

# Woodland Creation



Large-scale woodland creation is being promoted internationally to mitigate climate change. It can also supply other benefits, such as improving biodiversity, air and water quality. This POSTnote summarises key factors influencing how much carbon is taken up by woodland, the different objectives of woodland creation, constraints to increasing UK tree cover and different finance options.

## Background

In July 2019, the UK legislated for a target of net zero national GHG emissions by 2050 ([PN-594](#)).<sup>1</sup> Analyses by the UK's independent Climate Change Committee (CCC) indicate that greenhouse gas removal (GGR) will be needed alongside rapid emissions reduction to reach this target ([PN-618](#), [PN-549](#)).<sup>2,3</sup> Growing trees draw carbon dioxide (CO<sub>2</sub>) from the atmosphere through photosynthesis and store some of this carbon in wood and in the soil; a process known as carbon sequestration.<sup>4,5</sup> Although there are concerns it could distract from emissions reduction,<sup>6-8</sup> increasing tree cover is one of the few proven GGR methods,<sup>4,5,9,10</sup> and can deliver other benefits.

The UK has lost much of its historic forests and associated range of habitats,<sup>11</sup> and the UK's 13% tree cover is well below the European average of 37%.<sup>12,13</sup> The CCC has recommended increasing UK tree cover from 13% to 18%, improving woodland management and adopting agroforestry to contribute to the UK's net zero target.<sup>3</sup> This could annually sequester 15 million tonnes of CO<sub>2</sub>-equivalent GHGs (MtCO<sub>2</sub>e/year) by 2050.<sup>3</sup> The devolved administrations have their own woodland creation targets, strategies and grant schemes (Box 1). The UK

## Overview

- Creating new woodland is widely agreed to be necessary for the UK to meet its 2050 net zero greenhouse gas emissions target.
- All woodlands have the potential to take up and store CO<sub>2</sub>, produce timber, enhance biodiversity and deliver other benefits, including recreation and reduced flooding.
- The amount of CO<sub>2</sub> taken up and other benefits or negative effects of woodland creation depend on where and how woodland is established, tree species present, site conditions and management.
- Constraints on woodland creation include economic viability, land tenure, cultural values, permanence of land use change and environmental sensitivities.
- Incentives for woodland creation include government grants and carbon payments. Support could be increased through private finance for multiple environmental benefits.

Government has an overarching commitment to create 30,000 hectares (ha) of woodland per year by 2025,<sup>14,15</sup> up from 13,660 ha in 2019–2020.<sup>12</sup> If achieved, the commitments in Box 1 would create a total of 26,900 ha of woodland in 2025.

## Sequestering carbon with trees

The 'carbon stock' is the total amount of carbon stored on the land in plants and soil at a given time. A woodland is a 'carbon sink' when it is overall removing and storing (sequestering) carbon from the atmosphere (i.e. GGR), whereas a 'carbon source' transfers carbon to the atmosphere on balance.<sup>16</sup> In most instances, woodland growth on UK farmland will act as a carbon sink, increasing the carbon stock on the land by a finite amount over several decades.<sup>17</sup> The rate of sink will be initially slow when trees are young, goes through a rapid phase, and then tails off as the woodland reaches maturity.<sup>4</sup>

## Site conditions

On average across global temperate regions, 60% of woodland carbon is in the soil,<sup>18</sup> although this varies greatly. The impact of woodland creation on soil carbon stocks depends on the existing amount of soil carbon and the level of ground disturbance caused by tree establishment (Box 2).<sup>19</sup>

**Box 1: Tree planting targets and grants**

- **England.** 2340 ha of woodland was planted in 2019–20.<sup>12</sup> Funding is available from the Countryside Stewardship scheme.<sup>20</sup> The UK Government's 25 Year Environment Plan goals require woodland creation,<sup>21</sup> with relevant provisions in the Agriculture Act 2020 and Environment Bill 2020 ([CBP-8702](#), [CBP-8824](#)). A planting target is expected and the Government announced funding for 6000 ha/year of woodland creation until 2025 in the March 2020 Budget,<sup>22</sup> with further support through the Environmental Land Management scheme from 2024.<sup>23,24</sup>
- **Scotland.** 11,050 ha of woodland was planted in 2019–2020,<sup>12</sup> with a target of 18,000 ha/year by 2024–2025.<sup>25</sup> Funding is available through the Forestry Grant Scheme.<sup>26</sup> The rate of tree planting has increased from 4760 ha in 2016–17 when the Mackinnon report was published.<sup>27</sup>
- **Wales.** 80 ha of woodland was planted in 2019–20.<sup>12</sup> There is a target of 2000 ha/year from 2020,<sup>28</sup> with funding available through the Glastir scheme.<sup>29</sup>
- **Northern Ireland.** 200 ha of woodland was planted in 2019–20.<sup>12</sup> Target of 900 ha/year from 2020 to 2030,<sup>30</sup> with funding through the Forest Expansion Scheme.<sup>31</sup>

The timing of when woodland becomes a net carbon sink depends on tree growth, productivity and soil carbon,<sup>17,32</sup> which in turn are influenced by site fertility and climate.<sup>33</sup>

**Long-term management and end use**

If woodland is retained in a landscape, individual trees keep on growing and sequestering carbon. This is broadly cancelled out by some trees dying as the woodland ages,<sup>34</sup> but carbon in dead wood and soils can build up on a centuries timescale in old-growth forests.<sup>35</sup> The average carbon stock depends on the frequency and severity of disturbances such as fires, storms, droughts, pests and diseases that result in tree death or damage (and temporary carbon losses).<sup>4,17</sup> Although mature woodland has a finite stock, it can continue to store carbon and deliver other benefits (Box 3).<sup>36</sup>

*Harvested wood products*

Some of the carbon sequestered in trees can be removed from woodland in harvested wood products (HWPs). Along with soil disturbance caused by felling operations,<sup>32</sup> this reduces the woodland's carbon stock until trees regrow.<sup>16</sup> Reforestation of recently deforested sites ultimately only restores the carbon stock previously lost and does not mitigate ongoing GHG emissions.<sup>6</sup> However, some uses of HWPs may contribute to emissions reduction:

- **Fencing, packaging, pallets.** These have a relatively short lifespan,<sup>37</sup> but manufacturing such products from other materials may be more emissions-intensive.<sup>17,38</sup>
- **Construction.** Wood can replace fossil fuel intensive materials such as steel.<sup>39–41</sup> Under 20% of UK HWPs are used in construction,<sup>37</sup> but is increasing, in part through use of resilient engineered products like cross-laminated timber.<sup>38,42</sup>
- **Bioenergy.** The emissions mitigation benefits of wood bioenergy are contested,<sup>17</sup> but bioenergy with carbon capture and storage (BECCS) is predicted to play a major role in climate change mitigation ([PN-618](#)).<sup>2</sup>

HWPs are only a temporary carbon store; carbon will be released when the wood decays.<sup>16,17</sup> However, on a timescale of decades, increasing long-term timber use in buildings can

**Box 2: Influence of trees on soil carbon**

Soil organic carbon (SOC) usually increases in woodland on non-peat soils, due to the addition of leaf, branch and root litter.<sup>16</sup> This process continues, albeit slowly, even when woodland reaches maturity.<sup>18</sup> However, mechanical ground preparation – clearing existing vegetation and improving drainage for tree establishment – disturbs the soil and can cause temporary or permanent SOC loss, depending on previous land use and soil type.<sup>17,43</sup>

Soil in arable fields is typically low in carbon due to regular cultivation for annual crops, so any woodland creation can increase SOC.<sup>44</sup> In contrast, uncultivated pasture and shallow peat soils often have high SOC,<sup>43,45</sup> which can be reduced through inappropriate ground preparation for trees.<sup>44,46</sup> Woodland becomes a net carbon sink once sequestration in woody biomass compensates for this,<sup>17,32,43</sup> and SOC eventually recovers to pre-disturbance levels or above.<sup>46–48</sup> A recent analysis has suggested that tree planting on shallow peat can result in a net carbon source for several decades.<sup>33</sup>

Deeper peat soils in functioning bogs slowly sequester carbon by forming peat from partially decayed vegetation under waterlogged conditions. Historic tree planting schemes drained the bogs, preventing further formation and causing substantial SOC loss. 9% of the UK's deep peats are degraded under forestry.<sup>49</sup> Woodland creation on peat deeper than 50 cm is now prohibited under the UK Forestry Standard.<sup>49,50</sup> Some argue that woodlands should be created on higher value agricultural land to avoid all peat soils.<sup>33,51</sup>

increase net carbon sequestration as the woodland regrows.<sup>16</sup> This will reach a limit once new HWPs start replacing earlier wood products that have reached their end of life.<sup>17,52</sup> As 80% of wood used in the UK is imported,<sup>53</sup> increasing domestic production could also reduce transport and overseas land use emissions.<sup>8</sup>

**Considerations in woodland creation**

Different stakeholders have differing objectives when creating woodland (Box 3), which influence decisions on where woodland should be created, how it should be established, and what tree species should be included. The UK Forestry Standard sets out legal requirements and good practice guidelines for sustainable forest management in the UK, and is used to assess grant and planning applications.<sup>50</sup>

**Where to increase tree cover**

The possible benefits delivered by woodland are determined by location and can be modelled across landscapes.<sup>8,54,55</sup> The modelling results depend on which benefits are desired, and site choice for woodland creation needs to account for local priorities.<sup>55–57</sup> For example, creating woodland near urban areas maximises recreation opportunities, with substantial social value.<sup>58</sup> Trees are an integral part of urban green infrastructure, delivering a range of benefits ([PB-26](#)), but increasing urban tree cover is challenging.<sup>59,60</sup>

Woodland opportunity maps attempt to identify, at a coarse scale, land suitable for trees, avoiding priority habitats for biodiversity, peat soils and the most productive farmland.<sup>51,61–64</sup> They do not indicate land availability or other constraints to woodland creation. Opportunity mapping typically finds that growing trees on low-quality arable land and cultivated grassland has the maximum potential to increase biodiversity

**Box 3: Non-carbon reasons for woodland creation**

- **Timber.** Timber sales are the chief source of income for woodlands and are important for the rural economy in parts of the UK. It requires expert woodland management and site appropriate species.<sup>65,66</sup>
- **Biodiversity.** Woodland creation on agricultural land of low habitat value is likely to increase biodiversity locally,<sup>65,67–70</sup> and benefit movement of wildlife across landscapes.<sup>71–73</sup> Just increasing woodland cover does not necessarily benefit woodland species; the ability of species present to move between woodlands, the species of tree, and the area, age and the management of woodland are all key.<sup>72,74,75</sup> Woodland creation should also be excluded from existing biodiverse non-woodland habitats.<sup>50,76</sup>
- **Game.** Some land managers create and manage woodland to improve the sporting value of land, particularly for pheasant shooting.<sup>77–80</sup> High pheasant densities can decrease biodiversity locally, but the woodlands and associated habitats have wider biodiversity benefits.<sup>81,82</sup>
- **Flooding.** Uptake and interception of water by trees and increased infiltration of water into woodland soils can mitigate local flooding following heavy rainfall;<sup>83–86</sup> contributing to catchment natural flood management (PN-623). For maximum benefit, the location of new woodlands should be spatially targeted.
- **Water quality and soil erosion.** Broadleaf woodland alongside rivers and streams can stabilise watercourse banks,<sup>87,88</sup> and benefit aquatic biodiversity by reducing water temperature fluctuations.<sup>89–91</sup> Trees can also intercept nutrients and sediment washed off farmland, although grassy strips are generally more effective.<sup>92,93</sup>
- **Air quality.** Tree leaves can absorb the pollutant ammonia from the air,<sup>94</sup> reducing damage to sensitive habitats from deposition on vegetation and soil (PN-458).<sup>95–97</sup> Removal of air pollutants by UK woodland saved £938 million of health costs in 2017.<sup>98</sup>
- **Recreation, health and well-being.** Woodland can provide recreation opportunities, benefiting physical health and mental well-being (PN-538).<sup>99</sup>

and soil carbon, and the least impact on agricultural production. Compared with remote upland sites, these land types are also likely to be readily accessible, both with machinery for tree planting and management, and for public recreation. In addition, siting trees in hedgerows, along rivers and streams, in agroforestry systems, and small copses in gullies, steep banksides and difficult-to-manage field corners can increase tree cover and sequester carbon with little or no loss of farmland productivity.<sup>56,100–105</sup>

**How to increase tree cover**

Woodland creation is not only achieved by planting trees; trees can be planted outside of woodland (such as in agroforestry systems), and on some sites woodland can establish from naturally available seeds. These methods can differ in cost, reliability of establishment and delivery of benefits.

*Plantations*

The vast majority of intentional woodland creation in the UK in recent decades has relied on government-funded tree planting,<sup>17</sup> and is the most appropriate option for timber production. Tree species choice and management requirements depend on objectives, but careful planting and management increases the success of tree establishment and growth. Management can include weeding to improve tree growth;

replacing dead trees and controlling grey squirrels and deer (PN-303, PN-325). Saplings are typically protected from deer and livestock browsing by fencing, or plastic tubes in the case of small-scale broadleaf planting. Later, thinning out can improve the growth of remaining trees for timber and create open spaces and habitat patches benefiting biodiversity.

*Agroforestry*

Agroforestry systems integrate agriculture and trees.<sup>106</sup> This includes planting fruit, nut or timber trees in wide-spaced rows across arable or pasture fields, along with shelterbelts (blocks of trees protecting crops and livestock from bad weather), hedges and small farm woodlands.<sup>107</sup> Well-designed agroforestry can positively benefit agricultural productivity and improve farm economic viability while delivering environmental benefits.<sup>108–112</sup> As such, agroforestry practices can increase tree cover across all agricultural land classes without compromising food production and may appeal to more land managers than large-scale woodland creation.<sup>113</sup>

*Natural processes*

Natural regeneration can lead to the development of new woodland on previously open ground. This natural colonisation or regeneration can contribute to rewilding approaches,<sup>114,115</sup> which generally seek to restore self-regulating natural processes (PN-537). Advantages of relying on natural processes include reduced risk of soil carbon loss (Box 2) and biodiversity benefits from the diverse structure of natural tree growth, and locally adapted seed could increase woodland resilience. Some NGOs argue that natural processes should be the 'default' means of creating woodland,<sup>116</sup> but current grant schemes are not well suited to this.

Success depends on the availability of seed sources such as the proximity of existing woodland. This could result in natural processes taking decades to create woodland or in the dominance of a single early-arriving species like birch. Deer browsing (eating tree vegetation, particularly young stems) also needs to be prevented through costly fencing or shooting to allow trees to establish. Such factors can result in unreliable near-term (decadal) carbon sequestration from woodland creation via natural processes compared with planting trees.<sup>117,118</sup> There is a lack of research in the UK to determine if natural processes can deliver the magnitude or speed of carbon sequestration required to meet net zero targets.<sup>17</sup>

**Tree species choice**

Apart from Scots pine, all commercial conifer species grown in the UK are non-native and were mostly introduced in recent centuries for timber production (such as Sitka spruce or Corsican pine). Conifers account for 51% of the UK's tree cover and 92% of timber harvested from woodlands in 2019, although the proportions differ between UK countries.<sup>12,53,119</sup> Most common broadleaf species are native (such as oak or beech) or were introduced sufficiently long ago to be considered naturalised (such as sycamore or sweet chestnut) and are more valuable for biodiversity and other benefits (Box 3).<sup>68,69</sup> For instance, 25% of UK species of conservation concern rely on native trees as a habitat or as a food source.<sup>120</sup>

In optimal conditions, commercial conifer species grow and sequester carbon more rapidly than native broadleaves but

have a smaller total carbon stock as mature woodland.<sup>17</sup> The CCC includes both in their woodland creation scenarios,<sup>121</sup> because of the different timescales of sequestration.<sup>122</sup> There are concerns that focusing solely on speed of carbon sequestration may result in monoculture plantations of fast-growing species that deliver few other benefits.<sup>36,56</sup> However, the UK Forestry Standard already requires diverse planting, with a maximum of 75% of one species planted in a woodland.<sup>50</sup>

#### *Resilience to pests and diseases*

Many of the UK's tree species are threatened by invasive pests and diseases (PN-394), such as ash dieback.<sup>123</sup> Loss of tree species can have significant financial costs,<sup>124</sup> and reduce carbon storage in woodlands.<sup>8,17</sup> The UK's nursery industry would need to expand to achieve tree planting targets with UK-grown saplings.<sup>8,125</sup> Resilience can be increased by diversifying woodland species composition to include minority native broadleaves like lime and hornbeam, along with non-native species that have previously been trialled in the UK (such as Macedonian pine or Japanese red cedar). Increased tree species diversity has been linked to greater biomass production and soil carbon storage in woodland.<sup>126–128</sup>

#### *Adaptation to climate change*

Climate change will affect the suitability of tree species in sites across the UK, both directly through changes in temperature and precipitation, and indirectly through altered frequency and severity of disturbance events such as fire and arrival of pests and diseases.<sup>64,129–131</sup> This will also impact future land suitability for forestry or agriculture.<sup>132,133</sup> Where biodiversity is a key management objective, the UK's native tree species may be sufficiently genetically diverse to be able to adapt to climate change.<sup>134</sup> However, for timber production, if species adaptation does not occur fast enough, assisted migration of climate-adapted seedstock from warmer and drier locations may be necessary, such as French or Spanish seed for southern England.<sup>135</sup> Other adaptation options include enhanced tree breeding and altered woodland management.

### **Constraints to woodland creation**

The rate of woodland creation is increasing, but UK targets are not legally binding and during the past decade have been missed due to economic, land tenure, values (including permanence of land use) and financing challenges.<sup>14,136,137</sup>

#### **Economic viability**

A key problem for forestry, if timber is the only source of income, is the several decades required to achieve a return on investment from establishment and management costs.<sup>138,139</sup> Depending on the price of timber, woodland creation is often uneconomic.<sup>113</sup> Government grants and/or private payments for carbon sequestration and other ecosystem services are widely perceived as necessary to incentivise woodland creation by mitigating, at least in part, the early costs of management.

Woodland creation also has an opportunity cost associated with the income foregone from other possible uses of that land. Land is often more valuable if used for agriculture or development.<sup>138,140,141</sup> This is a constraint in lowland areas near towns and cities, particularly in southern England. This is reflected in land prices and is one reason why most large-scale woodland creation occurs in the uplands and Scotland where

land is cheaper.<sup>142,143</sup> Land prices and the economic viability of some farms is in part underpinned by the structure of current agricultural subsidies,<sup>139,144</sup> which are due to change in England from 2024 with the introduction of the Environmental Land Management scheme.<sup>23</sup> However, moving from annual agricultural revenue streams to long-term woodland-based income is challenging.<sup>145</sup> The CCC has called for a review of the tax treatment of woodland to ensure there is no tax disadvantage of land use change from agriculture to forestry.<sup>146</sup>

#### **Land tenure**

30–40% of UK farms are tenanted, with an average tenancy duration of 3.7 years.<sup>121</sup> Landlord permission is often required for, or tenancy agreement clauses may prevent, tree planting.<sup>138</sup> Tenant farmers are also disincentivised from creating woodland as they are unlikely to see any return on their investment.<sup>79,139</sup> The party that owns carbon sequestered on tenanted farmland in a landlord-tenant relationship (and therefore is able to sell the credits generated) is unclear.<sup>147</sup>

#### **Land manager values, skills and expertise**

Farming and forestry are widely viewed as mutually exclusive land uses.<sup>79,113,139</sup> Resistance to tree planting can arise from farmland being seen as 'too good' for woodland, a cultural desire to continue producing food, the permanence of forestry limiting future land use options, and lack of awareness of the benefits of woodland creation.<sup>79,80,138,145,148–151</sup> Many farmers lack the skills, expertise and machinery to establish and manage woodland,<sup>138,139</sup> suggesting a need for advice and information to upskill farmers.<sup>79</sup> Existing woodland owners also identify a lack of skilled forestry contractors as a barrier to expanding their woodlands.<sup>138,140,141</sup>

#### **Financing woodland creation**

Challenges with current government grants for woodland creation include insufficient payment rates, complexity of applications, prescriptive planting requirements and changeability of schemes.<sup>79,80,138,140,141,152</sup> For example, grants in England are only available for woodland creation greater than 3 ha,<sup>20,26,31</sup> whereas Scotland and Wales support plantings above 0.25 ha,<sup>29,153</sup> or 0.2 ha in Northern Ireland.<sup>31</sup> In addition to restrictions on tree density and species composition, this makes small-scale woodland creation financially unviable and limits integration of trees into farming landscapes.

The UK Government intends to involve private finance in woodland creation.<sup>21</sup> 'Blended finance' refers to mixed public- and private-sector funding,<sup>154</sup> which could include private payments for ecosystem services such as carbon sequestration, improved water quality or reduced flooding.<sup>21,155</sup> Separate payments for multiple benefits can be stacked to finance otherwise unviable creation projects,<sup>156</sup> as pioneered by the Landscape Enterprise Networks (LENs) approach in Cumbria.<sup>154,157</sup> Voluntary private payments for carbon offsets verified through the Woodland Carbon Code are already part-funding UK projects, with a government-guaranteed price available through the Woodland Carbon Guarantee.<sup>157–159</sup> Examples of small-scale local markets exist for non-carbon ecosystem services, such as improved water quality and reduced flooding (PN-627), via platforms including NatureBid, EnTrade and LENs.<sup>160–162</sup>

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