBoPa	Centrale Bond van Paardenhandelaren in Nederland (Central Federation of Horse Traders)
CR Delta	De Coöperatie Rundveeverbetering Delta (The Cooperative for Cattle Improvement)
FBvHH	Federatie Bond van KWPN Hengstenhouders (Federation of Dutch KWPN Stallion Owners)
FNHO	Federatie van Nederlandse Hippische Ondernemers (Federation of Dutch Horse Entrepreneurs)
FNRS	Federatie voor Nederlandse Ruitersportcentra (Federation for Dutch Riding Sport Centres – Equestrian Yards)
IST	Instructie-, Sport- en Trainingsstallen (Instructor, Sport and Training Stables)
KNHS	Koninklijke Nederlandse Hippische Sportfederatie (Royal Dutch Equestrian Federation)
KWPN	Koninklijk Warmbloed Paardenstamboek in Nederland (Royal Warmblood Studbook of the Netherlands)
LLTB	Limburgse Land- en Tuinbouw Organisatie (Limburg Federation of Agricultural and Horticultural Organisations)
LTO	Land- en Tuinbouw Organisatie (Dutch Federation of Agricultural and Horticultural Organisations)
LTO-Noord	Land- en Tuinbouw Organisatie Noord (Northern Federation of Agricultural and Horticultural Organisations)
MinFin	Ministerie van Financiën (Ministry of Finance)
MinLNV	Ministerie van Landbouw, Natuur en Voedselkwaliteit (Ministry of Agriculture, Nature and Food Quality)
MinOCW	Ministerie van Onderwijs, Cultuur en Wetenschap (Ministry of Education, Culture and Science)
MinVWS	Ministerie van Volksgezondheid, Welzijn en Sport (Ministry of Health, Welfare and Sports)
NCPS	Nederlands Connemara Pony Stamboek (Netherlands Connemara Pony Studbook)
NDR	Nederlandse Draf- en Rensport (Dutch Trotting and Thoroughbred Racing)
NHB Deurne	Nederlandse Hippische Beroepsopleidingen (Dutch Horse Professional Training)
NOC*NSF	Nederlands Olympisch Comité * Nederlandse Sport Federatie (National Olympic Committee * Netherlands Sport Federation)

NRPS	Nederlands Rijpaarden en Pony Stamboek (Netherlands Riding Horse and Pony Studbook)
NRS	Nederlands Rundvec Syndicaat (Dutch Dairy Studbook)
NSPS	Nederlands Shetland Pony Stamboek (Netherlands Shetland Pony Studbook)
NWP	North Netherlands Warmblood Horse Studbook <i>(founder of KWPN along with VLN)</i>
PPE	Productschap Pluimvee en Eieren (Product Board for Poultry and Eggs)
PVE	Productschap Vee, Vlees en Eieren (Product Boards for Livestock, Meat and Eggs)
PVV	Productschap Vee en Vlees (Product Board for Livestock and Meat)
SRP	Sectorraad Paarden (Dutch Horse Council)
UU	Universiteit Utrecht (University of Utrecht)
VHO	Vereniging van Hengsten Opfokkers (Association of Stallion Owners, Studs and Breeders)
VHL	Van Hall Larenstein University of Applied Sciences
VLN	Organisation for the Advancement of Agricultural Harness Horse Breeding in the Netherlands <i>(founder of KWPN along with NWP)</i>
VROM	Ministerie van Volkshuisvesting, Ruimtelijke Ordening en Milieubeheer (Ministry of Housing, Spatial Planning and the Environment)
VSN	Verenigde Sportpaardenhandelaren Nederland (Dutch Sport Horse Traders Association)
WU	Wageningen Universiteit (Wageningen University)
ZLTO	Zuidelijke Land- en Tuinbouworganisatie Southern Federation of Agricultural and Horticultural Organisations

Other European and International

AHC	American Horse Council
EC	European Commission
ECJ	European Court of Justice
EEF	European Equestrian Federation
EFTBA	European Federation of Thoroughbred Breeders' Associations
EHN	European Horse Network
EPMA	European Pari Mutuel Association
FECTU	Fédération Européenne du Cheval de Trait pour la promotion de son Utilisation (European Draught Horse Federation)
FEI	Fédération Equestre Internationale (International Equestrian Federation)
FEIF	International Federation of Icelandic Horse Associations
IFHA	International Federation of Horseracing Authorities
IHB	Irish Horse Board
IOC	International Olympic Committee
IPC	International Paralympic Committee <i>(governed para-equestrian through IPEC until 31st December 2005)</i>
IPEC	International Paralympic Equestrian Committee <i>(para-equestrian moved from IPC to FEI on 1st January 2006)</i>
ISH	Irish Sport Horse
KMET	Central European Racing Federation
Pôle Filière Equine (Normandie)	Representing the Network of European Equestrian Regions
UET	Union Européenne du Trot (European Trotting Union)
WBFSH	World Breeding Federation for Sport Horses

CHAPTER 1 INTRODUCTION

1.1 The horse industry

Descending from the Dawn Horse, a browsing mammal only 10 inches tall¹, the horse evolved into an animal with the ability to travel great distances, which combined with its inherent strength, has been exploited and developed by man². In England, during the early 1900s, the horse was a beast of burden: a functional, utilitarian animal with many purposes, including providing transport, a means to work the land and a military machine. However, by the end of the century this had changed and the horse is now primarily engaged in a variety of sporting and recreational uses.

Horses can be found throughout England, in a number of environments. While horse riding is generally considered to be a rural activity, some riding schools can be found in urban areas, such as Hyde Park Stables and Deen City Farm and Riding School in London or Trueman's Heath Riding School in Shirley, Birmingham. Not only do people come into contact with horses as occasional or regular riders, horses are also involved in society in other ways. For example: people work directly with horses in riding stables, racing, competition or private yards, while others are employed in ancillary roles concerned with the supply of horse-related products and services; horses are privately owned or cared for by individuals and families; many people watch horse racing on television or attend racecourses as spectators; people attend horse events such as local shows or big annual competitions, for instance Badminton Horse Trials or The London International Horse Show, as spectators or competitors; horses are viewed as an inherent part of the fabric of the countryside; horses are utilised as a form of therapy and exercise for people with disabilities and in addressing physical and mental health issues for everyone; and horses have been employed in projects addressing social exclusion and criminal rehabilitation.

¹ Kidd, J., *The Horse*, [London: Tiger Books International Plc., 1990]: 6; Macgregor-Morris, P., *The Complete Book of the Horse*, [Middlesex: The Hamlyn Publishing Group Ltd., 1980]: 12.

² Clutton-Brock, J., *A Natural History of Domesticated Animals*, [London: British Museum (Natural History), 1987]: 80; Smith Thomas, H., *The Conformation Handbook*, [MA, USA: Storey Publishing, 2005]: 9.

The list above, which it should be stressed is not exhaustive, illustrates the variety of activities involving the horse. As this list is broad it can be difficult to clearly provide a definition for the “horse industry” which encompasses all of these activities. If the two words are taken individually, the term “horse” can be said to represent the horse and the pony, while the expression “industry” is defined as the undertaking of work, ancillary activity or other pursuit in connection with a particular entity. Therefore, the “horse industry” can be defined as the undertaking of work, ancillary activity or other pursuit, in connection with the horse or pony.

It is also important to establish that a number of phrases are used interchangeably to identify the industry. Sometimes the word “horse” is substituted with “equine”, likewise “industry” can be replaced by “sector”. So, as well as the expression “horse industry” the terms “horse sector”, “equine industry” or “equine sector” might also be found.

In addition to the various roles of the horse highlighted above, the industry is considered by many to be of great socio-economic importance. In 2008, its estimated annual turnover in Great Britain was in excess of £7 billion.³ To put this into context, during 2009 farming in the United Kingdom had an estimated turnover of £7.2 billion.⁴ The horse industry in Great Britain employs around 70,000 people directly, and between 150,000 and 220,000 indirectly. Around one million horses and ponies can be found in Great Britain, kept by 550,000 owners or primary carers.⁵

As a direct result of the size of the horse population the industry utilises a considerable amount of land, some of which is classified as agricultural. The horse industry in England is not subject to the same level of analysis or monitoring as the agricultural industry (there is no annual survey, nor is there a requirement for equine premises to have holding numbers as for farms), and therefore in order to estimate the size of the area it uses a number of assumptions must be made. For example, it can be estimated that between 333 thousand and one million hectares of land are utilised by horses as

³ The majority of research carried out on the horse industry in England has included Scotland and Wales within its remit and therefore this section will be based upon data that focuses upon Great Britain as an entity. BHIC, *BHIC Briefing – Size and Scope of Equine Sector*, [London: BHIC, 2009]: 2.

⁴ Defra, “Food and farming,” Defra, <http://www.defra.gov.uk/foodfarm/index.htm> [accessed 11.04.2010, last updated 29.03.2010]

⁵ BHIC, *BHIC Briefing – Size and Scope of Equine Sector*, 2.

grazing in Great Britain, depending upon the quality of the grassland and its management.⁶ Other products consumed by the horse industry and derived from agricultural sources include bedding, forage and hard feed. Using data from the National Equestrian Survey published in 2006 and the Farm Management Pocketbook, it is estimated that approximately 153 thousand hectares of land are used for the production of these commodities each year.⁷ This study suggests between 483 thousand and 1.2 million hectares of land are utilised directly by the horse industry in Great Britain.⁸

The horse plays an important role in the British sporting arena, both in spectator and participation sports. In 2008, five of the top ten aggregate attended sporting events in Britain were horse related.⁹ Four were horse racing meetings (Royal Ascot was second, Cheltenham Festival was sixth, the Derby meeting was seventh and the Grand National was in eighth place), while the other, in fifth place overall, was Badminton Horse Trials. The event with the highest aggregate attendance was tennis at Wimbledon. In addition, during the same year, horse racing was the second highest spectator sport after football. Football was attended by 39 million people, horse racing 5.7 million and Rugby Union 3.8 million.¹⁰

Horse riding is a popular participation sport. The National Equestrian Survey suggested that 2.1 million people had ridden regularly (at least once a month) over a 12 month period during 2005 and 2006 in Great Britain. A further 2.2 million people had ridden at least once during the same period of time, sometimes during holidays when they went trekking. These two figures combined give an estimated 4.3 million riders, which the British Equestrian Trade Association (BETA) suggests equates to seven per cent of

⁶ Frappe, D., *Equine Nutrition and Feeding*, 2nd ed., [1998. reprinted, Oxford: Blackwell Science Ltd, 2003]: 337.

⁷ See Appendix A for a full break down of how these figures were calculated. BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]: 27, 33; Nix, J. *Farm Management Pocketbook*, 38th ed., [Melton Mowbray: The Andersons Centre, 2007]: 17, 33, 117, 143.

⁸ In 2009 Defra, along with the other country specific agricultural departments, suggested the area of agricultural land on agricultural holdings in the United Kingdom was just over 17.5 million hectares. This land area has not been broken down into its constituent countries, therefore the amount of agricultural land in Great Britain cannot be stated. As a result it is not possible to accurately estimate the amount of land utilised by the horse industry in Britain, although an approximation of 2.8 per cent to 6.7 per cent could be suggested. Defra, *June Survey of Agriculture and Horticulture (Land Use and Livestock on Agricultural Holdings at 1 June 2009) UK – Final Results*, [London: National Statistics, 2009]: 5.

⁹ It should be noted these were aggregate attendances where events were held over more than one day.

¹⁰ Deloitte and BHA, *Economic Impact of British Racing 2009*, [London: BHA, 2009]: 44.

the population.¹¹ More recently, in a survey of weekly sports participation by Sport England, equestrianism was ranked the eighth most popular, out of a total of 33 sports in England.¹²

The horse's role in society has evolved since its first domestication. It has been involved in a number of activities working with humans (for example in conservation projects) and for humans (for example in sport and recreation). As a result of this metamorphosis a number of organisations have been established to represent different aspects of these new roles. In addition, government policy in relation to the horse altered during this time, to reflect the development of the horse. The next section in this chapter introduces the aims, objectives and research questions underpinning this research, while the subsequent sections detail the methodological approach adopted in this study and provide a structural overview of the thesis.

1.2 Aims, objectives and research questions

This thesis seeks to examine the organisational landscape of those institutions with an interest in the horse, including the government. Specifically, it will utilise the conceptual framework offered by the Marsh-Rhodes policy network typology to analyse the relationship between interest groups and the government in relation to the horse, and contrast the situation in England to that found in Sweden and the Netherlands. As a result of this analysis suggestions will be made to build upon existing relationships between interest groups and the government in England, for the benefit of both parties.

The organisational landscape of the horse industry in England has expanded in recent years, largely due to the changing role of the horse described above. New organisations have been introduced, previously established organisations have evolved, and the relationship between interest groups within the industry and the government has developed. In order to fully understand the implications of these changes, and how lessons learned in the examination of other countries can be utilised, the conceptual framework of this study is grounded within policy networks.

¹¹ BETA, *National Equestrian Survey 2005/06 Structural Report*, 6 – 7.

¹² Sport England, *Active People Survey 2008/09: participation once a week for 30 minutes at moderate intensity*, [London: Sport England, 2009]: 2.

Policy network theory explores relationships, links and interdependencies between different organisations and actors, including the government, within a specified sector or area.¹³ It also considers how these groups and individuals communicate, identify issues, take collective action and share resources.¹⁴ The policy network framework has previously been used to analyse the relationship between interest groups and the government in a number of sectors, including agriculture, environmental planning and tourism.

Since the 1970s, when the policy network approach became more commonly utilised, a number of different methods of adopting the framework have been employed. These started with policy communities, a largely British approach, and issue networks, principally championed in America. Policy communities are networks characterised by a number of factors, including stable relationships, highly restricted membership which leads to continuity, vertical interdependence based on shared responsibilities and insulation from other networks and often the general public.¹⁵ On the other hand issue networks are typified by shared knowledge, interests and common ground, and are often linked to a specific policy sector.¹⁶ The differences between policy communities and issue networks provide a distinct contrast in the relationship between the government and interest groups: issue networks demonstrate a less organised and more open relationship between actors, where participation and interest change over time and around different policy issues, while the relationship between actors in a policy community is stable and closed.¹⁷

The Marsh-Rhodes typology suggests the term “policy network” is used generically. Policy networks, policy communities and issue networks are all meso-level concepts,

¹³ Rhodes, R. A. W., “Policy Network Analysis,” in *The Oxford Handbook of Public Policy*, ed. Moran, M., Rein, M. and Goodin, R. E. [Oxford: Oxford University Press, 2006]: 427.

¹⁴ Marsh, D., “The Development of the Policy Network Approach,” in *Comparing Policy Networks: public policy and management*, ed. Marsh, D. [Buckingham: Open University Press, 1998]: 3 – 4.

¹⁵ Rhodes, R. A. W., *Beyond Westminster and Whitehall: the sub central governments of Britain*, [London: Unwin Hyman Ltd, 1988]: 78.

¹⁶ Heclo, H., “Issue Networks and the Executive Establishment,” in *The New American Political System*, ed. King, A. [Washington DC: American Enterprise Institute for Public Policy Research, 1978]: 103.

¹⁷ Burstein, P., “Policy Domains: organisation, culture, and policy outcomes,” *Annual Review of Sociology*, 17 (1) [1991]: 327 – 350; Dredge, D., “Networks, Conflict and Collaborative Communities,” *Journal of Sustainable Tourism*, 14 (6) [2006]: 565.

situated between the micro- and macro-levels of investigation.¹⁸ The policy community and issue network are ideal types of policy network, which can be used to explore relationships between the government and interest groups in specific policy sectors.

Having identified the conceptual framework to be employed in this empirical study, a number of research questions were drawn up which could be applied to each horse industry included within the thesis. These questions are shown below.

Table 1.1 **Research questions**

<i>Fundamental questions</i>
1. What are the origins and development of the equine policy network?
2. What is the nature of the equine policy network?
3. How can the equine policy network be developed for the benefit of interest groups and the government?
<i>Sub-questions</i>
4. How is consistency cultivated and maintained in a diverse policy network?
5. How is communication cultivated and maintained in a diverse policy network?
6. How is collaboration cultivated and maintained in a diverse policy network?
7. How does a policy network with a diverse and large number of members interact and function?
8. How does a diverse policy network influence policy decision making?

These questions relate directly to the conceptual framework, adding to the understanding of the relationship between interest groups and the government within each of the horse industries studied. The fundamental questions are those which are considered to be of the most importance, while the sub-questions will aid in their understanding. This thesis does not seek to provide a new theory of policy networks. Rather, through the utilisation of the policy network approach, it endeavours to

¹⁸ The micro-level of analysis considers the role played in specific policy decisions by interest groups and government, while the macro-level examines the distribution of power in modern society. Rhodes, R. A. W., *Understanding Governance: policy networks, governance, reflexivity and accountability*, [Buckingham: Open University Press, 1997]: 29.

analyse the equine policy networks of England, Sweden and the Netherlands, a policy sector not previously examined in this way.

1.3 Methodological approach

The methodological approach underpinning this research is a study of the horse industries of England, Sweden and the Netherlands, including an analysis of the structure of each, the role of specific organisations within them and their relationships with their respective governments based on the research questions highlighted above. In order to explore each industry the research strategies employed are based upon three case studies. The focus of each is the relationship between interest groups and the government in the horse industry of the specific country, and how this affects the policy process.

Sweden and the Netherlands were selected from a long-list of nine countries to be included in the study. Amongst other considerations, the Swedish horse industry was viewed as being organised with a high level of government involvement and could therefore provide a clear contrast to the horse industry in England, which was considered to be fragmented with a low level of government involvement. Although the Dutch horse industry was also considered to be organised it was believed this had been achieved with a low level of government involvement, again providing a contrast with the situation in England.

Each case study comprises both primary and secondary data. Primary data have been gathered through a number of formal, semi-structured interviews, the majority of which were carried out face-to-face. In addition, some informal discussions were also completed. Participant observation provided a rich source of information. The gathering of secondary data was based on documentary analysis, including the analysis of economic and statistical reports, journal papers and other appropriate literature. In addition policy documents, where available, were also reviewed.

Field trips to both Sweden and the Netherlands were completed in order to gain as much rich and varied data as possible. The horse industry in England was also subject to an in-depth analysis. Within the thesis, the first case study considers the horse

industry in England and represents the primary focus of the research, the second is based upon the horse industry in Sweden, while the third examines the Netherlands. The results of the case studies are compared and contrasted in the discussion chapter.

1.4 Structural overview of the thesis

Chapter 1 is an introductory chapter, containing an overview of the salient points of the study. Chapter 2 provides the background to the evolution of the horse industry in England. Specifically, it considers the evolution and domestication of the horse alongside its historical and modern uses. It should be noted that some of the data included are from Great Britain rather than England, as information is not always broken down into the component countries.

Chapter 3 is split into two main sections – the evolution of policy networks and the theoretical foundations of the policy network approach – which discuss the conceptual framework (policy network analysis) forming the basis of the study. Chapter 4 focuses upon the research methods selected to form the foundation of the study (the case study), along with the research strategies utilised. It also considers research ethics, reliability, validity and triangulation within the research, and the scope and limitations of the study.

Chapters 5, 6 and 7 focus on the case studies considering the equine policy networks in England, Sweden and the Netherlands respectively. These chapters utilise the results from interviews with key policy makers and other figures within each industry, along with data gathered through participant observation and documentary analysis.

Chapter 8 draws together the discussions of the previous three chapters, contrasting the horse industry in England with its counterparts in Sweden and the Netherlands, and uses the conceptual framework of policy networks described in Chapter 2 to analyse these findings. Chapter 9 presents the recommendations and conclusions of the thesis.

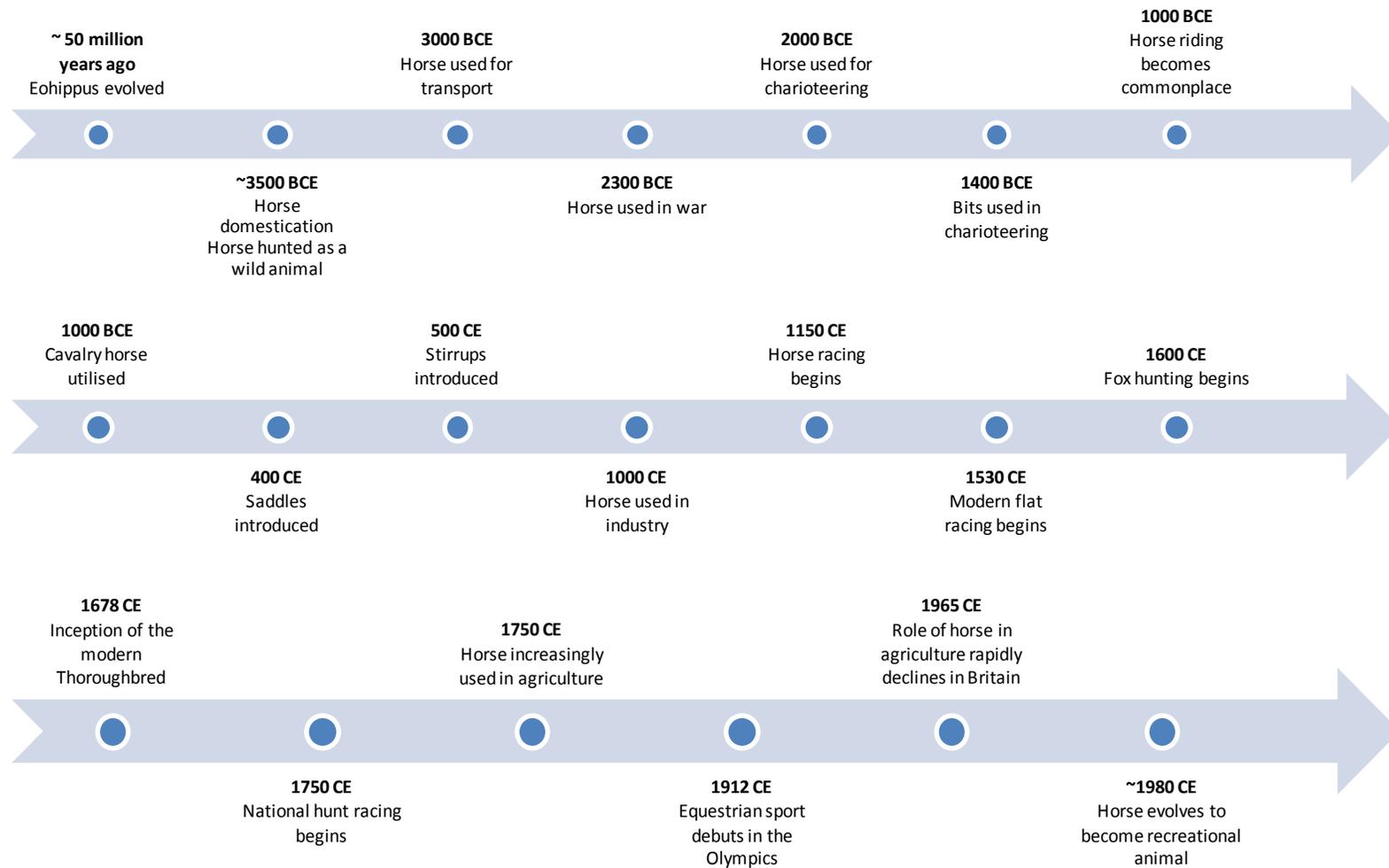
CHAPTER 2 THE CHANGING ROLE OF THE HORSE

2.1 Introduction

In order to gain an understanding of the nature of the equine policy network and some of its component elements, it is necessary to examine the evolution of the horse from a beast of burden to a recreational and sporting animal. This chapter will briefly explore the tasks undertaken by the horse through the ages, including its role in transport, war, industry and agriculture. In considering these uses it will also identify the early relationship between the government and the horse industry in England. An examination, in brief, of the extent to which the sporting activities of the horse can be traced back to its more utilitarian uses will also be completed. Specifically this will investigate hunting, horse racing, some aspects of horse sport and the recreational horse. This leads into a description of the Sport Horse, the type of horse which is the main concern of one of the principal stakeholders of this PhD, the British Equestrian Federation (BEF). These considerations will provide the focus for this chapter, the basis of which is rooted in a wide range of primary and secondary data sources.

To aid the progression of this chapter, a diagram has been created signposting the key events in the development of the role of the horse in western Europe. The diagram can be found below.

Figure 2.1 The evolutionary timeline of the horse



2.2 Historical uses of the horse

After the horse was first domesticated it had many uses, including: transport, riding, military, industrial and agricultural. Each of these uses will now be described, in relation to the sequence of events shown in Figure 2.1 above.

2.2.1 The horse in transport

For many years the most important utilitarian function of the horse was that of transport. It revolutionised the way people lived, enabling tribes to move around and nomads to travel to new areas.¹ The horse began to be used as a mode of transport shortly after 3000 BCE in Russia and western Asia, and around 2000 BCE in Europe.² Initially, the horse transported people by pulling a chariot or cart. In later years its role developed: the horse was ridden or pulled a carriage.

Horse-drawn chariot racing is recognised to date back to 2000 BCE, although its heyday is considered to be between 1200 and 1100 BCE.³ The use of the horse in this way, as a form of entertainment through racing, signals a change in its position from the utilitarian function discussed above to a recreational and entertainment role. Evidence of bits used for chariot racing has been found dating back to the fourteenth century BCE, where a bar, with a rein and cheek-piece attached at each side, was placed in the horse's mouth. This bit acted on the corners of the horse's mouth and is similar to the snaffle bit used today.⁴

In Britain, the first horse-drawn public carriages were introduced in 1564.⁵ At the same time, Queen Elizabeth I commissioned the building of the first royal carriage.⁶ These primitive wagons were unable to compete for speed with the ridden horse, pack

¹ Clutton-Brock, J., *Horse Power: a history of the horse and the donkey in human societies*, [London: Natural History Museum Publications, 1992]: 67 – 68.

² Barclay, H. B., *The Role of the Horse in Man's Culture*, [London: J. A. Allen and Co Ltd., 1980]: 25, 105.

³ Barclay, 105; Clutton-Brock, J., *A Natural History of Domesticated Animals*, [London: British Museum (Natural History), 1987]: 87 – 90.

⁴ Chevenix Trench, C., *A History of Horsemanship*, [New York: Doubleday and Company, 1970]: 22.

⁵ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 156.

⁶ Macgregor-Morris, P., *The Complete Book of the Horse*, [Middlesex: The Hamlyn Publishing Group Ltd., 1980]: 30.

horse or pack horse trains until the eighteenth century, when the infrastructure of carriageways improved and carriage and coach manufacture advanced dramatically.⁷ Lighter carriages were pulled by smaller teams of horses, and sprung suspensions made journeys more comfortable, resulting in faster travel over longer distances becoming commonplace.⁸

The British Post Office introduced the first mail coaches in 1784. Staging posts were set up every 10 miles between London and Bath, where horses would be changed. In a matter of years a complex system of staging posts and coaching inns was set up around Britain and Europe, integrating the horse into the transport structure of the country.⁹

2.2.2 The ridden horse

Horse riding became commonplace around 1000 BCE, when horses were ridden in a bridle, without a bit, while the rider sat on a saddle cloth. No saddles or stirrups were used at this time and this method of riding was retained until the early Middle Ages.¹⁰

To steer a horse without the aid of a bit, the reins were attached to a neck collar and weighted down by a “pom-pom”. To move the horse left or right the collar was pulled in the appropriate direction and released again, while pressure was applied with the legs.¹¹ This method of steering and controlling the horse – the legs used in conjunction with the reins and the rider’s weight – is similar to that in use today.

There are conflicting dates suggesting when bits were first introduced with the ridden horse, due in part to difficulties in correctly dating leather-based archaeological evidence.¹² There is an abundance of evidence of horses being ridden both with and

⁷ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 159.

⁸ McBane, S., *Essential Horse*, [London: Hamlyn, 2005]: 20; Macgregor-Morris, *The Complete Book of the Horse*, 31.

⁹ Macgregor-Morris, *The Complete Book of the Horse*, 32.

¹⁰ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 73 – 74.

¹¹ *Ibid*, 74.

¹² See, for example: Barclay, 22; Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 72, 83; Levine, M. A., “Domestication and early history of the horse,” in *The Domestic Horse: the origins, development and management of its behaviour*, eds. Mills, D. and McDonnell, S., [Cambridge: Cambridge University Press, 2005]: 9 – 11; Macgregor-Morris, *The Complete Book of the Horse*, 20.

without a bit, in Roman times.¹³ Riding horse bits took a variety of forms, including pieces of bone, leather (known as soft bits), and the now commonly used snaffle bit.¹⁴ Some of the bits first used were very severe, including serrated mouth pieces and barbed cheek (side) pieces.¹⁵ The evolution of the bit is an important illustration of the relationship between humankind and the horse: as the horse became integrated into everyday life, bits became kinder.

The saddle, with a wooden frame usually covered with leather, is thought to have been introduced around 400 CE by the Romans. This saddle was placed over the horse cloth, and was commonly known as “*sella*”, or chair. The wooden framed saddle is believed to have been first developed for the camel in North Arabia during the first century BCE and adapted for the horse later.¹⁶ This type of saddle, based on a wooden frame, is very like that used today.¹⁷

Stirrups, similar to those employed today, were introduced on the Chinese border around 500 CE and reached Europe in 800 CE.¹⁸ The predecessor to the stirrup was the “stirrup loop”, made of leather and used in the Near East during the second century BCE.¹⁹ The invention of stirrups was an important occurrence in the evolution of the role of the horse, as they aided mounting. Along with the introduction of the wooden frame saddle, the stirrup allowed a much smoother ride for both horse and rider when covering long distances, therefore increasing the mobility of the horse and rider.²⁰

¹³ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 72 – 73; Macgregor-Morris, *The Complete Book of the Horse*, 20.

¹⁴ Levine, “Domestication and early history of the horse,” 9, 11.

¹⁵ See, for example: Barclay, 60 – 61; Chenevix Trench, 44.

¹⁶ Barclay, 60.

¹⁷ The wooden frame is called the “tree”, and it refers to the structure on which the saddle is built. It can come in a number of different sizes and shapes to suit a variety of purposes and types of horses.

¹⁸ Macgregor-Morris, *The Complete Book of the Horse*, 16.

¹⁹ Barclay, 43.

²⁰ Chevenix Trench, 65.

Xenophon, a Greek from Athens, wrote the first known book on the subject of horses and horsemanship. He was an avid pupil of Socrates, who was born around 430 BCE and died in 354 BCE.²¹ Xenophon is recognised worldwide as one of the earliest and most original writers on horses and horsemanship who ever lived.²² *The Art of Horsemanship* contains the first and second writings of Xenophon: *Hippike* and *Hipparchikos*. The writings are the only training manual on equitation in existence from that time, and provide the basis for the style of riding known today.²³

The medieval knight rode in a heavy saddle with high pommel and cantle, long stirrups and straight legs.²⁴ Nowadays, the emphasis on riding for pleasure has resulted in a lighter saddle, with the rider having shortened stirrups and a bent knee. This illustrates the development of the riding position, from a military occupation to a leisure activity focused on flat work and jumping.²⁵

2.2.3 The horse in war

The role of the horse in war can be traced back to 2300 BCE in China and 2000 BCE in Mesopotamia and Asia Minor, where the horse and chariot were used for military conquest.²⁶ The cavalry horse, or ridden war horse, appeared around 1000 BCE initially as the mount of archers in Asia.²⁷

The cavalry horse was bred for size and strength, to enable the carrying of both the rider and increasingly bulky armour. After the introduction of guns, horses were bred to be tall in height, but also sligher and quicker to allow speedy departure and movement within battle grounds.²⁸ Horses also transported foot soldiers and their weapons to the battle site.²⁹

²¹ Waterfield, R., *Xenophon's Retreat: Greece, Persia and the end of the golden age*, [London: Faber and Faber, 2006]: 37, 45.

²² Macgregor-Morris, *The Complete Book of the Horse*, 19.

²³ Hyland, A., *Equus: the horse in the Roman world*, [London: B. T. Basford Ltd., 1990]: 45.

²⁴ The pommel is the front of the saddle; the cantle is the back of the saddle.

²⁵ Barclay, 352 – 357.

²⁶ *Ibid*, 31 – 33; Macgregor-Morris, *The Complete Book of the Horse*, 22.

²⁷ Barclay, 38.

²⁸ McBane, 17.

²⁹ *Ibid*, 16.

In more recent years the success of the British war effort during World War I was heavily dependent upon the horse and the major part it played as a pack and draught animal as well as a cavalry mount.³⁰ Cavalry horses carried 300lbs: the rider, weapons and general kit. Horse losses during war time were considerable, although the majority resulted from privation and exposure rather than warfare.³¹

In the first three years of World War I the number of horses and mules utilised by the British army increased from 23,000 to over a million.³² At the beginning of World War II the Polish army included 90,000 horses, the German 800,000 and the Russian 1.25 million. The last full-scale cavalry charge is thought to have been made near Moscow in 1941 by 2,000 Russian horses and men. The Russians charged the Germans, with 30 Russian cavalry reaching the German rank, where they were machine gunned. All the horses and men involved died. Horses were also used as draught and pack animals in World War II, particularly when campaigns took place in mountainous or forested areas.³³

Overall, the use of the horse in war had a significant impact on the size of the horse population in Britain (see 2.2.5). Clutton-Brock suggests:

*Perhaps the only benefit to come from the modern machinery of war is the reprieve it has brought to the millions of animals, sacrificed throughout history, in battles of ever increasing ferocity which have been fought over the invasion and defence of territory.*³⁴

2.2.4 The horse in industry

In addition to its military and transport roles, the horse was heavily involved in industry. During the eleventh century horse-mills, often attached to peasant holdings or industries such as brewing, were found throughout Britain.³⁵ In early modern England gin horses could be found in the coal industry where they were used to wind

³⁰ Singleton, J., "Britain's Military Use of Horses 1914 – 1918," *Past and Present*, 139 [May 1993]: 178 – 203.

³¹ Macgregor-Morris, *The Complete Book of the Horse*, 26 – 27.

³² Vesey-Fitzgerald, B., *The Book of the Horse*, [London: Nicholas and Watson, 1946], in Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*.

³³ Macgregor-Morris, *The Complete Book of the Horse*, 27.

³⁴ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 164.

³⁵ Langdon, J., *Mills in the Medieval Economy*, [Oxford: Oxford University Press, 2004]: 11, 24.

up coal and drain the pits. Horses also obtained water for human consumption by drawing it from wells.³⁶ During the Industrial Revolution the draught horse and barge provided speedy transport for raw materials and finished goods through the canal infrastructure of Britain.

Once the railways were established the role of the horse subtly changed. It was no longer needed to transport goods up and down the canal system, but found a new role within the city walls hauling heavy loads between factory, dock and railway. This practice continued until just before World War II.³⁷

2.2.5 The horse in agriculture

The horse was utilised as an agricultural tool from around the eighteenth century, although it was not commonly used as locomotive power for farming in England until the nineteenth and twentieth centuries. During the 1950s its use in agriculture declined.³⁸

Oxen were employed prior to the horse – a team of six to eight beasts pulled a plough suspended from a heavy beam.³⁹ Plough-oxen were engaged in farm work for a number of years before being fattened and slaughtered for meat, providing the farmer with a dual use for the animal. Social traditions were more accepting of oxen being utilised in this way, while the same management of horses was not tolerated. Oxen were used in this way until around the seventeenth century.⁴⁰

Compared to oxen, heavy horses needed a good deal of food – at least twice the amount. Combined with the social traditions described above, a dislike by the farming community of change (what was good enough for the fathers was good enough for the

³⁶ Edwards, P., *Horse and Man in Early Modern England*, [London: Hambledon Continuum, 2007]: 204 – 205.

³⁷ Macgregor-Morris, *The Complete Book of the Horse*, 34; McBane, 20.

³⁸ Chivers, K., *History with a future: harnessing the heavy horse for the 21st century*, [Peterborough: The Shire Horse Society, 1988]: 21 – 22; Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 154.

³⁹ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 154; Macgregor-Morris, *The Complete Book of the Horse*, 30.

⁴⁰ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 154 – 155.

sons) and apathetic farm labourers, the horse was slow to be embraced by the rural workforce.⁴¹ An improvement in the quality of hay and cheap steel allowing lighter farm implements enabled horses to contribute to agriculture and so they were subsequently bred for this type of work.⁴² The horse allowed farmers to work at a greater speed than oxen, thus enabling forests and grasslands to be converted to pasture more quickly, freeing up the workforce for other activities.⁴³

In the western hemisphere the horse was instrumental in the growth of agriculture until the twentieth century, when motorised vehicles and tractors became commonplace.⁴⁴ It is suggested a single tractor replaced around six horses, freeing up the land occupied by the horse for crops or cattle.⁴⁵ However, horses did fertilise the land as they went, and could produce their own replacements.⁴⁶ In Eastern Europe, many Asian countries and other developing countries, horses are still very important in agriculture.⁴⁷ In Western Europe a small number of heavy horses continue to work the land in some areas. Horses are also used in logging, as they can reach areas inaccessible to vehicles and learn to work virtually alone, thereby saving on manpower.⁴⁸ Native ponies, for example the Exmoor Pony, are used in British conservation schemes to manage scrub and invasive heath land plants.⁴⁹

Between 1870 and 1958, the numbers of horses kept for agricultural use in Great Britain were annually recorded in the agricultural census. Between 1960 and 1975 four further measurements were taken, each at five yearly intervals – 1960, 1965, 1970 and 1975 – as the numbers of horses had fallen so steeply, shown below.⁵⁰

⁴¹ Clutton-Brock, *Horse Power: a history of the horse and the donkey in human societies*, 154 – 155.

⁴² *Ibid*; Smil, V., “Horse power: the millennium of the horse began with a whimper, but went out with a bang,” *Nature*, 405 (6783) [2000]: 125.

⁴³ Smil, 125.

⁴⁴ Britton, D. K., “The Disappearance of the Farm Horse in England and Wales,” *The Incorporated Statistician* 10 (2) [July, 1960]: 79 – 88.

⁴⁵ Collins, E. J. T., “The Farm Horse Economy of England and Wales in the Early Tractor Age 1900 – 40,” in *Horses in European Economic History: a preliminary chapter*, ed. Thompson, F. M. L. [Reading: The British Agricultural History Society, 1983]: 73.

⁴⁶ McBane, 20.

⁴⁷ Hall, S. J. G., “The horse in human society.” In *The Domestic Horse: the origins, development and management of its behaviour*, edited by Mills, D. and McDonnell, S. [Cambridge: Cambridge University Press, 2005]: 23 – 32; Smil, 125.

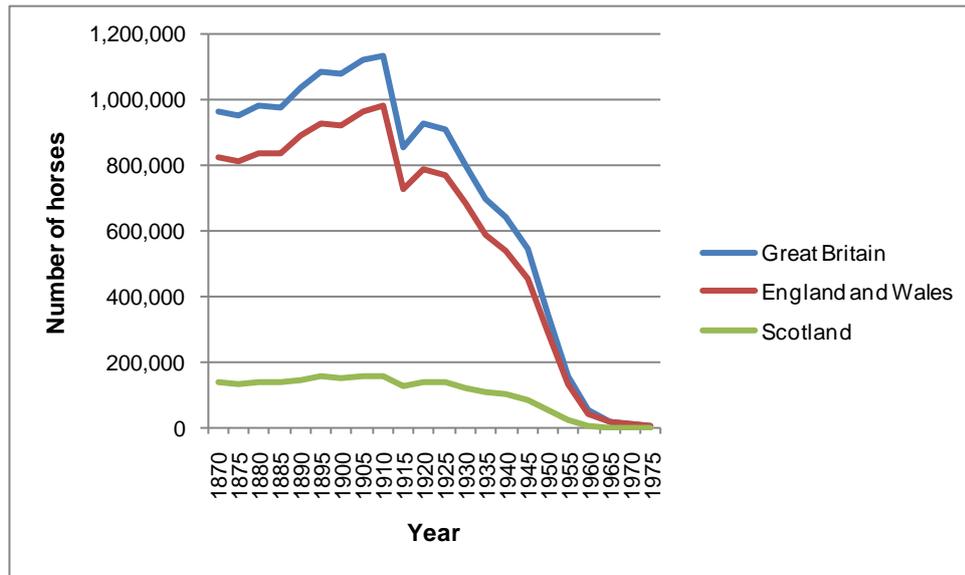
⁴⁸ McBane, 21.

⁴⁹ “Nice Work”, *Economist*, December 20, 2003.

⁵⁰ Records can be found for every year except 1959, 1961, 1962, 1963, 1964, 1966, 1967, 1968, 1969, 1971, 1972, 1973 and 1974. The years 1870 to 1886 excluded mares kept for breeding, all other years included mares kept for breeding. Ministry of Agriculture, Fisheries and Food and Department of

Footnote continued overleaf

Figure 2.2 Horses in agriculture in Great Britain, 1870 to 1975⁵¹



From 1870 to 1910 the numbers of horses used in agriculture steadily rose, before a noticeable reduction, when agricultural horses were transferred into military service for World War I. Numbers then fluctuated until a dramatic decline in 1920, which marked the beginning of the changing role of the horse. The horse's contribution to the agricultural industry, providing cultivation for land and crops, was no longer required. Thus, the way in which the public, and in particular the farming community, viewed the horse changed.

Since the Second World War the horse has become a recreational animal, rather than a beast of burden, offering farmers the potential to develop a recreational enterprise and enhance their income. However, it should be noted that in Britain the horse is not classified as an agricultural animal unless it is kept for direct use on the farm or for grazing. If the horse is kept for grazing, but its feed is supplemented in any way, it can no longer be classified as agricultural. This is important when considering the position of the horse in the rural sector and its role alongside agriculture.

Agriculture and Fisheries for Scotland, *A Century of Agricultural Statistics Great Britain 1866 – 1966* [London: HMSO, 1968]: 129; Ministry of Agriculture, Fisheries and Food and Department of Agriculture and Fisheries for Scotland, Department of Agriculture for Northern Ireland, *Agricultural Statistics United Kingdom 1975* [London: HMSO, 1978]: 20.

⁵¹ Ministry of Agriculture, Fisheries and Food and Department of Agriculture and Fisheries for Scotland, 129; Ministry of Agriculture, Fisheries and Food and Department of Agriculture and Fisheries for Scotland and Department of Agriculture for Northern Ireland, 20.

During the late 1950s the June Census of Agriculture in England, carried out for the Ministry of Agriculture Food and Fisheries (MAFF), ceased to record detailed evidence of the horse population on agricultural holdings. Between 1960 and 1975 brief horse population details were recorded every five years. However during the early 2000s, the Department for Environment, Food and Rural Affairs (Defra) reintroduced this measure. For the last five years the numbers of horses on agricultural holdings in England has fluctuated, as illustrated below.

Table 2.1 **Horses on agricultural holdings 2005 to 2009 ('000s)**⁵²

Year	2005	2006	2007	2008	2009
Number of horses	265	297	294	283	285

It should be noted that the way in which these statistics are recorded has changed. The initial figures recorded by MAFF during the first part of the twentieth century, until 1958, distinguished between horses “used for agricultural purposes” and a number of other categories.⁵³ No statistics were recorded in 1959, and from 1960 until 1975 the horse population was assessed every five years, with detail much reduced from that recorded earlier in the century: horses were categorised as either “used for agricultural purposes” or “all other horses”. In the more recent surveys, there is no distinction in the role of the horse on the agricultural holding, only the number of horses is recorded. However, a differentiation between who owns the horse is made: if it is owned by the farmer it is recorded in one place on the survey; if it is owned by someone else, for example another member of the family or is a part of a livery business, it is recorded under another code. Horses found on non-agricultural holdings, for example in riding schools, are not generally included within the survey.

⁵² National Statistics, *Survey of Agriculture and Horticulture: 1 June 2007, England, final results*, [London: National Statistics, 2007]: 11; National Statistics, *June Survey of Agriculture and Horticulture (Land Use and Livestock on Agricultural Holdings at 1 June 2009) England – Final Results*, [London: National Statistics, 2009]: 12.

⁵³ The categories were: horses used for agricultural purposes (including mares kept for breeding), unbroken horses over one year, light horses under one year, heavy horses under one year, stallions for service and all other horses. In 1954 no distinction was made between light horses and heavy horses under one year, these two categories were grouped together as unbroken horses under one year.

The change in the way in which the number of horses on agricultural holdings is recorded clearly illustrates the transformation in the role of the horse in England. Up until the middle of the twentieth century the horse was a valued asset of an early agricultural policy network. At that time the government attached a significant amount of importance to its role as they deemed it necessary to record the horse population on agricultural holdings, including a considerable amount of detail as to the purpose of the horse. During the 1960s and 1970s, it became clear the horse was becoming redundant in its role as agricultural servant, and this is reflected in the government's recording of reduced data. However, during the mid-2000s the government reintroduced horses, albeit with limited detail, in the annual agricultural survey, recognising the increasing significance of the horse industry to agriculture in the first decade of the twenty-first century.

2.2.6 Early government involvement

Towards the end of the nineteenth century, and into the twentieth century clear evidence of the early relationship between the government and the horse industry, as it was then, can be found. Not only was the horse an integral part of the agricultural policy network (*see* 2.2.5), it was also valued by many other aspects of society, as discussed above. At this time the main interests of the government related to the role of the military horse, in addition to agricultural use.

During the second half of the nineteenth century the method of the breeding of horses in England was subject to much scrutiny. Many people felt the horses bred for use in sport (dominated by Thoroughbred racing, hunting and polo at that time) were far superior to those bred for other purposes, such as agricultural and military uses.⁵⁴ This resulted in a number of horses being imported, including military horses from Canada and America. For example, between 1863 and 1872 79,131 horses were imported into England, while between 1873 and 1882 the figure more than doubled to 197,022. At that time the cost of importing these horses was suggested to be £6 – 7 million.⁵⁵

⁵⁴ See, for example: Gilbey, W., *Horse-breeding in England and India and Army Horses Abroad*, [London: Vinton and Co Ltd., 1901]; Moore-Colyer, R., "Aspects of Horse Breeding and the Supply of Horses in Victorian Britain," *The Agricultural History Review*, 43 (1) [1995]: 47 – 60.

⁵⁵ Macgregor-Morris, P., *The History of the HIS 1885 – 1985: 100 years of the Hunters' Improvement and National Light Horse breeding Society*, [Saltash: The Trematon Press, 1986]: 1.

In order to address these issues a number of reports were written. The first, in 1873, known as Lord Rosebery's Committee, considered whether the demand for horses could be met at the time.⁵⁶ Subsequently, a number of Royal Commissions on Horse Breeding were presented to both Houses of Parliament, the first of which was completed in 1888.⁵⁷ However, the success of these Commissions was limited. Moore-Colyer suggests they were nothing more than routine reports that did not explicitly recommend government intervention, even though many European countries had taken this route (*see 6.5.1*).⁵⁸ Nevertheless, some government support was provided through the formation of the Remount Division of the Army in 1887, which improved military horses. The Royal Agricultural Society of England (RASE), the Hunters Improvement Society (HIS) and many other official bodies also contributed to the qualitative improvements in horses by establishing various stallion improvement schemes and mare premiums. Some of these built upon the recommendations of the Royal Commissions on Horse Breeding and during 1915 a report by the Committee on the Supply of Horses for Military Purposes (England and Wales), appointed by the President of the Board of Agriculture and Fisheries at the request of the War Office, considered how to secure an adequate supply of animals for military purposes (*see 5.5.1*).⁵⁹

As a response to this dearth of horses, in each of the years 1917, 1918, 1920, 1924 and 1934 a Horse Census was carried out. The purpose of the 1917 Census included the need to control the usage and feeding of horses in the country. Specifically, the Committee overseeing the Census was charged with considering the employment of civilian horses for National Service or agricultural work where necessary, ensuring that these horses were not eating too much maize or oats in line with the Horses Rationing Order.⁶⁰ These objectives were continued throughout the subsequent Censuses.

⁵⁶ Gilbey, 3.

⁵⁷ Heape, W., "The Artificial Insemination of Mammals and Subsequent Possible Fertilisation or Impregnation of Their Ova," *Proceedings of the Royal Society of London*, 61 [1897]: 52 – 63.

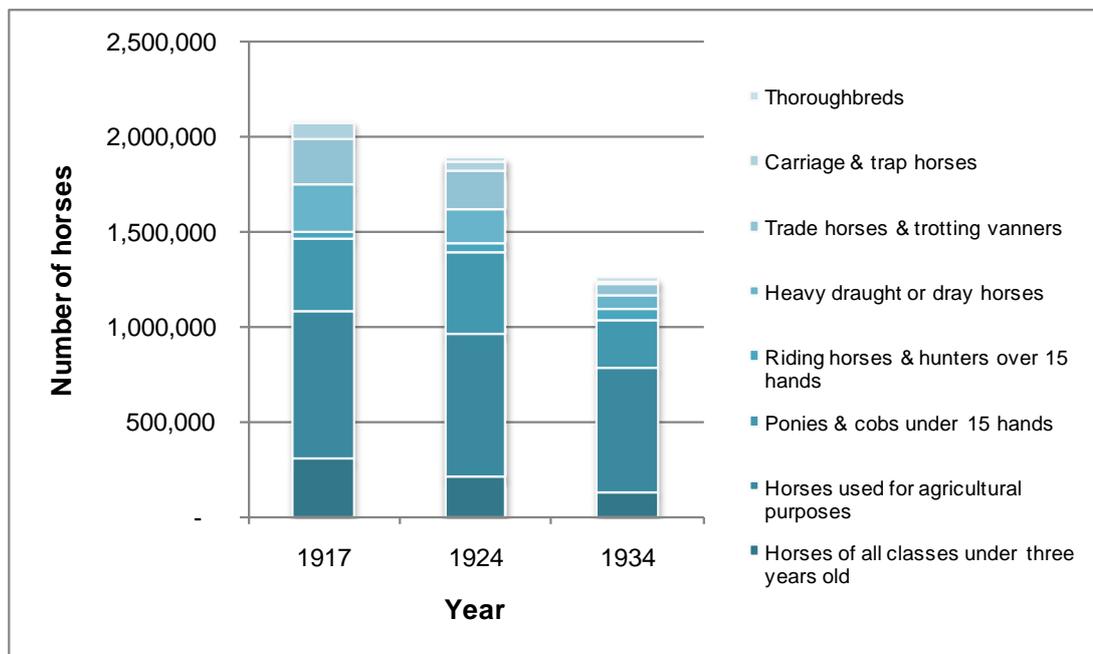
⁵⁸ Moore-Colyer, 47.

⁵⁹ Committee on the Supply of Horses for Military Purposes (England and Wales), *Report on What steps should be taken in England and Wales to secure an adequate supply of horses suitable for military purposes, 1915*, [London: HMSO, 1915].

⁶⁰ Board of Trade Inter-Departmental Committee on the Utilisation and Feeding of Horses, *Report on the (First) Census of Horses in Great Britain and Ireland, 1917* [London: HMSO, 1917]: 2.

The First Census of Horses, completed in 1917, found there were 2,079,122 horses in Great Britain, the Fourth, completed in 1924 found there were 1,892,205 horses and the Fifth Census, in 1934, shows the number of horses had further dropped to 1,263,507.⁶¹ These numbers, broken down into groups, are shown in the figure below.

Figure 2.3 **The horse population of Great Britain in 1917, 1924 and 1934**⁶²



The 1934 Census of Horses was the last Census of its kind to be taken. By this time, the number of horses used in industry had declined – horses were rapidly being replaced by mechanisation. Between the Fourth and Fifth Censuses, completed in 1924 and 1934 respectively, the number of horses classified in the sectors of carriage and trap, draught and trotting, and agriculture, had all declined. At this time agriculture showed the smallest loss and draught and trotting horses the highest. War became increasingly mechanised, gunfire and tanks were more prevalent, so the need to ensure that there were enough horses for this purpose was no longer paramount.

The First Census was the responsibility of the Board of Trade Inter-Departmental Committee on the Utilisation and Feeding of Horses, in conjunction with the War

⁶¹ Board of Trade Inter-Departmental Committee on the Utilisation and Feeding of Horses, 17; War Office, *Report on the (Fifth) Census of Horses in Great Britain, 1934* [London: HMSO, 1935]: 4, 5.

⁶² Board of Trade Inter-Departmental Committee on the Utilisation and Feeding of Horses, 17; War Office, 4, 5.

Office, including representatives from both the government and army. Not only was the government keen to understand the role of the horse on agricultural holdings as illustrated above, it also wished to gain an understanding of the entire horse population. Evidence of this is shown through the detail of the Census reports. The number of horses across England, Wales and Scotland was recorded, broken down by county and city. In addition the use and age of the horses were recorded under several categories, along with the amount of feed needed to supply these horses.⁶³ By the time of the final Census in 1934 there is clear evidence of the development of the survey as the categories have evolved, with more cities and towns included in the detail.⁶⁴ The purpose of this census is not as clear as the first in 1917, although it was still administered by the Board of Trade in conjunction with the War Office.

This desire to understand the number of horses can be partly explained by the role of the horse in the army and agriculture, as the need to provide the animals specifically assigned these roles with enough oats and maize was high on the list of priorities. The Committee wanted to ensure there were enough horses to service agricultural and military needs, and considered how they would transfer horses from other duties to the Army Authorities or agricultural work if needed, particularly due to the shortage described earlier. This illustrates the importance of the horse in the early twentieth century. Not only was the horse part of the early agricultural policy network, it was also included in other sectors, as highlighted here.

⁶³ Board of Trade Inter-Departmental Committee on the Utilisation and Feeding of Horses.

⁶⁴ These categories included: horses under 3 years old (heavy; light); horses of 3 years and under 5 years (ponies 14 hands and under; ponies and cobs over 14 hands and not over 15 hands; riding horses and hunters over 15 hands; carriage and trap horses over 15 hands; light and medium trade or draught horses and light and medium trotting vanners over 15 hands; horses used for agricultural purposes [light and medium; heavy]; other heavy horses and heavy trotting vanners); horses between 5 and 12 years old (broken down as for horses of 3 years and under 5 years); horses over 12 years old (broken down as for horses of 3 years and under 5 years).

2.3 Modern uses of the horse

Today the use of the horse has evolved. In England, it is now a largely sporting and recreational beast, with a very small proportion engaged in agricultural or forestry activities. The main sporting and recreational activities are described below, with reference to their development from the historical use of the horse discussed earlier (see 2.2).

2.3.1 Hunting

Although hunting is included in the section entitled “Modern uses of the horse” it is one of the oldest surviving equestrian sports. Hunting laid the foundations of modern equestrianism.⁶⁵ Initially, stag and hare hunting were a common sporting activity, while the fox was treated as vermin and its control was purely utilitarian. However, the evolution of agriculture and the subsequent increase in pasture ensured the fox ceased to be treated in this way and became an animal to be hunted with hounds: the sport of fox hunting was born. The subsequent popularity of the fox as quarry surpassed that of the stag and hare.⁶⁶

Fox hunting in England dates back to the seventeenth century and since this time the activity has grown in popularity. Until the beginning of the twenty-first century the only major disruptions to hunting had been World Wars I and II, and foot and mouth disease.⁶⁷ However, the hunting of wild animals with dogs has become a contentious issue. In February 2005, after much debate in the Houses of Parliament, the Hunting Act came into force.⁶⁸ This act changed the way in which wild animals could be hunted, reducing the role of hounds, allowing them only to follow a previously laid scent rather than live prey. Nonetheless, hunting undoubtedly played a significant role in the evolution of the horse to the animal it is today.

⁶⁵ The term “equestrian” can be defined as “of or relating to horses and horse-riding”. *Oxford Compact English Dictionary* s.v. “equestrian”. See, for example: Macgregor-Morris, *The Complete Book of the Horse*, 164; Wathen, G. *Horse Trials*. [London: Transworld Publishers, 1989]: 11.

⁶⁶ Munting, R., *Hedges and Hurdles: a social and economic history of national hunt racing*, [London: J. A. Allen, 1987]: 2.

⁶⁷ Wathen, 11.

⁶⁸ Hunting Act 2004 (Eli 2, c. 37), which came into force on 18th February 2005.

2.3.2 Horse racing

The origins of British horse racing in its crudest form can be traced back to the middle of the twelfth century, when descriptions of competitions between “fine horses” at Smithfield sales in London can be found. Horses were tried against one another before their sale to one of the many merchants in attendance. Inferior horses were routinely discriminated against, with those considered “common” being removed from the race.⁶⁹

Racing encompassed all walks of life – peer and peasant, lord and labourer – a consequence of the importance of the horse in daily life. Not only was its role instrumental in transport and industry, the horse was also viewed as a status symbol, with its quality being an overt display of the owner’s wealth.⁷⁰

Modern horse racing can be traced back to 1530, when evidence of racing in York, organised solely for competition, can be found. Horses, or “hobbies” as they were known, raced against each other for the prize of a “sylver bell”. Hobbies, the forerunner of today’s Thoroughbred, were laterally gaited, heavily muscled sprinters, who were considered to be the fastest breed of horse at the time.⁷¹ Initially races were spontaneous events between two horses. Over time, and as horse ownership spawned rivalry, they became more planned and included a number of horses.⁷²

Today’s modern Thoroughbred, as found in Weatherby’s General Stud Book (the Thoroughbred Stud Book of the United Kingdom), can be traced back to one of three foundation stallions.⁷³ The Byerley Turk, the first true Thoroughbred, was foaled in 1678 in the Balkans. A member of the Ottoman cavalry, he became a revered fighting horse until his capture by the English at the Siege of Buda. Following a journey across

⁶⁹ Fitz Stephens, W., “A Description of London,” trans Butler, H. E. in *Norman London*, ed. Stenton, F. M. [London: The Historical Association, G Bell and Sons Ltd, 1934]: 28 – 31.

⁷⁰ Vamplew, W., *The Turf: a social and economic history of horse racing*, [London: Allen Lane, 1976]: 17.

⁷¹ A lateral gait has a sequence of offside hind, offside fore, nearside hind and nearside fore. Cassidy, R., *Horse People: Thoroughbred culture in Lexington and Newmarket*, [Baltimore: The John Hopkins University Press, 2007]: 3.

⁷² Vamplew, 17.

⁷³ Macgregor-Morris, *The Complete Book of the Horse*, 178.

central Europe he won the King's Plate in Northern Ireland before fighting the Battle of the Boyne. After surviving that offensive he was brought back to Yorkshire to be the foundation sire of the Thoroughbred line.⁷⁴ The Darley Arabian, the only foundation sire to have pure undisputed Arabian blood, foaled in Syria in 1700, and the Godolphin Barb, believed to be from Tunisia and foaled in 1724, are the two other stallions which provided the cornerstone of the Thoroughbred breed and horse racing.⁷⁵

During the eighteenth and nineteenth centuries horse racing was undertaken by all types of horses and occasionally ponies.⁷⁶ Attendance at races, betting on horses and reading about racing were increasingly important leisure time activities of much of British society.⁷⁷ Today, the racing industry is highly structured: Thoroughbred horses race against each other, while Arab and Pony racing take place separately. A number of organisations have been established with the sole remit of overseeing the racing element of the equine policy network, including the British Horseracing Authority (BHA).

National hunt racing and hunting are inextricably linked: hunting directly influenced steeple chasing.⁷⁸ National hunt racing can be traced back to the middle of the eighteenth century, evolving from hunting and the introduction of the Enclosures Act.⁷⁹ This Act allowed agricultural land to be fenced in by various forms of barriers, prior to which mounted fox hunters only had to jump ditches and streams. Upon the implementation of the Enclosures Act horse and rider had to jump much more substantial obstacles to follow hounds from field to field.⁸⁰

⁷⁴ James, J., *The Byerley Turk, the true story of the first Thoroughbred*, [Shropshire: Merlin Unwin Books, 2005]: 370.

⁷⁵ Macgregor-Morris, *The Complete Book of the Horse*, 178; Walker, E., *Horse*, [London: Reaktion Books, 2008]: 73.

⁷⁶ Vamplew, 17.

⁷⁷ Huggins, M., *Flat Racing and British Society 1790 – 1940: a social and economic history*, [London: Frank Cass Publishers, 2000]: 274.

⁷⁸ Wathen, 11.

⁷⁹ Munting, 1.

⁸⁰ Steinkraus, W. C. and Stoneridge, M. A., *The Horse in Sport*, [London: Macdonald Orbis Ltd., 1987]: 60.

2.3.3 Horse sport

In more recent years horses have become involved in many different types of sport. These activities include the Olympic disciplines of dressage, showjumping and eventing, the Paralympic discipline of para-dressage, and a number of non-Olympic disciplines such as endurance, horseball, reining and vaulting.

Dressage, showjumping and eventing were first included in the Stockholm Olympic Games of 1912.⁸¹ Initially the domain of cavalry officers, civilians did not win a significant number of equestrian Olympic medals until the 1952 Helsinki Olympics.⁸² To understand the evolution of these sports alongside the historical role of the horse, it is important to appreciate the history of these disciplines and their subsequent impact on the sector. These three disciplines are the most significant within the industry, in terms of the numbers of active participants. In addition their representative bodies are three of the four principal organisational members of the BEF (see 5.4). Therefore they are the focus of the following discussion.⁸³

Dressage

The term dressage comes from the French word *dresser*, which means “to train” and is believed to be the oldest equestrian activity.⁸⁴ Dressage can be traced back to late medieval times, when *Haute Ecole*, or “high school”, was practised in the royal schools of Europe and the cavalry used its discipline and control to improve their combat training, and therefore the performance of their horses on the battle field.⁸⁵ In the period between 1750 and 1900 dressage became an advanced discipline, with the “equestrian circus” also influencing its development.⁸⁶

⁸¹ Steinkraus and Stoneridge, 91, 121, 132.

⁸² *Ibid*, 93, 121.

⁸³ The most recent figures indicate British Dressage had approximately 14,000 members (2009), British Showjumping had 17,691 members (2008) and British Eventing had 11,778 members (2009). BD, *About BD*, BD, http://www.britishdressage.co.uk/about_us/about_bd [accessed 05.04.2010]; BS, *What we do*, BS, <http://www.britishshowjumping.co.uk/page/What-We-Do> [accessed 05.04.2010]; BE, *Statistics*, BE, <http://www.britisheventing.com/page.asp?section=115§ionTitle=Statistics> [accessed 05.04.2010].

⁸⁴ Macgregor-Morris, *The Complete Book of the Horse*, 170; Steinkraus and Stoneridge, 114.

⁸⁵ Macgregor-Morris, *The Complete Book of the Horse*, 170.

⁸⁶ Steinkraus and Stoneridge, 120.

Many associate dressage with the Lipizzaners of the Spanish Riding School of Vienna where displays have taken place for many years. The sport has been dominated by countries from continental Europe – Sweden was influential in the early years while Germany and the Netherlands have been dominant more recently.⁸⁷ The sport of dressage in Britain is governed by British Dressage (BD).

Showjumping

Although horses have always possessed the natural ability to jump, there was no official sport of “showjumping” in existence at the end of the nineteenth century. Historically, the role of the horse in society comprised a number of functions – method of transport, agricultural tool, military weapon, industrial instrument, companion and recreational animal – none of which focused exclusively on the negotiation of obstacles. However, the ridden horse would have jumped a log or other natural obstacle in the course of its day to day life.⁸⁸

Prior to the Enclosures Act fox hunters crossed the countryside without hindrance. However, the negotiation of obstacles became more commonplace following the erection of hedges, fences, gates and ditches and crossing the country via the shortest route on horseback evolved into “leaping contests”.⁸⁹ This later developed into “cross country” (subsequently becoming part of the discipline of eventing, *see below*) and then “showjumping”. The sport of showjumping in Great Britain is governed by British Showjumping (BS).

⁸⁷ Steinkraus and Stoneridge, 120; WBFSH, *FEI/WBFSH World Ranking List – dressage horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009.

⁸⁸ Steinkraus and Stoneridge, 88, 90.

⁸⁹ Leaping contests were also known as “lepping”. *Ibid*, 90.

Eventing

Originally known as “The Military” or “The Militaire”, eventing was created by the cavalry schools of Europe as a test of fitness for its officers and horses.⁹⁰ The role of the cavalry prior to the mechanisation of war was the main influence behind the three day event. The job of the cavalry horse was to carry out four main tasks: to complete the long march to its destination; to successfully carry out a recce of the area whilst avoiding attracting the attention of the enemy; to undertake the cavalry charge once the battle was underway; and to carry on with its duties without a rest.⁹¹

Eventing comprises three disciplines. The first is the dressage test, which demonstrates the standard of battlefield training the horse and rider have achieved.⁹² Cross country, the second discipline, is often considered to be the ultimate test of horse and rider, as it measures their courage and accuracy across challenging terrain and fixed fences.⁹³ The third is show jumping, again requiring accuracy from the horse and rider but over jumps that are not fixed. When peace prevailed in Europe, eventing gave officers a purpose and goal for which they could train their horses. Initially only cavalry officers could enter, although in time the sport was opened up and civilians, including women, were allowed to enter.

Over recent years eventing has undergone a number of changes. Originally the cross country discipline of a three day event had four phases – known as the “long format”. Phase A involved horse and rider undertaking roads and tracks, usually at a fast trot, while Phase B was the steeplechase, where the horse galloped at about 25mph (40kph).⁹⁴ Phase C saw horse and rider complete a second set of roads and tracks, at the end of which the horse would be put into a “ten minute box” to have a rest.⁹⁵ Phase D was the cross country course, which involved riding and jumping over a

⁹⁰ Eventing is also known as “three day eventing” and “horse trials”. Hope, C. E. G., *The Horse Trials Story*, [London: Pelham Books, 1969]: 16; Wathen, 12, 14 – 15.

⁹¹ Wathen, 12 – 14.

⁹² Macgregor-Morris, *The Complete Book of the Horse*, 165.

⁹³ Steinkraus and Stoneridge, 132.

⁹⁴ Macgregor-Morris, *The Complete Book of the Horse*, 165.

⁹⁵ The ten minute box is an area where the horse can be checked over by a vet before attempting Phase D of the cross country discipline within the three day event. He can also have his tack checked, be offered a small amount of water and the rider can have a short break.

number of fixed obstacles, similar to those that would be found out hunting, at speed. In recent years, the cross country phase at a three day event has been reduced to Phase D only – known as the “short format”. One of the first events to move to this format was the 2004 Olympic Games held in Athens. The short format was adopted due to the threat of eventing being excluded from future Games as it was not deemed to be “inclusive” and concerns were raised about the expense of holding the long format with its four-phase cross country stage.⁹⁶ There are now only a handful of events left in the world holding the long format version: the vast majority now run short format eventing competitions. The sport of eventing in Great Britain is governed by British Eventing (BE).

2.3.4 The recreational horse

The recreational role of the horse has grown in recent years. Once the province of affluent landowners who could afford to keep hunters on “spare” land or those wealthy enough to keep racehorses (*see 2.3.2*), horses are now available to a much larger proportion of society. As levels of disposable income have risen, people have felt more able to spend their income on hobbies and pastimes and this is evidenced by the numbers of people riding. Some people have their own horses, while others ride at riding schools or trekking centres. Interest groups within the horse industry have been keen to provide evidence of this growth, along with the socio-economic importance of the horse industry, to the government and other stakeholders. They have done this by completing a number of research projects considering different elements of the sector. Evidence of the increase in the number of riders is found by considering the three British Equestrian Trade Association (BETA) surveys, as shown below.

⁹⁶ H & H News Desk, “Olympic reprieve for eventing,” *Horse and Hound*, <http://www.horseandhound.co.uk/competitionnews/391/35020.html> [published 04.12.2002, accessed 09.09.2008].

Figure 2.4 The number of riders in Great Britain, 1995 to 2005⁹⁷



The first two BETA surveys estimated the total number of riders, while the third included a category for regular riders (classified as those who rode at least once a month), which can be seen in Figure 2.4. Of the riders studied during 2005 and 2006, 88 per cent rode for pleasure, while 37 per cent were involved in affiliated competitions such as those provided through BD, BS and BE. Just over half (52 per cent) of respondents took riding lessons, while seven per cent had been trekking and four per cent had been on a riding holiday.⁹⁸ The BETA 2005/06 survey also considered the background of these riders, suggesting their socio-economic grouping was broken down in the following way: AB 36 per cent, C1 29 per cent and C2DE 36 per cent of the population.⁹⁹

In addition to the evidence provided by BETA, Sport England has been studying the number of participants in a whole range of sports. Their third Active People survey, run between October 2008 and October 2009, indicated 341,500 respondents spent at least half an hour, once a week, involved in “equestrian” activities.¹⁰⁰ This study also considered participants’ socio-economic backgrounds, by grouping people according to

⁹⁷ BETA, *National Equestrian Survey 1999 BETA Structural Report*, [Weatherby: BETA, 1999]: 3; BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]: iv.

⁹⁸ BETA, *National Equestrian Survey 2005/06 Structural Report*, 15.

⁹⁹ BETA, *National Equestrian Survey 2005/06 Structural Report*, 12.

¹⁰⁰ Equestrian was classified as: horse riding, dressage, pony trekking, show jumping, three-day eventing, trotting, polocrosse. Sport England, *Active People Survey (APS) results for Equestrian Period: APS2 (Oct 07/Oct 08) to APS3 (Oct 08/Oct 09)*, [London: Sport England, 2009]: 6.

their National Statistics Socio-economic Classification (NS-SEC).¹⁰¹ Around 56 per cent of participants were in the NS-SEC 1 – 4 category, 26 per cent were in the NS-SEC 5 – 8 group and 17 per cent were in the NS-SEC 9 category.¹⁰²

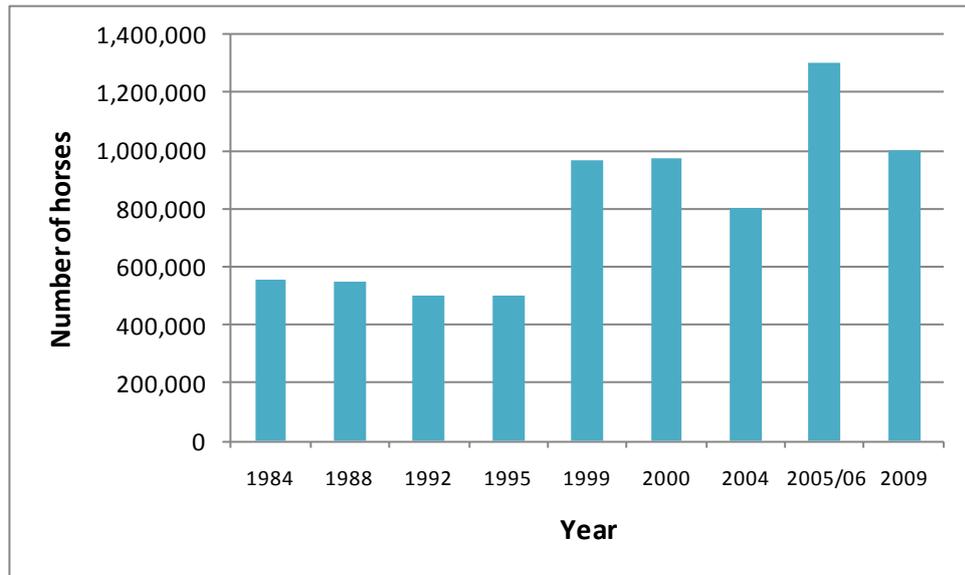
The BETA and Active People surveys utilise different research methods and classifications for those involved in riding. The BETA survey shows an increase in the number of riders over a ten year period, firstly by considering the total number of riders, and secondly, in the third survey, by breaking down those riders to show the number of “regular riders” (riders who ride at least once a month) against the total number of participants. The Active People survey classifies someone as a rider if they ride for at least 30 minutes, once a week, indicating a much higher frequency of participation than in the BETA research. Both surveys provide evidence that the horse can be found in all levels of society, although neither breaks down the socio-economic grouping utilised into each available classification.

As the number of riders has increased in recent times, so has the number of horses. Until recently there has been no way of firmly establishing the population of horses in England, or Great Britain. However, the population of horses has been estimated in a number of studies, shown in Figure 2.5.

¹⁰¹ NS-SEC (National Statistics Socio-economic Classification) combines information on occupation and employment status. The categories are as follows: 1 Higher managerial and professional occupations; 2 Lower managerial and professional occupations; 3 Intermediate occupations; 4 Small employers and own account workers; 5 Lower supervisory and technical occupations; 6 Semi-routine occupations; 7 Routine occupations; 8 Never worked and long-term unemployed; 9 Full-time students and occupations not stated or inadequately described.

¹⁰² Sport England, *Active People Survey (APS) results for Equestrian Period: APS2 (Oct 07/Oct 08) to APS3 (Oct 08/Oct 09)*, 8.

Figure 2.5 The horse population of Great Britain, 1984 to 2009¹⁰³



In order to put these figures into context it is necessary to consider how they were derived, as they have come from a number of different sources. All are estimates, with the 2009 figure established through the number of passports issued rather than a piece of research. For example, the figure of 558,400 horses suggested by the Institute of Terrestrial Ecology (ITE) in 1984, was proposed after a study of land use was undertaken. The study completed in 1988 for the British Horse Society (BHS) suggested there were 550,000 horses in Great Britain, derived through examining the records of equestrian organisations alongside the results of three other surveys, including that carried out by the ITE. The estimates for 1995, 1999 and 2005/06 all come from the BETA surveys highlighted above, although the population of 1.3 million shown for 2005/06 is an upper estimate. It should also be noted that the figure for 2004 is a median figure of 800,000, taken from an estimate of between 600,000 and one million horses, by the Henley Centre on behalf of Defra, who reviewed each piece of research considering the size of the horse population published at that time.

¹⁰³ **1984**: 558,400, Barr, C., Benefield, C., Bunce, B., Ridsdale, H. and Whittaker, M., *Landscape Changes in Britain*, [Cumbria: Institute of Terrestrial Ecology, 1986]: 1; **1988**: 550,000, Peat, Marwick, McLintock and BHS, *The Economic Contribution of the British Equine Industry*, [Warwickshire: BHS, 1988]: 5, 13; **1992**: 500,000, Horse and Hound, *The Horse and Hound Equestrian Survey*, [London: Horse and Hound, 1992]: 14; **1995**: 500,000, BETA, *National Equestrian Survey 1999 BETA Structural Report*, 32; **1998**: 968,000, BETA, *National Equestrian Survey 1999 BETA Structural Report*, 32, 49; **2000**: 975,000, Leckie, E. J., *The Equine Population of the UK*, [Norfolk: ILPH, November 2001]: 4; **2004**: 800,000 (median), BHIC, DEFRA, National Assembly for Wales and Scottish Executive, *Joint research on the horse industry in Great Britain*, [London: DEFRA, 2004]: 11 [Product code PB9255a]; **2006**: 1,300,000 (upper level estimate), BETA, *National Equestrian Survey 2005/06 Structural Report*, 12; **2009**: 1,000,000, BHIC, *BHIC Briefing – Size and Scope of Equine Sector*, [London: BHIC, 2009]: 2.

Unlike the agricultural industry, there is no annual survey to consider the number of horses within the country. Neither, historically, has there been one central register for equines, but on 28 February 2005 horse passports became statutory in England and there is now a requirement for the majority of equidae to be registered.¹⁰⁴ However, it should be stressed that not all horses have a passport which originated in this country, and are therefore not registered on the National Equine Database (NED – a central register of horses in Great Britain, see 5.5.2), as passports issued by another European Union Passport Issuing Organisation (EU PIO) are also valid in Britain. For example, a horse imported from the Netherlands and registered with the Royal Warmblood Studbook of the Netherlands (KWPN), will not need to purchase a British horse passport, but a horse imported from America without an EU recognised passport will need to obtain one.¹⁰⁵

2.4 The Sport Horse

As discussed above, one of the principal Stakeholders of this study is the BEF, much of whose work can be found in the sport and recreation element of the equine policy network with horses known as “Sport Horses”. In order to gain an understanding of the areas of the equine policy network this encompasses, it is necessary to briefly describe the role of the Sport Horse within the industry.

The Sport Horse is a riding horse and can be a single breed or combination of breeds.¹⁰⁶ The term refers to a type of horse used for (or intended to be used for) recreational and competitive activities, other than racing.¹⁰⁷ However, and rather confusingly, many racehorses (Thoroughbreds) have a second career as Sport Horses, often in the discipline of eventing, and many charities have been created to

¹⁰⁴ The horse passport legislation includes horses, ponies and donkeys, but excludes zebras. Requirements for some feral horses and ponies are also different from normal horses. Horse passports became compulsory in Scotland on 16 May 2005 and in Wales on 9 February 2005.

¹⁰⁵ Defra, *Livestock movements, identification, and tracing: horse passports – questions and answers*, Defra, http://www.defra.gov.uk/animalh/id-move/horses/horses_qa.htm [accessed 25.03.2008, last updated 12.02.2008].

¹⁰⁶ Corbally, A. F., *The Contribution of the Sport Horse Industry to the Irish Economy*, [Dublin: University College Dublin, 1996]: 1.

¹⁰⁷ However, some horses have started life as racehorses and then become Sport Horses. Allen, W. T., “The application and potential of modern technologies to the breeding of Sport Horses,” in: *Session 4: proceedings of A Sport Horse for the Future, July 1997, Cambridge*. [Stoneleigh: Royal Agricultural Society of England, 1997]: 55; Corbally, 1.

rehabilitate racehorses for this purpose.¹⁰⁸ Historically, the term “Competition Horse” has also been used, although the nomenclature “Sport Horse” is now more commonly heard.

The competitive disciplines included in the term Sport Horse have been subject to much debate. General opinion embraces the three Olympic sports of dressage, showjumping and eventing, but many commentators argue the term should encompass other sports.¹⁰⁹ This ambiguity is challenging – the absence of any formally recognised definition makes it necessary to specify the disciplines included.

Just as there is no recognised definition of the Sport Horse, it also has no official documented history. Nevertheless, it is widely acknowledged that its evolution began on the battlefield many centuries ago and, more recently, during the last three to four decades, it has been honed, developing into an animal skilled at many competitive disciplines, including dressage, showjumping and eventing. In order to be able to complete the tasks required in these sports the horse has shaped the disciplines, and the disciplines have shaped the horse.¹¹⁰ In summary, a Sport Horse can be likened to a human gymnast, short distance hurdler and marathon runner combined, as these are the athletic skills a horse needs to compete in dressage, showjumping and eventing.¹¹¹

The term Sport Horse is used internationally. Sweden, the Netherlands, Germany, France, and Denmark all recognise their own type of Sport Horse (*see 6.5 and 7.3*). The Irish Horse Board (IHB), a co-operative created to promote the “Irish Sport Horse”, produces many publications including the Irish Sport Horse Studbook of Approved Stallions and an annual booklet celebrating the achievements of the Irish Sport Horse (ISH).¹¹² However, all of these Sport Horses have different origins. For example, the ISH is based on four breeds: the Thoroughbred and Irish Draught Horse, both of which

¹⁰⁸ See, for example, Retraining of Racehorses (<http://www.ror.org.uk>) or Moorcroft Racehorse Welfare Centre (<http://www.mrwc.org.uk>)

¹⁰⁹ See, for example: Allen, 55; Corbally, 1; Crossman, G. K., “The British Sport Horse: towards ordered growth,” [Master’s thesis, Royal Agricultural College, 2005]: 7; Houghton Brown, J., *Horse Business Management*, 3rd ed., [Oxford: Blackwell Science Ltd., 2001]: 4; Kelly, E. P., “Performance Horse Breeding,” in: *proceedings of Performance Horse Breeding – An Opportunity to be Seized, September 1992, Stoneleigh*, [Stoneleigh: Royal Agricultural Society of England, 1992]: 48.

¹¹⁰ Strickland, C., *The Warmblood Guidebook*, [Middletown USA: Half Halt Press Inc., 1992]: 12

¹¹¹ Kelly, 48.

¹¹² See <http://www.irishsporthorse.com/publications/publications.682.html> for further information.

played a major part in the development of the ISH, and the Connemara Pony and Irish Riding Pony, which played a lesser role; while the French Sport Horse has evolved from the Arabian, Anglo Arab and Selle Français breeds.¹¹³ Most of the countries that breed Sport Horses have had a breeding strategy and appropriate structure for the industry in place for many years. Until recently Sport Horse breeding in England has been uncoordinated, with many studbooks and other organisations having an interest (see 5.5.2).

The Sport Horse is important to this study as it can be found in both the breeding and the sport and recreation elements of each of the equine policy networks studied. However, there are substantial differences in how the two elements are organised across the case studies, which are discussed later (see 8.4 and 8.5).

2.5 Horse welfare

Horse welfare has been an emotive subject for centuries.¹¹⁴ During the nineteenth century horses were often badly treated. A recalcitrant or unable horse, who would not or could not go as far or as fast as its driver wished, would often be beaten with a vast array of items – a whip, strap or stick, chain, shovel, pitchfork, knife or other implement.¹¹⁵ The novel *Black Beauty*, published in 1887 and written by Anna Sewell, highlighted their suffering and initiated the improvement of horse welfare, protesting against many unethical but accepted practices of the time.¹¹⁶ This dissent resulted in the cessation of bearing rein usage on carriage horses and the termination of other inhumane customs.¹¹⁷

¹¹³ O'Hare, N., *The Irish Sport Horse: The 21st Century Performance Horse*, [Ireland: Harkway, 2002]: 17; Strickland, 86.

¹¹⁴ Edwards, P., *Horse and Man in Early Modern England*. [London: Hambledon Continuum, 2007]: 54.

¹¹⁵ Ritvo, H., *The Animal Estate: the English and other creatures in the Victorian age*. [London: Penguin Books, 1990]: 138 – 139.

¹¹⁶ Mason, J., "Animal Bodies: corporeality, class, and subject formation in the wide, wide world", *Nineteenth Century Literature*. 54 (4) [March 2000]: 531; McBane, 21.

¹¹⁷ A bearing rein (also known as checkrein or Kemble Johnson) is a fixed rein running from each side of the bit and coming together on the nose, passing between the eyes and up over the poll (the top of the head) it finishes on the backband of the harness (or the saddle on a riding horse). It encouraged carriage horses to keep their heads up and look pretty, severely impeding their natural movement. Carriage horses would often be forced to work in them for hours and have to pull loads uphill whilst wearing them, which was particularly difficult as it acted to constrict their movement.

However, horses were never solely utilitarian and rarely eaten in this country. They were the first animal to be championed in the Animal Rights movement. Nowadays, within the horse industry, the status of welfare is seen as a high priority. For example, at the time of writing, the BHA has a Director of Equine Science and Welfare, Professor Tim Morris. Numerous horse welfare charities have been established including World Horse Welfare (WHW), The Horse Trust and Redwings Horse Sanctuary. In addition, a number of general animal welfare charities commit considerable resources to the horse, for example The Blue Cross and The Royal Society for the Prevention of Cruelty to Animals (RSPCA).

The welfare element of the equine policy network is included briefly within this study. It provides a good example of an element, or sub-sector, of the equine policy network which crosses sectors. As stated above it is high priority, both within and outside of government, and for that reason is intrinsically embedded in the wider animal welfare policy network (*see 3.2.1*). There is no horse-specific welfare legislation, although a new Code of Practice for the Welfare of Horses, Ponies, Donkeys and their Hybrids written by Defra came into effect on Tuesday 6th April 2010.¹¹⁸ Breaking the code is not a criminal offence, rather it is designed to outline the responsibilities of horse owners under the Animal Welfare Act 2006, and contains information on environment, diet, behaviour, health and welfare, company for horses, passports and tethering.

¹¹⁸ The Code can be found at <http://www.defra.gov.uk/wildlife-pets/pets/cruelty/documents/cop-horse.pdf>

2.6 Conclusion

Undoubtedly, the role of the horse has changed considerably from its first domestication. In England, the horse has traditionally been held in high esteem. It has rarely been consumed by humans, and historically its use has not always been solely utilitarian. The purpose of the horse has evolved in a similar way to canals, which were originally utilised for military and transport purposes and subsequently developed as a recreational resource. From the middle of the nineteenth until the middle of the twentieth century, while the horse was involved in various utilitarian roles, it was brought to the attention of the government. However, this was not in the context of the horse itself, it was in the context of a broader issue, such as agriculture or defence (*see 2.2.5 and 2.2.6*).

The role of the horse has now fully developed into that of a sporting and recreational animal, with a small proportion of horses being utilised in the agricultural and forestry industries. This has resulted in the creation of a number of organisations, primarily to oversee its many activities. The organisational landscape created by these interest groups in England, Sweden and the Netherlands is analysed in Chapters 5, 6 and 7.

CHAPTER 3 POLICY NETWORK THEORY

3.1 Introduction

As discussed in Chapter 1, the objectives of this research are situated within the conceptual framework provided by policy network analysis. The purpose of this chapter is to provide an overview of policy network theory, including its evolution, perceived weaknesses and theoretical assumptions. Therefore, this chapter aims to answer the following questions:

1. When is policy network analysis used?
2. Who uses this type of analysis?
3. What weaknesses might policy networks have?
4. What are the theoretical assumptions of policy network analysis?

Chapter 4 considers the way in which these conceptual ideas were operationalised using specific research methods.

3.2 The evolution of policy network theory

Policy network theory developed during the 1970s and 1980s. Exploring relationships, links and interdependencies between government departments and interest groups and stressing the continuity in these relationships, policy network analysis concentrates on a specified sector or area.¹ The theory highlights how groups and individuals within these networks communicate, identify issues, take collective action and share resources.² The network can significantly influence policy outcomes, reflecting the power and relative status of interests in a broad policy area. Rhodes suggests the concept is at the meso-level area of analysis, situated between the micro- and macro-levels of investigation.³ The micro-level considers the individual actions and decisions of actors within the policy network, including their role in specific policy decisions made by interest groups and government. The macro-level examines the

¹ Rhodes, R. A. W., *Understanding Governance: policy networks, governance, reflexivity and accountability*, [Buckingham: Open University Press, 1997]: 29; Rhodes, R. A. W., "Policy Network Analysis," in *The Oxford Handbook of Public Policy*, ed. Moran, M., Rein, M. and Goodin, R. E. [Oxford: Oxford University Press, 2006]: 427.

² Marsh, D., "The Development of the Policy Network Approach," in *Comparing Policy Networks: public policy and management*, ed. Marsh, D. [Buckingham: Open University Press, 1998]: 3 – 4.

³ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 29.

relationship between the state and civil society, along with the broader structures and processes of government within which the policy network functions.⁴

The conceptual framework provided by policy networks has been used to analyse a number of sectors, including agriculture, environmental planning and tourism. For example, Smith examined the relationship between the Ministry of Agriculture, Fisheries and Food (MAFF) and the National Farmers' Union (NFU) during the late 1980s and early 1990s. He concluded that the government in Britain created the agricultural policy network in order to establish an interventionist agricultural policy.⁵

Daugbjerg utilises the policy network framework to compare cohesion in the Swedish and Danish agricultural networks, suggesting the Danish agricultural network has been more cohesive than the Swedish network when the example of nitrate policy is considered. In Denmark farmers were able to gain the support of their Ministry of Agriculture for policy relating to nitrate pollution. However, in Sweden, where the network was less cohesive, farmers were unable to form a strong coalition and had to accept policy that was to their detriment.⁶

Selman uses the network concept to explore the circumstances where professionals and lay people connect in environmental planning and management, suggesting networks:

*represent symbiotic alliances between people, organisations and the non-human realm, in which resources, arguments and knowledge flow between nodes.*⁷

Selman proposes networks are relevant to planning as they can be used to represent interactions between people and organisations, and show how these exchanges result in the achievement of intentional or subconscious aims.

⁴ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 29; Marsh, "The Development of the Policy Network Approach," 15.

⁵ Smith, M., "The Agricultural Policy Community: maintaining a closed relationship," in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 27 – 50.

⁶ Daugbjerg, C., "Similar Problems, Different Policies: policy networks and environmental policy in Danish and Swedish Agriculture," in *Comparing Policy Networks: public policy and management*, ed. Marsh, D. [Buckingham: Open University Press, 1998]: 75 – 89.

⁷ Selman, P., "Networks of Knowledge and Influence: connecting 'the planners' and 'the planned'," *Town Planning Review*, 71 (1) [Jan 2000]: 119.

A more recent example of the use of the policy network approach can be found in the tourism sector. Dredge investigated the relationship between local government and the tourism industry in Lake Macquarie, New South Wales, Australia during the mid-2000s. She focused upon the development of the local tourism association in the area, utilising policy network theory to examine the relationship between public and private sectors.⁸

3.2.1 The policy network approach

Since the 1970s, policy network analysis has become prevalent. Rhodes suggests the following definition:

*Policy networks are sets of formal institutional and informal linkages between governmental and other actors structured around shared if endlessly negotiated beliefs and interests in public policy making and implementation. These actors are interdependent and policy emerges from the interactions between them.*⁹

As the theory has developed a number of different empirical approaches have been employed. Policy communities were largely adopted in Britain, while issue networks were principally championed in America. Characterised by stable relationships, policy communities are said to have highly restricted membership which leads to continuity, vertical interdependence based on shared responsibilities and insulation from other networks and often the general public.¹⁰ On the other hand issue networks are typified by shared knowledge, interests and common ground.¹¹ Policy communities comprise civil servants from government departments and members of selected interest groups or institutions.¹² These institutions and interest groups are accepted into the policy community by the government, while others may be excluded. Issue networks are formed by knowledgeable people concerned about a certain issue, which may include government departments or other institutions.¹³ The policy community

⁸ Dredge, D. "Policy networks and the local organisation of tourism," *Tourism Management*, 27 (2) [Apr 2006]: 269 – 280.

⁹ Rhodes, "Policy Network Analysis," 426.

¹⁰ Rhodes, R. A. W., *Beyond Westminster and Whitehall: the sub central governments of Britain*, [London: Unwin Hyman Ltd, 1988]: 78.

¹¹ Heclo, H., "Issue Networks and the Executive Establishment," in *The New American Political System*, ed. King, A. [Washington DC: American Enterprise Institute for Public Policy Research, 1978]: 103.

¹² Thatcher, M., "The Development of Policy Network Analyses: from modest origins to overarching frameworks," *Journal of Theoretical Politics*, 10 (4) [Oct 1998]: 391.

¹³ Heclo, 104.

illustrates a closed relationship between actors, whereas the issue network metaphor provides a contrast by demonstrating a less organised and more open relationship between actors, where participation and interest change over time and around different policy issues¹⁴. This difference is further discussed below.

The development of policy network theory initially concentrated upon which end of the spectrum case studies fell into – highly integrated policy communities or more open issue networks.¹⁵ As discussions evolved during the 1980s and 1990s the gap between the opposing ends of the spectrum was bridged through a number of continuums or policy network typologies, a selection of which are highlighted below.

A number of typologies identify the range of potential policy networks that might arise from variations in different characteristics of that network, rather than suggesting specific, discrete categories.¹⁶ For example, Jordan and Schubert considered three dimensions of a policy network (the size and scale of the network, whether the network is sectoral or transectoral and the stability of the network), in an aim to expand the concept.¹⁷ Atkinson and Coleman identified three different sector types (expansionist, stabilising and declining), which, combined with two policy approaches (anticipatory and reactive), produced six different types of policy network.¹⁸ Van Waarden offers an overview of the major differences in types of policy network and, as a result, suggests a more complex approach, with eleven different types of state-business relations, or policy networks¹⁹. These examples are all ideal types of policy networks, to be used and adapted to describe existing situations.

¹⁴ Burstein, P., "Policy Domains: organisation, culture, and policy outcomes," *Annual Review of Sociology*, 17 (1) [1991]: 341; Dredge, D., "Networks, Conflict and Collaborative Communities," *Journal of Sustainable Tourism*, 14 (6) [2006]: 565.

¹⁵ Thatcher, 391.

¹⁶ *Ibid*, 394.

¹⁷ Jordan, A. G. and Schubert, K., "A Preliminary Ordering of Policy Network Labels," *European Journal of Political Research*, 21 (1 – 2) [Feb 1992]: 25 – 26.

¹⁸ Atkinson, M. M. and Coleman, W. D., "Strong States and Weak States: Sectoral Policy Networks in Advanced Capitalist Economies," *British Journal of Political Science*, 19 (10) [Jan 1989]: 63.

¹⁹ van Waarden, F., "Dimensions and Types of Policy Networks," *European Journal of Political Research*, 21 (1 – 2) [Feb 1992]: 50.

The typology this study utilises was introduced by Rhodes, who then expanded it with Marsh.²⁰ Based upon six different networks, the continuum between policy community and issue network can be seen below.

Table 3.1: **The Rhodes Model: policy community and policy network**²¹

Type of network	Characteristics of network
<i>Policy community/ territorial community</i>	Stability, highly restricted membership, vertical interdependence, limited horizontal articulation.
<i>Professional network</i>	Stability, highly restricted membership, vertical interdependence, limited horizontal articulation, serves interest of profession.
<i>Intergovernmental network</i>	Limited membership, limited vertical interdependence, extensive horizontal articulation.
<i>Producer network</i>	Fluctuating membership, limited vertical interdependence, serves interest of producer.
<i>Issue network</i>	Unstable, large number of members, limited vertical interdependence.

In order to cover the spectrum between the highly integrated policy community and the loosely integrated issue network, the typology contains six different networks. These networks are differentiated through the consideration of four characteristics: membership, integration, resources and power.²²

Policy communities are highly integrated, characterised by stable relationships and a highly restricted membership which provides continuity. They have a high level of vertical interdependence based upon shared service delivery responsibilities, and limited horizontal articulation. They are insulated from other networks and the general public. Policy communities are normally based around governmental interests and functions, for example education. If the interest or function is based upon an area, or territory, they are known as territorial communities.²³

²⁰ Rhodes, *Beyond Westminster and Whitehall: the sub central governments of Britain*, 76 – 81, 367 – 371; Rhodes and Marsh, “Policy Communities and Issue Networks: beyond typology” in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 251.

²¹ Rhodes and Marsh, “Policy Networks in British Politics: a critique of existing approaches,” 14.

²² *Ibid.*, 13.

²³ *Ibid.*

Professional networks have similar characteristics to the policy community: stability, highly restricted membership, vertical interdependence and limited horizontal articulation. However, they serve the interests of the profession rather than government interests or functions, or territorial areas. Rhodes and Marsh suggest professionalised networks:

*express the interest of a particular profession and manifest a substantial degree of vertical interdependence, while insulating themselves from other networks.*²⁴

Based upon the representative organisations of local authorities, intergovernmental networks have limited membership, vertical interdependence and extensive horizontal articulation. This example has topocratic membership, which actively excludes all public sector unions, and a wide range of interests, including all services associated with local authorities.²⁵

Producer networks have fluctuating membership, limited vertical interdependence and serve the interests of the producer. They are dominated by the economic interests in policy making of the actors within them, in both the public and private sector. The centre of the network is dependent upon industrial organisations for the delivery of goods and expertise.²⁶

Issue networks are unstable, with a large number of members and limited vertical interdependence. These networks do not have much continuity.²⁷ The structure of the issue network is generally atomistic.²⁸

²⁴ Rhodes and Marsh, "Policy Networks in British Politics: a critique of existing approaches," 13.

²⁵ *Ibid.*

²⁶ *Ibid.*, 14.

²⁷ *Ibid.*

²⁸ Heclo, 102 – 105.

In order to further differentiate between policy communities and issue networks, and in answer to some of the criticisms of this policy network typology (see 3.2.3), Marsh and Rhodes suggest additional distinguishing points. The policy community has the following characteristics:

- A limited number of participants with *some groups consciously excluded*;
- Frequent and high quality interaction between all members of the community in all matters related to the policy issues;
- Consistency in values, membership and policy outcomes which persist;
- Consensus, with the ideology, values and broad policy preferences shared by all participants;
- All members of the policy community have resources so the links between them are exchange relationships. Thus, the basic interaction is one involving bargaining between members with resources. There is a balance of power, not necessarily one in which all members equally benefit but one in which all members see themselves in a positive-sum game. The structures of the participating groups are hierarchical so leaders can guarantee compliant members.²⁹

The policy community should be compared with the issue network in order to fully understand its characteristics. Involved only in policy consultation the issue network can be described as having the following features:

- Many characteristics;
- Fluctuating interaction and access for the various members;
- Limited consensus and ever-present conflict;
- Interaction based on consultation rather than negotiation or bargaining;
- An unequal power relationship in which many participants may have few resources, little access and no alternative.³⁰

Rhodes suggests it is unlikely that a policy area will conform exactly to one type, but that the model is meant as an ideal type. The other networks in Rhodes' original

²⁹ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 43 – 44.

³⁰ *Ibid.*

typology can be found at any point on the continuum between the policy community and issue network.³¹ The full comparison is shown in the table below.

Table 3.2: **Types of policy networks: characteristics of policy communities and issue networks**³²

Dimension	Policy Community	Issue Network
Membership		
<i>No of participants</i>	Very limited number, some groups consciously excluded.	Large.
<i>Type of interest</i>	Economic and/or professional interests dominate.	Encompasses range of affected interests.
Integration		
<i>Frequency of interaction</i>	Frequent, high-quality, interaction of all groups on all matters related to policy issue.	Contacts fluctuate in frequency and intensity.
<i>Continuity</i>	Membership, values and outcomes consistent over time.	Access fluctuates significantly.
<i>Consensus</i>	All participants share basic outcomes and accept the legitimacy of the outcome.	A measurement of agreement exists but conflict is ever present.
Resources		
<i>Distribution of resources (within network)</i>	All participants have resources; basic relationship is an exchange relationship.	Some participants may have resources, but they are limited, and basic relationship is consultative.
<i>Distribution of resources (within participating organisations)</i>	Hierarchical, leaders can deliver members.	Varied and variable distribution and capacity to regulate members.
Power	There is a balance of power among members. Although one group may dominate, it must be a positive-sum game if community is to persist.	Unequal powers, reflecting unequal resources and unequal access. It is a zero-sum game.

The table compares the four characteristics: membership, integration, resources and power. Winter expands on the differences suggested in this table.³³

³¹ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 43.

³² Rhodes and Marsh, "Policy Communities and Issue Networks: beyond typology," 251.

³³ Winter, M., *Rural Politics: policies for agriculture, forestry and the environment*, [London: Routledge, 1996]: 26.

Firstly, policy community members usually share a deep, direct interest in the policy area. The policy sector will be of interest to civil servants if it has implications for government economic policy within a certain area, to politicians as economic issues are significant for election prospects, and to a key interest group if it has ramifications for the livelihoods of its members involved in the particular sector. If the policy area is linked to production, for example milk production in agriculture, the sense of shared purpose and community is likely to be increased. While policy communities are often formed around production issues, issue networks are more inclined to arise around consumption issues, which do not depend upon government economic performance. For an organisation or pressure group in an issue network the concern uniting the network may be one of a number of other relevant issues in which they are interested.³⁴

Secondly, members of a policy community believe resources can be successfully applied to their policy area. Therefore, a policy community often comes about when a set of priorities and particular needs are agreed, resulting in agreed public expenditure. A pressure group may be harnessed by a government department to assist in the lobbying of the Treasury and other cabinet ministers in relation to a particular problem, while the government department is adopted by the pressure group in the role of an advocate for its case. For example, this may happen in the area of public health. However, while the policy community comes together on a particular issue, conflict is likely to be seen within an issue network. This is due to the different perspectives adopted by actors within the issue network and the ensuing struggle for dominance. While one actor might have a particular view on an issue another may take an opposing opinion and this could result in conflict.³⁵

Thirdly, policy community participants generally share an “appreciation” of the issues, and the culture within the community is shared. In addition to the shared agreement of the allocation of resources, an understanding of the problems and priorities is also likely. In order to achieve internal success and cohesion it is important that this community has a shared culture. Also important is its closure to other interests, so

³⁴ Winter, *Rural Politics: policies for agriculture, forestry and the environment*, 26.

³⁵ *Ibid.*

that it can concentrate on the issue at hand. In contrast, actors within an issue network neither possess a shared culture nor jointly appreciate the issue at hand, or agree on the allocation of resources, or share an understanding of priorities.³⁶

Finally, at the heart of a policy community is a stable membership, with a high level of continuity. Actors within the community recognise each others' boundaries. Issues within the community do impinge on the majority of members, but it is unlikely that a coherent policy community involving the whole electorate exists.³⁷ Conversely, an issue network is inherently unstable and boundaries between actors are often overstepped.³⁸

Winter's expansion of the Marsh-Rhodes model does not discuss the power dimension contained within the table, which is important as it explains the distribution of power between interest groups within the network. In the policy community the typology suggests that power is a positive-sum: one group does not sacrifice power to another. For example, the power of each group within the policy community could mutually expand as each increases its influence over policy. However, power is unequal, or zero-sum, in an issue network and there are likely to be both winners and losers. Often, the losers have limited resources and their ability to do much if their interests are sacrificed in the development of policy is restricted.³⁹ Within the policy community the positive-sum game is important if the community is to continue.⁴⁰ If one interest group loses power it is likely to lead to conflict.

The policy network approach has been used to explore many policy areas, including the agricultural industry in Britain and its relationship with the government. In the 1990s, Smith suggested the relationship between the MAFF and the NFU created a largely closed agricultural policy community, based upon the description of a policy community according to the Marsh-Rhodes model described above. He explained how two important internal structures within the agricultural policy community, the

³⁶ Winter, *Rural Politics: policies for agriculture, forestry and the environment*, 26, 28.

³⁷ *Ibid*, 28.

³⁸ Heclo, 102 – 103.

³⁹ Smith, M. J., *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, [London: Harvester Wheatsheaf, 1993]: 64.

⁴⁰ Rhodes and Marsh, "Policy Communities and Issue Networks: beyond typology," 251.

ideological and the institutional, control and exclude membership of the network.⁴¹ These structures will also be utilised in this study (*see 8.2.1*).

The ideological structure consists of the dominant set of beliefs shared by members of a specific policy area, where interest groups are likely to share the same view on certain issues.⁴² If an established interest group, or a newcomer trying to gain entry to the network, does not share these views, it is likely to be excluded.

In total Smith suggests four important institutional structures. First, the government can provide the policy network with a decision-making core that has the authority to make policy relating to the particular sector. The second institutional structure is the “rules of the game”.⁴³ In order to obtain entry to the policy network, the rules of the game determine how groups, organisations or individuals should act, and are set by the policy network.⁴⁴ The rules of the game shape an actor’s behaviour and can restrict a newcomer’s access to the network.⁴⁵ The third institutional structure is membership of the European Commission (EC), which can bring about legislative changes. These changes can impact the policy sector in a variety of ways, both positive and negative. The final institutional structure Smith suggested was the Annual Review responsible for surveying the state of agriculture in Britain, and determining agricultural prices for the following year. This structure was in place until Britain joined the EC and gave farmers a statutory right to consultation which resulted in the exclusion of other interest groups.⁴⁶

Most policy networks have a core and a periphery.⁴⁷ Building upon his analysis of the agricultural policy community, Smith suggests it has “layers”. The primary layer comprises organisations and key actors who play a significant guiding role in all policy

⁴¹ Smith, “The Agricultural Policy Community,” 28.

⁴² *Ibid.*

⁴³ Saunders, P., “They make the rules: political routines and the generation of political bias”, *Policy and Politics*, 4 (1) (January 1976): 31 – 58.

⁴⁴ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 10; Smith, “The Agricultural Policy Community”, 29 – 30.

⁴⁵ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 10.

⁴⁶ Smith, “The Agricultural Policy Community,” 29 – 30.

⁴⁷ Laumann, E. O. and Knoke, D. *The Organisational State*, [Madison WI: University of Wisconsin Press, 1987], in Smith, M. J., *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, [London: Harvester Wheatsheaf, 1993]: 61.

decisions made by the government which impact upon the sector, and are involved on a day-to-day basis. In addition, they set the rules of the game and determine the membership of the network. The secondary layer contains organisations only active when certain issues are discussed. These interest groups abide by the rules of the game but do not have continuous influence on policy, due to limited resources. Smith proposed that the NFU was found in the primary layer, while other organisations such as the Country Land and Business Association (CLA) and National Union of Agricultural and Allied Workers (NUAAW) were found in the secondary. Members of the secondary layer contributed to elements of the policy process which were an interest or concern for them.⁴⁸ This approach is adapted to suit the equine policy network (see 8.2.2).

Within the policy network Smith also suggests there are a number of “elements” or “sub-sectors”. While the organisations in the primary layer are involved in all policy decisions, organisations in the secondary layer only contribute to elements of the policy process that interest them.⁴⁹ Again, this approach is adopted to suit the equine policy networks studied (see 8.2.2).

It should be noted that Smith’s suggestion that the agricultural policy community of the 1990s was a closed policy network, with the main actors being MAFF and the NFU, has been subject to much debate within academia, due to the role different sub-sectors play in the policy making process. For example, Winter argues that a number of issues are discussed in specific sub-sectors where the NFU is not the dominant actor, citing the example of farm animal welfare issues. He suggests discussions in this area largely take place within the Farm Animal Welfare Council (FAWC), which includes actors from a number of interests including farmers, slaughterers, welfarists and hauliers. In this case, as the issue is highly politically sensitive, he proposed MAFF and the NFU both prefer to see debate occur outside the central policy community where a consensus of views can emerge.⁵⁰ Jordan *et al* also disagree with Smith, describing

⁴⁸ Smith, M. J., *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, [London: Harvester Wheatsheaf, 1993]: 61; Smith, “The Agricultural Policy Community,” 31.

⁴⁹ Smith, “The Agricultural Policy Community,” 31 – 32.

⁵⁰ Winter, *Rural Politics: policies for agriculture, forestry and the environment*, 160.

debates in the poultry area of the agricultural policy network. In this example, actors such as the British Poultry Meat Producers' Association, individual producer companies and supermarket chains were considered to be as relevant, if not more relevant, than the NFU.⁵¹

3.2.2 Leadership and the policy network approach

As described above, the policy network approach centres upon the relationship between government and interest groups, all of whom have an interest in policy-making within a particular sector (*see 3.2.1*). In order to build strong and sustainable relationships within and between these organisations leadership is key. The success of these networks often depends upon the style and quality of leadership offered by the individuals contained within them.

Leadership is an important consideration in the Marsh-Rhodes policy network typology. For example, in the dimension of integration the frequency of interaction between groups is likely to be significantly controlled by the leadership within each group. Where interactions between these groups concerning policy issues are frequent and high quality the network will reflect a policy community, while if contact fluctuates in frequency and intensity it is likely to mirror an issue network (*see Table 3.2*).

As the policy network approach has developed many authors have explored the issue of leadership within and between the groups concerned. For example, in a study considering the evolution of politics in the Swedish city of Karlstad, Norell focused upon the relationship between actors within the policy network. This included relationships within the majority party coalition and between the individuals concerned; the relationships between political parties; the relationship between politicians and civil servants; and the relationships with other external actors. He also considered the context of the policy network, for example general societal shifts, institutional arrangements, and issues and critical events that had affected it. Within

⁵¹ Jordan, G., Maloney, W. A. and McLaughlin, A. M., "Characterizing Agricultural Policy-Making," *Public Administration*, 72 (4) [Winter 1994]: 510.

each of the relationship components of his study Norell considered the role of leadership, suggesting it is about the ability of the leader to handle a multitude of situations while dealing with the issues that surround them. Often these tasks require the undivided attention and focus of the individuals concerned.⁵²

Rhodes has also considered the role of leadership. Much of his recent work focuses upon the relationship between the individuals within various departments of the British government, where his emphasis has shifted from concentrating on individual Ministerial Private Offices to what he terms as the “departmental court” or the “locus for managing coordination and conflict at the top of the department.”⁵³ He considers these departments within the British government to be the key policy making units, and their leadership is of fundamental significance to their progress.

The role of leadership within each of the sectors studied in this thesis is examined, alongside the part it has played within each of the equine policy networks. Individuals who have played a significant part in the development of each network are identified: these are the individuals who perform a leadership role within their group. Their contribution, whether in the past or present, is also highlighted.

3.2.3 Weaknesses of the policy network approach

There has been criticism of the Rhodes policy network typology (*see Table 3.1*) and its successor, the Marsh-Rhodes model (*see Table 3.2*). Grant *et al* highlight the absence of sectoral analysis, using as an example the relationship between the government and the chemical industry, which illustrates the loosely integrated producer network in the Rhodes typology. In this network power is placed with the industry rather than the government, as the chemical companies control the key currency: information. Within the network there are a number of strategies in place to manage industry relationships, rather than managing relationships between the government and the industry as Rhodes proposes is the case. Grant *et al* make it clear that in order to

⁵² Norell, P. O., “Governing Karlstad: an Insider’s Story,” in *Observing Government Elites: up close and personal*, ed. Rhodes, R. A. W., Hart, P. and Noordegraaf, M. [Basingstoke: Palgrave Macmillan, 2007]: 104.

⁵³ Rhodes, R. A. W., “Frank Stacey Memorial Lecture 2008: Scenes from the Departmental Court,” *Public Policy and Administration*, 24 (2) [Oct 2009]: 437.

understand government-industry relationships a sectoral analysis is fundamental, further suggesting that the level of sub-sectoral integration can be considerable.⁵⁴ That criticism is addressed in this study through the use of “elements” or “sub-sectors” as suggested by Smith (*see 3.2.1*).

Dowding has written extensively about the policy network approach, arguing a true theory should be able to generalise between all entities to which it is applicable, distinguishing between those entities and accounting for similarities. However, he suggests the Marsh-Rhodes typology does not distinguish between dependent and independent variables, and is more of a system of classification than theory. Using the example of “consensus” in the dimension of “integration” within the typology (*see Table 3.2*), Dowding asserts:

*There is said to be a general acceptance of the legitimacy of the outcome and a sharing of basic values within policy communities but conflict ever present in issue networks. Surely the reason why integration can be contrasted through the two types of network is because of the distinction between the types of interest.*⁵⁵

He further explains how the dimensions described under the category of the policy community or issue network in the Marsh-Rhodes typology are nothing more than labels which are used to explain differences in the formation of policy in contrasting sectors. Rather than these labels demonstrating the differences between the two types of network he feels the explanation lies in the characteristics of the actors within each network.⁵⁶

Within this study the Marsh-Rhodes typology and the dimensions of the policy community and issue network are utilised as a basis to analyse the relationship between interest groups in the horse industry and the government. Characteristics of actors within each equine policy network are explored in order to draw out differences

⁵⁴ Grant, W. P, Paterson, W. and Whitson, C., *Government and the Chemical Industry: A comparative study of Britain and West Germany*, [Oxford: Clarendon Press, 1988]: 58 – 67, 314, in Rhodes, R. A. W. *Understanding Governance: policy networks, governance, reflexivity and accountability*, [Buckingham: Open University Press, 1997]: 39.

⁵⁵ Dowding, K., “Model or Metaphor? A critical review of the policy network approach,” in *British Political Science: fifty years of political studies*, ed. Dunleavy, P., Kelly, P. J. and Moran, M., [Oxford: Blackwell Science, 2000]: 198.

⁵⁶ *Ibid.*

and similarities. Therefore, the way in which the typology is employed takes into account Dowding's criticism.

Mills and Saward highlight differences in the many policy network and policy community concepts found in political theory. They suggest that although these variations can be advantageous as the range of people who can use them is expanded, they can also pose a shortcoming due to the fundamental concept being underdeveloped.⁵⁷ Within this study the evolution of policy network concept has been carefully explored, while the development of the Marsh-Rhodes typology is thoroughly investigated. The Marsh-Rhodes typology is clear in its definition of the policy network, policy community and issue network that it is based upon, and these are the concepts utilised within this work.

A further weakness relates to the continuum found within the Rhodes typology, where the policy community is placed at the opposing end to the issue network. While these variants of the policy network are opposite in many aspects, the placement of other networks within the continuum is less obvious. Networks can differ according to their dominating interest⁵⁸, as well as the three aspects most commonly recognised: integration, exclusiveness and stability. While the government (intergovernmental network), economic interests (producer network) or professional interests (professional network) can dominate a *network*, they cannot dominate a *community*, as the only community in Rhodes typology is a policy community. This implies that policy communities are either government dominated or serve the interests of each member of the community, as they have developed common interests. Rhodes stresses these issues are best regarded as empirical questions.⁵⁹

⁵⁷ Mills, M. and Saward, M., "Policy Communities: theoretical issues," [Conference paper, annual meeting of the Political Studies Association, 1994]: 79 – 92.

⁵⁸ Saward, M., "The Civil Nuclear Network in Britain," in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 75 – 99.

⁵⁹ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 39.

Following the criticism highlighted above Marsh and Rhodes adapted the policy network typology (*see Table 3.2*), taking into consideration some of these comments. In the typology “policy network” is treated as a generic term, while the three expressions, policy network, policy community and issue network, are meso-level concepts used to describe the relationship between interest groups and government. As a result, a number of questions are left open, to be empirically analysed. Policy communities and issue networks remain at the two ends of the spectrum, illustrating close relationships and loose relationships respectively, while the other networks can be placed along the continuum depending upon the closeness of their relationships.⁶⁰

The weaknesses highlighted above are recognised within this work. As acknowledged by Marsh, the typology leaves a number of empirical questions open, and this is reflected in the way in which the model will be used. The study has asked three empirical questions (*see 1.2*), and the Marsh-Rhodes typology is used as a model to answer these by analysing the policy-making process and relationships between the horse industry and government in England, Sweden and the Netherlands.

3.3 The theoretical foundations of the policy network approach

As stated above (*see 3.2.1*), there are a number of policy network approaches. However, in all models, including the approach adopted by Marsh and Rhodes, there are a number of common theoretical assumptions. Klijn and Koppenjan suggest a framework that highlights the most significant theoretical assumptions of the concept. Examples of how this can be applied to the horse industry are included overleaf.

⁶⁰ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 39.

Table 3.3: **Theoretical assumptions of the policy network approach**⁶¹

	Theoretical assumptions
Networks	<ul style="list-style-type: none"> • Actors are mutually dependent for reaching objectives • Dependencies create sustainable relations between actors • Dependencies create some veto power for various actors • The sustainability of interactions creates and solidifies a distribution of the resources between actors • In the course of interactions, rules are formed and solidified which regulate actor behaviour • Resource distribution and rule formation lead to a certain closeness of networks for outside actors
Policy processes	<ul style="list-style-type: none"> • Within networks, interactions between actors over policy and issues take place focused on solving the tension between dependencies on the one hand and conflicting interests on the other • In doing so actors depart from perceptions they hold about the policy area, the actors and the decisions at stake • Actors select specific strategies on the basis of perceptions • Policy processes are complex and not entirely predictable because of the variety of actions, perceptions and strategies
Outcomes	<ul style="list-style-type: none"> • Policy is the result of complex interactions between actors who participate in concrete games in a network
Network management	<ul style="list-style-type: none"> • Given the variety of goals and interests and – as a result – the actual and potential conflict over the distribution of costs and benefits, co-operation is not automatic and does not develop without problems • Concerted action can be improved through incentives for co-operation, through process and conflict management, and through the reduction of risks linked to co-operation

Networks are complicated structures made up of different nodes: government representatives; organisations; and participants; all of which can be referred to as actors. In order to reach their objectives actors, or nodes, are mutually dependent, impacting upon their interaction. These dependencies can result in sustainable relationships being formed between participants and some actors will emerge with the power to veto certain decisions in some networks. The interactions between actors influence the distribution of resources and the formation of rules and norms which regulate behaviour within the network. Consequently a level of closeness between actors outside the core, primary layer of the network occurs. For example, when

⁶¹ Klijn, E.H. and Koppenjan, J. F. M. “Public Management and Policy Networks: foundations of a network approach to governance,” *Public Management, an international journal of research and theory*, 2 (2) [June 2000]: 137.

actors have mutual interests they are likely to come together on those interests which will give them common ground. If an issue then arises which concerns these actors their previous interests give them a starting point for discussion.

Such dependencies were particularly evident in the case studies carried out in this research, where key organisations were formed as a result of personal contacts. For example, the British Horse Industry Confederation (BHIC) was formed after personal contact between Lord Bernard Donoughue representing the government and Michael Clayton and Sir Tristram Ricketts representing the horse industry, while in Sweden certain organisations became actively involved in the creation of the Swedish Horse Council (HNS) after the intervention of Olof Karlander (*see 5.2 and 6.2*). In Sweden in particular, the actors influenced by Olof Karlander to become involved in HNS were outside the core level of the network. In this case, the involvement of these outside actors has ultimately resulted in a broadening of the network, with some organisations straddling the boundary between agriculture and equine (*see 6.7*).

In addition, dependencies between actors are also created by policy processes. The interactions around which the policies and issues are centred work to resolve the tensions created. Often, this results in actors changing their original perceptions about the policy area and issues surrounding it, actors involved and the decisions that need to be made. The perceptions of actors within the network are fundamental as they influence the strategies utilised. All policy processes are complex, and as they involve a range of actors with different perceptions and strategies, they are not always predictable.

The complex interactions between the different nodes (government representatives; organisations; and participants) ultimately result in the policy or issue outcome. In order to achieve this there will have been a number of games within the network, in which the actors will have taken part. The management of these games and the network is key to reducing risk and conflict, and increasing cooperation. As a result of the different goals and interests of those concerned there is likely to be conflict, for example over the distribution of the costs and benefits associated with the policy and issues. Cooperation does not automatically occur within a network, but can be influenced by incentives, process and conflict management and reduced risk.

In England, the introduction of EC legislation requiring horses to be registered through horse passports is an example of both of the points highlighted above (see 5.5.2). The policy was not initially supported by all parties within the network. However, some actors changed their opinion when they recognised the opportunity it offered to bring the breeding element of the industry in line with its competitors through the formation of the National Equine Database (NED). This was achieved after much manoeuvring by a number of actors, for example Graham Suggett has been a key actor within this process, as he has brought together a number of organisations and interest groups which would not have previously interacted with each other.

3.4 Conclusion

This chapter has identified the conceptual framework utilised in this study: policy network theory as characterised by the Marsh-Rhodes typology, and based upon the following definition:

*Policy networks are sets of formal institutional and informal linkages between governmental and other actors structured around shared if endlessly negotiated beliefs and interests in public policy making and implementation. These actors are interdependent and policy emerges from the interactions between them.*⁶²

The Marsh-Rhodes typology suggests the term “policy network” is used generically, while the policy network, policy community and issue network are all meso-level concepts. The policy community and issue network are ideal types of policy network, which can be used to explore government-interest group relations in policy sectors.

The contribution of this thesis lies in its utilisation of the policy network approach to analyse the equine policy networks of England, Sweden and the Netherlands, a policy sector not previously examined in this way. A number of other ideas adopted in the examination of policy networks will also be employed. These include ideological and institutional structures as a method of group limitation and exclusion, and how the layers and the role of sub-sectors within the policy network provide structure to the relationship between interest groups and the government.

⁶² Rhodes, “Policy Network Analysis,” 426.

CHAPTER 4 RESEARCH METHODS

4.1 Introduction

This chapter explores the research methodology and methods utilised within this thesis. Initially, the focus of the study was solely the Sport Horse element of the horse sector in England and the effects of current and possible future public, rural and government policy upon it. However, as the study developed it became clear that the whole sector needed to be included, as it was impossible to disaggregate one element from another. Following this, policy networks, as described by Marsh and Rhodes¹, were identified as an appropriate conceptual framework to use for the analysis (see *Chapter 3*).

In order to examine the organisational landscape of the horse industry in England, Sweden and the Netherlands, and the relationship between the government and interest groups within the sector, it was necessary to identify organisations and key government departments within the network. A mixed method strategy, an approach that uses both qualitative and quantitative research methods, was adopted, with the emphasis being on qualitative data gathered through three case studies. This chapter will explain the selection of countries for the case studies and the research methods adopted in the gathering of data. In addition, issues of research ethics and design, and reliability and validity, will be addressed.

4.2 Country selection

As previously stated, this research is based upon three case studies. The selection of the first case study was straightforward, as the research focuses upon the home country: England. This was significantly influenced by all of the stakeholders being rooted there. There was some discussion about the inclusion of Wales alongside England as the home country. However, after consultation with the Stakeholders and

¹ Rhodes, R. A. W. and Marsh, D., "Policy Communities and Issue Networks: beyond typology," in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 251.

some interviewees it was decided to concentrate on England alone (*see below*). The countries to be examined in the second and third studies were established during the course of the research.

The process of selection of countries for the case studies took into account a number of factors. Firstly, the primary PhD stakeholders (the Department for Environment, Food and Rural Affairs, Defra; and the British Equestrian Federation, BEF) needed to see relevance in the countries nominated, which could have been linked directly to the PhD or be more intrinsic to either organisation. For example, if one of the Stakeholders wanted to establish or build on already formed links with an organisation in a particular country, the field trip may have provided an opportunity for this to be realised. Secondly, the countries chosen needed to have sufficient available information to ensure the study was viable and worthwhile. This consideration needed to incorporate language accessibility – would these countries be able to provide enough evidence in English which could be included within the thesis? Thirdly, funding to visit the selected countries had to be obtainable, and therefore the selection of these countries had to meet not only the requirements of the PhD but also possible requirements of outside funding bodies. Fourthly, it was important that the countries chosen for the study had features which when analysed could benefit the horse industry in England and its relationship with the government. Finally, the case studies needed to be able to be completed in the time available.

A long-list of countries was compiled as possible case study subjects, including Denmark, France, Germany, Ireland, the Netherlands and Sweden within Europe and Canada, New Zealand and the United States of America outside of Europe.

Consideration was given to long-listed countries in relation to the criteria highlighted above. In order to identify how the individual countries compared with each other an assessment of the perceived level of organisation within each industry was plotted against the perceived level of government involvement within the sector.

The level of organisation was considered to be fragmented, semi-structured or organised. A fragmented sector contained many interest groups, often uncoordinated

in their approach to the sector. Relationships between these groups were frequently *ad hoc*, with a number of organisational roles and responsibilities overlapping. At the other end of the scale the nature of the sector was considered to be organised. In this case, the role of each interest group was clearly defined, with little overlap of roles and responsibilities between the organisations. Situated between these two extremes is the semi-structured industry.

The level of government involvement reflected the role of the government within the industry. Some governments have been involved from the inception of the industry, whilst others became participants when the sector asked for assistance. In some cases the government offered funding without imposing themselves on the industry, while others prescribed restrictions as a result of their assistance. Positioning within this table was completed through discussions with the Stakeholders, and initial literature and internet searches. Documents found through the initial searches included “The Horse Industry in the European Union” which contained data about the horse industry in each of the European countries included within the long-list.²

Studies considering the horse industries of Canada, Sweden, the United States and the Netherlands were also sourced at this time.³ The data were considered alongside the industry in England, resulting in Table 4.1 overleaf.

² Helgesson, A. and Hedberg, A., *The Horse Industry in the European Union*, [SLU: Uppsala, Sweden, 2001].

³ Evans, V., *Equine Industry Export Market Opportunities Study*, [Ontario: Equine Hippique Canada: 2003]; Johansson, D., Andersson, H. and Hedberg, A., *Hästnäringens samhällsekonomiska betydelse I Sverige (The economic importance of the horse sector in Sweden)*, [Uppsala, Sweden: SLU, 2004]; Deloitte and AHC, *The economic impact of the Horse Industry on the United States*, [Wilton, CT: Deloitte, 2005]; ZKA Consultants and Planners, *Paardensportonderzoek 2006 (Horse Sport Research 2006)*, [Ermelo: KNHS, 2006].

Table 4.1 Long-listed country comparison

		Level of government involvement		
		Low	Moderate	High
Nature of horse industry	Fragmented	England USA ⁴ New Zealand		
	Semi structured		Ireland Canada Denmark	
	Organised	Netherlands		France Germany Sweden

After careful thought it was decided to exclude countries outside of Europe due to financial restrictions. Through consideration of the four factors previously detailed (relevance, language, funding and time constraints), and consultation with Stakeholders, two further countries, France and Germany, were discounted. In particular, from previous dealings with those countries, Stakeholders felt the language barrier was likely to be greatest within these countries. As Denmark and Sweden are both Scandinavian countries they were considered alongside each other and it was decided to discard Denmark. This was influenced by their placings in Table 4.1 and the views of the Stakeholders, in particular the BEF (*see below*). A short-list of the three countries remaining (Ireland, the Netherlands and Sweden), was then considered.

At this point more detailed literature and internet searches were carried out to identify information relevant to the decision. A number of documents were sourced and when considered alongside those found previously enabled further comparison of the countries. This included estimations of the socio-economic contribution of the horse industries of each country, and provided assistance in identifying key organisations and actors within each country. For example, when data contained within the Dutch study

⁴ Position in table would be dependent upon State selected.

'Paardensportonderzoek 2006' (Horse Sport Research 2006), was considered against the Swedish documents "The Horse Sector: does it matter for agriculture?" and "Hästnäringens samhällsekonomiska betydelse i Sverige" (The economic importance of the horse sector in Sweden), the British study "National Equestrian Survey 2005/06 Structural Report" and the Irish work "The Future of the Irish Sport Horse Industry: analysis and recommendations" comparisons on the economic contribution of each industry could be ascertained.⁵ The presentation given by Olof Karlander at the National Equine Forum in 2002 gave clear guidance on the key organisations in the Swedish horse industry, including the ATG (Swedish Horse Racing Totalisator Board), HNS (Swedish Horse Council) and LRF (National Federation of Swedish Farmers).⁶ These three short-listed countries were re-plotted on a smaller, condensed table alongside England, shown below.

Table 4.2 Short-listed country comparison

		Level of government involvement	
		Low	High
Nature of horse industry	Fragmented	England	Ireland
	Organised	Netherlands	Sweden

⁵ Andersson, H. and Johansson, D., "The Horse Sector: does it matter for agriculture?" in *Proceedings of American Agricultural Association Annual Meeting*, Denver, Colorado USA, August 1 – 4 2004; Johansson *et al*; ZKA Consultants and Planners; BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]; Hennessy, K. and Quinn, K., *The Future of the Irish Sport Horse Industry: analysis and recommendations*, [Maynooth, Ireland: Irish Horse Board, 2007].

⁶ Karlander, O., "The Swedish Horse Industry," in *Proceedings of the 10th National Equine Forum*, edited by Suggett, R. H. G., Wellesbourne: The NEF Organising Committee, March 21, 2002.

In addition to considering the short-listed countries in the newly formatted table a number of other points were highlighted. These points can be split into general industry or element specific considerations:

- **General industry considerations:**

- The BEF was benchmarked against all three countries when their Modernisation Review was completed in 2004⁷;
- The BEF felt it might benefit from working more closely with the Irish Horse Board;
- The BEF and Royal Agricultural College both have good links with the Netherlands and Sweden;
- It was believed that the Swedish government has a very coordinated approach to the horse industry, including providing considerable funding for the sector in the past.

- **Element specific considerations:**

- The Irish Sport Horse is recognised worldwide and promoted aggressively. The Irish Sport Horse and Irish Thoroughbred are promoted alongside each other;
- The Royal Warmblood Studbook of the Netherlands (KWPN) is the only studbook representing Dutch Sport Horses in the Netherlands and is highly organised. It also features at the top of the World Breeding Federation for Sport Horses (WBFSH) rankings and many British breeders are specifically importing Dutch horses and breeding from Dutch bloodlines;
- The Swedish Sport Horse industry provided the basis for BEF's Young Horse Evaluations⁸.

Further consultation with the Stakeholders was undertaken, along with the identification of a number of possible funding sources. Up until this point it was hoped to include three case studies, in addition to England, within the research. However, after a further review of literature it became apparent that the Irish horse industry was about to undergo major restructuring, which would have a negative impact upon the ability of the researcher to gather reliable data in that country. After additional

⁷ BEF, *Modernisation Review: The "Stratford Proposal" Annexes* [Stoneleigh: BEF, 2004]: 32.

⁸ Now known as the Futurity Young Horse Evaluations

discussions with Stakeholders and the supervision team about the inclusion of a third case study, it was considered to be potentially too demanding on both time and resources. Therefore, when these two aspects were viewed together, Ireland was removed from the list of possible case studies, and the final two foreign countries for the focus of the study were Sweden and the Netherlands.

4.2.1 Countries selected for the case studies

Sweden was chosen as the first comparative country for a number of reasons. Firstly, it was felt it could provide a clear contrast to the English horse industry as it was viewed as being organised with a high level of government involvement (*see Table 4.2*). Secondly, the BEF had good links with three prominent organisations within the Swedish horse industry: Swedish Horse Council (HNS), Swedish Warmblood Association (ASVH) and Swedish Equestrian Federation (SvRF) which it was hoped would help facilitate the case study. Thirdly, several ideas had previously been taken directly from the EU Equus 2001 conference in Sweden (*see 5.2*) and adapted for the sector in England, including the appointment of an “Official for the Horse” and the “Horse Industry Team” within Defra. The concept of the Strategy for the Horse Industry in England and Wales came directly from the Swedish horse industry (*see 5.2*). In addition the BEF’s Futurity programme was also adapted from the model used by ASVH. Finally, both the BEF and the Royal Agricultural College had links to Swedish University for Agricultural Sciences (SLU) which could be beneficial.⁹

The rationale behind the selection of the Netherlands was four-fold. Firstly, the Dutch horse industry appeared to be well organised, but with a low level of government involvement (*see Table 4.2*). As the level of government involvement in England and the Netherlands was suggested to be low it was proposed that it would be beneficial to identify differences in the organisational landscape of both countries. Secondly, the KWPN is prominent within the breeding element of the horse industry in England (even though it is a Dutch organisation). There is a kudos attached to KWPN-registered

⁹ Links between the BEF and the Royal Agricultural College, and SLU are based upon studies that have been completed by researchers at SLU detailing the use of Estimated Breeding Values (EBVs) in horses. Although the researcher was not based in the department with responsibility for this research, the contacts provided through this link were invaluable. This relationship provided access to a number of key people within the Swedish horse industry, and contributed to the acceptance of the researcher within the network.

Dutch bred horses that enables them to obtain a higher premium than horses of the same calibre bred in this country.¹⁰ Thirdly, the BEF had good links with the KWPN, which it was felt would assist in the case study. Finally, the Royal Agricultural College and Wageningen University were closely linked, which again it was hoped would help the study.¹¹

In order to gain some quantitative information, and understand the background to the horse industry within each of the countries selected for the study, the internet and literature searches previously completed were reviewed. Comparisons were drawn between three areas of quantitative data: the horse population, economic information and rider statistics.

For each country an estimate of the size of the horse population was established¹², with Britain having the largest of the three. However, when this was contextualised against the size of the country the Netherlands was the most densely populated, with 13.0 horses/km². When the number of horses was compared to the human population, Sweden was the most densely populated country with 31.3 horses/1,000 people. The economic information for each country was considered. The horse industry in Britain had the largest annual turnover, with a much larger workforce. The final comparison was drawn between the numbers of regular riders (riders who ride at least once a month), with Britain having the largest group. The regular riders were then considered against those in membership of each National Equestrian Federation, which showed a marked difference between countries. In Britain a small proportion (11 per cent) of riders are members of the BEF, while in Sweden 40 per cent of riders are members of the SvRF and in the Netherlands 43 per cent of riders are members of the Royal Dutch Equestrian Federation (KNHS). This difference will be considered later in the thesis (*see 8.4*). These results can be viewed in Table 4.3.

¹⁰ Crossman, G. K., "The Demand for British Bred Horses," [Stoneleigh: BEF, 2006]: 61.

¹¹ The link between the Royal Agricultural College and Wageningen University is through Van Hall Larenstein University of Applied Sciences (VHL), a part of Wageningen University. VHL runs a number of agricultural courses, including two Bachelors of Animal Husbandry that relate directly to the horse industry: Equine Business and Economics and Equine Leisure and Sports. VHL have also been involved in the European MBA validated by The Royal Agricultural College, delivering modules for it while the students were based in the Netherlands. In 2009 Wageningen decided the number of students recruited onto the course was too low, leaving the Royal Agricultural College to find another European partner. This relationship provided access to a number of key people within the Dutch horse industry, and contributed to the acceptance of the researcher within the network.

¹² None of the countries studied knew the exact size of its horse population.

Table 4.3 **Basic horse industry statistics for Great Britain, Sweden and the Netherlands¹³**

	Great Britain ¹⁴	Sweden	The Netherlands
Horse population			
Total horses (approx)	1,000,000	283,100	440,000
Population	58,845,800	9,045,000	16,645,000
Area (km²)	229,915	414,000	33,889
Horses/1,000 people	17.0	31.3	26.4
Horses/km²	4.3	0.7	13.0
Economic information			
Annual turnover (approx)	£7 bn	SEK 46 bn (£3.36 bn)	€1.5 bn (£1.45 bn)
Direct employment (approx)	70,000	9,500	12,000
Indirect employment (approx)	150,000 – 220,000	9,000 – 18,000	Unknown
Rider statistics			
Riders (regular riders) (approx)	2,100,000	500,000	456,000
National Equestrian Federation members	228,000	200,000	195,000
Regular rider members of National Equestrian Federation	11%	40%	43%

It should be noted that although this study is based upon a comparison of the relationship between interest groups within the horse industry and government in England, statistics describing the horse sector in England alone are not available and therefore data from the whole of Britain have been utilised.

4.2.2 The field trips

In order to visit Sweden and the Netherlands it was necessary to obtain additional funding to that accessible through the research expenses element of the PhD. A number of possible sources of additional funding were identified including: the British Federation for Women Graduates (BFWG); the British Society of Animal Science (BSAS); the Royal Geographical Society (RGS); and the Stapledon Memorial Trust. Several applications were submitted, with two being successful: the Stapledon Memorial Trust, which awarded the author a Fellowship to the value of £2,912 to visit Sweden; and the Murray Black Award from the BSAS, which provided £750 towards

¹³ This table is an updated version of that produced before the field trips were undertaken. For a fully referenced version of Table 4.3 please see Appendix B.

¹⁴ Great Britain is England, Scotland and Wales.

the trip to the Netherlands. In addition, the trip to the Netherlands was supported by funding of £150 from the BEF. Both the Stapledon Memorial Trust and BSAS awards were subject to the submission of a report detailing each trip.¹⁵ The trip to Sweden took place in two parts, from 13th May to 5th July 2008 and 1st to 9th November 2008. As a result of her previous visits the author was invited to attend the EU Equus 2009 conference and returned to Sweden between 27th and 31st October 2009. The visit to the Netherlands ran from 19th October to 1st November 2008.

The links with SLU and Wageningen University were crucial in these study trips.¹⁶ For the first visit to Sweden the author lived in student accommodation on campus and was based in an office in the Department of Economics. This was highly beneficial as it enabled her to feel a part of the academic community there, and take part in all of the activities of the department, including the weekly departmental meeting and social events. The costs for her second visit were reduced as she stayed with a member of staff with whom she had become friends during her first visit. As the trip to the Netherlands was considerably shorter, there was less chance to integrate with the academic community. However, the author spent four days based at the University, giving two lectures during this time¹⁷ and helping students with assessment work, in addition to undertaking interviews. For this visit the author stayed with a British lecturer and her family, who taught on the equine undergraduate programmes at Wageningen University.

4.3 Research strategies

A case study focuses upon one, or sometimes a few, instances of a particular phenomenon in order to provide a detailed account of events, relationships, experiences or processes which occur during that particular instance.¹⁸ Within this study the phenomenon is the horse industry of a specified country (England, Sweden

¹⁵ The report for the Stapledon Memorial Trust was entitled “An Examination of the Socio-Economic Contribution of the Equine Sector in Sweden and its Impact on the Sustainability of Grass-Based Agriculture,” while the report for the BSAS was entitled “An Analysis of the Equine Sector in the Netherlands: How does it compare to the British Equine Sector and what can we learn from it?”

¹⁶ See footnotes 9 and 11 for further information about these links.

¹⁷ The first lecture entitled “The British Horse Sector,” was delivered on 22nd October 2008, and the second “The Horse Sector in Selected European Countries,” was delivered on 31st October 2008.

¹⁸ Denscombe, M., *The Good Research Guide: for small-scale social research projects*, 3rd ed., [Buckingham: Open University Press, 2007]: 35.

or the Netherlands), while its focus is upon the relationship between interest groups and the government, and how this affects the policy process.

In order to make the case study manageable, boundaries for the gathering of data need to be set and applied.¹⁹ The boundary for each case study includes interest groups and the government directly involved in the horse industry within the particular country, as well as interest groups who may be indirectly associated with the industry. When considering the policy process it is necessary to recognise the breadth of the industry. While some policy relates directly to the industry, for example Value Added Tax (VAT) arrangements for the breeding and production of young horses, or horse health and welfare policy, other policy is relevant across a number of sectors of which the horse industry is just one, for example betting and gambling, planning, waste management or general animal welfare policy.

Each case study consists of three research strategies: semi-structured interviews; documentary research including policy analysis; and participant observation. These methods are employed to enable evidence to be gathered from a number of different sources, including some where English is not the first language, and are discussed in further detail below. The case study approach, along with the research strategies highlighted above, has been adopted in other research considering policy networks. For example, Daugbjerg utilises this approach in many of his studies, suggesting the comparative case study approach can generate theoretical insights into the influence of network structures. He feels single case studies do not allow for the testing of models or enable the relationship between independent and dependent variables to be established. They also present the possibility that the researcher might overlook the influence of the network itself as they focus on actor preferences within it.²⁰

Dredge utilises the case study approach in her work, suggesting it provides clear insights into the role and influence of the networks studied. She highlights the role of

¹⁹ Miles, M. B. and Huberman, A. M., *Qualitative Data Analysis: an expanded sourcebook*, 2nd ed., [London: Sage Publications, 1994]: 27.

²⁰ Daugbjerg, C., "Similar Problems, Different Policies: policy networks and environmental policy in Danish and Swedish Agriculture," in *Comparing Policy Networks: public policy and management*, ed. Marsh, D. [Buckingham: Open University Press, 1998]: 75 – 89.

interviews and documentary reviews in gaining qualitative data for the case study.²¹ Weible and Sabatier extensively utilised interviews, alongside a questionnaire, in a study of marine protected areas in California. In order to source potential participants they used the snowball technique to identify leaders from interest groups and government agencies to interview.²²

Recent work carried out by Rhodes considering the everyday life of a Minister in Westminster focused on gaining data through observation. He explains that discussions centred around theory and method are brought to life when grounded in fieldwork, and promotes this strategy for obtaining data to study.²³

Although none of these studies examines the horse industry, considering the methodologies adopted has been useful in informing the strategies utilised in this work.

4.3.1 The interviews

Questions in an interview can be used to collect data relating to what a participant does, thinks or feels.²⁴ They can also be used to gain an understanding of a particular subject. The interviews within this study provided the main source of primary data for the research. The majority were formal, semi-structured interviews, although it should be noted that some informal discussions took place with people during the course of the research. These discussions informed the direction of the study and ultimately influenced the findings, although not to the same extent as the formal interviews. This section will concentrate upon the formal, semi-structured interviews.

Interviews can take a variety of forms, involving one, two, or a group of people. They can be administered at a distance, for example over the telephone or utilising technology such as Skype. Interviews can also be conducted face-to-face on neutral

²¹ Dredge, D., "Policy networks and the local organisation of tourism," *Tourism Management*, 27 (2) [Apr 2006]: 269 – 280.

²² Weible, C. M. and Sabatier, P. A., "Comparing Policy Networks: Marine Protected Areas in California," *The Policy Studies Journal*, 2005, 33 (2): 185 – 186.

²³ Rhodes, R. A. W., "Frank Stacey Memorial Lecture 2008: Scenes from the Departmental Court," *Public Policy and Administration*, 24 (2) [2009]: 437 – 456.

²⁴ Collis, J. and Hussey, R. *Business Research*, 2nd ed., [Hampshire: Palgrave MacMillan, 2003]: 167.

ground or at the interviewee's or interviewer's home or place of work. Each of these methods has advantages and disadvantages.

Interviews can be formal, highly structured occurrences (the structured interview), or be informal and unstructured, with the discussion following an open conversation (the unstructured interview). The interview style utilised in this research, the semi-structured interview, falls between the two extremes. This type of interview can be described as non-standardised.²⁵ Although the same list of questions and areas for discussion were used in all interviews, the questions were targeted depending on the interviewee's interests. The majority of questions were open-ended, although some closed questions were used initially to fully establish each interviewee's role and interests within the sector and identify areas for further discussion. The semi-structured nature of the interviews also allowed areas that were not on the list of questions, but appeared to be interesting to the study, to be explored further.

At the outset of the study several conversations were held with key industry figures, including the Stakeholders, to identify potential areas to be explored. The Stakeholders were also referred to at several points during the process. Once the themes within the study were established a list, including questions to be asked during the interviews, was compiled (*see Appendix C*). This list was influenced by the conceptual framework, the quantitative data highlighted above (*see 4.2.1*), and the literature and internet searches completed previously. The identification of the areas for discussion gave the interviewer scope to thoroughly explore the horse sectors of each country in a structured manner.

Selection of interviewees

The process of selecting potential interviewees in each country was multi-faceted, and undertaken whilst carefully considering the research questions and the areas of study drawn up beforehand. The initial task involved identifying the organisational network surrounding the horse sector within each country. As the conceptual framework is

²⁵ Saunders, M., Lewis, P. and Thornhill, A. *Research Methods for Business Students*, 3rd ed., [Essex: Pearson Education Ltd, 2003]: 248.

based upon the model of a policy network (as described by Marsh and Rhodes²⁶), it is necessary to review the definition previously highlighted (see 3.2.1):

*Policy networks are sets of formal institutional and informal linkages between governmental and other actors.*²⁷

Therefore, in order to identify the policy network it was necessary to consider a number of central questions:

- Which government departments are important and how are they involved?
- Which organisations are involved with the horse industry? What is their role?
- Who are the key people within those organisations? What is their role?

The author was able to utilise prior knowledge of the horse industry in England, obtained through previous studies and involvement within the sector (see 4.3 and 4.5), along with that gained through the earlier literature and internet searches, to draw up a list of potential organisations to contact. These included the National Equestrian Federation of each country²⁸, the organisation equivalent to the British Horse Industry Confederation in each country²⁹, key studbooks³⁰, and an identification of which government departments were active in the horse sector. In addition to this a number of other avenues were pursued. Firstly, the Stakeholders were asked whom they considered should be interviewed. This list included some personal contacts and others whom they thought to be key figures within the sector. Secondly, the snowballing concept was utilised. After explaining the context of the PhD to established Swedish and Dutch contacts (including those at SLU and Wageningen University), they were asked to nominate key organisations and people whom they considered should be interviewed. Finally, these steps were integrated and a list of initial interviewees was drawn up. In Sweden, the identification of potential interviewees continued throughout the research trips, while the interviews were being undertaken. Participants were asked whom else they thought should be interviewed for the study and these candidates were carefully considered. As the trip to the Netherlands was for a much shorter period of time the interviews were arranged

²⁶ Rhodes, and Marsh, "Policy Communities and Issue Networks: beyond typology," 251.

²⁷ Rhodes, R. A. W., "Policy Network Analysis," In *The Oxford Handbook of Public Policy*, edited by Moran, M., Rein, M. and Goodin, R. E., [Oxford: Oxford University Press, 2006]: 426.

²⁸ British Equestrian Federation (BEF); Swedish Equestrian Federation (SvRF); Royal Dutch Equestrian Federation (KNHS).

²⁹ Swedish Horse Council (HNS); Dutch Horse Council (SRP).

³⁰ Swedish Warmblood Association (ASVH); Royal Warmblood Studbook of the Netherlands (KWPN).

beforehand. In the process of organising these interviews potential participants were asked for suggestions for other interviewees.

In Sweden, a total of 21 interviews were conducted, with 24 people (three interviews were conducted with two participants in each), the majority of which were face-to-face discussions. The first fourteen interviews were completed between 3rd June and 4th July 2008, during the first visit to Sweden. One of these interviews was held over the telephone. The next six were face-to-face interviews held during the second visit to Sweden, between 3rd and 7th November 2008. The final Swedish interview was held over the telephone at the beginning of May 2009.

Six interviews, with eight people, were completed in the Netherlands between 23rd and 31st October 2008. All interviews were face-to-face.

The interviews examining the sector in England commenced on 21st January 2009, and were completed on 29th May 2009. A total of thirteen interviews were undertaken: five of these discussions were held over the telephone, the rest were face-to-face. The interviews in England were held after the discussions in the other countries. The interviews in Sweden and the Netherlands were completed first, enabling issues that arose to be fully examined in England, and this influenced the selection of some participants in this country.³¹

The number of interviews completed was significantly influenced by the initial research, in addition to the time available to the researcher and financial constraints. Interviews in Sweden and the Netherlands played a particularly important role. This research strategy provided a rich source of information which was explored through the documentary research. For example, through the interview discussion of policy documents (*see 4.3.2*) the researcher was able to gain access more easily to relevant

³¹ An additional two interviews were completed with representatives from organisations within the Welsh equine policy network, on 19th June and 10th July 2009. One was face-to-face, the other was held over the telephone. These interviews were undertaken to firmly establish if the Welsh horse industry should be included within the study. Through guidance provided by the Stakeholders and some of the previous interviews it was suggested that the situation in Wales was significantly different from England. This was established to be true in the Welsh interviews, which were held with two key figures in the policy making process. It appeared that if Wales were to be studied it would need to be as a fourth, separate country, rather than integrated into the English case study.

papers, as participants often provided English versions or were able to give details of where these could be accessed.

The two trips to Sweden lasted eight weeks in total. The second visit was undertaken due to the limited availability of a number of potential interviewees at the end of June and beginning of July, a traditional holiday time in Sweden. Towards the end of the first trip, and during the second visit, when the interviewer was asking key questions, responses were becoming predictable. This indicated that the interviewer was becoming familiar with aspects being discussed and that enough data had been gathered.

The trip to the Netherlands was for two weeks, and therefore time was considerably restricted. The short length of this visit was mainly due to financial restrictions. Interviewees selected needed to be from the right organisations and time with them was maximised. To a certain extent it was hard to identify exactly who the “right organisations” were until some interviews had been completed. Nonetheless, by asking participants and Stakeholders to suggest who they thought should be interviewed before the formal discussion, rather than during it as in Sweden and England, time was optimised. Whilst the level of repetition in the final Swedish interviews was not repeated in the Netherlands, there were many similar responses to questions posed in the semi-structured interviews. This might be attributed to the smaller nature of the Dutch equine policy network when compared to that in Sweden (*see Table 4.3 and Figures 6.1 [Sweden] and 7.1 [the Netherlands]*).

As stated above the interviews in England were completed after those in Sweden and the Netherlands. The completion of these discussions involved the interviewer travelling to certain places, including London and Warwickshire, in order to speak face-to-face with participants. The timing of these interviews was much more flexible than for Sweden and the Netherlands, as it was the home country. Where possible, the journeys were combined, so a number of interviews were carried out on the same, or consecutive, days.

The interview process

Once the areas to be discussed and the questions to be asked were established, preparation for the interviews began. Participants were initially contacted by email to ask if they would consent to an interview. Sometimes this was followed up with a telephone call. A leaflet was compiled to provide an overview of the PhD, at that time, and the comparative study.³² This was sent as an attachment to the initial email (see *Appendix D*). The leaflet made interviewees aware of the broad topics to be discussed and provided information about the funding of the research, contact details for Professor Michael Winter, the lead supervisor for the PhD, and contact details for the interviewer. For those interviewees who asked, the list of areas and questions that made up the interview was emailed to them prior to the interview. However, not all interviewees wanted to see the questions beforehand.

On gaining a participant's consent to an interview, arrangements were made for the discussion to take place. The majority of these discussions were held at the participant's place of work. Some were held at a mutually convenient place for both the interviewee and interviewer, for example a train station or restaurant. The date and time of the interview was flexible, to be as convenient as possible for the participant. All interviewees were asked if they would consent to the discussion being recorded by a digital Dictaphone³³. All participants allowed this. The majority of interviews lasted between 45 minutes and an hour.

On commencement of the interview the interviewer introduced herself, explained the interview process, reinforced the confidentiality and anonymity of the process and thanked the interviewee for participating. An overview of the PhD was also provided. At the end of the interview the interviewer again thanked the participant for assisting with the project and confirmed procedures for validating the transcript. The

³² The leaflet includes Ireland and Wales, as these countries were initially included as case studies, Ireland its own right, and Wales alongside England. However, during the research process both countries were excluded from the study, for different reasons. There were both positive and negative aspects to the exclusion of these countries. On the negative side it meant that there was less data to compare England to. However, by excluding Ireland and Wales more time was able to be spent on England, Sweden and the Netherlands, resulting in greater detail and time taken on these studies.

³³ An Olympus Digital Voice Recorder DS-50 was used for this process.

participant's right not to answer any question and to withdraw from the process was also explained.

After the interview had been completed the recording was transferred to computer for safekeeping. The computer is protected by password so that others cannot gain access to the recordings. Data back-ups are also password protected. The interviews were then transcribed verbatim, some directly from the recording; others using voice recognition software³⁴. The transcript was then emailed to the interviewee for validation. This allowed the interviewee to ensure that their comments had been fully understood and correctly transcribed by the author, a particularly important consideration when conducting interviews in what was, for some participants, a second language. The interviewee was able to make amendments to or remove sections of the transcript. Some changes to individual transcripts were requested by some participants and adopted. Where text from an interview is quoted within the thesis the participant was contacted to approve its insertion. Participants were emailed the selections with a date by which they needed to contact the author if they wanted the text to be removed or altered. This was the last point at which a participant could withdraw from the process.³⁵ Contacting interviewees at this point was useful, as during this process some participants offered additional information which was incorporated into the study, and it also ensured that data were as up to date as possible. Upon completion of the thesis interview recordings will be deleted and all participants will be sent a thank you letter and a summary of the findings.

During the interviews the interviewer was careful to give an interested, but unbiased, response (*see below*). Most questions were open-ended, although initially some closed questions were utilised to fully establish the interviewee's role and interests within the sector and identify areas for further discussion. For example, a participant might have been asked if they were involved with a specific organisation or element within the sector, and their reply would be explored. If a response was unclear the interviewee was asked for clarification. Participants were specifically asked to identify

³⁴ The software used was Dragon Naturally Speaking 9.5.

³⁵ As a result of this process two interview comments were withdrawn, both from England. One participant felt the comment was no longer relevant, and the other felt the comment was too "strong".

policies they felt impacted upon the industry and their responses were carefully explored. Within this question interviewees were able to highlight policies that directly related to the industry or those that were of indirect importance, for example planning or waste management. They were also able to define what they meant by policy and how they defined the industry. Any questions that could be considered sensitive were asked at the end of the interview when a rapport had been established. All of these aspects of the interview process promoted validity and reliability, and are evidence of good practice.

The digital Dictaphone enabled the interviewer to concentrate on the interviewee, the questions to be asked and the responses given. When more than one interview was held in a day, the Dictaphone ensured the interviewer did not get confused between participants when transcribing the discussion. Participants were advised the Dictaphone could be switched off at any point, and only one interviewee requested this.

Ethical considerations relating to the interviews are discussed below (*see 4.6*).

Analysis of interviews

The analysis of the interviews occurred in three stages. Firstly, they were analysed during the transcription and validation stage referred to above. Suggestions for further interviews were reviewed, and acted upon where appropriate. If an interesting point had been raised, for example the involvement of a particular organisation within the policy network, a note was made, and this was explored either through subsequent interviews or one of the other methodological approaches adopted. If a specific point needed clarification after validation of the interview, the participant was contacted either through email or by telephone to obtain this.

Secondly, when the interview process was complete further analysis was undertaken. The transcripts were coded according to the themes and questions utilised in the interviews (*see Appendix C*). In order to complete this exercise a Microsoft Word document was created for each country. Comments relating to each theme and

question were then inserted in the appropriate place. Some comments were included under more than one theme/question.

In addition to the coding of interview responses a third stage of analysis was undertaken. This focused upon the preliminary findings in each country: the evolution of the sector and policy network; the identification of key interest groups and their role within the network; the government's role within the network; and the relationship between interest groups and the government. During this stage the format of the chapter specific to each case study (Chapters 5, 6 and 7) became clearer and writing them commenced, with constant referral to the interviews and the list of coded responses.

Presentation of interview results

The results of the interviews are presented within the thesis in three ways. Firstly, direct quotations are taken from the transcripts and inserted into the relevant place within the thesis. These are identified initially by a letter to distinguish between the countries (E for England, S for Sweden and N for the Netherlands). Each interview was then allocated a number randomly in order to mask the identity of the participant³⁶. Individual interviewees are not identified, and where there are two participants only the interview is identified. For example, the interview allocated number five in England will appear as "Interview E05".

Secondly, other results appear directly within the text, but are not referenced specifically to the interviewee. This might occur where another source for the information has been identified, for example through documentary review.

Finally, diagrammatic illustrations of the organisational landscape of each horse industry can be found in the relevant chapters (*see Figures 5.1, 5.2, 6.1 and 7.1*). Interconnections within these maps have been established in a number of ways.

³⁶ As there were thirteen interviews in England, the number is between one and thirteen. There were 21 interviews in Sweden, so the number is between one and 21, while in the Netherlands there were six interviews, so the number is between one and six. Each number is represented by two digits, therefore single digit numbers are shown with a zero in front.

Firstly, aspects of the field work (interviews, documentary research and participant observation) played a major role in ascertaining the relationships between organisations. Secondly, upon the completion of a draft copy of the diagram, the opinions of a number of interviewees were sought, through email, telephone conversations and face-to-face discussions. Key industry figures who did not participate in the interview process, but could provide important information in relation to the diagram, were also consulted. The aim was to establish whether the diagram was accurate in its reflection of the organisational landscape within the horse industry of each country at the time of writing. After these assessments had been given, alterations were made to the diagram and further comments were sought, until the diagram was considered to be correct by the interviewees and other key industry personnel who advised on its accuracy. It should be stressed that there was a dialogue between the researcher and the participants asked to give their opinion about the diagrams: the process was interactive. Some participants suggested changes that the researcher did not agree with. If this occurred the researcher established the reasoning behind the requested change and then weighed this up against her own assessment of the relationship. Where the relationship between two organisations as defined by the researcher remained, the reasoning was clearly explained to the participant. If this occurred it was not unusual for the participant to comment that they did not realise the relationship existed in the way described by the researcher. The relationships between interest groups and the government within the diagrams are discussed in Chapters 5, 6, 7, 8 and 9.

4.3.2 Documentary research

This research method can take a number of forms, including analysis of newspapers, company reports and committee minutes, as well as academic journals and textbooks.³⁷ It can also include non-written sources such as tape and video recordings, DVDs and CD-ROMS. The analysis of policy is also a form of documentary research. The documentary research within this study was initially used to identify which countries should be selected alongside England, and then to explore the background to the horse industry in those countries. The role of policies directly and indirectly

³⁷ Denscombe, 12.

affecting the horse industry in each country was considered. Documentary review was also used to help triangulate the findings based on other data gathered through interviews and participant observation (see 4.4).³⁸

Documentary research in this thesis was undertaken in distinct stages. The first stage was completed during the selection of the countries chosen for the case studies. This focused upon benchmarking the countries against one another and gaining background information. Documents considered at this time included papers and reports examining the socio-economic role of the horse industry within each country. This information was useful in a number of ways: in addition to quantitative data on each industry, it provided details of organisations and interest groups directly involved in the research. Sometimes these institutions had been involved in the funding of other research projects considering the horse industry, or had played another role in their production. Through the initial research a link was established between the author of this study and Professor Hans Andersson of SLU.³⁹ Prof Andersson was the co-author of a key report considering the Swedish horse industry and became the connection with the host institution for the Stapledon Memorial Trust Fellowship.

The second stage took place alongside the interviews. Participants were asked to identify key documents and policies within the sector, and their role within or impact on it. This was an intentionally open question to enable participants to highlight documents relating directly to the horse industry, and to also allow those with an indirect link to be named. Sometimes these were reports or other documents. On other occasions the responses included direct reference to a policy within the industry. Amongst documents highlighted at this stage was a paper detailing the policy relating to VAT arrangements in the breeding element of the Dutch horse industry, which was directly relevant to the industry, and the Rural Development Programme for Sweden, which is a wider policy area that has some relevance for the horse industry and horse-related businesses.⁴⁰ In addition to these two examples planning policy, although not

³⁸ Saunders *et al*, 190 – 191.

³⁹ Johansson *et al*; Andersson and Johansson.

⁴⁰ Ministerie van Financiën, “Duidelijkheid Over BTW-Tarief: Standpunt Belastingdienst Inzake Opfok/Africhting (Clarity concerning VAT: Tax and Customs view of breeding and training),” *De Hippijsche Ondernemer* 5 (4): 8 – 9. Translated by Krabbenborg, R.. [2008]: 8 – 9; Government Offices

Footnote continued overleaf

directly about the horse industry but often with a significant effect upon it, was highlighted by many participants.

Through this process, policy directly and indirectly relevant to the horse sector was identified and reviewed in each country. The impact of each individual policy upon the horse industry was analysed, not just through its content, but also by considering the role of interest groups and the government in its formation. For example, the article illustrating arrangements for VAT in the breeding element of the Dutch equine policy network was interesting not just as an example of a policy document but also when the role of specific organisations, particularly the KWPN and Dutch Horse Council (SRP), was considered (*see 7.3*).

The policies reviewed were found as a result of the other research methods utilised: the literature and internet searches, the interviews, other forms of documentary review and participant observation. However, this did result in some difficulties and limitations. In the Netherlands little documentation was available for review in direct relation to the horse, and only small amounts of that was in English. An online translation package was utilised to translate some documents⁴¹, while others were translated by native Dutch and Swedish speakers. In order to understand the policies connected with the horse industry as fully as possible in each country, taking into account the language difficulties, they were also discussed in the interviews.

The third stage was undertaken after the interviews, while the results of the case studies were being compiled. Inevitably, some gaps were found, and in order to answer the questions that arose, further information was required. This information was either sourced through interviewees or by completing additional documentary research.

There are limitations with some aspects of the documentary review. As highlighted above, in the Netherlands in particular there was little documentation in relation to the horse to be reviewed, and only small amounts of that was available in English. In

of Sweden, *Rural Development Programme for Sweden – the period 2007 – 2013*, [Stockholm: The Swedish Ministry of Agriculture, 2008].

⁴¹ Systran Online translation software – <http://www.systran.co.uk>.

Sweden, many documents were provided in English, with those in Swedish often including some information in English. Some documents in Sweden and the Netherlands were translated for the research. Much of this was completed through an online translation package⁴², while other documents were translated by native Dutch and Swedish speakers.

Documentary research played a significant part in this study, coming through many sources, including peer-reviewed and industry journals, books, conference proceedings, theses and dissertations, and government reports and statistics. The library at the University of Exeter provided some of these sources, as did the libraries of the Royal Agricultural College, Duchy College (Stoke Climsland), SLU and Wageningen University. Inter-library loans, online databases and the Internet were also utilised.

The results of the documentary research can be found throughout the thesis. They are referenced in the text, and they played a role in the construction of the organisational landscape diagrams discussed above (*see 4.3.1*).

In addition to the documentary research completed in relation to the subjects of the case studies, a thorough literature review of the conceptual framework, policy networks, was undertaken. This was used to inform the direction of the study and influenced the data gathering process.

4.3.3 Participant observation

Participant observation is a method of examination where the researcher can assume a role, or a number of roles, participating in the events being studied. The researcher is more than a passive observer, becoming integrated into the situation which is the subject of their study. Although this method offers a unique opportunity to collect data, it also presents significant difficulties.⁴³

⁴² Systran online translation software – <http://www.systran.co.uk>.

⁴³ Yin, R. K., *Case Study Research: Design and Methods*. 3rd ed., [London: Sage Publications, 2003]: 93 – 94; Saunders *et al*, 230 – 231.

Distinct opportunities include the ability to collect evidence from the “inside” of the case study rather than as someone external to it. Some argue this offers an invaluable opportunity to produce an accurate description of a case study phenomenon, in this case a study of the relationship between interest groups and the government in the equine policy networks of specified countries.⁴⁴

The significant difficulties relate to the potential for the production of biases (*see 4.5*). As the observer is integrated within the situation of the study there may be occasions where positions are taken that are contrary to the interests of good scientific practice. For example, the researcher may need to assume the position of an advocate, rather than an observer. The participant role may require too much time and attention in relation to being an observer, resulting in logistical issues as the researcher may not have enough time to make notes or raise questions. Participant observation can be time consuming, particularly if the subjects studied are physically dispersed over a large area, and it can pose ethical dilemmas for the researcher. Finally, access to organisations might be difficult.⁴⁵

Within this study, the researcher was able to utilise the opportunities offered by participant observation. Having been involved with the horse industry in England at different levels for the previous 25 years, including two periods of study directly relating to the industry, the researcher was able to utilise this knowledge to her advantage throughout the work. Access to some elements of the equine policy network in England had already been created, through links to the BEF established during two previous research projects and current part-time consultancy employment. For example, the researcher has attended, as delegate and speaker, key equine policy network gatherings such as the National Equine Forum, where through her involvement she was able to gain inside knowledge of certain aspects of the industry. This access was also supported by the Stakeholders, who provided initial admission to the equine policy network of Sweden and the Netherlands. This introduction was built upon through communication with the first participants and when the researcher was

⁴⁴ Yin, 94.

⁴⁵ *Ibid*, 94, 96.

invited to three English-speaking conferences⁴⁶, ensuring maximum networking opportunities. The invitation to these conferences also suggests there was an element of acceptance of the researcher's legitimacy by organisations within the equine policy network studied.

In order to maximise the opportunities provided by the participant observation research method, notes were made and where feasible, for example at conferences, Dictaphone recordings were also made when papers and presentations were delivered. These were then referred to when the second half of the thesis was written. This method provided information on the evolution of the equine policy network, particularly in Sweden and the Netherlands, and also provided assistance by identifying documents to be analysed and policy to be reviewed. One of the key advantages with this method was that communication was undertaken in English, therefore there was no need for translation. The results of the data gathered through participant observation are integrated into the thesis in the same way as those found in the documentary review.

4.4 Reliability, validity and triangulation

All research projects should carefully consider two crucial aspects: reliability and validity. If these two concepts are not included within the study its results may be unreliable, making the research futile.

Reliability is about the consistency of the research. Would another researcher be able to follow the design of the project and obtain similar findings? Is there transparency in how the results were obtained from the raw data?⁴⁷ Obtaining identical findings is unlikely as different researchers will apply slightly different judgements. Within this study one source of data was the semi-structured interviews. Another researcher could use the list of questions to explore the equine policy network of a different country, or to re-examine one of the countries included within this study. However,

⁴⁶ The conferences were The Sport Horse Conference at SLU, in Sweden (May 2008), the Global Dressage Forum in the Netherlands (October 2008) and EU Equus 2009 "The Future Horse Industry in Rural Areas and Society" in Sweden (October 2009).

⁴⁷ Saunders *et al*, 488.

the results for the countries included within this study may change as the industry evolves and time moves on.

Validity has two aspects. Firstly it considers the level with which research methods accurately measure what they were intended to evaluate. Secondly, it is concerned with the degree to which the findings of research are really about what they say they are about.⁴⁸ Validity within this study has been addressed through the use of triangulation.

Triangulation can be used to address issues of both reliability and validity, and occurs when two or more data collection methods, or independent sources of data, are utilised within one study.⁴⁹ If both quantitative and qualitative methods are used to study the same problem, method triangulation occurs. By using more than one source of data the researcher can check they agree with one another, and a more thorough understanding of the research question can be obtained.⁵⁰

This study utilises three research strategies: semi-structured interviews; documentary review including policy analysis; and participant observation (*see 4.3*). Triangulation was integral to ensure the reliability and validity of all data gathered and their application within the study. Throughout this study these methods have been integrated to ensure the reliability and validity of both the research process and the results.

When information had been gathered it was verified through at least two of the strategies adopted. For example, the role of key agricultural organisations in both the Swedish and Dutch equine policy networks appeared to be significant, and this was confirmed through each research method utilised. The first stage of the triangulation process encompassed two parts. Firstly, a number of interviewees in Sweden and the Netherlands highlighted the role of the agricultural organisation during their interviews. After the first interview in each country where the role of this body was

⁴⁸ Saunders *et al*, 492.

⁴⁹ *Ibid*, 486.

⁵⁰ Denscombe, 134 – 139.

raised the opinion of other participants was also sought. Often interviewees automatically mentioned the agricultural organisation without additional prompting from the researcher. If interviewees did not specifically mention the agricultural organisation, open questions were utilised to establish their view of its role. Secondly, the interviews were cross referenced, to fully ascertain the extent of the role of the organisation within each country. The next stage in the triangulation process focused on exploring other evidence to indicate the significance of the specific organisation. The documentary research was reviewed, with additional information sought where necessary, to ascertain whether the significant role of these bodies was supported. In addition, participant observation was used to provide further verification. When the researcher was travelling around Sweden and the Netherlands additional evidence of the role of the agricultural organisations was sought, through the attendance of conferences and other meetings, and informal discussions with other participants. Once this data had been gathered it was integrated to provide the evidence for the significance of the role of the Swedish and Dutch agricultural organisations (*see 6.7 and 7.5*).

4.5 Reflexivity and bias

When undertaking research it is important that any likelihood of bias is reduced. Bias can come from the researcher and impact upon the research strategies utilised, skewing the results. For example, the researcher could influence interviewees or those involved through participant observation, either consciously or unconsciously.

In this study, in order to reduce the likelihood of bias, the author adopted a reflexive position. Reflexivity occurs when the researcher carefully examines and explains their position in relation to the research, including the decisions made during the research process and interpretation of the data gathered. It reflects how the researcher manages and administers their research, and relates to all participants and their depiction within the research. The reflexive process provides the reader with an opportunity to assess the influence of the researcher's positions, interests and

assumptions on the investigation, as the reader is informed about how they have influenced the study through their inclusion within the research.⁵¹

As detailed above, the researcher has previous experience of the horse industry in England having been linked to it for a number of years (*see 4.3.3*). This considerably assisted in gaining access to each equine policy network studied, but provided the need for reflexivity to be adopted while the research was undertaken. For example, when interviews were undertaken the researcher took great care to take an interested standpoint without influencing the participant's responses. By transcribing the interviews verbatim, and allowing participants to validate the transcript, accuracy was ensured. The researcher made a conscious effort to exclude her own preconceived ideas and prejudices, to listen carefully to the responses provided by the participants and to examine data gathered in the course of the research in an unbiased manner. These principles were also applied to the data gathered through participant observation, and the information found through the documentary review was also analysed through a reflexive approach.

The reflexive process was employed continuously throughout this study. After each decision was taken, or piece of data was collected and analysed, its impact upon the research process was carefully considered and any changes which needed to be made were adopted. For example, when the significance of the role of organisations from the agricultural policy networks in Sweden and the Netherlands to the horse industry of each country was established, the research was adjusted to reflect this by including representatives of those organisations within the group of interviewees.

4.6 Research ethics

Ethics are a fundamental consideration for any research project. Research ethics can be defined as:

*The appropriateness of the researcher's behaviour in relation to the rights of those who become the subject of a research project, or who are affected by it.*⁵²

⁵¹ Charmaz, K., *Constructing Grounded Theory: a practical guide through qualitative analysis*, [London: Sage Publications, 2006]: 188 – 189.

⁵² Saunders *et al*, 488.

Any individuals or groups of people who become involved in the study or might be affected by it should be treated with due care.⁵³ Scrupulous attention should be paid to certain areas of the research. When collecting data researchers should:

- respect the rights and dignity of those participating in the research project,
- avoid harming their participants in any way as a result of the research,
- operate with honesty and integrity.⁵⁴

Informed consent is a key element to ethically sound research. It can be defined as:

*The position achieved when intended participants are fully informed about the nature, purpose and use of research to be undertaken and their role within it, and where their consent to participate, if provided, is freely given.*⁵⁵

In order to collate data for this study the semi-structured interview was one of the research methods utilised (*see 4.3.1*). Informed consent was gained from all interview participants. Potential interviewees were provided with an introduction to the study, which described the research, its purpose and final use, before they agreed to participate (*see Appendix D*). Participants who were not formally interviewed, but played a role through informal discussions or another way, were made aware of the study and the purpose of the conversation. Interviews were held at a time and place convenient to the interviewee. Most were held face-to-face, with a small number of interviews held over the telephone. At the beginning of the interview an overview of the study was given, and the purpose and final use of the data was reiterated. Questions about the process could be asked at any time. Interviewees were able, throughout the process, to make a choice as to whether or not they participated. The last opportunity for withdrawal from the process occurred when participants were contacted to give final approval to text from their interview being quoted within the thesis. At this time, participants were able to withdraw or alter comments. After this time it was not possible to withdraw (*see 4.3.1*).

A list of questions was formulated, and these questions were targeted at appropriate participants (*see Appendix C*). The questions were carefully considered beforehand to

⁵³ Saunders *et al*, 129.

⁵⁴ Denscombe, 141.

⁵⁵ Saunders *et al*, 479.

ensure they were relevant and not overzealous or demeaning.⁵⁶ Interviewees were ensured anonymity, through masked identities, and confidentiality was guaranteed. Informed consent was obtained throughout the process. Privacy was also ensured through the use of coded transcripts. Interviewees were able to view their transcript to make alterations.

Ethical approval for the research was granted on 29th May 2007, for the period May 2007 to December 2009, by Dr Paula Saukko, Chair of School Ethics Committee (*see Appendix E*).

4.7 Scope and limitations

Any research project will have limitations, and it is important that both the limitations and the scope of the work are recognised. One limitation in this study was in the area of language. The researcher needed to be able to cope with two unfamiliar languages: Swedish and Dutch; while participants in Sweden and the Netherlands were interviewed in a language that was not their first. For the researcher, the use of online transcription software⁵⁷ was very helpful and meant that written reports in both countries could be translated, where they were not available in English, although this process was often time consuming. In addition to the online software, some translations and advice on certain words were sought from a native speaker of the language. For participants, the process of viewing the transcribed interview enabled them to ratify what they had said. Some interviewees went through their transcript with a family member or friend who had more experience of English than they.

As with other studies, the research was subject to financial constraints and time limitations. In this project the number of interviews which could be carried out in each country was limited by both of these factors. The Stapledon Memorial Trust generously sponsored the field trips to Sweden and the BSAS, through the Murray Black Award, kindly part-sponsored the field trip to the Netherlands. The BEF and the PhD research allowance funded the remainder of the trip to the Netherlands. The PhD

⁵⁶ Saunders *et al*, 258 – 259.

⁵⁷ Systran Online translation software – <http://www.systran.co.uk>.

research allowance also funded travel for interviews in England and Wales. Where interviews were either going to involve too much travel (for example an interview with a participant in Sweden or the Netherlands after the field trips had been completed) or proved difficult to organise face-to-face, a telephone interview was utilised, overcoming some of the time and financial constraints highlighted.

The scope of the study is defined by its range and the opportunities that have been utilised in the process of carrying out and completing the research. This project has considered the equine policy network in three countries: England, Sweden and the Netherlands. Within the study different elements of the network have been considered, for example: the role of the Horse Council; the breeding element; and the sport and recreation element. Interviews have been completed with people representing different interest groups across the elements of the different sectors and the government. Opportunities to become involved in the equine policy network in each country have been utilised.

4.8 Conclusion

In conclusion, a number of aspects of the methodology worked, while others could have been improved. The comparative element, which forms the basis of the study, was pivotal to its success. Information gathered from the selected countries had to be useful and meaningful to the equine policy network in England, with the majority of data falling into these categories. The choice of countries for the comparison was also significant. For example the exclusion of Ireland from the study, as a standalone country to be treated like Sweden and the Netherlands, could be viewed as both negative and positive. It might have been beneficial to include it as more comparisons may have been made. However, its inclusion could also have been negative to the study if it had detracted from the objectives or provided too much additional information for analysis. In addition the policy network in Ireland has undergone many changes in recent times which could have introduced unnecessary complications into this research. On the other hand by excluding Ireland, more time could be spent on the countries included: Sweden and the Netherlands; enabling an in-depth analysis of these countries to be undertaken. Originally, the study included Wales alongside

England as a home country. However, after the research began it became clear that there were significant differences in the equine policy networks of England and Wales. For example, the role of agricultural organisations differed considerably between the two countries. This resulted in the decision to exclude Wales, which was taken after consultation with the Stakeholders, and made the analysis of the data gathered more straightforward.

The research methods adopted (interviews, documentary review and participant observation), were useful in gathering data for analysis. It could be argued that a more ethnographic approach might have elicited further useful aspects for comparison, allowing more of an insider's view of the equine policy networks of Sweden and the Netherlands to be obtained. However, this would have been almost impossible to carry out: due to the language constraints, merging into the network would not have been possible. Perhaps more time could have been spent in the Netherlands, gaining a more detailed knowledge of their industry. Nevertheless, upon reflection, the author feels the time allocated to Sweden and the Netherlands was probably about right, when the relative size of the industries is considered, and enabled a good understanding of the equine policy networks to be obtained. The previously established role of the author in the English horse industry facilitated speedy access to its equine policy network, which helped with the progression of the research. This, in turn, helped the author to gain access to the equine policy networks in Sweden and the Netherlands, and undoubtedly reduced the time spent initially building up these contacts.

CHAPTER 5

THE ORGANISATIONAL LANDSCAPE OF THE ENGLISH HORSE INDUSTRY

5.1 Introduction

There has been no previous attempt to define the equine policy network in England or to map relationships between organisations within the horse industry and the government. The horse sector in Britain is significant, producing a turnover of £7 billion in 2008 as well as other intangible benefits¹. Once a beast of burden, the role of the horse has evolved – its primary use is now recreation and sport. Consequently rural society has seen the birth of a new element: the “horse industry”. Since the 1950s many organisations have been created to support the industry, the number now exceeds 160. This chapter considers the evolution of the network from its beginnings to today’s organisational landscape, alongside the conceptual framework of policy networks as discussed in Chapter 3. It also examines some of the elements within the English equine policy network, including sport and recreation, and breeding.

A number of key events have resulted in the development of the equine policy network into the present organisational landscape. These milestones are discussed below, with signposts to subsequent information in the chapter.

Between 1996 and 2002 the structure of the equine policy network was transformed. During 1997 and 1998 several organisations became independent of the British Horse Society (BHS², see 5.4) and in 1999 the British Horse Industry Confederation (BHIC, see 5.2.2) was established by the British Horseracing Board (BHB³) and British Equestrian Federation (BEF), to present a united voice across the industry to the government and other interested parties (see *Figures 5.1 and 5.2 below*). The post of “Minister for the Horse” was created by the government in 1997 to represent the interests of the

¹ The figures are not broken down into Britain’s constituent countries, therefore it is not possible to accurately state figures for England. BHIC, *BHIC Briefing – Size and Scope of the Equine Sector*, [London: BHIC, 2009]: 2.

² These organisations include the bodies that now represent dressage (British Dressage), eventing (British Eventing), endurance (Endurance GB), vaulting (British Equestrian Vaulting) and horse driving trials (British Horse Driving Trials Association).

³ Now known as the British Horseracing Authority (BHA).

industry within the Ministry of Agriculture, Food and Fisheries (MAFF, which became the Department for Environment, Food and Rural Affairs [Defra] in 2001, *see 5.2.1*). Finally, in 2002 Defra created an “Official for the Horse” and the “Horse Industry Team” to specifically consider horse related issues within the Department (*see 5.2.1*).

A diagram depicting the organisational landscape of the horse industry in England prior to the transformation described above is seen in Figure 5.1. This can be compared to Figure 5.2 which represents the industry in 2009. The diagrams were created by integrating data gathered through each of the three research strategies utilised: evidence from interviews, documentary research and participant observation played a role in their creation (*see pages 93 to 94 for full details*).

The diagrams are based on three succinct types of relationships.⁴

- — — ‘Praxis’ relationships, e.g. where one organisation works with another due to mutual interest or complementarity between institutions;
- Strategic relationships, e.g. where an organisation is guided in some way by the policy or strategy of a higher level institution;
- Financial relationships, e.g. where an organisation has received support for its core activities or where there is potential for certain projects to receive funding.

A further two interconnections are created by combining two of these initial relationships:

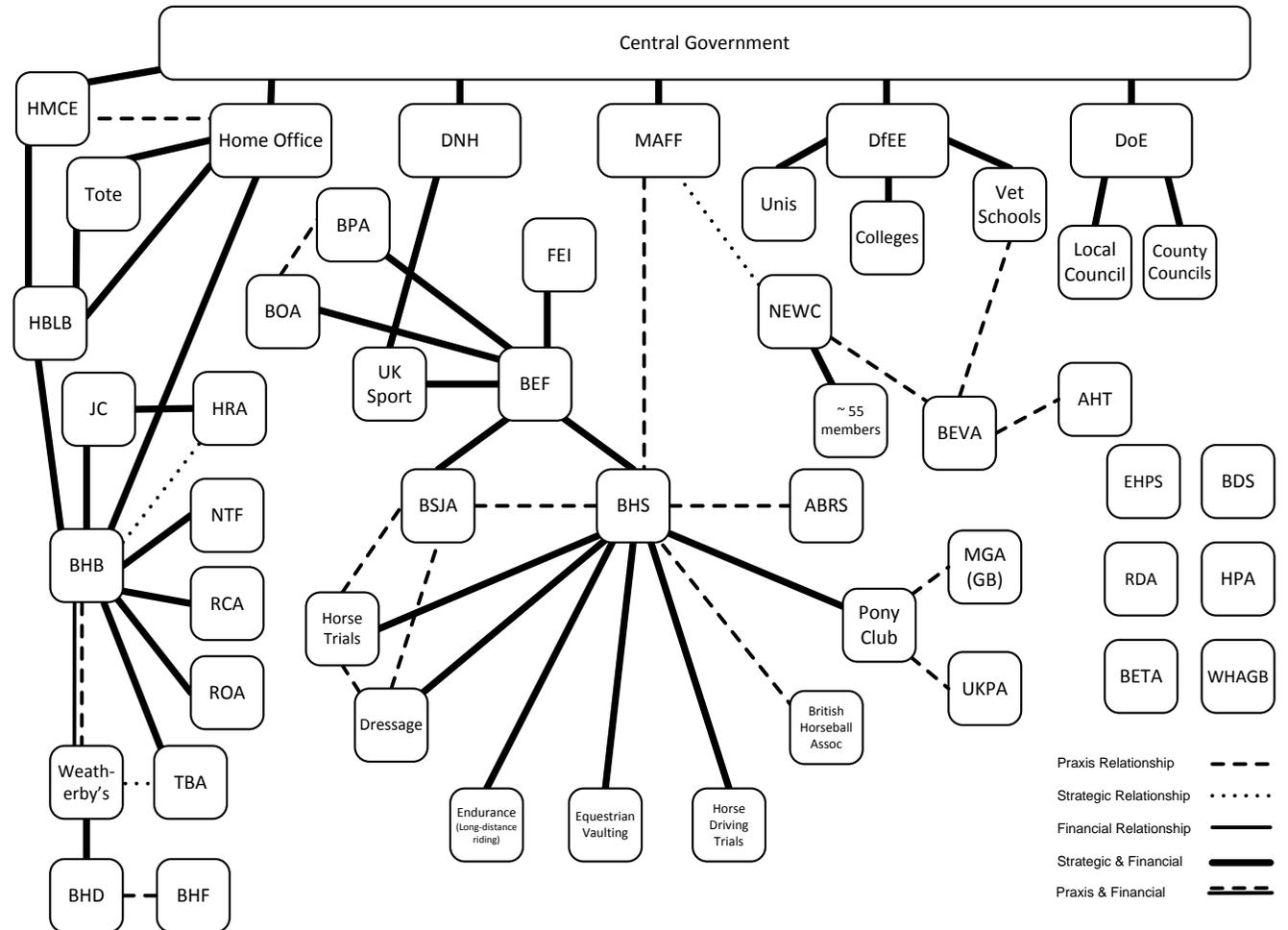
- Both strategic and financial relationships together;
- == — Both praxis and financial relationships together.

It should be noted that the size of each box representing an organisation is not indicative of its importance, size or any other characteristic. It is placed only to represent the organisation’s presence in the policy network.

⁴ Based on relationships identified by Winter, in Winter, M. *Rescaling rurality: multilevel governance of the agro-food sector*, *Political Geography*, 25 (7 Sept) [2006]: 748 – 749.

Figure 5.1 The organisational landscape of the English horse industry 1996

- ABRS** – Association of British Riding Schools
- AHT** – Animal Health Trust
- BDS** – British Driving Society
- BEF** – British Equestrian Federation
- BETA** – British Equestrian Trade Association
- BEVA** – British Equine Veterinary Association
- BHB** – British Horseracing Board
- BHD** – British Horse Database
- BHF** – British Horse Foundation
- BHS** – British Horse Society
- BOA** – British Olympic Association
- BPA** – British Paralympic Association
- BSJA** – British Show Jumping Association
- DfEE** – Dept for Education & Employment
- DNH** – Dept of National Heritage
- DoE** – Dept for the Environment
- EHPS** – Endurance Horse and Pony Society GB
- FEI** – Int’l Equestrian Federation
- HBLB** – Horserace Betting Levy Board
- HMCE** – HM Customs & Excise
- HPA** – Hurlingham Polo Association
- HRA** – Horseracing Regulatory Authority
- JC** – The Jockey Club
- MAFF** – Ministry of Agriculture, Fisheries & Food
- MGA (GB)** – Mounted Games Association (GB)
- NEWC** – National Equine Welfare Council
- NTF** – National Trainers Federation
- RCA** – The Racecourse Association
- RDA** – Riding for the Disabled Association
- ROA** – Racehorse Owners Association
- TBA** – Thoroughbred Breeders’ Association
- Tote** – Horseracing Totalisator Board
- UKPA** – UK Polocrosse Association
- Unis** – Universities
- WHAGB** – Western Horsemen’s Association of Great Britain



The two diagrams clearly illustrate the changes in the organisational landscape since 1997 and demonstrate the complex relationships within the horse industry and equine policy network in England. As in the Swedish and Dutch horse industry diagrams (see *Figures 6.1 and 7.1*), central government is located at the top of each map, while the Horse Council, in this case BHIC, can be found at the bottom of Figure 5.2. Organisations included within the diagrams are active at different levels and in different elements of the equine policy network. It should be noted that the diagrams do not show all relationships within the policy network. Many informal links between organisations are not shown. For example in Figure 5.2 the National Equine Database (NED) has links with around 85 data providers while the National Equine Welfare Council (NEWC) has approximately 60 members. Some of the organisations which NED and NEWC are linked to can be found in the diagram, others are not shown. There are also significant aspects of the industry not included within the diagrams, such as the sub-sector of event organisation, which comprises a number of interest groups including Badminton Horse Trials, the sporting event with the fifth highest aggregate attendance in Britain in 2008 (see 1.1).⁵ These interest groups contribute significantly to the socio-economic aspect of the industry. Inclusion of these missing organisations and links would add another layer of complexity to the diagram which is not necessary, as this would not enhance the understanding of the policy network. The organisations included within the diagram are the key interest groups within the equine policy network in England, as evidence gathered through the three research methods illustrated. For example, these organisations featured heavily in the interviews and a clear demonstration of their role within the policy network was also found in the documentary research and participant observation undertaken. Those excluded are on the periphery of the network, and while they may have appeared briefly in the research, their role was of less significance than those which are included.

Some of the differences between the two diagrams are due to the evolution of organisations within the industry. For example, the British Horse Database (BHD) closed in 2001 and has been replaced by NED. The development of NED (see 5.5.2) and the Strategy for the Horse Industry in England and Wales (published in 2005 – see

⁵ Deloitte and BHA, *Economic Impact of British Racing 2009*, [London: BHA, 2009]: 44.

5.2.2) were both significant occurrences in the equine policy network, providing examples of the government and interest groups within the industry working collaboratively.

The government has provided finance for the industry in recent years through the initial funding of NED (*see 5.5.2*) and support for the publications “A Report of Research on the Horse Industry in Great Britain” and the “Strategy for the Horse Industry in England and Wales” (*see 5.3*). The sport and recreation element of the industry has also been supported by significant ongoing funding, from UK Sport and Sport England (*see 5.4*).

The BHIC has been a key organisation, with a number of roles within the industry (*see 5.2.2*). As an umbrella body, it was pivotal in the creation and publication of the Strategy for the Horse Industry. Since then its role has evolved, and it has represented the industry to the government on a number of issues.

Within the horse industry in England there is a division between the racing and non-racing sub-sectors. This is particularly evident in the way in which each part of the industry is funded. On the whole, finances raised from gambling remain in racing, rather than being spread across the industry as in Sweden (*see 5.3 and 6.3*), while the non-racing sub-sector is supported through clearly targeted government funding and other finance raised through sponsorship and membership fees (*see 5.4*).

The sport and recreation element of the industry encompasses a number of organisations (*see 5.4*), and is where some of the significant changes between the two diagrams can be seen. While the BHS was originally central to the coordination of this element of the industry, responsibility has now shifted to the BEF. With 16 member bodies (MBs), and a number of other links, the BEF’s role is now important in the equine policy network, coordinating and representing these organisations. The BHS has retained some of its significance, as it has the largest number of individual members of any equine organisation representing leisure riders.

The breeding element of the equine policy network is highly fragmented with a number of interested parties including breed societies and studbooks, along with Passport Issuing Organisations (PIOs, *see 5.5.2*). There is no single studbook representing Sport Horse breeding within the diagram: the Performance Sport Horse and Pony Lead Body (PSHP) is an umbrella organisation speaking for societies in this area. European Union legislation requiring horses to be identified by passports led to a boom in PIOs, with several organisations being created solely to offer this service. In addition to the fragmented nature of the breeding element of the network, the relationship between the government and the British National Stud also significantly changed recently. In April 2008 the government severed its ties with the National Stud, which breeds Thoroughbreds, and the stud is now owned by the Jockey Club (*see 5.5.1*). These points represent significant differences when compared with the organisation of the breeding element within the Swedish and Dutch industries (*see 6.5 and 7.3*).

In sharp contrast to Sweden and the Netherlands there is no overlap between the equine and agricultural policy networks (*see 6.7 and 7.5*), as there is no formal representation within the equine policy network by an agricultural organisation (*see 5.6*). This is important, as in the other two case studies it can be seen that the horse industry has benefited greatly from its formal links with agricultural organisations.

The aspects highlighted above represent some of the key points when considering the equine policy network in England and are now discussed in detail.

5.2 The role of the Horse Council

In order to understand how the BHIC came about, it is first necessary to examine the process which led to the government recognising the significance of the horse industry. This section details that process alongside the background to and subsequent development of the BHIC and its role in the industry.

5.2.1 The British government's recognition of the horse industry

Whereas the government has been actively involved in the agricultural sector in England for many years⁶, until recently its direct involvement in the horse industry was confined to dealings with the financial aspects of horse racing (*see 5.3*), historical links with horse breeding (*see 5.5.1*) and limited discussions about education within the sector. Houghton Brown and Powell-Smith suggest the government first changed its stance towards the horse industry during 1987, when Mr Ted Smith, on behalf of the government, declared: "There has been a change in policy; we now see a significant role for horses and intend to assist"⁷. Yet, a decade passed before any significant developments in the relationship occurred.

The first change came about during 1997 as a direct result of intervention by the then Minister for Farming and Food, Lord Bernard Donoughue of Ashton. After much lobbying Lord Donoughue secured approval from Jack Cunningham, Minister of Agriculture, Fisheries and Food, at the Ministry for Agriculture, Food and Fisheries (MAFF⁸) to formally include the horse within its portfolio. Having identified the growing "horsey-culture" in Britain⁹, Lord Donoughue was concerned there was no Whitehall department responsible for the horse – the only major industry in that situation – and as it was predominantly a rural industry he felt MAFF was its logical home. In order to gain recognition for the horse, he suggested MAFF become known as the "Ministry for the Horse", and he was appointed Minister for the Horse. Whilst he did succeed in becoming Minister for the Horse, and establishing that position for subsequent people to succeed him, MAFF was not appointed as the Ministry for the Horse. According to Lord Donoughue's autobiography, after Jack Cunningham MP left MAFF in 1998, the Permanent Secretary rejected the request to propose a Ministry of

⁶ See, for example: Smith, M., "The Agricultural Policy Community," in *Policy Networks in British Government*, ed. Marsh, D., and Rhodes, R. A. W. [Oxford: Clarendon Press, 1992]: 27 – 50; Smith, M. J., *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, [London: Harvester Wheatsheaf, 1993].

⁷ Houghton Brown, J., and Powell-Smith, V., *Horse Business Management: managing a successful yard*, 2nd ed., [Oxford: Blackwell Science Ltd, 1995]: 1.

⁸ MAFF became part of Defra in 2001.

⁹ At the time the horse industry was the third largest rural industry after farming and tourism employing over 100,000 people. Donoughue, B., *The Heat of the Kitchen: an autobiography*. [London: Politico's, 2003]: 351.

the Horse to the new Minister for Agriculture, Nick Brown MP, and it was not revisited after this. As a result of MAFF rejecting his proposal in respect of the Ministry of the Horse, Lord Donoughue decided to act at a more personal level and became actively involved in trying to establish a body to provide a formal link between the government and the industry. His efforts culminated in his involvement in the creation of the BHIC in 1999 (see 5.2.2).¹⁰

Nowadays it is traditional for the role of the Minister for the Horse to fall to the Minister for Food, Farming and the Environment. Baroness Hayman of Dartmouth Park succeeded Lord Donoughue as Minister for the horse, followed by Alun Michael MP from 2001 to 2005. Since then a new incumbent has taken responsibility every 12 months or so.¹¹

As the post of Minister for the Horse falls to the Minister of State for Food, Farming and Environment it is one of that Minister's many responsibilities. At the beginning of 2010 the then post holder, Jim Fitzpatrick MP, included fifteen other interests in his portfolio.¹² This suggests that although the title "Minister for the Horse" exists, it is not necessarily high on the agenda for someone with many other responsibilities.

The role, and title, of the Minister has changed over time. The first three post holders (Lord Bernard Donoughue, Baroness Hayman and Alun Michael MP) had the title of Minister for the Horse, with responsibility for health, welfare and general horse industry issues. The next three incumbents (Jim Knight MP, Barry Gardiner MP and Jonathan Shaw MP), were Minister for the Horse Industry, focusing upon industry

¹⁰ Donoughue, *The Heat of the Kitchen: an autobiography*, 351.

¹¹ The Ministers for the Horse have been: Lord Bernard Donoughue (Jun 1997 to Jul 1999), Baroness Helene Hayman (Jul 1999 to Jun 2001), Alun Michael (Jun 2001 to May 2005), Jim Knight (May 2005 to May 2006), Barry Gardiner (May 2006 to Jun 2007), Jonathan Shaw (Jun 2007 to Oct 2008), Jane Kennedy (Oct 2008 to Jun 2009) and Jim Fitzpatrick (Jun 2009 to present).

¹² The full list of the responsibilities of the Minister of State for Food, Farming and Environment, taken directly from Defra's website, are: farming for the future program; Rural Payments Agency; food chain program DA(F); food stakeholder engagement and delivery; animal welfare program; exotic animal disease policy program and emergency response capability; Bovine TB program; endemic animal disease; equine issues; veterinary policy; animal health; CAP reform and EU strategy programs, evidence and knowledge base; responsibility and cost-sharing program; air quality, local environment quality (including noise); environmental regulation; Royal Commission Environmental Pollution; and Environment Agency. Defra, *Minister of State – Jim Fitzpatrick MP (Minister for Food, Farming and Environment)*, Defra, <http://www.defra.gov.uk/corporate/about/who/ministers/fitzpatrick.htm> [accessed 05.03.2010].

issues, but excluding health and welfare which fell into the portfolio of the Minister for Animal Health and Welfare. As a result of this the Equine Health and Welfare Strategy¹³ was adopted in response to the Animal Health and Welfare Strategy for Great Britain¹⁴. However, the change in the role of the Minister, along with the production of the Health and Welfare Strategy, had advantages and disadvantages. The following quote highlights this along with the rationale for having a Minister for the Horse when there is no equivalent post for the other species included within Defra's remit.

It was not the easiest arrangement to work under, although it worked reasonably well. It was also not the easiest arrangement to tell people within the sector about, because they tend to see things fairly black and white and found it somewhat confusing. It did, however, allow us to point up the fact that the very reason we had a Minister for the Horse Industry was because the horse as a species is entirely different from any other species. It has more effects, and broader effects, on a wider range of policy areas. If we'd simply dealt with horses as a species in relation to health and welfare then we wouldn't have needed to deal with the horse world as an industry. We don't deal with cows, sheep or pigs in any other way. If we are only focusing on farm health and welfare they would have been just another species, another set of diseases that need to be addressed and welfare problems that crop up. Whereas it made sense, in a way, to have a Minister for the Horse Industry who was then able to focus on access issues, sport issues, rural business issues and so on. (Interview E13)

During 2008 the role of Minister for the Horse Industry changed again. Jane Kennedy MP, a rider herself, became Defra's Minister of State for Farming and the Environment and therefore held the post of Minister for the Horse. At her request the two previously separated areas (the horse industry and horse health and welfare) were merged again and she expressed an interest in becoming more actively involved in the equine policy network than previous incumbents (Interview E13). Unfortunately her tenure was short, as she resigned her Ministerial duties in June 2009, and she was therefore unable to become as involved as it appeared she wished at the beginning of her term. At the beginning of 2010, under the current Minister for the Horse, Jim Fitzpatrick MP, the two areas were still together.

¹³ BEVA, BHIC, NEWC, Defra, Scottish Executive and Welsh Assembly Government, *Equine Health and Welfare Strategy for Great Britain*, [Kenilworth: NEWC, 2007].

¹⁴ Defra, Scottish Executive and Welsh Assembly Government, *Animal Health and Welfare Strategy for Great Britain*, [London: Defra, 2004]. [Product Code PB9469]

The frequent change of Minister in recent years has been problematic, both for the industry in its representations to the government and for Defra staff briefing the Minister. It has led to a lack of continuity for the horse industry in its dealings with Defra. During this time there have also been changes to the civil servants employed within Defra in the Horse Industry Team and other areas of the Department, resulting in the involvement of the Minister for the Horse in important policy decisions being inconsistent. Nonetheless, the post is positive for the equine policy network, as it clearly identifies which government representative has responsibility for liaising with the industry and enables relationships to be established and nurtured.

In addition to the Minister for the Horse, based in Defra, the Minister for Sport, located within the Department for Culture, Media and Sport (DCMS), is responsible for gambling, horse racing and the tote, along with providing some funding for equestrian sport, providing another link between the horse industry and government. Again this responsibility sits alongside a number of others: sport, licensing, regional policy and local government, national lottery and sustainable development.¹⁵ However, this Ministerial responsibility is limited to the regulation of gambling and racing¹⁶, and is therefore not involved in the broader aspects of the horse industry (*see 5.3 and 5.4*).

During 2001 and 2002 there were two significant events for the government and the equine policy network. Firstly, in June 2001, following the Foot and Mouth Disease epidemic, MAFF was merged with some divisions from the Department of the Environment, Transport and the Regions (DETR) and part of The Home Office, to form Defra under the then Secretary of State for Defra, Margaret Beckett. Secondly, in September 2002, Defra appointed an “Official for the Horse” and “The Horse Industry Team” to specifically consider equine related issues within the Department¹⁷. After the creation of these posts, Alun Michael MP, then Minister for the Horse, commented:

¹⁵ DCMS, *Gerry Sutcliffe MP is our Minister for Sport*, DCMS, http://www.dcms.gov.uk/about_us/our_ministers/966.aspx [accessed 16.03.2010].

¹⁶ DCMS, *Gambling and racing*, DCMS, http://www.dcms.gov.uk/what_we_do/gambling_and_racing/default.aspx [accessed 16.03.2010].

¹⁷ The Official for the Horse and Horse Industry Team were appointed from existing Civil Servant staff within Defra. H & H News Desk, “New initiative to help boost equine industry,” *Horse and Hound*, <http://www.horseandhound.co.uk/news/397/35377.html> [published 4 Oct 2002, accessed 09.09.2008].

*I was also amazed to find that, while I was the third Minister for the Horse, there was not one single Official for the Horse to work with the horse organisations on the development of the horse industry. But I have now put this right. Working with the Official for the Horse is a small, dedicated team which is co-operating with the horse organisations to draw up a plan to achieve their aspiration for a thriving, more competitive industry. The commitment of this team is enormous and is reflected by their popularity with horse organisations.*¹⁸

The introduction of these two innovations was partly due to lobbying from Andrew Finding, Chief Executive of the BEF, and Michael Clayton, Chairman of the BHS. The importance they afforded the horse industry in Defra at the time was significant, as no other species had a dedicated “Official” or “Team” (see above). This might indicate that Defra felt the industry could offer many things, which are illustrated in a further comment from Alun Michael MP about what he would like to gain from the industry:

*How can we increase the economic value of the horse industry, and enhance its contribution to the social, educational, health and sporting life of the nation?*¹⁹

The horse industry is also formally recognised by DCMS. The Strategy for the Horse Industry described the relationship between the government and the industry at its time of publication in 2005:

*Defra’s Horse Industry Team supports the Minister for the Horse Industry by drawing together the various strands of Government responsibilities affecting the industry. Defra is broadly responsible for equine affairs in England. The Department for Culture, Media and Sport is responsible for policy on equine sport, racing and tourism.*²⁰

Since then, in line with broader government policy, Defra has altered its operational structure, shrinking the Horse Industry Team in number and including some horse-related issues within the remit of other broader teams and areas.²¹ It should be noted that Graham Cory, the first Official for the Horse, is now the Chief Executive of the BHS (see 5.4). The role of DCMS within the horse industry has not greatly changed since 2005 (see 5.3 and 5.4).

¹⁸ BHIC, Defra, National Assembly for Wales and Scottish Executive, *Joint research on the horse industry in Great Britain*, [London: Defra, 2004]: 4. [Product Code PB 9255a]

¹⁹ BHIC *et al*, *Joint research on the horse industry in Great Britain*, 4.

²⁰ BHIC, Defra, DCMS and the Welsh Assembly Government, *Strategy for the Horse Industry in England and Wales*, [London: Defra, 2005]: 24. [Product Code PB11323]

²¹ For example, responsibility for African Horse Sickness and West Nile Virus, two equine infections, lies with the Exotic Diseases Policy area, not with the Horse Industry Team.

One of the areas of greatest friction between the government and some parts of the horse industry in recent years has been the implementation of the Hunting Act 2004²². The hunting of wild mammals with dogs is an emotive issue and it is outside the remit of this study to include a detailed analysis of the circumstances under which the Act was adopted. Nonetheless it must be recognised, as it will have impacted upon relationships within the equine policy network, particularly between pro-hunting interest groups and the government. Prior to the Act coming into force in February 2005 there was much concern within the industry about its repercussions. It was not known if it would have a significant socio-economic impact on the sector. However, at the time of writing, nearly five years after the Act came into force, it appears the feared negative effect on the horse industry has not materialised. The number of hunts in operation has remained stable, while some sources suggest the number of people taking part in hunting has increased.²³

In recent years the government, through DCMS and Defra, has provided funding for three significant projects within the industry. Firstly, Defra supported the initial development of NED (see 5.5.2). Secondly, Defra, along with the National Assembly for Wales, Scottish Executive and BHIC, commissioned the publication of “A Report of Research on the Horse Industry in Great Britain”.²⁴ This study examined previously published work considering the horse industry, with the purpose of underpinning the development of the Horse Industry Strategy.²⁵ The third, ongoing project, is the “Strategy for the Horse Industry in England and Wales”, jointly funded by Defra and DCMS along with the BHIC and Welsh Assembly Government.²⁶ Published in December 2005, the Strategy is highly significant for the equine policy network. With a time frame of ten years, the Strategy clearly maps the path the horse industry in England and Wales would like to take during that time and where government support should be targeted (see 5.2.2 below). In addition to this support, the sport and

²² Hunting Act 2004 (Eli 2, c. 37), which came into force on 18th February 2005.

²³ See, for example, Butcher, A., “Pre-season soar in hunting popularity as sport thrives,” *Horse and Hound*, 22 Oct 2009: 4.

²⁴ BHIC, Defra, National Assembly for Wales and Scottish Executive, *A report of research on the horse industry in Great Britain*, [London: Defra, 2004]. [Product Code PB 9255]

²⁵ BHIC *et al*, *A report of research on the horse industry in Great Britain*, 1.

²⁶ BHIC *et al*, *Strategy for the Horse Industry in England and Wales*.

recreation element of the industry has also benefited from significant government funding through DCMS (see 5.4).

Two All-Party Parliamentary Groups have direct links to the horse industry. The first, the All-Party Parliamentary Racing and Bloodstock Industries Group, has been established for a number of years, with the purpose of providing a forum for members to discuss issues of interest relating to the racing and bloodstock industries in the UK.²⁷ At the beginning of 2010, Lord Donoughue was the secretary of this group. With administrative support provided by the British Horseracing Authority (BHA), it deals exclusively with racing issues. The second, the All-Party Parliamentary Group for the Horse, was formed on 17th June 2005, to promote the welfare of horses (including all equines, horse riders and users) and matters affecting the horse industry.²⁸ The BHS was heavily involved in the creation of this group, hosting its launch at the House of Commons and providing administrative support. The Group has a number of issues on its agenda, including Responsibility and Cost Sharing (RCS) in the horse industry (also known as the Horse Tax, see 5.7), the management of infectious diseases such as African Horse Sickness, and transport and access to off-road tracks for riders and carriage drivers. The Group meets three times a year, inviting the Minister for the Horse to attend and address the Group once a year, usually when there is a major topic of interest to the horse industry to discuss. Upon the creation of the All-Party Parliamentary Group for the Horse, Dr Harry Greenway, a former MP²⁹, said:

*This was a highly successful venture for the BHS ... The BHS is moving forward in the parliamentary arena, strengthening its position as the horse world's leading lobbying organisation.*³⁰

There are other All-Party Parliamentary Groups whose interests overlap into the horse industry, for example the All-Party Parliamentary Betting and Gaming Group, considering betting and gaming regulation, and the All-Party Parliamentary Middle Way Group, concerned with hunting and the improvement of animal welfare in the

²⁷ UK Parliament, *Register of All Party Parliamentary Groups (as at 20 January 2010)*, [London: UK Parliament, 2010]: 503.

²⁸ UK Parliament, *Register of All Party Parliamentary Groups (as at 20 January 2010)*, 375.

²⁹ Harry Greenway was MP for Ealing North from May 1979 to May 1997.

³⁰ BHS, *British Horse Society announces formation of All Party Parliamentary Group for the Horse*, Equiworld Magazine, <http://www.equiworld.net/uk/ezine/0603/bhs01.htm> [accessed 15.02.2010]

countryside.³¹ At the beginning of 2010 Lord Donoughue was involved with both of these Groups, as secretary of the first and a member of the second.

In addition to the All-Party Parliamentary Groups described above, two other committees lobby the government on horse issues: the Greenway Committee and the Horse and Pony Taxation Committee (HPTC).

The Greenway Committee was formed by Dr Harry Greenway, during the mid 1990s, to represent the national interests of all equines and their users. Issues discussed in 2009 included the high premiums riding schools pay for third party liability insurance, the inconsistent way in which business rates are applied across equestrian enterprises and the lack of controls in place to help prevent the spread of exotic diseases endemic in more southern countries but which appear to be spreading northwards. When the Greenway Committee was established Dr Greenway was President of the Association of British Riding Schools (ABRS), and that organisation, along with representatives from BEF, BHS and Horse and Hound magazine, formed the core of the Committee. Membership is by invitation only, and all members give their time free of charge. The current President is Baroness Masham of Ilton, who sponsors the meetings, which are often held in the House of Lords. Other members include representatives from across the horse industry, with some serving on other committees which also deal with issues concerning the horse industry.³² Members of the Greenway Committee often bring issues discussed in their meetings to the attention of these other groups, and in this way the Committee aims to act as a catalyst for change within the equine policy network.

The HPTC was established by the BHS a number of years ago, as a subsidiary of the BHS Council, and is staffed by BHS representatives. It is a joint committee including a number of interest groups such as the ABRS, British Equestrian Trade Association (BETA) and Thoroughbred Breeders' Association (TBA), along with an independent

³¹ UK Parliament, *Register of All Party Parliamentary Groups (as at 20 January 2010)*, 207, 434.

³² At the beginning of 2010 The Greenway Committee membership comprised: Mr Harry Greenway (Chairman), Baroness Masham of Ilton, Lord Rowallan, Mr Simon Bates, Mr John Bowis, Mrs Pat Campbell, Mr Robert Lemieux and Mr Tony Silverman (Secretary).

chairman. The House of Commons has representation on the HPTC: at the beginning of 2010 this was Mr Peter Atkinson MP³³.

5.2.2 The British Horse Industry Confederation and the Strategy for the Horse Industry in England and Wales

On 3rd March 1999, the BHIC was created to present a united voice across the industry to the government and other interested parties. The Confederation was established as a direct result of the intervention of Lord Donoughue, who called various horse interests together in January 1999, suggesting they form an umbrella organisation to fully represent their diverse interests.³⁴ Working with Tristram Ricketts from the BHB³⁵ and Michael Clayton, then Chairman of the BHS and representing the BEF in discussions, the BHIC was formed.

Lord Donoughue, in his opening address to the National Equine Forum (NEF) in 1999, said:

*Now we have the British Equestrian Federation and the very new British Horse Industry Confederation. That is great progress ... I should stress that such collective behaviour does not reduce the independence of the federated bodies. They retain their specialist roles. The BHIC adds strength to their lobbying power. ... Today I would like to focus on the BHIC. ... Also for the first time racing, with its high public profile, is allied with the rest of the horse industry ... BHIC is an umbrella body.*³⁶

As can be seen above, Lord Donoughue went to great lengths to explain that the BHIC was not a threat to the independence of its federated bodies, but was there to pull the different aspects of the industry together for its overall benefit. Of particular importance was the bringing together of the two significant diverse areas of the network, the racing and non-racing sub-sectors, which had not been done before.

³³ Mr Peter Atkinson was MP for Hexham at the beginning of 2010.

³⁴ Donoughue, *The Heat of the Kitchen: an autobiography*, 351 – 352.

³⁵ Now known as the British Horseracing Authority (BHA).

³⁶ Donoughue, B. “Opening Address, National Equine Forum,” in *Proceedings of the 6th National Equine Forum*, ed. Suggett, R. H. G. Wellesbourne, NEF Organising Committee, 25th March, 1999, London, Royal Veterinary College.

The BHIC is a company limited by guarantee, which was formed by the BHB³⁷ and BEF in 1999. Upon its creation the TBA was included in full membership, and the BHS was formally acknowledged within the body. Each of the three initial full-member organisations (BEF, BHB and TBA) is entitled to appoint one Director. In addition the BEF appoints a further Director who must be from the BHS, and through this Director the BHS is recognised within the BHIC. (This complex relationship between the BHIC, BEF and BHS stems from the BHS being a member body of the BEF, *see 5.4.*) After it was formed, the BHIC identified that it did not represent the whole industry, and BETA and the British Equine Veterinary Association (BEVA) were appointed as additional member organisations in order to increase representation from interests within the sector. However, BETA and BEVA are not entitled to appoint Directors. If another body wished to join the BHIC it would need to write to the Directors for consideration at the Annual General Meeting. It is then up to the Directors to decide whether the organisation should be admitted to membership of the BHIC, and they must agree unanimously. Through these organisations the BHIC believes it represents each aspect of the horse industry.

At the beginning of 2010 the BHIC comprised: the BHA³⁸ and TBA representing the horse racing sub-sector; the BEF and BHS representing the sporting and recreational sub-sectors; BETA representing retailers; and BEVA representing the veterinary profession.

The BHIC has a number of objectives, including:

- To speak to government with a single, united voice;
- To share and to publicise information on policies and issues affecting horses and riders;
- To help raise the profile of the horse industry amongst officials and opinion formers.³⁹

³⁷ Now known as the British Horseracing Authority (BHA).

³⁸ Formerly the British Horseracing Board (BHB).

³⁹ BHIC, *About us*, BHIC, <http://www.bhic.co.uk/about.php> [accessed 11.01.2010].

The BHIC's creation was significant for the equine policy network, as it provided an opportunity to formalise the relationship and establish a clear line of communication between government and the industry. Different elements of the industry (racing; sport; recreation; retail; and veterinary) were brought together within the same organisation for the first time, resulting in the creation of relationships between some of these sub-sectors not evident before. This was highlighted during the documentary review and the interviews undertaken in this project. Documents, such as Lord Donoughue's autobiography and the Strategy for the Horse Industry in England and Wales, illustrated how the BHIC had drawn different elements within the sector together.⁴⁰ During the interview coding many participants commented upon the creation, and subsequent development of the BHIC under the theme of leadership (*Theme C*). One interviewee suggested:

The BHIC was really meant to bring together the principal organisations to enable them to talk to the Government with one voice. Things have moderated slightly [since the creation of the BHIC] in that everybody recognises each sector [sub-sector] has its own priorities and expertise, and therefore it is right that they should lead on certain issues. We try to combine forces when it is appropriate, and that may be less than before. It depends on what questions we are asked by government. ... Sometimes it is appropriate for us to do a joint response, and sometimes it is better to leave it to individuals where they have got different views. It is a bit of a tightrope, it all depends on the circumstances. (Interview E02)

That the formation of the BHIC was initialised by a member of government, not someone within the industry, was also significant. Through his role as Minister for Agriculture, Lord Donoughue had seen the fragmentation within the industry first hand and decided to intervene. Although he was a keen racegoer he had no previous direct involvement with the industry but saw a way in which he could help it progress. By enlisting the cooperation of two key figures within the industry Lord Donoughue got the BHIC up and running. If the initial intervention had come from within the industry, rather than the government, it may not have been taken as seriously by the government. However, the BHIC is recognised by both government and the industry and has been able to work for the benefit of the industry on a number of issues.

⁴⁰ Donoughue, *The Heat of the Kitchen: an autobiography*, 351 – 352; BHIC et al, *Strategy for the Horse Industry in England and Wales*, 8 – 9.

The BHIC was highlighted as important to the horse industry in a report considering rural development in Europe. The report's author, Prof Neil Ward, proposed the agricultural industry had the most effective organisation and representation in the economic sector through the National Farmers' Union of England and Wales along with the National Farmers' Union of Scotland and other organisations. He emphasised the lack of representation of rural issues within other key bodies, such as the British Chambers of Commerce or Federation of Small Businesses, and suggested the BHIC was the exception to this rule as it stands for businesses in the predominantly rural horse industry.⁴¹ While this definition is not strictly correct as the BHIC does represent businesses, but indirectly through BETA's membership of it, what is interesting is that the BHIC has been highlighted with reference to broader rural issues. This implies the body is recognised outside of the equine policy network, although the breadth of this acknowledgment is unclear. In reality, the BHIC may not be as far-reaching as Ward suggests (*see below and 8.3*).

To date, the BHIC has been led by five Chairmen, a post which has rotated between the BEF (or nominated member) and BHA. These Chairmen have taken on the role in addition to their normal jobs. Usually, the post has stayed with the nominated Chairman for around two years, before being passed to the next person from the relevant organisation. At the beginning of 2010 the Chairman was Prof Tim Morris, Director of Equine Science and Welfare at the BHA. Prof Morris took on the position directly from Nic Coward (Chief Executive, BHB⁴²) during its allocated period with the BHA. The Chairmanship was due to fall to the BEF at the end of 2009. However Prof Morris has stayed in post and it is anticipated he will remain in position until the end of 2010. Previous Chairmen include Michael Clayton (Chairman, BHS), Sir Tristram Ricketts (Secretary General, BHB⁴³) and Graham Cory (Chief Executive, BHS).

⁴¹ Ward, N., *Actors, Institutions and Attitudes to Rural Development: The UK National Report*, [Newcastle: University of Newcastle upon Tyne, 2000]: 13 – 14.

⁴² Nic Coward took over Chairmanship of the BHIC on 1st October 2007. However, after a short period of time he passed it to Prof Morris within the BHA as it was still within the term allocated to the organisation.

⁴³ Now known as the BHA.

The BHIC is jointly funded by its six member organisations. This funding takes the form of financially supporting representatives to attend meetings held under its umbrella and contributing to its activities. For example, at the beginning of 2010 the BEF's Head of Finance, Sarah Bunting, was the Company Secretary for the BHIC.⁴⁴

Of the BHIC's member organisations, the BHA is highly significant, in terms of its size and placing within the equine policy network. The government has long recognised the financial importance of the racing industry, as demonstrated by the involvement of DCMS in arrangements concerning the Levy (see 5.3). The BHA, a private company limited by guarantee, was incorporated on 28th April 1993. Its annual budget for 2010 was £31.7 million, and it employs over 200 people.⁴⁵ The BEF, also a private company limited by guarantee, is much smaller than the BHA, with 15 or so staff (see 5.4). The TBA, a charitable company with a very small number of staff, represents Thoroughbred breeders in Great Britain and works closely with the BHA as illustrated in Figure 5.2. The BHS also has charitable status and, with 71,000 ordinary members and 34,000 members of affiliated Riding Clubs, has the largest membership of any equestrian organisation in Great Britain (see 5.4).⁴⁶ BETA represents over 800 member companies in the equestrian manufacturing, wholesale and retail area⁴⁷, while BEVA acts for equine veterinary professionals.

Knowledge of the BHIC and some of its related organisations within the horse industry were examined in the National Equestrian Survey 2005/06 when participants (horse owners, carers and riders) were asked about their awareness of equestrian organisations. Five organisations were included in the question: the BEF, BETA, BHIC and BHS, along with the ABRS, which is not in direct membership of the BHIC. The organisation that respondents were most aware of was the BHS, with 96 per cent of participants recognising it. The BHS was followed by the BEF (76 per cent), ABRS (68 per cent), BETA (64 per cent) and BHIC (27 per cent). Two per cent of respondents

⁴⁴ As of March 2010, the BHIC Directors are Tim Morris (BHA), Jan Rogers (BEF), Mark Weston (BEF, nominated by BHS) and Louise Kemble (TBA). The BHIC representative members are Claire Williams (BETA) and David Mountford (BEVA). The Secretary is Sarah Bunting (BEF).

⁴⁵ BHA, *Working for Racing Annual Review 2009*, [London: BHA, 2009]: 30, 32, 33.

⁴⁶ BHS, *About the BHS*, BHS, <http://www.bhs.org.uk/About Us/About The BHS.aspx> [accessed 15.10.2009].

⁴⁷ BETA, *About BETA*, BETA, <http://www.beta-uk.org/pages/about-beta.php> [accessed 22.04.2010].

were not aware of any of the five organisations. The BHA and BEVA were not included in the question. It is not surprising that the BHS is the organisation that most respondents were aware of, as it has the highest membership of all equestrian organisations in Britain (see 5.4). Due to its role within the industry (it does not have individual members, but is an organisation relevant to interest groups within the industry), it is expected the BHIC would be the least well-known organisation.⁴⁸

The rolling Chairmanship of the BHIC is very different to that found in Sweden and the Netherlands. In Sweden the Chief Executive is appointed to that role within the Horse Council and does not have any other employment (see 6.2). In the Netherlands the Horse Council is supported by a full-time secretary while members of the board, who are all linked to one of the Horse Council's member bodies, actively engage with representatives of the Dutch central government (see 7.2). The issue of the rolling Chairmanship was raised in a number of interviews and will be discussed later (see 8.3).

I think part of the reason the BHIC doesn't do that [have an independent Chair] is that its members think the work can be done as part of a person's normal remit for their other job. Maybe things would be different if they had gone down that route, but nobody wanted to pay for it. (Interview E02)

Another participant suggested the lack of stable guidance for the BHIC had been to its considerable disadvantage.

It's been a failure really. The problem is that it started on a "muggins-turn" principle, so we have had a number of good people as Chair, but it is not really rotated on a planned basis. It has meant that the direction in which the BHIC has gone in each individual period has been dictated by the interests of the Chair. That is understandable, and it is not to say that the interests they were pursuing at any given time were not the right ones. I would have preferred, and we did push for, a BHIC which was more structurally independent of the constituent bodies, with a fully appointed Chief Executive and office that could then act as an arbiter, leaving the Chair to be a representative rather than a guiding force. (Interview E13)

An important task of the BHIC was the coordination of the organisations within the equine policy network to create and publish the Strategy for the Horse Industry in England and Wales. In the course of the formation of the Strategy an open consultation was held, resulting in individuals and organisations being able to voice

⁴⁸ BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]: 55.

their opinions. Some participants were from outside the immediate equine policy network, for example they were not members of a contributing organisation such as the BHA, BEF or BHS, but they were consulted and able to give their opinion. This helped the industry gain input from as many sources as possible and extended the consultation group outside the normal boundaries of the equine policy network.

The publication on 6th December 2005 of the Strategy for the Horse Industry in England and Wales was a landmark event for the equine policy network. The culmination of four years of partnership working, it confirmed the formal recognition the government had given the industry.⁴⁹ The stated purpose of the Strategy is to:

*Foster a robust and sustainable horse industry, increase its economic value, enhance the welfare of the horse, and develop the industry's contribution to the cultural, social, educational, health and sporting life of the nation.*⁵⁰

The industry foreword of the Strategy indicated that the interest groups within the equine policy network recognised the need to work together, stating:

*As a community we have too long been punching beneath our weight and have lacked either the will or the wit to capitalise on the strength which comes from effective and wholehearted cooperation.*⁵¹

The Strategy aims to fulfil the specified objectives by 2015 by meeting 50 points laid out in the Action Plan.⁵² These points fall under eight aims:

Aim 1: Bring the Horse Industry together and develop its national, regional and local impact;

Aim 2: Increase participation in equestrianism and develop the social contribution of the Horse Industry;

Aim 3: Boost the economic performance of equestrian businesses;

Aim 4: Raise equestrian skills, training and standards;

Aim 5: Increase access to off-road riding and carriage driving;

Aim 6: Consider the environmental impact of the horse;

Aim 7: Encourage sporting excellence;

Aim 8: Improve the quality and breeding of horses and ponies.

⁴⁹ BHIC *et al*, *Strategy for the Horse Industry in England and Wales*, 6.

⁵⁰ *Ibid*, 10.

⁵¹ *Ibid*, 8.

⁵² Defra, DCMS, the Welsh Assembly Government, BHIC, BHB, BEF, ABRs, BETA, BEVA, BHS and TBA, *Strategy for the Horse Industry in England and Wales Action Plan*, [London: BHIC, 2006].

The Strategy Action Plan was introduced to the equine industry at the NEF on 22nd March 2006 by Graham Cory, then Chairman of the BHIC, and updated 12 months later at the subsequent NEF.⁵³ Nominees, known as “Champions,” from one or more of the signatory organisations, are identified as having lead responsibility for each action.⁵⁴

However, from 2007 to the beginning of 2010 there were no further updates. This was a point of frustration for participants in the study.

When the Strategy was launched it was announced that there would be an update on the action plan every six months. We had one review fairly quickly after its launch where very few people had anything to report ... I understand they are now seeking information for the next, second update, three years after it was launched. That's not every six months. There has been a huge gap in reports. (Interview E11)

The progress of the Strategy was comprehensively explored through each of the research methods utilised. Documentary review provided evidence of the update which took place in 2007, but no indication of further revisions. Interviews supported this: the coding process revealed participants were generally disappointed with its development when questioned (*Theme Q*). Participant observation, interviews and documentary review provided evidence of some sections of the Strategy being pursued in line with the policies of particular organisations within the industry. For example, much progress has been made where Aim 8 of the Strategy reflects that detailed in the BEF's Equine Development portfolio (*see 5.5.2*). However, there are other examples of action points that have not been as actively embraced.

This [the Strategy] is a bit of a moot point really. There is a general view that areas of particular interest to individual bodies can be taken forward by them at their own pace. Obviously the breeding initiatives are an example of something that has been done very well and actually got on with. The other parts, say riding school standards development, is taking a bit longer. (Interview E02)

Another participant suggested the action points had not become as developed as they could be due to the re-allocation of roles in Defra (*see 5.2.1*).

⁵³ Cory, G., “Strategy for the Horse Industry in England and Wales,” in *Proceedings of the 14th National Equine Forum*, ed. Suggett, R. H. G. Wellesbourne, NEF Organising Committee, 22nd March 2006, London, The Royal Society; Cory, G., “Strategy for the Horse Industry in England and Wales,” in *Proceedings of the 15th National Equine Forum*, ed. Suggett, R. H. G. Wellesbourne, NEF Organising Committee, 22nd March 2007, London, The Royal Society.

⁵⁴ A full list of the Champions of the Strategy for the Horse Industry in England and Wales can be found in Appendix F.

We worked very hard on producing the Strategy for the Horse Industry but no-one appears to be pushing for its implementation. ... The interesting thing about the Strategy is that it is working in those areas where people were already engaged and believed in what they were doing. But there are great chunks of the Strategy that aren't going anywhere, because there is nobody pushing it. Part of that is due to Tony Williamson's [the Official for the Horse] team being decimated. (Interview E11)

One contributor suggested different reasons as to why some parts of the Strategy had been more successful than others.

There are a lot of areas where things have happened but they are not necessarily because of the Strategy itself, they have been happening anyway. ... Certain things where it is stated that we will work together with other groups have proved to be testing at times. Just getting people together for meetings is not easy. A lot of people don't see it as priority, so they are not prepared to give it the time. Especially in organisations that don't have [a] number of full-time staff ..., they depend upon volunteers and it is a lot more difficult to do. One of our actions was to liaise between ... and the industry. We did that, we had several meetings and set up a group, but then got to the point where people were asking why they were coming to the meetings and what the point of it was. You ask them what they want to do with it and we try to facilitate it and move it forward. Things start to get a little bit bogged down. People also move onto other priorities. (Interview E09)

Another participant suggested the role of the Strategy was broader than a document exclusively for reference within the equine policy network.

For me a lot of the importance of the Strategy was the fact that it was there at all. It created a vehicle that allowed people to draw down on it when they wanted to present the case for riding a horse in "location x" with a particular authority. It gave a lot of people the ability to seek planning permission for horses, and I think it has supported, in a way we probably won't ever quite know or understand, the expansion and development of the horse world within our community. ... Having said that, are all of the aims and objectives that were set out in the Strategy actively pursued? ... One of the big aims of the Strategy was to help the industry communicate better and I am not sure that has really been achieved. I think it is a bit of a "curate's egg" – it's good in parts. ... Some recommendations might be pretty difficult to put into place but actually it [the Strategy] would have for itself [the industry], a unifying benefit which I think it has had. (Interview E04)

The final point in relation to the Strategy considers the commitment it represents.

It [the Strategy] is a great step forward and maybe the BHIC never thought it was necessary and all the member organisations thought that they could cope with everything within their existing structure. I don't think they appreciated quite how much more could be achieved if they invested a bit more. (Interview E02)

This participant added a further comment about the relationship between Defra and the industry:

The level of consultation and collaboration between Defra and the industry has slipped further, as no one is taking the Strategy forward any more. I understand staff in Defra view this with enormous disappointment as they were really very proud of the industry initiatives and how it had come together with the Department. This could have been built on, without expecting huge investment from Government, with the result that the industry's profile could, with a bit of imagination, have been raised further and Defra's stock with the horse owning public (mostly, of course, rural and with other countryside interests) have been solidified. (Interview E02)

Since the publication of the Strategy at the end of 2005 the emphasis of the BHIC has subtly changed. During 2006 its focus was the Strategy and the Action Plan supporting its progress. After the update to the Action Plan was published in 2007, interest within the industry for both the Strategy and the BHIC seems to have waned. There is no clear reason for this, but through evidence gathered in the interviews it appears that its importance for some people declined and other, newer members to the equine policy network, were not aware of its existence. From mid-2007 to mid-2009, activity within the BHIC was limited. However, during the summer of 2009, the BHIC began to campaign against the "Horse Tax", the government's response to meet European requirements for RCS for animal health and welfare within the agricultural sector (see 5.7).⁵⁵

The view expressed below, in the spring of 2009 before discussions about the Horse Tax began, illustrates the apparent declining interest in both the Strategy and the BHIC:

⁵⁵ See, for example: Butcher, A., "Horseworld left out of talks on disease levy," *Horse and Hound*, 16 July 2009: 10; H & H News Desk, "Defra's horse tax may be as high as £100," *Horse and Hound*, 29 Oct 2009: 5; White, C., "Owners urged to oppose horse tax," *Horse and Hound*, 8 Oct 2009: 6; White, C., "Calls for a rethink on new Defra health body," *Horse and Hound*, 12 Nov 2009: 10.

I think it [the BHIC] is pretty moribund. It is very unfortunate, particularly given that as far as Defra are concerned it provides the best possible opportunity for us to engage with the industry. The industry has so many different arms and areas of interest, that unless it can come together in some sort of coherent structure it is very difficult for the Government to interact with it in any planned way. We put a lot of effort into preparing the Horse Industry Strategy, and that is what sets the agenda for future interaction. But nothing has changed since the Strategy was set out. It still covers all the areas where we want to engage with the industry, but the fact that the BHIC has moved on from the body it was at that time means that its commitment and its constituent members' commitment to the Strategy has waned. Therefore, we are, in a sense, standing holding this document and saying we are happy to go by this, but the BHIC increasingly wants to talk about other things. This is not because these items are not covered in the Strategy – they are – but people don't realise they are there because they haven't read the Strategy as they are newer people into the sector. There has been progress in a number of areas within the Strategy, but the commitment to looking back at it to find out where we are now in comparison to where we were when it was written has disappeared from a lot of the organisations. People have moved on or focused in on other things. (Interview E13)

Another participant clearly felt the role of the BHIC had changed in recent years.

It [the BHIC] has really now developed into a point of contact for sport, [the] recreation horse and racing, thus the industry as a whole, for direct contact with Defra in relation to issues associated with equine welfare and legislation. The BHIC has probably done its best work by putting the Strategy together and by raising the profile of the horse and the equine community as a respected organisation within Defra. I think the role of the BHIC has somewhat changed recently and probably is right and correct for our needs at the moment. (Interview E04)

Evidence of the changing role of the BHIC was also found in the documentary review and participant observation undertaken. During the production and early development of the Strategy for the Horse Industry the BHIC played a significant role in the equine policy network, drawing organisations together in the name of the document. This was reflected in the researcher's observations prior to and at the beginning of this study, where representatives from the BHIC were present at key industry events such as the National Equine Forum. However, in subsequent years its profile lessened, and it is only as this project comes to a close that the organisation is becoming prominent again, as the prospect of the horse industry's involvement in Responsibility and Cost Sharing across the agricultural sector is discussed (see 8.3).

The BHIC's evolution over time to meet the prevailing needs of the industry illustrates a flexible organisation. However, some of the points described above indicate it is not achieving its full potential within the equine policy network and this should be of concern to its member organisations and the wider industry. When compared to the Horse Councils in Sweden and the Netherlands (*see 6.2 and 7.2*) there are significant differences in operation which will be further discussed in 8.3.

Throughout this section it can be seen that since the late 1990s the government has engaged more fully with the equine policy network in England than before, in part due to the creation of the British Horse Industry Confederation. This is as a direct result of the intervention of a number of people, including Lord Donoughue from the government and Michael Clayton and Sir Tristram Ricketts from the industry. However, it is important that the relationship between the two parties continues to be developed, so that both can gain the maximum benefit from it. Representatives from government would certainly agree with this:

Our expectation is that we can breathe more life into what Defra can offer the horse industry over the next few months. That does, to some extent, depend upon how the BHIC play it when they come to see us. We are not going to walk away from the Horse Industry Strategy as that is what justifies our interest in the sector. If it wasn't for that horses would just be another species. (Interview E13)

5.3 Government funding within the horse industry

The division between the racing and non-racing sub-sectors of the horse industry in England is clearly evident when the way in which they are funded is examined. The two main bodies which receive funding from the government for the horse industry are the Horserace Betting Levy Board (HBLB) from the racing sub-sector and the BEF from the non-racing sub-sector.

The government has long recognised the financial significance of the racing sub-sector. HMRC (HM Revenue and Customs), a non-Ministerial Department, liaises with the HBLB over gambling and betting taxes taken from horse racing. If the HBLB and HMRC cannot agree upon the contribution tax levels from the proceeds of betting, DCMS becomes involved. The HBLB is a non-departmental public body sponsored by DCMS,

with responsibility for assessing and collecting the contribution from bookmakers and the Horserace Totalisator Board (“Tote”). Each year, the standard levy returned to racing from betting is decided: for the 47th Levy Scheme (1st April 2008 to 31st March 2009) 10 per cent of the gross win was paid to racing, which was projected to be £91.6 million.

The levy is distributed by the HBLB for either:

- The advancement or encouragement of veterinary science or veterinary education;
- The improvement of breeds of horses;
- The improvement of horse racing.⁵⁶

In May 2008 £2.25 million was allocated under the category of “veterinary science and education”, split between ten specific research projects relevant to Thoroughbred racing or breeding, three education awards, research into infectious diseases and other small projects.⁵⁷ A total of £171,920 was awarded to 13 breed societies, while £1.62 million was allocated for Breeders’ Prizes, under the umbrella of improvement of breeds of horses.⁵⁸ Over £112 million was spent to improve racing, split into ten different areas, including racecourse modernisation, prize money scheme and integrity of racing.⁵⁹ The HBLB also supports a number of other activities, including making donations to racing, equine welfare and gambling charities, Retraining of Racehorses (ROR) and training and education within the industry.⁶⁰ The projected Levy yield from the 2008/09 period had dropped by 21 per cent from the £115.3 million achieved in the 2007/08 period.⁶¹

There has been discord within the racing element of the equine policy network in relation to the Levy. The Levy is reviewed on a year by year basis: the 48th cycle ran

⁵⁶ HBLB, *2008/09 Annual Report*, [London: HBLB, 2009]: 4, 10.

⁵⁷ *Ibid*, 12 – 13.

⁵⁸ Breed society awards were split in the following way: £40,900 Shire Horse Society, £19,900 Suffolk Horse Society, £18,080 Irish Draught Horse Society (GB), £16,300 British Percheron Society, £15,440 Hackney Horse Society, £14,050 Cleveland Bay Horse Society, £12,100 Clydesdale Horse Society, £7,550 Dales Pony Society, £6,600 Dartmoor Pony Society, £5,800 Exmoor Pony Society, £5,800 Welsh Pony and Cob Society, £5,700 Fell Pony Society and £3,700 Highland Pony Society; *Ibid*, 13.

⁵⁹ *Ibid*, 11 – 12.

⁶⁰ *Ibid*, 14.

⁶¹ *Ibid*, 10.

from 1st April 2009 to 31st March 2010, while the 49th, from 1st April 2010 to 31st March 2011, was agreed earlier than normal on 28th April 2009⁶². The Levy has been subject to much negotiation between the racing sub-sector and the government as the result of a European Court of Justice (ECJ) ruling in September 2004, which stipulated that racing should be funded by the sale of database rights rather than the statutory Levy.⁶³ In short, the main stakeholders in this, the HBLB, the BHA and the Association of British Bookmakers (ABB) have been in active consultation with the government in order to come up with an alternative in line with the ECJ ruling. Although there have been minor changes to the process, the parties have not yet fully agreed on a significant transformation, and therefore the established Levy system is slowly evolving. When the 47th Levy scheme was being determined and the Bookmakers' Committee of the HBLB and the BHA had vastly opposing views, the government intervened. At the time, the then Minister for Sport, Gerry Sutcliffe MP, said:

*It is a matter of serious regret to the Government that we have again found ourselves in the position of having to make a determination when it would clearly have been more appropriate for the betting and racing industries to have agreed a suitable settlement between themselves. We have repeatedly encouraged the two industries to develop a modern relationship as business partners and move away from an adversarial approach. Representatives of both sides now need to proceed to detailed commercial negotiations without delay. To this end I am convening a meeting, under the auspices of the All-Party Racing and Bloodstock Industries Group, to initiate the discussions on a wide range of issues.*⁶⁴

The statement above clearly illustrates the government's frustration at the lack of progress made by the two opposing parts of the racing element in the determination of the Levy, and their resulting need to intervene. Although the Levy is not "policy" in the traditional sense, it is an important part of the racing element of the sector, ensuring finance for certain parts of the industry. Therefore its determination, and the role of the government and other interest groups in the process, is significant.

⁶² HBLB, *Levy Scheme for 2010/2011 Agreed*, HBLB, <http://www.hblb.org.uk/document.php?id=332&search=> [accessed 15.01.2010].

⁶³ DCMS, *Horserace Betting Levy Board extended to 2009*, DCMS, http://www.culture.gov.uk/reference_library/media_releases/2986.aspx [accessed 15.01.2010].

⁶⁴ DCMS, *Minister for Sport announces 47th Horserace Betting Levy scheme*, DCMS, http://www.culture.gov.uk/reference_library/media_releases/2137.aspx, [accessed 15.01.2010].

The sport and recreation element of the equine policy network is funded in a number of ways (see 5.4). Government provides support through UK Sport and Sport England. For the period running up to the London Olympic and Paralympic Games in 2012 equestrianism has been awarded £17 million for the development of elite sport by UK Sport.⁶⁵ Covering the same period, Sport England has awarded £5 million for the development of the grass roots level of equestrianism.⁶⁶ In addition to this a further £750,000 has been awarded to HOOF, which was set up by the BEF as part of the intended legacy from the London Olympic Games, in order to make horses more accessible to all Londoners.⁶⁷ The BEF also receives funding from its member bodies, the level of which depends upon the size of the organisation (see 5.4).

NED was also subject to funding from the government for its early development (see 5.5.2). In 2004 Defra awarded Momenta £570,000 for the initial development of the database⁶⁸, which then increased to £885,000 after it encountered a series of technical problems⁶⁹. NED is now a Company Limited by Guarantee, having the BEF as its only member.

Defra, along with the BHIC, National Assembly for Wales and Scottish Executive, provided funding for the production of a report considering previous research into the socio-economic impact of the horse industry in England. Awarded to The Henley Centre in 2003, the study was a desk-based exercise with the purpose of establishing a “baseline” from which the strategic issues for the industry over the next ten years could be established.⁷⁰ This document then formed the basis for the Strategy for the Horse Industry in England and Wales, also jointly funded by Defra, the BHIC and National Assembly of Wales.

⁶⁵ Funding from Sport England is exclusively for use in England, while finance from UK Sport can be utilised across the constituent members of the UK. UK Sport, *Summer Olympic Sports*, UK Sport, http://www.uk sport.gov.uk/pages/summer_olympic_sports_-_home [accessed 23.01.2010]; UK Sport, *Summer Paralympic Sports*, UK Sport, http://www.uk sport.gov.uk/pages/summer_paralympic_sports_-_home [accessed 23.01.2010].

⁶⁶ BEF, *Annual Review 2008*, [Stoneleigh: BEF, 2008]: 19 – 20.

⁶⁷ BEF, *Olympic legacy project HOOF outlines 3 year plan*, BEF, <http://www.bef.co.uk/Content.asp?PageID=532> [accessed 22.01.2010].

⁶⁸ Walsh, I., “Defra names database firm,” *Horse and Hound*, 17 June 2004: 5.

⁶⁹ Spinner, K. “NED future in balance,” *Horse and Hound*, 28 June 2007: 4.

⁷⁰ BHIC *et al*, *A report of research on the horse industry in Great Britain*, 1.

Funding within the industry provides clear evidence of the divide between racing and non-racing in the equine policy network. In contrast to arrangements in Sweden (*see 6.3*), the proceeds of racing returned to the industry are almost exclusively retained in the racing sub-sector. While the sport and recreation element has been subject to funding in recent years from the government, the breeding element has potentially benefited from support for the development of the NED.

5.4 The sport and recreation element of the equine policy network

There are many organisations involved in the sport and recreation element of the English equine policy network, including government departments and agencies. Coordinating this area is the British Equestrian Federation (BEF), while a number of other organisations represent individual disciplines or interests.

The evolution of the BEF has taken two distinct phases. Upon formation in 1972⁷¹, it had two main functions:

1. To co-ordinate the major policy interests of common concern to the BHS and the British Show Jumping Association (BSJA⁷²) for the benefit of both parties;
2. To be the National Federation in all matters concerned with the International Equestrian Federation (FEI).⁷³

The FEI, which governs equestrianism worldwide, only recognised the sports of dressage, horse trials, showjumping and driving (horse driving trials) at that time, and will only work with one Equestrian Federation in each country. For England (and Great Britain) that organisation is the BEF. In the early 1970s the BSJA represented showjumping to the FEI through the BEF. At the same time the remaining sports were represented by discipline groups within the BHS, to the FEI, also through the BEF. Endurance (long-distance riding) and vaulting were recognised by the FEI in the early 1980s, and linked to the BEF through BHS discipline groups (*see Figure 5.1.*). At this time the BEF was jointly funded by the BSJA and the discipline groups of the BHS.

⁷¹ BEF, *Annual Review 2008*, 2.

⁷² Now known as British Showjumping (BS).

⁷³ Pavord, M., "BEF – unsung hero of the medal efforts," *Horse and Hound*, 16 Dec 1993: 52.

As previously discussed (*see 5.1*), the late 1990s saw a number of dramatic changes within the equine policy network. Not only did the industry's relationship with the government substantially change, the sport element also underwent a period of considerable development, contributing to the BEF's second phase of evolution. Five equestrian disciplines and one organisation⁷⁴, all previously members of the BHS, became independent bodies, each gaining BEF membership in their own right. This occurred after a change in staff at the BEF in 1994, and a subsequent review of the funding and role of the BEF within the British horse industry when the BHS and BSJA could not agree on its terms of engagement (*see 8.4 and Appendix G*).⁷⁵ This signified an extensive power shift within the equine policy network: while the BEF's role and status within the network increased, the BHS' declined (*see Figures 5.1 and 5.2*).

At a similar time, the BEF gained authority for the administration and control of finance provided by two key organisations, UK Sport and the English Sports Council (ESC⁷⁶), for equestrianism in England. As with the FEI, both UK Sport and the ESC recognise one governing body as the lead organisation for each sporting activity, with equestrian sports considered as one sporting activity (*see below*). Therefore, the BEF became the link with UK Sport upon its formation in 1996 and the ESC in 1997. The BEF also represents equestrianism to other organisations and agencies, for example the British Olympic Association (BOA), British Paralympic Association (BPA), Central Council of Physical Recreation (CCPR) and London Organising Committee for the Olympic Games (LOCOG).

⁷⁴ These disciplines and organisations are: dressage, horse trials (now known as eventing), equestrian vaulting, horse driving trials, long-distance riding (now known as endurance) and the Pony Club; Houghton Brown and Powell-Smith, 4 – 6.

⁷⁵ See, for example: Horse and Hound, "Federation's status is assured, BHS," *Horse and Hound*, 7 July, 1994: 8; Horse and Hound, "BSJA and BHS fall out over Wallace successor," *Horse and Hound*, 21 July 1994: 10; Cuckson, P., "Federation to be axed as Stoneleigh rift widens," *Horse and Hound*, 6 October 1994: 65; Horse and Hound, "Riding and Pony Clubs in talks for new-style federation," *Horse and Hound*, 3 Nov 1994: 10; Horse and Hound, "More sports to sit on revised BEF?" *Horse and Hound*, 17 Nov 1994: 6; Cuckson, P., "BHS halts new federation with hitch over charitable status," *Horse and Hound*, 6 Apr 1995: 6 – 8; British Horse, "The Fenwick Report," *British Horse*, Winter 1995: 49; Horse and Hound, "BHS says sporting bodies are free to go it alone," *Horse and Hound*, 28 Mar 1996: 8; Horse and Hound, "BHS hears plans to go alone without horse sports," *Horse and Hound*, 27 Jun 1996: 10.

⁷⁶ Now known as Sport England.

The recognition of sports is a process agreed by UK Sport, Sport England and the other three home country Sports Councils (Sport Council for Wales, Sport Scotland and Sport Council for Northern Ireland). There are two parts to this process. Firstly, the sport itself needs to be recognised. Each of the four home country Sports Councils, along with UK Sport, needs to agree to recognise the activity and there are a number of criteria considered. These include whether or not the activity meets the definition of a sport contained within the Council of Europe's European Sports Charter 1993:

*Sport means all forms of physical activity which, through casual or organised participation aim at expressing or improving physical fitness and mental well-being, forming social relationships or obtaining results in competition at all levels.*⁷⁷

The second part of the process cannot take place until the sport activity is recognised. After the activity has been accepted by the five organisations, the process of recognising a governing body for the sport can begin. When undertaking this, the Sports Council considers whether the proposed body is able to exert sufficient control and influence over its sport. This includes the percentage of people who play the sport who are also members, affiliation to international bodies, and its governance structure. Only one governing body will be recognised by the Sports Councils as the lead organisation for governance, control and development of the activity.⁷⁸

There are five forms of equestrian sport activity recognised through this process: "Equestrian", "Harness Racing", "Horse Racing", "Horse Riding" and "Show Jumping". For all of these activities, except horse racing, five organisations are recognised by UK Sport and the Sports Councils: BEF, BHS, BSJA, The Pony Club (PC) and Riding for the Disabled Association (RDA). However, when the governing body recognition criteria are considered, only the BEF has an affiliation to the appropriate international body for the sporting activity, in this case the FEI. It also has the largest number of members of all the organisations (*see below*), and is the umbrella organisation of which the other four are members. Therefore, the BEF is the governing body recognised by UK Sport

⁷⁷ Sport England, *How we recognise sports*, Sport England, <http://www.sportengland.org/about-us/recognised-sports/how-we-recognise-sports.aspx> [accessed 16.03.2010].

⁷⁸ *Ibid.*

and the four Sports Councils. In the case of horse racing, the BHA is the recognised governing body.⁷⁹

During 2003 UK Sport led a government funded “Modernisation Programme” for the National Governing Bodies (NGBs) in order to assist in:

*the process of continuing development of Governing Bodies towards greater effectiveness, efficiency and independence.*⁸⁰

As a result of this initiative funding was made available to the BEF to commission a two-stage external review by Deloitte. Firstly, a diagnostic review was undertaken to identify the issues and challenges faced by the Federation at that point. Secondly, an Action Plan was drawn up, which focused upon agreeing the recommendations suggested in the diagnostic review, and how they were to be implemented across the Federation and its member bodies (MBs, *see below*).⁸¹

The review resulted in a number of changes to the structure of the BEF, including the introduction of a competency-based Board of (eight) Directors⁸², and a restructuring of the BEF Council. The Directorships are voluntary posts, usually held for between three and six years. The BEF is governed by its Council, which is made up of representatives from the MBs. The role of the Council is significant: it approves the BEF’s budget and strategic plan, elects the Directors and delegates the responsibilities detailed within the budget and strategy to the Directors. It also enables the MBs to have their say in the direction of the BEF. The Council of the BEF is made up of representatives from the MBs (*see below*). Each organisation has one vote on the Council, except when a written resolution or poll is taken at a Council Meeting. In this case, founder members (British Dressage, BD; British Eventing, BE; BHS; British Showjumping, BS⁸³) may have more than one vote.⁸⁴

⁷⁹ Sport England, *How we recognise sports*.

⁸⁰ Deloitte and BEF, *Modernisation Review: The “Stratford Proposal”* [London: Deloitte, 2004]: 1.

⁸¹ *Ibid.*

⁸² The Directors are: Chairman, Director of Sports Development, Director of International Affairs, Director of Participation, Commercial Director / Treasurer, Director of Marketing, Director of Equine Development and Director of Public Affairs and Communication.

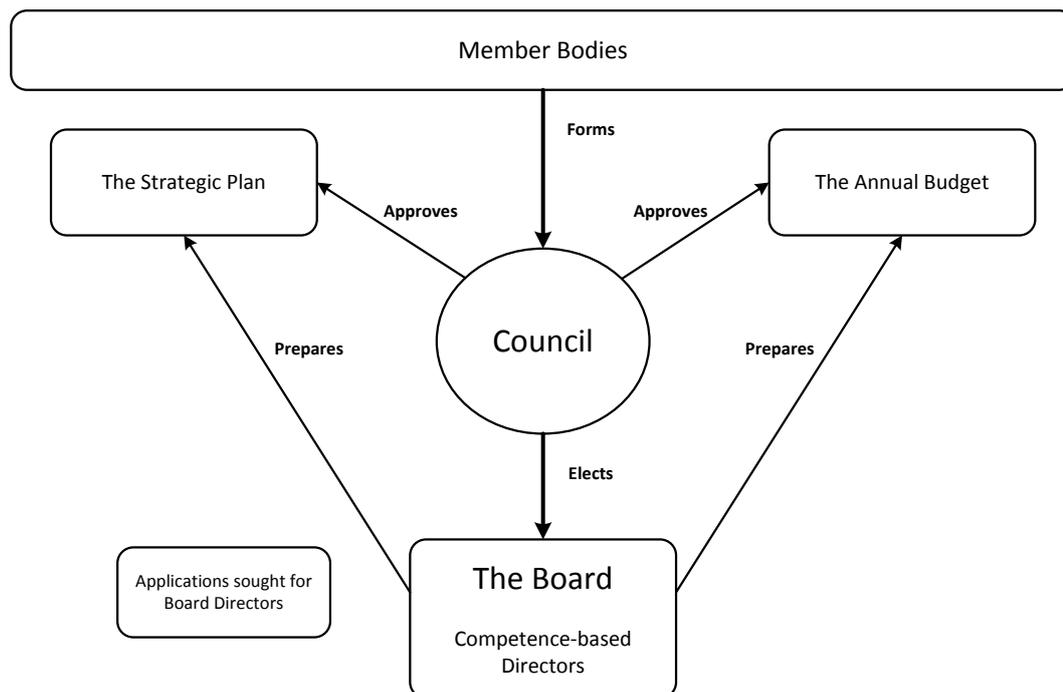
⁸³ Formerly known as the British Show Jumping Association (BSJA).

⁸⁴ “On a vote on a resolution on a show of hands at a Council Meeting each member shall have one vote. On a vote on a written resolution or on a poll taken at a Council Meeting, each general member shall have one vote and each founder member shall have such number of votes as is equal to 13.5% of the total

Footnote continued overleaf

In addition the Board has responsibility for delivery of the operational, or annual, plans of the BEF.⁸⁵ The Directors work closely with the 15 or so staff at the BEF to implement the requirements of the budget, and operational and strategic plans. The Federation also employs six Regional Development Co-ordinators around England to represent its interests in the Sport England areas. The internal structure of the BEF is shown below.

Figure 5.3 **The internal structure of the BEF**⁸⁶



The BEF, in its current form of a company limited by guarantee, was incorporated on 19 March 1996.⁸⁷ It comprises a diverse set of sixteen MBs who represent different disciplines and aspects of equestrianism.⁸⁸ Due to the number of organisations it represents and the breadth of its interests Deloitte suggested:

number of members eligible to vote on that resolution (provided always that in the event that such calculation does not produce a round number of votes for the founder member concerned that number shall, if 0.5 of a vote, or above, be rounded up and, in any other case, be rounded down).” BEF, *Articles of Association of the British Equestrian Federation, revised 17th June 2009*, [Stoneleigh: BEF, 2009]: 7.

⁸⁵ BEF, *Annual Review 2008*, 21.

⁸⁶ Suggett, R. H. G., *Structure of the BEF*, [Stoneleigh: BEF, 2010].

⁸⁷ BEF, *Annual Review 2008*, 21.

⁸⁸ The members of the BEF are British Dressage (BD), British Eventing (BE), British Showjumping (BS), Endurance GB (EGB), British Reining (BR), British Equestrian Vaulting (BEV), British Horse Driving Trials Association (BHDTA), British Horse Society (BHS), The Pony Club (PC), Riding for the Disabled Association (RDA), Scottish Equestrian Association (SEA), Association of British Riding Schools (ABRS), British Equestrian Trade Association (BETA), Mounted Games Association of Great Britain (MGA [GB]), British Horseball Association (BHA) and UK Polocrosse Association (UK PA). Deloitte

Footnote continued overleaf

*The BEF is the most complex of all governing bodies of sport.*⁸⁹

MBs are responsible for financing their own operations, while the BEF applies for and receives funding from a number of sources, including central government agencies (*see below*). This finance is either distributed directly to the MBs by the BEF, or retained and managed centrally on their behalf in line with the overall strategy for equestrian sport. It is used to support MBs in many areas, including improving standards, increasing and sustaining participation and supporting elite sport.⁹⁰

The BEF has stringent membership criteria. Adopting a similar approach to that taken by the FEI and Sports Councils, the Federation will only accept membership from one organisation representing a particular aspect of equestrianism. For example, show jumping is represented by BS, and therefore another organisation associated with the sport would not be accepted into membership. Prospective members also need to have three years of audited accounts.

Competitive and recreational riders, or others with an interest in horses, cannot become individual members of the BEF but are able to join one of the MBs. This signifies the first substantial difference with arrangements for riders in Sweden and the Netherlands, where it is possible to become an individual member of the Federation (*see 6.6 and 7.4*). Through its MBs the BEF represents 228,000 riders, around 5.3 per cent of the total riding population in Britain, or 10.8 per cent of the regular riding population (*see Table 4.3*).⁹¹

The second significant difference for riders between England and the other countries studied relates to membership of BEF MBs. In England, in order to compete at an

and BEF, 3; BEF, *The British Equestrian Federation Strategic Plan to 2009, updated May 2007*, [Stoneleigh: BEF, 2007]: 11.

⁸⁹ Deloitte and BEF, 3.

⁹⁰ BEF, *Annual Review 2008*, 19.

⁹¹ The total riding population of Britain is estimated to be 4.2 million people. Some of these people will have ridden only once in the previous year whilst on holiday, while others will have ridden more frequently. The regular riding population of Britain is estimated to be 2.1 million people, these comprises of people who ride at least once a month. There were 224,000 members of the BEF in March 2007, with an increase of 4,000 between March 2007 and March 2008, representing a total of 228,000 members. BEF, *The British Equestrian Federation Strategic Plan to 2009, updated May 2007*, [Stoneleigh: BEF, 2007]: 10, 11; BEF, *Annual Review 2008*, 7; BETA, *National Equestrian Survey 2005/06 Structural Report*, iv.

affiliated level in an equestrian discipline, it is necessary to register with the individual organisation. For example, if a rider competing in eventing wished also to compete in dressage, he would need to hold dual membership, from both BE and BD. There are ways in which a rider can compete across disciplines, through the use of “day tickets”⁹², but this often precludes the ability to build a competition record within that discipline for the horse, which can be detrimental to the owner or rider when selling the animal. This is important for both owners and riders, as dual membership increases costs and can limit choice.⁹³ In Sweden and the Netherlands membership of the respective Federation entitles a rider to compete across all disciplines (see 6.6 and 7.4).

The BEF is a key member of the equine policy network, as it coordinates the organisations representing the non-racing sub-sector to ensure they can act as one when needed. Evidence of this was found in all three research strategies utilised in this study. The documentary review and participant observation undertaken showed its role in a number of key areas, including the Strategy for the Horse Industry and the BHIC. The coding of interview responses also provided evidence of its role under the leadership theme (*Theme C*):

The British Equestrian Federation is the overarching organisation for almost all of the disciplines, it is an important organisation. (Interview E07)

However, while acknowledging the importance of the BEF, other contributors highlighted obvious difficulties:

The British Equestrian Federation ... has its challenges in its role of coordinating the rest of the sector. (Interview E06)

This is due to the many organisations linked to the BEF and the diversity of these stakeholders, and therefore coordination is important. The BEF is pivotal in ensuring there is a level of harmonisation within the sport and recreation element of the English equine policy network, due to its recognition by the government and other funding

⁹² A day ticket is bought to enable a horse to compete at a specific event or in a specific class. Usually, horses competing in this way cannot win money or points as others in full membership can.

⁹³ Membership costs across the disciplines vary. For example, to join BE as a new, full member in 2010, the cheapest membership is £125, and for a horse it is £75 or more, depending on the level of competition. To join BD it costs £69 as a full member in 2010, while horse registration is £58. British Showjumping (BS) costs £120 for full adult membership, while horse registration costs £70 or more, depending on the level of competition.

bodies. Key to this is the recognition, by both the BEF and its MBs, that the Federation is an umbrella body, and that all MBs are independent. However, some member organisations are higher profile than others, for example those representing the Olympic and Paralympic sports, and other, smaller organisations may feel marginalised. This can lead to friction and the protection of sovereignty by all members, which the Federation needs to manage carefully.

Since 1st January 2000, Andrew Finding has been the Chief Executive of the BEF. Prior to this he held the same post at the BSJA for more than ten years. Mr Finding's role in the development of the BEF and the equine policy network in England is significant, as overseeing the coordination of the many and diverse interests contained within the non-racing sub-sector of the industry is a considerable task. His background at the BSJA prior to moving to the BEF ensures he has an understanding of the policy network and the issues surrounding it.

The BEF receives funding from a number of sources within the equine policy network, including government and commercial sponsors and operations. In 2008, Sport England awarded £5 million over four years for the development of the grass roots level across the Federation, in England. Split between the Federation and its member bodies, this finance is targeted to raise and retain participation, and encourage excellence. The BEF also has a number of links with commercial organisations including Subaru, Merial Animal Health, Finest Brands International (Toggi) and a number of other businesses who sponsor Team GBR through the provision of goods and services.⁹⁴

Olympic and Paralympic equestrian sport in Britain (and England) is funded by UK Sport, from the government through DCMS and the National Lottery, and administered through the BEF's World Class Programme. Funding of elite sport in this way began in the late 1990s after the creation of UK Sport in 1996 and ESC⁹⁵ in 1997. Following the 2008 Beijing Olympics and a review of the levels of funding, equestrianism was

⁹⁴ BEF, *Annual Review 2008*, 19 – 20.

⁹⁵ Now known as Sport England.

awarded £13.4 million for Olympic sport (dressage, eventing and showjumping) and £3.6 million for Paralympic sport (para-dressage) in the run up to the London Olympics in 2012.⁹⁶ This increased from £11.7 million for Olympic equestrianism and £2.4 million for Paralympic sport, as a result of the review of the funding after the Beijing Games.⁹⁷

Represented by the BHS, the recreation element of the equine policy network in England is closely linked to the sport element. Founded in 1947 by the amalgamation of the National Horse Association and Institute of the Horse and Pony Club Ltd⁹⁸, the BHS aims to represent every horse, rider and carriage driver within the United Kingdom to the government. With charitable status, the Society has a multitude of interests including horse welfare, horse and rider safety, education and examinations, and access and rights of way. The BHS has the largest membership of any equestrian organisation in the United Kingdom with a total of 105,000 members, including 71,000 ordinary members⁹⁹, while the total number of riders in Britain has been estimated at 4.3 million, of which 2.1 million are regular riders¹⁰⁰. So, although the BHS has the largest membership of any equestrian organisation in Britain, it is a small proportion of the overall number of riders, 2.4 per cent of all riders and 5.0 per cent of regular riders.

Historically, a core activity of the BHS has been to approve Riding Establishments in Britain, and more recently abroad, through its own programme.¹⁰¹ Initially

⁹⁶ UK Sport, *London 2012 – sport by sport funding breakdown*, UK Sport, http://www.uk sport.gov.uk/pages/summer_olympic_sports_-_london_2012 [accessed 23.01.2010].

⁹⁷ Funding from Sport England is exclusively for use in England, while finance from UK Sport can be utilised across the constituent members of the UK. UK Sport, *Summer Olympic Sports*; UK Sport, *Summer Paralympic Sports*.

⁹⁸ BHS, *Key milestones*, BHS, http://www.bhs.org.uk/About_Us/About_The_BHS/BHS_History/BHS_History/Milestones.aspx [accessed 27.01.2010].

⁹⁹ BHS, *About the BHS*.

¹⁰⁰ The total riding population of Britain is estimated to be 4.3 million people. Some of these people will have ridden only once in the previous year whilst on holiday, while others will have ridden more frequently. The regular riding population of Britain is estimated to be 2.1 million people, these comprises of people who ride at least once a month. BETA, *National Equestrian Survey 2005/06 Structural Report*, 6 – 7.

¹⁰¹ Riding Schools are approved separately by Local Authorities under the Riding Establishments Act 1964 (c. 70) and Riding Establishments Act 1970 (c. 32), which is not linked to the BHS Approval Scheme. However, Riding Schools need to be approved by their Local Authority in order to apply for the BHS Approval Scheme. There is one other prominent approval scheme available, offered by the ABRS (Association of British Riding Schools), Riding Schools also need to be approved by their Local Authority before they apply for it.

concentrating on riding schools the scheme now includes livery yards, and the BHS has over 970 establishments registered worldwide.¹⁰² It also affiliates 430 Riding Clubs and 21 Riding Centres in Britain, representing 34,000 members (the remaining part of the 105,000 members of the BHS above).¹⁰³

The broad coverage the BHS enjoys through its membership was cited as significant by one contributor to the study.

The BHS is an organisation that covers the very broad spectrum of what we think of as our equine stakeholders. Someone from the BHS suggested their newsletter goes out to more people than Horse and Hound, which gives you huge communications potential. (Interview E03)

This point is salient as Horse and Hound had a circulation of around 61,500 between January and December 2008¹⁰⁴, which is lower than membership of the BHS.

One participant specifically highlighted the role the BHS plays within the equine policy network stating:

The BHS, although they have their critics, have developed their role in teaching, welfare, access and safety in a very efficient way. (Interview E07)

Although some people view the BHS as having too many interests in the equine policy network its role is significant. After a period of upheaval in the late 1990s when many parts of the organisation became independent, the charity has now firmly re-established itself within the industry, and this is evidenced by its increase in membership (*see above*). The role of Graham Cory, Chief Executive of the BHS from 2004, and in post at the time of writing in 2010, has been highly influential. As a civil servant Mr Cory was the first Official for the Horse within Defra when the position was established in 2002, providing him with an acute understanding of government mechanisms. He has been able to use this to the industry's advantage while employed by the BHS. Chair of the BHIC for a period in the mid-2000s Mr Cory was involved in

¹⁰² BHS, *Find an Approved Centre*, BHS, http://www.bhs.org.uk/Riding/Find_Where_To_Ride/Find_An_Approved_Centre.aspx [accessed 15.10.2009].

¹⁰³ BHS, *British Riding Clubs*, BHS, http://www.bhs.org.uk/Riding/British_Riding_Clubs.aspx [accessed 15.10.2009].

¹⁰⁴ IPC, *Horse and Hound*, IPC, <http://www.ipcadvertising.com/ipc-brands/2009/feb/03/horse-and-hound> [accessed 22.01.2010].

the creation and launch of the Strategy for the Horse Industry in England and Wales (see 5.2).

There has been some friction within this element of the equine policy network. The BEF constitution states that the Federation can recognise only one Member Body in relation to a specific sport or other element of the horse industry in Britain. For example, BE represents the sport of eventing, while BETA speaks for the trade aspect of the industry. During the summer of 2008 World Horse Welfare (WHW¹⁰⁵) applied for membership of the BEF, representing welfare. This followed WHW's formal association with the FEI as its welfare arm in November 2007. However, the move was opposed by Graham Cory from the BHS. He suggested the BHS already provided the expertise and lead on welfare issues for the BEF, further stating:

*We're entirely happy for World Horse Welfare to be associated with the BEF but as far as membership is concerned it is not necessary.*¹⁰⁶

As established above, the BHS has a wide remit within the industry, encompassing a number of interests within its portfolio, including welfare inspections of riding schools. In 2001 the ABRs, whose interests overlap with the BHS, became a member of the BEF without opposition. However, at that time the BHS was under different leadership. In applying for BEF membership WHW explained their organisation was solely focused upon the welfare of the horse, employing five veterinarians and utilising the expertise of a further six on its Board, while also being actively involved in the rehabilitation of abused and neglected horses. The BHS includes a dedicated welfare department within its structure, and although it does not directly employ any veterinarians some do sit on two of its advisory committees. It is no longer involved in horse rehabilitation. When tackled on this point Mr Cory said:

*There are organisations doing it better than we were, ... And rescue and rehabilitation has little to do with the sport of equestrianism — and the BEF is about sport.*¹⁰⁷

¹⁰⁵ Formerly known as the ILPH, International League for the Protection of Horses.

¹⁰⁶ Butcher, A., "Charities clash over BEF membership," *Horse and Hound*, 22 Jan 2009: 6.

¹⁰⁷ *Ibid.*

However, Roly Owers, Chief Executive of WHW, pointed out that while they had affiliation to the FEI it was odd that they were not formally recognised by their own domestic Federation, but they did not wish to “step on anyone’s toes.”¹⁰⁸

At the beginning of 2010 WHW had yet to become a full or associate member of the BEF. Following their initial application and the BHS’s vociferous opposition, Andrew Finding suggested the application would be reviewed when the BHS was ready.¹⁰⁹ It appears that the BHS are still opposing the move and it has therefore not proceeded any further.

An aspect to the sport and recreation element of the equine policy network, unique to England from 2005 until 2012, is that of the London Olympics. Although Sweden and the Netherlands have National Olympic Committees (NOC, *see 6.6 and 7.4*) their presence is less significant than the relationship between the NOCs of Britain (British Olympic Association, BOA; British Paralympic Association, BPA) and London Olympic Games Organising Committee (LOCOG)¹¹⁰, due to the legacy it is hoped will be left for the equine industry in England.

There has been much controversy surrounding the siting of the equestrian disciplines for the Olympics in Greenwich Park.¹¹¹ Concerns have been expressed over its suitability by the residents of Greenwich and some parts of the horse industry. The Greenwich residents do not want the Park to be used for the Games as their access will be restricted and they are afraid it will be damaged by the horses¹¹², while parts of the industry feel the Park is not large enough to hold the appropriate length cross country track for the three-day event.¹¹³ Another concern comes from within the horse industry and is related to a lasting legacy from the Olympics. Detractors feel that by

¹⁰⁸ Butcher, A., “Charities clash over BEF membership,” 6.

¹⁰⁹ *Ibid.*

¹¹⁰ The National Olympic Committees are the only organisations who can make entries into the Olympic Games, therefore for the purposes of the 2010 London Olympics SOC and NOC*NSF will make the entries for Sweden and the Netherlands.

¹¹¹ See, for example: Butcher, A., “Locals oppose 2012 plans,” *Horse and Hound*, 26 June 2008: 4; White, C., “Greenwich objectors cite ancient law,” *Horse and Hound*, 21 Jan 2010: 9.

¹¹² See Save Greenwich Park: <http://www.nogoe2012.com/>, for more information.

¹¹³ See, for example: H & H News Desk, “Can Greenwich hold cross-country?” *Horse and Hound*, 31 January 2008: 5.

creating a non-permanent arena and cross country course within Greenwich Park there will be no “hard” legacy for the equestrian community. However, this latter concern has been addressed through the creation of HOOF, the Olympic legacy project for the equestrian community for the London 2012 Games. Set up by the BEF, HOOF has been awarded £750,000 by Sport England for a three year project which aims to make horses more accessible to all Londoners. The rationale behind Sport England’s funding has four aspects. In addition to making riding in London more accessible to all regardless of social or financial status, a schools riding programme is being introduced, investments in new and existing equestrian facilities are being made and the benefits of the London Olympic Games will be maximised. Working in collaboration with the BEF, BHS and other MBs, HOOF is an example of interest groups within the equine policy network working together.¹¹⁴

5.5 The breeding element of the equine policy network

The breeding element of the equine policy network in England is complex, containing a large number of organisations. It is valuable to the horse industry, as it makes a significant contribution by providing horses for the industry and is therefore important to its continuation. This section specifically highlights the evolution of the National Stud and the organisational landscape of the breeding element of the equine policy network.

5.5.1 The National Stud and breeding subsidies

In 1916 the British government became directly involved in the Thoroughbred breeding industry after Colonel Hall Walker (later known as Lord Wavertree) gifted it his bloodstock with the proviso that it purchase his stud in County Kildare, Ireland.¹¹⁵ Prior to this the government had set a mandate for a number of Royal Commissions on Horse Breeding to be completed. The 12th Report, published in 1909, emphasised the poor quality and low number of horses suitable for military uses in Britain (*see 2.2.6*),

¹¹⁴ BEF, *Olympic legacy project HOOF outlines 3 year plan*.

¹¹⁵ The National Stud, *History*, The National Stud, <http://www.nationalstud.co.uk/about-History.asp> [accessed 01.01.2010].

and concluded this was partly due to the number of high quality stallions and mares being exported.¹¹⁶ However, evidence suggests that even if these horses had remained in the country there would still have been a shortage.¹¹⁷

The dearth of horses continued, and in 1915 a report by the Committee on the Supply of Horses for Military Purposes (England and Wales), appointed by the President of the Board of Agriculture and Fisheries at the request of the War Office, considered how to secure an adequate supply of animals for military purposes.¹¹⁸ Before 1911, the only assistance given by the Government to promote horse breeding was an annual grant of 5,000/¹¹⁹ to the Royal Commission on Horse Breeding. Initially 3,000/ was allocated to “Royal Plates” to be won at race meetings around the country. However, in 1887 the grant increased to 5,000/, with a Royal Commission appointed as administrator to consider the most useful way of distributing the money. The Commission decided the grant was wholly inadequate to improve either the quality or quantity of the horses produced in Britain. It therefore awarded premiums to Thoroughbred stallions who serviced half-bred general utility mares with the objective of promoting soundness in the stallions in use and their progeny.

From 1888 to 1910 28 stallion premiums were awarded, initially to the value of 200/ and subsequently 150/. Annually from 1906, representations were made to the government asking for further financial assistance.¹²⁰ At the same time the Brood Mare Committee of the Hunters’ Improvement Society (HIS¹²¹) was instructed by its Council to compile a report considering the best method of improving the condition of light horse breeding in the UK.¹²² As a result of this a number of steps were taken to improve the breeding of horses. This included identification of the need for an

¹¹⁶ Macgregor-Morris, P. M., *The History of the HIS 1885 – 1985*, [Saltash: Trematon Press, 1986]: 45.

¹¹⁷ Gilbey, W., *Horse Breeding in England and India and Army Horses Abroad*, [London: Vinton and Co Ltd., 1901]: 2 – 3.

¹¹⁸ Committee on the Supply of Horses for Military Purposes (England and Wales), *Report on What steps should be taken in England and Wales to secure an adequate supply of horses suitable for military purposes, 1915*, [London: HMSO, 1915].

¹¹⁹ 5,000/ is 5,000 guineas. A guinea was 21 shillings, and is now £1.05. Therefore 5,000/ is £5,250.

¹²⁰ Committee on the Supply of Horses for Military Purposes (England and Wales), 2.

¹²¹ The Hunters’ Improvement Society (HIS) was founded in 1885, and became the Hunters’ Improvement and National Light Horse Breeding Society (HINLHBS) in 1981. Subsequently, it was renamed Sport Horse Breeding of Great Britain (SHBGB) in 1998.

¹²² Macgregor-Morris, *The History of the HIS 1885 – 1985*, 45.

accurate census of horses in the UK which should be repeated every five years, the suggestion that restrictions should not be placed on export trade in order to encourage breeders, and the creation of an Advisory Council to distribute funds allocated for the development of horse breeding rather than splitting the funds between the established breed societies. It was proposed that the Advisory Council should include representation from the Houses of Parliament, the Royal Commission on Horse Breeding, Army Officers and the Councils of the HIS and Polo and Riding Pony Society. Specific reference to particular aspects of horse breeding were also made, for example, the selection of brood mares and stallions, the purchase of colts and the soundness of stallions. A number of the proposals were met by the government, some were not. Of particular note is the adoption of the Advisory Council.¹²³ This offers an early example of the government and the horse industry working together and forming the basis of an equine policy network. It also illustrates the difficulties in the early twentieth century of coordinating the number of breed societies, a factor evident within this element of the equine policy network today.

When Colonel Hall Walker made his timely offer to the government in 1916 it was accepted as they saw an opportunity, through superior foundation-stock, to improve horses bred for the Army.¹²⁴ Initially, the National Stud was developed in the then unified Ireland.

In 1918 Royal Assent was given to the Horse Breeding Act, designed to regulate the use of stallions for stud purposes.¹²⁵ As a result of the Horse Breeding (England and Wales) Regulations 1919, stallions were licensed for breeding purposes by the Ministry of Agriculture. Even though this Act came into force after World War I it provided the government with another method of ensuring that high quality horses were bred for the army's use.

Although the role of the horse had changed, its use in the army rapidly declining after World War I (*see 2.2.3*), the National Stud was retained by the government, operating

¹²³ Macgregor-Morris, *The History of the HIS 1885 – 1985*, 457 – 55.

¹²⁴ The National Stud, *History*.

¹²⁵ Horse Breeding Act 1918 (VIII&IX Geo 5 c. 13).

as a commercial organisation breeding top-flight Thoroughbred racehorses. The majority of yearlings were sold at auction, with selected fillies leased out for the purpose of racing before returning to the stud to be used as brood mares. Some horses became linked to members of the British Royal family, including two prolific winners (the stallion Big Game and the filly Sun Chariot) who won four of the five classics for King George VI in 1942. When the property in Ireland was handed back to the Irish Government in 1943 The National Stud moved to Sandley Stud in Dorset. After World War II another estate in Sussex was purchased to accommodate additional stallions.¹²⁶

The series of events described above illustrates the initial participation of the government in the horse industry in England, as it became involved with the breeding element of the sector. This intervention first took the form of subsidies for breeders of horses and licensing of stallions, and later a direct involvement in the National Stud. The horse, as a military machine, was important to the war effort, and the government was keen to ensure the army was not under-horsed. Subsequently, when the role of the horse changed, the government saw an opportunity to run the stud on a commercial basis, which it did for a number of years.

In 1963, the National Stud underwent a significant change in policy, resulting in a change in emphasis: the stud sold its mares and became solely a stallion station. In order to achieve this it needed a property large enough to house a number of stallions – neither of the two studs it owned at the time offered this facility. Therefore the Dorset and Sussex properties were sold and the National Stud moved to a purpose-built estate in Newmarket, leased from the Jockey Club, where it is still based.¹²⁷

During 1982 the Ministry of Agriculture ceased to license stallions. This followed amendments to the 1918 Horse Breeding Act in the Animals Act 1948¹²⁸, and the Horse Breeding Act 1958¹²⁹, which consolidated previous legislation, and signified a key change in the early equine policy network. As a result of its withdrawal from this part

¹²⁶ The National Stud, *History*.

¹²⁷ *Ibid.*

¹²⁸ Animals Act 1948 (11,12&13 Geo 6 c. 35).

¹²⁹ Horse Breeding Act 1958 (6&7 Eli 2 c. 43).

of the network the government was no longer able to ensure the quality of the stallions being used. In anticipation of this a number of prominent studbooks came together to form the National Stallion Association (NaStA) in 1981. Its purpose was to maintain and improve stallion approval standards.¹³⁰ NaStA exists today, although no longer playing a significant role in the equine policy network: it is therefore not included in the organisational landscape of the English horse industry in this document.

The next major upheaval for the National Stud came in 1985 when the HBLB held a Committee of Enquiry into the future of the stud, resulting in changes being made to the management structure in 1986.¹³¹ At that time, the HBLB, a non-Ministerial government department, had overall responsibility for the organisation.

In April 2008, the British government's direct involvement within the National Stud ended, after its interests were transferred to the Jockey Club. This change occurred as the government ended all direct involvement in the administration and financing of horse racing.¹³²

The National Stud now has three primary roles:

1. To provide a comprehensive range of services of the highest quality to the UK Thoroughbred breeding industry, to internationally accepted standards, at affordable prices (including stallion services, seasonal and permanent boarding, foaling, sales preparation and quarantine for transport);
2. To provide a first-rate residential education and training facility for young people entering the industry or seeking higher qualifications within it;
3. To be an effective and accessible shop window on the Thoroughbred breeding industry for the public, raising interest, awareness and knowledge.¹³³

¹³⁰ NaStA currently represents over 20 studbooks, including: The Arab Horse Society, The British Warm-Blood Society, The Cleveland Bay Horse Society, The Trakehner Breeders' Fraternity, The Welsh Pony and Cob Society, The National Pony Society (and all their affiliated pony breeds), The Coloured Horse and Pony Society, The British Skewbald and Piebald Association. NaStA, *National Stallion Association*, NaStA, <http://www.nasta.fsnet.co.uk/index.htm> [accessed 02.01.2010].

¹³¹ The National Stud, *History*.

¹³² *Ibid.*

¹³³ The National Stud, *About the Stud*, The National Stud, <http://www.nationalstud.co.uk/about.asp> [accessed 01.01.2010].

There is no doubt that the National Stud, and the breeding of Thoroughbred horses, has benefited greatly from government involvement over a number of years. The intervention offered by the government in the form of subsidies for breeders of horses and then through direct involvement in the National Stud was highly significant. This is illustrated on the National Stud's website:

*The British breeding industry has benefited greatly from the establishment and development of the National Stud. It bred ... great stallions ..., who had a profound influence on the evolution of the Thoroughbred worldwide.*¹³⁴

However, there are other ways in which the British government could have helped the breeding element of the equine policy network and the horse industry as a whole, which have not been implemented (*see 8.5*).

5.5.2 The organisational landscape of the breeding element

The breeding element of the sector is subject to much fragmentation, with a large number of interested organisations. For example, there are 59 societies recognised through European Commission Decision 92/353/EEC as studbooks.¹³⁵ This fragmentation is acknowledged by the industry, as the Strategy for the Horse Industry states:

*There can be few, if any, other countries with as many organisations concerned with breeding as the UK.*¹³⁶

The progress of the Strategy for the Horse Industry in England and Wales has been mixed across the policy network (*see 5.2.2*). However, it has been a key document for the breeding element. Entitled "Improve the quality and breeding of horses and ponies" Aim 8 emphasises how the breeding of higher quality horses and ponies will benefit the horse industry and the wider community.¹³⁷ In order to do this the Strategy suggests dividing this element of the network into four areas. The first three areas are: racing and Thoroughbred breeding; Sport Horse and Pony breeding; and native and indigenous breeding. The document recognises that these three all

¹³⁴ The National Stud, *History*.

¹³⁵ NED, *NED Data Suppliers*, NED, <http://www.nedonline.co.uk/public/DataSuppliers.aspx> [accessed 01.01.2010].

¹³⁶ BHIC *et al*, *Strategy for the Horse Industry in England and Wales*, 89.

¹³⁷ *Ibid.*

contribute to the breeding of recreational horses and ponies, the fourth area.¹³⁸ Action 45 from the Action Plan discusses the need to “establish lead bodies to assist in the improvement of all our horses and ponies.”¹³⁹ From within the equine policy network the body representing racing and Thoroughbred breeding already existed in the form of the TBA. *British Breeding*, the breeding arm of the BEF, was nominated to establish a body to represent the Sport Horse and Pony area, while the BHS was charged with overseeing developments in the remaining two areas.

In response to Action 45 of the Strategy, *British Breeding* established the PSHP in 2007, after much consultation with the relevant breed societies, and the PSHP is now moving forwards within this area. This was not the first attempt to coordinate this area of the breeding element of the equine policy network. Earlier endeavours had been made to aid its development during the late 1970s. During the late 1990s, The Royal Agricultural Society of England (RASE) commissioned and published a report considering the creation of a breeding strategy for the British Sport Horse industry.¹⁴⁰ Born out of the RASE-hosted conference “A Sport Horse for the Future” in 1997, the developments suggested in the report subsequently became the responsibility of the BEF. After considerable input from several recognised specialist volunteer consultants within the breeding element of the policy network the report evolved and re-titled “The Implementation Plan for the British Equestrian Federation Breeding Programme” it was presented to the BEF in July 2001. Subsequently it became the basis of the work of the Consultant Director of Breeding, Prof Graham Suggett (*see below*).¹⁴¹ This report was then built upon with the development of Aim 8 of the Strategy for the Horse Industry. The TBA continues to work for the promotion and development of Thoroughbred breeding.

However, progress has been slower in the other two areas. In order to derive maximum benefit from the Strategy it is necessary for the breeding element to come together and work cohesively. Steps towards this have been taken through the

¹³⁸ BHIC *et al*, *Strategy for the Horse Industry in England and Wales*, 89.

¹³⁹ Defra *et al*, *Strategy for the Horse Industry in England and Wales Action Plan Update March 2007*.

¹⁴⁰ RASE, *A Breeding Strategy for the British Sport Horse Industry*, [Stoneleigh: RASE, 1998].

¹⁴¹ Clarke, C., “Graham Suggett: ‘More than a knee jerk reaction,’” *Breeding News*, [Mar 2003].

establishment of PSHP and in the work carried out by the TBA. This should be regarded as a foundation for further development.

Another initiative uniting the breeding element of the equine policy network is the NED. The British Horse Database (BHD), the precursor to NED, was launched at the end of 1993 complementing existing breed societies through the provision of accurate breeding and performance data on horses and ponies, in particular competition animals, which it did through the annual publication of this data.¹⁴² In early 1995 the BHD was taken over by Weatherby's Group, the administrators of British horse racing. Although it was thought the BHD was broadly supported by the industry it ceased trading on 10th October 2001 after the BSJA withdrew support. The BSJA, one of its biggest suppliers of data, also subsidised it, along with a number of other organisations. Following the BSJA's departure, Weatherby's revealed the BHD was £250,000 in debt, and although a rescue package was attempted by Weatherby's and the BEF, it was unsuccessful after the Database was deemed financially unviable.¹⁴³

The loss of the BHD was much lamented by the horse industry in Great Britain. It was felt that without a central source of pedigree and performance data for Sport Horses, as is the case for many of its European competitors, the improvement of breeding was hampered.

In 2006 after much consultation within the equine policy network, NED became operational. NED, an electronic database containing details of all horses in the UK which hold UK passports, was formally launched to the public in November 2008.¹⁴⁴ NED holds two categories of data: mandatory and voluntary. Mandatory data includes owner details and information identifying the horse, in order to provide the government with the location details of horses for disease surveillance. The name and addresses of owners are subject to data protection and therefore not available to the

¹⁴² Clarke, C., "Warmblood breeding in the United Kingdom," in *The International Warmblood Horse: a worldwide guide to breeding and bloodlines*, 2nd ed., ed., Wallin, D., Kidd, J. and Clarke, C. [Buckingham: The Kenilworth Press Ltd, 1995]: 202 – 203; Houghton Brown and Powell-Smith, 6.

¹⁴³ H & H News Desk, "British Horse Database closes," *Horse and Hound*, <http://www.horseandhound.co.uk/news/397/39187.html> [published 17.10.2001, accessed 09.09.2008].

¹⁴⁴ NED, *History of NED*, NED, <http://www.nedonline.co.uk/public/history.aspx> [accessed 01.01.2010].

public. Voluntary data is additional information, for example the sire and dam of the horse and performance, evaluation, grading or competition results, and can be provided by a number of sources. NED Online is the public face of the database. Containing a mixture of mandatory and voluntary data, it can be used for a number of purposes by breeders and buyers and sellers of horses.¹⁴⁵

NED is significant for a number of reasons. Firstly, as a collaborative project between the government and industry, where the development phase was funded by Defra (*see* 5.3), NED provides an example of interest groups within the equine policy network and the government working together. Secondly, the organisations providing data to NED are all based in the breeding element of the equine policy network, an area within the industry that is very fragmented. However, their coming together under the banner of NED is important and its significance should not be underestimated. NED is now governed by NED Ltd, and is supported by the BEF and a number of voluntary Directors.¹⁴⁶ As the repository for data held by PIOs in line with European legislation¹⁴⁷, NED works with all organisations within the breeding element of the policy network, as well as liaising with government. In Britain this includes 59 studbooks (who also issue horse passports), 16 organisations authorised to issue horse passports under Domestic Horse Passport Regulations, but who do not manage a studbook, and ten other data suppliers.¹⁴⁸

The development of NED has been due to the continued efforts of Prof Graham Suggett. Although Prof Suggett does not have a traditional horse background he has many years' involvement in the equine policy network. In early 2002 Prof Suggett became involved with the BEF as Consultant Director of Breeding and after its restructuring, in line with the recommendations laid out in the BEF Modernisation Review: The "Stratford Proposal"¹⁴⁹, he became Director of Equine Development, a

¹⁴⁵ NED Online is available at <http://www.nedonline.co.uk>.

¹⁴⁶ NED, *History of NED*.

¹⁴⁷ See EU Council Directives 90/426/EEC, 90/427/EEC, 92/353/EEC, 93/623/EEC and 2000/68/EEC and Commission Regulation (EC) No. 504/2008.

¹⁴⁸ NED, *NED Data Suppliers*, NED, <http://www.nedonline.co.uk/public/DataSuppliers.aspx> [accessed 01.01.2010]; NED, *Passport Count by Issuing Organisation*, NED, <http://www.nedonline.co.uk/public/Reports/RecordCountByPIO.aspx> [accessed 31.03.2010].

¹⁴⁹ Deloitte and BEF.

position he held until resigning to become Chairman of NED Ltd in early 2009, having been instrumental in its development from an idea suggested in January 2002. Now Chairman of NED, he has seen the database through each stage of its development and at the beginning of 2010 is in the process of establishing it as an important part of the horse industry in England. During his association with the BEF and NED he has provided an important link with Defra.

It was suggested by a contributor to this study that the government missed an opportunity to reduce the number of studbooks and PIOs in this country when European legislation was introduced, requiring all equids to be identified with a passport. At the time, the government could have licensed one organisation to supply passports, rather than the 75 who are currently authorised to do so. While this may have been strongly resisted by members of the breeding element of the network at the time, in the long term it would have reduced the number of organisations with an interest in the sub-sector (*see 8.5*).

There is a significant difference between England and its European competitors in terms of breeding. In England there is no nationally recognised Sport Horse (*see 2.5*). This is due, in part, to the prominence of the Thoroughbred racing industry and associated breeding of Thoroughbreds (*see 5.5.1*). In Sweden, through the Swedish Warmblood Association (ASVH, *see 6.5.2*) and the Netherlands, through the Royal Warmblood Studbook of the Netherlands (KWPN, *see 7.3*), there is a recognised “Sport Horse” type promoted by the respective society. This is not the case in England where the breeding of Sport Horses has revolved around a number of different studbooks: for example, the Anglo European Studbook (AES) which promotes the British Performance Horse; the Warmblood Breeders’ Studbook – UK (WBS – UK¹⁵⁰) which advocates pedigreed horses from all competitive disciplines; and the British Hanoverian Horse Society (BHHS) which is concerned with horses bred using Hanoverian lines from Germany. As a result, it has been very difficult to provide the same level of information as can be found in other countries, and therefore the BHD’s loss was seen

¹⁵⁰ Formerly known as British Warmblood Society (BWBS).

to be all the more significant. However, the creation of NED has gone some way to providing this information.

As discussed, the breeding element of the equine policy network is complex and fragmented. A number of initiatives have helped coordinate the sub-sector, particularly the creation of the PSHP and NED. In order for this element of the equine policy network to flourish it is important that these projects continue to progress.

5.6 The equine policy network and the agricultural policy network

As illustrated in the Swedish and Dutch case studies (*see 6.7 and 7.5*) the horse industry in each of those countries has greatly benefited from a close relationship between the equine and agricultural policy networks. In both countries key agricultural organisations straddle the two policy networks, playing a significant, active role in the equine policy network through the provision of funding and other involvement. However, the same relationship is not evident within England.

In recent years a number of farms in England have diversified into some form of equine enterprise, where the term “equine enterprise” encompasses any form of business involving the horse, including livery (DIY, part or full livery), horse riding, trekking, horse racing and breeding (often linked to the Thoroughbred Industry) and hosting equine competitions, e.g. eventing. A study carried out for Defra in 2002, which covered 40 per cent of all agricultural holdings, suggested nearly a quarter (23 per cent) of diversified holdings included some form of activity which involved horses or the provision of facilities for horses. Within these holdings the most popular activity was livery, with 56 per cent of holdings providing a form of livery. Horse racing and stud facilities were offered by 15 per cent, horse riding and trekking by 11 per cent and horse trials by four per cent of holdings. Other equine enterprises were offered by 41 per cent, highlighting the multi-faceted nature of many diversified businesses.¹⁵¹ A separate study recognised the opportunities equestrian tourism offered to farms

¹⁵¹ Turner, M., Winter, D. M., Barr, D., Errington, A., Fogerty, M., Lobley, M. and Reed, M. *Farm Diversification Activities: Benchmarking Study 2002, final report to Defra* [Exeter: University of Exeter, 2003]: 45.

wishing to diversify, by adding to economic sustainability and improving the quality of rural life, acknowledging the way in which the equine industry can help to retain land use for traditional rural activity.¹⁵²

There are many agricultural organisations within England with an interest in the horse industry, but none is formally integrated within the equine policy network, as in Sweden or the Netherlands. For example, the National Farmers' Union (NFU) is a representative body for farmers, a mouthpiece for farmers and growers to the government on the core issues that face these businesses. Up until 2003 the NFU employed a farm economy advisor whose job included offering equine business advice to its members. After restructuring in 2003, the NFU took the decision to focus upon its core activity of representing food producers and since then it has had no formal link to the horse industry. If the NFU is approached by a member with a horse query they are directed to the BHS, TBA or other equestrian organisation. (Interview E01)

ADAS (formerly known as the Agricultural Development Advisory Services) was the advisory arm of MAFF before it was privatised at the end of 1997¹⁵³. Much guidance given to farmers diversifying into equine enterprises was provided through ADAS, and in particular its long-standing equine specialist Geoffrey Fairfoull. Mr Fairfoull is still the equine specialist at ADAS, which now provides consultancy services to Defra and other organisations. (Interview E11)

The RASE, which works to develop agriculture and the rural economy in Britain, has many informal links to the horse industry through its involvement in the Royal Show. Although the Royal Show ran for the last time in 2009, these links will continue through the Festival of the Horse which RASE is due to run for the first time in July 2010.

¹⁵² Brunt, P. R., Brophy, K. and O'Neill, K. *Blackdown Hills Equine Tourism and Recreation Research Project*. [Plymouth: University of Plymouth, 2004]: 3.

¹⁵³ ADAS Group Limited, *Annual report and financial statements for the period ended 30 September 2008*. [Wolverhampton: ADAS Group Limited, 2009]: 2.

All the organisations highlighted above belong to the agricultural policy network. Some have loose connections with the equine policy network. However, in England there is a lack of formal representation within the equine policy network by agricultural organisations. Although farmers who have diversified into some form of equine enterprise can gain representation within the equine policy network, for example through membership of the BHS's Approval Scheme for livery yards, they are not represented by an organisation linked to their primary activity of agriculture.

5.7 The equine policy network and the Marsh-Rhodes typology

The previous sections of this chapter have examined the evolution of the equine policy network in England. It is now necessary to establish how well this network fits the policy community or issue network described earlier. The Marsh-Rhodes model measures a policy network's characteristics through the examination of four dimensions: membership, integration, resources and power (*see 3.2.1*).¹⁵⁴ This section will consider the equine policy network in England alongside these characteristics.

5.7.1 Membership

Firstly, some aspects of the membership of the equine policy network in England are restricted. For example, membership of the BHIC is closely controlled by its present members (BEF, BHA, TBA, BHS, BETA and BEVA, *see 5.2.1*), and gaining membership of the BEF is also tightly managed (*see 5.4*). However, the number of organisations within the policy network is vast, over 140 are represented in Figure 5.2. At the beginning of 2010, Defra listed 66 organisations on their website as providing links to the horse industry in England.¹⁵⁵ There is some overlap between the organisations highlighted in the two lists (around half of Defra's list appears in Figure 5.2), indicating the number of interest groups within the equine policy community is in excess of 170.

¹⁵⁴ Rhodes, R. A. W. and Marsh, D., "Policy Communities and Issue Networks: beyond typology," in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 251.

¹⁵⁵ Defra, *Links*, Defra, <http://www.defra.gov.uk/wildlife-pets/pets/horses/links.htm> [accessed 10.02.2010].

Through interviews, documentary review and participant observation it has become clear that not all interest groups are consulted at the highest level or play a key role in policy decisions within the network. For example, a number of interested actors have submitted evidence to the Consultation on the draft Animal Health Bill¹⁵⁶, many of whom appear on the list of links Defra provides with the horse industry. The only organisation to have formally represented the horse industry in face-to-face discussions with Defra about this Bill is the BHIC, alongside other interest groups from the agricultural policy network¹⁵⁷. However, a number of additional organisations from the horse industry have spoken to Defra informally in order to express their views on the proposals. It should also be noted that in addition to Defra, the All-Party Parliamentary Group for the Horse receives evidence from interest groups about a number of issues, including RCS in the horse industry and the management of infectious diseases (see 5.2.1).

Richardson and Jordan suggest that in order to be effective, civil servants are often obliged to restrict the number of groups they consult, which they do according to their assessment of the relative importance of interested parties.¹⁵⁸ It would be unwieldy for Defra to consult face-to-face with all 170 organisations, so by inviting the BHIC to contribute to the process through formal discussions it can consider the view of the industry, providing the BHIC is representative of the industry. Civil servants within Defra have consciously excluded other organisations from these formal discussions, although these interest groups can utilise other methods to comment upon the consultation.

In this policy network the prominent interest is the horse. However, individuals and interest groups have different reasons for their interest in the horse: some will have a financial interest, while for others it is linked to sport or recreation or it could be

¹⁵⁶ Defra, *Consultation on the draft Animal Health Bill: List of consultees*, Defra, <http://www.defra.gov.uk/corporate/consult/draft-ahbill/listofconsultees.pdf> [accessed 10.02.2010].

¹⁵⁷ This group includes representatives from the National Beef Association, National Sheep Association, NFU and Soil Association. Defra, *Responsibility and Cost Sharing: Advisory Group – Membership*, Defra, <http://www.defra.gov.uk/foodfarm/policy/animalhealth/sharing/advisory-grp/members.htm> [accessed 23.04.2010, updated 17.02.2010].

¹⁵⁸ Richardson, J. J. and Jordan, A. G., *Governing under Pressure: the policy process in a post-Parliamentary democracy*, [Oxford: Martin Robertson, 1979]: 54.

emotional. This difference is significant as it impacts upon the motivations of these people and organisations. Although the horse is the overriding concern for the majority and is what draws these interest groups together, the interests of those within the network can be quite different. For example: the BHA is concerned with the racing element, including promoting horse racing as a recreational activity to the public while viewing it as a financial activity for themselves, in conjunction with considering the welfare of the racehorse; the BEF is concerned with the sport and recreation element, including considering it from a financial aspect as improving our medal tally in elite sport and participation at all levels impacts its funding.

The Marsh-Rhodes typology suggests that the membership of the policy network can help to define whether it is a policy community or issue network. While the policy community is restricted in number with some groups consciously excluded and dominated by professional and/or economic interests, the issue network is large and encompasses a wide range of affected interests.¹⁵⁹ From the discussion above it appears that the equine policy network in England leans towards an issue network. Although some groups are consciously excluded from certain discussions, the network is large, encompassing a range of affected interests concerning the horse, not just economic or professional.

5.7.2 Integration

Secondly, Marsh and Rhodes suggest different levels of integration are found at opposing ends of the policy network. In a policy community interaction is frequent and of a high-quality: membership, values and outcomes remain consistent over time and there is a consensus of opinion where participants share basic outcomes and accept the legitimacy of the outcome. Within an issue network this interaction is less consistent, fluctuating in frequency and intensity, with only some agreement and an underlying level of conflict.¹⁶⁰

¹⁵⁹ Rhodes and Marsh, "Policy Communities and Issue Networks: beyond typology," 251.

¹⁶⁰ *Ibid.*

Within the equine policy network in England, there is partial integration, with six of the most significant organisations pulled together through their mutual membership of the BHIC. However, their integration when there is no pressing policy issue is questionable, as illustrated in some of the interview comments highlighted previously (see 5.2.2), and integration within the rest of the policy network is also doubtful. The division between the racing and non-racing elements of the sector is evident when the funding of the sector in England is compared to the current situation in Sweden (see 5.3 and 6.3). Whilst the formation of the BHIC was a positive step towards addressing this issue there are areas where this aspect of the horse industry could be improved (see 8.3). This evidence suggests the equine policy network in England is an issue network rather than a policy community.

5.7.3 Resources

The third aspect of the Marsh-Rhodes typology is resources. In a policy community all participants have resources while within an issue network they are limited. As a result, the basic relationship in a policy community is an exchange relationship, while it is consultative within the issue community. As the structure of a policy community is hierarchical, leaders can deliver members, while within an issue network the ability to regulate members varies.¹⁶¹

Some members of the equine policy network in England do have resources. However, within other interest groups the availability of resources varies. For example, the BHA has considerable resources, but other organisations, such as the smaller equestrian sport governing bodies, have limited resources. On policy decisions the relationship between the government and organisations is generally consultative, as illustrated by the policy process surrounding the Animal Health Bill. The proportion of riders who are represented within the equine policy network as members of a BEF MB is very small: around 5.3 per cent of the total riding population, or 10.8 per cent of the regular

¹⁶¹ Rhodes and Marsh “Policy Communities and Issue Networks: beyond typology,” 251.

riding population (see Table 4.3).¹⁶² When all of these points are considered together they indicate the equine policy network in England is an issue network.

5.7.4 Power

The final aspect of the Marsh-Rhodes typology is power. Within a policy community there is a balance of power amongst members, while within an issue network power is often unequal.¹⁶³ This leads to a positive-sum game in the policy community where one interest group does not sacrifice power to another, and a zero-sum game in the issue network where there are likely to be winners and losers. The losers often have fewer resources than the winners and can therefore do little if their interests are sacrificed in the development of policy.¹⁶⁴

The evolution of the organisational landscape of the English horse industry illustrates a clear change in the balance of power between interest groups. In the mid to late 1990s there was a significant shift within the sport and recreation element, resulting in the BEF gaining power to the detriment of the BHS. While many interest groups cut their ties and became independent of the BHS, realigning themselves as member bodies of the BEF (see 5.4), they also took considerable financial resources and kudos from their parent organisation. The BHS was no longer in receipt of membership fees from individuals who joined in order to gain access to and be able to compete under the rules of the group representing their sport (for example eventing or dressage): it could also no longer provide a link between these organisations and the BEF (see Figure 5.1).¹⁶⁵ There is also evidence of more recent conflict between the BHS and BEF, through the BHS's opposition to WHW joining the BEF, reflecting tension within

¹⁶² The total riding population of Britain is estimated to be 4.2 million people. The regular riding population of Britain is estimated to be 2.1 million people. The BEF has a total of 228,000 members. BEF, *The British Equestrian Federation Strategic Plan to 2009, updated May 2007*, 10, 11; BEF, *Annual Review 2008*, 7; BETA, *National Equestrian Survey 2005/06 Structural Report*, iv.

¹⁶³ Rhodes and Marsh, "Policy Communities and Issue Networks: beyond typology," 251.

¹⁶⁴ Smith, M. J., *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, [London: Harvester Wheatsheaf, 1993]: 64.

¹⁶⁵ In 1997 the BHS had approximately 65,000 members. Following the departure of the various organisations membership dropped. It is not known by how much, but it took until 2005 for membership to climb back to 60,000. In 2008 membership levels had reached a high of 70,000. BHS, *Key milestones*.

the community, where one organisation feels threatened by another's inclusion (see 5.4).

Overall, the relationships between organisations within the policy network reflect a zero-sum game rather than a positive-sum game, which is indicative of an issue network rather than a policy community.

5.7.5 Policy community or issue network?

Although the equine policy network in England does not exactly meet all of the criteria described for an issue network in the Marsh-Rhodes typology, its characteristics suggest it is much closer to this than a policy community. It is essentially an issue network, with entrants from other policy areas such as agriculture finding it very difficult to penetrate the outer wall.

5.8 Summary of key findings

In conclusion, the equine policy network in England reflects an issue network, as defined in the Marsh-Rhodes typology. The network comprises a large number of organisations, which have a wide range of interests in the industry. The government has actively restricted formal relations with the industry to interactions with the BHIC, although other organisations can approach them on an informal basis. Within the network, there is contact between some members when there are pressing policy issues, but at other times these contacts fluctuate in frequency and intensity. There is often a level of conflict between some members of the network. The relationship between organisations is generally consultative, with some participants having more resources than others. This is reflected in the unequal distribution of power between interest groups, and the zero-sum game which exists between them.

As the network evolved the government's perception of the horse industry altered: it recognised its potential significance. However, it took the intervention of specific personalities from government and industry before steps were taken to develop this initial recognition into something more substantial. The creation of the BHIC was significant in providing a link between government and the industry and brought the different elements of the industry together, particularly the racing and non-racing sub-sectors. However, the BHIC's role has now changed, and in order for the industry to be able to capitalise on the opportunities it offers, this needs to be considered carefully (*see 8.3 and 9.4*).

Representing the sport and recreation element of the industry, the BEF is a noteworthy player within the equine policy network. After the reorganisation of this sub-sector in the mid to late 1990s the BEF's importance was amplified and its power and reach throughout the industry increased. The Federation has been through a modernisation process and has seen a dramatic increase in funding awarded by the government. This boost in funding can be attributed to two influences. Firstly, government policy on sport has changed, partly influenced by the successful bid for the 2012 London Olympics. The government's agenda to increase participation has resulted in the introduction of and subsequent increase in funding across all sports, with grass roots and elite level equestrianism benefiting from this. Secondly, through its success on the world stage, particularly in eventing, para-dressage and more recently dressage, equestrianism has raised its profile, which also resulted in an increase in funding for elite level horse sport.

The non-representation of the agricultural sector within the equine policy network is in stark contrast to the industries of Sweden and the Netherlands and provides some interesting considerations which are examined later (*see 8.6*).

CHAPTER 6

THE ORGANISATIONAL LANDSCAPE OF THE SWEDISH HORSE SECTOR

6.1 Introduction

There has been no previous attempt to define the equine policy network in Sweden or to map relationships between organisations within the horse industry and the government. This chapter considers the evolution of the network from its beginnings to today's organisational landscape, alongside the conceptual framework of policy networks as discussed in Chapter 3. It will also examine some of the elements within the Swedish equine policy network, including research, breeding, and sport and recreation.

The development of the equine policy network in Sweden to the organisational landscape of today occurred as the result of a number of key events. This evolution is the focus of this chapter, and is briefly introduced below, with signposts to more detailed information.

Initially, the Swedish government identified a deficiency in the operation of the horse industry in the early 1970s and as a result established, in cooperation with the Swedish Trotting Association (STC) and Swedish Thoroughbred Racing (SG), the Swedish Horseracing Totalisator Board (ATG) to safeguard the financial stability of trotting and Thoroughbred horse racing (*see 6.3*). The formation of ATG proved to be highly significant in the Swedish horse industry and equine policy network, as it is now a major funder of key organisations and elements within the sector, including the Swedish Horse Council (HNS, *see 6.2*). The ATG is also responsible for funding research through the Foundation for Equine Research (SHF¹, *see 6.4*).

In 1991, a state inquiry by the Swedish Board of Agriculture (SJV – a government agency linked to the Ministry of Agriculture) identified that the increasing popularity of the horse in Sweden was making a significant contribution to the rural economy. As a

¹ Formerly known as Swedish Equine Research Foundation (SSH).

direct result of this inquiry, the government acknowledged the need to establish a common platform for the horse and associated industry. Consequently, HNS was created in 1992 from a collaboration between the ATG and the National Federation of Farmers (LRF), who provided direct funding for the organisation, with the Swedish Riding Sports Central Organisation (SRC) and The Society for the Promotion of Riding² providing support from the sport and recreation element of the industry for the initiative. The inception of HNS was significant not just for the equine policy network and the formalisation of its relationship with the government, it also marked the establishment of a formal relationship with the agricultural policy network, which was to prove influential in subsequent years. HNS has a crucial role in the equine policy network as it directly represents the industry to the government (*see 6.2*).

While the changes above were occurring, the breeding element of the network was going through a transitional period (*see 6.5*). The state-run National Stud at Flyinge was privatised and just over a decade later became the responsibility of HNS. Flyinge had to adapt to the changing role of the horse, from a cavalry beast to a sporting and recreational animal, and also to a change in its status through the loss of government funding. At the same time, the studbooks, and the way they interacted with the government, altered. The Swedish Horse Breeding Foundation (SH) was established as an overarching body representing the common interests of its members to the government through the Ministry of Agriculture and SJV. SH also became the studbooks' main voice within HNS. More recently, some studbooks have become dissatisfied with their representation in the equine policy network by SH, and whilst retaining membership of SH have become independent members of the equine policy network, through membership of HNS, in their own right.

In the early 1990s the sport and recreation element of the network underwent major changes as the Swedish Equestrian Federation (SvRF) was formed following the merger of four principal organisations. Two of these bodies (SRC and The Society for the Promotion of Riding) were heavily involved in the establishment of HNS, and as a result

² Swedish Riding Sports Central Organisation (SRC) and The Society for the Promotion of Riding, along with Swedish Rural Riders and the Swedish Pony Riding Federation, formed Swedish Equestrian Federation (SvRF) in 1993.

of their joining with two other organisations, Swedish Rural Riders (SLR) and the Swedish Pony Riding Federation (SP), strong representation of the sport and recreation element was created (*see 6.6*).

During the mid 1990s the horse industry recognised the positive role research could play, and initial steps to acknowledge this element of the equine policy network were taken (*see 6.4*). However, it took a further ten years for there to be a formal organisation representing research across the industry together with its component elements. Through the establishment of the Swedish Equine Research Foundation (SSH, now SHF³), a number of organisations from within both the equine and agricultural policy networks were brought together. SSH has benefited from considerable funding from a number of these institutions, including ATG.

Finally, the blurring of the line between the equine policy network and the agricultural policy network, a common strand in three of the previously discussed themes, is examined (*see 6.7*). The overlap between these two networks is something that greatly differs between the horse industries of England and Sweden. In Sweden the organisations which overlap the boundaries of the two networks offer each industry increased strength in its representation to the government and other interested parties.

A diagrammatic illustration of the organisational landscape of the Swedish horse industry can be found below in Figure 6.1. The diagram was created through the integration of data gathered in each of the three research strategies utilised: interviews, documentary research and participant observation (*see pages 93 to 94 for full details*).

³ The Swedish Equine Research Foundation (SSH) is now known as the Foundation for Equine Research (SHF), *see 6.4*.

The diagram overleaf is based on three succinct types of relationships.⁴

- - - 'Praxis' relationships, e.g. where one organisation works with another due to mutual interest or complementarity between institutions;
- Strategic relationships, e.g. where an organisation is guided in some way by the policy or strategy of a higher level institution;
- Financial relationships, e.g. where an organisation has received support for its core activities or where there is potential for certain projects to receive funding.

A further two interconnections are created by combining two of these initial relationships.

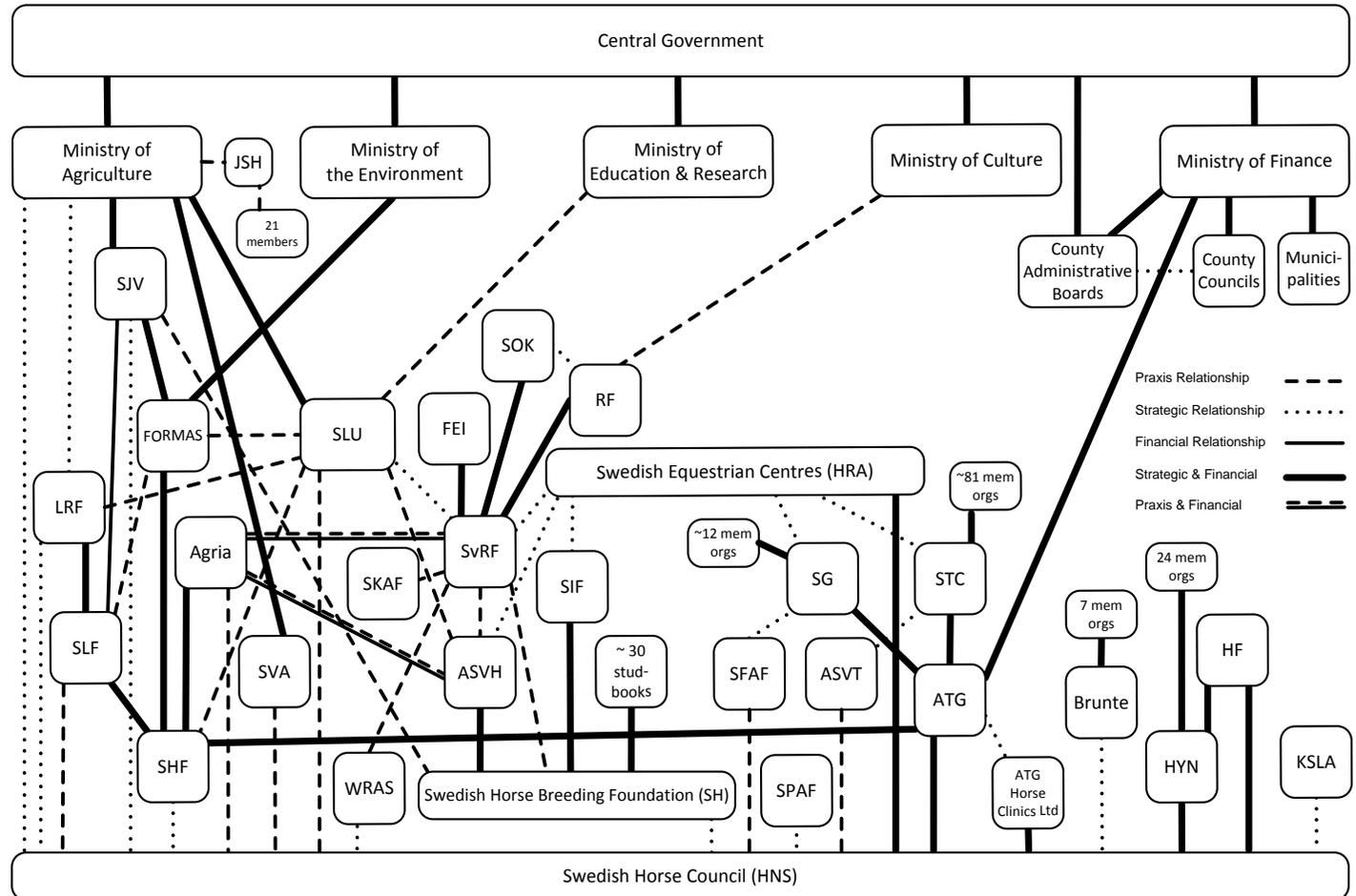
- Both strategic and financial relationships together;
- ==-- Both praxis and financial relationships together.

It should be noted that the size of each box representing an organisation is not indicative of its importance, size or any other characteristic. It is placed only to represent the organisation's presence in the policy network.

⁴ Based on relationships identified by Winter, in Winter, M. *Rescaling rurality: multilevel governance of the agro-food sector*, *Political Geography*, 25 (7 Sept) [2006]: 748 – 749.

Figure 6.1 The organisational landscape of the Swedish horse industry 2009

- ASVH** – Swedish Warmblood Association
- ASVT** – Swedish Warmblood Trotting Horse Association
- ATG** – Swedish Horseracing Totalisator Board
- Brunte** – Horse Organisations Cooperative Committee
- FEI** – Int’l Equestrian Federation
- FORMAS** – Swedish Research Council for Environment, Agricultural Sciences & Spatial Planning
- HF** – Horse Sport Adult Education College
- HYN** – Horse Industry’s Professional Board
- JSH** – Ministry of Agriculture Horse Industry Focus Group
- KSLA** – Royal Swedish Academy of Agriculture & Forestry
- LRF** – National Federation of Swedish Farmers
- RF** – Swedish Sports Confederation
- SFAF** – Swedish Thoroughbred Breeders Association
- SG** – Swedish Thoroughbred Racing
- SHF** – Foundation for Equine Research
- SIF** – Swedish Icelandic Horse Association
- SJV** – Swedish Board of Agriculture
- SKAF** – Swedish Municipal Worker’s Union
- SLF** – Swedish Farmer’s Foundation for Agricultural Research
- SLU** – Swedish University of Agricultural Sciences
- SOK** – Swedish Olympic Committee
- SPAF** – Swedish Pony Breeding Federation
- STC** – Swedish Trotting Central Association
- SVA** – Swedish National Veterinary Institute
- SvRF** – Swedish Equestrian Federation
- WRAS** – Western Riders Association of Sweden



The diagram above clearly demonstrates the complexity of the relationships between organisations in the horse industry and in the equine policy network in Sweden. As in the English and Dutch horse industry diagrams (see Figures 5.2 and 7.1), central government is located at the top of the map, while the Horse Council, in this case HNS, can be found at the bottom of the figure. Organisations included in the diagram are active within different levels and elements of the equine policy network. It should be noted that the diagram does not show all relationships within the policy network. For example, many informal links between organisations are not shown. In addition to this the Horse Industry's Professional Board (HYN) and the Horse Organisations Cooperative Committee (Brunte), collaborative partners of HNS, have a number of member organisations, not all of which are included in the diagram. The relationships between these organisations and their members are not illustrated, as neither institution is a major player within the network (they do not provide direct funding to the industry). The racing element of the policy network is also only represented by its key players: ATG, STC, SG and the two breeding organisations Association for the Swedish Warmblood Trotting Horse (ASVT) and Swedish Thoroughbred Breeders' Association (SFAF). As can be seen on the diagram, STC and SG are linked to a number of other organisations. Inclusion of the omitted organisations would add another layer of complexity to the diagram which is not necessary, as this would not enhance the understanding of the policy network. As discussed in Chapter 5, the organisations included within the diagrams are those which evidence gathered through the research process indicated were the key interest groups within the Swedish equine policy network. Interest groups which have been excluded are considered to be less significant than those which have been included.

6.2 The role of the Horse Council

The role of HNS is pivotal within the equine policy network of Sweden, providing a recognised formal link between the government and the industry. This section describes the evolution of HNS and its subsequent role in the equine policy network. It also illustrates the key role of other organisations within the network in the development of HNS, and the recognition of the industry within Sweden. HNS is represented within the organisational landscape of the Swedish horse industry in the long thin box at the bottom of Figure 6.1.

Between 1990 and 1991 a state inquiry by SJV identified the need to create a common platform for the horse and the surrounding industry. As stated previously the inquiry was prompted by the increasing popularity of the horse in Sweden and the recognition that it contributed significantly to the rural economy.⁵ This inquiry represented the first acknowledgment by the Swedish government that the horse industry was of any significance and was the beginning of the formation of the equine policy network as it exists today.

Based upon the concept of the American Horse Council (AHC)⁶, the HNS was formed in 1992 by LRF and ATG, which both provided funding for the initiative.⁷ SRC and the Society for the Promotion of Riding, representing the sport and recreation element of the industry, provided support from organisations within the wider horse industry.⁸ As a result of this collaboration the Board of HNS is structured in the following way: ATG and LRF each appoint two general members, while the sport element of the industry, now represented by the SvRF, also has two general members. The Chairman of the

⁵ Karlander, O. "The Swedish Horse Industry." In *Proceedings of the 10th National Equine Forum*, ed. Suggett, R. H. G. Wellesbourne: The NEF Organising Committee, March 21, 2002, London, Royal Veterinary College; HNS, *Verksamhetsplan: 2008 – 2010 (Annual report 2008 – 2010)*, [Stockholm: HNS, 2007]: 4.

⁶ The American Horse Council (AHC) was founded in 1969 by a group of equestrians concerned about federal legislation negatively affecting the horse industry. It represents the interests of the horse industry to Congress and in federal regulatory agencies in America. Based in Washington DC, the AHC has around 160 member organisations and 1,200 individual members. AHC, *What is the American Horse Council?* AHC, <http://www.horsecouncil.org/about.php> [accessed 06.12.2009].

⁷ HNS, *Svensk hästnäring – vår arena (Swedish horse industry – our arena)*, HNS, <http://www.nshorse.se/cm/omhns> [accessed 22.05.2008].

⁸ Swedish Riding Sports Central Organisation (SRC) and The Society for the Promotion of Riding, along with Swedish Rural Riders and the Swedish Pony Riding Federation, formed SvRF (Swedish Equestrian Federation) in 1993.

ATG is also the Chairman of the Board of the HNS. Each organisation can also appoint a deputy member. In addition, as the majority of HNS' funding comes from the ATG, the CEO of the ATG is appointed as a co-opted member.⁹

With a remit to oversee the Swedish horse industry and promote the horse in Sweden, HNS was given particular responsibility for issues concerning the education of riders, breeding and rearing (production) of horses and research connected to the horse, as well as representing the Swedish horse industry's interests in national policy and managing the three national training centres at Flyinge, Strömsholm and Wången.¹⁰ The importance of the creation of HNS was stressed by one interviewee in particular, who stated:

The most important thing that has happened in the industry was 15 or so years ago when the Swedish Horse Council started. HNS can lobby the government which is very good for the industry. (Interview S13)

The role of LRF in the creation of HNS is significant. During the early 1990s the Chairman of LRF was also the Chairman of Agria. Currently, Agria is the largest animal insurance company in Sweden, providing insurance cover for more than 40 per cent of the horses insured.¹¹ With a long tradition of medical insurance for animals in Sweden, the majority of horses are insured.¹² In the early 1990s Agria was a significant player in the insurance sector, with an emphasis on farming which can be traced back to 1891, when it first started providing insurance in this area. When the number of horses within Sweden increased dramatically from a low of 70,000 in the 1970s to 283,100 in

⁹ HNS, *Styrelsen (The Board)*, HNS, <http://www.nshorse.se/cm/omhns/styrelsen> [accessed 22.05.2008].

¹⁰ Strömsholm is the base for students who want to become riding instructors, Flyinge works with people who want to become involved in the breeding industry, including as riders and producers of horses and Wången is the base for those who wish to train in the discipline of trotting. Karlander; HNS, *Verksamhetsplan: 2008 – 2010 (Annual report: 2008 – 2010)*, 4.

¹¹ Egenvall, A., Penell, J. C., Bonnett, B. N., Olson, P. and Pringle, J. "Morbidity of Swedish horses insured for veterinary care between 1997 and 2000: variations with age, sex, breed and location," *Veterinary Record*, 157 [Oct 2005]: 436.

¹² Insurance takes one of two forms in Sweden. Veterinary care covers treatment provided by a vet and has no age limit, while life insurance covers natural death or euthanasia up to a certain age, for example 24 years in the case of Warmblood horses. The vast majority of horses insured have both types of insurance. Egenvall, A., Bonnett, B. N., Wattle, O. and Emanuelson, U., "Veterinary-care events and costs over a 5-year follow-up period for Warmblooded riding horses with or without previously recorded locomotor problems in Sweden," *Preventive Veterinary Medicine*, 83 (2) [Feb 2008]: 131 – 132; Penell, J. C., Egenvall, A., Bonnett, B. N. and Pringle, J., "Validation of computerized Swedish horse insurance data against veterinary clinical records," *Preventive Veterinary Medicine*, 2007. 82 (3-4) [Dec 2007]: 237 – 238.

2004¹³, Agria recognised the role horses could play in its future. As a result of the increasing number of horses on its books, it decided to become actively involved in the industry, and sought a role in the policy network.

Initially LRF did not see how important the horse industry was going to become to it. However, when their Chairman explained the increasingly significant socio-economic role of the horse in Sweden, LRF agreed to become involved. He emphasised the benefits to the farming community of having horses in the countryside, through the provision of stables, pasture and fodder, as farmers were beginning to diversify at this time. In 2004, of the 283,100 horses in Sweden, just over a third (95,660) were found on farms.¹⁴

LRF's involvement within the industry should be carefully considered when examining the development of the equine policy network. If the Chairman of Agria had not also been the Chairman of LRF, and therefore in a significantly influential position within both organisations, would LRF have become as involved in the industry and network at that time? It is possible that it would not have been involved at such an early point, which would have resulted in no influence on the formation of HNS and the equine policy network. In subsequent years LRF may have become involved, but as a consequence its influence may not have been as strong and far-reaching.

LRF and Agria are both significant actors within the equine policy network of Sweden. LRF has a strategic relationship with HNS, while Agria's relationship is more one of praxis (*see Figure 6.1*). Both organisations are actively involved in the research element of the network (*see 6.4*), while Agria is also involved in the breeding (*see 6.5*) and sport and recreation elements (*see 6.6*).

¹³ SJV, *Equestrian Business Shaping the Rural Future*, [Jönköping: SJV, 2009]: 1; Statistics Sweden, *Hästar och anläggningar med häst 2004 (Horses and horse establishments in 2004)*, [Stockholm: Statistics Sweden, 2005]: 4, 13. The methodology of the 2004 report suggested the number of horses was between 265,000 and 300,000, giving a most probable estimate of 283,100 horses.

¹⁴ Statistics Sweden, 4, 13.

In 1994, HNS launched the university programme for equine education. This was subsequently adopted by the Swedish Parliament and provided an important step forwards in the development of this element of the equine policy network (see 6.4). It also reinforced the role of HNS in representing the horse industry to the Swedish government and other interested parties.

At its inception, HNS did not have full time staff. However, in 1995 this changed, when Olof Karlander was employed as the General Manager. He was given two tasks: firstly to reorganise and modernise the National Estates (Strömsholm, Flyinge and Wången); secondly to implement the Horse Parliaments.

The first Horse Parliament, where HNS went directly into the Swedish Parliament to raise the profile of the horse industry, took place on 6th March 1996. This followed an investigation into the size and scope of the horse industry undertaken by HNS. The study considered how many people were employed in the sector and identified a number of key economic aspects for the industry. Consequently, after the socio-economic significance of the sector had been identified, the government was urged to take a more active interest in the industry when it came to issues affecting the sector, such as agricultural policy. These two developments (the Horse Parliament and the HNS investigation) were vital in the advancement of the equine policy network and in raising its profile with government.

Following the successful Horse Parliament in 1996, during 1997 and into 1998 a “Programme for the Horse Industry” was created. This involved the establishment of a working group which highlighted a number of items important to the sector in Sweden (including the environment, business and research), and built upon the original research carried out in the State Investigation in 1990. The members of the working party were all influential within the industry, representing many of the organisations which are members of the equine policy network. Subsequently, HNS ran a second Horse Parliament, with invitations once again extended to representatives from different organisations with an interest in the sector. The event was also open to parliamentarians, the Ministry of Agriculture and SJV.

The Ministry of Agriculture, and in particular the role of the Minister, has been significant in the development of the equine policy network. Responsibility for the horse industry in Sweden falls to the Rural Growth Division within the Ministry.¹⁵ Between 1994 and 1996, and from 1998 until 2002, Margareta Winberg was the Swedish Minister for Agriculture. Ms Winberg had a keen interest in horses, and in particular the relationship between women and horses. As Minister, along with HNS, she set up a further State Investigation into the Horse Industry in 1999, which was published in 2000. Entitled *En Svensk Hästpolitik* (A Swedish Equine Policy) this document aimed to integrate all policy connected to the horse in Sweden from several areas (including sport, recreation, enterprise, agriculture, employment, the environment and regional policy), and was based on four elements:

- **Breeding of horses:** quality breeding of horses tailored towards users' needs;
- **Competence in equestrian employees:** high standards of competence in those employed within the industry, including riding school instructors, trainers and breeders;
- **Awareness of the role and importance of horses:** with particular reference to equestrian sports and horses in agriculture and forestry;
- **Work environment:** linking a good work environment for those who work with horses and animal health, welfare and the environment, through ethical equine husbandry.¹⁶

However, to the disappointment of those in the industry and the equine policy network, the Policy was not ratified by the Swedish Parliament. Instead, it was simply published as a "letter", which meant that it was not acted upon by Parliament.

This dealt a severe blow to the equine policy network in the broadest sense, as it had put a lot of effort into the document and felt it provided a solid base for the industry to move forward. This was commented on by a number of participants, both formally and informally, while the research was being undertaken in Sweden. When asked if

¹⁵ Ministry of Agriculture, *Organisation of the Ministry of Agriculture*, [Stockholm: Ministry of Agriculture, 2009]: 1.

¹⁶ Commission on Equine Policy, *En Svensk Hästpolitik (A Swedish Equine Policy)*, [Stockholm: Report of the Commission on Equine Policy, 2000]: 6 – 7. [Government Official reports 2000: 109, Ministry of Agriculture, Food and Fisheries.]

there was a “Strategy for the Horse Industry” in Sweden, these contributors frequently lamented the lack of response by the Swedish government to the document *En Svensk Hästpolitik* and expressed envy at the plan formulated for the industry in England.

It is important to note a significant difference between the two documents. The Swedish document clearly calls for direct financial assistance from the government in a number of areas, whereas the Strategy for the Horse Industry in England and Wales does not, preferring to see resources from within the industry utilised.

However, some of the requests made in *En Svensk Hästpolitik* have been met. For example, the document proposed that the government should make an annual grant to the Swedish Research Council for Environment, Agricultural Sciences and Spatial Planning (FORMAS) to support collective equine research. This recommendation was met upon the formation of SSH in 2004 (see 6.4). The document therefore does appear to have carried some weight for the horse industry with the government.

Between January and June 2001, Sweden held the Presidency of the European Union. At the end of this period the Ministry of Agriculture, in collaboration with the Swedish horse industry through HNS, jointly chaired the conference “EU Equus 2001”.¹⁷ Margareta Winberg was in post as Minister for Agriculture at this time and keenly promoted the conference, attending and giving a keynote speech entitled “The significance of the horse for the society of today”.¹⁸ This platform brought together information and research from many EU member countries, including Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden and the United Kingdom. As a result of the conference a project was launched in Sweden which led to an in-depth study of the socio-economic impact of the horse industry.¹⁹ This project was again collaborative, between the HNS and Ministry of Agriculture, with support from the Department of Economics at the Swedish University of Agricultural Sciences (SLU).

¹⁷ Helgesson, A. and Hedberg, A., *The Horse Industry in the European Union*, [Uppsala, Sweden: SLU, 2001].

¹⁸ Winberg, M., “The significance of the horse for the society of today,” [paper presented at the EU Equus 2001 conference, Uppsala, Sweden, 12th June 2001].

¹⁹ Johansson, D., Andersson, H. and Hedberg, A., *Hästnäringens samhällsekonomiska betydelse i Sverige (The economic importance of the horse sector in Sweden)*, [Uppsala, Sweden: SLU, 2004].

In 2005 HNS employed a further full-time member of staff, Elisabeth Backteman who had previously been working for the Swedish Prime Minister. Ms Backteman was given a remit which specifically included responsibility for, amongst other things, increasing the emphasis on “horse politics” and raising the profile of political issues in connection with the horse at a national, regional and local level.²⁰ After the publication of the report (The economic importance of the horse sector in Sweden) in 2004 seven smaller projects, studying the socio-economic impact of the industry at a regional level, were completed between 2005 and 2006. These studies enabled HNS to understand, on a regional basis, the importance of the industry and through a number of regional seminars and papers which were published cooperation was fostered between different organisations within those areas. By opening up these projects to take account of the regional level of the industry, HNS was able to communicate with members outside the equine policy network, but who were nonetheless important to its development.

Ms Backteman’s work with the regional projects discussed above, resulted in a third Horse Parliament taking place during 2006, when people who had attended previous Horse Parliaments were invited, along with other representatives from local, regional and national government. The purpose of this event was to show the importance of the horse in different areas of politics, for example education and rural development.

Ultimately, HNS and the horse industry, through the sequence of work described above, particularly the three Horse Parliaments and the State Investigations, aimed to create an area of policy within the Swedish government for the horse industry. The Swedish state budget represents 48 different areas of policy.²¹ However, the addition of a 49th, to represent the horse industry, proved to be a challenge. Therefore, HNS decided to study the industry from a political angle, in relation to those 48 areas, and see where the horse industry fitted into them. The results showed the horse was significant to 12 of the areas, including rural development and education, and HNS used this to contextualise the industry in a manner that made it more accessible to the government.

²⁰ HNS, *Verksamhetsplan: 2008 – 2010 (Annual Report: 2008 – 2010)*, 4.

²¹ These 48 policy areas are subdivisions of the 27 expenditure areas that comprise Budget expenditure. Government Offices of Sweden, *The central government budget process*, [Stockholm: Ministry of Finance, 2008]: 4, 8.

During the first Horse Parliament in 1996, parliamentarians and society in general could not comprehend the value of the role of the horse industry in Sweden. When the 1999 Investigation was set up by the Minister of Agriculture, Margareta Winberg, there were many critics, including the Swedish main press. These detractors questioned the validity of undertaking research into what they perceived as an insignificant sector of society. However, this process resulted in a level of acceptance of the horse and the industry surrounding it by both the public and broader government, in which it is recognised as being important in many aspects of life including social, economic and political facets. It should be stressed that the Ministry of Agriculture has historically been supportive of the horse industry, and this has been clearly illustrated by its role in establishing and recognising HNS as representing the horse industry in Sweden.

Since 2006 HNS has built upon the work highlighted above to further integrate the horse into Swedish society. Recognition of the horse and its industry in Sweden has been achieved through consistent work at different levels within the political landscape of Sweden. HNS has been responsible for taking the message about the horse to national, regional and local representatives within both the political stage and broader society. Other members of the network have supported this, through the provision of funding and other resources, such as accommodation for meetings.

HNS underwent a key change in 2007, as Mr Karlander retired. In July of that year Stefan Johanson replaced him as Chief Executive. Mr Johanson's background is firmly rooted in the horse industry, as he had previously been employed within the racing sub-sector in Sweden. Historically, he had felt that HNS was an "anonymous organisation" within the horse industry, which until the previous couple of years had not been important to the man on the street. However, Mr Johanson wanted to make HNS more transparent, build upon the improved level of visibility and ensure it represented organisations across the industry.²² This latter objective has been achieved through a number of organisations becoming collaborative partners of HNS (*see below*).

²² Hippson Magazine, "Hippson Listar: Ridsportens 50 Mäktigaste" (Hippson List: Equestrianism's 50 Most Powerful), trans. Liljenstolpe, C., *Hippson Magazine*, 1 [2008]: 18.

That Mr Johanson was familiar with the equine policy network before he was appointed CEO of HNS is significant. He understood the organisational landscape, the individual roles of the institutions situated within the industry and the rules of the game. Therefore, he did not have to research these upon commencement of his new role. He will also have known many, if not the majority, of people within the industry, and have existing, established networks with these people. Nonetheless, coming from the racing sub-sector it could be argued that his understanding in that area would be better than his appreciation of the non-racing sub-sector, and therefore put the organisations within the non-racing area at a disadvantage. From the evidence gathered through this research this does not seem to have happened. It would appear that Mr Johanson's prior knowledge of the network has been used to the advantage of the industry as a whole.

Between July and December 2009 Sweden again held the EU Presidency. To celebrate this, the Swedish government, along with HNS, SJV, LRF and SLU, held a second Equus conference "EU Equus 2009" at SLU in Uppsala on 29th and 30th October 2009. This conference provided evidence of the significant role of HNS within the Swedish equine policy network. Documents accessed before and during the meeting demonstrated the links between all organisations involved (including the government), and this was confirmed through attendance of the event by the researcher and concurrent participant observation.

In preparation for this conference all EU member states were sent a questionnaire asking specific details about their horse industry, for example the number of horses and economic turnover. This information was then inserted into a document to provide an update on the situation reported in 2001. The aims of the conference were four-fold:

1. To highlight how the horse industry might contribute towards achieving EU priorities such as rural development, economic growth, ecological and environmental protection, health and science-based knowledge;
2. To share immediate experiences of the economic recession in the horse industry as reflected in a number of elements, including sport and breeding, and discuss possible ways forward, such as how EU programmes and policies may contribute to the sustainable development of the horse industry;
3. To discuss how the horse industry can be more proactive in the preparation processes for the EU Rural Development Programme commencing in 2014 and for the EU 8th Framework Programmes for Research and Technological Development, as well as for the remaining parts of Framework Programme 7 (FP7);
4. To initiate an increased cooperation between EU countries concerning the global issues of importance for sustainable development and growth.²³

In the opinion of the author, who attended the conference, the first three aims were thoroughly discussed. The fourth aim resulted in a "Letter of intent"²⁴ being signed by six organisations active in the international horse industry. The letter had four aims, with the purpose of enhancing the development of the industry in Europe:

1. Exchange views on political developments affecting the horse sector in Europe;
2. Discuss and define common interests on the political agenda;
3. Discuss and define technical and research and development issues of common interest for the development of the horse sector in Europe;
4. Increase the visibility and impact of the horse sector in Europe.²⁵

The identities of the organisations which have signed up to this letter are interesting. Initially, six bodies joined, two international organisations (International Equestrian Federation, FEI; International Federation of Horseracing Authorities, IFHA); three European bodies (European Federation of Thoroughbred Breeders' Associations, EFTBA; European Pari Mutuel Association, EPMA; European Trotting Union, UET) and

²³ EU Equus 2009, *About the conference EU Equus 2009 – "The Future Horse Industry in Rural Areas and Society"*, EU Equus, http://www.equus2009.eu/EU_equus_2009.html [accessed 03.12.2009].

²⁴ EU Equus 2009, *Letter of intent*, EU Equus, <http://www.equus2009.eu/letter.html> [accessed 03.12.2009].

²⁵ EU Equus 2009, *Letter of intent*.

one Swedish organisation (HNS). HNS was the only national organisation represented within the original group of signatories. By gaining early representation within this group HNS is now not only active in the Swedish equine policy network, it has also increased its role within the European-wide policy network. From this position it will be able to advise, and possibly lobby, European policy concerning the horse industry, and bring Sweden's interests to the fore within this network.

Since its launch in October 2009 this group has quickly evolved. Named the European Horse Network (EHN), its objectives have been refined to consider the following aspects of the horse industry:

1. Animal welfare and exotic virus diseases;
2. Breeding and husbandry;
3. Transport and identification;
4. Rural development and environmental impact;
5. Education, research and development;
6. Funding of the horse industry;
7. VAT and taxes.²⁶

A number of other organisations joined the EHN in January 2010. These include: the International Federation of Icelandic Horse Associations (FEIF) and World Breeding Federation for Sport Horses (WBFSH, the breeding arm of the FEI), both international organisations; the Central Europe Racing Federation (KMET) and Pôle Filière Equine (Normandie) (representing the network of European equestrian regions), both European organisations; and the British Horse Society (BHS), a national organisation representing British interests.²⁷ In April 2010, at the second meeting of the EHN, World Horse Welfare was included in full membership, while the European Draught Horse Federation (FECTU), Akhal Teke Horse Association and European Equestrian Federation (EEF) all expressed an interest in joining the EHN.²⁸

²⁶ EU Equus 2009, *The European Horse Network*, EU Equus, <http://www.equus2009.eu/Network.html> [accessed 09.02.2010].

²⁷ EU Equus 2009, *The European Horse Network*.

²⁸ EHN, *EHN meeting 15 April in Brussels*, EHN, <http://www.europeanhorsenetwork.eu/index.html> [accessed 27.04.2010].

The development of the concept of the European Horse Network, from its inception, has been driven by HNS, illustrating its role in the horse industry in Sweden and Europe. The EHN is further discussed later (*see 8.7.1*).

The Swedish Minister of Agriculture, at the time of writing in 2009, Eskil Erlandson, played a significant role in the EU Equus 2009 conference. Mr Erlandson was appointed as Minister in 2006 and, as with Margareta Winberg, has a long-held interest in the horse sector as a keen breeder, along with his family, of the New Forest Pony²⁹.

The EU Equus 2009 conference provided a good opportunity for the researcher to observe interactions between government representatives and those from interest groups within the industry. During the conference Mr Erlandson gave a speech linked to the competitiveness, development and social benefit of the industry, and attended the conference dinner. He was happy to talk to delegates at the conference about aspects of the industry and mingled freely with these people during coffee breaks and lunch. His role within the equine policy network will be enhanced by his personal interest, which gives him credibility amongst existing members of the network and an understanding of the issues affecting them. He can also speak “their language” when referring to these issues and not be put off by terminology which someone who did not understand the industry would have difficulty comprehending. These points are all-important as they clearly help to embed the Ministry of Agriculture within the equine policy network.

As well as interacting with Mr Erlandson members of interest groups from within the sector engaged with representatives from other organisations over the duration of the conference. This contact occurred in the sessions running throughout the meeting, and in the course of breaks and mealtimes. These connections provided some evidence of relationships between interest groups within the Swedish equine policy network, as well as in the wider European area.

²⁹ The New Forest Pony is a pony native to the New Forest of England.

The sequence of events described above illustrates how the evolution of HNS from 1992 to the present day has involved many different phases, resulting in the development of a complex organisation. At the end of 2009 HNS had six clear areas of responsibility, making up its core activities:³⁰

- 1. National Estates:** organisational and economic responsibility for the National Estates (Flyinge, Strömsholm and Wången) including ensuring that they are used to the best purpose for the Swedish horse industry;
- 2. Education:** to work to ensure that there is qualitative and relevant education within the horse industry;
- 3. Young horses:** the promotion of the breeding and rearing of young horses to ensure that there are horses capable of competing on the world stage (*see 6.5*);
- 4. Political representation:** to act for the Swedish horse industry's interest on the political stage;
- 5. Research:** to develop and promote research that enhances and benefits the Swedish Horse Industry (*see 6.4*);
- 6. ATG Horse Clinics:** to run and develop the ATG Horse Clinics Ltd.

HNS has two subsidiaries: the ATG Horse Clinics Ltd and Swedish Equestrian Centres (HRA); both are linked to HNS by a strategic and financial relationship (*see Figure 6.1*).

The ATG Horse Clinics were originally the responsibility of ATG. They became a part of HNS in 2004, when it was felt the management of the clinics needed restructuring. Although the Horse Clinics were outside the original remit of HNS, HNS and ATG now have a joint agreement about the running of the clinics. There are 25 clinics in total, spread throughout Sweden, employing approximately 60 vets and many other staff. The clinics cater for all types of horses, providing routine and specialist veterinary care.

HRA is also a wholly owned subsidiary of HNS. As a part of HNS, HRA oversees the National Riding Centres and Estates (RA or National Estates) at Strömsholm, Flyinge

³⁰ HNS, *Om HNS: HNS organisation och uppdrag (About HNS: HNS organisation and mission)*, HNS, <http://www.nshorse.se/cm/omhns/uppdraget> [accessed 03.11.2009].

and Wången. Strömsholm educates riders and riding instructors³¹, Flyinge is the privately owned Swedish National Stud (*see 6.5*) and also trains riders, while Wången specialises in providing education relevant to the trotting industry. The Estates are important for their role in education and also their connection with the different aspects (riding, instructing, breeding and trotting) of the industry. The contribution of the Estates in the future development of the equine industry was highlighted through the field work undertaken in Sweden. Both Flyinge and Strömsholm were visited during the summer of 2008 by the author and, through the course of these visits along with formal and informal discussions with participants, it emerged that a significant number of people connected to the industry have passed through one or more of them at some point or another, as students. HRA also provides the link between HNS and a number of its collaborative partners.³² These five organisations have direct links to the activities of the Equestrian Centres and are linked to HRA through strategic relationships (*see Figure 6.1*).

Both the ATG Horse Clinics and HRA are well placed within the equine policy network to influence any policy decisions likely to affect them. As subsidiaries of HNS they are directly linked to the organisation recognised by the government as representing the horse industry and it is in the interests of HNS to look after them as a priority.

In addition to these subsidiaries, HNS has a number of formally recognised partners it represents, on behalf of the industry, to the rural society and beyond. These partners, numbering 20 organisations, are engaged in many different aspects of the industry, but crucially work in collaboration with HNS on projects of mutual benefit.³³

³¹ Strömsholm is the largest equestrian educational centre in Sweden, with responsibility for educating riding instructors since 1968. Prior to this the estate at Strömsholm was the old army equitation school and a stallion depot where stallions from Flyinge stood during the breeding season.

³² These organisations are ASVH, SG, SIF, STC and SvRF.

³³ These associates are: Agria; Swedish Warmblood Association (ASVH) linked through HRA; Swedish Horse Racing Totalisator Board (ATG); Horse Organisations Cooperative Committee (Brunte); Horse Sport Adult Education College (HF); Horse Industry's Trade Board (HYN); Jordbruksverket (Ministry of Agriculture); Royal Swedish Academy of Agriculture and Forestry (KSLA); National Federation of Swedish Farmers (LRF); Swedish Thoroughbred Racing (SG) linked through ATG; Swedish Horse Breeding Foundation (SH); Swedish Icelandic Horse Association (SIF) linked through HRA; Swedish Farmers' Foundation for Agricultural Research (SLF); Swedish University of Agricultural Sciences (SLU); Swedish Pony Breeding Federation (SPAF); Swedish Trotting Central Association (STC) linked through ATG; Swedish National Veterinary Institute (SVA); Swedish Equestrian Federation (SvRF); Western Riders Association of Sweden (WRAS).

When HNS was first formed in the early 1990s, the existing organisations within the industry worked very much in isolation and were extremely independent. At this time it was suggested by some participants in this study that these institutions did not want to work together as they considered they did their job well, and would continue to do so in the future, so could not see any benefit in joining. One participant stated:

They just worked in their own box. (Interview S01)

However, it appears that over time these organisations have seen the advantages of working together and there is now a much more harmonious environment. Conflicts have diminished and they now collaborate with each other and with HNS, as summarised in a participant's statement:

HNS are important as they work with the government and horse organisations. They pull the different horse organisations together, to create cooperation between them and to make the organisations within the industry stronger by working together. (Interview S19)

Not all are in agreement, however, with one participant suggesting there was a difference between how HNS was set up to operate in 1992 and how it actually works

I think the whole structure is a bit optimistic. It set out to fix something the government felt they needed to do something about. They felt they needed to do something about the equine industry and that was a way to establish that. I don't know if it is the best way, because it is not the normal way to influence an area in society in Sweden at least, but that is the way in which it started. (Interview S02)

HNS, as an organisation, has evolved over time to reflect the changing needs of the Swedish horse industry and equine policy network. One illustration of this is through the re-assessment of the roles of the National Estates undertaken in 2008 by HNS. As a consequence, the Estates have been given more prominence within HNS, and they are now represented through the subsidiary created by HRA (*see Figure 6.1*). The comment above, made in Interview S02, was the only voice within the interviews that expressed concern about the role of HNS. The vast majority of participants were positive about the way in which HNS represented and acted for the industry.

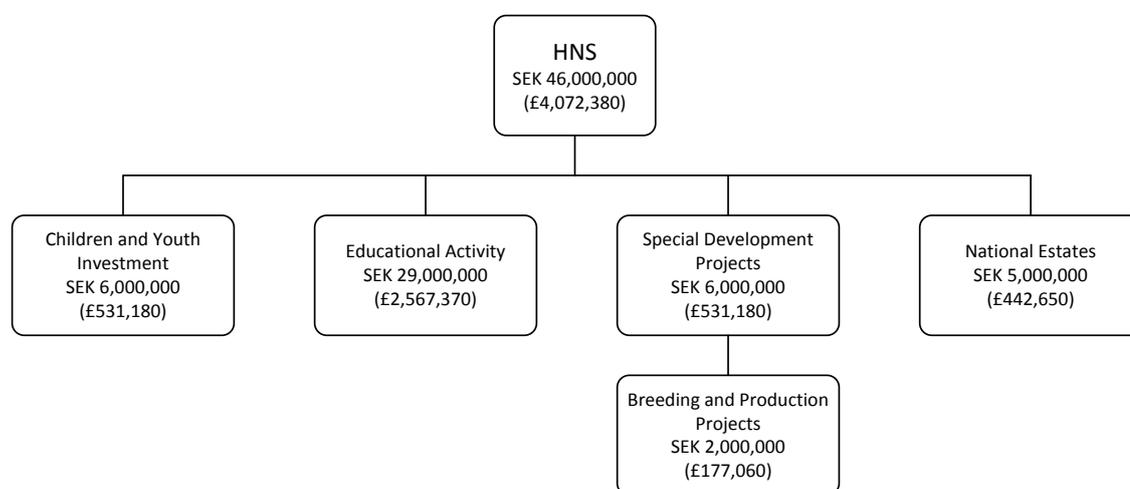
In addition to the tasks described above, HNS also takes on responsibilities that fall outside the remit of other organisations, which means that these institutions can fully concentrate on their core business. For example HNS helps to organise industry-wide

conferences, as in the case of the EU Equus 2001 and 2009 events, and exemplified in Interview S08:

HNS was founded after the government identified the need for an organisation to work for the whole industry. This is the most important objective of the organisation. They take care of things that no one else takes care of ... they also start certain projects which are of interest to the whole industry.

HNS is funded through gambling within the horse industry (see 6.3). This capital is distributed in four specific areas throughout the industry and is detailed in both Swedish Krona (SEK) and Great British Pounds (£) in Figure 6.2 below.

Figure 6.2 **Funding streams for HNS 2009**³⁴



The funding allocated to educational activities includes the responsibility of HNS for the co-funding of Hippologiska, the college education of students in the horse sector. A proportion of this funding (historically about 70 per cent) is allocated to higher level equine studies at Flyinge, Strömsholm and Wången, while the remainder goes to Hästsportens Folkhögskola, the Riding Sport Folk High School³⁵. Of the finance allocated to special development projects to further the evolution of the industry, SEK 2 million (£177,060) is specifically assigned to projects in the breeding and production element of the industry and is used to research and formulate reports which inform planning and decision making by the government. The funding allocated to the

³⁴ HNS, *Om HNS: Ekonomi (About HNS: Economy)*; OANDA Corporation, *FXHistory: historical currency exchange rates, SEK to GBP*, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 04.12.2009]: conversion rate for 1st January 2009 SEK1:£0.08853 (average figure used).

³⁵ Hästsportens Folkhögskola, the “Folk High School” is run by the Association Riding School Strömsholm and uses the equestrian establishments at Strömsholm and Wången.

National Estates is utilised to ensure their role in the development of the horse industry and to improve international competitiveness. At Flyinge some of this money is invested specifically for it to become internationally known as a horse breeding centre.³⁶ The overall amount allocated to HNS in 2009 had increased since 2008, when the allocation was SEK 43 million (£3,332,930).³⁷

As previously stated, the funding of SEK 46 million (just over £4 million), for HNS in 2009, is made possible through taxes on gambling, mainly on horses taking part in trotting races. In contrast, in England the majority of funding generated through gambling on racehorses is paid back into racing, rather than the industry as a whole. This significant integration of the elements of the equine policy network is not evident in England (*see 5.3*).

Another significant point when considering HNS is its central location. HNS is based in *Hästsportens Hus*, which literally translates to “The Horse Sports House”, situated beside the premier trotting racetrack in Sweden at Solvalla. Geographically, Solvalla is on the outskirts of Stockholm, where the Swedish Parliament and Ministry of Agriculture are located. Many other key organisations in the equine policy network also have their head offices in Stockholm, including LRF and Agria. Physically it is also important that HNS is located in *Hästsportens Hus* as several other significant organisations are present in the same building, including ATG, STC, SG and SHF. Not all equine organisations are based at Solvalla, including SvRF which is located at Strömsholm³⁸, the ASVH found at Flyinge, and the SH based in Skara.

Whilst it is not essential for all organisations to be based within the same building or locality, there are many advantages to be gained from this. For example, it facilitates the creation of close relationships and networks, both between people and organisations. As ATG provides a significant level of finance to HNS (*see 6.3*) their location in the same building is important. Housing a number of organisations within the same office can also help with economies of scale. The location of Solvalla on the

³⁶ Bexelius, E., “Utbildningsverksamhet får mest ur potten” (Equine education gains the most from investment), trans. Liljenstolpe, C., *Ridsport*, 8 [2007]: 33.

³⁷ *Ibid*; Hippson Magazine, 18; OANDA Corporation, *FXHistory: historical currency exchange rates*, SEK to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 04.12.2009]: conversion rate for 1st January 2008 SEK1:£0.07751 (average figure used).

³⁸ SvRF was based in central Stockholm until mid-2000, when it relocated to Strömsholm.

outskirts of Stockholm is beneficial when communicating with central government. *Hästsportens Hus* is an impressive building based on a circular foundation, which gives it an air of something special and out of the ordinary and adds to the impact of attending meetings, as offices overlook the racetrack and training and exercise areas.

In summary, each of the research strategies utilised in this study provided evidence of the significant role of HNS in the Swedish, and European, equine policy networks. Through the coding of the interview transcripts the impact of the establishment of HNS became clear. In particular, responses to questions relating to the government and leadership (*Themes A, B and C*) illustrated the importance of the body. These findings were reflected in the documentary analysis and participant observation undertaken. Through the creation of HNS the horse industry of Sweden has achieved a level of coordination not seen in either of the other case studies within this research.

6.3 The funding of the horse industry

An understanding of the way in which the Swedish horse sector is financed is essential in order to be able to fully comprehend the composition of the equine policy network and the integration of the different elements of the industry.

A large proportion of the funding for the industry comes directly from ATG. ATG has an important role in the equine policy network, and is directly linked to HNS through a financial and strategic relationship (*see Figure 6.1*). The relationship between HNS and ATG is important as ATG, along with three other organisations, was a founding member of HNS in 1992.

ATG was established in 1974 by the Swedish government to safeguard the financial stability of trotting and Thoroughbred horse racing. Before ATG's formation, the Swedish horse industry, and in particular the racing sub-sector, was in crisis. Conditions were poor and the operation of trotting and Thoroughbred horse racing was not financially sustainable. In 1974, when ATG was created, its purpose was to ensure that the racing sub-sector in Sweden was viable, through its continued development. In order to do this, ATG was given the monopoly for betting on horses in Sweden and its board was carefully structured to ensure it could be managed

correctly. Although jointly owned by STC (which owns 90 per cent) and SG (which owns 10 per cent), the government is in the majority on the board of ATG. Of the eleven seats, the government is allocated six, including the Chairman, STC four and SG one. The split of seats between STC and SG reflects the proportion of trotting racing compared to Thoroughbred horse racing in Sweden, as illustrated in the ownership of ATG (90 per cent trotting; 10 per cent Thoroughbred horse racing). The government was given the majority of seats to safeguard the long-term future of the sport as it was deemed it was more likely to make decisions considering the overall good of the sport, rather than looking for quick fixes by focusing on short-term benefits. Prior to 1974 Sweden was one of the smaller trotting nations. However, through careful management of the sub-sector, partly due to the funding generated by ATG, it is now recognised as one of the top three countries in the world, after France and Italy³⁹.

Since 1974 the government has maintained the majority vote within ATG and the structure of the board has been retained. Through evidence gathered in formal interviews and informal discussions with people within the industry, it would appear this arrangement does not cause friction within the equine policy network. ATG is recognised industry-wide as providing significant funding, and is appreciated for this. This was clearly stated by a number of participants:

ATG ... finance about half the turnover within the horse industry, through various channels. There would be a very small harness and Thoroughbred racing sector [sub-sector] without them. (Interview S08)

ATG are very important to us, as they are [one of] our funders. (Interview S09)

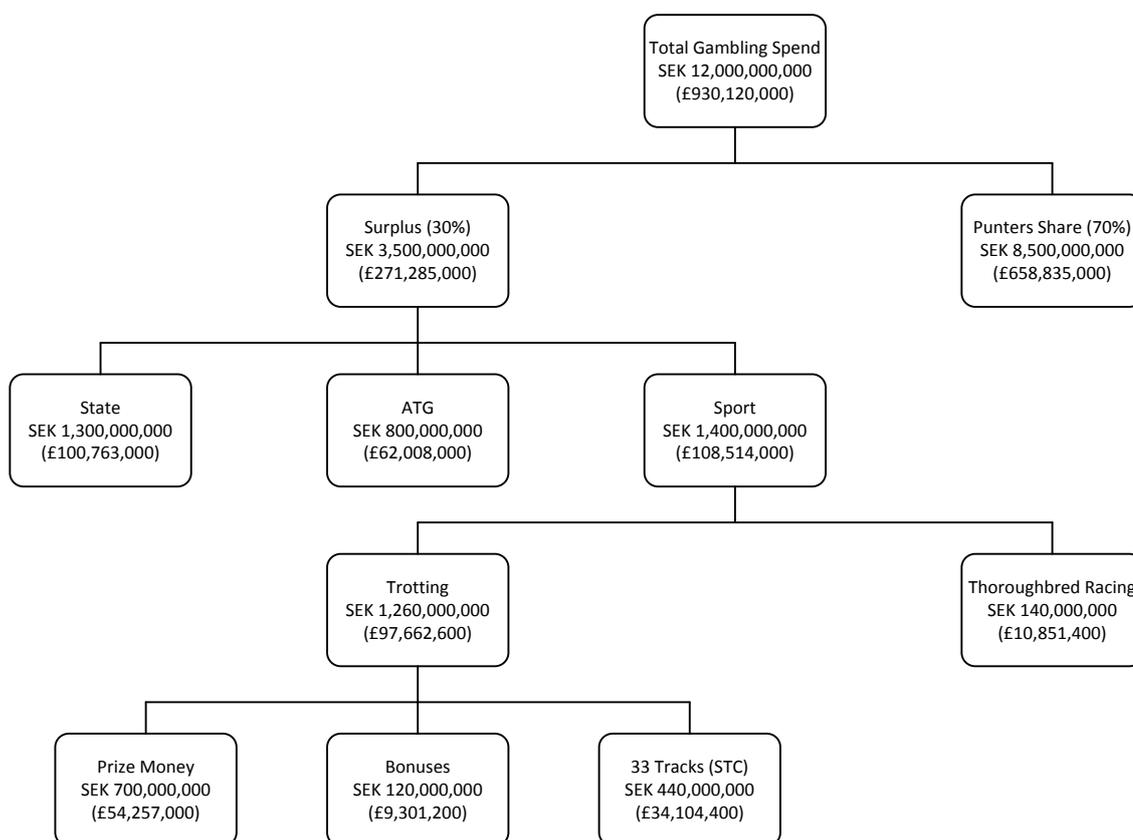
It should be noted that gambling on horse racing in Sweden is based upon the pari-mutuel model of betting, which is different from fixed-odds betting offered in England. In fixed-odds gambling the payout is agreed at the time the bet is placed, whereas in the pari-mutuel model the final payout is not decided until the pool is closed. In the pari-mutuel model the pay-off odds are calculated by sharing the pool among winning punters after an automatic amount is taken out. The amount taken out is usually pre-allocated to a number of causes including the state, the operator's expenses and the horse industry. In Sweden, the betting industry is state-regulated, with the government deciding to return around 70 per cent of money to the gamblers. The

³⁹ UET, *Statistics 2008*, [Paris: UET, 2009].

remaining 30 per cent is then split as a surplus. One of the significant differences between the two models is that in the pari-mutuel method the betting operator's profit is not linked to the outcome of the race, or the number of winning tickets, whereas in the fixed-odds method the profit made by the betting company is directly related to the outcome of the race. Therefore, in the pari-mutuel model the operator is guaranteed a certain level of return as long as bets are made. It is estimated that worldwide 76 per cent of bets placed on horse races are made utilising the pari-mutuel model, while 24 per cent are placed with the fixed-odds method.⁴⁰

The way in which the funding is generated and then divided between gamblers and the industry, and also within the industry, is detailed in Figure 6.3 below.

Figure 6.3 **Funding streams for ATG 2008**⁴¹



⁴⁰ Examples of countries offering the pari-mutuel model include Sweden and France, while those offering fixed odds include Ireland and the United Kingdom. Bélinguier, B., "The Economic and Social Impact of Horse Racing to the European Economy" [paper presented at *EU Equus 2009 Conference*, Uppsala, Sweden, 29 October 2009].

⁴¹ OANDA Corporation, *FXHistory: historical currency exchange rates*, SEK to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 04.12.2009]: conversion rate for 1st January 2008 SEK1:£0.07751 (average figure used).

During the course of this study, the European Union has challenged Sweden's betting arrangements. It is likely the Swedish government will retain the monopoly on some types of betting, for example online casinos and fruit machines. However, it is anticipated that from 2010, sports betting, including betting on horse racing, will become subject to a licensing system similar to that in operation in France. It is very important to the Swedish horse racing sector that they retain the same level of financial support (around 12.5 per cent of betting turnover), which they currently have from the betting industry. If this does not happen it is anticipated that the sector will struggle. The arrangement is also good for the industry as a whole, as HNS receives considerable funding from ATG: SEK 46 million (£4,072,380) in 2009 (*see 6.2*).

Funding also comes to the industry from a number of other sources. Non-governmental sources include Agria, the animal insurance company, which is involved in sponsoring a number of organisations within the industry and subsidises research. LRF and the Swedish Farmers' Foundation for Agricultural Research (SLF) also provide funding for research and allocate financial support in other ways to the industry: for example LRF was involved in organising the EU Equus 2009 conference.

The government funds certain parts of the industry. SLU is unique amongst educational establishments in Sweden, as it is not financed by the Ministry of Education, but rather the Ministry of Agriculture. SLU is an agency of the Ministry of Agriculture, which is illustrated in the financial and strategic relationship between the two institutions shown in Figure 6.1. SLU's remit is wide, covering knowledge and skills in the horse sector as well as agriculture, forestry, food industry, environmental management and protection, eco-cycle systems, biotechnology and veterinary medicine disciplines. The Ministry of Agriculture also has a financial and strategic relationship with the Swedish National Veterinary Institute (SVA), another government agency which is a collaborative partner of HNS. SVA is important to the horse industry as it has actively carried out research into a number of equine conditions including Equine Influenza Virus and Contagious Equine Metritis, and plays a crucial role in the

monitoring of many exotic diseases including African Horse Sickness and West Nile Virus.⁴²

Within the equine policy network, ATG is of crucial importance as it provides considerable funding. Although not active in deciding policy in every element of the network, funding from ATG does touch the majority. It is not anticipated that the Swedish government wishes to change the way the funding through ATG is structured and distributed throughout the network, so it is likely that the government will actively oppose any restrictions the European Union attempts to place upon the manner of the implementation of betting revenues.

Other organisations, including LRF, Agria and SLF also play an important role within the equine policy network, providing additional sources of funding, much of which goes into education (*see 6.2*) and research (*see 6.4*). Again, they are not active across all elements of the network, but their contributions are considerable and the industry would be much less financially stable without them. The inclusion of LRF and SLF marks a blurring between the equine policy network and the agricultural policy network (*see 6.2 and 8.6*).

6.4 The research element of the equine policy network

The research element of the Swedish equine policy network is significant to the horse industry. Its evolution and development clearly illustrate the power given to and held by HNS and in particular Olof Karlander, who retired from the post of CEO in 2007. This power was given to HNS and Mr Karlander firstly by the board of HNS and secondly by the Swedish government, as is explained below.

Historically, research was first included within the remit of HNS in 1995. During the second Board meeting of HNS, Olof Karlander was asked to consider research within the horse industry in the context of the university equine education programme which had recently begun in Sweden. A Board member highlighted how an educational

⁴² Ministry of Agriculture, *This is the Ministry of Agriculture* [Stockholm: Ministry of Agriculture, 2008]: 6.

programme at university level could not take place without a research strand running alongside it, and this rationale was used to consider the role of research within the Swedish horse industry. It could be suggested that members of the policy network were keen to emphasize to the government the legitimacy of formalised equine education within the college and university framework and saw official, recognised research as one way of achieving this, in conjunction with raising the profile of the industry.

In order to include research within the remit of HNS, one of the first things Mr Karlander did was to compile a “memorandum” on research. This identified that ATG had been involved in research in the horse industry since 1977, funding its own studies, and had a specific research committee overseeing this. SvRF also had a research committee, but no funding to put towards it. LRF had its own research organisation for agriculture. As Mr Karlander had very strong ties with LRF, through a long-established friendship with Bo Slättsjö, then Chief Executive, he asked Mr Slättsjö what LRF could do to help. Mr Karlander felt the Swedish horse industry could not continue with the status quo: a research committee in ATG with funding, a research committee in SvRF without any funding and LRF having interests in a similar area; so he suggested they cooperated and promoted the idea of united activity.

The joint activity of these organisations (with SvRF and ATG firmly situated within the equine policy network, and LRF straddling the equine and agricultural policy networks), having already been involved in the creation of HNS, represented the evolution of a closed equine policy network into one which began to expand its horizons. The way this development occurred, through the friendship between two powerful men within HNS and LRF, illustrates the significance of personal contacts and networks. Undoubtedly this friendship, and the involvement of LRF in the creation of HNS, eased the way for the initiative to progress. The changing role of the horse within Sweden and its increasing popularity as a recreational animal, alongside the decline of agriculture, will also have played a part in the desire of LRF to become further embedded within the equine policy network and the subsequent evolution of the industry, as a way to assist its members.

Research featured in the second Horse Parliament held in 1998 and in the 2000 Ministry of Agriculture report *En Svensk Hästpolitik*⁴³. However, it was not until 2004 that it was formally recognised, with the establishment of an organisation to represent research within the industry and to the government.

On 1st January 2004, SSH was created to co-ordinate and promote research within the horse industry and give the industrial policy work undertaken by HNS more importance⁴⁴, through a partnership between ATG, LRF and Agria. As previously stated, Agria is the largest animal insurance company in Sweden, supplying insurance cover to more than 40 per cent of the 75 per cent of horses insured in Sweden.⁴⁵ Agria had also been active for a number of years in horse research in Sweden, although this was not noted in the original research memorandum.

SSH, as an organisation, had a dual purpose. Firstly, it aimed to foster research within the industry, from the point of view of the industry. Secondly, it wanted to jointly finance research with the government, with 50 per cent of funding provided by the government and 50 per cent by the industry. The recognition of SSH by the government in this way, through the joint funding of research, implies several significant points. Firstly, SSH was accepted by the government as the organisation with the authority to deal with research within the horse industry. Secondly, in recognising SSH the government was not only allowing it to enter the equine policy network, it was also endorsing it as a *bona fide* member of that network.

The joint funding arrangement was seen to be important, although it was not always popular with SLU. Ideally, SLU would have liked to take the “research initiative” from a scientific angle and use that to decide which projects to focus upon. However, Mr Karlander and HNS wanted to give the industry responsibility for the areas in which it identified the need for research. In the course of the interviews held in Sweden during the field work this was explained as the difference between a production perspective of research (from the University’s viewpoint) and a market perspective (from the industry’s viewpoint).

⁴³ Commission on Equine Policy, 6 – 7.

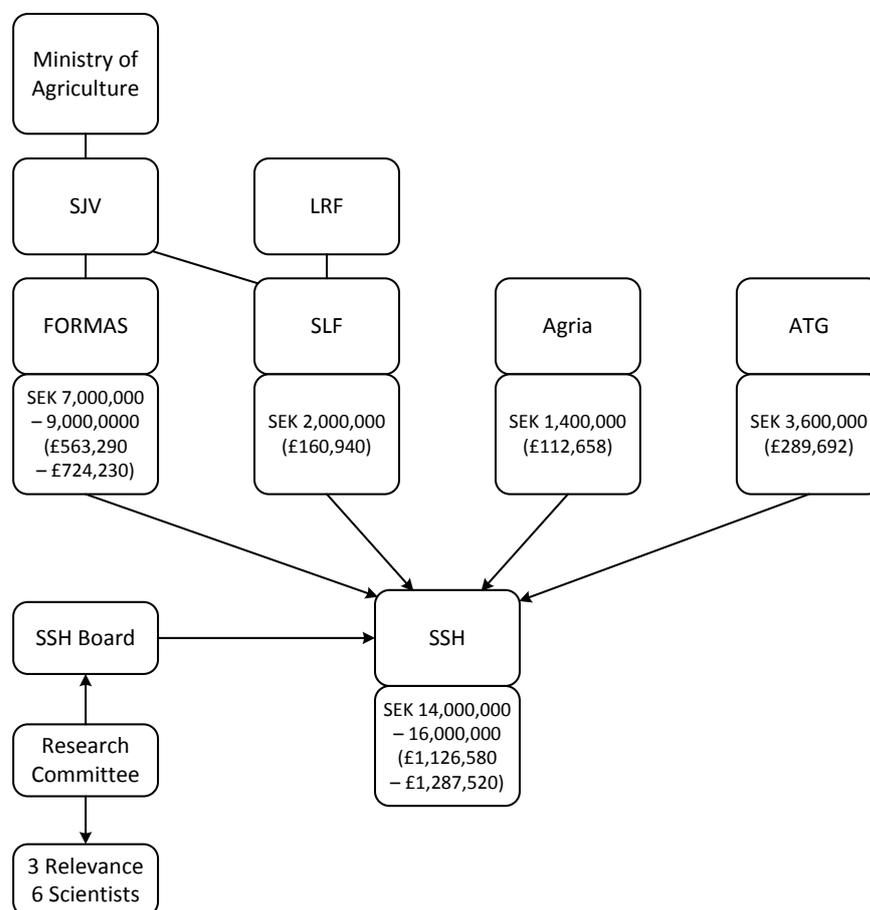
⁴⁴ HNS, *Verksamhetsplan: 2008 – 2010, (Annual Report: 2008 – 2010)*, 4.

⁴⁵ Egenvall *et al.*, “Morbidity of Swedish horses insured for veterinary care between 1997 and 2000: variations with age, sex, breed and location,” 436.

SLU's role in the research policy network was not as significant as it would have liked. By allowing HNS to take the initiative in controlling research, SLU was relinquishing some of its power within the research element of the equine policy network. SLU's role is to carry out research once it has been approved. Actors who have responsibility for this approval retain power over SLU by holding the key to research funding, as if a research project does not meet expectations it can lose its funding.

Upon its inception in 2004 SSH became a subsidiary of HNS, and received funding annually from a number of sources. A summary of the funding received in 2008 can be found in Figure 6.4 below.

Figure 6.4 Funding streams for SSH 2008⁴⁶



As can be seen from the diagram above finance is sourced from different organisations. This offers an illustration of the level of cooperation that exists within

⁴⁶ OANDA Corporation, *FXHistory: historical currency exchange rates*, SEK to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 27.11.2009]: conversion rate for 31st October 2008 SEK1:£0.08047 (average figure used).

the Swedish horse industry. The non-governmental organisations above (LRF, SLF, Agria, ATG and SSH) are all active in the equine policy network in relation to research; some are active in more than one element of the network.

Funding through FORMAS (a government-run research board) is at least SEK 7 million (£563,290) each year, and comes from the Ministry of Agriculture, via SJV. However, if there is any surplus funding from FORMAS, for example if they do not get enough good research projects in other areas the amount of funding for research in the equine industry might increase. In 2006 and 2007 an additional SEK 2 million was awarded to SSH by FORMAS, which was spent on funding PhD students for a three or four year period.

SLF funding is generated through the “Green Tax”⁴⁷ from the agricultural sector. This is sourced through a tax which farmers and other land-based businesses pay on the purchase of pesticides and fertilisers, and on every kilo of meat or litre of milk produced. This funding is directed from the Ministry of Agriculture, via SJV, to SLF and then onto SSH. Approximately SEK 80 million (£6,437,600) was produced in 2008 through this scheme. Of that money SEK 2 million (£160,940) was provided to SSH by SLF. SLF not only funds research into the horse industry, it also finances projects in many areas linked to agriculture including bioenergy, dairy production, economic growth and business and horticulture.

The evidence provided by the funding allocated by FORMAS, and particularly SLF, illustrates the blurring of the equine policy network with that of the agricultural policy network in Sweden, as did the role of LRF in the establishment of HNS (see 6.2). Again this was due to the growth of the influence of the horse within the agricultural industry, as the number of LRF’s members who had some form of equine interest had significantly increased. Some members had diversified into a horse enterprise, for example a livery yard, and others were new members with an equestrian interest, who joined as they felt membership would enhance their countryside experience. In order to give these members value for money LRF needed to offer tangible benefits for the

⁴⁷ It should be noted that the Green Tax is being abolished in 2010. At the time of writing it is unknown what form replacement funding will take.

horse industry, alongside the benefits it offered for agricultural members. One way of achieving this was to help in the funding of an aspect of the sector, in this case research, to underpin selected areas of the industry.

Agria also provides around SEK 1.4 million (£112,658) of funding for research. By investing in research in relevant parts of the industry and publicising it to the wider equestrian public, Agria feels claim levels will be reduced in the long term. Its involvement within the equine policy network is quite different from that of the insurance industry in England where there are many more equine insurance companies.⁴⁸ However, the proportion of horses insured in England is much lower, at around 26 per cent of professional horses, while the percentage of privately owned insured horses is unknown.⁴⁹

ATG's history of supporting and contributing to research within the industry dates back 25 years. This interest began with the ATG Horse Clinics, which are now a subsidiary of HNS. As ATG gains its income through trotting and Thoroughbred racing it is important that best practice in all areas, for example veterinary science, welfare and breeding, is undertaken, and contributing to research helps to achieve this. In 2008, ATG provided SEK 3.6 million (£289,692) to SSH. As previously discussed (*see 6.3*) ATG provides much of the funding to the industry as a whole through the horse race betting levy via links to the Ministry of Finance. Its involvement in the research element is important as it further illustrates the industry-wide participation, rather than the racing-specific involvement found in the horse racing sub-sector in England.

The funding agreement SSH has with Agria and ATG runs for three years, from 2008 to 2010, resulting in SSH being guaranteed SEK 14 million (£1,126,580) for 2008. However, the funding from the Ministry of Agriculture, through FORMAS and SLF, is annual, and not guaranteed for a three year period. Therefore, SSH has to keep some money back in case it does not receive the same level of funding in subsequent years.

⁴⁸ For example: NFU, Petplan, Equine and Livestock, South Essex Insurance Brokers (SEIB), Equestrian Direct, KBIS Ltd British Equestrian Insurance (KBIS), British Equestrian Insurance Brokers Ltd (BEIB), Animal Insurance Management Services Ltd (AIMS), Horse and Rider and Shearwater are all active in England.

⁴⁹ BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]: 50 – 51.

In order to scrutinise research proposals ATG, Agria and SLF all have representatives on the Research Committee of SSH. This Committee also has six members who are scientists covering different areas of interest. Sometimes these people come from Norway and Finland as they are less likely to have a conflict of interest with the projects, although they do not always have competencies within the equine industry. Research was broken down into the following areas in 2008, with the amount of funding allocated in brackets:

- Health, disease and injuries (~ 50 per cent of funding)
- Breeding, feeding and reproduction (~ 25 per cent of funding)
- Horse and man, environment and society (~ 25 per cent of funding)

The third category is further split into two subcategories (entrepreneurship and development; climate and sustainability) and was described as an up and coming area (Interview S09). Traditionally research in the Swedish horse industry had been dominated by veterinary scientific projects considering different aspects of horse health, but the split of funding demonstrated above shows how this has evolved and studies considering other areas are now included.

Historically, SSH holds annual seminars, usually four in total during the autumn of each year, around Sweden to disseminate the research that has been carried out. These are backed up by documents detailing all of the different scientific projects carried out during the last four or five years in an easily accessible format similar to a popular report. Publicising this research gives people and organisations outside the equine policy network an opportunity to see what is being done. The seminars also provide a platform for actors within the policy network to interact with members outside the group.

In late 2009 SSH linked up with the organisation representing research in the horse industry in Norway and its associated bodies, including the Norwegian Ministry of Agriculture and Food, to form SHF. SHF controls the allocation of research funding within the horse industry in Sweden and Norway. For the 2009 round of submissions (assessed in October 2009 with the final decision being made in December 2009) an

additional Norwegian Kroner (NOK) 6 million (£642,600) was added to the Swedish industry funding contribution⁵⁰.

The introduction of Norway into the research foundation in Sweden will have an interesting impact on the Swedish equine policy network. The research element of the network will not only be influenced by Swedish policy, but also by Norwegian policy. This may lead to some conflict within the network, whilst power is being redistributed among members.

The way research funding is handled in Sweden is very different from the model used in England. In England, funding comes from a number of sources and there is no coordinated approach. In Sweden SHF, and previously SSH, holds the key for anyone wishing to obtain funding from the government for a research project.

The Swedish research funding model offers an example of the way in which many networks within its horse industry operate. The funding network is small, with four key providers, and was partially formed through personal friendships forged over a period of time between two CEOs of key organisations. This network was created after the need for unity had been identified by a leading organisation within the industry. It took a considerable time (nine years) for SSH to be formed, following the initial identification of that need. It could be argued that the creation of SSH is a reflection of the way in which Sweden as a country likes to be organised, and values the positive aspects of collaborative working.

Research clearly plays a significant role in the equine policy network in Sweden. The formation of SSH, now known as SHF, was influenced by internal forces within the network (the creation of HNS and subsequently the university-level educational programme), resulting in the recognition that research needed to be elevated higher up the agenda of HNS and the industry as a whole. Policy network members also felt it needed to feature explicitly within the network. This element of the equine policy

⁵⁰ HNS, *Foundation for Equine Research*, HNS, <http://www.nshorse.se/cm/forskning> [accessed 21.11.2009]; OANDA Corporation, *FXHistory: historical currency exchange rates*, NOK to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 29.12.2009]: conversion rate for 1st December 2009 NOK1:£0.10710 (average figure used).

network is closely connected to the agricultural policy network, while the collaborative relationship with Norway brings an additional dimension. It could be argued that HNS wanted to ensure it had increased control over the research carried out and was not content with the concept of the government controlling this through other channels. However, the recognition given to the horse industry by the government before HNS formally identified research as an area for expansion would suggest it was happy for the institution to take full responsibility at that time. This is now illustrated by the role of SHF as it deals directly with the government (through its links with FORMAS and as a subsidiary of HNS) and other institutions within the network. The process of recognising research within the equine policy network may also have helped to legitimise equine education to the Swedish government.

6.5 The breeding element of the equine policy network

The breeding element of the Swedish equine policy network is an important sub-sector, as it represents an activity which is vitally important to the continuation of the industry. The organisational landscape surrounding breeding and studbooks in Sweden is similar in some ways to England, but very different in many others. This section highlights two particularly notable areas (the development and role of the National Stud and the organisational landscape surrounding Swedish studbooks) and will draw out selected comparable points and divergences within these areas, considering them alongside the conceptual framework of policy networks.

6.5.1 The National Stud

Government involvement in the breeding of horses in Sweden can be traced back to the mid seventeenth century. In 1661 Flyinge, in southern Sweden, was established as the state breeding station and Royal Stud by King Carl Gustaf X of Sweden. Flyinge remained the state funded National Stud of Sweden until 1983, when it became independent of the government and a foundation – Flyinge AB (Flyinge Ltd) – was formed. Flyinge AB was founded through a collaboration between ASVH, ASVT, SFAF and SRC. The first three associations represented the major studbooks in Sweden, while the final organisation acted for the end user of the horses bred at Flyinge – the

rider. During 1995, responsibility for Flyinge AB was transferred to the then fledgling HNS, although the founding organisations still remained involved. Today, Flyinge AB still exists as a company, but it is now a part of HRA, a subsidiary of HNS.

Originally Flyinge was created to support the breeding of Swedish cavalry horses. However, when the role of the horse in the military declined, finally disappearing in the middle of the twentieth century, its attentions turned to the breeding of Sport Horses. During the twentieth century Flyinge was mainly a stallion station, where the complete Swedish stock of breeding stallions, about 50 in total, was based. These stallions would then be distributed around the country, to local breeding stations, during the breeding season. Once the breeding season was over, usually in July or August, the stallions returned to Flyinge to continue training in their specific disciplines. However, since the introduction and increasing use of artificial insemination (AI), the need for stallions to travel around Sweden has diminished, and they now stay at Flyinge while their semen is distributed to one of the 200 insemination stations around the country.

Whilst Flyinge's core business activity for many hundreds of years has been the breeding of horses through the provision of stallions, more recently additional income streams have been added. Firstly, the role of educating students in the horse industry has become an important aspect of its activities. A college-level programme for 30 students between the ages of 16 and 19 runs annually at Flyinge, alongside a two year university level course, operated in conjunction with SLU and Strömsholm. This higher level course is aimed at people considering employment as stable managers or riding instructors within the horse industry. The first year is completed at Flyinge, while second year students who wish to become riding instructors move to Strömsholm. Those aiming to become stable managers remain at Flyinge. Secondly, Flyinge holds many events and competitions for the disciplines of dressage, show jumping, eventing and driving, together with a number of stallion shows which are used to promote Swedish horses.

When Flyinge AB's primary activity of breeding Sport Horses is compared to the interests of its founders a significant point is raised. Only two of the founding

institutions had a direct interest in the Sport Horse: ASVH and SRC. ASVT and SFAF did not, their concern lay with the racing sub-sector and the breeding of trotters and Thoroughbred horses. It is noteworthy that these organisations came together at this time to establish Flyinge AB, as it provides an early illustration of the development of the equine policy network and the breeding element within it. It also demonstrates the capacity for collaborative working within the equine industry in Sweden, through the way in which the organisations worked together.

The formation of Flyinge AB in 1983 made it the first privatised National Stud in the world. Much interest was generated from horse industries in other countries. Under the direction of the appointed CEO, Prof Ingvar Fredricson, and representatives of the organisations who created the Foundation, a development plan was drawn up. Through the implementation of this plan, and the sponsorship of a number of companies and institutions within the horse industry, Flyinge flourished, becoming a centre with many interests.⁵¹ Prof Fredricson was in post at Flyinge for a period of 15 years, from its creation as a Foundation in 1983 until 1998, when he retired. The guidance he provided gave Flyinge stability while it was first established and then expanded. Prof Fredricson has been mentioned by many participants (not just formal interviewees) within this study as being greatly influential in both the Swedish and wider equine industries. His role was also highlighted by a Dutch interviewee (Interview N05) as important in Sweden and further afield.

The role of Flyinge within the equine policy network is interesting. As a part of the HNS subsidiary HRA, along with the centres at Strömsholm and Wången, Flyinge plays a role in both the breeding and education elements of the network, making a significant contribution as a component part of HNS.

The British National Stud is based upon Thoroughbred breeding rather than the breeding of Sport Horses or Warmbloods. Instantly, this imposes a significant difference between the two as AI is not allowed in the breeding of Thoroughbred racehorses, and therefore this makes the physical location of a stallion very important

⁵¹ Fredricsson, I. "The Swedish Sport Horse," in *Proceedings of Horse Industry Association of Alberta Horse Breeding and Owners Conference*, Red Deer, Alberta USA, January 2003.

to prospective customers, who will be mare owners. Similarly to Flyinge, its original purpose was to breed horses for military purposes. This then changed to breeding horses for racing when the role of the horse in the military declined between the two World Wars. In 2008 the British government formally transferred its interest in the National Stud to the Jockey Club. This was as a result of government policy to withdraw its direct involvement in the administration and financing of racing (see 5.5.1).⁵²

6.5.2 The organisational landscape of the breeding element

Studbooks in Sweden represent a large proportion of the breeding element of the equine policy network. The majority of these, around 30 in total⁵³, are members of SH, which was formed in 1985, and in 2009 was led by Dan-Axel Danielsson. Each of the studbooks represents a different breed or type of horse in Sweden, with a small amount of overlap⁵⁴ occurring between certain associations. The only studbooks not found in membership of SH are those involved in racing (ASVT and SFAF), the Swedish Akhal Teké Association (SATA), ASHA of Scandinavia (Swedish American Saddlebred Studbook) and the Swedish and British Riding Pony and Sports Pony (BRP). The two racing studbooks are large organisations in their own right and link through their respective governing bodies to other organisations within the horse industry (STC and SG). They also have a praxis relationship with HNS (see Figure 6.1). It is unclear why the remaining three studbooks are not members of SH, but it is thought that individually they do not have high memberships – there are only about five Akhal Teké horses in Sweden – and they do not feel it necessary to belong to the Foundation.

SH undertakes a number of roles for these studbooks. For example, small studbooks which do not have many resources can utilise SH in order to help them register and become a recognised studbook with SJV. SH also organises a number of breed shows where many associations come together to evaluate their stock, reducing the cost to

⁵² The National Stud, *History*, The National Stud, <http://www.nationalstud.co.uk/about-History.asp> [accessed 01.01.2010].

⁵³ SH, *Medlemsföreningar (Member Associations)*, SH, <http://www.svehast.se/sh/doc/1007.asp> [accessed 28.11.2009]. The number fluctuates year on year. In 2009 the number of member studbooks was 30.

⁵⁴ “Overlap” occurs when a horse may be registered with more than one studbook as falls into the categories offered by these different associations.

the studbooks. Judges are trained to assess more than one breed, again lowering studbook costs. The larger studbooks, such as ASVH, Swedish Icelandic Horse Association (SIF) and Swedish Shetland Pony Studbook (SSS), all have their own conformation evaluation shows, sometimes linked to their mother studbooks⁵⁵.

The main studbook for Sport Horses (or Warmbloods) in Sweden is ASVH, which was formed in 1928 by breeders of the Swedish Warmblood to promote the Swedish Warmblood for riding purposes. The Army supported ASVH, as it felt ASVH would improve horses produced for military purposes. Over time the role of the Swedish Warmblood evolved, from being a battle horse to a competition and recreation animal in the modern era. This can be seen in the changing role of Flyinge (*see 6.5.1*). ASVH has strict standards for each type of horse (for example dressage or show jumping), and these standards have enabled the creation of a breeding programme which has achieved much success. Each horse is evaluated at a series of young horse tests which take place from the age of three to six years.⁵⁶ ASVH is ranked fifth for dressage, ninth for jumping and 13th for eventing in the WBFSH 2009 rankings lists for studbooks.⁵⁷

ASVH was highlighted by a number of interviewees for its role in the Swedish horse industry. When the coding of interview responses was undertaken the role of ASVH was prominent in a number of areas, including the relationship between the Sport Horse sub-sector and other sub-sectors, equine evaluations, history, database and estimated breeding values (*Themes E, I, K, M and N*). The studbook has many roles within the industry. In order to compete, horses need to be registered with, or licensed by, a studbook:

The Swedish Warmblood Association is important as part of its role is to provide horses registered in its studbook with licences to compete. With their new computer system it can now be done with one click, the horse that is registered can be found and the licence can come from that information. It takes a lot of sources of faults away. (Interview S10)

⁵⁵ For example, SSS is the Swedish daughter studbook of The Shetland Pony Studbook Society based in Britain.

⁵⁶ ASVH, *Swedish Warmblood Association*, [Flyinge: ASVH, 2008]: 2, 5, 6.

⁵⁷ WBFSH, *FEI/WBFSH World Ranking List – dressage horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009; WBFSH, *FEI/WBFSH World Ranking List – eventing horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009; WBFSH, *FEI/WBFSH World Ranking List – jumping horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009.

ASVH also collaborates with many other organisations in the industry, including the SvRF. One aspect of this collaborative relationship is the young horse evaluations.

There is a lot of collaboration between the ASVH and SvRF in relation to running young horse evaluations and competitions. ASVH is very important as those evaluations provide the mechanism for assessing young horses and therefore play a role in the success of the breeding programme for Swedish Warmbloods. (Interview S19)

The role of SvRF in this context is to provide information on the competition results achieved by horses throughout their careers, which are then linked to ASVH so that an individual horse's progress can be assessed against its peers'. ASVH and SvRF also collaborate through a company called "Swede Horse" which was formed in 1983 to promote the Swedish Warmblood horse. Ownership of Swede Horse is split equally between ASVH and SvRF, with Agria providing financial assistance through sponsorship.⁵⁸ Swede Horse clearly illustrates a collaborative relationship between a key breeding organisation and another institution in the sport and recreation sub-sector within the horse industry. It also clearly demonstrates the active role of Agria within the equine policy network, as a joint funder of Swede Horse.

There are strong links between ASVH and the British Equestrian Federation (BEF) in England. The BEF's Young Horse Evaluations⁵⁹ were based upon the model offered by ASVH. Although the BEF's model has now been adapted to better suit the needs of British users, the BEF has been able to considerably accelerate its own breeding programme through the adoption of another, tried and tested, evaluation programme. It is interesting that it is the BEF, an Equestrian Sporting Federation, which has implemented this programme in England, rather than a studbook. As discussed earlier (see 2.4), it is striking that ASVH represents the breeding, production and promotion of the Swedish Sport Horse, which has its own recognised type. However, there is no recognised English or British Sport Horse, and there are a large number of studbooks representing different types of Sport Horses in England (see 5.5.2).

It is now appropriate to return to SH and its role within the industry. SH's remit is to represent its members' common interests to the government (Ministry of Agriculture

⁵⁸ Fredricsson.

⁵⁹ Now named "Futurity Young Horse Evaluations".

and SJV) and other interested parties and to promote and develop the quality of the breeding of horses in Sweden, for all horses except racehorses. This objective includes representing these organisations to HNS. However, some people within the industry feel SH has not promoted and developed the quality of the breeding of horses in Sweden, as it has failed to develop an efficient, computerised horse database to record details of each horse. This issue was raised several times through the field research completed in Sweden, as a particular area of frustration within the industry and policy network. Evidence of this discord was found in the interviews and documentary research. In his paper to the Horse Industry Association of Alberta, Prof Fredricson argued that SH's failure to deliver on this specific need resulted in it not playing the major role in the breeding of horses that it should have done, especially for ASVH.⁶⁰ It was also suggested by some interviewees that this was one of the reasons why ASVH and SIF, as two of the largest studbooks in Sweden, became members of HNS independently of SH, around 2006. This has been proved through their strategic relationship of HRA (*see Figure 6.1*).

The absence of a central database recording thorough details of each horse in Sweden was mentioned by a number of interviewees. While SH does now have a very basic database holding limited details of some individual horses in Sweden, ASVH and SvRF launched their own database, called "BLUP"⁶¹, in the summer of 2008. BLUP holds many details of horses registered with ASVH, including basic horse details, pedigree, breeding evaluation results, competition results, offspring and other relevant details.⁶² A number of comparisons can be drawn between BLUP and the National Equine Database (NED) in England: both record basic details of horses; BLUP includes ASVH specific results, for evaluations and so on, including competition performances; NED holds competition and other results where available. However, while NED is a centralised database coordinating these data and results for all studbooks and Passport Issuing Organisations (PIOs) in England, BLUP only records details of those horses registered with ASVH. The data on NED are updated more regularly than that on BLUP. A number of interviewees were shown a pilot version of NED while the

⁶⁰ Fredricsson.

⁶¹ BLUP is a generic term standing for Best Linear Unbiased Prediction. It is used to estimate genetic values in a number of different species of animals, including cattle and horses.

⁶² This database can be found at: <http://www.blup.se>.

researcher was in Sweden in the summer of 2008: all participants were impressed with the facilities it offered, particularly in respect of it covering all horses in England rather than those specifically registered with one organisation.

Analysing the role of SH within the breeding element of the equine policy network is very interesting. Those studbooks in membership of SH are automatically part of this element of the network, although they are one step removed as SH acts on their behalf. For some studbooks this relationship will be adequate. However, others may not feel this gives them enough power within the network and they have become members in their own right. Two of the largest studbooks in Sweden, ASVH and SIF, have done this, although the reasons for their gaining independence are not entirely clear. It could be that they felt under-represented by SH within the equine policy network and therefore sought their own, independent status, to rectify this. By having separate membership of HNS, in addition to their association with SH, ASVH and SIF have a more powerful voice to represent their membership and bypass any inadequacies which they perceive SH to have.

Through its representation of the majority of studbooks in Sweden to the government and HNS, SH should have a strong, loud voice. However, this voice might be deemed to be diluted by the separate memberships of ASVH and SIF in HNS. Conversely, it could also be argued that this voice is strengthened, as sitting around the table within HNS are several organisations representing the breeding sub-sector. If these three organisations (SH, ASVH and SIF), do not agree on an issue, the situation and subsequent route forward or decision may become confused, and it is therefore important that they do speak with one voice for their individual benefit and the advantage of the breeding element.

The exclusion of certain studbooks from membership of SH is also notable. Whilst it is understandable that the two organisations involved in racing (ASVT and SFAF) may not wish to be included in SH due to representation through other channels within the network, it is unclear how SATA, ASHA of Scandinavia and the BRP gain any form of

representation. There are a total of around 35 studbooks⁶³ in Sweden, and only three (or 8.5 per cent) are unrepresented within the policy network. Perhaps these studbooks do not feel it necessary to belong to the policy network. Certainly in the case of the SATA, it may be financially prohibitive for them to join. This exclusion could be for a number of reasons. Possibly, they do not play by the “rules of the game” as recognised by the other members of the group, or they may feel they do not need representation. Whatever the motivation for their non-representation, there is an element of exclusion that cannot be ignored in this study.

6.6 The sport and recreation element of the equine policy network

The sport and recreation element of the Swedish horse industry is important for the equine policy network, as it represents a significant proportion of riders. The key organisation within this sub-sector is SvRF, which represents horse sport in Sweden⁶⁴.

SvRF, in its current formation⁶⁵, was created in 1993 following the merger of four prominent equestrian organisations, all of which had an interest in the sport and/or riding elements of the horse industry.⁶⁶ Sweden has approximately 500,000 riders⁶⁷, 200,000 of whom are members of SvRF.⁶⁸ It is estimated that 26,000 (13 per cent) of the membership ride competitively.⁶⁹ Equestrianism is a highly favoured activity in Sweden, being recognised as the most popular sport after football.⁷⁰

In contrast to the situation in England (*see 5.4*), SvRF directly represents all equestrian sporting disciplines, in addition to recreational riders, as illustrated below:

⁶³ Approximately 30 member studbooks within SH, plus ASVT, SFAF The Swedish Akhal Teké Association, ASHA of Scandinavia and the Swedish and British Riding Pony and Sports Pony makes a total of 35 studbooks.

⁶⁴ This does not include Thoroughbred, Arabian and trotting (harness) racing.

⁶⁵ The origins of SvRF can be traced back to its initial foundation during 1912, when equestrian disciplines were first included within the Olympics at Stockholm.

⁶⁶ These organisations were: Swedish Rural Riders (SLR), Swedish Pony Riding Federation (SP), Swedish Riding Sports Central Organisation (SRC) and The Society for the Promotion of Riding.

⁶⁷ Helgesson and Hedberg, 29.

⁶⁸ SvRF, *About us: about the Swedish Equestrian Federation*, SvRF, <http://www3.ridsport.se/In-english/Welcome-to-the-Swedish-Equestrian-Federation/> [accessed 01.10.2009, updated 11.12.2008].

⁶⁹ The most popular discipline in Sweden is show jumping with around 78 per cent of licensed riders, dressage accounts for 18 per cent and eventing 3 per cent. The remainder take part in pony-racing, driving, endurance and para-dressage. SvRF, *Swedish Equestrian Federation*, [Strömsholm: Swedish Equestrian Federation, 2001]: 8; SvRF, *About us: about the Swedish Equestrian Federation*.

⁷⁰ SvRF, *About us: about the Swedish Equestrian Federation*.

The Swedish Equestrian Federation has a very important role in setting the standard for sport across equestrian disciplines within Sweden. They look after every single competition in show jumping, dressage and driving and the other more exotic riding sports. (Interview S08)

It should be noted that the Western Riding Association of Sweden (WRAS) acts for western riding, working in a praxis relationship with SvRF (see Figure 6.1).

The role of SvRF within the international equestrian sporting scene mirrors that of the BEF and Royal Dutch Equestrian Federation (KNHS), as it directly represents Swedish interests to the International Equestrian Federation (FEI), the worldwide governing body for horse sports⁷¹.

In Sweden riders must be licensed, through membership of a riding club, in order to compete. Riding clubs are part of SvRF and are linked to the key sport organisation in Sweden, the Swedish Sports Confederation (RF), which caters for all sports. When riders join a club they automatically become members of SvRF and RF. Before riders can purchase a licence they must be insured. The fee to join a riding club varies. In 2008 typical annual costs were around SEK 250 (£20.84) for an adult member and SEK 200 (£16.67) for a junior member.⁷²

As a rider, the Swedish Equestrian Federation is the most important organisation within the sector for me because I need to be a member of my local riding club, which is a part of SvRF, in order to compete. (Interview S21)

It is important to note that SvRF encompasses all equestrian disciplines recognised by the FEI, and in order to compete in these disciplines you do not need to register with multiple organisations, as is the situation in England at the time of writing (see 5.4).

In 2009 there were 942 riding clubs spread over 19 districts in Sweden.⁷³ Members usually join a club close to their geographical location. However, this is not a stipulation, as riders can join any club they wish. About half of these clubs are based

⁷¹ This does not include Thoroughbred, Arabian and trotting (harness) racing.

⁷² OANDA Corporation, *FXHistory: historical currency exchange rates*, SEK to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 29.12.2009]: conversion rate for 1st July 2008 SEK1:£0.08337 (average figure used).

⁷³ SvRF, *Klubbar A – Ö (Clubs A – Ö)*, SvRF, <http://www3.ridsport.se/Svensk-Ridsport/Foreningen/Klubbar-A---O/> [accessed 07.12.2009].

on premises where there is a riding school (known as a “riding house” in Sweden) open to the public, although many clubs hire facilities only when they hold an event. The membership of most clubs is made up of a mixture of people who own their horses and those who do not.

Both riding clubs and schools are significant to the horse industry in Sweden. The Swedish riding school system, regulated by SvRF, is responsible for around eight million riding lessons annually.⁷⁴ As well as working with SvRF, riding schools and many riding clubs receive sponsorship from local councils, known as “municipalities”, which helps to maintain open access for all.⁷⁵ The importance of riding clubs for the horse industry in Sweden was recognised by a number of participants.

SvRF is important within the industry as they offer a route through to the young people and clubs through the riding schools and clubs. The riding schools offer a broad education to people and that is important. (Interview S13)

The riding clubs, in their capacity as organisers, are very, very important. They keep the whole [show] system running. (Interview S10)

Riding schools in Sweden have three functions. As well as educating people in how to ride and care for horses, they offer a place for people to meet. In addition they are viewed as recreational centres for those interested in horses, from the youngest through to the oldest participant. Many riders in Sweden have belonged to a riding school at some point during their riding career. This is partly due to the three functions described here, and can also be attributed to the subsidies afforded to riding schools by the municipalities.⁷⁶

SvRF has a number of roles in the equine policy network of Sweden. Through two of its founding members, SvRF was closely involved in the establishment of HNS (see 6.2), and currently represents equestrian sport within the Horse Council and the equine policy network.

⁷⁴ Riding Schools are certified at two levels by SvRF. One is for the facility standard, while the other considers the status of instructor qualification. SvRF, Annual Report 2006, in Egenvall, A., Lönnell, C. and Roepstorff, L. *Analysis of morbidity and mortality in riding school horses, with special regard to locomotor problems*, Preventive Veterinary Medicine, 88 (3) [Mar 2009]: 194.

⁷⁵ SvRF, *Swedish Equestrian Federation*, 4; Smith, E., *The Sport of Governance – a Study Comparing Swedish Riding Schools*, European Sport Management Quarterly, 2009. 9 (2): 164.

⁷⁶ Smith, *The Sport of Governance – a Study Comparing Swedish Riding Schools*, 163 – 164.

SvRF is important to the equine sector in Sweden. They have seats on the Board of HNS representing equestrian sport, along with the two organisations who set up the Horse Council. (Interview S11)

The sport and recreational element, along with the breeding element of the equine policy network, work closely together as illustrated through a number of collaborations between SvRF and ASVH. One example of this collaborative working is Swede Horse⁷⁷, which ASVH and SvRF established with sponsorship from Agria (see 6.5.2).

The Swedish Equestrian Federation ... compile[s] the results from competitions that are used in the creation of our genetic evaluations to ascertain the success of a horse. They work a lot in collaboration with ASVH to do this. (Interview S19)

The relationship between SvRF and ASVH was highlighted as important by another participant:

The Swedish Equestrian Federation is important as they represent the customers who buy some of the horses bred in Sweden. They are the users of the horses. (Interview S04)

SvRF's long-standing relationship with Agria can be traced back to its links with the Federation's founding members during the middle of the twentieth century and is mutually beneficial. This affiliation represents the longest sponsorship deal with a partner organisation which Agria has held, offering the company easy access to riders and therefore potential and existing customers. SvRF has a regular publication distributed to its membership, which the insurance company sponsors. Agria has used this magazine to educate riders, in addition to sponsoring education through the network of riding clubs within SvRF. In the past Agria has also sponsored top riders within the Federation. However, this is not as common as it used to be as riders now find it easier to obtain funding and sponsorship from other sources, partly due to the increase in popularity of equestrianism.

The significant proportion of riders who are members of SvRF, ensures that a large number of those on the periphery of the equine policy network can be included in issues which are relevant to them. For example, when far-reaching legislation that

⁷⁷ Swede Horse is a database of all horses registered with ASVH, and includes details of their breeding pedigree and competition results. See <http://swedehorse.com> for more information.

impacts the horse industry is suggested by the Swedish government or EU, SvRF can canvass members for their opinions.

As highlighted above, SvRF is affiliated to RF. In addition, it is a member of the Swedish Olympic Committee (SOK). RF is an umbrella organisation consisting of 69 sport federations representing a number of activities in Sweden to the government and other interested parties. It has particular responsibility for finance, communication and organisation within Swedish sport. Sport in Sweden is funded through a number of sources, including central government, local authorities and sponsorship.⁷⁸ In 2009, the Swedish government allocated just over SEK 1.8 billion to sport.⁷⁹

SvRF is fully integrated into the equine policy network. Although it does not provide direct funding to HNS or other organisations, its role representing a significant proportion of riders ensures that it is important.

6.7 The equine policy network and the agricultural policy network

A common strand running through three of the previous four key areas discussed in this chapter (the role of the Horse Council, the funding of the industry and research funding), is the integration of organisations and representatives from the agricultural industry into the horse industry and surrounding equine policy network. When the interview responses were coded the role of LRF in the leadership of the industry (*Theme C* in the list of questions) was repeatedly highlighted by participants. The research strategies of documentary review and participant observation also emphasised the significance of the organisation, as illustrated below. This blurring of the equine and agricultural policy networks is in stark contrast to the situation in England, and in order to fully understand its implications the rationale underpinning it should be emphasised.

⁷⁸ RF, *Sports in Sweden*, [Farsta: RF, 2002]: 10, 19.

⁷⁹ Ministry of Culture, *Time for Culture: the Ministry of Culture at Work*, [Stockholm: Ministry of Culture, 2009]: 5.

LRF was formed in 1971, after The National Federation for the Countryside People (RLF) and the Agricultural Association merged.⁸⁰ The origins of LRF can be found in the desire of farmers in Sweden to get the best prices for their produce from the government. Now representing 90,000 enterprises through 170,000 individuals, LRF is the largest organisation for small enterprises in Sweden.⁸¹ LRF suggest that one in ten of its members works directly in horse related businesses.⁸² SLF is a daughter organisation of LRF, with the remit for funding research and development, and is the vehicle through which LRF provides funding to SHF (previously SSH) each year, (*see* 6.4). LRF and SLF work together to represent the agricultural industry in Sweden: both are key organisations in the agricultural policy network.

Many agricultural enterprises in Sweden have diversified into some form of equine activity, and LRF represents these businesses within the industry, as well as people in the countryside who do not fall into the agricultural or horticultural categories. Some of these diversified enterprises are breeders of horses and one participant in particular highlighted LRF's role in representing these businesses in Sweden:

LRF is very important as they represent the breeders, or the farms where we breed horses, [and horse] people in the countryside. (Interview S04)

Farmers have embraced diversification due to changes within the agricultural industry in recent years. European and Swedish policy reforms in the agricultural sector have resulted in farms transforming to accommodate these changes.

As the average size of the agricultural holdings has increased, smaller farms are broken up and purchased by larger enterprises, which are especially interested in buying additional land. This process often results in a farmhouse with two or three hectares of land and some outbuildings becoming available to purchase. These small holdings form the base for many equine enterprises, including horse breeding activities or recreational or competition pursuits. The purchasers of these small holdings represent one section of the industry which has boosted LRF's membership.

⁸⁰ The Agricultural Association (Lantbruksförbundet was previously known as Sveriges Allmänna Lantbrukssällskap (SAL – Sweden's General Agricultural Company). LRF, *Historia (History)*, LRF, <http://www.lrf.se/Om-LRF/Mer-om-LRF/Historia/> [accessed 06.12.09].

⁸¹ LRF, *About LRF*, LRF, <http://www.lrf.se/In-English/> [accessed 01.10.09].

⁸² LRF, *Gröna framtider (Green futures)*, [Stockholm: LRF, 2005].

There has also been an increase in the number of horses in semi-rural areas of Sweden, close to the big cities, in the southern half of the country. This is particularly true of the counties Västra Götalands (east of Gothenburg), where there are 50,200 horses, Skåne (the southernmost county of Sweden), where there are 35,800 horses and Stockholms (Stockholm county), where there are 27,300 horses.⁸³ While some of these horses are found at privately owned small holdings, others are kept at livery yards based on agricultural holdings, where the farm owner has diversified into an equestrian enterprise run alongside a traditional agricultural business. Again these farmers are strongly represented within LRF's membership

The initial source of LRF's interest in the horse industry and surrounding policy network can be traced back to the increasing numbers of farmers who were diversifying into equine enterprises in the late 1980s and early 1990s, illustrated above. The then Chairman of LRF and Agria also realised the opportunities offered by a sideways move into the horse industry and with a little persuasion LRF became one of the four founding partners of HNS. The importance of LRF in this role is illustrated in the following interview excerpt:

LRF were one of the founders of the Swedish Horse Council and are very important in the background of the industry. (Interview S01)

If the Chairman had not been as proactive in promoting LRF's involvement in the equine industry in the early 1990s, the organisation might not be in the influential position within the equine policy network which it now enjoys (see 6.2). The integration between these two policy networks may not have been as advanced, and the horse industry may not have benefited from as much funding from the agricultural industry as it does now.

⁸³ Statistics Sweden, 4.

6.8 The equine policy network and the Marsh-Rhodes typology

While the previous sections of this chapter analysed the development of the equine policy network in Sweden, this part considers where the network fits on the Marsh-Rhodes typology. As in 5.7, the four dimensions of the model will be examined: membership, integration, resources and power.⁸⁴

6.8.1 Membership

The membership of the Swedish equine policy network is wide, with over 160 organisations represented in Figure 6.1. This includes representation from interest groups within the agricultural policy network. Representation in relation to policy issues is made to the government through HNS, with other interest groups becoming involved if an issue affects them. As in England, this considerably reduces the number of organisations the Swedish civil service needs to consult.⁸⁵ In addition to being recognised by interest groups within the sector as their mouthpiece to the government and other interest groups (*see 6.2*), HNS is also funded by organisations from within the industry, which indicates a level of acceptance from those groups.

The Swedish equine policy network is dominated by the horse, with members having a broad range of interests. As in England these interests encompass a number of aspects of the horse, including financial, sporting, recreational and emotional interests. A significant difference to the equine policy network in England is the involvement of agricultural organisations. These interest groups who do not have the horse at the centre of their organisation, for example LRF or Agria, are involved in the equine policy network as they feel it is of benefit to their broader interests.

From the evidence above, the Swedish equine policy network appears to more closely resemble an issue network than a policy community, when the dimension of

⁸⁴ Rhodes, R. A. W. and Marsh, D., "Policy Communities and Issue Networks: beyond typology," in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 251.

⁸⁵ Richardson, J. J. and Jordan, A. G., *Governing under Pressure: the policy process in a post-Parliamentary democracy*, [Oxford: Martin Robertson, 1979]: 54.

membership is examined. The network is large, and encompasses a wide range of interests surrounding the horse.

6.8.2 Integration

The equine policy network within Sweden is closely integrated. HNS maintains consistency through steady leadership at the head of the network, while the other organisations know and understand their roles within the sector and the policy making process. That is not to say they do not speak up when they feel the need to. For example members of the breeding element of the network have been active in campaigning for their rights when Swedish breeding legislation was called into question by the European Commission, and members of the sport and recreation element in particular were active when there was a need to clarify transport legislation. The divide between the racing and non-racing elements of the network is not as clear in Sweden as in England. This may be due to the way in which the whole industry benefits from funding derived from the racing element, through HNS. Although some finance goes directly back into the racing sub-sector, for example in prize money and breeding incentives, a proportion is allocated to the industry as a whole for HNS to administer as it sees fit.

The network has consistent membership, values and outcomes over time, mainly due to the consistent leadership offered by HNS at the heart of the network. This has been achieved through full-time employees within the organisation building relationships with other members of the network, including government representatives. Agreement within the network is not always achieved, but a level of harmony is usually found.

When considering the equine policy network in Sweden against the dimension of integration in the Marsh-Rhodes typology, it appears to more closely resemble a policy community than an issue network.

6.8.3 Resources

When resources are considered, there are gaps between members of the equine policy network in Sweden. Some interest groups, for example HNS, SvRF, ATG and LRF, have considerable assets, through government funding and other sources, while others, for example some of the studbooks, have very limited resources. Before a policy decision is made, it is usual for the government to consult with HNS, with other elements of the community participating if the issue is of concern to them, as illustrated above.

In Sweden about 40 per cent of riders are members of SvRF (*see Table 4.3*), a much higher proportion than in England. Although this is a small proportion when considered against other sectors, for example membership of the agricultural policy network, it represents a significant number of people within the horse industry. In Sweden, as riders need to be licensed by the National Equestrian Federation in order to compete at any level (*see 6.6*), those who are in membership of the SvRF are people with a keen interest in the sector. This provides the Federation, and other interest groups within the network, easy access to a significant proportion of riders.

In the first two dimensions considered, membership and integration, the decision as to whether the equine policy network in Sweden reflects a policy community or issue network has been relatively straightforward. However in this dimension, resources, it is not as clear. After some consideration the inclusion of a relatively large proportion of participants in membership of the Federation would indicate that the network is a policy community.

6.8.4 Power

The final element of the Marsh-Rhodes typology is power.⁸⁶ After the creation of HNS and its establishment as the lead organisation for dealings with government, other interest groups will have felt threatened. However, through the guidance of Olof Karlander, and more recently Stefan Johanson, the majority of the policy network

⁸⁶ Rhodes and Marsh, "Policy Communities and Issue Networks: beyond typology," 251.

appears to recognise that HNS is acting in its best interests and therefore accepts its role. The involvement of particular elements when policy issues affect them is welcomed by HNS and leads to a productive working relationship between interest groups within the community. This indicates a balance of power amongst members, and a positive-sum game between interest groups. Therefore, this dimension indicates the network reflects a policy community.

6.8.5 Policy community or issue network?

The network surrounding the Swedish horse industry appears to be a policy community rather than an issue network, with the characteristics in all dimensions except membership more closely echoing those described in this type of network by Marsh and Rhodes. The equine policy community in Sweden is not closed, as there is a cross-over with members of the agricultural policy network, and the involvement of the various agricultural organisations who straddle the two networks works for the benefit of all concerned.

6.9 Summary of key findings

The equine policy network in Sweden has evolved over a number of years to become highly integrated. With the Swedish Horse Council at its core, the network is supported by a number of key organisations including ATG, LRF and Agria. HNS represents the industry to the government and other interested parties, calling upon other members of the network when necessary. Funding is drawn from many sources within the industry, including ATG, LRF and Agria. ATG, although an organisation found in the racing element of the industry, provides a considerable amount of finance to the whole industry. Agria, a commercial insurance institution which might be considered in other countries to be outside, or at best on the periphery of the equine policy network, is another key organisation providing finance directly to the network. LRF straddles the equine and agricultural policy networks, suggesting that both see benefit in working together and indicating neither is a closed network where organisations from outside the group find it very difficult to gain entry.

The government has formally recognised the horse industry in a number of ways, firstly through the establishment of ATG in 1974, and subsequently through the formation of HNS and SHF. It has been supportive of the industry by providing funding for a number of investigations into the economic and social scope of the sector. Undoubtedly, this has been assisted by the personal interests of specific Ministers of Agriculture, namely Margareta Winberg and Eskil Erlandson, who have been keen to see the promotion of an industry they value.

Sweden provides an interesting contrast to the equine policy network of England. With funding generated by pari-mutuel gambling on trotting and Thoroughbred horse racing overseen by ATG and spread industry wide, each element of the sector benefits. Integration of the agricultural organisations LRF and SLF into the Swedish equine policy network also strengthens the voice of the industry when speaking to the government.

CHAPTER 7

THE ORGANISATIONAL LANDSCAPE OF THE DUTCH HORSE INDUSTRY

7.1 Introduction

Prior to this study, the network surrounding the Dutch horse industry had not been defined or mapped. This chapter examines the evolution of the industry, alongside the conceptual framework of policy networks as discussed in Chapter 3. It considers the breeding, and sport and recreation, elements of the equine policy network in the Netherlands. Early associations between government and the industry are described to provide an overview of the background to the present equine policy network. Compared to England and Sweden the equine policy network in the Netherlands is a relatively new development and consequently there is less information available.

In 2006, the relationship between the government and the horse industry in the Netherlands was formalised, through the recognition that the Dutch Horse Council (SRP) spoke for the industry. Although the Dutch central government had informal links with the horse industry for a number of years, working with specific elements of the sector at different times, prior to this there had been no formally recognised organisation representing the sector to the government. At best, the relationship between interest groups and the government was *ad hoc*, resulting in confusion when the government was not sure whom to approach within the industry on certain issues. In many ways the Dutch equine policy network is still in its infancy, with relationships being cemented and the rules of engagement constructed.

In contrast to the English and Swedish industries, the Dutch horse racing sub-sector is very small. Historically, the whole industry received funding of around 2.5 per cent of the total gambling turnover from the horse racing sub-sector, through the state-run totalisator board.¹ This contribution was spent throughout the industry. However, in more recent years the turnover diminished and eventually the gambling rights were

¹ In 1985 the total gambling turnover from the Dutch racing sector was 140 million Guilders. Using exchange rates from 1990 (the earliest year available) this equates to about £45 million. The contribution to the industry would have been 3.5 million Guilders, or just over £1 million. OANDA Corporation, *FXHistory: historical currency exchange rates*, NLG Dutch Guilder to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 11.12.2009]: conversion rate for 1st January 1990 NLG1:£0.32620 (average figure used).

sold to a non-governmental body. During 2005 and 2006 the Dutch Ministry of Justice altered the legislation regarding its contribution to the industry and the funding ceased. Until that time the horse racing sub-sector had been deemed to be noteworthy within the industry, but the removal of the sub-sector-linked funding resulted in a significant decline in its perceived importance. The majority of Dutch horse racing, as in Sweden, is based on trotting, with one racecourse holding 1,335 trotting and 87 flat races during 2008, having entries of 1,590 trot horses and 185 Thoroughbred race horses.²

In the early 1970s the then Minister for Agriculture succeeded in establishing a state stud, in Limburg, in the southern Netherlands. After the withdrawal of funding by the state this stud was unable to support itself and closed. In 1981, the Waiboerhoeve Research Centre for Cattle, Sheep and Horses was established in Lelystad. The Centre, which also stood stallions at stud, undertook research into various aspects of the horse industry, receiving funding from the Ministry of Agriculture, Nature Management and Fisheries (MinLNV). Dutch horse breeding and sport organisations, alongside the equine food industry, also provided funding for this research.³ However, the Centre was unable to support itself without direct state funding, and in the mid 2000s became part of the Animal Sciences Group of Wageningen University. It is now principally a livestock research centre and undertakes limited equine-related studies. Organisations within the Dutch horse industry continue to fund research projects in equine-related areas. However, if the industry wishes to obtain finance from the government for these projects it must provide at least 50 per cent of the funding itself.

The final example of the government's historical relationship with the horse industry relates to the breeding element of the sector. For a time during the 1980s, breeders received government assistance. However, this was a minimal level of intervention, with farmers paid around 165 guilders (about £50) for each foal they produced.⁴

² There is no jump racing in the Netherlands. IFHA, *Facts and Figures: Netherlands Year 2008 Numerical Statistics*, IFHA, <http://www.horseracingintfed.com/wageringDisplay.asp?section=12&CK=E&YR=2008&key=32> [accessed 21.11.2009].

³ Knaap, J., "Applied equine research in the Netherlands," In: *Book of Abstracts No. 6, The 51st Annual Meeting of the European Association for Animal Production 2000*. The Hague, The Netherlands, 21 – 24 August, 2000. [Wageningen Press: Wageningen, 2000]: 371.

⁴ Kidd, J., "The Dutch Warmblood," in *The International Warmblood Horse: a worldwide guide to breeding and bloodlines*, ed. Wallin, D., Kidd, J. and Clarke, C. 2nd ed. [Buckingham: The Kenilworth

Footnote continued overleaf

All the occurrences highlighted above indicate the government was aware of the activities of the horse industry, albeit at a level which was deemed inconsequential, with the sector being unable to convince the government of its significance until recent years.

The first element of the industry to prove its importance was the breeding component, through the success of the Royal Warmblood Studbook of the Netherlands (KWPN). The KWPN, along with other Dutch studbooks, has become a central part of the equine policy network in modern times (*see 7.3*). The breeding element of the policy network, mainly through the KWPN, works closely with the non-racing sport and recreation element of the industry which is represented by the Royal Dutch Equestrian Federation (KHNS *see 7.4*).

In 2007, the government formally recognised the horse industry, as represented by the SRP (*see 7.2*). SRP was re-established as the mouthpiece of the industry in response to complaints from government that there was no one voice speaking for the industry, and this signified a crucial turning point. The evolution of SRP to the organisation it is today was therefore highly significant to the industry and the equine policy network.

Prior to SRP being re-launched in 2007, another event played a noteworthy role in the acceptance of that organisation by the government. The Dutch Federation of Agricultural and Horticultural Organisations (LTO), the umbrella body representing Dutch agricultural and horticultural businesses, became involved in the equine policy network, having recognised the role horses played for those of its members who had diversified into equine-related enterprises. LTO, already an active player in the agricultural policy network, was acknowledged by the government as an authority able to speak for the agricultural sector. The guidance offered by LTO in the reformation of SRP, and the subsequent recognition of SRP by both the government and other organisations within the industry as representing the horse sector, should not be underestimated. The involvement of LTO in the industry represents a similar blurring

Press, 1995]: 159; OANDA Corporation, *FXHistory: historical currency exchange rates*, NLG Dutch Guilder to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 11.12.2009]: conversion rate for 1st January 1990 NLG1:£0.32620 (average figure used). Exchange rates used from 1990, the earliest year available.

of the line between the agricultural and equine policy networks to that seen with the National Federation of Swedish Farmers (LRF) in Sweden. Again the overlap between these two networks in the Netherlands greatly differs from the relationship between the horse and agricultural industries in England. The overlap between the equine and agricultural policy networks through LTO offers each industry the opportunity of increased recognition by the government and other interested parties, and its significance is key to the future success of the Dutch horse industry (*see 7.5*).

A diagrammatic illustration of the organisational landscape of the Dutch horse industry can be found below in Figure 7.1. The diagram was created by integrating data gathered through each of the three research strategies utilised: interviews, documentary research and participant observation (*see pages 93 to 94 for full details*).

The diagram is based on three succinct types of relationships.⁵

- — — 'Praxis' relationships, e.g. where one organisation works with another due to mutual interest or complementarity between institutions;
- · · · · Strategic relationships, e.g. where an organisation is guided in some way by the policy or strategy of a higher level institution;
- Financial relationships, e.g. where an organisation has received support for its core activities or where there is potential for certain projects to receive funding.

A further two interconnections are created by combining two of these initial relationships.

- Both strategic and financial relationships together;
- ==== Both praxis and financial relationships together.

It should be noted that the size of each box representing an organisation is not indicative of its importance, size or any other characteristic. It is placed only to represent the organisation's presence in the policy network.

⁵ Based on relationships identified by Winter, in Winter, M. *Rescaling rurality: multilevel governance of the agro-food sector*, Political Geography, 25 (7 Sept) [2006]: 748 – 749.

Figure 7.1 The organisational landscape of the Dutch horse industry 2009

- CeBoPa** – Central Federation of Horse Traders
- FBvHH** – Federation of Dutch KWPN Stallion Owners
- FEI** – Int'l Equestrian Federation
- FNHO** – Federation of Dutch Horse Entrepreneurs
- FNRS** – Federation for Dutch Riding Sport Centres (Equestrian Yards)
- IST** – Instructor, Sport & Training Stables
- KNHS** – Royal Dutch Equestrian Federation
- KWPN**– Royal Warmblood Studbook of the Netherlands
- LLTB** – Limburg Federation of Agricultural & Horticultural Organisations
- LTO** – Dutch Federation of Agricultural and Horticultural Organisations
- LTO Noord** – Northern Federation of Agricultural & Horticultural Organisations
- NDR** – Dutch Trotting & Thoroughbred Racing
- NHB Deurne** – Dutch Horse Professional Training
- NOC*NSF** – National Olympic Committee * Netherlands Sports Federation
- PVE** – The Product Boards for Livestock, Meat & Eggs
- PVV** – Product Board for Livestock & Meat
- VHO** – Association of Stallion Owners, Studs & Breeders
- VSN** – Dutch Sport Horse Traders Association
- ZLTO** – Southern Federation of Agricultural & Horticultural Organisations

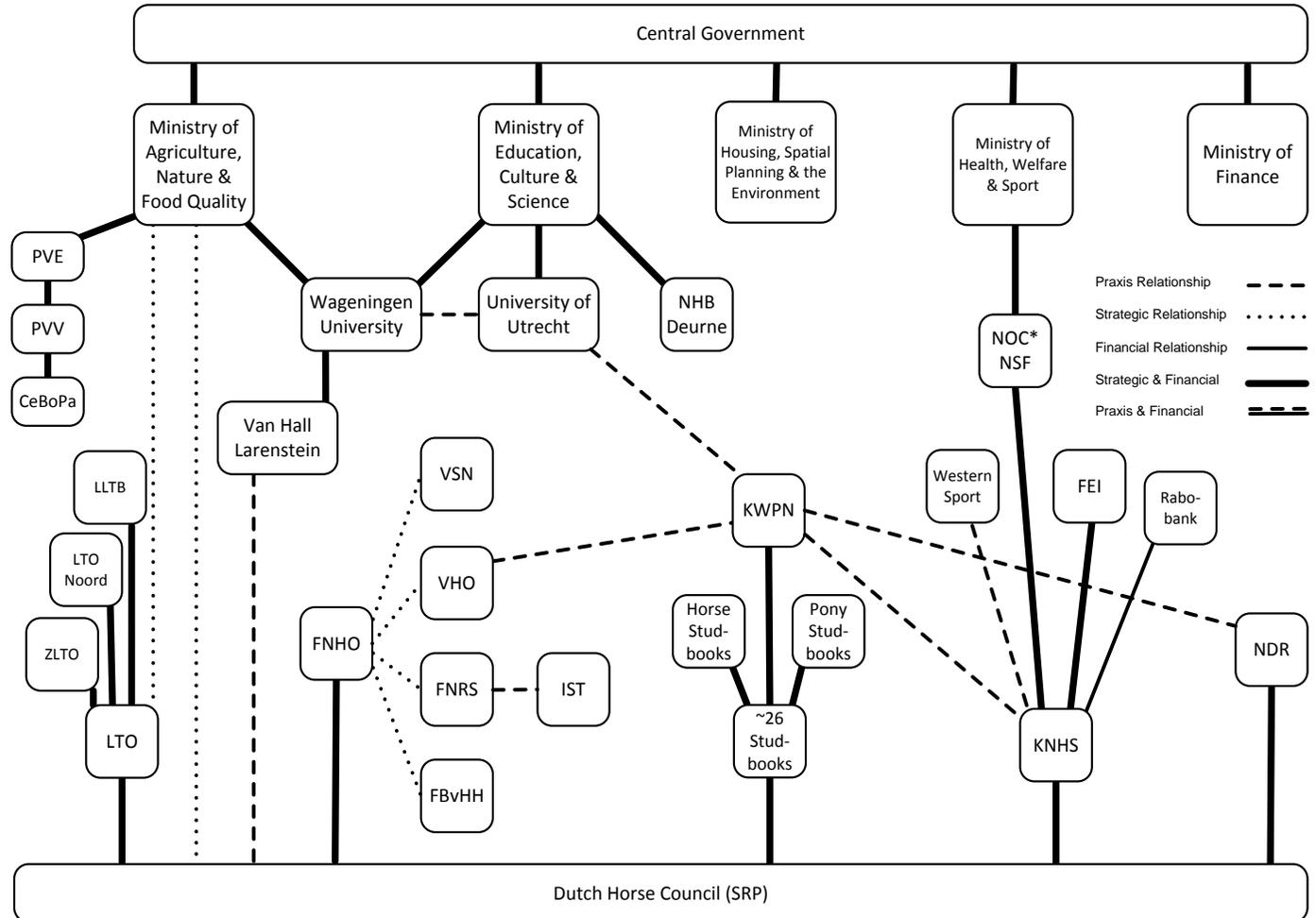


Figure 7.1 clearly shows the key interest groups within the organisational landscape and equine policy network of the Dutch horse industry, and how they relate to one another. Organisations represented on the map are active within different levels and elements of the policy network. As in the English and Swedish diagrams (*see Figures 5.1, 5.2 and 6.1*), central government is located at the top of the map, while the Horse Council, in this case SRP, can be found at the bottom of the figure. However, the diagram does not illustrate all relationships within the policy network as there are many informal links between organisations. Inclusion of these relationships would add another layer of detail to the diagram which would not enhance the understanding of the policy network. Interest groups included within the map are those which were indicated as important through the research, while the excluded organisations are those who appear to be of less significance.

7.2 The role of the Horse Council

SRP is significant within the horse industry and equine policy network in the Netherlands today, providing the formal link between the government and the industry, and is recognised by those institutions. During the coding of the interview responses the role of SRP could be seen to be significant when the relationship with the government and the theme of leadership (*Theme C*) was highlighted. This finding was reflected in the documentary review and participant observation undertaken. This section describes the evolution of SRP within the Netherlands and its key role within the horse industry and equine policy network.

Development from the SRP of the late 1990s to the organisation recognised today within the Dutch equine policy network occurred in two distinct stages. Initially, SRP was established as a member of the Product Boards for Livestock, Meat and Eggs (PVE)⁶. Members of PVE are appointed by a number of representatives from associations across its breadth of interests, including the Central Federation of Horse Traders (CeBoPa). CeBoPa is split into eleven regions and has a number of delegates in

⁶ PVE consists of two Boards: the Product Board for Livestock and Meat (PVV) and the Product Board for Poultry and Eggs (PPE). van Lenthe, A. H. and van Markus, R. C., "The social and economic significance of horse production in the Netherlands," In: *Book of Abstracts No. 6, The 51st Annual Meeting of the European Association for Animal Production 2000*. The Hague, The Netherlands, 21 – 24 August, 2000. [Wageningen Press: Wageningen, 2000]: 367.

each region who work to raise the profile of different aspects of the horse industry with its members. PVE carries out some tasks on behalf of the Dutch government, including the administration of EU measures such as the payment of export subsidies. It also undertakes a number of independent activities, including developing and managing animal health and quality assurance systems, and inspecting slaughtered animals. Whilst under the umbrella of PVE, SRP had responsibility for a number of topics important to the industry including: education, research, environmental issues; identification and registration of horses; animal health and welfare; and social aspects of the horse. However, the relationship between SRP and the government was *ad hoc*, with the government complaining that there was not one voice speaking for the whole industry. This initial incarnation of SRP was formed by a collaboration of interests across the horse industry, including a number of Dutch studbooks, KNHS and the Dutch Trotting and Racing Association (NDR).⁷

During the late 1990s and into the 2000s, through PVE, SRP was formally associated with the government. However, it is not clear how seriously the government took SRP's representation of, or within, the equine policy network at this time, or indeed how significant it thought the industry as a whole. This was illustrated clearly by a number of interview participants who suggested that the government did not start to consider the industry as significant until around 2006 or 2007, after SRP became independent of PVE, which is discussed below.

In August 2003, the Federation of Dutch Horse Entrepreneurs (FNHO) was established to coordinate the five organisations in what the Dutch call "The Entrepreneurial Sector" of the horse industry. The organisations included in FNHO were:

- Federation for Dutch Riding Sport Centres [Equestrian Yards] (FNRS);
- Instructor, Sport and Training Stables (IST);
- Federation of Dutch KWPN Stallion Owners (FBvHH);
- Association of Studs and Breeders of Horses (VHO);
- Association of Horse Dealers Netherlands (VSN).⁸

⁷ van Lenthe *et al*, 367.

⁸ FNHO, *FNHO opgericht in de paardensector (FNHO set up in the horse sector)*, Nieuwsbank, <http://www.nieuwsbank.nl/inp/2003/08/15/R176.htm>, [accessed 28.12.2008].

The key people in these five organisations – John Kraakman (FNRS President), Joep Bartels (IST President), Minne Hovenga (FBvHH President), Nico Witte (VHO governing board member) and Egbert Schep (VSN Vice-President) – came together to represent the interests of their members in the establishment of government legislation and policy, and security and working conditions standards within the horse industry. In the Netherlands the Royal Warmblood Studbook of the Netherlands (KWPN) closely safeguarded the interests of the Dutch Warmblood breeders, while the KNHS did the same for equestrian sport participants. FNHO aimed to offer the same protection to its member organisations as the KWPN and KNHS.⁹ FNHO is seen today as important to the Dutch horse industry because it represents over 650 larger equestrian business establishments within SRP. It is also now a key player in the equine policy network, as seen below.

Following the formation of FNHO, three elements of the equine policy network benefited from clear representation within the industry. Firstly, sporting interests were spoken for jointly by KNHS and NDR; secondly, the KWPN and other studbooks stood for the breeding element of the network; and finally, equine entrepreneurs were represented by FNHO. However, the government was still unconvinced that the horse industry needed formal representation and did not recognise the equine policy network through official relationships with any of these organisations.

During 2005 and 2006 LTO became interested in the horse industry (*see 7.5*). This attention followed the publication in 2004, by the MinLNV, of its Agenda for a Living Countryside (AVP). Although the AVP did not directly reference the horse industry, it recognised that the basis of activities within the countryside was now broader than agriculture or horticulture alone, and therefore needed to reflect the interests and needs of all Dutch people.¹⁰

⁹ FNHO.

¹⁰ Steenbeekers, A., Simon, C., Vermeij, L. and Spreeuwens, W. J., *A Countryside for all Dutch People: how the Dutch view and use the countryside*, [Den Haag: Sociaal en Cultureel Planbureau, 2008]: 125.

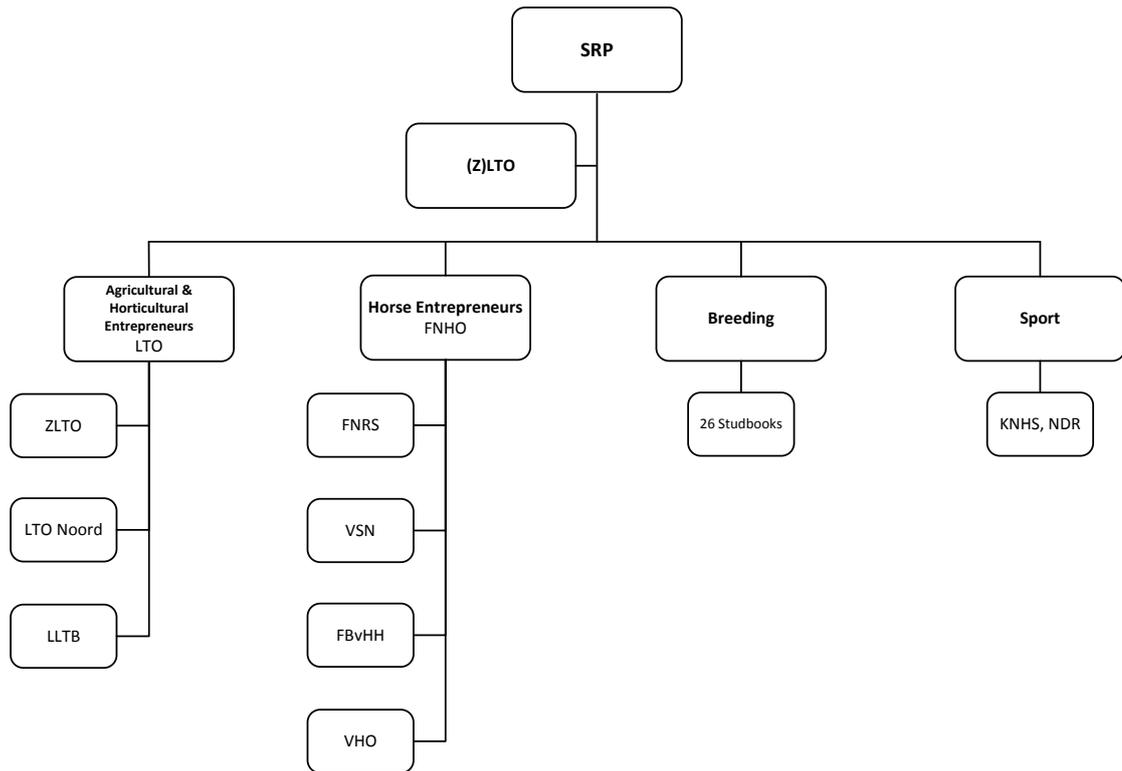
At this time LTO realised how important the horse was becoming to its members, as illustrated by the increasing number of horses found on farms. Data released by Statistics Netherlands indicated that between 2000 and 2008 there was a rise of over 22 per cent in the number of horses recorded as grazing livestock on farms, although it should be noted that the growth was not constant each year. Over the same period the number of cattle dropped, while the number of sheep peaked in 2006 and then dropped in subsequent years.¹¹ In addition to LTO recognising the importance of the horse industry, the government also began to see the increasing significance of the sector in the wider social and economic environment.

The three occurrences highlighted within the horse industry and equine policy network above (the establishment of FNHO, the interest of LTO in the horse industry, and the recognition by the government that horses were becoming more socially and economically important) resulted in a change of role for SRP and the second stage of its development.

On 1st January 2007, SRP was formally recognised by the government and the horse industry as an independent non-commercial organisation. No longer linked to PVE, SRP became an organisation in its own right. As a platform to unite the horse industry in the Netherlands, SRP represents the sector to the government, the European Union and other interested parties, and looks after the common interests of its member organisations. To reflect its diverse interests members are split into one of four areas: sporting interests; breeding interests; equine entrepreneurial interests; and agricultural and horticultural entrepreneurial interests. The structure of SRP is shown below.

¹¹ Statistics Netherlands, *Statistical Yearbook 2008*, [The Hague: Statistics Netherlands, 2008]: 18; Statistics Netherlands, *Statistical Yearbook 2009*, [The Hague: Statistics Netherlands, 2009]: 19.

Figure 7.2 The organisation of SRP¹²



In addition to the different elements of the equine policy network represented within SRP, the organisation is linked to the Southern Federation of Agricultural and Horticultural Organisations ([Z]LTO), as it is physically based in ZLTO's headquarters. LTO consists of three regional organisations: Limburg Federation of Agricultural and Horticultural Organisations (LLTB), Northern Federation of Agricultural and Horticultural Organisations (LTO Noord) and ZLTO. ZLTO, geographically located in Tilburg, not only provides SRP's main offices, but also secretarial support – this is why it appears at the top of the diagram above, directly underneath SRP.

The involvement of LTO in SRP since 1st January 2007 is a direct result of the increasing importance of the horse industry to LTO's members, particularly those in the agricultural sector. It also represents a blurring of the line between the equine policy network and agricultural policy network, as seen in Sweden. Although LTO does not provide the same level of funding to elements of the horse industry as LRF in Sweden,

¹² Key to organisations not previously highlighted in Figure 7.2 above: FBvHH – Federation of Dutch KWPN Stallion Owners; VHO – Association of Stallion Owners, Studs and Breeders. Adapted from: SRP, *Organisatie paardenhouderij (Organisation of Horse Council)*, SRP, [SRP: Tilburg, 2008].

its support is invaluable and has seen the role of SRP integrate fully within the equine policy network and be accepted by the Dutch central government.

The creation of SRP greatly altered the landscape of the Dutch equine policy network, and this was highlighted by a number of participants, both formally and informally, in the course of this research. One contributor suggested that before the creation of SRP the government viewed the horse industry as disorganised, considering that it involved a large group of people with their own interests and no partnership arrangements, stating:

On 1st January 2007 when the Sectorraad was formed the Government's attitude changed. They had always said the horse industry was not well organised – they talked to a lot of people who all had their own interests – there was no partnership working. Since the beginning of 2007 that has changed. The Government are now much happier with it, they feel the industry is more organised with people to answer specific questions. That is important. (Interview N06)

Another participant stressed the importance of the “platform” mode of operation of SRP. However, this contributor did highlight an area of concern within the organisation:

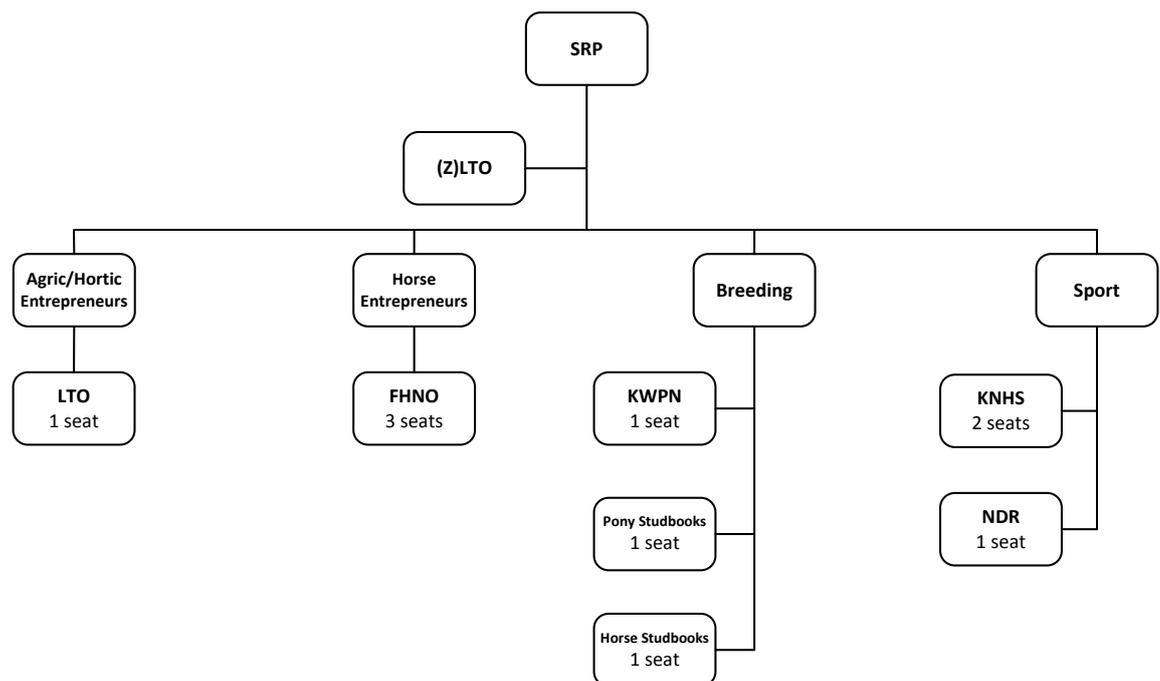
It is a platform or interest group to get together to try and find solutions to common problems, nevertheless every organisation has its own responsibility. It is a platform where organisations from the horse world collaborate and then we can go to the Government or other organisation, for example the VAT issues. For certain issues organisations can have different interests and take their own responsibility, for example issues connected to town and country planning. (Interview N02)

This possible conflict of interests was also reiterated by another interviewee. As well as emphasising the importance of SRP to the government as a board who can offer advice and guidance, this contributor suggested not all members of SRP always pulled in the same direction, stating:

SRP represents the whole horse world in Holland: the sport organisations, the studbooks and the livery yards. However, they are often fighting against each other, their goals are not always the same, particularly from breeding and sport, but it is improving. (Interview N04)

Possible friction between members of SRP is a concern and requires careful consideration as issues raised and then allowed to fester could cause a split within SRP, which might then jeopardise its relationship with central government. The quote above (Interview N02), describing a source of possible conflict, is focused upon a difference between members of two policy networks: the equine and the agricultural. Nonetheless, as farmers are represented within the equine policy network by LTO, and there is a blurring of the boundary between these two networks, this could easily spill into SRP and result in difficulties. The second (Interview N04), talks about differences between specific elements of the equine policy network: the sport organisations, studbooks and livery yards. One way these possible conflicts can be managed is to ensure each element feels it has clear representation within SRP, and Figure 7.3 below shows how seats are distributed between members.

Figure 7.3 **Distribution of SRP's Board seats**¹³



The agricultural policy network is represented by one seat on the board of SRP, which in 2008 was held by Mr de Groot, the portfolio holder for horses within LTO. The horse entrepreneurs, through FNHO, were represented by Mr Kraakman (Chairman of FNHO), Mr Schep (Vice President of VSN) and Ms Hovenga (President of FBvHH). FNRS,

¹³ Adapted from SRP, *Doel Sectorraad Paarden (Aims of the Dutch Horse Council)*, SRP, [SRP, Tilburg: 2008]: 2.

IST and VHO did not have direct representation at that time through FNHO. The breeding element of the policy network was represented by Mr Visser (President of KWPN) and Mr van Bommel and Mr van Rooyen who represented the pony and horse studbooks respectively. The final element, sport, was represented by Mr van den Heuvel (President of KNHS), Mr Werners (Vice President of KNHS) and Mr Milders (NDR). Two of the three seats in the sport element lie with KNHS, as the horse racing sub-sector is very small in the Netherlands (see 7.1).

Within SRP there are seven areas of operation: spatial scheduling (planning); animal wellbeing; animal health; monitoring (identification and registration); manure and environment; knowledge, innovation, research, education and entrepreneurship; and social and economic matters.¹⁴ Responsibility for each of these policy themes is allocated to Board members of SRP. During 2009 Mr Werners was responsible for three areas, Mr Kraakman two, and Mr van den Heuvel and Mr de Groot one each.¹⁵

By splitting responsibility for these areas across its Board, SRP and the equine policy network ensure these themes are given the attention they require. It became clear through the interviews that a number of the key players within the equine policy network are retired and undertake this work in order to stay linked to the industry, as they feel passionate about its success. For example, Mr Werners has a long history of employment within the sector. He was initially employed in the horse racing industry for over 20 years and then moved into bloodstock, which led to an interest in the KWPN. At the time of the author's trip to the Netherlands, Mr Werners was Vice President of the KNHS and a member of the Board of SRP, as discussed above. Other people within the sector have a similar background. It is invaluable to the industry that this sort of person remains a key part of the network after their retirement, as they have been active within the network for a number of years and therefore know and understand many of the people and institutions involved, as well as the rules of the game.

¹⁴ SRP, *Beleids Thema's (Policy Themes)*, SRP, http://www.sectorraadpaarden.nl/internet/Page/38744_beleidsthemas.aspx [accessed 13.11.2009].

¹⁵ Mr Werners is responsible for animal well being, animal health and knowledge, innovation, research, education and entrepreneurship; Mr Kraakman for spatial scheduling (planning) and social and economic matters; Mr van den Heuvel for monitoring (identification and registration); and Mr de Groot for manure and environment.

The integration of SRP into the equine policy network through acceptance by the Dutch government is clearly illustrated by its recent activity. The organisation has actively represented the views of the horse industry to the government on a number of key issues. These include detailing disease control for African Horse Sickness and Equine Infectious Anaemia, working with MinLNV for the betterment of the welfare of horses and raising the profile of the horse industry to enable improvements to the spatial scheduling programme (planning regulations) across the Netherlands.¹⁶ Before the establishment of SRP in its current form, these things would have been difficult to achieve.

As in the Swedish Horse Council (HNS), SRP has full-time employees. However, their roles within the respective horse councils are significantly different. HNS employs a CEO, at the time of writing Stefan Johanson, who is the “face” of the organisation. His role is influential in relationships with the government and other key stakeholders. In the Netherlands, SRP employs a secretary, currently Nelleke Kroll, who is seconded from LTO. Her role is administrative, with members of SRP’s board actively engaging with representatives of the Dutch central government. Both of these modes of employment, within the horse councils of Sweden and the Netherlands, differ from that found in England in the BHIC (British Horse Industry Confederation).

When SRP was re-established in its current form at the beginning of 2007, it was funded by LTO. The secretary for SRP was seconded from LTO, and based at ZLTO’s head quarters in Tilburg. This arrangement was in place for the first two years of SRP’s life, with Nelleke Kroll from LTO filling the role of secretary since the middle of 2008. While the author was visiting the Netherlands in the autumn of 2008 discussions about future funding for SRP were ongoing. One interview participant suggested that a small levy could be added to each bag of feed sold in the Netherlands and the income generated would fund SRP. However, this has not happened and at the end of 2009 SRP was funded by its constituent organisations.

¹⁶ SRP, *Persberichten* (Press Reports), SRP, http://www.sectorraadpaarden.nl/internet/Page/38735_persberichten.aspx [accessed 10.12.2009].

7.3 The breeding element of the equine policy network

As in England and Sweden, the breeding element of the Dutch horse industry represents a significant part of the equine policy network. The organisational landscape of the breeding element of the sector focuses on one pivotal studbook, the KWPN, with a number of other studbooks featuring on the periphery. This section analyses the role of the KWPN and other studbooks in the development of the horse industry.

The breeding of Sport Horses in the Netherlands has been well organised for many years. The first studbook for Dutch Warmbloods (also referred to as Sport Horses) can be traced back to 1887 when it was recognised by William III.¹⁷ At that time the majority of Warmblood foal births were recorded in a breeding registry, and this trend has continued. In the beginning, there were a number of regional studbooks, which competed for foal registrations. However, over time the breeders began to work together and gradually the studbooks merged until there were only two remaining. The KWPN was founded in 1970 when the last two studbooks, North Netherlands Warmblood Horse Studbook (NWP) and Organisation for the Advancement of Agricultural Harness Horse Breeding in the Netherlands (VLN), merged.¹⁸

As in England and Sweden, the type of horse bred in the Netherlands has evolved over time. When the first studbook was established in 1887 horses were primarily bred for use on the battlefield. During the 1940s the Dutch first started to approve their stallions through a grading system.¹⁹ By the 1950s the horse had evolved to reflect the change in its role to that of a cultivator of the land, and the type of animal found in the Netherlands reflected this. Since the 1950s, increased mechanisation has resulted in the further development of the horse from beast of burden to recreational and sporting animal.

¹⁷ Kidd, "The Dutch Warmblood," 157.

¹⁸ KWPN, *History*, KWPN, http://www.kwpm.nl/content_uk.php?line=001-022-069 [accessed 04.12.2008].

¹⁹ Knaap, J., "Successful breeding of dressage horses," [presentation given at The Global Dressage Forum, Hooge Mierde, The Netherlands, 27 October 2008].

The Dutch-bred Sport Horse is now at the top of equestrian sport. In the World Breeding Federation for Sport Horses (WBFSH) rankings for 2009, the KWPN is the top studbook in the world for both dressage and showjumping, and fifth for eventing.²⁰ These placings in the rankings indicate the rapid development of the breeding programme for Dutch horses: 50 years ago the Dutch Warmblood was an agricultural animal, not a Sport Horse.

The rise through the rankings described above has been a direct result of the KWPN's clear aim to breed the best horses in the world. With an open breeding policy, based on horses from a variety of breeds (including the Groningen and Gelderlander from the Netherlands, the Oldenburger, Hannoverian and Trakehner from Germany, and the Thoroughbred from Britain), the KWPN has carefully chosen the direction of its breeding programme. It has four main breeding goals which have evolved since the horse's role in agriculture declined:

1. Horses must be able to perform at Grand Prix [or equivalent] level;
2. Horses must be of good character;
3. Horses should have a good constitution and be durable;
4. The horse's conformation should be correct, functional and appealing.²¹

These four goals concentrate on producing horses that can perform to the highest level, have a good temperament, and are hardy with sound conformation. The change in the type of horse bred, from a heavy, working animal to a lighter, sporting animal, has occurred over the relatively short period of time of four to five (horse) generations.²²

Some of the rapid improvement seen in the Dutch Warmblood can be attributed to a strict culling programme where animals not meeting the requirements of a Dutch

²⁰ WBFSH, *FEI/WBFSH World Ranking List – dressage horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009; WBFSH, *FEI/WBFSH World Ranking List – eventing horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009; WBFSH, *FEI/WBFSH World Ranking List – jumping horses by studbook, 01.10.2008 to 30.09.2009*, KWPN and FEI: Harderwijk, 2009.

²¹ Knaap, "Successful breeding of dressage horses."

²² A horse generation is widely acknowledged to be 9 years in non-racing terms. *Ibid*; KWPN, *History*.

Sport Horse were slaughtered. This resulted in a “cleaned up” gene pool and allowed progress to be expedited.²³

The development in breeding described above could not have happened in such a short period of time without a considerable amount of leadership from the KWPN and collaborative working within the breeding and sporting elements of the equine policy network. The Dutch set out to breed a horse which could perform at a high level, and have unequivocally achieved this. The breeding and sporting elements of the network, through the KWPN and KNHS, worked together to identify what they needed and then re-evaluated these needs at regular intervals to meet their end goal.

The advancements described above also illustrate an early link between the horse industry and agricultural industry. The KWPN has used Estimated Breeding Values (EBVs)²⁴ to improve their stock since 1987.²⁵ Prior to this, the use of EBVs in the Netherlands can be traced back to the Dutch Dairy Studbook (NRS) which utilised them in the improvement of dairy cattle long before the KWPN applied them to horses. NRS had invested heavily in research and development into the use of EBVs in the dairy sector and the KWPN worked closely with NRS when EBVs were introduced to horses. The KWPN have clearly gained considerable benefit from utilising EBVs and working with NRS to learn from its experiences.

The success of the Dutch Sport Horse has resulted in many positive outcomes for the KWPN and the horse industry as a whole. The KWPN is the largest studbook in the Netherlands, with around 30,000 members, of which 10,000 are active breeders registering 13,000 foals each year.²⁶ It was also, along with the KNHS, viewed by many participants in the field work as a key organisation within the equine policy network. Working with KNHS, the KWPN has helped the horse industry to grow. Anecdotal

²³ Strickland, C., *The Warmblood Guidebook*, [Maryland: Half Halt Press, 1992]: 96.

²⁴ Known as *Fokwaarden Sport- en Exterieur* in Dutch.

²⁵ KWPN, *Stallion Statistics (Breeding values stallions sport and conformation 2007 – 2008 and breeding statistics stallions 2007)*, [Ermelo: KWPN, 2008]: 2.

²⁶ KWPN, *What is the KWPN?* KWPN, <http://www.kwpn.org/site/main/article?guid=b8415d10-a35b-11de-bb12-000c299e1a48> [accessed 11.12.2009].

evidence suggests the number of Dutch horses exported has risen considerably in recent years²⁷, as the KWPN has climbed the ranks of the WBFSH.

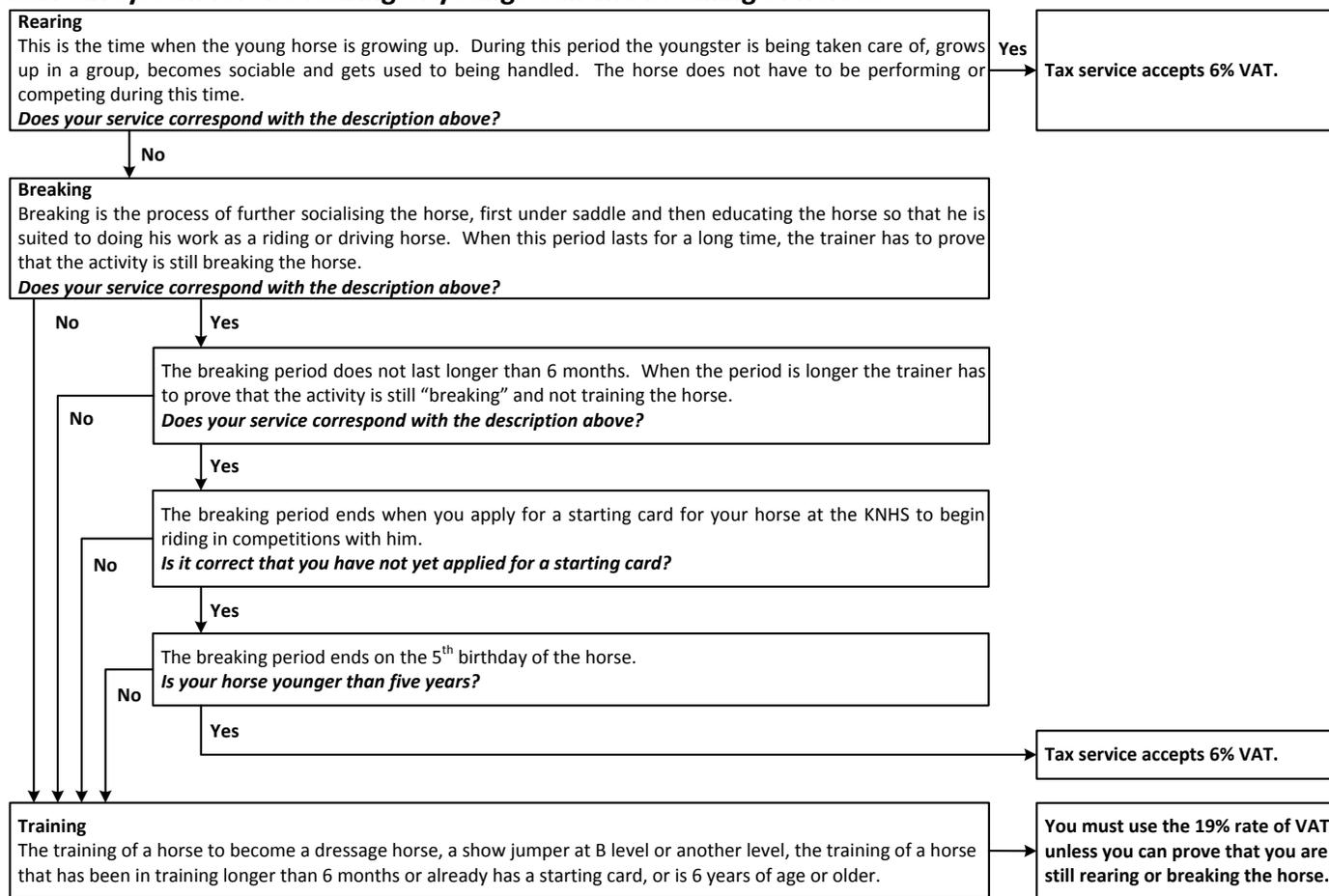
The KWPN is not the only active studbook in the Netherlands: there are around 25 others, including Netherlands Riding Horse and Pony Studbook (NRPS), Netherlands Shetland Pony Studbook (NSPS) and Netherlands Connemara Pony Studbook (NCPS). The breeding element of the equine policy network is represented by three seats in SRP, one is taken by the KWPN as the largest breeding organisation and the other two are allocated one each to the horse and pony studbooks (*see 7.2*). One participant in particular described how all of the studbooks, including the KWPN, come together under the umbrella of breeding, through the SRP. This contributor also stressed the importance of their working together in that capacity for the benefit of the breeding element of the equine policy network. (Interview N01)

Many of the smaller studbooks work with the KNHS to run competitions and grading across different disciplines and breeds. This was highlighted as important in Interview N04, particularly to the breeding element of the industry. This collaborative working allows different elements of the network (sport and recreation, and breeding), to come together with a common purpose. It also enables economies of scale to be achieved by the smaller studbooks, when running these events.

An example of different elements of the equine policy network working together to achieve a good outcome for the industry is the reduced tax rate for the rearing and breaking of youngstock. In 2008 the normal rate for value added tax in the Netherlands was 19 per cent. However, through the collective working of certain elements of the equine policy network, including the breeding element along with SRP, this has been reduced to six per cent for horses under five years old. Details of how the lower tax rate is allocated are shown in Figure 7.4 below.

²⁷ Loomans, J. B. A., Stolk, P. W. Th., van Weeren, P. R., Vaarkamp, H. and Barneveld, A. *A survey of the workload and clinical skills in current equine practices in The Netherlands*. *Equine Veterinary Education*, 19 (3) [2007]: 162.

Figure 7.4 The Dutch tax system for the rearing of youngstock and breaking of horses²⁸



²⁸ Ministerie van Financiën. “Duidelijkheid Over BTW-Tarief: Standpunt Belastingdienst Inzake Opfok/Africhting” (Clarity concerning VAT: Tax and Customs view of breeding and training), Translated by Krabbenborg, R., *De Hippische Ondernemer* 5 (4) [2008]: 8 – 9.

The Dutch central government's recognition of the importance of the lower rate of tax to the horse industry and that it needed to be retained for the benefit of the industry, was a key event in the development of the equine policy network and the role of SRP. SRP's representation of the horse industry to the government on this issue illustrates the power of collective working.

An important point which must be stressed is that Dutch breeders have only ever received minimal assistance from the Dutch central government. For a period in the 1980s Dutch farmers were paid around 165 guilders (about £50) for each foal they produced.²⁹ However, this subsidy did not last for many years and breeders have not been supported in this way for a considerable period of time. It should also be stressed that the KWPN is, and has always been, a privately owned studbook.

Nonetheless, one interviewee lamented the demise of the "unique facility at Lelystad" (Waiboerhoeve Research Centre for Cattle, Sheep and Horses, *see* 7.1), as detrimental to the Dutch horse industry (Interview N05). As a result of its loss the Dutch horse industry was left without a central facility where stallions and other horses could be displayed. When visitors go to the Netherlands to purchase horses or view stallions they either tour privately owned studs or yards or attend events at Ermelo or s'-Hertogenbosch. However, this participant did not feel this was the same as visiting Flyinge in Sweden or Warendorf³⁰ in Germany and as a consequence felt Dutch breeders and producers of horses lost out. The contributor suggested that at the time Lelystad closed there was no SRP, or equivalent organisation, to represent the industry to the government, and this was to the detriment of the industry.

The success of the KWPN, both within the horse industry in the Netherlands and worldwide, has been phenomenal. This is illustrated by their rapid ascendancy in the WBFSH rankings (*see above*). There is a close-knit group of people working in the KWPN, currently led by Director Johan Knaap, who has been involved in the horse industry for a number of years, having been a keen breeder of horses since he was a

²⁹ Kidd, "The Dutch Warmblood," 159; OANDA Corporation, *FXHistory: historical currency exchange rates*, NLG Dutch Guilder to GBP, OANDA, <http://www.oanda.com/currency/historical-rates> [accessed 11.12.2009]: conversion rate for 1st January 1990 NLG1:£0.32620 (average figure used). Exchange rates used from 1990, the earliest year available.

³⁰ Warendorf is home to the German Equestrian Federation, which includes a breeding department.

young boy. He was manager of Waiboerhoeve research centre between 1986 and 1995 with particular responsibility for the stallions, and he then became involved in the practical equestrian research facility at Lelystad from 1995 to 2001, before joining the KWPN as Head of Inspection and Co-Director in 2001. Mr Knaap's historical involvement within the horse industry will have influenced his role in the network, giving him a deep understanding of the rules of the game, allowing him to cultivate close contacts with a number of key people and organisations within the sector. His involvement in areas of the sector previously loosely linked to the government (Waiboerhoeve and Lelystad) will have stood him in good stead when dealing with them in connection with other issues.

In the Netherlands, as in Sweden, one area was highlighted where England was leading. There is no Dutch equivalent to the National Equine Database (NED) in England, and this was the cause of much lament from participants throughout the field work. As required by European legislation, Dutch horses have passports. However, only basic data from these passports are recorded: there is no central database holding detailed pedigree and performance records. There is a formal relationship between the KWPN and KNHS whereby the KNHS supplies competition records to the KWPN, which uses the records to track the progress of individual horses. These results also influence the calculation of EBVs. However, these data are not available publically, so if a member of the public wishes to know the background, for example the performance record, of a particular horse they need to telephone the KWPN (providing the horse is registered with that organisation). If the horse is not registered with the KWPN, the person needs to contact the appropriate breed registry, who may or may not hold the records.

It can be clearly seen from the preceding discussion that the breeding element, and in particular the KWPN, is fully integrated into the equine policy network in the Netherlands and plays an active role in its relationship with the government. Each of the research strategies utilised has provided evidence of this, and it was particularly evident at the Global Dressage Forum, a conference which the researcher attended in the course of this study. It is also strongly linked to the sport and recreation element, through the KNHS, and this is discussed in the next section.

7.4 The sport and recreation element of the equine policy network

Two particular elements of the Dutch equine policy network work closely together: breeding, and sport and recreation. The strength of their relationship is demonstrated by the working links between the KWPN and KNHS. Evidence of this connection was found across the research strategies utilised in the study. When the process of coding the interview responses was undertaken the theme of leadership (*Theme C*) particularly highlighted this relationship. Verification was obtained in the documentary research and participant observation undertaken.

The KNHS is the primary equestrian organisation representing horse sport and recreational riders in the Netherlands. With 195,000 members, it is in direct contact with nearly 43 per cent of riders within the Netherlands (*see Table 4.3*).³¹ In addition to being one of the largest sport federations in the country, the KNHS acts directly for Dutch interests connected to the International Equestrian Federation (FEI), the worldwide governing body for horse sports³². Riders who want to compete in equestrian competitions within the Netherlands must be licensed by the KHNS to do so. Some riding clubs are also members of the KNHS.³³ It is worth noting that one membership allows riders to compete across a number of disciplines.

The KHNS was recognised in its current formation on 1st January 2002. Eight equestrian disciplines are incorporated within the Federation: dressage, eventing, show jumping, endurance, driving, carriage driving, vaulting and reining.³⁴ These disciplines were brought together through 17 existing clubs and organisations, which formed the KNHS at that time. Western sport is not currently represented within the KNHS, although it is connected through a praxis relationship (*see Figure 7.1*). It is anticipated that this discipline will be formally included within the portfolio of the KNHS during 2010.

³¹ There are around 456,000 active riders in the Netherlands. ZKA Consultants and Planners: *Paardensportonderzoek 2006 (Horse Sport Research 2006)*, [Ermelo: KNHS, 2006]: 6.

³² Excluding Thoroughbred, Arabian and trotting (harness) racing.

³³ KNHS, *About KNHS*, KNHS, <http://www.knhs.nl/defaultUK.asp> [accessed 07.10.2008].

³⁴ KNHS, *About KNHS*.

The integration of these sporting associations into one organisation, under the umbrella of the KNHS, was a significant event for the Dutch horse industry and equine policy network. Through the KNHS all horse sport, outside the horse racing sub-sector, is represented and this clearly gives the organisation the authority to speak for this element of the network. However, the exclusion of western riding implies that its voice would not currently be heard. This suggestion is further reinforced when the structure of SRP is examined. The sport element of the equine policy network is represented by three seats on the board of SRP (see Figure 7.3). Two of these seats are allocated to the KNHS, while the remaining seat belongs to NDR, resulting in the representation of both the horse racing and the non-racing sub-sectors, but western riding does not feature in this. The exclusion of western riding implies that, for some reason, it is not fully recognised by the equine policy network. The reason may be that it does not feel it needs or wants representation within the KNHS, or it could be because it does not play by the rules of the game as specified by those with membership of the policy network. Nonetheless, if it successfully becomes an associate of the KNHS in 2010, it will be integrated into the policy network and the Federation will truly represent all non-racing horse sport.

The current link between the KNHS and western sport is classified as a praxis relationship. This is due to the need for riders who compete at international level to be recognised by their Equestrian Federation, in this case KNHS, in order to be able to attend FEI-run championships. Under the current structure, KNHS recognises these riders, to allow them to compete, for example, in the World Equestrian Games.

In recent years the industry has grown: the horse population is estimated to have increased from 400,000 in 2000³⁵ to 450,000 in 2008.³⁶ Approximately one million people in the Netherlands are equestrian sport fans, while 456,000 people eight years

³⁵ Helgesson, A. and Hedberg, A., *The Horse Industry in the European Union*, [Uppsala, Sweden: SLU, 2001]: 13.

³⁶ This figure is stated having considered a number of sources including: Koeleman, E., "Horse feed is mainly bought by young women," *Feed Tech*, 12th June 2008: 17 (450,000 horses); Loomans *et al*, 163 (440,000 horses in 2006 with a 4 per cent annual increase); Ministry of Agriculture, Nature and Food Quality, *National Agenda for Animal Health 2007 – 2015: prevention is better than cure*, [The Hague: Ministry of Agriculture, Nature and Food Quality, 2007]: 28 (between 350,000 and 500,000 horses).

or older ride a horse at least four times a year.³⁷ Of these riders, it is estimated that 80 per cent are recreational riders and 20 per cent are competition riders³⁸.

Dressage is the most popular discipline, followed by show jumping and driving. Eventing is only popular with a handful of riders.³⁹ The demographic profile of those actively involved is mainly female (80 per cent) and young (42 per cent are under 20 years of age). Around 20 per cent of these people keep their own horse or pony.⁴⁰

It was suggested, in Interview N04, that the growth within the industry was substantially due to the success of horses bred by the KWPN (*see* 7.3), along with the star-status of Anky van Grunsven. Ms van Grunsven is an internationally renowned Dutch dressage rider who has won several Olympic medals, and is recognised within the Netherlands as a sporting star even outside of the horse industry. Many young people, predominantly girls, look up to Ms van Grunsven, and wish to emulate her success through becoming involved in the horse industry. This has contributed to the growth of the sector and raised its profile within the Netherlands.

Funding for elite sport in the Netherlands is provided through the National Olympic Committee * Netherlands Sports Federation (NOC*NSF). This finance comes from a number of sources including the government, national lottery and sponsorship, and has dramatically increased in recent years. During 1998 around €21 million of public finance was spent in this way: by 2008 the amount had doubled to €42 million.⁴¹ This public funding has increased partly due to the drive within the Netherlands to become a top ten sporting nation as well as political aspirations to host the summer Olympic Games in 2028, a century after they were held in Amsterdam.⁴² In addition funding from sponsorship, federation membership fees and the sale of television rights has also increased, boosting the total fund for elite sports in 2008 to €98.9 million.

³⁷ KNHS, *About KNHS*; ZKA Consultants and Planners, 6.

³⁸ The source of this data does not provide a clear definition of a recreation or competition rider. In general, a competition rider is classified as a rider who competes at an affiliated level in any horse sport, for example in affiliated dressage, while a recreation rider does not compete at an affiliated level, but might compete at a lower level. ZKA Consultants and Planners, 6 – 7.

³⁹ ZKA Consultants and Planners, 7.

⁴⁰ KNHS, *About KNHS*.

⁴¹ Tissen-Raaphorst, A. and Breedveld, K., *Sport in the Netherlands 2009*, [The Hague: The Netherlands Institute for Social Research, 2009]: 25, 38.

⁴² van Hilvoorde, I., Elling, A. and Stokvis, R., *How to influence National pride? The Olympic medal index as a unifying narrative*, *International Review for the Sociology of Sport*, 45 (1) [2010]: 88.

NOC*NSF is an independent body, which was formed by the 72 Dutch sport federations in order to practically implement sport policy. It also has responsibility for distributing government grants for elite sports people, in addition to sending these athletes to the Olympic and Paralympic Games.⁴³

The KNHS is also linked to Rabobank (*see Figure 7.1*). Rabobank is not directly situated within the horse industry: it is a financial institution founded in 1972 by two Dutch cooperative banks dating back to 1898, which merged at that time. Since 1999 Rabobank has been a main sponsor of KNHS, providing funding for all disciplines represented within KNHS (dressage, showjumping, eventing, driving, reining, vaulting, carriage driving and endurance), financially helping talented riders through the Rabo Talentplan and sponsoring three major equestrian sporting events which occur in the Netherlands each year.⁴⁴ The link between the KNHS and Rabobank has also helped the industry to grow within the Netherlands, through Rabobank's continued sponsorship.

Within each of the formal interviews completed in the Netherlands the KNHS was recognised by participants as being highly influential. Comments made included:

The KNHS is important ... as it represents the sport members, or the consumers, of the horse industry in the Netherlands. (Interview N01)

The KNHS is important to the industry as it holds all of the data on the sport of equestrianism in the Netherlands. (Interview N05)

The KNHS, along with the KWPN, is the most important organisation in the horse industry in the Netherlands as it is the biggest player. (Interview N03)

The integration of the breeding element with the sport and recreation element of the equine policy network is of vital importance to the success of the sector both in the Netherlands and internationally. Formally recognised for its role in SRP, the KNHS is a key organisation which speaks for the majority of Dutch horse sport and recreation with authority.

⁴³ Tissen-Raaphorst and Breedveld, 25, 38.

⁴⁴ KNHS, Rabobank and equestrian sport, KNHS, <http://www.knhs.nl/newsUK.asp?pCatID=18352&CatID=18361&ppCatID=&ID=12220&style=0&zoomstyle=0&men=> [accessed 07.10.2008].

7.5 The equine policy network and the agricultural policy network

As previously discussed (*see 7.2*), in the Netherlands there is a blurring of the boundary between the equine policy network and the agricultural policy network. This is illustrated through the role of LTO in the horse industry, and was evidenced in each of the research strategies utilised. The interviews indicated the significant role of the organisation, and this was borne out in the documentary research and participant observation undertaken.

LTO is an umbrella body in the agricultural industry, comprising three regional organisations: LLTB, LTO Noord and ZLTO. Representing nearly 50,000 agricultural entrepreneurs in the Netherlands, it acts for most of those connected with Dutch agriculture and horticulture (including arable, dairy and pig farming, glasshouse horticulture, bulb growing and tree cultivation), recognising their contribution to the national economy, landscape and environment. LTO classes itself as an entrepreneurs' and employers' organisation, promoting the interests of its members at local, regional, national and international levels.⁴⁵

In recent years LTO has become connected to the horse industry within the Netherlands through its role in the creation of SRP. During the early 2000s the number of horses based on farms steadily increased. In 2000 there were 118,000 horses on farms; by 2008 this number had risen to 144,000, an increase of over 22 per cent.⁴⁶ During this time LTO recognised the importance of the horse industry and employed Mr de Groot as the portfolio holder for horses. Subsequently, in 2005 and 2006 LTO seriously considered how they could become actively and usefully included within the horse industry. Having approached some of the members of SRP in its formation prior to 2007, LTO offered to become involved. At the same time the Dutch government wanted to take the horse industry more seriously and the re-organisation and re-launch of SRP in a more inclusive format, by embracing LTO and FNHO, enabled SRP to truly represent the industry to the government.

⁴⁵ LTO, *LTO Nederland: employers' organisation for the agricultural sector*, [LTO Noord Communication Department: The Hague, 2008]: 3 – 4.

⁴⁶ Statistics Netherlands, *Statistical Yearbook 2008*, 18.

When SRP was re-launched in 2007, it was funded by LTO with the secretary on secondment from that organisation and based at ZLTO's head quarters in Tilburg (see 7.2). This arrangement clearly illustrates LTO's commitment to the horse industry and the equine policy network.

The integration of the equine and agricultural policy networks, through the inclusion of LTO within SRP and the broader industry, symbolised a turning point in the structure of the sector in the Netherlands and in particular its relationship with the government.

One interview participant underlined this in stating:

LTO has a network in and around agriculture and the government – they communicate with the Ministry of Agriculture and other government bodies. We [the horse industry] are learning from them, and that is why they are important. (Interview N06)

In order to fully capitalise on the inroads made by these developments it is imperative that SRP builds on the relationships cultivated so far, and that the two policy networks continue to work together to best effect.

7.6 The equine policy network and the Marsh-Rhodes typology

This section considers how closely the equine policy network of the Netherlands fits the Marsh-Rhodes policy network typology (see Chapter 3). Using the dimensions of membership, integration, resources and power, it will examine whether the characteristics of a policy community or an issue network are reflected.⁴⁷

7.6.1 Membership

The membership of the Dutch equine policy network is smaller than demonstrated in England or Sweden, with about 50 members. Some of the interest groups included come from the agricultural policy network. One striking difference between the Dutch equine policy network and the networks in England and Sweden is the size. The diagrammatic representation of the three countries clearly shows this (see Figures 5.2,

⁴⁷ Rhodes, R. A. W. and Marsh, D., "Policy Communities and Issue Networks: beyond typology," in *Policy Networks in British Government*, ed. Rhodes, R. A. W. and Marsh, D. [Oxford: Clarendon Press, 1992]: 251.

6.1 and 7.1). Even though the number of organisations within the Dutch sector is much lower than the English or Swedish sectors, the Government prefers to deal with one body representing the whole industry (see 7.2).

Again the Horse Council, SRP, is a key organisation in the link between the government and the industry. The model of the Horse Council utilised in the Netherlands is different to that found in England or Sweden. While a secretary is employed to undertake day-to-day tasks, representatives from the member organisations of the SRP will actively lobby government when necessary. In this model the Horse Council can call on the appropriate person to represent the industry on any issue.

As in England and Sweden, the common denominator within the network is the horse, including financial, recreational, sport and emotional interests. However, in the case of LTO and its member organisations, this interest runs in parallel with a number of broader concerns in the horticultural and agricultural areas.

From the data gathered, when considering the dimension of membership it would appear the Dutch equine policy network more closely mirrors an issue network than a policy community. Although it is smaller than the equine policy networks in England and Sweden it encompasses a wide range of interests surrounding the horse.

7.6.2 Integration

The Dutch equine policy network is highly integrated. This is fostered by the relatively small network, as compared to England and Sweden. A number of key organisations (SRP, KWPN, FNHO, KNHS and NDR) interact closely, with other interest groups becoming involved when necessary. As SRP has a dedicated secretary, contact with relevant interest groups and actors can be made easily. A level of consistency can be maintained over a period of time, which helps organisations within the network consolidate their relationships. Conflict is sometimes present within the network. However, on most issues a level of agreement is reached.

Examining the evidence gathered in this research, it would appear that the Dutch equine policy network more closely reflects a policy community than an issue network when the dimension of integration is considered.

7.6.3 Resources

In England and Sweden, some members of the policy network have resources, whether these resources are financial or physical. Within the Dutch equine policy network a few organisations have resources, while others do not have as many. For example, the KNHS and KWPN are both bodies with a number of resources, while some of the studbooks have fewer resources. When the government needs to make a policy decision in the Netherlands it consults with SRP which then talks to the industry, and specifically the organisations with an interest in the issue.

In the Netherlands around 43 per cent of riders are members of the KNHS (*see Table 4.3*), a slightly higher proportion of riders than in Sweden, but a much larger proportion than in England. As found in Sweden, in order to compete in the Netherlands it is necessary to be licensed by KNHS, and therefore riders in membership of the Federation are likely to be those with a keen interest in the industry. Although the proportion of members is not as large as might be found in the agricultural policy network, where financial support offered by the government acts as an encouragement for membership of an interest group, it is a significant number.

When the Marsh-Rhodes resource dimension is considered alongside the Dutch equine policy network, it is ambiguous as to whether it reflects a policy community or issue network, as in Sweden. However, following on from Sweden, as there are 43 per cent of riders in membership of the KNHS, this would indicate that the network is a policy community.

7.6.4 Power

The final dimension for consideration is power. Within the Dutch equine policy network there is a balance of power. The establishment of SRP in its current form, as the mouthpiece of the industry to the government and other interested parties, appears to have been accepted across the industry. Although it dominates in its relationship with the government, within its membership there appears to be a balance of power, which would indicate it is more of a policy community than issue network.

7.6.5 Policy community or issue network?

The network surrounding the Dutch horse industry appears to be another example of an equine policy community. The characteristics of each dimension, except for membership, seem to reflect those highlighted by Marsh and Rhodes as representing this type of policy network. As in Sweden, the policy community is open, organisations from the agricultural policy network cross the boundary between the equine and agricultural policy networks, which is again to great benefit to actors within both networks.

7.7 Summary of key findings

The equine policy network of the Netherlands is still developing, having been established in its current form at the beginning of 2007. With the re-organised Dutch Horse Council at its core, a number of long-established organisations, including FNHO, KWPN and KNHS, provide assistance. SRP operates slightly differently to the Swedish Horse Council with a secretary providing administrative support. Direct representation to the government is made by constituent members of SRP.

It was suggested by some interviewees that the intention of the Dutch central government was not to get too involved within the industry. This was neatly summarised in Interview N02:

The government should not be involved too much – they have to regulate some things but it is important that the horse industry can manage itself.

Having been involved in different elements of the industry at various levels and specific times, the Dutch government is formally linked to the policy network through its relationship with SRP. It is also involved in areas such as equine health and welfare, identification and registration, and where European legislation dictates it needs to be. However, in all of these areas SRP is expected to take the lead and liaise directly with the government.

The equine policy network in the Netherlands is open, as in Sweden. LTO's contribution, as a key actor within the agricultural policy network, has played a pivotal role in the development of the equine policy network. This also strengthens both the agricultural and equine policy networks as their voices are louder and more robust when speaking to the government.

In contrast to the Swedish equine policy network, the majority of funding for organisations within the industry comes directly from sources in the sector, and is not administered through the government. Funding is not from gambling, as in Sweden. This ensures that organisations within the industry control its financing. However, if the government wished to have more control over the sector, this lack of provision of funding would be problematic.

The integration of key elements of the policy network, in particular breeding and sport, has ensured that their work is to the benefit of the others and undoubtedly contributes to the overall growth of the sector. The formal introduction of equine and agricultural entrepreneurs into the equine policy network has resulted in the inclusion of organisations and representatives from across the industry.

CHAPTER 8 DISCUSSION

8.1 Introduction

In the previous three chapters the development of the equine policy networks in England, Sweden and the Netherlands have been examined. It has been established that these networks play a significant role, with government departments, organisations, individual actors and other interested parties jostling to become involved. Each equine policy network includes many different elements, embedded in social, historical and cultural narratives. The ways these networks and the elements within them operate, how organisations and individuals interact, which organisations and individuals are included within those interactions, and the depth and breadth of those interactions, all have implications for the development of the horse industry and equine policy network, and ultimately their stability and sustainability. Networks surrounding the horse industry have never before been studied and this is where the contribution of this thesis can be found.

Within each of the case studies an assessment was made of the relationship between interest groups within the horse industry and the government, against the model of a policy community or issue network as suggested in the Marsh-Rhodes policy network typology (*see 5.7, 6.8 and 7.6*). It appears that the equine policy network of England more closely represents an issue network, while the equine policy networks of Sweden and the Netherlands more closely reflect a policy community, as shown below.

Table 8.1 **The equine policy networks and the Marsh-Rhodes typology**

Dimension	England	Sweden	Netherlands
Membership	Issue network	Issue network	Issue network
Integration	Issue network	Policy community	Issue network
Resources	Issue network	Policy community	Policy community
Power	Issue network	Policy community	Policy community
Policy community or issue network?	Issue network	Policy community	Policy community

This chapter compares and contrasts the three equine policy networks, specifically examining: structure; formal representation to the government; the role of the National Equestrian Federation; the breeding element; the relationship between the equine and agricultural policy networks; and recent developments in the equine policy networks.

8.2 The structure of the equine policy networks

Earlier, the structure of a policy network was described in relation to Smith's work considering the relationship between the Ministry of Agriculture, Food and Fisheries (MAFF) and the National Farmers' Union (NFU, *see* 3.2.1). Smith suggested there were two important internal structures within a policy network, the ideological and institutional, which could work to restrict its membership.¹ He also suggested a core and a peripheral layer, sometimes referred to as the primary and secondary layers, which could be identified within the network, along with a number of sub-sectors, or elements.² These concepts will now be discussed in relation to the equine policy networks in the case studies.

8.2.1 The internal structures of the equine policy network

The first internal structure to be considered is the ideological structure, which consists of the dominant set of beliefs shared by members of the equine policy network. If there is significant disagreement from a particular actor over an issue, the ideological structure makes it possible to exclude that actor from the network.³ In each of the networks studied the majority of members, including representatives from government, believed the horse industry was significant and made a clear socio-economic contribution to the country. Nonetheless, although these shared beliefs are common across each network, there is evidence of conflict within them. For example, in the English equine policy network there is disagreement between the British Equestrian Federation (BEF) and the British Horse Society (BHS) over World Horse

¹ Smith, M., "The Agricultural Policy Community," in *Policy Networks in British Government*, ed. Marsh, D. and Rhodes, R. A. W. [Oxford: Clarendon Press, 1992]: 28.

² *Ibid.*, 31 – 32; Smith, M. J., *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, [London: Harvester Wheatsheaf, 1993]: 61.

³ Smith, "The Agricultural Policy Community," 28.

Welfare (WHW) joining the BEF as a member body (*see 5.4*). Currently, WHW are only found in membership of the equine policy network in England through representation in the welfare element (*see 2.5*), although the BEF and WHW do have an existing formal relationship through their joint membership of the International Equestrian Federation (FEI). The BHS's opposition to WHW joining the BEF suggests it could feel threatened by WHW, as both organisations have welfare within their remit, and the BHS wishes to exclude the WHW from the policy network as a result of this. Another example of exclusion from the policy network can be found in Sweden where some studbooks are outside the membership of the Swedish Horse Breeding Foundation (SH, *see 6.5.2*). Although small in number, these studbooks are excluded from discussions between SH, the Swedish Horse Council (HNS) and the Swedish government about issues that may affect them, which might include considering new legislation or changes to existing legislation.

In addition to the ideological structure suggested by Smith, he also describes four important institutional structures, three of which (government, "rules of the game" and membership of the European Commission [EC]) can be applied to the equine policy network, exerting restrictions and control over it. The fourth institutional structure, which was in place prior to Britain joining the EC was the Annual Review, which examined agriculture and was particularly important as it determined agricultural prices for the following year.⁴ This final structure is not relevant to the equine policy network, as there is no comparable mechanism currently in place.

Firstly, the government can provide the network with a decision-making core which has the authority to make policy relating to the horse industry. In England, due to the multi-faceted nature of the sector, there are two principal government departments in this position, the Department for Culture, Media and Sport (DCMS) and the Department for Environment, Food and Rural Affairs (Defra). In order to simplify matters, where there are a number of departments involved in the policy network, one of the government actors needs to take the lead⁵. In the case of DCMS and Defra responsibilities are clearly defined, with Defra taking the lead on the horse industry as

⁴ Smith, "The Agricultural Policy Community," 29 – 30.

⁵ Smith, *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, 59.

a whole. DCMS is highly significant to the network as it controls the financial aspect of horse racing, including gambling tax levels (see 5.3). It also has responsibility for the funding of sport, which provides significant financial resources for the sector both at elite and grass roots levels (see 5.4), and oversees tourism. Defra is concerned with all other aspects of the sector, including identification and registration of horses, and health and welfare (see 5.2.1). When DCMS or Defra develops policy concerning the horse industry they have contact with organisations within the sector. Usually this is through one of three organisations, depending upon the context: the British Horseracing Authority (BHA) for racing issues, the BEF for sport issues, or the British Horse Industry Confederation (BHIC) for the majority of other issues. In Sweden the main government department which relates to the equine policy network is the Ministry of Agriculture, as responsibility for the horse industry falls to the Rural Growth Division within the Ministry (see 6.2).⁶ However, the Ministry of Finance is also important, as in conjunction with the Swedish Horseracing Totalisator Board (ATG), it controls the proportion of gambling taxes that are paid back to HNS. The equine policy network in the Netherlands is linked formally to the Ministry of Agriculture, Nature and Food Quality (MinLNV) through a strategic relationship with the Dutch Horse Council (SRP). Again, horses fall under the remit of this department and therefore this is the logical place for the formalised relationship to be found. Within each country, if a policy decision that affects the industry is made by a Ministry other than those with a direct link to it, the Horse Council lobbies the appropriate Ministry. For example, planning policy is highly relevant to the horse industry as it can impact where equine enterprises may be established. It can also limit the building of ancillary facilities, such as outdoor schools, which many private horse owners or equine enterprises may wish to erect. Within each country studied in this research, while there may not be a formal link to the specific department with responsibility for those decisions, the role of such a Ministry not directly linked to the horse industry should be acknowledged, as should the ability of the Horse Council to lobby it when necessary.

⁶ Ministry of Agriculture, *Organisation of the Ministry of Agriculture*, [Stockholm: Ministry of Agriculture, 2009]: 1.

The second institutional structure relevant to the horse industry is the “rules of the game”⁷, which determine how groups, organisations or individuals should act, and are set by the policy network.⁸ In order to obtain entry to the network actors need to abide by the rules of the game, and if they do not their entry can be restricted. The rules can also shape an actor’s behaviour whilst they are a member of the network, in order for this actor to stay in membership and not be excluded.⁹ It can be very difficult to penetrate the equine policy network and in many respects this is due to the rules of the game. The example of the Swedish studbooks’ exclusion from the SH discussed above illustrates this.

The final institutional structure relevant to the equine policy network is membership of the European Commission (EC). This has brought about a number of legislative changes to the horse industry. For example, identification and registration of horses, initially through horse passports and more recently through the introduction of compulsory microchipping, was established as a direct result of European legislation.¹⁰ Defra was responsible for the introduction of this legislation in England, and relied on links established with the BHIC to gain assistance from within the industry. This legislation helped to establish the National Equine Database (NED) in England which, in addition to fulfilling Defra’s requirements for a central record of all horse details, is being utilised within the industry to improve the quality of horse breeding (*see 5.5.2*). In Sweden the Ministry of Agriculture through the Swedish Board of Agriculture (SJV), and in the Netherlands the MinLNV, were responsible for bringing in the same legislation.

⁷ Saunders, P., “They make the rules: political routines and the generation of political bias”, *Policy and Politics*, 4 (1) [Jan 1976]: 31 – 58.

⁸ Rhodes, R. A. W. *Understanding Governance: policy networks, governance, reflexivity and accountability*, [Buckingham: Open University Press, 1997]: 10; Smith, “The Agricultural Policy Community,” 29 – 30.

⁹ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*, 10.

¹⁰ See EU Council Directives 90/426/EEC, 90/427/EEC, 92/353/EEC, 93/623/EEC and 2000/68/EEC and Commission Regulation (EC) No. 504/2008.

8.2.2 The layers and elements of the equine policy network

For this research the layering approach taken by Smith is adapted to suit the equine policy network. Rather than the two layers he proposes in the agricultural policy network, this thesis suggests there are three layers within each of the equine policy networks studied: primary, secondary and tertiary. In the agricultural policy network Smith suggests the primary layer consists of groups which are closely involved in policy decisions on a day-to-day basis, while the secondary layer includes organisations which have access to the government only when an issue specifically concerning them arises. In his example he suggests the NFU is found in the primary layer as it interacts daily with MAFF, while groups like the Country Landowners' Association (CLA) and National Union of Agricultural and Allied Workers (NAAAW) would be found in the secondary layer and would be involved in consultation and little else.¹¹ It should be stressed that other organisations take the lead when specific policy issues arise, for example within the welfare sub-sector of the agricultural policy network as highlighted by Winter and Jordan *et al* (see 3.2.2).¹² This finding is also reflected in each of the equine policy networks studied.

There is a fundamental difference between the agricultural and equine policy networks. The relationship between MAFF and the NFU was pivotal in Smith's example: the NFU worked for farmers bargaining with MAFF to get the best prices for agricultural commodities, initially within Britain and latterly within Europe. The same relationship between the government and organisations within each equine policy network studied in this thesis does not exist. For example, in England the government, through DCMS and Defra, provides some financial support to the industry, which is given to particular organisations for specific purposes, rather than individual horse owners (see 5.3, 5.4 and 5.5). This is mirrored in Sweden and the Netherlands (see 6.3 and 7.1). Therefore the basis for any bargaining between the government and interest groups within the equine policy network significantly differs from that which occurs in

¹¹ Smith, *Pressure, Power and Policy: state autonomy and policy networks in Britain and the United States*, 61; Smith, "The Agricultural Policy Community," 31.

¹² Jordan, G., Maloney, W. A. and McLaughlin, A. M., "Characterizing Agricultural Policy-Making," *Public Administration*, 72 (4) [Winter 1994]: 510; Winter, M., *Rural Politics: policies for agriculture, forestry and the environment*, [London: Routledge, 1996]: 160.

the agricultural policy network. Additionally, the frequency of interaction in this relationship is considerably reduced. Rather than the interest group aiming to achieve the best price for a commodity its member produces, organisations within the equine policy network are aiming to get the best outcome for themselves and the horse industry. For this reason, the role of the government holds a different significance for interest groups within the equine policy network than it did for the NFU and its members in Smith's example. These two factors combine to result in a diluted relationship between the government and other members found in each equine policy network studied, when compared to the relationship within the agricultural policy network. The same point can be applied to the Swedish equine policy network, although it should be noted that the funding provided formally by the government to the horse industry is much more broadly distributed than in England. In the Netherlands, there is no formal funding for the industry from the government, with the exception of some financial assistance for elite level sport.

Within the equine policy networks studied the primary layer contains the Horse Council of each country (BHIC, HNS or SRP). This organisation is formally recognised, by both the government and the industry, as providing the link to the wider policy network. However, the effectiveness of this organisation in providing this link is variable between the countries and is discussed below (*see 8.3*). The secondary layer comprises a number of key organisations which actively back the Horse Council through the provision of funding. These interest groups are powerful within the network and can significantly influence policy decisions. The tertiary layer is composed of all other organisations involved in the policy making process. These are interest groups which do not have the same level of power as those in the secondary layer and therefore their influence on the policy making process is often diminished.

The introduction of a third layer within the equine policy networks studied is due to two factors. Firstly, as a result of the differences between the equine and agricultural policy networks described above, the emphasis of the relationship between the government and the interest groups within the horse industry is significantly altered. Rather than the bargaining relationship that existed between MAFF and the NFU, the relationship between the Horse Council and the government in each country is more

consultative. Although the funding provided to different elements of the network is important, the Horse Council and the organisations which interact with it most frequently campaign for policy decisions which they feel will benefit the industry. A distinction needs to be made between those interest groups which link directly to the Horse Council and those which do not. Secondly, the third layer helps accommodate the large number of organisations situated within each network (see 5.1, 6.1 and 7.1). The members of the primary and secondary layers of each of the equine policy networks studied are shown below.

Table 8.2 **The primary and secondary layers of the equine policy networks**

	England	Sweden	Netherlands
Primary layer	British Horse Industry Confederation (BHIC)	Swedish Horse Council (HNS)	Dutch Horse Council (SRP)
Secondary layer	British Horseracing Authority (BHA) British Equestrian Federation (BEF) British Horse Society (BHS) Thoroughbred Breeders' Association (TBA) ----- British Equestrian Trade Association (BETA) British Equine Veterinary Association (BEVA)	Swedish Horseracing Totalisator Board (ATG)	Dutch Federation of Agricultural and Horticultural Organisations (LTO) Federation of Dutch Horse Entrepreneurs (FNHO) Royal Dutch Equestrian Federation (KNHS) Royal Warmblood Studbook of the Netherlands (KWPN) ----- Dutch Trotting and Thoroughbred Racing (NDR) Horse Studbooks Pony Studbooks

Within the English equine policy network it can be seen that there are six members of the secondary layer. These organisations are the component members of the BHIC, and have direct representation on that body. However, only the first four organisations hold Directorships of the BHIC (British Horseracing Authority, BHA; BEF; BHS; the Thoroughbred Breeders' Association, TBA), while the final interest groups, the British Equestrian Trade Association (BETA) and British Equine Veterinary Association (BEVA), are not able to appoint Directors, as specified when the organisation was established (see 5.2.2). This results in the latter two organisations having less of a

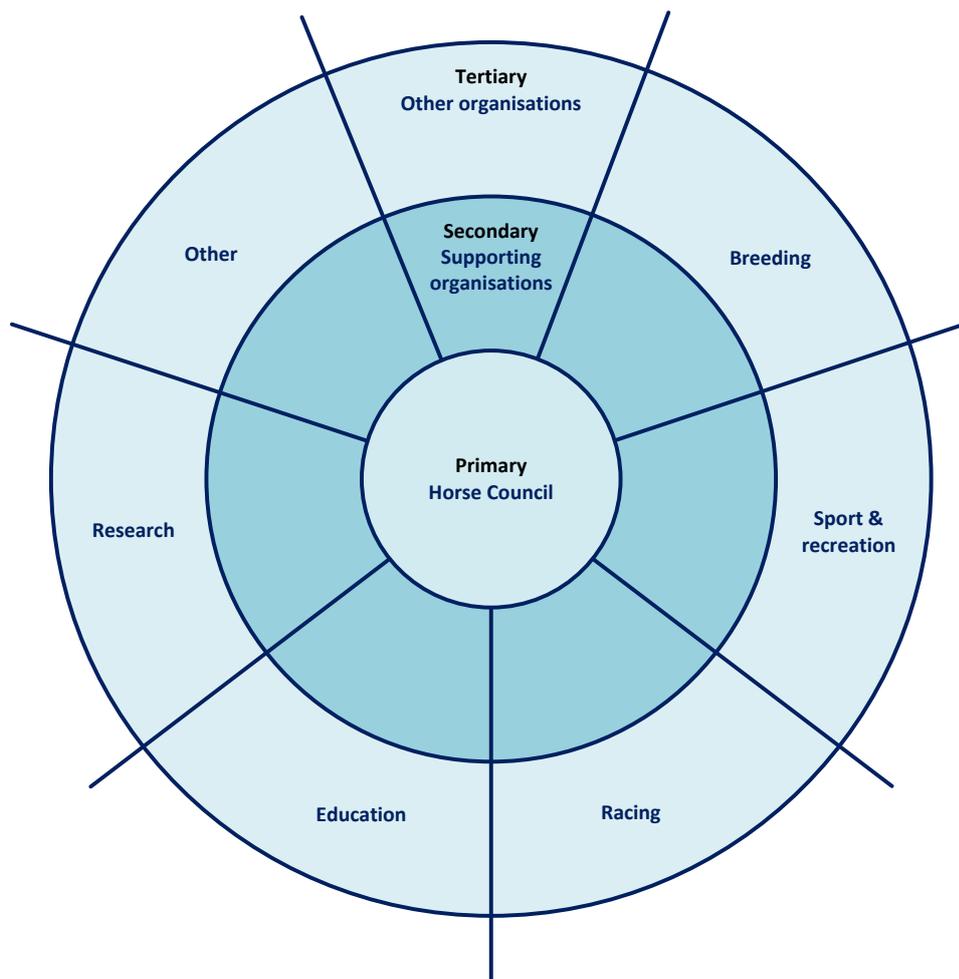
voice within the BHIC. In Sweden, the Swedish Horseracing Totalisator Board (ATG) is the sole member of the secondary layer of the equine policy network as it is the only organisation that provides funding directly to the Horse Council. It should be noted that this finance is provided by the government for the horse industry and is administered by ATG. In the Netherlands, SRP is funded by a similar number of organisations to the BHIC in England. The principal donations of both finance and resources come from the first four organisations in the table: Dutch Federation of Agricultural and Horticultural Organisations (LTO), Federation of Dutch Horse Entrepreneurs (FNHO), Royal Dutch Equestrian Federation (KNHS) and Royal Warmblood Studbook of the Netherlands (KWPN); while the Dutch Trotting and Thoroughbred Racing (NDR), the horse studbooks and the pony studbooks provide limited funding. The model of operation adopted by each of these Horse Councils is examined in more detail below (*see 8.3*).

Smith also highlights a number of “elements”, or “sub-sectors” within the policy network.¹³ Organisations in the secondary and tertiary layers of the equine policy network contribute to the elements that interest them. A number of elements can be found within each of the equine policy networks studied, including racing, sport and recreation, breeding, research and education. It should be noted that this list is not exhaustive. However, not all elements have equal importance across the countries examined, for example, the racing element in the Netherlands is very small and not as significant as in England or Sweden.

By considering the layers and elements of the equine policy networks examined it has been possible to conceptualise their structure. Although the equine policy network in England represents an issue network as described in the Marsh-Rhodes typology, while the networks of Sweden and the Netherlands are more aligned with a policy community, both types can be considered in the same conceptual diagram with the relationships between the organisations and the membership of the network providing the distinguishing factors.

¹³ Smith, “The Agricultural Policy Community,” 31 – 32.

Figure 8.1 Conceptualisation of the equine policy network



The Horse Council is situated at the centre of the diagram, while the organisations supporting it are found in the secondary layer (*see Table 8.1*). Other interest groups reside in the tertiary layer. Six different elements are illustrated in the diagram above, however this list is not exhaustive. Actors might be interested in more than one element, and will therefore move between them when necessary.

There are occasions within each equine policy network where the Horse Council does not take the lead in discussions with the government in connection with equine-related issues. In England, an example of this is equine welfare. In this sub-sector, the lead is likely to be taken by another organisation such as the BEVA or National Equine Welfare Council (NEWC), although the BHIC may be involved.¹⁴

¹⁴ See, for example BEVA, BHIC, NEWC, Defra, Scottish Executive and Welsh Assembly Government, *Equine Health and Welfare Strategy for Great Britain*, [Kenilworth: NEWC, 2007].

8.3 Formal representation to the government

Through a review of the case studies it can be seen that within the equine policy network of each country official representation to the government is made through a designated body: the Horse Council. This body is the BHIC in England, HNS in Sweden and SRP in the Netherlands. All were set up after some form of government intervention, which occurred either through recognition of the need to coordinate the relationship between the industry and the government (in England and the Netherlands, *see 5.2 and 7.2*), or after the government appreciated the socio-economic role of the industry within the country (in Sweden, *see 6.2*). These bodies were created to simplify the relationship between the government and the industry for the benefit of both parties, through the creation of one voice to speak for the industry.

Within each country studied the organisations have different modes of operation. In England the BHIC does not employ full time members of staff, preferring to nominate a Chairman from one of the principal organisations within the body. This rolling Chairmanship came in for some criticism from participants in the research and is discussed below. In Sweden, a small number of staff are employed directly in HNS, including the Chief Executive and Business Coordinator, in addition to people who oversee its three areas of responsibility: the national riding centres, horse clinics and the Foundation for Equine Research (SHF). In the Netherlands SRP employs a Secretary, who is seconded from the Dutch Federation of Agricultural and Horticultural Organisations (LTO).

In Sweden, HNS is proactive in its relationship with the government (*see 6.2*). It has hosted a number of “Horse Parliaments” in order to bring the industry to the attention of the government and its representatives. In addition, it has actively sought to raise the profile of the industry at the local and regional levels of government. This has been possible due to a coordinated approach to the funding of HNS instigated by the government in 1974 when ATG was formed (*see 6.3*). Although in the course of this study many interviewees and others who contributed lamented that the document *En*

Svensk Hästpolitik (A Swedish Equine Policy¹⁵) was not formally acted upon by the government and felt the horse industry had lost out as a result, the government did meet some of the recommendations it contained (see 6.2).

The formal relationship between SRP and the government in the Netherlands is the most recently established in this study (see 7.2). SRP has been working actively with the government on issues concerning the identification and registration of horses, with its creation viewed as a positive development by both the government and interest groups within the industry.

In England the creation of the BHIC was met with much fanfare within the industry. Launched in 1999 at the National Equine Forum (NEF), a key event for interest groups to network and discuss issues, it was brought to the attention of many influential actors within the industry. However, its subsequent role and profile have been subject to much debate. Participants within this study, both through formal interviews and informal discussions, raised concerns that the body was not fulfilling its potential, which was attributed to a number of factors. The two most common causes for concern were the lack of coordinated funding for the body and the rolling Chairmanship.

Resources for the BHIC are currently supplied by the six organisations that comprise its membership. This takes the form of financially supporting representatives to attend meetings held under the BHIC's umbrella. When a particular issue which needs to be addressed arises within the industry it is considered by all representatives in the BHIC, with funding and the other resources needed to examine or lobby for the issue usually sourced through one or more of the member bodies. A recent example of this is the "Rethink the Horse Tax" campaign which was launched by the BHIC, and is jointly funded by the BHA and BEF, in response to the government's proposals to create a new organisation to deal with the management and prevention of animal diseases.¹⁶ Defra proposes to fund this semi-autonomous government body through a

¹⁵ Commission on Equine Policy, *En Svensk Hästpolitik (A Swedish Equine Policy)*, [Stockholm: Report of the Commission on Equine Policy, 2000]: 6 – 7. [Government Official reports 2000: 109, Ministry of Agriculture, Food and Fisheries.]

¹⁶ See <http://www.rethinkthehorsetax.org> for more information about the campaign.

contribution from the taxpayer in addition to an annual registration fee imposed on livestock in the agricultural and horse sectors, which has become known in the horse industry as “The Horse Tax”. Defra announced its proposals in late spring 2009 along with an initial consultation period. The Rethink the Horse Tax campaign was launched during the autumn of that year.

This campaign was the first time the BHIC had something to focus on after the publication of the Strategy for the Horse Industry in England and Wales at the end of 2005, and the subsequent review of this action plan in March 2007. Although representatives from the organisations involved in the creation of the Strategy were nominated as “Champions” to see its progression through the completion of action points published in the accompanying document, many of these tasks appear to have fallen by the wayside, resulting in its stagnation (*see 5.2.2*). This has been greeted with much disappointment by each side of the equine policy network, which was highlighted by members of both the government and interest groups in the course of this research. Up until the point at which the Strategy was published the BHIC had united the industry in a common task upon which the involved organisations were focusing their energies.

It could be assumed from the evidence provided that the BHIC is an organisation that is reactive rather than proactive within the equine policy network. However, through this study it has become clear that in comparison to its counterparts, particularly in Sweden, it is rather an organisation that is vastly under resourced. This could be the root of the problem. While the HNS is funded with a contribution from the government drawn from the proceeds of gambling on horses, the BHIC has no formalised source of finance. Although the member organisations support their staff in their role as Directors or representatives within the BHIC, there is no formal financial arrangement in place where these bodies or the government fund the BHIC. For a number of years it has submitted dormant accounts, which means the liability of the organisation is limited while retaining the rights to the company name. At the beginning of 2010 the BHIC was not trading.

Due to the funding provided by the Swedish government for HNS the CEO and his staff are able to concentrate on its key responsibilities, which include representation of the industry to the government. In England this is not possible as the Chairman of the BHIC has a number of other responsibilities. While HNS has been able to establish and maintain a number of relationships with key personnel in the Swedish government, through the consistency of leadership offered by the CEO, the rolling Chairmanship of the BHIC has resulted in difficulties in forming this type of relationship. While each individual Chairman at the helm of the BHIC may have had contact with government representatives in their normal employment, they will not have been able to establish and maintain a consistent relationship in association with their role at the BHIC. This also applies to the relationship between the Chairman and other actors within the equine policy network.

In addition to the limitations in forming a consistent relationship with the government and other actors illustrated here, the Chairman might experience a conflict of interest. They may have a level of bias, albeit subconsciously, towards the organisation and element of the equine policy network where they are employed, which is less likely to be found with the CEO of the HNS. In this respect, the Chairman of the BHIC might find it difficult to act for the whole of the industry without putting the priorities of their own organisation to the forefront. Conversely, it could also be argued that the CEO of HNS might be biased towards the interests of the government, as they provide, through ATG, the funding for this position. However, due to the original source of the funding being gambling expenditure, this is unlikely.

One of the interviewees (Interview E02) suggested that if a formal funding arrangement for the BHIC had been in place at its inception an independent Chairman could have been employed to head the body. However, this participant indicated that the members of the BHIC had felt it would be possible for the Chairman to hold the position alongside their normal job. While this may have been the case for the first incumbent, Michael Clayton, who held the position alongside a non-executive role at the BHS, subsequent Chairmen have all had full-time, high-level and high-profile positions.

8.4 The role of the National Equestrian Federation

There is a significant difference in the roles and modes of operation of the National Equestrian Federations studied in this research, which is clearly illustrated when the organisational landscape of each country is compared. The number of relationships between the Swedish Equestrian Federation (SvRF) and Royal Dutch Equestrian Federation (KNHS) and other organisations in those respective countries is far fewer than the number of relationships the BEF has with other organisations in England (*see Figures 5.2, 6.1 and 7.1*).

One important variation relates to regulations that enable a rider to compete in affiliated competition. In Sweden and the Netherlands, riders need to have membership of only one organisation, the Equestrian Federation, in order to compete (*see 6.6 and 7.4*). However, to take part in an affiliated competition in England, riders need to belong to the organisation representing that specific discipline, which is in turn itself a member of the BEF (*see 5.4*). This could put riders in England at a disadvantage to their Swedish and Dutch counterparts, as they have the expense of joining more than one organisation if they wish to compete across a number of equestrian disciplines.

Moreover, membership of the Federations in Sweden and the Netherlands also acts as a licence to ride. In Sweden only 13 per cent of those in membership of the SvRF ride competitively, while the remainder are leisure riders (*see 6.6*). The leisure riders in the membership of, and therefore licensed by, SvRF are likely to be those who ride regularly, rather than people who ride once or twice a year.

In the Netherlands around 20 per cent of those in membership of the KNHS ride competitively, while the remainder are leisure riders (*see 7.4*). In England there is no requirement for riders to be licensed and this may be the reason for the significant difference in the proportion of riders who belong to the Federations across the countries. In excess of 40 per cent of riders are in membership of the SvRF and the KNHS, while the figure is only 11 per cent in Britain (*see Table 4.3*). This contrast in level of membership was a noteworthy factor when comparing the equine policy

networks in the three countries. As a result of the low level of membership found in England it was decided that this equine policy network best reflected an issue network where the network is large but membership does not encompass a high proportion of those involved, while the Swedish and Dutch equine policy networks were closer to a policy community as they had a much higher membership level. If organisations within the equine policy network are looking to engage individual members in a policy activity such as horse passport legislation, this will be easier to achieve in Sweden and the Netherlands than in England, where it will be harder to obtain access to these riders.

In order to actively engage a higher proportion of regular riders in England in the equine policy network it might be beneficial to reduce the number of organisations they could join, and emphasize the benefits they would receive as a result of this membership. In Sweden, upon purchase of a licence to compete riders obtain personal insurance. While those who have Gold Membership of the BHS have personal liability and accident insurance, as do members of some other organisations, this is accessed only by a relatively small proportion of riders.

In addition to the points highlighted above, the inclusion of discipline-specific sporting organisations in the equine policy network in England, such as British Eventing (BE), British Dressage (BD) and British Showjumping (BS), creates a layer of complexity not seen in Sweden or the Netherlands (*see Figures 5.2, 6.1 and 7.1*). Prior to 2002 the structure of the sport and recreation element of the equine policy network in the Netherlands was similar to that found in England. However, when the disciplines became fully affiliated to the KNHS in 2002 the structure changed considerably (*see 7.4*). The composition of the sport and recreation element currently adopted in England not only adds expense to riders who wish to compete across a number of disciplines, it also increases costs across the organisations, as a number of tasks are duplicated. Although many of these bodies have their headquarters at Stoneleigh Park, with some sharing the same office buildings, not all opportunities for cost reductions have been taken. If these organisations came together on certain activities, it may result in the costs being reduced, which could then be passed to riders and others within the equine policy network. The freeing up of additional finance might also enable more funding to be targeted at an organisation such as the BHIC, in order

to help it raise the profile of the industry in relevant places, which in turn could help members of the equine policy network.

Another significant difference in the Federations relates to their portfolio of interests. Although the main emphasis of each is the sporting disciplines, some have additional responsibilities. In the Netherlands, the KNHS has the narrowest list of activities, with its emphasis placed on the sporting disciplines and related issues, such as the appointment of officials (*see 7.4*). In Sweden, the SvRF's main interest is also the sporting disciplines. Additionally, around a thousand riding clubs are affiliated to the Federation, half of which include riding schools within their centres (*see 6.6*).

In England, the BEF's principal concern is the sporting disciplines. Nonetheless, it has a number of other interests including breeding (through *British Breeding*), NED and research (*see 5.4*). The BHS undertakes a similar role to the SvRF in Sweden in relation to riding schools. The BEF's interest in breeding has developed directly from the lack of cohesion within that element of the policy network, which resulted in the Federation establishing the Lead Body for Performance Sport Horses and Ponies (PSHP) in an effort to reduce the fragmentation, as set out in the Strategy for the Horse Industry in England and Wales (*see 5.5.2 and 8.5*). In Sweden and the Netherlands it is unnecessary for the National Equestrian Federations to become embroiled in the breeding element of the policy network to the same extent as the BEF, as there is one established breeding organisation which champions its own interests. The Swedish Warmblood Association (ASVH) and Royal Warmblood Studbook of the Netherlands (KWPN) work closely with their respective Federations to develop and promote their own homebred Sport Horses.

In Sweden and the Netherlands the relationship between the Sport Horse studbook and the National Equestrian Federation is important to the equine policy network, and this is reflected in the close links between the breeding element and the sport and recreation element of the network (*see Figures 6.1 and 7.1, and sections 6.5.2, 6.6, 7.3 and 7.4*). In Sweden the SvRF and ASVH work together on a number of projects, including the database "Swede Horse", while the KNHS and KWPN also collaborate in a number of different activities, including the promotion of Dutch bred Sport Horses.

The PSHP is currently part of *British Breeding*, the breeding arm of the BEF. *British Breeding* was formed in 1999, and is a private company limited by guarantee.¹⁷ In the next few years, it is expected that *British Breeding* will become an independent member body of the BEF in its own right, when it has met the criteria for membership as laid down by the BEF (*see 5.4*). When this happens, the BEF will reduce its portfolio of interests, as the PSHP through *British Breeding* will be the overarching body for all Sport Horse breeders (*see 8.5*).

The breadth of activities of the BEF, when compared to those of the SvRF and KNHS, provides an interesting point for consideration. The BEF appears to have diversified away from its core activities, which has impacted upon the way the equine policy network is structured and interacts. For example, as illustrated in Figure 5.2, the BEF has a strategic and financial relationship with the research and academic organisations, something not seen in Sweden or the Netherlands. In the Netherlands research connected to the horse does not appear to be as coordinated as in Sweden, where the SHF, part of HNS, manages much of the government funding and administration in this area (*see 6.4*). Through SHF the government, along with other organisations in the equine policy network, provides funding for research across the breadth of the industry under three areas: health, disease and injuries; breeding, feeding and reproduction; and horse and man, environment and society.

In England there is no one body coordinating government funding of research into any aspect of the horse industry. The BEF is attempting to provide coordination within the research element of the equine policy network through its links with the research and academic organisations. In addition, the government, through the Horserace Betting Levy Board (HBLB), provides specific funding for research under the category of “veterinary science and education” (*see 5.3*). Much of this finance goes towards research relevant to the Thoroughbred horse, and therefore horse racing. A number of interest groups within the policy network also finance research into various areas of equine science. For example the Horse Trust, a welfare organisation originally

¹⁷ *British Breeding* was formed on 23rd August 1999, as the British Sports Horse breeders Association. Its name was changed to *British Breeding* on 27th October 2003.

established to help the working horses of London, provides funding for welfare grants, scientific research and training and clinical scholarships.

The approach taken to research in Sweden, where one organisation oversees the management and administration of research funding, might be problematic if it were applied in England, due to the number of stakeholders. Whilst much of the research overseen by SHF is carried out by researchers based in one of the faculties at the Swedish University of Agricultural Science (SLU), there are over 60 academic and research institutions in England who could be considered to be interested parties. Moreover, the socio-economic aspect of the industry, referred to under the category of “horse and man, environment and society” in Sweden, does not have specific recognition or funding allocated to it in England. In order for this aspect of the industry to be comprehensively understood, and to enable the opportunities it offers to be optimised, efforts should be made to attract funding for research. While this task is undertaken by the Horse Council, through SHF, in Sweden, it would not be possible for the current BHIC to do the same in England, as it does not have the resources. By becoming involved in the research element of the equine policy network, the BEF has broadened its portfolio of interests. In addition it has provided the industry with a chance to come together and maximise the opportunities available through working together to gain funding for research.

In addition to its interest in the breeding and research elements of the equine policy network, the BEF also includes representation from the “entrepreneur” sub-sector of the industry. In the Netherlands, equine entrepreneurs are represented within SRP by FHNO, which includes organisations speaking for riding sport centres, instructors, stallion owners, studs and breeders of horses and horse dealers (*see 7.2*). Comparative organisations within the equine policy network in England include the BHS, ABRS and BETA. The BHS and BETA, who represent instructors and equestrian retailers and suppliers respectively, are represented in both the BEF and BHIC (*see 5.2 and 5.4*). The ARBS’ representation in the BHIC is through the BEF (*see 5.4*). This indicates some duplication within the equine policy network, although this could be attributed to the range of interests of these individual organisations.

The plethora of strands in the BEF's portfolio may in part be ascribed to the nature of the horse industry in England. As the industry has evolved a number of organisations have been created to meet the different needs that have arisen, and these bodies have then continued to grow and expand, possibly feeling a need to justify their existence. The upheaval that occurred during the 1990s in the sport and recreation element, when the BHS and British Showjumping Association (BSJA) could not agree on the level of financial support they provided for the BEF, also exacerbated this situation (see 5.4 and Appendix G). During this time two key actors from the BHS seemed to contradict one another in how they believed the situation should be resolved. In 1994, the outgoing BHS President Lt-Col Sir John Miller indicated that the discipline groups within the BHS would be administered by the BEF in order to allow the BHS to concentrate on its key interests of the grass roots rider and driver. However, this was contradicted by his successor, Major Edward Bonnor-Maurice, who suggested the BHS become the international representative body, with the BEF a committee of the BHS. The opposing views offered by these key actors undoubtedly prolonged the turmoil within the equine policy network.

Having resolved the issue of the BEF's funding by establishing a new company, it should have been possible to manage the potential for conflict within this element more successfully. The BHS, the various disciplines once in BHS membership and the BSJA all became independent member bodies of the BEF in their own right. The BSJA and BHS were able to retain their individual levels of sovereignty by becoming members of the BEF, while all of the "new", independent organisations should have felt they were equal within the BEF. A reduction in discord should also have resulted from the new structure of the BEF (which was the outcome of the review completed by Deloitte in 2004), as the governance structure of the Federation became more clearly delineated than before. However, a level of conflict does remain, as can be seen by the BHS's resistance to WHW joining the BEF as a member body. There is no easy solution to this problem, as these organisations are all keen to retain their place within the network and are willing to fight to do so. As the BHS is already a *bona fide* member of the policy network, while WHW is on the periphery, the BHS is exercising its right to specify the "rules of the game" and in doing so is excluding WHW.

Within the sport and recreation element of the equine policy network the dimension referred to by Marsh and Rhodes as power also has a considerable influence. In an issue network they suggest the relationship between organisations is one of a zero-sum game, where power is unequal and there are likely to be both winners and losers. Often the losers are those with fewer resources, as they are limited in their ability to make their voices heard. The four founder members of the BEF (BD, BE, BHS and BS), who are also the largest members, have considerable power within this element of the network, as evidenced by their increased influence on the BEF Council (*see 5.4*). These organisations also pay more for their membership of the BEF, as the membership fee is set by considering the size of each organisation. The smaller members of the BEF need to ensure that their voice is heard and that they do not lose out as a result of having fewer resources.

8.5 The breeding element of the equine policy networks

The breeding element of the equine policy networks provides an interesting contrast between the countries studied in this research. Sweden has around 35 recognised studbooks, while the Netherlands has around 25 (*see 6.5.2 and 7.3*). Britain has 59 studbooks, 43 of which are based in England.¹⁸ In addition, a further 16 organisations can issue passports although they do not manage a studbook, resulting in a total of 75 Passport Issuing Organisations (PIOs) in Britain (*see 5.5.2*). The non-studbook PIOs are relevant to the breeding element of the equine policy network as their role overlaps with that of the studbooks, and therefore they are included in this section.

The Swedish Horse Breeding Foundation (SH), to which the majority of studbooks in Sweden belong, coordinates the breeding element of the Swedish equine policy network. Two studbooks (ASVH; Swedish Icelandic Horse Association, SIF), in addition to being members of SH, are also independent members of HNS. Both studbooks are large, and in order to ensure their voice is heard on issues which are not directly related to the breeding element of the policy network but might affect them, they

¹⁸ The number of studbooks in Britain has been included here as they all work with NED. For the purpose of this study it is necessary to consider them as a group rather than single out those based in England.

have independently joined the Horse Council. Five studbooks are consciously excluded from SH. Two of these (Swedish Warmblood Trotting Horse Association, ASVT; Swedish Thoroughbred Breeders' Association, SFAF) are active in the equine policy network through relationships with other key organisations. While the author was in Sweden it was suggested the remaining three organisations (Swedish Akhal Teké Association, SATA; ASHA of Scandinavia [Swedish American Saddlebred Studbook]; Swedish and British Riding Pony and Sports Pony, BRP) were small studbooks that did not see representation within SH as a priority. It was also believed that the SH was not actively pursuing these three studbooks to become members. However, their non-admission to the SH illustrates Marsh and Rhodes point about a policy community, as opposed to an issue network, being able to consciously exclude members. The three studbooks outside SH's membership, and not linked to the equine policy network through another relationship, do not have a voice within the network, and will therefore be excluded from any discussions about policy issues relevant to them.

The Netherlands does not have an overarching body coordinating the interests of the breeding element of the equine policy network. However, the studbooks have direct representation within the Horse Council. The KWPN is recognised as the largest and most influential studbook within the Netherlands and this is illustrated by its automatic seat on the Board of SRP, representing breeding. In addition, the pony studbooks have one seat on the Board, while the horse studbooks have another. Those studbooks not directly represented on SRP rely heavily on the three studbooks with delegates in place to ensure their voice is heard. There is also a striking need for clear communication between all studbooks to reduce the likelihood of conflict between these interest groups. However, with around 25 organisations jostling for consideration this is likely to be a challenge.

In England, the Strategy for the Horse Industry explicitly highlights the need for coordination within the breeding element of the equine policy network. It breaks the element into four areas: racing and Thoroughbred breeding; Sport Horse and Pony breeding; native and indigenous breeding; and recreational horses and ponies. It assigns their development to the Thoroughbred Breeders' Association (TBA), *British*

Breeding and the BHS (for the last two areas) respectively.¹⁹ Although the Strategy was developed by the industry alongside the government, clearly stating the need to recognise and resolve the fragmentation inherent in the breeding element, prior to its creation the sub-sector as a whole was happy to continue in the haphazard fashion which was in place. Nonetheless, several attempts had been made to develop different parts of the breeding element of the policy network, but there had often been some level of conflict present in this process.

If the breeding element of the equine policy network is broken down into the four areas highlighted by the Strategy, the Sport Horse and Pony aspect is of great significance to this research as it most closely relates to the principal interests of the stakeholders of this PhD. In Sweden it is represented by the ASVH, in the Netherlands by the KWPN, and in England by the PSHP.

As described above (*see 8.4*), the PSHP was established in 2007 by *British Breeding*, the breeding arm of the BEF. Prior to its creation, a number of organisations had attempted to undertake responsibility for the Sport Horse aspect of the breeding element, but this had often resulted in confusion and conflict (*see 5.5.2*). However, after consultation with actors in the equine policy network resulted in agreement and the subsequent publication of the Strategy for the Horse Industry, it appears there is a consensus of opinion between actors who want to take the suggested initiatives forward.

Nonetheless, there is a fundamental difference between the PSHP, and the KWPN and ASVH. While the latter two organisations are studbooks in their own right and work unilaterally within the Sport Horse breeding element of their respective equine policy networks, the PSHP is an organisation coordinating a number of studbooks. Therefore it is unlikely the PSHP will achieve the same level of control within the Sport Horse breeding element of the network as that afforded to the KWPN and ASVH.

¹⁹ BHIC, Defra, DCMS and the Welsh Assembly Government, *Strategy for the Horse Industry in England and Wales*, [London: Defra, 2005]: 89. [Product Code PB11323]

Although the potential for conflict may have been reduced by bringing the interest groups together under one umbrella in the breeding element of the equine policy network, this does not alter the fact that there are still a number of organisations in membership of the body, rather than an overall controlling studbook which can speak authoritatively with one voice. It should be stressed that although the creation of the PSHP was done with the consent of relevant stakeholders, this does not mean any conflict has simply dissipated: merely it indicates these interest groups put their differences aside in order to form the organisation.

The development of the British Horse Database (BHD), and its successor NED, has acted to integrate the breeding element of the equine policy network in England. Initially, the BHD concentrated on the Sport Horse and Pony aspect of the industry, complementing existing breed societies through the provision of accurate breeding and performance data on horses and ponies, by the annual publication of this data.²⁰ When it ceased trading in 2001 its demise was lamented by breeders in particular as they felt they had lost a valuable source of information. The creation of NED met two criteria and created a working relationship between the government and relevant interest groups. Firstly, it satisfied various EU Directives, which required horses to be identified and registered.²¹ Secondly, through the inclusion of a number of pieces of data, additional to those required by Defra and the EU, breeders and relevant interest groups were able to have access to a resource that offered similar information to that in the defunct BHD.

As suggested by a participant in the study, the legislation brought in to enable the industry to meet the requirements of the EU Directives has also added complexity to this element of the equine policy network. In order to provide passports for horses in England it was necessary to establish an organisation that would register horses without papers or pedigree establishing their parentage. However, several independent, privately owned, businesses were formed to provide passports to these

²⁰ Clarke, C., "Warmblood breeding in the United Kingdom," in *The International Warmblood Horse: a worldwide guide to breeding and bloodlines*, 2nd ed., ed., Wallin, D., Kidd, J. and Clarke, C. [Buckingham: The Kenilworth Press Ltd, 1995]: 202 – 203.

²¹ See EU Council Directives 90/426/EEC, 90/427/EEC, 92/353/EEC, 93/623/EEC and 2000/68/EEC and Commission Regulation (EC) No. 504/2008.

horses. Between 2001 and 2003 at least five new businesses (Horse Passport Agency Ltd., Miniature Mediterranean Donkey Association, Pet-ID Ltd, the Pleasure Horse Society Ltd. and the Veteran Horse Society) were set up with the sole purpose of doing this.²² All of these businesses, with the exception of the Miniature Mediterranean Donkey Association, have issued passports to horses. The largest of these is the Horse Passport Agency, which had issued 158,673 passports on 31st March 2010.²³ The Miniature Mediterranean Donkey Association's passports are issued by the British Driving Society (BDS).²⁴

When Defra passed legislation in 2004 requiring all horses in England to have a passport²⁵, an opportunity to streamline the breeding element of the equine policy network was missed. If Defra had restricted the number of organisations able to issue passports, this element would not contain as many actors as it does at the time of writing. However, Defra may have considered this level of intervention inappropriate. It is likely it would have been viewed negatively by the majority of actors within the industry, as they would have considered it to be unwanted interference from the government in relation to legislation which was not seen by many as beneficial.

While the breeding element of the equine policy network in England can be seen to be larger and in many ways more fragmented than in Sweden and the Netherlands, the publication of the Strategy for the Horse Industry in England and Wales, along with the creation of the NED, has undoubtedly brought some level of order to it. Nevertheless, the progress of actions detailed in the Strategy has not been equal across all four parts of the breeding element and this is to its detriment.

²² These include: Horse Passport Agency Ltd, incorporated 14 April 2003; Miniature Mediterranean Donkey Association, incorporated 20 January 2003; Pet-ID UK Ltd, incorporated 21 June 2001; The Pleasure Horse Society Ltd, incorporated 1 April 2003; The Veteran Horse Society, incorporated 26 February 2001.

²³ NED, *Passport Count by Issuing Organisation*, NED, <http://www.nedonline.co.uk/public/Reports/RecordCountByPIO.aspx> [accessed 31.03.2010].

²⁴ Pet-ID UK Ltd. had issued 100,075 passports on 31 March 2010; The Pleasure Horse Society had issued 41,169 passports on 31 March 2010; the Veteran Horse Society had issued 20,455 passports on 31 March 2010; NED, *Passport Count by Issuing Organisation*; Stephens, D. email message to author, 06.04.2010.

²⁵ Horse Passport (England) Regulations 2004.

The Sport Horse part of the breeding element is largely meeting the developments laid out in the Strategy. In order for it to flourish, the leadership offered by the PSHP is key, and therefore the studbooks in this part of the element need to be carefully coordinated in order to minimise conflict, although this is likely to be a hard task. As in the sport and recreation element of the equine policy network (*see 8.4*), each studbook will want to retain its sovereignty and will therefore resist any perceived threat. It is unlikely that one studbook will become universally recognised as representing the English Sport Horse, in the same way that the ASVH and KWPN are in Sweden and the Netherlands for their own Sport Horses. In some ways this is positive as it gives breeders choice, but it can also be seen to weaken their representation within the horse industry and equine policy network. Nonetheless, the creation of the PSHP has provided Sport Horse breeders with a focal organisation. This is a good beginning, but care should be taken to allow these breeders and other stakeholders consistent and strengthened representation within the equine policy network in the future. In order to achieve this a number of steps could be taken. These might include: increasing the involvement of the membership of the PSHP; developing relationships between members; collaboration between members for certain issues and events; and pooling resources. This could provide a pattern for repetition in the other areas of the breeding element of the equine policy network, particularly within the native and indigenous group.

8.6 The equine policy network and the agricultural policy network

There is a significant contrast in the relationship between the equine policy network and agricultural policy network in England, when compared to Sweden and the Netherlands. In Sweden and the Netherlands there is a blurring of the line between the equine policy network and the agricultural policy network, where organisations whose origins are clearly in the latter have become involved in the former. However, the situation in England is very different, as the equine policy network is closed and there is no blurring of the line.

In Sweden, the National Federation of Farmers (LRF) became participants in the equine policy network in the early 1990s when they were involved in the creation of the Horse

Council, HNS (*see 6.2 and 6.7*). Prior to this LRF played a significant role in the agricultural policy network in Sweden, representing farmers' interests to the government in a similar way to the NFU in England in the 1990s. At first LRF did not recognise the potential importance of the horse industry for them, expressing reticence at the thought of becoming involved. Nonetheless, as LRF's Chairman explained the increasingly significant role of the horse to the farming community they agreed to participate. LRF then worked closely with ATG, the Swedish Riding Sports Central Organisation (SRC) and the Society for the Promotion of Riding, to establish HNS.²⁶

A similar sequence of events occurred in the Netherlands. Initially, the Horse Council, SRP, was a member of the Product Boards for Livestock, Meat and Eggs (PVE) which carried out some tasks on behalf of the Dutch government. However, SRP's representation of the horse industry at this time was not embraced by the whole industry, as SRP's interaction with other interest groups was limited. The government expressed a desire for the industry to speak with one voice, and in 2007 SRP became independent of the PVE and was formally recognised by the government and the horse industry as an independent, non-commercial organisation. This would not have been possible without the intervention of LTO, who along with representatives from the sport and recreation, breeding and entrepreneurial elements of the equine policy network established the SRP in its new format (*see 7.2 and 7.5*). The involvement of the LTO was a direct response to its recognition of the significance of the horse industry to its members. While the number of cattle on farms decreased the number of horses increased, a result of some agricultural enterprises diversifying into the horse industry.

The two principal organisations representing agriculture in Sweden and the Netherlands have increased their involvement in the horse industry through a formal commitment to the respective Horse Councils, but the opposite has occurred in England (*see 5.6*). Until 2003, the principal organisation representing the agricultural industry to the government, the NFU, employed a farm economy advisor who offered

²⁶ The SRC (Swedish Riding Sports Central Organisation) and Society for the Promotion of Riding, along with the Swedish Rural Riders and Swedish Pony Riding Federation, formed the SvRF (Swedish Equestrian Federation) in 1993.

equine business advice to its members. Following restructuring the NFU refocused its energies on its core activity of representing food producers, and any formal connection they had with the horse industry was lost. Although there are a number of informal relationships between the horse industry and agricultural organisations in England, none of these organisations is formally integrated into the equine policy network, as in Sweden and the Netherlands.

In Sweden and the Netherlands the Horse Councils have utilised the previously established relationships between the LRF and LTO and the respective governments to the great benefit of interest groups within the equine policy network and the wider horse industry. The Horse Councils have been able to accelerate the establishment of their formal relationship with the government, as some connections were already in place. Furthermore, both Horse Councils have benefited from the resources available through the agricultural organisations. In addition to offering financial assistance they have supported other initiatives. For example, in Sweden the HNS and LRF have worked together to raise the profile of the industry through conferences and other initiatives.

The equine policy network in England has missed out on two major counts because of the lack of a formal relationship with the agricultural policy network. Firstly, a number of agricultural businesses have diversified into horse enterprises. However, these businesses have no formal representation within the horse industry from the body they would naturally join. Although they can become members of other organisations, for example the BHS, this means they have to belong to at least two bodies in order to be fully represented across the two industries. This presents a financial obstacle to the farming community and it is unlikely they would be aware of the relevant organisations within the horse industry. Secondly, the equine policy network in England has not been able to benefit from a relationship with the agricultural policy network as in Sweden and the Netherlands. Both HNS and SRP have benefited in many ways from the involvement of actors in the agricultural policy network. This includes having an ability to tap into previously established relationships with the government alongside other benefits. However, this has not been the case in England. A lack of cooperation can lead to competitiveness.

Whether the absence of a cooperative relationship in England is due to members in the equine policy network or the agricultural policy network is unclear. In truth, it is probably a combination of the two. Both networks appear to be insular, and therefore it would be very difficult for an organisation from another sector to penetrate the boundary and gain membership. As the networks have not formally come together, the benefits that collaborative working could achieve have not been explored. If this exploration were to be undertaken it may be found that the relationship would not be beneficial. However, it is not possible to ascertain this unless there is communication between both policy networks.

8.7 Recent developments in the equine policy networks

Rhodes suggests the Marsh-Rhodes policy network typology is a meso-level, or sectoral concept. It operates between the micro- and macro-levels of analysis, and is used to describe the relationship between interest groups and government in a particular sector (*see 3.2, 3.2.3 and 3.3*).²⁷ However, in order to fully explore the policy network it is also necessary to consider the micro- and macro-levels of analysis.²⁸ This section considers two recent significant developments in the European equine policy network, both of which impact the networks in England, Sweden and the Netherlands, at the macro-level of analysis. Analysis at the macro-level considers the processes and structures of government within which a sectoral network operates, along with the relationship between the state and society (*see also 9.2*).²⁹

The first development is the creation of the European Horse Network (EHN), which was established at the EU Equus 2009 Conference in Sweden in October 2009. The second is the European Equestrian Federation (EEF), which was established in February 2010. The section below considers the implications of these two developments on the

²⁷ Rhodes, *Understanding Governance: policy networks, governance, reflexivity and accountability*: 29, 39.

²⁸ Daugbjerg, C. and Marsh, D., "Explaining policy outcomes: integrating the policy network approach with macro-level and micro-level analysis," in *Comparing Policy Networks: public policy and management*, edited by Marsh, D. [Buckingham: Open University Press, 1998]: 54 – 70.

²⁹ Marsh, D., "The Development of the Policy Network Approach," in *Comparing Policy Networks: public policy and management*, ed. Marsh, D. [Buckingham: Open University Press, 1998]: 15.

equine policy networks in England, Sweden and the Netherlands. In addition it examines their impact on the European-wide equine policy network.

8.7.1 The European Horse Network

As discussed earlier (*see 6.2*), the EHN was formed to enhance the development of the horse industry in Europe. At its first meeting in January 2010 it had 11 founder members, including HNS and the BHS.³⁰ These organisations represent the active members of the EHN and meet at least four times each year. The EHN is open for other organisations to join, but these new bodies will not be known as “founder members,” they will be known as “associate members”. Associate members are unable to participate in the EHN meetings, rather they will have access to all information, take part in public activities and be able to influence the Network’s activities. Any activity of the EHN will be project funded, through money raised by the EHN, while all organisations will pay an annual membership fee of €500. The first activities of the EHN include a conference in Brussels during the autumn of 2010 to examine the economic importance of the horse industry within the EU and the social opportunities it offers. It is anticipated that members of the European Parliament, in addition to other politicians and officials, will be invited.³¹

Both the composition and proposed activities of the EHN are of interest to this study. Firstly, the inclusion of the BHS as the British representative body gives the impression that it speaks for the horse industry in Britain (and therefore England). However, when considering the roles of the various interest groups in the English equine policy network the organisation which should be formally linked to the EHN through membership is the BHIC, as it has a mandate to represent the horse industry as a

³⁰ The 11 founder members of the EHN consist of four international organisations (FEI – International Equestrian Federation, FEIF – International Federation of Icelandic Horse Associations, IFHA – International Federation Horseracing Authorities and WBFSH – World Breeding Federation for Sport Horses), four European organisations (EFTBA – European Federation Thoroughbred Breeders’ Associations, EPMA – European Pari Mutuel Association, KMET – Central Europe Racing Federation and UET – European Trotting Union), and three national organisations (BHS – British Horse Society, HNS – Swedish Horse Council and Pôle de Compétitivité Filière Equine (Basse-Normandie) – Competitiveness Cluster of the Horse Industry (Lower Normandy)).

³¹ EHN, *The European Horse Network – First Meeting*, <http://www.europeanhorsenetwork.eu/index.html> [accessed 30.03.2010].

whole. It appears the BHS took the unilateral decision to join the EHN, representing the British horse industry, without the knowledge of many, if any, actors within the English equine policy network. When this is compared to the involvement of the HNS in the EHN, it provides clear evidence of some lack of coordination within the equine policy network in England. While HNS is in the vanguard of the EHN, clearly representing the interests of the Swedish equine policy network, the BHS has become the member of the EHN without the knowledge of the BHIC or its other component members. This might also provide evidence of conflict within the industry, as the BHS did not consult with other key organisations or inform them of its actions and representation within the EHN.

Secondly, only two national bodies are founder members of the EHN (the BHS and HNS), while the others are all European or international bodies. This might suggest that Britain and Sweden are the countries with the highest level of interest in raising the profile of the horse in Europe. It also means that other countries, such as the Netherlands, do not have direct representation on the EHN. Therefore, their voices may not be heard as clearly as those from Britain, Sweden and France, particularly when issues which affect them are raised.

Finally, through the inclusion of a number of European and international organisations the EHN appears to include many of the key elements of the European-wide equine policy network as highlighted in this study. Horse racing is represented by four organisations (European Pari Mutuel Association, EPMA; International Federation of Horseracing Authorities, IFHA; Central European Racing Federation, KMET; European Trotting Union, UET), while sport is represented by the FEI, breeders by three organisations (European Federation of Thoroughbred Breeders' Associations, EFTBA; International Federation of Icelandic Horse Associations, FEIF; World Breeding Federation for Sport Horses, WBFSH) and welfare by WHW (*see 6.2*). Countries that are not directly members of the EHN, but have organisations in membership of one of the European or international bodies included within the EHN, will be reassured that they have some level of representation. For example, the KWPN is a member of the WBFSH, and therefore breeders of Dutch Warmblood horses will be represented indirectly within the EHN.

As the EHN was only formed in October 2009 it is a relatively new body whose impact on the European-wide, or country specific, equine policy networks cannot be assessed within this study. However, through participant observation undertaken at the EU Equus 2009 conference (see 6.2), and subsequent documentary research, it would appear the group might have real significance for the European-wide horse industry in the future. Consideration of the records of organisations and individuals involved, for example HNS and Stefan Johanson, indicates the EHN could become an important advocate for the horse industry within Europe.

8.7.2 The European Equestrian Federation

The EEF was formally established on 18th February 2010 during a meeting of 27 European National Equestrian Federations in Warendorf, Germany. On that day, the National Equestrian Federations present signed the Statutes of the EEF, while it was anticipated the remaining 13 European National Equestrian Federations not in attendance at the meeting would also adopt the Statutes at a later date.³² The BEF, SvRF and KNHS are all represented in the EEF, which is registered under Belgian law and has an annual membership fee of €500. The objective of the EEF is to represent the interests of European horse sport within the FEI. In addition it plans to liaise with the EU and other decision making bodies on areas of interest to the horse community.³³ Dr Hanfried Haring, the newly-appointed President of the EEF Board commented:

*We will co-operate with the FEI but act independently so communicating with them is key. ... We are also influenced a lot by EU decisions so we need to be able to contact them effectively.*³⁴

³² At the beginning of 2010 there were 133 National Equestrian Federations affiliated to the FEI, with 40 in the European area. FEI, *FEI Members – National Federations*, FEI, <http://www.fei.org/fei-members/national-federations> [accessed 20.03.2010].

³³ BEF, *The European Equestrian Federation Formed*, BEF, <http://www.bef.co.uk/Content.asp?PageID=568> [accessed 20.03.2010].

³⁴ Montagne, S., “New European Federation formed,” *Horse and Hound*, [25 Feb 2010]: 7.

The creation of the EEF followed a year-long collaboration between the National Equestrian Federations in Europe who felt they were not speaking with one voice to the FEI. As the FEI already recognises regional Federations for Asia and the Americas, the creation of the EEF brings Europe in line with its counterparts. Up until this time each National Equestrian Federation in Europe had individually presented their regulations to the FEI, resulting in a complicated and long-winded decision making process.³⁵

Historically the FEI has divided the European National Equestrian Federations into two groups. Group 1 encompasses 26 southern countries, while Group 2 includes 14 northern countries. The structure of the EEF reflects this by adopting the same groupings. Comprising a General Assembly and a Board of seven members, the EEF Board members are elected by votes from within its General Assembly. There is no weighted voting: one Federation counts for one vote, mirroring arrangements within the General Assembly of the FEI. The Board comprises a President, two Vice Presidents and four members. The President and one of the Vice Presidents are the Chairmen from Groups 1 and 2, while the other Vice President is appointed from either Group 1 or 2. The four member positions are equally split between Groups 1 and 2. The EEF has established a number of working parties to consider particular items: the EU (permanent working party); clean sport (drugs, disciplinary matters and welfare); and the cost of major championships and the future of eventing (*ad hoc* working parties). Andrew Finding, the CEO of the BEF has been elected as a member of the Board and to the post of Chairman of the Cost of Championships working party, while Bo Helander from SvRF is the Chairman of the EU working party.

It is interesting that the EEF has chosen to interact with the European Union on matters concerning horse sport and aspects of the horse industry, along with improving communications with the FEI. Whilst the connection to horse sport is clearly within the remit of the EEF, other aspects of the industry are not directly linked to the Equestrian Federations, although some may have broader portfolios than others, as illustrated in the differences between the BEF, and the SvRF and KNHS (*see*

³⁵ Montagne, 7.

8.4). Perhaps the formation of the EEF is evidence of the recognition by interest groups of the need to be proactive in their relationship with actors in the European Union.

Similarly to the EHN, the EEF has only been formed for a short time and therefore its impact upon the European-wide, or country specific, equine policy networks is difficult to assess within this study. Through a documentary review of available information undertaken since the Federation was established it can be seen that the body could be important to the European-wide horse industry. By incorporating all European National Equestrian Federations into one organisation, and their speaking with one voice at the European level, a strong lobbying organisation could be created. However, the different priorities of each of the National Federations need to be carefully considered to ensure conflict is minimised.

8.7.3 The European equine policy network

One of the reasons for the inclusion of these two organisations, EHN and EEF, in this study is the unquestionable desire of various interest groups in Europe to promote the horse industry to the European Union. Through them there are now two newly established European-wide equine policy networks working to increase the awareness of the socio-economic role of the horse. However, it is likely that the ultimate success of both groups will be closely linked to their ability to work together, without conflict and as one, in addition to their ability to finance any projects or other action they wish to undertake.

By considering the role of the EHN and EEF in the European-wide horse industry the importance of macro-level analysis within the policy network approach is demonstrated. Although the three case studies forming the basis of this research are centred on a meso-level analysis, the inclusion of these two European bodies broadens the investigation and provides evidence at the macro-level. Organisations present in the English, Swedish or Dutch equine policy networks which are also part of the European-wide policy network provide an example of bodies engaged at the broader macro-level. Analysis of the composition of each body demonstrates a broader scope

of interest in the EHN than the EEF, which is concentrating upon issues relating to sport.

It would seem that the EEF is an example of a policy community, as it appears it will include all FEI member Federations in its membership and is dominated by the professional interest of the Sport Horse. On the other hand, it is not clear whether the EHN will be closer to a policy community or an issue network. In allowing new interest groups to become associate members rather than founder members of the organisation, not all bodies will have the same access to actors within the network and as a result integration may vary. In addition, there is unequal power within the network, through the differentiation of founder and associate members. Therefore, it appears the network will more closely resemble an issue network. However, this assessment may need to be revised in the light of future developments.

In addition to the development of these two organisations, the involvement of organisations from the equine policy network should also be examined. For the EEF this is straightforward. The EEF is a body representing the National Equestrian Federations of Europe, and therefore the British Equestrian Federation is in membership of the EEF. However, the appointment of an organisation from the equine policy network in England to the EHN is not so clear. The apparent self-selection of the BHS, without the knowledge of other interest groups within the network, could be for a number of reasons. It may be that the BHS feel they are best placed to represent England as they have more available resources to do so than the others. Nonetheless, it would be beneficial for the equine policy network in England to have a coordinated approach to this representation so they can maximise their gain from it, and in order to do this the interest groups need to have a clear communication strategy.

It should be noted that at the second meeting of the EHN, on 15th April 2010, the EEF expressed an interest in joining the EHN. It was anticipated that the EEF would be invited to a future meeting of the EHN to make a presentation about their activities

and interests.³⁶ If the EEF were to become members of the EHN, the EHN would then include significant representation from the sport element of the equine policy network.

Each organisation provides a practical link to the European Union, both for the bodies in membership of the EHN and EEF, and the equine policy networks they represent. As stated above (*see 8.7.1*), the EHN intends to hold a conference during November 2010 in Brussels targeting members of the European Parliament. This will provide a formal connection between interest groups represented by the EHN and delegates from the Parliament. It is unclear how the EEF proposes to formally link to the EU, although if it is successful in gaining membership of the EHN this will provide a route to formal integration. However, the success of this representation in the longer term can only be judged over time.

8.8 Conclusion

The equine policy network in England is made up of a number of organisations and actors, including government departments, which constitute formal and informal networks and sub-networks on many different levels, and which in turn span elements of the industry. For example, the BEF has a broad portfolio of interests which encompass a number of elements within the policy network. Often these networks and sub-networks are based around a specific interest, issue or geography. Interest groups in the equine policy networks of Sweden and the Netherlands also span various elements of the industry, but their roles and responsibilities are different to those found in England. For example, the SvRF and KNHS do not consider the breeding of Sport Horses to be within their remit, while the BEF does; the BEF and KNHS do not consider riding schools to be their responsibility, while SvRF does.

There are a number of ways in which the use of policy network theory has enabled this study to carefully examine the structure of the horse industry in England, Sweden and the Netherlands. Firstly, in relation to the overlapping of issues within the equine policy networks, many problems or policies within the horse industry are relevant to

³⁶ EHN, *EHN meeting 15 April in Brussels*, EHN, <http://www.europeanhorsenetwork.eu/index.html> [accessed 27.04.2010].

and involve actors from a number of sub-sectors. For example, the elements primarily concerned with the breeding of horses, sporting activities or equine welfare may all be concerned with equine identification. Secondly, within the equine policy networks studied many actors, from both private and public policy domains, can be found in multi-dimensional areas of policy interest. Therefore, as the network approach recognises the blurring of lines between these elements it can reflect the reality of the relationships. Thirdly, the differing levels of political support which can be seen for issues within a network are also important, which is illustrated by considering again the example of equine identification legislation. Policy connected with this legislation may be clearly supported by the government, but that support may not be replicated across all of the elements within the sector. Finally, the multi-element membership of many actors within the network is also relevant. There are many actors within the equine policy network who are involved in more than one element, and within those elements have varied levels of involvement.

In England, it appears the equine policy network has many things in its favour. For example, the breeding of Sport Horses is more coordinated than at any time in recent history and the Strategy for the Horse Industry has brought a level of focus to the sector not seen before. However, the success of the industry as a whole is subject to many influences, including the effectiveness of a number of initiatives, such as the Strategy. One participant in the study neatly summed this up:

It becomes apparent just how adept the horse industry is at re-inventing the wheel and how inept it is at pursuing initiatives to a triumphant conclusion. There is no lack of people with initiative nor shortage of imaginative solutions but invariably the implementation flounders on a lack of finance. (Interview E11)

The conflict acknowledged in the English equine policy network has been an undercurrent for a number of years. As identified by Marsh and Rhodes this is an inherent characteristic of an issue network, which is the type of policy network the horse industry in England best reflects (*see 5.7.5*). In order to optimise the relationship between interest groups within the horse industry and the government, the conflict within the industry should be minimised. This is also true for relationships with Europe and the European-wide equine policy network.

CHAPTER 9 RECOMMENDATIONS AND CONCLUSIONS

9.1 Introduction

This study has utilised the conceptual framework provided by policy networks, as described by Marsh and Rhodes, to explore the organisational landscape of the horse industry in England, Sweden and the Netherlands. As a result, relationships between interest groups and the government within the equine policy network of each country have been investigated, along with formal and informal links between these organisations. This analysis has provided an opportunity to consider a number of ways in which the organisational structure of the equine policy network in England could be improved, and the implications of these possible changes for the horse industry.

The findings of this thesis are based upon three case studies. The researcher visited Sweden and the Netherlands in 2008 and 2009 to gain a detailed understanding of the respective equine policy networks within each country. During this time 21 interviews were completed with representatives from the Swedish horse industry, and six with representatives from the Dutch sector. A number of informal discussions with other stakeholders and interested parties were also undertaken, along with participant observation and documentary review. At the beginning of 2009, a similar process was carried out in England with 13 interviews completed, and two interviews in Wales. The methodology adopted in this thesis was described in detail in Chapter 4. All interviews were transcribed verbatim, and along with the evidence gathered through the participant observation and documentary review undertaken, were used for the basis of the case studies in Chapters 5, 6 and 7 detailing the equine policy networks of England, Sweden and the Netherlands respectively. Within each of these chapters a number of elements or sub-sectors within the equine policy network were studied, alongside an assessment of each network against the policy network typology described by Marsh and Rhodes. Chapter 8 compared a number of aspects of the equine policy networks which were highlighted in the previous three chapters.

9.2 The equine policy network

As stated above, this thesis examines the equine policy network and horse industry in England, Sweden and the Netherlands. An assessment of the network within each country has been completed in order to discover whether it reflects the characteristics of a policy community or issue network as specified in the Marsh-Rhodes typology. This was achieved by considering each of the dimensions highlighted in Table 3.2. The equine policy network in England was found to reflect an issue network rather than a policy community, while the equine policy networks in Sweden and the Netherlands are believed to be closer to policy communities than issue networks. In addition, at the beginning of this thesis, a number of research questions were posed to focus the analysis of each equine policy network and horse industry studied (*see Table 1.1*). The findings from these questions are summarised below. This section also reflects upon the importance of key individuals and the macro- and micro-levels of analysis within policy networks.

The origin and development of each equine policy network studied can be directly traced to the changing role of the horse (*see 2.2 and 2.3*). As the horse moved from a utilitarian beast of burden to a recreational and sporting animal, so the equine policy networks evolved. The equine policy networks found in England, Sweden and the Netherlands are modern versions of those in evidence at the beginning of the twentieth century. Where the governments, particularly in England and Sweden, were once interested in ensuring they had adequate horses to meet military and agricultural demands, they are now more concerned with the socio-economic benefits the horse can provide. This is illustrated in a number of ways: each government formally recognises one organisation in its country which represents the interests of the industry (British Horse Industry Confederation, BHIC; Swedish Horse Council, HNS; Dutch Horse Council, SRP); the government involves these organisations at different levels when considering policy decisions which directly impact upon the sector; and the governments in England and Sweden have both commissioned research to consider the socio-economic role of the horse in the respective country (*see 5.2, 6.2 and 7.2*).

The nature, or innate characteristics, of each equine policy network analysed is distinctive. Although the English and Swedish networks both include a large number of interest groups, the Swedish network is more organised, with representation to the government being clearly defined through HNS (*see 6.2*) and this is reflected in the author's suggestion that it mirrors a policy community rather than an issue network (*see 6.8.5*). The representation of the horse industry in England to the government is clearly defined by the remit of the BHIC, but is not as consistent as in Sweden, partly due to the fluctuation in the leadership of the Confederation through the rolling Chairmanship (*see 5.2.2*). The Dutch equine policy network contains a much smaller number of interest groups than found in England or Sweden. This can be attributed to a number of factors, including: the comparatively small horse racing industry found in the Netherlands (*see 7.1*); the coordination of the breeding element of the network, which is dominated by the Royal Warmblood Studbook of the Netherlands (KWPN, *see 7.3*); and the streamlining of the interest groups within the sport and recreation element of the network which occurred in 2002 (*see 7.4*). Representation by the Dutch horse industry to the government is made by the Board of SRP, which comprises representatives from interest groups in its membership. (*See also 8.3.*)

The role of the respective National Equestrian Federations also has an impact on the nature of each equine policy network. The Royal Dutch Equestrian Federation (KNHS) has the narrowest portfolio of interests, as it is focused solely upon the governance and management of equestrian sport (*see 7.4*). The remit of the Swedish Equestrian Federation (SvRF) is wider than that of the KNHS, including riding schools and clubs alongside its interests in equestrian sport (*see 6.6*). Although the British Equestrian Federation (BEF) does not include riding schools and clubs within its portfolio of interests (this falls into the sphere of activity of the British Horse Society, BHS, and Association of British Riding Schools, ABRS), it coordinates the bodies governing each of the equestrian disciplines in England, has formal links to the breeding element of the network through the Performance Sport Horse and Pony Lead Body (PSHP), has an interest in the research element of the equine policy network and formally represents its own and the interests of a number of other organisations to the BHIC and subsequently the government (*see 5.4*). One of the reasons the BEF has a wider remit than the other National Equestrian Federations included in this study is due to its

involvement in the breeding element of the network, which is not necessary in Sweden or the Netherlands because of the dominance of the long-established Warmblood studbooks (the Swedish Warmblood Association, ASVH and the KWPN). The BEF also coordinates some areas included within the remit of the Horse Councils in the other countries studied (*see 8.4*).

Issues of consistency, communication and collaboration are all important within each of the equine policy networks studied. They are maintained and cultivated in a number of ways. Firstly, the importance of personal relationships between members of each network became clear in the course of the field work, particularly in Sweden. For example, the involvement of the National Federation of Farmers (LRF), already a key actor in the agricultural policy network, came about through a previously formed friendship (*see 6.2 and 6.7*). Secondly, maintaining stability in the personnel employed in key posts within the network is also beneficial. The equine policy network in England has been subject to many changes during recent years. Personnel employed within the Horse Industry Team at the Department for Environment, Food and Rural Affairs (Defra) and the BHIC have altered, having an impact upon the network. Whilst some changes in personnel are inevitable, the subsequent building of new relationships takes time and the detrimental effects of this should not be underestimated. Finally, there are many examples of partnerships within each equine policy network. For example: in Sweden SvRF and ASVH have collaborated on projects, including Swede Horse (*see 6.5.2*); in the Netherlands the Federation of Dutch Horse Entrepreneurs (FNHO) was established through a collaboration between five organisations in 2003 (*see 7.2*); and in England the government, represented by Defra and DCMS (Department for Culture, Media and Sport), and the industry, represented by the BHIC and other interest groups, combined to create and publish the Strategy for the Horse Industry (*see 5.2.2*).

In order to influence policy decisions each of the equine policy networks studied lobbies the government of its respective country in a slightly different way. This is determined by the structure and status of the Horse Council. The HNS is the most active lobbying Horse Council of the three studied. This is underlined by the Horse Parliament initiatives previously described and the efforts to raise the profile of the

horse industry with other levels of government (see 6.2). The key role undertaken by HNS in establishing the European Horse Network (EHN) also illustrates this (see 8.7.1). Other interest groups become involved when a particular policy issue has a direct influence on them. In the Netherlands, the SRP lobbies the government through the members of its Board, who represent the different elements of the equine policy network (see 7.2). The BHIC in England is the body formally recognised by the government as the lobbying organisation for the horse industry (see 5.2). Through the course of this research it can be seen that the government of each country has tried to exert some control over the horse industry by formally recognising a lobbying organisation and therefore reducing the number of interest groups the government needs to communicate with. However, in all of the countries studied, while each of these equine policy networks has an organisation recognised by the government for lobbying purposes, further interest groups become involved in the lobbying process, while others are given an advisory capacity if an issue is of direct significance to them.

As discussed earlier the policy network concept is at the meso-level of analysis, but the micro- and macro-levels are also important, playing a significant role in this study. The micro-level of analysis is concerned with the actions of individual actors, while the macro-level focuses upon the processes and structures of government within which a sectoral network operates, along with the relationship between the state and society (see 3.2 and 8.7).¹

The role of individuals at the micro-level of analysis has been highly significant in the development of each equine policy network studied. As discussed above, in the context of maintaining and cultivating consistency, communication and collaboration, a number of individuals within each policy network have played a crucial role. In addition, the actions of these individuals have often resulted in the development of the equine policy network in a certain way or the achievement of specific policy outcomes relevant to the sector.

¹ Marsh, D., "The Development of the Policy Network Approach," in *Comparing Policy Networks: public policy and management*, ed. Marsh, D. [Buckingham: Open University Press, 1998]: 15

The macro-level of analysis is also important to this research. An understanding of the way in which members of a sectoral policy network interact with the government and other structures is implicit to an investigation of this type. As previously described, within each policy network the Horse Council (the BHIC, HNS and SRP) is the formally recognised body representing the horse industry to the government (*see 8.3*). In its broadest context the macro-level of analysis includes other spheres of government, for example in Europe. The creation of the EHN and the European Equestrian Federation (EEF), along with the involvement of bodies from the equine policy networks of England, Sweden and the Netherlands in these organisations, also highlights the relevance of the macro-level of analysis.

In summary, the equine policy network in England is large, with the BHIC providing the mouthpiece for the industry through its member organisations. The equine policy network in Sweden is large but highly organised, and the relationship between interest groups and the government is clearly defined. The Dutch equine policy network is small when compared to those found in Sweden and England. Interest groups within the network relate to the government through SRP, which utilises the membership of its Board for lobbying purposes. While the Marsh-Rhodes policy network typology focuses upon the meso-level of analysis, the micro- and macro-levels have been included in this investigation. Their importance became clear during the data analysis, and they feature in the recommendations that follow.

9.3 Study reflection

In order to complete the research process it is necessary to reflect on the theory and methods adopted within the study. This is the focus of this section.

The selection of policy network theory as the conceptual framework for the basis of the study took place before the field work began. As a result of the literature review undertaken at that time it appeared the use of the concept would offer a structured way of analysing the data gathered, and maximise the use of the information gained. However, the decision to use the Marsh-Rhodes typology as the basis for the analysis was not taken until after the first visit to Sweden. As the Swedish data was analysed,

through coding the interviews (*see 4.3.1*), a number of crucial aspects became clear. These included the integration within the Swedish horse industry and the division of power and resources between organisations. When this was considered against the policy network continuums available the Marsh-Rhodes typology appeared to offer the best framework for analysis, and was subsequently integrated into the study.

As the Marsh-Rhodes policy network typology became the framework for analysis rather than the driving force behind the research some of the methodological issues associated with it were avoided. For example, although the research concentrated upon meso-level analysis, it included data at the micro- and macro-level. If data at these levels had been excluded a rich source of information would have been overlooked. In addition, the exploration of sub-sectors within the policy network was also included in the research. Again, this occurred naturally as the emphasis was on the equine policy network, rather than the Marsh-Rhodes typology. Adopting the Marsh-Rhodes typology in this way resulted in the freedom to analyse the data in the most appropriate method, rather than forcing it to fit a prescribed framework.

At the beginning of this study the emphasis was placed on the Sport Horse industry, rather than the horse industry as a whole. As a consequence, some time was spent concentrating on this area, rather than considering the entire sector. This focus, on a sub-sector rather than the complete sector, provided some problems. For example, disaggregating data on the Sport Horse industry proved to be difficult, while defining the role of the government and some organisations was also problematic. Once it became clear that the research needed to focus upon the entire industry the process ran more smoothly and the investigation did not feel forced.

9.4 Recommendations

The findings of this study indicate a number of ways in which the equine policy network in England could be developed for the benefit of both the horse industry and the government. These include: to undertake a structural review of the BHIC; to consider the role of the BHIC within the English and wider equine policy network; to review the Strategy for the Horse Industry in England and Wales in line with existing

governmental policy areas; to consider the position of the horse and horse industry in the rural sector; to examine collaborative working within the equine policy network and with actors outside the sector; to investigate opportunities available for streamlining the sport and recreation sub-sector of the network; to consider a model of coordination within the breeding element of the network; and to examine the structure of the research sub-sector of the network. Each of these recommendations is explored below, along with suggestions for their implementation.

Firstly, the BHIC should undertake a structural review, with member organisations examining how to maximise the opportunities afforded to the Confederation through its relationship with the government. The review should specifically consider whether the BHIC would benefit from employing dedicated staff, and if so, the best model of operation to adopt.

This review may result in the appointment of a Chief Executive, which it is suggested is funded by the member organisations of the Confederation, who would maintain their current status within the organisation. The creation of this post would enable relationships to be established and maintained with key government representatives, without having the distraction of other duties. In addition, a level of continuity not seen before would be achieved. It is unlikely this post would attract direct government funding, and in many ways this would not be desirable as it could be viewed as influencing the focus of the body away from the industry and towards the government. Utilising funding from the organisations in membership of the BHIC should give the industry a sense of ownership which would not be achieved otherwise. A proportion of this funding could also come from the proceeds of gambling, as in Sweden. The post of CEO may not need to be a full-time position. However, it would not be advisable for it to be held by someone for whom a conflict of interest with another post they hold might arise.

Alternatively, the review may result in member organisations opting to adopt the model utilised by SRP in the Netherlands, employing a full-time secretary to undertake administrative tasks, while the representatives from the organisations in membership of the BHIC work with the government and other stakeholders. Again this position

would require funding by the members of the Confederation, but might be a more achievable option if the level of finance required for a Chief Executive was not available. However, while this option would provide administrative support, in addition to a constant focal point for the BHIC, it would not resolve the issue of the rolling Chairmanship, nor allow a consistent relationship to be built between the Chairman and the government. For that reason the opportunities offered by the model adopted in Sweden would be more beneficial to the equine policy network in England.

As a result of information gathered during this study the researcher supports the first model of operation: if it were adopted the BHIC would be able to maximise the opportunities afforded it through its relationship with the government.

Secondly, alongside the review of the structure of the BHIC, the member organisations should examine what else the organisation could offer the industry. For example, HNS in Sweden has undertaken a number of tasks in order to raise the profile of the industry to the government, including highlighting the policy areas in which the horse is active (*see 6.2*). The BHIC could also be more proactive in bringing the industry together. Undoubtedly, the production of the Strategy achieved a level of coordination previously unseen and this should be built upon. For example, HNS has been involved in a number of industry-wide events, such as the organisation of the EU Equus 2009 Conference. While the British Horseracing Authority (BHA), BEF, BHS or other body within the English equine policy network might do this, if the BHIC were to take the initiative and develop it, this would raise its profile within the industry. In order to implement both of the above recommendations, the support of each BHIC member organisation should be sought.

Next, a review of the Strategy for the Horse Industry, in line with existing government policy areas should be undertaken, in order to heighten the relevance of the horse and its associated industry to relevant government departments. This could be modelled on steps taken by HNS in the review of Swedish government policy areas. It should be overseen by the newly appointed CEO of the BHIC, with input from the previously

appointed Champions of the Strategy for the Horse Industry who have responsibility for specific aims and action points.

Fourthly, the position of the horse within the rural sector, and in a broader context, should be considered. As stated previously (*see 2.2.5*), the horse is not classified as an agricultural animal in England, unless it meets certain criteria, although there has been much debate within the industry as to whether it should be reclassified as agricultural. If it were to be reclassified as an agricultural animal there would undoubtedly be many issues that would be difficult to solve, such as the requirement for movement licences. This study does not see the need for the horse to be reclassified as agricultural, but evidence gathered indicates that its role, both within the rural sector and in wider activities, should be more clearly recognised. In addition to its traditional role as a ridden animal, more formal recognition of the positive impact the horse can have in addressing physical and mental health issues for everyone, as a form of therapy and exercise for people with disabilities and in addressing social exclusion and criminal rehabilitation should be acknowledged. These areas are relevant to a number of government portfolios, and could establish further the links between interest groups within the industry and the government. This would also raise the profile of the horse, demonstrating its socio-economic importance to the wider community and could benefit both the equine and agricultural policy networks.

In order to reduce the financial and resource commitment of this recommendation it should be carried out in conjunction with the review of the Strategy for the Horse Industry discussed above.

Fifthly, collaborative working, both within the equine policy network and with organisations outside it, should be actively pursued. The benefits of this have been highlighted by actors within the networks in both formal and informal discussions held during this study. As discussed above, within the equine policy network, the production of the Strategy for the Horse Industry established the foundations for a level of collaboration previously unseen within the sector. However, after its initial launch and the subsequent publication of the Action Plan, the level of cooperation appears to have diminished for a number of reasons. While the Strategy nominated a

number of Champions to oversee the development of each action point, some have achieved more progress than others (*see 5.2.2*). This is partly due to some of the Champions changing roles within the industry or leaving it altogether, and their replacements not fully understanding the significance of the Strategy. There was also a feeling from participants in this study that not everyone now attached as much importance to the document as they first did. Since the Strategy was published in 2005 three people have been Chairman of the BHIC: Graham Cory from the BHS, and Nic Coward and Prof Tim Morris from the BHA. It is likely that a new Chairman will be appointed by the beginning of 2011. If the BHIC had an appointed CEO, not a Chairman who changes every two years or so, one of their responsibilities could be to oversee the progress of the Strategy, along with the coordination of representation and other tasks within the industry.

The proposed "Horse Tax", created in response to the requirements for responsibility and cost sharing in connection with disease control across the agricultural sector initiated further cooperation between interest groups, which resulted in opposition to this proposal (*see 5.2.2*). However, this response has been reactive to a situation that has occurred rather than a proactive approach to raising the profile of the horse industry. It is clear that it would be beneficial for the interest groups to work more collaboratively in a proactive rather than a reactive manner and therefore it would be useful to review the action points agreed by the equine policy network in the implementation of the Strategy, as a means of re-igniting their enthusiasm and commitment.

Collaboration with interest groups from outside the equine policy network should be considered. The equine policy networks in Sweden and the Netherlands have both benefited greatly from working in partnership with actors within the agricultural policy network (*see 6.7 and 7.5*). These equine policy networks have gained great advantage from the long-standing, established relationships between interest groups within the agricultural sector and the government, which has accelerated the creation of relationships between these organisations within the equine policy network and the government. This collaboration has also given organisations within the equine policy

network much easier access to farmers who have become involved in the horse industry by diversifying their farm business into some form of equestrian enterprise.

In addition to the areas of collaboration highlighted above, interest groups within the equine policy network in England should also ensure they are represented in and working collaboratively with organisations in the European-wide network. This includes the EHN and EEF. In the case of the EHN, representation from the equine policy network in England should be coordinated, with all key interest groups fully aware of its progress.

A structured approach to collaboration within and outside the equine policy network should be adopted. In order to implement each of the areas highlighted above, the BHIC or one of its member bodies should take the lead. Areas where collaboration would be beneficial should be identified, along with appropriate organisations to target, by considering the points highlighted above and any others deemed to be relevant. Taking these steps would serve not only to increase the level of cooperation within the policy network, but would further integrate the BHIC into the fabric of the network.

Next, streamlining the sport and recreation element of the equine policy network should be considered. In England, many more organisations are found in this element of the network than in Sweden or the Netherlands. When the comparative horse industry statistics were analysed (*see Table 4.3*) the BEF had the highest number of riders in membership of a National Equestrian Federation. However, when the proportion of regular riders in membership of the National Equestrian Federation is considered, it can be seen to be much lower in Britain than in Sweden or the Netherlands. Undoubtedly, one of the reasons for the proportion of riders in membership of the BEF being the lowest of the countries studied is due to there being no requirement for riders to be “licensed”. In England, riders who wish to participate in affiliated competitions need to become members of the appropriate governing body and are then considered to be in membership of the BEF, while those who compete at an unaffiliated level do not need to join any organisation. In Sweden and the Netherlands, riders are encouraged to join their respective Federations at an early

point in their riding career, and this membership covers the majority of equestrian disciplines, rather than a rider needing to be in membership of multiple organisations in order to compete in more than one discipline, as is the case in England. Anecdotal evidence suggests there are also many more unaffiliated competitions in England than Sweden or the Netherlands, which offers riders more opportunities to compete outside the bounds of the National Equestrian Federation.

The situation in the Netherlands offers a clear comparison with England. At the beginning of 2002 the majority of organisations representing the individual equestrian disciplines in the Netherlands came together under a newly constituted KNHS. Realistically, it is unlikely the individual organisations in England would come together in this way, as shown in the discussions which took place during the mid-1990s when various sporting disciplines became independent of the BHS (*see Appendix G*), therefore it may be more constructive to consider an alternative. If the organisations representing the equestrian disciplines were to stay as independent bodies, but centralised duplicated operations, they would save financial and other resources. Some of this saving could then be passed on to their members, resulting in a reduction in membership fees. This is likely to encourage more riders to join the Federation through these organisations. As representation across the equine policy network subsequently grew, communication with the riding public would become much easier.

Some steps have already been taken to streamline certain areas of the sport and recreation element of the sector. For example, the three Olympic disciplines (dressage, eventing and show jumping) work together in some areas. However, due to the current economic climate it might be prudent to accelerate this process. Individual governing bodies should be encouraged to develop areas of commonality in order to build upon those already identified. The BEF should be involved in these developments as a facilitator. It may be useful to consult with the KNHS, and obtain full details of the process of streamlining undertaken in 2001 and 2002. In addition, methods of increasing the proportion of riders in membership of the BEF, through its member bodies, should be considered. Again, all member bodies should be involved in this process. High membership organisations, such as the BHS, could give the benefit of their experience and share their resources with other bodies.

Next, the breeding element of the equine policy network in England is very complicated, containing many organisations, and it may be worth considering utilising the model of the Swedish Horse Breeding Foundation (SH) as a method of coordination (*see 5.5.2 and 6.5.2*). If a similar organisation was established in England it could draw the studbooks together, although this would add another layer of complexity to the network, which may be undesirable. This new organisation would also need to be funded, either by the studbooks which joined or in another way. As a number of issues with finance have already been identified within the horse industry in England, it is unlikely this would be readily forthcoming. However, there are two structures in place which do offer some level of coordination. The Strategy for the Horse Industry splits the breeding element of the horse industry into four areas: Thoroughbred; Sport Horse and Pony; native and indigenous; and recreational. It nominates specific organisations to take responsibility for each area. Progress in some of these areas, according to the action points set out in the Strategy Action Plan, has advanced more rapidly than others. However, organisations within these groupings, if they came together, could offer a level of coordination not seen before. In addition, the creation of the National Equine Database (NED), which coordinates all Passport Issuing Organisations (PIOs) as well as studbooks, could be utilised further as an instrument to unite the breeding element of the network.

In considering the development of the breeding sub-sector of the equine policy network the researcher suggests the most appropriate course of action would be to build upon the developments specified in the Action Plan of the Strategy for the Horse Industry. The progress achieved in the Sport Horse and Pony area, through the creation of the Performance Sport Horse and Pony (PSHP) Lead Body, should be used as an example of what could be achieved in the native and indigenous, and recreation areas. However, members of the Sport Horse and Pony area should not rest on their laurels: the development already achieved should be consolidated and progressed.

Finally, the research element within the horse industry in England is currently fragmented, partly due to the number of organisations involved in this area (*see Figure 5.2*). Scientific research, in relation to the horse, is commonly undertaken at centres such as the Animal Health Trust or in one of the veterinary schools, and is funded by a

number of sources, including the horse racing Levy. However, the area of “horse and man, environment and society,” which receives 25 per cent of the available funding from the Foundation for Equine Research (SHF) in Sweden, is given scant attention in England.

In order to maximise the funding opportunities for research available to interest groups within the equine policy network, a coordinated approach to this area needs to be taken. The BEF has already taken steps towards coordinating the research sub-sector of the equine policy network, and this should continue to be developed. The portfolio of scientific research should be retained, with investigations into the socio-economic importance of the horse added, including research encompassed under the Swedish title of “horse and man, environment and society”.

9.5 Future studies

Five main areas for further investigation are identified as a result of this research. The first and second relate to policy network studies, while the others relate to the development of the equine policy network and its relationships with other sectors.

The adoption of the Marsh-Rhodes policy network typology to study the relationship between interest groups and the government within the equine policy networks of England, Sweden and the Netherlands has provided many possible areas for development within the English sector. However, in the course of the research it has become evident that different elements, or sub-sectors, within each network have considerable influence over the policy making process, while others are not as significant. In order to understand the influence of these sub-sectors more clearly it may be beneficial to further consider the differences between sub-sectors in the policy making process.²

² See, for example: Howlett, M. and Rayner, J., “Do ideas matter? Policy network configurations and resistance to policy change in the Canadian forest sector,” *Canadian Public Administration*, 38 (3) [Aut Sept 2008]: 382 – 410.

Recent developments in policy network analysis have suggested utilising a decentred approach, where networks are viewed as:

*the products of individuals acting on their beliefs and the stories they tell one another.*³

The approach proposes that networks are constructed in various ways by many actors against a background of diverse traditions. It concentrates upon the actions of individuals and their ability to create and act on meanings, and is normally undertaken through textual and/or ethnographic research that explores the meanings found in a particular policy sector.⁴ Using the decentred policy network approach as a basis for analysis shifts the emphasis from organisations to individuals, utilising a bottom-up outlook instead of the top-down perspective traditionally adopted.⁵

Although this study did not set out to adopt the decentred policy network approach, some of the findings reflect its underpinning ideology. For example, a number of the developments within each equine policy network studied can be directly attributed to the relationship between individuals rather than organisations, including: in England the BHIC was formed as a result of the relationship between Lord Bernard Donoghue, Sir Tristram Ricketts and Michael Clayton (*see 5.2*); in Sweden, LRF became involved in the horse industry through the personal friendship between two key actors, Olof Karlander and Bo Slättsjö (*see 6.2*); and in the Netherlands, Jaap Werners and Johan Knaap have both had significant roles in the industry which have resulted in the development of the equine policy network (*see 7.2 and 7.3*).

If further work analysing the equine policy network in England or elsewhere were to be undertaken, it may be beneficial to utilise the decentred policy network approach. This would place more emphasis on the role of individuals within the policy network, and as can be seen above a number of key individuals are responsible for many of the developments within the networks.

³ Bevir, M. and Richards, D., “Decentring policy networks: lessons and prospects,” *Public Administration*, 87 (1) [Mar 2009]: 132.

⁴ Bevir, M. and Richards, D., “Decentring policy networks: a theoretical agenda,” *Public Administration*, 87 (1) [Mar 2009]: 3.

⁵ Bevir, M. and Richards, D., “Decentring policy networks: lessons and prospects,” *Public Administration*, 87 (1) [Mar 2009]: 132.

The focus of this study was the members of the existing policy network. However, within the horse industry of each country a number of organisations on the periphery of the network were not included directly within relevant sub-sectors. For example, some studbooks in Sweden were excluded from SH. In future studies it may be beneficial to identify organisations outside of the policy network in an attempt to understand the reasoning behind their exclusion and explore their view of the bodies contained within it.

The advantages of collaborative working with other sectors should be considered, with the relationship between the equine and agricultural policy networks analysed to identify how much benefit would be gained from a formal relationship, as found in Sweden and the Netherlands.

The equine policy network interacts with many other policy networks. For example the Horse Tax provides an instance of the horse, and therefore horse owners, being included within the agricultural policy network and horse owners and equestrian enterprises sometimes wish to develop their premises by adding stables or an outdoor school, which brings them into contact with the planning policy network. However, interactions, and how to communicate between the equine policy network and other sectors, are not clearly understood. When considering the first example of the Horse Tax, the government has included the horse directly with agricultural animals in its plans, and appears to have spent no time considering how to best approach interest groups or horse owners with their proposals. As a result, it seems the government believed actors from the equine policy network would behave in the same way as members of the agricultural policy network. However, the basis of the relationship between the government and interest groups within the equine policy network is very different to that found in the agricultural policy network (individual horse owners do not receive subsidies), and horse owners have a different relationship with their animals to farmers (horses are not, generally, produced for meat in England and represent a significant financial and emotional commitment for their owners and keepers). These differences should influence the methods used for conveying a message to actors within the equine policy network, and they may need to be adjusted to include these considerations, not just from the perspective the government, but

also from other sectors. Therefore, a suggestion for further work would be to research how to best communicate with horse owners, to the advantage not only of the equine policy network but also other policy networks. This could be extended to consider how best to appeal to individual horse owners to become members of the BEF, through its member bodies, in order to make these members of the equine policy network more accessible.

9.6 Epilogue

The horse industry in England has the potential to expand its socio-economic contribution to society. Adapting and adopting successful practices and aspects of the horse industry in other countries, along with building on already flourishing areas, could help it to achieve its full potential. This thesis provides a basis for future developments within the industry.

Appendix A Land utilised by the horse industry in Great Britain

As a direct result of the size of the horse population the industry utilises a considerable amount of land, some of which is classified as agricultural. The horse industry in England is not subject to the same level of analysis or monitoring as the agricultural industry (there is no annual survey, nor is there a requirement for equine premises to have holding numbers as for farms), and therefore in order to estimate the size of the area it uses a number of assumptions must be made.

For example, to approximate how much land is utilised by horses for grazing, it could be said that low-quality pasture would support one horse per hectare for a whole year while average-quality grassland might support up to three horses per hectare if fertilised and appropriately managed.¹ Combining these two scenarios with the approximate number of horses indicates that between 333 thousand and one million hectares of land are utilised by horses as grazing in Great Britain.

Wheat or barley straw is sometimes used for bedding, while horses are fed a variety of fodder and hard feeds, including hay, haylage, oat straw and cereals. Using figures from the National Equestrian Survey published in 2006 and the Farm Management Pocketbook, it is estimated that approximately seven thousand hectares of land are used for the production of wheat straw for the horse industry each year.² Applying the same principles to hay indicates that around 140 thousand hectares of land are utilised in the production of hay for the horse industry each year.³

¹ Frape, D., *Equine Nutrition and Feeding*, 2nd ed., [1998. reprinted, Oxford: Blackwell Science Ltd, 2003]: 337.

² About £3.2m is spent on straw bedding each year in Britain by private horse owners, while the average cost of a small bale of straw is about £2, therefore around 1.6m small bales of straw are bought each year. An average field of winter wheat yields around 3.5 tonnes/ha, or 230 small bales at 15kg/bale. Calculations would indicate that 7,000ha of winter wheat are needed to produce the 1.6m small bales of straw. BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]: 27, 33; Nix, J. *Farm Management Pocketbook*, 38th ed., [Melton Mowbray: The Andersons Centre, 2007]: 17.

³ Around £97m is spent on hay and haylage each year, by private horse owners. It is not possible to know how this is split between hay and haylage. For the purpose of this research the figures used will be based on hay rather than haylage as historically hay is more commonly fed to horses. The average cost of a bale of hay is around £2.50, although this can vary considerably in different parts of the country, at different times of the year and is also weather dependent. Therefore, just under 39m bales of hay are bought each year. An average field of meadow hay has a yield of around 5.5 tonnes/ha, or 275 small bales at 20kg/bale. Calculations would indicate that 140,000ha of land are needed to produce 39m bales of hay. BETA, *National Equestrian Survey 2005/06 Structural Report*, 33; Nix, 117, 143.

The value of hard feed (oats, straights and complete manufactured feeds) used for horses is estimated to be around £161m each year, the majority of which (£146m) is spent purchasing complete manufactured feeds⁴. The amount of land utilised for the production of horse feed is much harder to estimate as a wide variety of ingredients are utilised, including oats, barley, maize, peas, linseed and oil. Chopped grass, in the form of chaff or alfalfa, and sugar beet are also included in this category. By making some very general assumptions it can be estimated that around six thousand hectares of land are needed for the production of horse feeds each year.⁵

While these calculations are crude in their nature, they provide an estimation of the total area of land utilised by the horse industry in Great Britain. This study suggests between 483 thousand and 1.2 million hectares of land are utilised directly by the horse industry.⁶

Many horse-related events are also held on agricultural land, although these areas are often grazed by livestock at other times of the year and are therefore not solely used by the horse industry. Examples include Badminton and Burghley Horse Trials, along with various county and smaller shows. This land is not included in the estimations above.

⁴ A “complete manufactured feed” is a feed that can be fed on its own, it is usually balanced and therefore does not need other ingredients added to it.

⁵ Approximately £161m is spent on complete manufactured feeds, oats and straights in the horse industry each year, by private owners. The average cost of a bag of feed is around £10, therefore 1.6m bags of feed are bought each year. A bag of feed weighs around 20kg. An average field of oats yields around 5.5 tonnes/ha, or 275 bags of feed, not taking into account the production of the feed. Calculations would indicate that just under 6000ha of land is needed to produce the 1.6m bags of feed. BETA, *National Equestrian Survey 2005/06 Structural Report*, 33; Nix, 37.

⁶ In 2009 Defra, along with the other country specific agricultural departments, suggested the area of agricultural land on agricultural holdings in the United Kingdom was just over 17.5 million hectares. This land area has not been broken down into its constituent countries, therefore the amount of agricultural land in Great Britain cannot be stated. As a result it is not possible to accurately estimate the amount of land utilised by the horse industry in Britain, although an approximation of 2.8 per cent to 6.7 per cent could be suggested. Defra, *June Survey of Agriculture and Horticulture (Land Use and Livestock on Agricultural Holdings at 1 June 2009) UK – Final Results*, [London: National Statistics, 2009]: 5.

Appendix B Fully referenced Table 4.3

	Great Britain	Sweden	The Netherlands
Total horses (est)	1,000,000 ¹	283,100 ²	440,000 ³
Population	58,845,800 ⁴	9,045,000 ⁵	16,645,000 ⁶
Area (km²)	229,915 ⁷	414,000 ⁸	33,889 ⁹
Horses/1,000 people	17.0	31.3	26.4
Horses/km²	4.3	0.7	13.0
Annual turnover (est)	£7 bn ¹⁰	SEK 46 bn ¹¹ (£3.36 bn ¹²)	€1.5 bn ¹³ (£1.45 bn ¹⁴)
Direct employment (est)	70,000 ¹⁵	9,500 ¹⁶	12,000 ¹⁷
Indirect employment (est)	150,000 – 220,000 ¹⁸	9,000 – 18,000 ¹⁹	Unknown
Riders (regular riders)	2,100,000 ²⁰	500,000 ²¹	456,000 ²²
Equestrian Fed members	228,000 ²³	200,000 ²⁴	195,000 ²⁵
%age of riders mems of Equ Fed	11%	40%	43%

¹ BHIC, *BHIC Briefing – Size and Scope of Equine Sector*, [London: BHIC, 2009]: 2.

² Statistics Sweden, *Hästar och anläggningar med häst 2004 (Horses and horse establishments in 2004)*, [Stockholm: Statistics Sweden, 2005]: 3, 13. The methodology of the report suggested the number of horses was between 265,000 and 300,000, giving a most probable estimate of 283,100 horses.

³ Loomans, J. B. A., Stolk, P. W. Th., van Weeren, P. R., Vaarkamp, H. and Barneveld, A., *A survey of the workload and clinical skills in current equine practices in The Netherlands*, *Equine Veterinary Education*, 19 (3) [2007]: 163.

⁴ Office for National Statistics, *Population and vital statistics by area of usual residence in the United Kingdom, 2006*, [Basingstoke: Palgrave Macmillan, 2008]: 10. England 50,763,000, Wales 2,965,900, Scotland 5,116,900, total 58,845,800 in 2006.

⁵ International Data Base, Country Summary: Sweden, <http://census.gov/ipc/www/idb/country/swportal.html> [accessed 30.11.2008].

⁶ International Data Base, Country Summary: Netherlands, <http://www.census.gov/ipc/www/idb/country/nlportal.html> [accessed 30.11.2008].

⁷ Encyclopaedia of the Nations, United Kingdom, <http://www.nationsencyclopedia.com/economies/Europe/United-Kingdom.html> [accessed 30.11.2008]. Figures: England 130,373 km², Wales 20,767km² and Scotland 78,775 km², total 229,915km².

⁸ SJV, *Facts about Swedish Agriculture*, [Jönköping: SJV, 2004]: 3. Figure excludes watercourses and lakes.

⁹ Encyclopaedia of the Nations, The Netherlands, <http://www.nationsencyclopedia.com/economies/Europe/The-Netherlands.html> [accessed 30.11.2008]. Figure excludes 7,643km² of water.

¹⁰ BETA, *National Equestrian Survey 2005/06 Structural Report*, [Weatherby: BETA, 2006]: 37.

¹¹ Johansson, D., Andersson, H. and Hedberg, A., *Hästnäringens samhällsekonomiska betydelse I Sverige (The economic important of the horse sector in Sweden)*, [Uppsala: SLU, 2004]: 8. The horse sector contributes 0.34% of the total GDP (Gross Domestic Product) in Sweden, with an annual turnover of 20 billion SEK (approximately £1.4 billion in 2004). Half of this, 10 billion SEK, originates from gambling. It is estimated the horse sector contributes an additional turnover of 10 to 26 billion SEK to the economy: the areas of the horse sector with a strong affiliation to agriculture and the rural economy comprise 16% of the total horse industry turnover and 29% of the contribution of the horse industry to GDP. The equivalent of 9,500 FTE (full time equivalent) employees can be found within the industry, while a further 9,000 to 18,000 FTE are employed in the economy generated by the sector.

¹² OANDA Corporation, *FXHistory: historical currency exchange rates*, SEK to GBP <http://www.oanda.com/currency/historical-rates> [accessed 19.01.2009]. Conversion rate for 1st January 2006 SEK1:£0.07311 (average figure used).

¹³ Bartels, J., *Innovatief Ondernemen in de paardensector (Innovation in the Horse Sector)*, *Science Guide*, <http://www.scienceguide.nl/article.asp?articleid=101576> [accessed 11.06.2009].

¹⁴ OANDA Corporation, *FXHistory: historical currency exchange rates*, EUR to GBP <http://www.oanda.com/currency/historical-rates> [accessed 19.01.2009]. Conversion rate for 1st January 2009 €1:£0.96900 (average figure used).

¹⁵ BHIC, *BHIC Briefing - Size and Scope of the Equine Sector*, 2.

¹⁶ Johansson *et al.*, 8.

¹⁷ van Lenthe, A. H. and van Markus, R. C., “The social and economic significance of horse production in the Netherlands,” In: *Book of Abstracts No. 6, The 51st Annual Meeting of the European Association for Animal Production 2000*, The Hague, The Netherlands, 21 – 24 August, 2000, [Wageningen Press: Wageningen, 2000]: 367.

¹⁸ BHIC, *BHIC Briefing - Size and Scope of the Equine Sector*, 2.

¹⁹ Johansson *et al.*, 8.

²⁰ BETA, *National Equestrian Survey 2005/06 Structural Report*, iv. The report suggests 2.1 million people ride at least once a month with a further 2.2 million riding less frequently.

²¹ Helgesson, A. and Hedberg, A., *The Horse Industry in the European Union*, [SLU: Uppsala, Sweden, 2001]: 29.

²² ZKA Consultants and Planners, *Paardensportonderzoek 2006 (Horse Sport Research)*, [Ermelo: KNHS, 2006]: 6. The report suggests 456,000 people, over 8 years of age, were active horse sportsmen in the last 12 months (prior to 2006).

²³ BEF, *The British Equestrian Federation Strategic Plan to 2009, updated May 2007*, [Stoneleigh: BEF, 2007]: 10; BEF, *Annual Review 2008*, [Stoneleigh: BEF, 2008]: 7. 224,000 members in March 2007, increase of 4,000 between March 2007 and March 2008, total of 228,000 members.

²⁴ SvRF, *About us: about the Swedish Equestrian Federation*, <http://www3.ridsport.se/In-english/Welcome-to-the-Swedish-Equestrian-Federation/> [accessed 01.10.2009, updated 11.12.2008].

²⁵ KNHS, *About KNHS*, <http://www.knhs.nl/defaultUK.asp> [accessed 07.10.2008].

Appendix C List of study themes

<p>THEME A <i>Government assistance and involvement</i></p>	<ol style="list-style-type: none"> 1. What is the history of Government assistance within the horse industry? <ol style="list-style-type: none"> i. What / who receives Government assistance? (e.g. low rates, taxation support, fiscal support) <ol style="list-style-type: none"> a. Is there financial assistance? If it is, what form does it take? b. Is there non-financial assistance? If there is, what form does it take? ii. Are there any schemes assisting other rural sectors that overlap into the Horse industry? <ol style="list-style-type: none"> a. What are they and what form do they take? iii. Are there any schemes that hinder the Horse industry? 2. How has the Government engaged with the horse industry historically? 3. Apart from funding, how else is the Government involved with the horse industry?
<p>THEME B <i>Government policy</i></p>	<ol style="list-style-type: none"> 4. What is the role of government policy in the horse industry? <ol style="list-style-type: none"> i. Is the role of government policy a help or a hindrance? ii. How does it work?
<p>THEME C <i>Leadership</i></p>	<ol style="list-style-type: none"> 5. How is the horse industry governed? 6. How is the governance of the horse industry viewed by different sectors of the industry?
<p>THEME D <i>Growth within the horse industry</i></p>	<ol style="list-style-type: none"> 7. Is the horse industry growing (e.g. numbers of horses, numbers of riders, quality of horses, economically)? <ol style="list-style-type: none"> i. If the horse industry is growing, to what is this attributed? ii. If the horse industry is in decline to what is this ascribed? iii. How is the horse industry growing? 8. Is the Sport Horse industry growing? <ol style="list-style-type: none"> i. If the Sport Horse industry is growing or in decline, to what is this attributed? ii. How is the industry growing?

<p>THEME E <i>Relationship between the Sport Horse industry and other sectors</i></p>	<p>9. Is there a relationship between the Sport Horse industry and Thoroughbred industry? 10. Do they share marketing? 11. How do they work together? 12. Where could they work together in the future?</p>
<p>THEME F <i>Day to day running of the industry</i></p>	<p>13. How is the industry run on a day to day basis?</p>
<p>THEME G <i>Marketing and sales methods</i></p>	<p>14. Which methods of sales are used? 15. Obtain evidence of sales methods, e.g.: auctions, cooperation between yards, etc. 16. How are horses marketed? i. How has the marketing of horses developed? ii. Who is the marketing of horses aimed at within the country? iii. Is the marketing of horses aimed outside the country? a. Who is the marketing of horses aimed at outside the country?</p>
<p>THEME H <i>Quantifying the horse industry</i></p>	<p>17. How many horses are there? i. Can this number of horses be broken down into sectors? 18. How many riders are there? i. Can this number of riders be broken down into sectors? 19. What is the annual turnover of the horse industry? 20. How much land is used by the horse industry? i. How is it used (can it be broken down into sectors)? 21. What are the methodologies behind these figures? a. How reliable are the methodologies?</p>

<p>THEME I <i>Equine evaluations</i></p>	<p>22. Are horses licensed or approved for breeding?</p> <ul style="list-style-type: none"> i. Who licences or approves the breeding stock? <ul style="list-style-type: none"> a. Is licensing or grading privately (e.g. studbook) or government funded? ii. How are stallions licensed or approved? iii. How are mares licensed or approved? iv. How are youngstock licensed or approved? <p>23. Are horses graded or evaluated?</p> <ul style="list-style-type: none"> i. Who grades / evaluates horses? <ul style="list-style-type: none"> a. Are gradings or evaluations privately (e.g. studbook) or government funded? ii. How are stallions graded or evaluated? iii. How are mares graded or evaluated? iv. How are geldings graded or evaluated? v. How are youngstock graded or evaluated?
<p>THEME J <i>Status of the horse</i></p>	<p>24. Agricultural status or not?</p> <ul style="list-style-type: none"> i. What does “agricultural status” or “agricultural animal” mean? ii. If the horse has agricultural status, what does it entail and how does it work? iii. Does agricultural status entitle the horse to financial advantages? iv. If the horse does not have agricultural status, how is it treated?
<p>THEME K <i>History</i></p>	<p>25. What is the history of horse breeding?</p> <ul style="list-style-type: none"> i. How did World War I affect horse breeding policy? ii. How did World War II affect horse breeding policy? iii. Who is involved with horse breeding?

THEME L <i>Passports</i>	26. When were passports implemented? 27. How successful has the implementation been? 28. Who has been responsible for the implementation of passports?
THEME M <i>Database – central record of details</i>	29. Is there a central, national database, holding details of horses? i. Which details are held? 30. Who accesses the database? i. How is the database accessed? ii. How much does it cost to access? 31. How does the country view the database?
THEME N <i>Estimated Breeding Values (EBVs)</i> <i>[also known as Genetic Indices]</i>	32. Are they used? 33. For which disciplines are they used? 34. Who funds them? 35. Who uses them? i. Do breeders use them? 36. How are the EBV's used? i. How do breeders use them?
THEME O <i>Research</i>	37. What sort of research is being carried out within the horse industry? 38. Which research is relevant to this study?
THEME P <i>Europe</i>	39. What is the relationship between the country and the European Union? a. Is the country part of the European Monetary Fund? 40. Does the horse industry have a close relationship with the industry in any other country? a. Which countries inside European Union? What is the relationship like? b. Which countries outside European Union? What is the relationship like?

THEME Q

Misc questions

41. Riding Schools

- a. How many riding schools are there?
- b. How are riding schools governed?
- c. How are riding schools insured?

42. Animal Welfare legislation

- a. Is there any Animal Welfare legislation specific to horses?
- b. If there is specific horse Animal Welfare legislation, what does it cover?
- c. How does Animal Welfare legislation affect horse breeding?

43. Strategy for the horse industry

- a. Is there a Strategy or equivalent document within the horse industry?

Appendix D Leaflet sent to potential interviewees

Rationale

- It is recognised that a vibrant and growing horse industry could meet the need for sustainable rural businesses and land use in England and Wales.
- Optimising the conditions in which the horse industry operates will ensure that growth is viable and enable socio-economic advantages to be maximised.
- This comparative study will examine selected elements of the Industry in Ireland, the Netherlands and Sweden, with a view to identifying practices which could be successfully transferred to England and Wales.
- On completion of the PhD a summary of the research will be available online.

Ethical considerations

The research has been granted ethical approval by the University of Exeter's School of Humanities and Social Sciences Ethics Committee.

Are you able to help?

If you feel able to contribute to this study please make contact using the details below.

Contact details

If you are able to help with this research please contact:

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**An opportunity to
contribute to research
into the horse industry
— can you help?**

Georgina Crossman
PhD Research Student
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Introduction

The purpose of this leaflet is to identify organisations and people willing to assist in the comparative study component of the PhD studentship *The socio-economic implications of development within the horse industry in England and Wales*.

The overall aim of the PhD is to understand the conditions that will lead to the optimisation of the socio-economic contribution of the horse industry in England and Wales.



Georgina Crossman

The studentship is jointly funded by Defra (Department for Environment, Food and Rural Affairs), BEF (British Equestrian Federation), University of Exeter and Royal Agricultural College, and is being undertaken by Georgina Crossman. It is based in the Centre for Rural Policy Research at the University of Exeter.

Policy relevance

The research aims to tackle issues set out in the Strategy for the horse industry, in England and Wales, therefore it is of central relevance to policy formulation. In addition to the Strategy, the project will contribute to policy developments regarding social exclusion and disadvantage and the health and wellbeing agendas.

The comparative study in context

The PhD is made up of five objectives, two of which relate directly to the comparative study and are stated below:

- To undertake a comparative study of Sport Horse and wider horse industry policy in this country and abroad, and analyse the effects of current and possible future Public, Rural and Government policy on this.
- To examine the potential for economic growth of the Sport Horse sector in England and Wales and consider how any constraints might be overcome (using comparative examples of overseas experience where relevant).

The comparative study will focus on Ireland, the Netherlands and Sweden, and compare the Sport Horse Industry and wider horse industry to that of England and Wales.

Aims of the comparative study

The comparative study comprises of three aims:

1. To examine Sport Horse and wider horse industry policy within the specified countries, with a view to identifying aspects which could be successfully transferred to England and Wales.
2. To identify how constraints within the Sport Horse and wider horse industry have been overcome in those two countries, with the intent of applying those solutions to England and Wales.
3. To observe the day to day running of the horse industry in those countries to draw parallels with England and Wales.

Areas to be examined

The comparative study will analyse a number of factors in the horse industry of the specified countries, including: Government funding and involvement, the status of the horse, and the relationship between the Sport Horse and other sectors of the horse industry.

Appendix E Certificate of ethical approval



SCHOOL OF HUMANITIES
AND SOCIAL SCIENCES
incorporating the Institute of Arab and Islamic Studies

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CERTIFICATE OF ETHICAL APPROVAL

School/Academic Unit:

Politics Department, School of Humanities and Social Sciences, University of Exeter

Title of Project:

The socio-economic implications of growth within the Equine Industry in England and Wales

Name(s)/Title of Project Research Team Member(s):

Georgina Crossman

Project Contact Point:

Georgina Crossman
Email: gkc202@exeter.ac.uk

Brief Description of Project:

To understand the conditions that will lead to the optimisation of the socio-economic contribution of the Equine Industry in England and Wales.

This project has been approved for the period

From: May 2007
To: Dec 2009

School Ethics Committee approval reference: 16.05.07/iii

Signature.......... Date.....29/05/07.....
(DR PAULA SAUKKO – Chair of School Ethics Committee)

Appendix F

Action point Champions

(Strategy for the Horse Industry in England and Wales)

Government organisations

Department for Environment, Food and Rural Affairs, including the Horse Industry Team

Department of Trade and Investment

Environment Agency

Government

Local Government Authorities

Local/regional government

Office of National Statistics

Rural Development Agencies

Surrey County Council

Welsh Assembly

Horse organisations and individuals

ABRS – Julian Marczak

BB – Graham Suggett

BEF – Andrew Finding, Paul Frost, Tim Hadaway, Jan Rogers, Colin Wilson

BETA – Claire Williams

BHB

BHEST

BHIC – Graham Cory, Cathy McLynn

BHS – Chris Doran, Margaret Linington-Payne

Equine Access Forums – Mark Weston

Local Access Forums

Other organisations and businesses

CLA

College / industry liaison and advisory groups

Holiday providers

Horse and Pony Taxation Committee

LANTRA (The Sector Skills Council for the Environmental and Land-based Sector)

Native Breeds Groups

Rare Breeds Survival Trust

Regional and National Tourism Bodies

Visit Britain

Appendix G

The English equine policy network in the mid-1990s: the changing relationship between the BEF and the BHS

The development of the sport and recreation element in the 1990s

	British Horse Society (BHS)	British Equestrian Federation (BEF)	British Show Jumping Association (BSJA)
1972	BHS, registered charity, providing 50% funding. BHS – 3 votes 2 for combined training 1 for dressage	BEF formed by BHS and BSJA BEF Committee formed British Driving Society – 1 vote	BSJA, private company limited by guarantee, providing 50% funding BSJA – 2 votes
Post-1972	BHS – 5 votes Chair BHS Treasurer BHS Chair Horse Trials Group (HTG) Chair Dressage Group (DG) Chair Driving	BEF Committee restructured	BSJA – 5 votes
1990	BHS provides £15,000 funding. 70% comes from the HTG, whose Chairman is John Tulloch.	BEF requires funding of £30,000	BSJA provides £15,000 funding
January 1993			Michael Bates is succeeded by Douglas Bunn as Chairman
1994	BHS needs to provide £61,500 funding for next year.	BEF requests funding of £123,000 for 1995.	BSJA needs to provide £61,500 funding for next year.
Spring 1994	BHS President (outgoing) Lt-Col Sir John Miller , suggests the BEF continue in its current status & the BHS's disciplinary groups (dressage, HTG, carriage driving, endurance & vaulting) be administered directly by the BEF so that the BHS can concentrate on "grass roots" aspects of riding & driving.	Director-General, Major Malcolm Wallace announces he is leaving in August 1994, and therefore the BEF need to employ someone to represent the interests of British equestrian sport within the FEI.	BSJA Chairman, Mr Bunn , suggests the BSJA no longer fund the BEF Director-General, suggesting the BHS Director, Col Tim Eastwood take on the responsibility with additional part-time help.
Early summer 1994		BEF Chairman, Mr Bates , selects Col Jeremy Smith-Bingham as new Director General, and announces he will employ him even if the BSJA do not agree.	BSJA refuse to ratify the appointment of Col Smith-Bingham , arguing the post should be part-time or voluntary. Suggest the BEF take stock for 12 months, although they do not want to leave the Federation.
Summer 1994	BHS appoint Col Smith-Bingham to post of "Director of International Affairs" in order to have British interests represented within the FEI.	BEF <i>ad hoc</i> Review Committee propose to increase the votes within the BEF Committee to 13, allocating an additional 3 votes to the BHS to allow them to include endurance, vaulting and the Pony Club and Riding Clubs.	BSJA still refusing to fund new appointment of BEF Director-General.
October 1994	BHS confirms it will dissolve BEF on 15 th April 1995 and invite Mr Bates to Chair a working party to consider a new style of Federation		
November 1994	Internal issues within the BHS arise. The DG had the same number of members as the HTG, while the HTG was still paying 70% of the BHS's contribution to the BEF.		

	British Horse Society (BHS)	British Equestrian Federation (BEF)	British Show Jumping Association (BSJA)
Early 1995	BHS agree to new proposals, but wish to retain their own identity.	Mr Bates obtains agreement for the BEF to become a public company limited by guarantee on 15 th April 1995.	BSJA agree to new proposals, but wish to retain their own identity.
Early April 1995	BHS solicitors suggest the new BEF, as a public company, would jeopardise their charitable status. BHS President, Major Edward Bonnor-Maurice suggests the BHS becomes the international representative body, with the BEF a committee of the BHS, including representative from the BSJA's international interests.		
Mid April 1995	HTG and DG feel the new suggestion of the BEF as a committee of the BHS is a step backwards and do not agree to it.		
Summer 1995	Col Smith-Bingham still employed by the BHS, representing British interests within the FEI.		
September 1995	The BHS commissioned Fenwick Report suggests the BEF become an independent non-charitable company owned jointly by the BHS & BSJA.		
March 1996	Major Bonnor-Maurice announced the BHS was being renamed British Horse Society (National Federation) & with the BSJA would have responsibility for all competitive matters relating to the FEI & BOA.	Mr Bates stated the BEF welcomed the decisions by the BHS-based disciplines to become independent and join the BEF and BSJA in a strengthened BEF.	
16 March 1996	The BEF becomes a company limited by guarantee.		
June 1996	Review by Mary van Reyk states that on the 1 st January 1997 the BEF would become the National Body representing the sports governed or recognised internationally by the FEI, & the channel to the FEI on all matters for the equine industry, additionally advising the industry on all matters concerning the sporting disciplines, & be the channel of communication to the Sports Council.		
1 January 1997	The HTG, endurance, carriage driving, vaulting & The Pony Club all leave the BHS becoming independent BEF members.		The BSJA becomes an independent BEF member.
1997	John Tulloch becomes BEF President		
1 January 1998	The DG leaves the BHS becoming an independent BEF member.		
1998	BEF Committee is now formed with the following votes: 2 BSJA, 2 BHTA, 2 BD, 1 Driving, 1 Endurance, 1 Vaulting, 1 The Pony Club, 1 Riding Clubs		

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