

Annex 1

Under-represented Group's Action Plan Summary

This action plan co-ordinates the Peak District National Park Authority's approach, with partners, to working with under-represented groups as one of the priority target audiences identified in the Working with People & Communities Strategy.

This plan is to assist the Authority in working with partners to encourage people from under-represented groups to access the natural environment in pursuit of the National Park Management Plan outcomes.

Why Under-represented Groups?

National Parks are for all people to experience, learn about and enjoy. However, countryside and National Park visitor surveys indicate that particular groups are under-represented. This includes people from black and minority ethnic (BME) backgrounds, people with special needs, young people and people living in deprived communities.

Under-representation does not necessarily mean exclusion. Many people simply choose not to visit the countryside. However, research included in this report highlights some of the needs and barriers of those who do wish to visit the Peak District National Park but currently do not. This then informs the recommended framework and actions to tackle under-representation resulting from a lack of opportunity or exclusion.

(Please refer to the Children & Young People's Action Plan for a more detailed approach to working with young people).

Outcomes

This action plan will contribute to the following National Park Management Plan outcomes:

By 2011, increased understanding of the special qualities of the Peak District National Park amongst residents and target groups, so that they:

- Feel welcome & know that they are in the Peak District National Park
- Understand why the Peak District National Park is a special place
- Have the opportunity to influence decisions that affect them and respect each others needs
- Have the opportunity to make a personal contribution to sustainable management of the National Park.

The indicators that will measure progress towards the National Park Management Plan outcomes are:

		2007/08	2008/09	2009/10	2010/11	2011/12
UC1: Proportion of population in surrounding deprived areas who have heard of the PDNP	T		Arrange data collection	To be set	To be set	To be set
	A	Not available				
UC2: Percentage of people that know they are in the PDNP: - All visitors - Children & young people - Minority ethnic groups - People with a limiting long-term illness/disability - From a deprived area	T		98%*			
UC3: Average score (1-6) of how much people felt their understanding about what is special about the PDNP increased: - All visitors - Children & young people - Minority ethnic groups - People with a limiting long-term illness/disability - From a deprived area	T		5.0*			

* current data is only available for our own service users. Targets will be set once partners' data has also been collated.

The Authority's own contribution will be through the following corporate outcomes:

G Understanding of the National Park and its special place has increased so that people recognize its value, and have the opportunity to make a personal contribution to its sustainable management.

D. Feel welcome in the National Park and have the opportunity to participate in recreational activities that enhance the quality of their lives.

Key Drivers Summary

This summary lists the key findings from an analysis of a wide range of research papers, data and other reference material. For a more detailed understanding of the source material and these conclusions please see the full Under-represented Groups Action Plan.

- DEFRA's Expectations of National Parks 2008-2011 includes a contribution to other policies that promote understanding and greater use of the National Parks by all sections of society, especially people with disabilities, people from ethnic minorities, the inner cities and young people; assist Natural England in delivering the Diversity Review Action Plan
- The Countryside Agency Diversity Review 2005 is a study in to how to encourage more people from ethnic minorities, people from inner cities, people with disabilities and more young people to visit the countryside and participate in country activities. Conclusions from the review include:
 - Across all under-represented groups and regardless of people's current level of participation in countryside activities, research participants associated numerous benefits to green outdoor spaces. These were analytically grouped into the following categories: physical health, psychological health, personal identity, and social inclusion and civic participation. Each under-represented group identified common issues such as cost, transport and knowledge as well as unique barriers related to their own specific needs.
 - People from ethnic minorities are more likely to live in inner city areas and to be poorer than the general population. For these reasons alone they are less likely to access the countryside because of cost, time and transport issues. Most importantly, however, there is no a cultural habit of going to the countryside. Once people have experienced the countryside often they want to return. There is a depth of people's feelings for the psychological benefits of being in the countryside and a suggestion that there could be considerable latent demand for the countryside amongst people of BME background.
 - People with disabilities, although relishing the aesthetic or sensory pleasures associated with the countryside often felt threatened and vulnerable in relation to the natural and built environment in the countryside because of the inherent predictability of open outdoor spaces, lack of facilities available for disabled people (and their limited personal knowledge of such resources), as well as the remoteness of the countryside and their concomitant social isolation. One of the most striking findings of the research was the strength of disabled people's feelings in relation to the psychological benefits of the countryside, particularly amongst those with mental health problems, some of whom even attributed the onset of their own difficulties to living in stressful urban environments.
- As a result of the Diversity Review, Natural England produced a Diversity Action Plan in 2007 with the aim, over the next 10 years, to increase the number of people from diverse groups who participate in outdoor recreation and access the natural environment. These groups were identified as the disabled, black and minority ethnic groups, the young and residents of inner cities. This included a number of actions specifically for National Park Authorities to take forward with partners. Where appropriate, these have been incorporated into this Under-represented Groups Action Plan.
- The Mosaic Partnership was recognized in the Diversity Review as 'a good example of a project aimed at building a long term and strategic engagement between black & minority ethnic (BME) communities and National Parks.'

- The Yorkshire Dales National Park Authority commissioned research in 2004 to establish the levels of awareness and understanding of National Parks in Bradford and Keighley. Overall awareness of the Peak District as a countryside area is good e.g. when prompted, the majority of Keighley residents had heard of the Peak District (90%). However, when prompted, only 58% of Keighley Asian residents had heard of the Peak District. This research also collected social class data from respondents, for example Keighley residents were predominantly from ACORN classes C2 (skilled working class) and D (working class).
- A number of research theses explore the relationship between people from BME backgrounds and the countryside. E Heald (2004) cited the following as some of the reasons Pakistani groups did not visit National Parks:
 - Lack of publicity and marketing by the authorities aimed at encouraging a wider diversity of visitors
 - Lack of knowledge about what is available in the countryside
 - Lack of awareness of cultural differences as the need to provide halal food and prayer facilities; racist attitudes and concerns about safety; other users' perceptions creating feelings of negativity towards/about
- K. Askins (2004) interviewed representatives of BME communities about their perceptions of National Park. The research indicates that for just under half of the respondents, a lack of information about National Parks and access to transport are significant factors for not visiting a National Park. The two factors that National Park Authorities and partners could address that would encourage BME communities to visit National Parks are:
 - Activities to raise the profile of National Parks. More information on 'what to see and do in the area'.
 - Organizing/promoting special events of interest to target under-represented communities.
- K. Askins recommendations to National Park Authorities include:
 - Develop outreach strategies and take the message to communities
 - Facilitate visits to the National Parks to reduce practical and perceptual barriers to communities' involvement with the Parks
 - Interpretation must include multicultural and multi-ethnic representation, with care over the language used.
 - Work in partnership with urban agencies, rural communities and under-represented community groups
 - Monitor ethnic background across all areas of their work, in particular visitor numbers, in order to ascertain levels and trends of BME community participation in the Parks
- Natural England - A Sense of Freedom Report (March 2008) made recommendations for increasing visits by people with special needs to countryside locations. These included:
 - Offer a variety of targeted, site based interpretation at accessible locations and involve potential users in their design.
 - Check awareness amongst people with limiting long-term illness or mobility problems about what is already available.
- English Heritage – Easy Access to Historic Landscapes recommends identify key sites and develop access plans, involving potential users

Peak District National Park Situational Analysis Summary

The following summary is drawn from a more detailed analysis of a variety of survey data and reports specifically referring the Peak District National Park (PDNP) and the Authority (PDNPA).

- To provide a measured approach to considering under-representation in the Peak District National Park, an analysis of existing Park users against a catchment Park profile offers an insight in to who is and isn't using the National Park. The catchment profile for the Peak District National Park has been defined using the PDNP Visitor Survey 2005. This survey data can be used to map visitor postcodes and define a catchment visitor population i.e. where visitors to the PDNP mainly come from. Please refer to the PDNP Visitor Survey 2005 for a map of the catchment area. A comparison of the catchment population profile against the actual visitor survey profile indicates the following under-representation in the PDNP:
 - Non-White people (3% of visitors to the PDNP compared to 9% of catchment population), specifically of Indian, Pakistani and Caribbean communities
 - Young People between 16-24 years old (6% of visitors to PDNP compared to 11% of catchment population).
 - Female visitors to the National Park (47% of visitors compared to 51% of the catchment population).
- The PDNP Visitor survey did not ask visitors about their postcode, social class or whether they had a limiting long-term illness or disability. Respondents were asked whether they had any mobility problems (3%). Due to this lack of data it is not possible to ascertain levels of under-representation for people from deprived communities or for people with special needs using the above method. An *indication* of under-representation is instead provided by the pilot PDNPA user survey data (07/08) but must be treated with caution. Under-representation is indicated as follows:
 - People living in deprived communities of England (as measured by the Index of Multiple Deprivation), particularly those living in the 10% most deprived areas - 6% of PDNPA user survey compared to 17% of catchment profile.
 - People with a limiting long-term illness or disability - 7% of PDNPA user surveys compared 12% of catchment profile
- Work needs to continue to monitor and develop the Authority's own services in relation to access by under-represented groups. In addition to the above, the pilot PDNPA user survey 07/08 also indicates:
 - Good representation of Black, Asian and ethnic minority service users compared to the catchment population for the PDNP (15% of PDNPA users being non-White compared to 8% of catchment population).
 - An under-representation of the 10% more deprived communities (6% of PDNPA user survey compared to 17% of catchment profile)
 - A under-representation of people with limiting long-term illness or disability (7% of PDNPA user survey compared to 20% of catchment profile)

It is important that these initial findings be compared against this year's (2008/9) service monitoring in order to continue to establish baselines and trends.

- The Mosaic partnership, funded by the Heritage Lottery Fund and hosted by the Campaign for National Parks (CNP), ended in September 2008. The partners included PDNPA, North York Moors National Park, Brecon Beacons National Park, Yorkshire Dales National Park and the YHA. The main strands of activity have included:
 - Recruiting community champions from BME communities
 - Providing familiarization visits, training and support
 - Offering works shadowing, volunteering and promoting employment opportunities
 - Mystery shopping, focus groups and feedback sessions
 - Monitoring and evaluating progress
 An independent evaluation of the partnership included the following recommendations:
 - Focus on the 'quality not quantity' of community champions.
 - Use clusters of champions, with some PDNPA support, to offer a structured approach to ongoing engagement with Community Champions once HLF funding has ceased.
 - Improve monitoring of the Champion's activity and any resulting impacts.
- National Trust Estates in the Peak District are seeking to increase use by under-represented groups. The Moorland Discovery Centre is an example of successful joint working to tackle this issue with over 4,000 people using the centre in its first year. Children & young people using the centre came from Sheffield schools, mainly in deprived areas. Further opportunities for joint working are being explored e.g. visitor surveys.
- Destination Management Partnerships have a key role to play in encouraging under-represented groups to access the Peak District National Park. Both VisitPeakDistrict and the PDNPA are well placed to implement a range of recommendations recently made to them by a focus group of people from BME backgrounds. These recommendations included:
 - Do not translate material into different languages unless a specific project with a particular community requires this approach (and then only if supported by that community)
 - Use more images of the landscape illustrating a wide variety of people enjoying it in different ways – represent family groups, young people, people from BME communities, access for all
 - Provide clear, practical information about activities – who are they most suitable for, how long will they take, what is required, how can you get there (especially public transport) etc.
 - It was felt by the group that the audiences we might wish to try to reach out to are less likely to use the Internet. The internet cannot be expected to replace all other forms of media but greatly adds to them.
 - Targeted and strategic distribution of publicity materials needs to be planned to reach out to new audiences. For example, promotional material being available in community centres & railway stations.
- There is currently little contact between other tourism partnerships that cover the PDNP e.g. Pennine Yorkshire which promotes the Holme Valley area and links into Huddersfield, Penistone, Barnsley etc.
- Local Area Agreement processes can offer opportunities for developing programmes that contribute to Constituent Authority targets and NPMP priorities.

Overview of PDNP Situational Analysis

<p>Strengths</p> <ul style="list-style-type: none"> ➤ Initial PDNP Authority user surveys indicate services are delivering well to BME groups ➤ Mosaic partnership nationally recognized as a good project aimed at building a long term and strategic engagement between black & minority ethnic (BME) communities and National Parks. ➤ 27 committed Mosaic community champions ➤ Monitoring of user profiles across many Authority services from 2007 ➤ Many existing initiatives to improve access for visitors to the PDNP including: <ul style="list-style-type: none"> • Access for All Guide (MFTF) • Innovative interpretation (Peak Experience) • Wheelchair accessible routes (e.g. Tideswell Dale) • Wheelchair cycles, trikes etc for hire at PDNPA centres • Fully accessible facilities at Losehill Hall ➤ Equality Schemes shared across Local Authorities ➤ PDNPA seen as having expertise in this area by other organisations 	<p>Weaknesses</p> <ul style="list-style-type: none"> ➤ Lack of data to clarify under-representation across the National Park visitor profile ➤ Lack of data from other PDNP organizations about their own visitor profile – or data provided indicates less success in attracting under-represented groups e.g. National Trust ➤ Lack of monitoring of Mosaic partnership ➤ Reasons for not visiting National Parks cited by representatives from BME groups include: <ul style="list-style-type: none"> • Lack of publicity and marketing aimed at encouraging a wider diversity of visitors • Lack of knowledge about what is available in the countryside • Lack of awareness of cultural differences, such as the need to provide halal food and prayer facilities ➤ Lack of on-going engagement with representatives from deprived communities ➤ Focus of DMP sponsoring agents on economic targets reduces opportunities for social marketing campaigns
<p>Opportunities</p> <ul style="list-style-type: none"> ➤ Joint working and resourcing with partners through the National Park Management Plan, Equality Scheme Action Plans and Local Area Agreements ➤ Role of destination management partnerships ➤ Structured data collection has begun and will improve the picture of under-representation across the Park area ➤ Development of Mosaic model of volunteer champions ➤ General perceptions of the countryside are positive amongst under-represented groups, with people seeing many benefits to using green outdoor spaces. ➤ Development of innovative site based interpretation at key locations implemented with people from under-represented groups 	<p>Threats</p> <ul style="list-style-type: none"> ➤ Lack of sustained effort if priorities change ➤ Providing targeted, bespoke services are resource intensive ➤ Lack of leadership from Natural England on taking forward the Diversity Action Plan ➤ BME representatives have concerned about the general welcome they will receive in the PDNP ➤ Lack of resources to improve facilities and deliver targeted social marketing campaigns

Proposed Framework and Action Plan

Drawing on the key drivers and situational analysis, the following pages propose a framework to target under-represented groups, followed by some more specific actions.

Key to abbreviations:

BME – black and minority ethnic groups

LAA – Local Area Agreements

DMP – Destination Management Partnership

MBC – Metropolitan Borough Council

YHA – Youth Hostel Association

Proposed Framework for Working with Under-represented Groups

Key issues	Group profile in increasing order of priority	Proposed Approach	Influencing and Informing
Little known but likely to have some awareness and understanding of National Park	<p>1. Under-represented groups already using the National Park</p> <ul style="list-style-type: none"> • 3.3% of visitors are from BME groups visiting (compared to 8.9% of catchment) • Indication of under-representation of people with limiting long-term illness or disability mobility and people from deprived communities visiting the Park. 	With partners at key sites focusing on: welcome, interpretation, quality of experience, looking after the Park	
<p>Lack of awareness of what the National Park has to offer</p> <p>Lack of awareness of existing literature and facilities</p>	<p>2. Under-represented groups from visitor catchment area with good access into the National Park but not currently visiting</p> <ul style="list-style-type: none"> • 16.8% catchment population living in 10% nationally most deprived areas (compared 10% for England) • 19.7% catchment population with a limiting long-term illness or disability • 8.9% catchment population from BME background 	Inclusive & targeted promotional campaigns with partners, including DMP, focusing on: welcome, learning about, experience and enjoying the National Park	
<p>Looking for facilitated visits to gain confidence</p> <p>May not be aware of existing facilities or opportunities</p>	<p>3. Groups with special needs with a particular emphasis on people with sensory impairments and mental health problem living in Derbyshire, Sheffield, Barnsley, Kirklees and Oldham</p> <ul style="list-style-type: none"> • Percentage not known but total percentage of target area population with limiting long-term illness or disability is 21% 	<p>Focus on: welcome, experiencing, enjoying and learning about the National Park.</p> <p>Capacity build volunteer community representatives from target areas using Mosaic Community Champion model to: promote National Park experience and key messages to their communities, support and organise visits to the Park.</p>	
<p>Concerned about welcome they will receive</p> <p>Looking for initial facilitated visits & targeted information</p>	<p>4. BME groups (especially from Indian, Pakistani and Caribbean communities) living in Derbyshire, Sheffield, Barnsley, Kirklees and Oldham</p> <ul style="list-style-type: none"> • Percentage not known but total percentage of target area BME group population is 9% 	Connect target communities to gateway sites, delivering activities only in partnership or as a contractual arrangement e.g. LAAs	
No on-going engagement with representatives of deprived communities	<p>5. 10% most deprived communities (national IMD) living in Derbyshire, Sheffield, Barnsley, Kirklees and Oldham</p>		Supporting and Enabling

Action Plan

<p>By 2011, increase understanding of the special qualities of the Peak District National Park amongst under-represented groups in Derbyshire, Sheffield, Barnsley, Oldham and Kirklees (people living in 10% most deprived areas, people from BME backgrounds, people with special needs)</p> <p>Outputs:</p>	<p>Partners</p>
<p>Develop, promote and sustain 4 clusters of community champions in Sheffield, Oldham/Tameside, Kirklees and Derby representing BME people, people with special needs and people from deprived communities with the purpose of:</p> <ul style="list-style-type: none"> ➤ promoting the opportunities the PDNP has to offer through a broad community network ➤ joint-working between community champions and PDNP providers on service & facility improvements 	<p>PDNPA, Campaign for National Parks, Natural England and partners in Diversity Action Plan</p>
<p>'First time' visits to the National Park to target communities</p>	<p>PDNPA, Campaign for National Parks, Community champions and other PDNP providers e.g. YHA</p>
<p>Identify easily accessible gateway sites that link target areas to the National Park and focus on developing appropriate facilities and interpretation.</p>	<p>Kirklees MBC, Sheffield Partnership, Derbyshire Partnership Forum, Oldham MBC, Barnsley, PDNPA, Community champions, other PDNP service providers e.g. National Trust, Water Co.</p>
<p>Deliver activities for target communities as part of wider partnership approach or contractual arrangement through Local Area Agreements</p>	<p>Kirklees Partnership, Sheffield Partnership, Derbyshire Partnership Forum, Oldham MBC, Barnsley, PDNPA, other PDNP service providers</p>
<p>Provide increased opportunities for under-represented groups to experience the National Park by facilitating applications to relevant lottery and other schemes, for example the "Access to Nature".</p>	<p>Natural England and partners, including PDNPA, through Diversity Action plan</p>
<p>Develop a promotional campaign (1 per year) for under-represented groups in target areas highlighting the experiences on offer across the National Park, what to see & do etc.</p>	<p>Kirklees MBC, Oldham MBC, other local authorities. Natural England and partners through Diversity Action plan</p>

<p>By 2011, increase understanding of the special qualities of the Peak District National Park amongst under-represented groups from wider visitor catchment area, currently not visiting the National Park (people living in 10% most deprived areas, people from BME backgrounds, people with special needs)</p> <p>Outputs:</p>	<p>Partners</p>
<p>Regular monitoring of under-represented groups' use of key service providers in the National Park</p>	<p>PDNPA, National Trust, Chatsworth, DMP, YHA</p>
<p>Promotional campaigns and information available at appropriate locations e.g. community centres relevant to the needs of under-represented groups. Includes use of positive images, distribution of literature, developing new literature with community champions.</p>	<p>PDNPA, Community Champions, Campaign for National Parks, Natural England and partners through Diversity Action plan, DMPs across Peak District National Park area, other key National Park service providers</p>

<p>By 2011, increase understanding of the special qualities of the Peak District National Park amongst under-represented groups already using the National Park (people living in 10% most deprived areas, people from BME backgrounds, people with special needs)</p> <p>Outputs:</p>	<p>Partners</p>
<p>Provide targeted site based interpretation at key accessible locations, that responds to the needs of under-represented groups – in terms of images, language, access etc.</p>	<p>Peak District Interpretation Partnership, Local Strategic Partnerships in target areas.</p>
<p>Skillshare amongst National Park-based service providers on best practice approach to engaging with under-represented groups.</p>	<p>PDNPA to facilitate</p>