The Countryside Agency

Diversity Review: Options for Implementation

Final Report

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CONTENTS

EXECUTIVE SUMMARY

KEY FINDINGS:

- While countryside and greenspace activities have the potential to be inclusive, many people currently experience real or perceived barriers to access.
- There is strong anecdotal evidence of under-participation in countryside recreation by young adults, low income groups, people from minority ethnic and black groups, women, older people and people with disabilities.
- There is a significant lack of good baseline information regarding the level and nature of participation in countryside activities by under-represented groups.
- Equally, there is a lack of post-hoc evaluation to make quantitative and qualitative assessment of the benefits of countryside enjoyment and the effectiveness of projects to increase participation by under-represented groups.
- There is no central database of projects to address countryside participation and therefore missed opportunities for sharing experience and developing best practice.
- Participation in countryside recreational activity offers an attractive means of promoting social inclusion and can have a wide range of social, economic and health benefits.
- The provision of new facilities or transport is not sufficient; a more comprehensive and integrated approach is required to increase the level of visiting from under-represented groups, including increasing people's understanding of and sense of belonging in the countryside.

KEY RECOMMENDATIONS FOR DIVERSITY REVIEW

- Develop mechanisms for sharing information between organisations
- Develop and maintain a central database of projects which address countryside participation
- Develop a common monitoring and evaluation framework to include:
  (i) baseline data against which evaluation data can be measured
  (ii) evaluation of both processes and outcomes
  (iii) tracking methods for monitoring conduct and progress of projects against objectives
  (iv) qualitative and quantitative methods; approaches which engage users and communities; and analysis which is independent
- Monitor and evaluate all projects as part of the diversity review against the above criteria
- Develop longer-term monitoring and post-project evaluation to enable effective assessment of the benefits of wider countryside enjoyment and its role in addressing social exclusion.
- Develop supporting activities to ensure effective engagement with clients and Diversity Review target groups; in particular, participation and decision-making strategies which adopt an inclusive approach to design, implementation and dissemination.

The Research Programme

- The Diversity Review research programme for England should make best use of existing datasets, including the Great Britain Day Visitor Survey (GBDVS), Social

Attitudes Survey, the ODPM Neighbourhood Monitoring data, Breadline Britain and the National Child Development Survey.

- The research programme should also include post-hoc project evaluation; analysis of new initiatives under the new monitoring and evaluation framework; collation of new data from service providers; and case studies which compare users' perceptions and experience with service providers' data.

OPTIONS FOR IMPLEMENTATION

The Brief

The Rural White Paper, '*Our countryside: the future'* (November 2000), commits Government to addressing the issue of equity in relation to access to the countryside, whether it is near to or distant from where people live. It reads (p.138):

> *"By 2005, we will carry out a full diversity review of how we can encourage more people with disabilities, more people from ethnic minorities, more people from the inner cities, and more young people to visit the countryside and participate in country activities. Initially, we will do this by seeking their views on what they need to enjoy the countryside. Then we will draw up a plan of action."*

The Department of Environment, Food and Rural Affairs (DEFRA) asked the Countryside Agency, as part of its statutory duty for the provision of access to and enjoyment of the countryside, to undertake a study on the options for implementing a full scale diversity review. Under this report on Options for Implementation, the consultants were asked to investigate:

a) Under-representation in accessing local countryside and greenspace for enjoyment;
b) the relationship between under representation, cultural background and social exclusion; and,
c) the potential role of countryside and greenspace to address social exclusion

The methods involved a literature review and a review of past and current projects to address under-representation and social exclusion. Based on these, recommendations were formulated for a programme of research (including an evaluation framework), action-based research projects, and activities to support the full diversity review, all contributing to the development of the "plan of action".

For the purposes of this scoping study, a user-based definition was adopted: 'the Countryside' was deemed to be any area perceived by users as countryside.

Under-Representation and Social Exclusion

It is necessary to consider and define the relationship between exclusion, participation, and under-representation. The consultants suggest that the critical distinction lies between people's observed behaviour and how people feel.

- Participation measures observed behaviour - it is the percentage of all people doing a certain activity who belong to a specific group.
- Representation is a meta-statistic - it is the ratio of 'the participation of a specific group in a certain activity' to 'the proportion of that group in the background population as a whole'.
- Exclusion expresses how people feel (their perceptions).

Participation and representation are readily quantified from statistical surveys. There is evidence that many groups in Britain - young adults, low income groups, black and

other ethnic minority communities, people with disabilities, older people, and women - do not participate in the countryside and related activities proportionate to their numbers in society. Even allowing for the overlap of categories, this suggests that a majority of the population are actually under-represented and, by inference, that a minority of the population is disproportionately dominant as countryside users. However, exclusion cannot automatically be inferred from under-representation; a group that is under-represented may not feel excluded if it has full access but still declines to participate in countryside activities

Social, physical and psychological barriers significantly influence the way that people perceive the countryside and how they make choices over whether or not to use it. Many barriers to access and participation have been identified:

- financial costs incurred;
- lack of time and other commitments;
- lack of appropriate activities to attract excluded groups and provide a positive experience;
- lack of awareness of local initiatives and lack of perceived relevance;
- physical difficulty of access to sites;
- lack of confidence and negative perceptions of the environment - including not feeling welcome, not knowing where to go, fears of getting lost, lack of support, feelings of vulnerability, fears for personal security, and negative perceptions of regular users and groups;
- lack of (appropriate) interpretative information at sites, inadequate signage, and lack of publicity, i.e. information about what opportunities exist;
- a neglected or poorly maintained environment;
- negative feelings associated with previous experiences of the countryside;
- lack of (accessible) transport.

Strategies for increasing participation by under-represented groups

Strategies to increase participation in countryside enjoyment need to take into account policy makers, site providers and potential users. Tackling social exclusion requires not only a change in attitudes and policies at a local and national level, but also a move towards the development of long-term funding strategies.

Partnership working facilitates a more joined-up response to increasing participation, providing an opportunity to pool resources and expertise, and maximise potential funding sources. Increased community involvement in the development and management of local countryside and greenspace can encourage participation and foster social inclusion. Experience shows that developing a more pro-active approach to outreach work, site providers and managers is likely to increase participation within local communities and by under-represented groups.

Greater participation can be achieved through more integrated and inclusive design. Site design, management and maintenance all have a significant impact on the participation of under-represented groups. However, it is important also to recognise the range of emotional and psychological barriers to participation experienced by under-represented groups.

Effective information dissemination and interpretation techniques, on- and off-site, are necessary to allow visitors and potential visitors to make informed choices regarding accessibility.

Projects to increase participation in countryside enjoyment

There exists a wide variety of initiatives, past and current, to increase participation by under-represented groups in countryside recreation and enjoyment. There is no central database of projects, however, nor initiatives for comprehensive dissemination of information about them, and therefore missed opportunities for sharing experience and developing best practice.

Despite the number of projects, comparatively little work has been undertaken to encourage the participation of older people and low income groups in countryside recreational activity. People with disabilities are the group which have in the past received, and continue to receive, greatest attention. Young people and ethnic minority groups have, latterly in particular, also received considerable attention. Although there is much in the literature on women's exclusion from the countryside, there have been very few projects focused exclusively on them.

The review of projects shows that the provision of new facilities or transport is not sufficient; a more comprehensive and integrated approach is required to address lack of participation, including increasing people's understanding of, and sense of belonging in, the countryside, and therefore their confidence in visiting it.

Projects to promote participation often rely on the enthusiasm and awareness of several key (and often over-stretched) staff and/or volunteers. This not only affects the potential for project expansion, but also constrains the extent to which consistent monitoring is undertaken and the retention of information and expertise when a project ends or when individuals leave. The short-term nature of most project funding initiatives also creates problems. A more long-term approach to management and funding is required to enable greater sustainability of initiatives.

There has been a lack of independent project evaluation, to determine effectiveness against baseline data and over an appropriate time-frame; this makes comparison of the value of different outreach methods extremely difficult and limits the degree to which the lasting success of interventions can be gauged.

Methods for outreach to under-represented groups

A range of outreach methods have been used to increase participation in enjoyment of the countryside. They fall broadly into categories of:

- information provision, both off- and on-site;
- community consultation and engagement, sometimes leading to special events such as local festivals or escorted visits to the countryside;
- improvements to access through transport, site design and provision of facilities;
- arts and/or educational projects
- sports, including outdoor pursuits and water-based activities
- participation in environmental projects in the countryside

Many projects use more than one outreach method. Examples of good practice included using innovative and interesting techniques to engage target groups; methods such as partnership-building which encourage project sustainability; approaches which could be incorporated into a wider context of multi-agency social inclusion programmes, e.g. across health and housing; and activities which attracted positive evaluation. The most popular ways of encouraging under-represented groups to visit the countryside and participate in countryside activities were integrated arts activities (including video-making), environmental participation

projects, escorted visits and walks, the creation of easy access routes, transport initiatives and initiatives to facilitate education (including drama).

The potential role of countryside to address social exclusion

Participation in countryside recreational activity offers an attractive means of assisting social inclusion and has a wide range of potential social, economic and health benefits, not only for socially excluded groups but also for the wider community. Benefits identified in the literature and project reviews include:

- enhanced physical health and general well-being through active recreation and relaxation;
- the development of social and personal skills;
- the development of practical skills and an enhanced sense of achievement and purpose;
- improved quality of life;
- enhanced community development and cohesion;
- wider opportunities for education and economic development;
- a greater appreciation and understanding of the natural environment

Recommendations for an Evaluation Framework

The purpose of monitoring and evaluation involves the following:

- providing a framework in which objectives are set in terms of targets;
- allowing progress towards the achievement of objectives to be monitored;
- giving funders assurance that investments is being put to effective use;
- allowing examination of the mechanisms of programme delivery; and
- providing feedback for programme management purposes.

The project review pointed to the urgent need for an evaluation framework for projects and initiatives to be developed. An appropriate framework should include:

1. baseline data against which evaluation data can be measured
2. evaluation of both processes and outcomes
3. tracking methods for monitoring conduct and progress of projects against objectives
4. qualitative and quantitative methods.

The evaluation process itself cannot be divorced from a wider political or cultural context. Ongoing monitoring and independent post-project evaluation will be necessary to enable policy-makers to assess the benefits of wider countryside enjoyment and its role in addressing social exclusion. Such impact assessment requires a long-term approach to monitoring and evaluation.

Recommendations for a Programme of Research: methods to assess under-representation and social exclusion

The recommendations for a research programme address the objectives for the full review, recognising the need:

a) to research people who are under-represented and/or socially excluded, including an exploration of their perceptions, needs and preferences;
b) to research providers of services for these groups in England; and,
c) to analyse the extent to which 'visiting' the countryside and outdoors can address social exclusion.

Exploring the 'fit' between (a) and (b) will identify where there are mismatches and gaps in current provision. The recommendations take into account the current paucity of baseline data and project evaluation.

Exploring (c) requires analysing to what extent visits to the countryside yield 'inclusion benefits' identified above.

The analysis must also ask how the benefits vary according to age, gender, ethnicity, social class and 'disability', as well as how the benefits compare to the costs, monetary and opportunity, of 'visits'. Do costs vary according to age, gender, ethnicity, social class and 'disability'?

Priority Research Programme Recommendations

	Research Focus	Type of Methodology	Timing
1	(a) Under-represented and socially excluded people	Secondary Analysis of existing GB quantitative datasets, including the Great Britain Day Visitor Survey (GBDVS), Social Attitudes Survey, the ODPM Neighbourhood Monitoring data, Breadline Britain.	Early start, short project
2	(a) Under-represented and socially excluded people and (b) Service providers	Commission Post-hoc Evaluations of 10 completed projects under a common Evaluation Framework	Early start, short/medium length project
3	(a) Under-represented and socially excluded people and (b) Service providers	Analysis of Monitoring data from New Projects commissioned by the Countryside Agency, under a new Monitoring Framework, to assess the extent to which they meet diversity objectives	Early start, continuous
4	(b) Service providers	Focus Groups, Postal Questionnaire and Telephone Follow-up with policy-makers, funders and public, private and voluntary sector 'on the ground deliverers'.	Starts after 2 concludes and some data gathered from 3; short/medium length project
5	(c) How visiting the countryside addresses social exclusion	Analysis of data already gathered, including those in no. 1 (above) and the National Child Development Survey.	Late start
6	(a) Under-represented and socially excluded people, (b) Service providers and (c) How visiting the countryside addresses social exclusion	Case Studies in 10-12 areas on a regional basis, exploring the fit between (a) and (b) and where there are gaps and mismatches between what is needed and what is provided	Starts when initial elements of 7 complete.
7	(a) Under-represented and socially excluded people, and (c) How visiting the countryside addresses social exclusion	'Composite Indexing', developed at a sub-regional level. Using large national and regional data sets, but weighted to be sensitive to sub-regional and local dynamics of exclusion. Involves identifying socially excluded groups and households, to benchmark regional /local characteristics with information and survey data gathered on user participation and interaction with the countryside	Starts after 1; short/medium length project

Recommendations for Action-Based Initiatives

- A strong element of user involvement and ownership should be incorporated in all processes from the beginning.
- Projects should be located within a wider strategy which considers long-term sustainability through partnership working and joint funding.
- A mix of projects aimed at the general public should be considered as well as projects which address the specific needs of selected target groups.
- All under-represented groups should be addressed in outreach activity, including older people and people from low-income and disadvantaged communities.
- Less commonly employed methods of outreach, which are widely employed in other policy areas, including consultation and websites, should be explored.
- At least one action research project should be located in a geographical area which has relatively low project activity at present.
- At least one project should include a significant longitudinal dimension.
- The effectiveness of outreach methods in relation to selected under-represented groups should be evaluated. This may form the basis of future good practice guides for one or more under-represented groups.
- Effective project evaluation can also provide a firm basis for the identification of projects to be used for demonstration purposes

Recommendations for Supporting Activities for the Diversity Review

The Countryside Agency will need to review internal management structures and capacity to ensure effective engagement with clients and Diversity Review target groups. In particular, participation and decision-making strategies which adopt an inclusive approach to design, implementation and dissemination will be important.

An information programme is recommended which will include:

- a website which allows web access to research publications and disseminates information about the diversity review, its projects and recent news
- a launch event
- a series of leaflets, newsletters and research publications
- development of a learning network to include partner organisations and groups involved at all levels in the Review
- a major conference or conferences to disseminate research findings and share experience, to inform planners and policy makers, action groups and organisations;
- workshops and training courses, including ‘Roadshows’ and school events, etc., for researchers and planners, managers, community groups.

1. INTRODUCTION

1.1 The Context

The Rural White Paper, '*Our countryside: the future'* (November 2000), identifies problems of social equity in relation to the enjoyment of countryside benefits. It reads (para 11.3.4, p.137):
"We want the countryside to be a source of enjoyment for all sections of society. We are concerned that most country pursuits such as walking are now largely the preserve of the white, middle-aged, middle-class and able-bodied. Over the next few years we shall be looking for ways to spread the benefits of countryside recreation more equally, while ensuring this is done in a way which both protects the countryside itself and brings benefits to local communities."

In para 11.3.8 (p. 138) of the Rural White Paper, Government commits to addressing the issue of equity in relation to access to the countryside, whether it is near to or distant from where people live:
"By 2005, we will carry out a full diversity review of how we can encourage more people with disabilities, more people from ethnic minorities, more people from the inner cities, and more young people to visit the countryside and participate in country activities. Initially, we will do this by seeking their views on what they need to enjoy the countryside. Then we will draw up a plan of action."

1.2 The Brief

The Department of Environment, Food and Rural Affairs (DEFRA) asked the Countryside Agency, as part of its statutory duty for the provision of access to and enjoyment of the countryside, to undertake a study on the options for implementing a full scale diversity review. The consultants were asked to undertake a scoping study to investigate Options for Implementation in relation to the full diversity review

The objective of research reported here is to assist the Countryside Agency to deliver the government's Rural White Paper commitment and consider the potential role of the countryside and greenspace in addressing social exclusion. A report was requested, covering:

i) a review of relevant literature and projects concerned with:
   - *(a)* under representation in accessing local countryside and greenspace for enjoyment;
   - *(b)* the relationship between under representation, cultural background and social exclusion; and,
   - *(c)* the potential role of countryside and greenspace to address social exclusion

   to include people living in rural areas;
ii) the design of a programme of research to seek the views of people from all under represented groups and those who work with them;
iii) costed options for a programme of action-based exploratory initiatives to encourage people to visit the countryside and greenspace, drawing on the lessons from ii);
iv) recommendations for advisory groups, publicity, etc., to support the diversity review etc..

1.3 Definitions

1.3.1 The Countryside and greenspace

For the purposes of this study, a user-based definition was adopted: 'the Countryside' was deemed to be any area perceived by users as countryside. Thus, urban fringe woodlands and country parks, local farmland or green belt areas and inland waterways were potentially included.

1.3.2 Under-Representation and Social Exclusion

The commissioning brief referred to the description of 'social exclusion' as a short-hand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime, bad health and family breakdown (Social Exclusion Unit). The brief noted that 'under represented groups' were to include people with disabilities, women, those from ethnic minorities, from inner cities and young people, but not solely these groups.

It is necessary to consider and define the relationship between exclusion, participation, and under-representation. The consultants suggest that the critical distinction lies between people's observed behaviour and how people feel.

- Participation measures observed behaviour - it is the percentage of all people doing a certain activity who belong to a specific group.
- Representation is a meta-statistic - it is the ratio of 'the participation of a specific group in a certain activity' to 'the proportion of that group in the background population as a whole'.
- Exclusion expresses how people feel (their perceptions).

The report has used this definition in the subsequent analysis of Options for Implementation of the Diversity Review.

1.3.3 Enjoyment of greenspace and the countryside

The enjoyment of greenspace and the countryside was taken to include both informal recreation and outdoor activities. The review of projects was used to identify the kinds of activities and outreach methods used to foster the ability of people to access the countryside and outdoors, irrespective of background.

2. LITERATURE REVIEW

2.1 Scope of the literature review

The first two sections of the literature review address under-representation in accessing the countryside and greenspace for enjoyment and the relationship between this and social exclusion. A further section reviews ways of combating under-representation through strategies for increasing participation, as suggested by the literature. The final section focuses on the potential role of the countryside and greenspace to address social exclusion.

The review has covered as diverse a literature as possible, ranging from promotional leaflets to academic papers, and deriving from international, English-language and European sources. As agreed with the Options for Implementation steering group, in the literature review the terms 'countryside' and 'greenspace' were deemed to include urban fringe woodlands and inland waterways, but not urban parks. There is no consistent, universal terminology which adequately defines the composite characteristics of specific under-represented groups; the literature pointed up variations in definitions which are analysed briefly in section 4.

Techniques used to uncover literature for the review included a wide-ranging, key-word search of library catalogues, including universities, the National Library of Scotland and the British Library, and databases including the NISS (National Information Services System) Information Gateway, COPAC (Co-operative Academic Information Retrieval Network for Scotland), SALSER (Scottish Academic Library Serials), the Index to Theses, IBSS ONLINE (BIDS), the Social Sciences Citation Index, the Arts and Humanities Citation Index and the Guardian and Observer Electronic Database. An international internet search was also undertaken using the same search terms.

2.2 The importance of countryside visits

It is claimed that countryside recreation holds an almost universal appeal (Slee *et al*, 2002; Countryside Commission, 1998; MVA Ltd, 1991). Public attitude surveys in 1995 indicated that there was a strong desire for greater opportunities to access rural areas (Mentality, 2000; Countryside Commission, 1997). In areas such as the New Forest, participation in sports and recreational visits have been on the increase since the 1980s (Land Management Research Unit, 1996). In 2000, countryside domestic tourism (overnight stays) was double that of seaside visits — going to the countryside (32.9 million trips) and its small towns and villages (26.6 million visits) together accounted for 42% of all trips taken in England (140.4 million trips) (Countryside Agency, 2002b: 74).

According to a survey on behalf of the Environment Agency, golf, cycling and walking are the most popular sports, games and physical activities and household expenditure on recreation has increased substantially over the past thirty years (De Lurio, 2002). The Environment Agency states that, in 1999, 25% of all domestic tourism was to the English countryside, where visitors spent £2.5 billion (De Lurio, 2002). Cars are generally the main form of transport, with very few visits to the countryside made using public transport.

A large percentage of visits to the countryside are to 'honey pot' sites such as National Parks; at least 76 million visitor days are spent in the National Parks, the New Forest and the Broads each year (De Lurio, 2002). The Environment Agency also points out that rivers, canals and lakes offer opportunities for walking, angling, boating and watersports; in 1998, nearly 140 million day visits were made to stretches of fresh water without boats and about 160 million visits were made to waters with boats.

Planning Policy Guidance (PPG) 17: Planning for Open Space, Sport and Recreation (Office of the Deputy Prime Minister, 2002) acknowledges that open spaces, sport and recreation all underpin people's quality of life, and that well designed and implemented planning policies for them are fundamental to delivering broader Government objectives. These include rural renewal, the promotion of social inclusion and community cohesion, health and well-being, and promoting sustainable development.

Recreation and access to the countryside appears to offer attractive means of assisting social inclusion and can play a key part in regenerating and rebuilding communities, contributing to improvements in health and a wide range of social and economic benefits (Warhurst, 2001; Kit Campbell Associates, 2001). In *Reconnecting People and Wildlife*, English Nature (2002) states that the opportunity to experience nature is an important social right and an essential component of an improved quality of life.

Hague *et al* (2000) state that the British government has tended to conceptualise social exclusion in terms of poverty, deprivation and lack of employment opportunities, and argue that the impact of social exclusion on leisure has been largely overlooked. Despite numerous attempts to define social 'inclusion' and 'exclusion', it is important to look beyond the measurable, quantifiable, statistical indicators of exclusion that the Government and its agencies prefer (Hague *et al*, 2002; Slee, 2002; Social Exclusion Unit, 2001; Local Government Association, 1999; Burchardt *et al*, 1999). Although the Social Exclusion Unit's *Preventing Social Exclusion* (March 2001) report shows that the Government's social exclusion agenda has moved on, the Countryside Agency concludes that tackling rural social exclusion still does not feature strongly within the programmes of central government departments (Countryside Agency, 2002a).

2.3 Under-representation and social exclusion in accessing local countryside and greenspace for enjoyment

2.3.1 Under-representation

It is necessary at this point to consider the relationship between exclusion, participation, and under-representation more closely. As noted above, the term social exclusion has been conceptualised in a number of different ways, yet the literature review uncovered little evidence of attempts to distinguish between exclusion and under-representation.

There is a range of evidence from the literature that many groups in Britain - young adults, low income groups, minority ethnic and black communities, people with

disabilities, older people, and women - do not participate in the countryside and related activities proportionate to their numbers in society (British Waterways, 2002, 1995; Slee, 2002; Fife, 2001; Inland Waterways Amenity Advisory Council, 2001; FieldFare Trust, 1999; Groundwork Blackburn and Manchester Metropolitan University, 1999; Chesters, 1997). Even allowing for the overlap of categories, this suggests that a majority of the population are actually under-represented and, by inference, that a minority of the population is dominant as countryside users, being over-represented in proportion to their numbers in society as a whole. Under-representation of groups as countryside users may be more than a minority issue.

The British context stands in stark contrast to participation in countryside activity in countries such as Finland. The results of an outdoor recreation demand survey by Sievänen (2001) showed that 97% of all Finnish people participate in outdoor activities, and two out of three participate frequently in outdoor recreation. These figures include 97% of women, 97.2 of young people, 88.4% of elderly people, and 97.8% of unemployed people. The main reason given for participation was enjoyment and fitness, whilst key barriers were thought to be work commitments (43%) and work fatigue (21%), family obligations (25%), poor health (23%), bad weather (38%), the high cost of recreation, poor access and lack of suitable clothes or equipment. According to Sievänen (2001: 105) "outdoor recreation belongs to the Finnish way of life. 97% of Finnish people participate in outdoor activities and visit nature during the course of one year. Two out of three participate in outdoor recreation frequently, at least once a week on average".

2.3.2 Exclusion and barriers to participation

Exclusion is less readily quantified then either participation or under-representation, although one can quantify it by asking people how they feel and then generating statistics from the distribution of answer classes. There is a relationship between under-representation and exclusion. However, one should be careful not to automatically infer exclusion from under-representation because the latter is not a reliable indicator of the former. For instance, a group that is under-represented may not feel excluded if it has full access but still declines to participate.

There is significant debate surrounding the question of whether exclusion and barriers to participation in Britain are circumstantial or self-imposed (Slee, 2002; Hague *et al*, 2000; Harrison, 1991). It is widely accepted that exclusion cannot be defined simply on the basis of a perceived lack of interest in or limited demand for countryside leisure (Harrison, 1991). Hague *et al* (2000: 5) state that exclusion is either (i) a consequence of a choice on the part of an individual not to engage in an activity, (ii) a consequence of a constraint that is sufficiently powerful to exclude the participant against their preference to participate, or (iii) the result of the actions of others who are in a position to deny access to desired spaces or activities.

The choices people make, both as residents and as (potential) recreational visitors, are always mediated by a range of constraints and aspirations, including life-stage, socio-economic circumstances and geographic location (Hague *et al*, 2000; Macnaghten *et al*, 1998; Madge, 1997; Agyeman and Spooner, 1997; McFarlane and Boxall, 1996; Jackson and Kay, 1992; Kay and Jackson, 1991; Manning, 1985). It also is important to recognise that different social groups experience in quite different ways the bodily opportunities and constraints that the countryside and open

spaces offer (Macnaghten and Urry, 2000). For example, a Sport England (2000) survey of sports participation by ethnicity revealed that participation levels and barriers to participation vary quite markedly among women of different ethnic minority groups (Church *et al*, c.2001).

Social, physical and psychological barriers significantly influence the way that people perceive the countryside and how they make choices over whether or not to use it (Stoneham, 2001; Bickerton, 2000). There is therefore a clear need to understand better the attitudes of those who do not use the countryside and for whom exclusion may be an issue (Slee, 2002).

The literature on social exclusion, inclusion and environmental participation indicates that there are ten key barriers to access and participation:

- ***Financial costs incurred*** (Floyd, 2001; Church *et al*, c.2001; Collins, 2001; Woroncow, 2001; Alison Chapman Consultancy, 2000; Agyeman and Spooner, 1997; Madge, 1997; Agyeman, 1990).
- ***Lack of time*** and other commitments (Church *et al*, c.2001; Woroncow, 2001; Bickerton, 2000; Hague *et al*, 2000; Health Walks Research and Development Unit, 2000; Agyeman, 1990).
- ***Lack of appropriate activities*** to attract excluded groups and provide a positive experience (British Waterways, 2002; Inland Waterways Amenity Advisory Council, 2001; Floyd, 2001; Church *et al*, c.2001).
- ***Lack of awareness*** of local initiatives and lack of perceived relevance (Woroncow, 2001; Bickerton, 2000; Cooke, 1999; Dhalech, 1999; Countryside Agency, 1998; Brown *et al*, 1998; Madge, 1997).
- ***Physical difficulty of access*** (Inland Waterways Amenity Advisory Council, 2001; Chen, 2001; Church *et al*, c.2001; Alison Chapman Consultancy, 2000; Health Walks Research and Development Unit, 2000; Countryside Agency, 1998).
- ***Lack of confidence and negative perceptions of the environment*** - including not feeling welcome, not knowing where to go, fears of getting lost, lack of support, feelings of vulnerability, fears for personal security, and negative perceptions of regular users and groups (Alison Chapman Consultancy, 2000; Inland Waterways Amenity Advisory Council, 2001; Church *et al*, c.2001; Woroncow, 2001; Lee, 2001; Health Walks Research and Development Unit, 2000; Bickerton, 2000; Macnaghten and Urry, 2000; Dhalech, 1999; Brown *et al*, 1998; Madge, 1997; Millward and Mostyn, 1997; Burgess, 1998, 1995).
- ***Lack of (appropriate) interpretative information*** at sites, inadequate signage, and lack of publicity, i.e. information about what opportunities exist (Inland Waterways Amenity Advisory Council, 2001; McMillan, 2001; Woroncow, 2001; Alison Chapman Consultancy, 2000; Millward and Mostyn, 1997).
- ***A neglected or poorly maintained environment*** (Inland Waterways Amenity Advisory Council, 2001; Leisure Industries Research Council, 2001; Church *et al*, c.2001; Countryside Agency, 1998; Millward and Mostyn, 1997).

- ***Negative feelings associated with previous experience of the countryside*** (Countryside Agency, 1998; Millward and Mostyn, 1997).
- ***Lack of (accessible) transport*** (Social Exclusion Unit, 2002; Halden *et al*, 2002; Storey and Brannen, 2001; Alison Chapman Consultancy, 2000; Brown *et al*, 1998).

2.3.3 Minority ethnic and black groups

The above barriers will apply differentially to under-represented groups. These groups are now considered in turn. According to Rowe (2001), black and other minority ethnic groups are much less likely than the UK population as a whole to participate in sport in a natural setting. A wide ranging review of the literature conducted by Slee *et al* (2002) suggested that current participation in countryside recreation by minority ethnic communities is limited by two principal factors (Slee cites Walker, 2000; Harrison, 1991; Strelitz, 1978). The first is 'cultural disposition' or an inability to participate because of one's background, a lack of spare time due to family business commitments, prohibitive dress codes, a lack of single gender activities, or fear of encountering dangerous animals, etc. (Floyd, 2001; Brown *et al*, 1998; Agyeman and Spooner, 1997; Agyeman, 1990). In some instances certain communities may have a deep cultural reverence and respect for the countryside but may not consider it a leisure resource (Brown *et al*, 1998; Agyeman, 1990; Agyeman and Spooner, 1997; Macnaghten and Urry, 2000).

The second factor is a 'sense of alienation' - the feeling of not 'fitting in' or belonging commonly felt by minority ethnic groups as a result of artificial notions of English heritage (Floyd 2001; Macnaghten *et al*, 1998; Halfacree, 1996; Guibernu, 1996; Daniels, 1993; Philo, 1992; Coster, 1991; Agyeman, 1990). In traditional representations of the English countryside and nationalist discourse, the countryside embodies the heart of the nation and is popularly perceived to be an inherently 'white landscape' (Askins, 2001; Macnaghten and Urry, 2000; Agyeman and Spooner, 1997; Kinsman, 1993; Taylor, 1991; Agyeman, 1993, 1989). The construction of distorted cultural representations leads to a form of 'cultural containment' which associates groups with, and confines their experience to, specific areas (Agyeman, 1993, 1989). For example, minority ethnic groups are generally associated with the inner city (Agyeman and Spooner, 1997; Sibley, 1995). Several studies have shown that the presence (or absence) of minority ethnic and black groups is rarely an issue associated with the English countryside (Agyeman and Spooner, 1997; Derbyshire, 1994; Bonnett, 1993; Jay, 1992).

Information on countryside visiting is often not geared towards or interesting to people from ethnic minority groups and, if they do make visits to the countryside, the experience often emphasises the absence of members of their community (Slee *et al*, 2002; Yesson, 1999). There is a distinct lack of appropriate activities and several surveys highlight the lack of multicultural awareness on the part of countryside managers and environmental campaigners (Floyd, 2001; Dhalech, 1999). Ling Wong (2001) suggests that unease over ethnicity often results in professionals adopting colour-blind attitudes that ignore ethnic and cultural differences altogether.

Recreational activity amongst minority ethnic groups is also limited by real or perceived experiences of racism (Slee *et al*, 2002; Floyd, 2001; Rishbeth, 2001;

Woroncow, 2001; Yesson, 1999; Agyeman and Spooner, 1997; Henderson and Kaur, 1999). Open spaces are more accessible than any other leisure resource to ethnic minority children, but their satisfaction rates are lower; this is often related to fears over personal safety and racial abuse (Ling Wong, 2001; Rishbeth, 2001; Woolley and Amin, 1995). In a study about the leisure practices of urban ethnic minority youth, Watt (1998) noted that localism (or a strong neighbourhood attachment) played a key role in defining the leisure lives of some respondents, but was most strong for Asian youth. This localism arose from partly well-founded fears of racist attack in 'unsafe' or less familiar areas.

2.3.4 People with disabilities

The Countryside Agency publication, *Sense and Accessibility*, states that two of the biggest barriers facing people with disabilities are poor quality information and physical difficulty of access (Alison Chapman Consultancy, 2000). Often, information does not provide enough detail to encourage or enable potential users; prior to the Fieldfare Trust's work with BT Countryside For All, there were no national 'information' guidelines on access for all and few for 'improved access' in rural settings (Fieldfare Trust, c.1997). The most limiting physical barriers are structures such as stiles and gates. Permanent barriers, such as stumps and padlocked gates, are often installed (particularly along waterways) to prevent footpath abuse by motorcyclists but they also make routes difficult or impossible to use by others, such as those with wheelchairs or prams (Inland Waterways Amenity Advisory Council, 2001).

The Countryside Agency (2002b) states that national targets for paths agreed with local authorities set an aim for 95% compliance with three requirements: Easy to Find, Easy to Follow, Easy to Use (De Lurio, 2002). Yet there is considerable local variation in the condition of paths and some Rights of Way are currently in poor condition (De Lurio, 2002). In 2000 a representative sample of almost 5% of paths was surveyed in forty regions. No survey region achieved the target of 'easy to find'; some, but only one-sixth of the survey regions, met the other targets (Countryside Agency, 2002b: 77). The Countryside Agency has estimated that reaching the national target will require an investment of £69 million (De Lurio, 2002). A lack of physical access once at a recreational site is further compounded by inadequate transport and problems encountered 'getting to' the site itself. Confidence in the reliability of public transport, knowledge about accessibility and consistency in organised transport such as Dial 'a' Ride schemes were all found to be consistently poor (Alison Chapman Consultancy, 2001).

2.3.5 Gender issues

Countryside use is significantly higher for males than for females (Inland Waterways Amenity Advisory Council, 2001; Hart, 1979). The UK Day Visits Survey (1998) indicated a 54:46 ratio of visits between men and women with regard to all visits to inland waterways; this is supported in various park user surveys, the work on urban fringe woodlands by Burgess (1995), and the New Forest survey by the Land Management Research Unit (1996). In her study, Burgess (1995, 1998) noted that most participants found pleasure in visiting urban fringe woodlands but anxiety affected people's use of, and behaviour within, woodland (Valentine, 1989; Keane, 1988 cited in Burgess, 1995; Ward Thompson *et al*, 2002). This was particularly the case for women; the majority of those women interviewed feared being alone in the

natural environment, especially women from minority ethnic groups. Although men also feared attack they were less concerned for their own safety than for that of their wives, children, mothers and sisters. Woods in particular are associated with danger and are seen as places in need of regulation in order to be safe (Macnaghten and Urry, 2000; Valentine, 1992).

2.3.6 Young people

The *Southeast Hampshire Young People's Countryside Recreation Demand Survey*, commissioned by the Countryside Agency as part of the Integrated Access Demonstration Programme, was the first survey of its kind to look specifically at young people's needs and barriers to countryside access and recreation (Leisure Industries Research Centre, 2001). The study showed that young people's participation rates are actually higher than those of adults but that there is a significant fall off in the use of managed countryside in the transition between childhood and adulthood (see also Ward Thompson *et al*, 2002). Variations in the level of those wishing to access the countryside did not depend solely on supply - a key determinant of demand was the young people's tastes and preferences. Of the young people who had limited experience of countryside recreation, 25% described the countryside as 'boring' whilst 29% said there was 'nothing to do'. Other studies have shown concern over the startling lack of 'countryside literacy' displayed by youngsters, and over the Country Code being known less to children in villages than to those in urban areas (Countryside Agency, 2002; Leisure Industries Research Centre, 2001).

In a survey on *Young People and Sport* for Sport England, Rowe and Champion (2000) emphasised that between 1995 and 1999 only 15% of children participated in outdoor activity holidays organised by schools. The proportion of young people taking part in outdoor sport through organisations such as the Guides and Scouts also dropped from 30% in 1994 to 24% in 1999 (Rowe and Champion, 2000). However, those who have experience of and access to local countryside are more positive regarding recreational potential than those who have not (Leisure Industries Research Centre, 2001; Lohr and Pearson-Mims, 2001; Lohr *et al*, 2000). The countryside and woodlands are often considered fun places to visit and play in (Crowe and Bowen, 1997) but people who have had negative experiences of countryside visits in the past - from uninspiring school trips to long, tiring walks with parents - are less likely to be users (Millward and Mostyn, 1997). In the Southeast Hampshire study, gender had little overall impact on levels of participation amongst the young people surveyed (Leisure Industries Research Centre, 2001).

In *Hello! Are You Listening?*, a study of disabled teenagers' access to inclusive leisure, Murray (2002) highlights that these young people feel their experiences at educational establishments strongly affect their access to friends and leisure outside school. Many describe their lives as being tainted with experiences of isolation, loneliness and exclusion and, whereas professionals view inclusive leisure as a means of learning life skills, increasing independence and/or self-esteem, young people themselves are more focused on friendships and fun. In addition, whilst participation in ordinary, mainstream leisure activities is desirable for the disabled teenagers, they welcome the opportunity to meet each other and share mutual experiences. Another common barrier to participation was a lack of appropriate support (such as transport, personal assistance and support to facilitate and/or

interpret communication). However, beyond the specific experience of exclusion due to impairment, the interests and concerns of disabled young people are no different from those of non-disabled teenagers (Murray, 2002).

In consulting young people from minority ethnic groups about environmental and related concerns, the Black Environment Network's Environmental Ethnic Youth Work Development Project discovered a number of factors which inhibited environmental participation (Brown *et al*, 1998). Amongst those identified were a lack of access to leisure and sports opportunities; disillusionment with authoritative institutions; frustration at not being included in decision-making processes; language barriers; and a lack of ability to be independent of the family. In addition, participation was also affected by a lack of single gender activities; lack of contact and ownership; lack of basic outdoor clothing and equipment; and a lack of role models to relate to across the spectrum of environmental activities.

2.3.7 Older people

Surprisingly little literature was evident regarding the participation of older people in countryside recreational activity. Morton and Owen (1998) undertook a study of senior citizens' perceptions about and activity within the natural environment. They concluded that engagement in volunteering activities was a minority pursuit because current opportunities are unattractive to, or unsuitable for, older people. In comparison, escorted countryside trips with Countryside Rangers are greatly appreciated.

In their study *Local Open Space and Social Inclusion*, Ward Thompson *et al* (2002) highlight that retired and elderly people are often anxious about their safety in wooded areas. The worries of older people ranged from those which were age-specific, such as the fear of falling and concern about the ability to summon help, to more general fears such as being alone in wooded areas and 'vulnerable' to attack. The study cites older people as a group which can benefit appreciably from the health benefits of woodlands and open spaces. Group and family visits as well as the presence of countryside rangers can help to overcome some of older people's anxiety and facilitate enjoyment of the countryside.

2.3.8 Low income groups

There is also comparatively little in the literature that deals with participation of low income groups in countryside recreation. A recent MORI survey commissioned by the New Opportunities Fund revealed a social class divide on 'green' issues (British Trust for Conservation Volunteers, 2002). The survey found that professional and middle-class people are more likely to be environmentally aware and more likely, or able, to take action. Sandre Hinsley, BTCV Avon Project Officer, critiques the definitions of class used in the survey as inappropriate to the way many people live today. Nonetheless it is accepted that the middle- and professional classes have more money, access to transport, and fewer worries about more pressing concerns brought on by poverty (BTCV, 2002). In a study of recreation participation within areas of designated 'wilderness', Walker and Kiecolt (1995) stated that such spaces tend to be appropriated and dominated by members of the 'semi-autonomous class' (highly educated, professional-technical and craft employees).

Floyd and Johnson (2002) highlight the lack of empirical studies into the spatial relationship between low-income and ethnic minority groups and natural, outdoor areas (Taylor, 2000 cited in Floyd and Johnson, 2002; see also Ward Thompson *et al*, 2002).

The key findings for this section can be summarised as follows:

- Definitions of exclusion which are based solely upon a perceived lack of interest in, or limited demand for, countryside leisure by under-represented groups are inadequate.
- The extent to which under-represented groups participate in countryside recreation is mediated by a range of social, physical and psychological barriers, real and perceived.
- Each under-represented group is differentially affected by the barriers listed earlier.
- There is little literature regarding the participation of older people and low income groups in countryside recreational activity.
- Under-represented groups can often be classified under more than one category, e.g. young and black people.

2.4 Strategies for increasing participation by under-represented groups

The literature suggested a number of potential strategies to increase participation by under-represented groups in enjoyment of the countryside and greenspace, and to tackle social exclusion.

Tackling social exclusion requires changes in attitudes and policies at a wider level than appears to be happening at present and the development of long-term strategies (Inland Waterways Amenity Advisory Council, 2001). One facet of Government activity highlighted by several studies is the tendency towards 'projectisation', emphasis on experimentation, 'one-off' initiatives, and the short-term nature of many funding packages (Slee, 2002; Inland Waterways Amenity Advisory Council, 2001). There is a need for a ‘joined-up’ form of governance and effective local partnerships that could focus on the trust, skills, aspirations and needs of neighbourhoods at risk (DTZ, 2001; Christie and Worpole, 2000). In *Inland Waterways: Towards Greater Social Inclusion*, the Inland Waterways Amenity Advisory Council (2001) stress that the use of public open space must be better integrated into the community strategies of local authorities. Projects with long-term benefits generate more enthusiasm and there is a deep-seated concern and scepticism about the number of 'good initiatives' which fail due to poor maintenance and lack of sustainability (Cooke, 1999).

Gomez (1999) believes that if a person does not feel accepted within society they are not likely to participate in public recreation, regardless of sub-cultural ethnic identity. This implies that public use areas should foster a sense of belonging through the creation of recreation programmes that are inclusive of ethnic cultural diversity (Dunn, 2002). Several studies stress the importance of positive imagery and multiculturalism to environmental participation strategy and heritage

interpretation (Dunn, 2002; Ling Wong, 2001; Agyeman and Spooner, 1997). It is imperative that representational imagery and discourse moves away from a static view of countryside as unchanging and attempts to reclaim the marginalised contribution of other groups to the British past (Agyeman and Spooner, 1997; Agyeman, 1990; Ling Wong, 1998, undated, a.). For example, as bastions of British heritage, National Parks have a particular history of inviting only the 'right type of visitor' (Breakell, 2002). Pratt (2001) discusses the way in which recreation in National Parks could include people from minority ethnic backgrounds, arguing that there is a need to widen participation in and awareness of National Parks and to target minority ethnic communities directly. Modood (1998) adds a cautionary note, however, stating that it is also important to be careful not to present minority groups as discrete, impervious to external influences, homogeneous and without internal dissent (Hutchinson, 1987 cited in Modood, 1998).

2.4.1 Countryside staff training

The literature suggests that the issue of 'raised awareness' can be approached in a number of different ways. It is important however, to acknowledge that a cultural shift is required amongst site providers, policy makers and potential users (Lancashire County Council, 2002; Alison Chapman Consultancy, 2001; Macnaghten *et al*, 1998; Ling Wong, 1998; Countryside Agency, 1998). 'Disability Awareness Training' for staff and volunteers is widely suggested as a useful step towards greater social inclusion and several authors highlight the lack of representation of key under-represented groups amongst staff and volunteers as a significant issue (Alison Chapman Consultancy, 2001; McMillan, 2001; Bickerton, 2001; Agyeman and Spooner, 1997). In *Sense and Accessibility* Alison Chapman Consultancy (2001) state that, for a number of reasons, those responsible for the management and maintenance of countryside and greenspace may not even notice the absence of certain users. In their *Review of Social Exclusion Activity in the Countryside Agency*, DTZ Pieda (2001) conclude that most of the teams in the Agency could do more to address social exclusion. This could be achieved in several ways including (i) heightening the awareness and understanding of social exclusion amongst staff; (ii) developing 'social exclusion proofing tools' (modifying forms, changing business plans, etc.); (iii) setting up a project information system which would retain information and experience from previous projects to inform current and future work; (iv) providing guidance on how to develop contacts and partnerships; and, (v) developing briefing material for staff, explaining the issues and how they are relevant (DTZ Pieda, 2001).

The draft guidance for improving access to the wider countryside, *Good Practice Guidance for Countryside Managers* (Countryside Agency 2003), aims to provide one-stop advice on how to improve access opportunities, from the development of policy through to the implementation of physical improvements on the ground and the provision of information for prospective visitors. The publication advises prioritising certain paths and places in an area of countryside to provide access for people with a range of mobility impairments, and carrying this out in a planned, strategic way. It also advises applying the principle of ‘least restrictive access’ to all practical works that take place in the countryside.

2.4.2 Consultation with potential users

Consultation should be increased, it is suggested, with users and potential users, local communities, land managers, planners and access officers (Alison Chapman Consultancy, 2001; Bickerton, 2001). This relates to the DETR's (2000) vision in which people shape the future of their own community and all people have access to good quality services (including leisure and sport). For example, in *Towards an Urban Renaissance*, the Urban Task Force (1999, chaired by Richard Rogers) articulated the value of the public realm as a place where individuals get a sense of taking part, of communality and of citizenship. The opportunity to let people define, develop and manage public areas is an opportunity to encourage new kinds of participation and more radical notions of what decision-making might involve (Greenhalgh and Warpole, 1995). Strategy objectives should include a more pro-active approach to encouraging the use of open spaces by local communities and to the involvement of local people in the development and management of the countryside and greenspaces (Greenhalgh and Warpole, 1995). Community initiatives are distinguishable from others because of their sensitivity to local circumstances and emphasis on community participation within the regeneration process (Morrison, 2000). Awareness-raising seminars can identify problems in accessing the countryside and also bring together organisations and people that can provide solutions (Fife, 2001). However, it must also be acknowledged that developing confidence in communities that have continually experienced disadvantage and discrimination is a lengthy process (Dhalech, 1999).

2.4.3 Design and management guidance

Integrated and inclusive, or 'universal design', should include a high quality visitor experience, be flexible, accessible to all, and provide facilities such as car-parking for disabled persons (Stoneham, 2001). Current design guidance is not comprehensive enough to accommodate all vehicles suitable for use by disabled persons in the countryside, e.g. the more robust motorised scooters. Updated guidelines for countryside design of barriers and other countryside structures needs to be developed (Alison Chapman Consultancy, 2001). However, an approach that emphasises only practical concerns will fall short in addressing the emotional and psychological impact that landscapes can have on people (Price and Stoneham, 2001). Price and Stoneham (2001) warn that the development of such concepts as 'universal design' and 'barrier free environments' has fostered a belief that if an environment can be designed without physical obstacles, then people will be free to enjoy independence and well-being.

The Rural Race Equality Project in the South West (1996-1998) was the first local initiative to follow Jay's (1992) *Keep them in Birmingham*, which highlighted the extent of racial prejudice and discrimination experienced by ethnic minority residents in rural areas (Dhalech, 1999). One of the initiative's key successes was the wealth of accurate, detailed and regularly updated information it produced. This included a directory of useful contacts, an information card, a 'racist incidents' evidence form, a website, a newsletter, posters and leaflets. The initiative recognised that any decision to 'go outside' made by under-represented groups is often made 'inside' (Price and Stoneham, 2001; Henderson *et al*, 1995; Stoneham and Thoday, 1994). It is therefore necessary to give visitors enough information for them to make an informed choice about accessibility (Alison Chapman Consultancy, 2001; FieldFare Trust, 1999; Burgess, 1995). In *People and Places: Social Inclusion Policy for the*

Built and Historic Environment, the Department for Culture, Media and Sport (2002) highlight the potential of information and communications technology as a tool for communication and information which might usefully be applied to countryside and other greenspace.

In Burgess' (1995) report to the Countryside Agency, *Growing in Confidence: Understanding People's Perceptions of Urban Fringe Woodlands*, it is implicit that information regarding direction, distance between sites and location is not helpful if it is unclear and in English only. Again, the effective design and management of signs and other information has the potential to provide people with a feeling of control and gives them the opportunity to make their own decisions regarding accessibility and desirability. Using different media, techniques, symbols and pictures it is possible to overcome communication problems without necessarily reducing the natural qualities of the environment itself (Burgess, 1995; Fife, 2001). In a study by Alison Chapman Consultancy (2001), none of the participants with disabilities felt that there should be a formal surface for wheelchairs on all routes, and many expressed concern that natural characteristics might be removed. This view reflects wider concerns over the 'commercialisation' of the countryside and greenspace, such as forests, noted by Lee (2001).

2.4.4 Partnership approaches

Previous research has highlighted the need for effective partnerships and a joined-up approach to planning (Inland Waterways Amenity Advisory Council, 2001). People can be excluded in a variety of different ways and the factors giving rise to social exclusion are frequently interrelated (DTZ Pieda Consulting, 2001). The Social Exclusion Unit (2001) states that the joined-up nature of social problems is a key factor underlying social exclusion but often the joined-up nature of social problems does not receive a joined-up response. The best results are achieved only when all the different sectors and interests work together (Greenhalgh and Warpole, 1995). This includes the development of Local Strategic Partnerships involving the community, the public, private, voluntary sectors and everybody with an interest at stake, to allow the voices of local communities to be heard and to foster a sense of shared objectives (Department for Culture, Media and Sport, 2002; Lipman, 2001; Shucksmith, 2000; Department for the Environment, Transport and the Regions, 2000). In addition, it is necessary to create a dialogue between users and transport providers and to make the most of opportunities such as the Countryside Agency's Rural Transport Partnership and Rural Development Fund (Alison Chapman Consultancy, 2001).

Local Strategic Partnerships will have a key role in developing, co-ordinating and delivering inclusion strategies on the ground, bringing people together, pooling resources, maximising potential funding sources, rationalising existing initiatives and uncovering the gaps in current activity (Wallace, undated; Inland Waterways Amenity Advisory Council, 2001). However, it is important to remember that the process of forming new partnerships becomes complex when attempting to involve the community and voluntary sectors as equal partners (Lipman, 2001). Examples of good practice are rare, since most partnerships are in their developmental stages, and, due to the Government's recent desire for local flexibility, no single model is likely to emerge (Lipman, 2001).

The literature also shows that there is a need to develop a more pro-active approach when reaching out to local communities, including initiatives to tackle fears for personal security and concerns for children (Inland Waterways Amenity Advisory Council, 2001). For example, Church *et al* (c.2001) state that water-based sport and recreation activities are apparently undertaken by only a small minority of the population, yet have the potential to be highly socially inclusive with the provision of more accessible information and a more "comprehensive and inclusive approach [to] facility development and management". Offering activities to provide a positive experience of the countryside, such as escorted visits, led walks, inclusive planting schemes, educational visits, and personal contact with under-represented groups, all help to increase participation (Dunn, 2002; Inland Waterways Amenity Advisory Council, 2001; Fife, 2001; Health Walks Research and Development Unit, 2000; Burgess, 1995; Ling Wong, undated, b). For example, a study by the Yorkshire Museums Council which involved consultation with young Asian women, on-site and via postal questionnaires, discovered a range of attitudes and assumptions about museums and heritage sites (Woroncow, 2001). In particular, those with little or no experience of visiting such sites were more likely to express negative attitudes and to have a dated and inaccurate view of them.

A study by Cooke (1999) highlighted the great need for a catalyst to participation and the importance of leadership to many initiatives. The generation of local pride and ownership of a project or initiative is also a key challenge; people must be able to see and understand the benefits of schemes for them to become more inclusive (Cooke, 1999).

2.4.5 Evaluation

The importance of on-going and post-project evaluation in order to gauge the extent of social inclusion has been highlighted most starkly by the Inland Waterways Amenity Advisory Council (2001). In their report, *The Inland Waterways: Towards Greater Social Inclusion*, the consortium pointed to the lack of evaluation of the effectiveness, benefits and value-for-money of past initiatives and remarked that, for the voluntary sector in particular, this is a significant constraint on securing continuing or additional funding. The group was 'concerned' to discover how little information is available to put figures on, or even make a qualitative assessment of, the value of benefits arising from more socially inclusive open spaces (Inland Waterways Amenity Advisory Council, 2001). This lack of evaluation and assessment was echoed in the Local Government Association (2001) study, *The Value of Parks and Open Spaces: Social Inclusion and Community Regeneration*, which documented the lack of systematic empirical data regarding these areas and the resultant inability to measure their benefits. The Inland Waterways Amenity Advisory Council (2001) state that further research in this area would clearly be of benefit to all authorities, agencies and voluntary sector organisations when seeking partnership support and when making applications to grant-making bodies. The lack of evaluation is further compounded by a lack of baseline information on target populations, in particular, minority ethnic groups (Netto *et al*, 2001).

Taylor and Coalter (2001) similarly point to the lack of research on the nature and extent of broader outcomes (i.e. the impact on users of these resources and the value they place on them). They believe that much of the evidence concerning social impacts consequently permits only conditional statements.

2.4.6 Managing environments and access to them

A general strategy to ensure that environments are, and remain, attractive, accessible and well-maintained is important. Although access to open space and the countryside is something many may take for granted, it requires careful planning, good design and effective management and maintenance (Kit Campbell Associates, 2001; Bell, 1997). The extent to which a site is physically accessible has a significant impact on the participation of under represented groups (Inland Waterways Amenity Advisory Council, 2001; Crow and Bowen, 1997). Yet, as this review demonstrates, access is a broad concept that involves more than just the physical aspects of getting to, into and around, for example, woodland sites (Fife, 1999). Access includes opportunities for people to take an active part in woodland conservation and management, in decision-making, training, woodland crafts, access to and participation in interpretation and all aspects of social, environmental and cultural development (Fife, 1999). The perceived quality of the countryside also has an influence on how far people are prepared to make use of it (Leisure Industries Research Centre, 2001). In her paper *'But is it worth taking the risk?'* Burgess (1998) states that the existence of 'environmental incivilities' (litter, graffiti, vandalism, etc.) can create a sense of un-safety and danger.

In the findings of a report for the Forestry Commission, Ward Thompson *et al* (2002) state that the proximity of woodlands and ease of access was more important to the research participants than what the woodland looked like. However, vandalism and litter were likely to be more significant for infrequent users and attention to these issues could be an important factor in increasing use by those who rarely, if ever, visit woodland areas.

Various studies highlight the negative impact of poor transport on already disadvantaged communities - particularly those residing in rural areas - and the way in which it serves to reinforce social exclusion (Social Exclusion Unit, 2002). In 1998 the *Countryside Day Visits Survey* revealed that only 1% of visitors to the countryside used buses to reach their destination (Countryside Agency, 2002).

The key findings from this section can be summarised as follows:

- Tackling social exclusion requires not only a change in attitudes and policies at a local and national level, but also a move towards the development of long-term funding strategies.
- It is necessary to consider the awareness of site providers, policy makers and potential users.
- Increased community consultation in the development and management of local countryside and greenspace can encourage participation and foster social inclusion.
- Greater social inclusion can be achieved through more integrated and inclusive design; however, it is important to recognise the range of emotional and psychological barriers to participation experienced by under-represented groups.

- Effective information dissemination and interpretation techniques, on- and off-site, are necessary to allow visitors and potential visitors to make informed choices regarding accessibility.
- Partnership working facilitates a more joined-up response to social exclusion, providing an opportunity to pool resources and expertise, and maximise potential funding sources.
- In developing a more pro-active approach to outreach work, site providers and managers can increase participation within local communities and by under-represented groups.
- Ongoing and post-project evaluation would enable quantitative and qualitative assessment of the benefits of socially inclusive open spaces.
- Site design, management and maintenance all have a significant impact on the participation of under-represented groups.

2.5 The potential role of countryside and greenspace to address social exclusion

Local areas of green space offer the main opportunities for people to have day-to-day contact with nature, for local communities to change their own environment, and to play their part in creating a sustainable vision for the future (Price and Stoneham, 2001). The potential for the countryside and greenspace (including urban fringes, woodlands and waterways) to address social exclusion is great but, for such strategies to work, they must include all members of the community at all levels.

Access to, and enjoyment of, these open spaces can provide a number of opportunities and benefits for socially excluded groups *and* the wider community. Benefits claimed in the literature include:

- enhanced physical health and general well-being through active recreation and relaxation;
- the development of social and personal skills;
- the development of practical skills and an enhanced sense of achievement and purpose;
- improved quality of life;
- enhanced community development and cohesion;
- wider opportunities for education and economic development; and
- a greater appreciation and understanding of the natural environment (Bickerton, 2001; Henwood, 2001a; Henwood, 2001b; Price and Stoneham, 2001; Taylor and Coalter, 2001; Christie and Worlope, 2000; HWRDU, 2000; Macnaghten and Urry, 2000; Mentality, 2000; Fife, 1999; Ling Wong 1996; Watt *et al*, 1994).

Other associated benefits include a reduction in 'at risk behaviour', reduced crime and delinquency, and a reduced fear of crime (Inland Waterways Amenity Advisory Council, 2001; Christie and Worpole, 2000).

For ethnic minorities in particular, access to the countryside can engender a sense of ownership, connection and re-union with nature. The experience of 'breaking out' can create a new sense of possibility within life and helps to overcome alienation (Christie and Worpole, 2000; Ling Wong, 1996).

To develop participation, however, one must recognise the vital importance of inequality, ownership and access issues to everyone, especially under-represented groups (Inland Waterways Amenity Advisory Council, 2001). Successful projects are those which are 'community driven'; these programmes generally have higher participation, greater commitment and longevity, and remained focused on the community (Slee, 2002). The 'empowerment' of previously under-represented groups further enhances project sustainability and encourages active citizenship.

Increased social cohesion, communication and relevance can reduce barriers to participation by making countryside recreation interesting and accessible to all members of the community. However, inclusive access requires a broad-based approach that considers together issues such as physical site layout, off-site and on-site information and interpretation, education programmes, quality of visitor experience and opportunities for involvement and site use (Stoneham, 2001). Action to promote social inclusion must be both comprehensive and co-ordinated (Scottish Office, 1999). Attention must be focused on those who rarely visit the countryside but might, increasing the quality of provision, information, the promotion of good practice and the promotion of the countryside nationally as a place for all ages, groups, lifestyles and abilities (Countryside Agency, 1998).

2.6 Summary

Key points from the literature review can be summarised as follows:

- While countryside and greenspace activities have the potential to be inclusive, many people currently experience real or perceived barriers to access.
- There is strong anecdotal evidence of under-participation in countryside recreation by young adults, low income groups, people from minority ethnic and black groups, women, older people and people with disabilities.
- There is a significant lack of good baseline information regarding the level and nature of participation in countryside activities by under-represented groups.
- Participation in countryside recreational activity offers an attractive means of promoting social inclusion and can have a wide range of social, economic and health benefits.
- The provision of new facilities or transport is not sufficient; a more comprehensive and integrated approach is required to increase the level of visiting from under-represented groups, including increasing people's understanding of and sense of belonging in the countryside and therefore their confidence in visiting it.

References

More detailed reviews of selected individual publications, marked with an asterisk, can found in Appendix A (separate document).

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3. PROJECT REVIEW

3.1 Scope of the project review

The main purpose of the project review was to document examples of good practice amongst outreach projects. Outreach projects were defined as public, private and voluntary sector projects and initiatives which set out to provide under-represented and socially excluded people with more opportunities to enjoy and engage with the countryside and local greenspace.

The search for projects was informed by lists of those with which the Countryside Agency had been involved, either directly or indirectly, guidance from the Options for Implementation steering group, OPENspace research centre's contacts and sources and an internet and literature search. The sampling of projects for review was as wide as possible within the time available, and took advantage of snowballing techniques to identify new contacts recommended by existing ones, but was limited by poor availability of public information on some projects, difficulties in contacting some organisations or groups, and delays in responses from contacts. Nonetheless, an extensive and diverse range of past and ongoing projects were uncovered which represent the range of outreach work undertaken in Britain to date.

The projects highlighted in the review, below, have been chosen because they appear to be examples of good practice or demonstrate a unique or innovative approach to outreach or engagement. Where equivalent examples from England (as the geographical area of primary relevance to the full diversity review) were not available, examples from elsewhere in the United Kingdom have been used to illustrate a particular approach. In order to avoid duplication and repetition, both past and current projects and initiatives are considered together in the same review. Details of each project, including funding bodies, organisations involved and contact details of key people, are given in Appendix B.

The review provides a snapshot of the current situation regarding contemporary good practice. It must be stressed, however, that the extent to which good practice could be assessed from the information available was severely limited by the lack of monitoring and evaluation frameworks characteristic of many of the projects undertaken. Other significant constraints included problems where information regarding past projects was forgotten or became fragmented when key staff had changed jobs; information on websites was only sporadically updated; delays in delivery of project information and negative perceptions on the part of project managers regarding the relevance of the review and any future benefits to them.

3.2 Key target groups

The review covers a cross-section of the wide variety of the initiatives currently available to people with disabilities (29.6% of projects identified), young people (24.5%), minority ethnic groups (17.3%), people with low incomes and from disadvantaged communities (9.8%), and older people (3.7%). Several projects claimed to focus on women, but they were often subsumed into the categories above. Other projects (28.4%) were open to all, although they could still benefit under-represented groups.

3.2.1 People with disabilities

People with disabilities are the main group at which socially inclusive measures are currently being directed. The Disability Discrimination Act (1995) has no doubt influenced this focus of activity and the literature review makes clear that a great deal of research on the participation of disabled groups within everyday life has been, and continues to be, undertaken. Methods for encouraging the participation of people with disabilities in countryside recreation were wide-ranging but tended to focus on the creation of physically accessible environments (e.g. resurfacing, ramp installation, handrails, resting points, clear signage, integral colour schemes, and adequate lighting) and transport provision. However, creating improved access for disabled people also included increasing conservation and management opportunities, involvement in decision-making processes, access to training and participation in all forms of interpretation, and all aspects of employment and social, environmental and cultural development. Attempts to tackle social exclusion and promote social inclusion were mainly undertaken at a grass roots level by people with disabilities themselves, and by site managers, staff and service providers.

Woods For All - Reforesting Scotland

Reforesting Scotland's 'Woods For All' initiative is a particularly good example of a scheme which not only aims to improve countryside access, but which involves the target group in an advisory capacity at every stage in the planning, management and maintenance of sites. This scheme recognises that access to conservation and management decision-making, training in woodland crafts, access to and participation in all forms of interpretation, and all aspects of employment, and social, environmental and cultural development related to trees are equally as important as physical access. The participants represent a wide array of experience and skills - people with disabilities, forest managers, care staff, woodworkers, tree growers, community development workers, students and artists - all of whom contribute to outreach such as the design and distribution of the Woods For All leaflet, and to the planning, production, editing and distribution of promotional videos.

3.2.2 Young people

The group with the second largest number of projects recorded in the review were young people. There are, of course, a number of long-term initiatives which have assisted in linking young people with outdoor activities for many years, including the boy scout and girl guide Associations, the Youth Hostel Association and educational authorities' outdoor sport and activity centres. This review, however, focused on defined projects, often time-limited, which were innovative and targeted specifically at encouraging young people to enjoy the countryside. With the exception of those by Groundwork, most of these projects were fairly recent and few have been running long enough for anything but the most rudimentary evaluation to have been undertaken. The most popular types of project aimed at young people were those providing educational and arts-based activities (sculpture, art and craft workshops, video making, drama and performance, interpretative boards) which aimed to foster a greater understanding of, and encouragement for participants to become more involved in, their local environment. Practical environmental projects and residential outdoor activity centres which helped young people experience less familiar environments were also popular. These aimed to stimulate interest in and enthusiasm for the natural environment by creating opportunities for young people to participate and succeed in challenging outdoor activities. The most successful

schemes aimed to involve young people in project management or, by working with them, to identify projects and activities specific to their needs and local area.

Trailblazer Scheme, Hampshire
An outstanding example of an innovative and inclusive approach to the needs and education of young people in the natural environment is the Trailblazer framework for outdoor learning in schools. The scheme encourages young people to: enjoy, investigate and appreciate the countryside; be inspired by interactions with the environment; develop a spirit of adventure and relate with confidence to a variety of environments; and develop healthy, active lifestyles and interests. Young people are directly involved in the process of planning, evaluation and caring for the environment and the scheme actively encourages schools to use local rights of way, trails and countryside sites.

3.2.3 Minority ethnic groups

Despite being the most widely researched group according to the literature review, it appears that projects targeting minority ethnic groups have only recently started to increase in number. It is nonetheless necessary to note the abundance and variety of projects that are now underway and in preparation for the future. The majority of schemes focus on arts-based activities, escorted visits and methods of promoting feelings of ownership of local greenspace amongst minority ethnic communities. The projects reviewed generally showed a high degree of community consultation and efforts to work in partnership with under-represented local communities to increase participation and provide user-led facilities. Projects such as Green Connection (Groundwork Greater Nottingham) and the Pavilion Project in Hull now also aim to include refugees and asylum seekers alongside resident minority ethnic groups.

MOSAIC (**Black Environment Network and the Council for National Parks)**
The MOSAIC project is one of the most ground-breaking projects working to increase participation in countryside recreation amongst minority ethnic groups. The initiative aims to develop a model which will enable National Parks staff to gain the awareness and skills to work effectively with ethnic groups and enable ethnic groups to enjoy National Parks, to represent their interests and concerns, and to develop a sense of ownership within a very 'white' English institution. The project combines highly effective outreach methods, such as escorted visits, and a plethora of culturally relevant activities with ongoing assessment of the social and cultural needs associated with the process of engaging with National Parks. It also assesses the meaning and benefit of the different forms of visits and programmes of activities formulated, and the contribution from different cultures to the vision of engagement with nature. Individuals who have become familiar with the Parks are encouraged and supported to represent the interests of ethnic groups on committees, advisory groups and other decision-making structures.

3.2.4 Low income groups and disadvantaged communities

Despite the deficit of literature on the participation of low income and disadvantaged communities in countryside recreation, the review uncovered a wide range of projects which promoted methods for social inclusion for these groups. However, only a few of the projects focus specifically on disadvantaged communities, and targeting these groups is much more likely to be undertaken as part of a wide-

ranging remit to tackle social exclusion in local areas. The majority of the projects reviewed involved taking young, socially disadvantaged people (generally of school age) on residential visits to the countryside and thus removing them from their local environment. Several initiatives, such as the Countryside Agency's Doorstep Greens campaign, are beginning to try and redress the spiral of deprivation by involving local communities in the design, creation and long-term management of local greenspace.

Venture Scotland
Venture Scotland is chosen here as an example of good practice because it was one of the few non-curricular (i.e. not school-based) initiatives uncovered and because it sought to reach the widest age range. Venture Scotland delivers development programmes in an outdoor setting for young adults aged 16 - 30 with limited opportunities due to personal, social and financial circumstances. Fundamental to the project is the raising of awareness and understanding through action in a natural environment. A collaborative approach is taken to supporting the young people's needs and the scheme introduces participants to personal and social development through outdoor activities, practical conservation and community living. The programme utilises a vast array of methods of engagement including group games, substantial problem solving exercises, icebreakers, name games and group dynamics games, as well as conservation activities like tree planting.

3.2.5 Older people

The review uncovered relatively few projects aimed specifically at older people and showed that this group is more generally subsumed under projects dealing with access for people with mobility and visual impairments. Whilst such work is extremely valuable, it seems insufficient, given that the literature review showed a great desire on the part of older people to participate more widely in environmental projects. Projects aimed at older people tended to focus on health issues and promoting participation in countryside recreation as part of a more physically active lifestyle.

Pedal Back the Years, Cornwall
Pedal Back the Years is a rare example of a scheme which focuses primarily on older people, encouraging them to try cycling as a way to raise levels of physical activity and gain access to a sustainable form of transport. It provides regular, guided rides, training, advice and support to about 1,500 participants in 50 locations across Cornwall. So far, the project appears to have been successful in increasing activity levels and enhancing physical and mental health amongst older people. Additional advantages include increased employability amongst hard-to-reach communities and groups, the use of Cornwall's existing environmental advantages, increasing the sustainability of local businesses, and the strengthening of local communities.

3.2.6 General public

Numerous projects were aimed at several potential user groups or the general public as a whole. In general these projects focused on awareness-raising initiatives, community action and involvement, and tackling wider social exclusion issues. Several projects demonstrated the way in which site providers, managers and local community workers could act as catalysts for heightened and more sustainable community participation in countryside and greenspace activities. Many were the result of attempts to tackle a range of social exclusion issues in a particular locale,

including education, employment and training, lack of community leadership and direction, and the promotion of healthier lifestyles. Whilst the main objective of all these schemes was for people to become more 'included' in their communities and experience the benefits of an active lifestyle and an appreciation of the natural environment, most managers and site providers acknowledged that there are no easy solutions in the bid for increased community participation. The projects varied significantly in terms of their aims, management structure, scale, and ways of working.

Bridging the Gap, North East Community Forest
Bridging the Gap is cited here as an example of good practice because it not only aims to include all sectors of the community, but also because the project provides critical guidance to bodies involved in countryside management. It creates opportunities for representative community groups to undertake a range of countryside activities and aims to create a framework for sustainable countryside activity with minimum input from 'outside bodies'. For some young people, the trip arranged for them as part of the project was their first to the countryside and most participants were keen to repeat the experience without their parents. For mothers, the visits represented 'free entertainment', although some women felt restricted by strong inhibitions and social or cultural conditions. Few ethnic minority participants had visited the countryside previously, despite having been born locally, and many of the adults expressed concern regarding visiting the countryside alone without a guide.

3.3 Effective outreach methods

The review uncovered a diverse range of outreach methods used to increase participation in countryside and greenspaces by under-represented groups. Indicators of good practice amongst project and initiatives were identified according to several different criteria. The best examples of good practice appeared to be: projects which used innovative and interesting techniques to engage target groups; methods such as partnership-building which encouraged project sustainability; approaches which could be incorporated into a wider discourse of inclusion; and activities which attracted positive evaluation. The most popular ways of encouraging under-represented groups to visit the countryside and participate in countryside activities were integrated arts activities (including video-making), environmental participation projects, escorted visits and walks, the creation of easy access routes, transport initiatives and initiatives to facilitate education (including drama). Other methods included the development of interpretative literature, the provision of leisure breaks and residentials, the creation of sustainable greenspace, the use of consultation committees and workshops, the provision of maps, way-marking and on-site interpretation, interactive web sites, special events, newsletters, cycling, and cruising initiatives.

3.3.1 Arts based activities

Arts-based activities were the most popular form of outreach in the review. The most successful activities appear to be events which combine 'on the day' activities with longer term education initiatives. For example, one-off or programmed events associated with community festivals, displays and drama performances by local schools, visual and performance artists (e.g. storytellers, drama workers) based

around woodland, and countryside and environmental themes may be linked with educational schemes which raise awareness of local areas, celebrate nature, stimulate discussion and foster an enhanced awareness of countryside issues. These types of outreach are highly successful and generally well supported 'on the day'; however, preparation for the events is widely perceived to be very time consuming and resource intensive.

Go Wild, Chester-le-Street
'Go Wild' is a weekly arts-based scheme for adults with learning disabilities. It is a useful example of good practice because it aims to increase participants' confidence to go out and enjoy the countryside. The project employs an artist to work with groups on a number of different activities such as photography, drama and nature walks and a public drama performance in which the participants themselves describe their experiences of the countryside. Evaluation undertaken during and after the programme showed that the scheme was highly successful — several participants have become regular users of local greenspaces on their own.

3.3.2 Environmental participation

Projects which used environmental participation to reach out to under-represented groups generally took the form of conservation projects where communities worked alongside rangers to improve access, plant trees and create more culturally relevant greenspaces. These initiatives were often aimed at the general public and local communities in a bid to raise interest in the sustainability local areas.

Tree Planting in Bestwood Country Park, Nottingham
The tree planting days organised by the rangers in Bestwood Country Park can be singled out as an example of good practice not just because of their work with the wider community, but also because of their effective targeting of key sections of the community who would not normally participate in such activities. Targeted at minority ethnic groups from the local community, and in particular Sikh groups, this scheme involved groups planting trees in celebration of National Tree Week. The objective of the event was not only to help grow Britain's woods and forests, but also to highlight their importance and connection to communities whilst combining conservation and art through sculpture and tree planting. The event was thought to be worthwhile by all involved and the younger members of the minority ethnic groups involved became aware of doing activities for environmental issues.

3.3.3 Escorted visits and walks

Escorted visits and walks appear to be the most effective way of introducing under-represented groups to the countryside and greenspaces in a non-threatening and mutually supportive atmosphere. To date this approach seems to be most successful amongst projects which aim to target minority ethnic groups and women, and those which aim the increase overall health and well-being amongst the general population.

Sonning Common Health Walk Scheme, Reading
The Sonning Common Health Walk scheme aims to improve general health and well-being by encouraging people to walk in their local countryside. The walks are graded into three levels according to speed and the presence or absence of physical obstacles; the accompanying Health Walk Guides provide local history details, a three-dimensional illustrative map and drawings in order to raise awareness of the local environment and to engender a sense of pride and ownership. The scheme has been successful in encouraging people to walk and in keeping participants walking. It has attracted four times as many women as men. This is a useful example of a project which removes barriers to women's use of the countryside, addressing their under-representation as countryside visitors.

3.3.4 Interpretative literature and other information

The term 'interpretative literature' covers a multitude of different interpretative techniques. It includes, for example, information which allows potential users to make informed decisions about a particular site of interest before setting out; maps, boards and guides which make sites more accessible when there; literature which is interesting and culturally relevant to under-represented groups; and the presentation of literature in a number of different formats. It was common for projects to make use of a number of these variations at any one time, although this outreach method appears to have been most popular with those targeting people with disabilities.

Increasing access to the wider countryside, Kent
This initiative is singled out as an example of good practice because it recognised that a lack of reliable information was just as much a barrier to participation as were physical constraints. The initiative aimed to increase disabled people's access to the countryside and their involvement in existing outdoor and adventurous activities by countering the barriers which traditionally exclude them and implementing national and locally determined access-for-all-related policy, targets and programmes. The scheme was particularly successful in the publication of a series of eight free guides (printed, audio and Braille) to easy-access routes across the county, the construction of information boards interpreting the routes, and some physical improvements to the routes (such as installing rest benches). The scheme is also promoted through a website portal on the Kent County Council Recreation and Access Team site.

3.3.5 Integrated transport

The best integrated transport schemes aim to serve the needs of both tourists and local people, and are designed to link in with other transport networks. Successful projects have included the amalgamation of several bus services into one; the monitoring of users and non-users; and the use of tour guides, specialist driver training, friendliness and local knowledge. Integrated transport can help and encourage local residents and visitors, of all abilities, to access the countryside through walking, cycling, horse-riding, bus and train travel. The Countryside Agency's Rural Transport Partnership scheme supports community-based transport initiatives, enhancing rural peoples' long-term access to jobs, services and social activities, and visitor's access to the countryside.

Moorsbus Network, North York Moors National Park

The Moorsbus Network is a particularly effective example of good practice, not least because it has been well-evaluated. The primary purpose of the scheme was 'social inclusion' through increasing access to the open spaces of the North York Moors National Park for those without access to private transport from the urban areas of Teeside and York. In 2000, user surveys were undertaken to determine levels of satisfaction with services and facilities, patterns of activities undertaken, information sources used, newspapers and home postcodes. The analysis showed some consistency between car park users and Moorsbus passengers, yet there were some significant differences. These differences suggest that the Moorsbus Network is going some way towards achieving its goals, in particular that of encouraging a wider social spread of visitors to National Parks than the 'traditional' National Park visitor. The research showed that skilled manual workers, poorer retired couples, young single parents and students (groups usually poorly represented in surveys at car parks) are all more likely to access the Park as a result of Moorsbus Network. Those considered to be more affluent were more likely to access the National Park by private car. This research further implied that Moorsbus users were drawn from a wider range of social class than car users and that almost half of Moorsbus users were over the age of 60, with many being the active retired. This is a rare example of a project where 2000 and earlier baseline data provide opportunities for a longitudinal study to evaluate the benefits of the project.

3.3.6 Residential outdoor activity centres

Residential outdoor activity centres were most popular amongst projects which targetted young people and people with disabilities. In general, the centres give socially disadvantaged groups the opportunity to discover the countryside, get away from normal surroundings and enjoy creative activities in a relaxed, pleasant, and access-controlled environment (an environment where activity organisers contribute a supervisory presence to aid participation and prevent social disruption, without intervening unless needed). Most projects highlighted funding as a particular problem.

Calvert Trust

The Calvert Trust can be used as an example of good practice simply in terms of its longevity and the assumption (if basic) that if something works well it will continue to adapt through time. The Trust provides outdoor activity courses and holidays to people with disabilities, their families and friends. The Trust is one of the first organisations in the United Kingdom to consider access to the countryside and challenging activities specifically for disabled people; available activities include sailing and windsurfing, caving, horse-riding, trapeze lessons and archery.

3.3.7 Information and communication technology

Information and communication technology is included in the review as the newest form of outreach method to be developed by projects seeking to reach a wider population of potential users. Following the example of Lancashire County Council, it seems that web-based access may be a particularly effective approach for regional and local government institutions seeking to raise awareness and promote social inclusion.

Greensites Web Directory, South Yorkshire Forest
The recently developed Greensites Web Directory will be an innovative and interactive 'one-stop-shop' website-portal for environmental information in the South Yorkshire region. It is highlighted here mainly because of the broadness of its scope in terms of target populations. From ongoing evaluation it is clear that there is a good deal of support for the directory and benefits are thought to include: (i) an easily accessible place where people can get access to information about many sites, attractions and trails throughout South Yorkshire; (ii) access to digitised copies of images and existing materials that are currently available or are out of print; (iii) linking information about organisations active in the environment and events taking place throughout the area; (iv) links to existing materials and websites currently available; (v) a route through which potential visitors can get information about sites and connecting links to tourism businesses, providing benefits to the South Yorkshire visitor economy, and; (vi) a single point contact for environmentally related educational and learning materials.

3.3.8 Effective and sustained consultation
Consultation with target groups as a method of outreach appears to have been used all too infrequently until recently. However, more and more projects are beginning to value and encourage the input of representatives from target populations. This particularly effective method was widely used in conjunction with other outreach methods among projects seeking to work with young people, people with disabilities and ethnic minority groups.

Access For All, Milton Keynes
The Milton Keynes Parks Trust 'Access For All' initiative focused on 'net-working' and the extent to which the disabled community could provide the answers to questions asked by leisure providers concerned with inclusive access. The findings of the study showed that often it is not the absence or presence of physical obstacles that inhibited disabled people's enjoyment of the countryside and greenspace. Rather, it is a lack of available information which accurately portrays both the opportunities and the potential problems that might be presented to them if they were to visit. Following the success of the net-working pilot, the Milton Keynes Transport Access Group has formed a 'countryside sub-committee' to co-ordinate and facilitate the continuing exchange of information.

3.4 Factors in success

3.4.1 Partnership working
It appears that the development of credible partnerships and multiple funding streams will be crucial to the long-term sustainability of contemporary projects. Many of the most recent projects to be developed make use of three or more partnership organisations in a bid to secure more stable and reliable funding which facilitates long-term planning and management. Several ex-project managers cited lack of funding and interest among potential organising bodies as a key factor in their decline. The Car Free Walks Scheme in Cambridgeshire is a prime example of a good scheme which suffered from lack of funding. Others complained of 'pump' priming and then abandonment of projects once they were up and running before they managed to attain stability and sustainability.

Foleshill Canals Alive, Coventry
The 'Foleshill Canals Alive' project was organised by Coventry City Council Development Directorate in partnership with a number of national and local organisations. This wide and effective partnership base has allowed a team of rangers working on the project to get involved with the local community groups to develop an extremely innovative and diverse events and education programme based around the canal, towpath and surrounding area.

3.4.2 Dedication, enthusiasm and awareness of staff, volunteers and user groups

In the absence of paid staff, many of the projects relied on the enthusiasm and dedication of volunteers and user groups. Although a positive contribution, such reliance on volunteers can also have negative side-effects. In some cases this affected project sustainability and frequently prevented projects from getting started at all.

Scottish Disabled Ramblers
A good example of an entirely voluntary and self-sustaining initiative is the Scottish Disabled Ramblers. Routes are pre-audited by members and are graded according to level of difficulty - paths currently tend to be graded for 'wheels'. The ethos of Scottish Disabled Ramblers group is very much based on self-reliance and groups are encouraged to be self-supporting and self-sufficient. Using maps, members are encouraged to plan their own routes and personal outdoor experiences. Each group tailors its activities to the membership, with some preferring to focus on weekend visits to accommodate those who work.

3.4.3 Effective monitoring and evaluation

There was surprisingly little evidence of either on-going or post-project evaluation amongst the projects reviewed. Where evaluation had been undertaken, it was often by word of mouth and therefore fragmentary and ephemeral. In some cases, post-visit user questionnaires had been formulated; however, the information gained had not been transferred into a format which could be effectively analysed. The best examples of evaluation were the result of sustained research and monitoring and could show progress from core baseline data. The lack of effective evaluation affected not only the extent to which project performance could be judged, but also the recording of experience/knowledge and extent to which these were retained. The lack of a central project database covering information on specific projects being carried out across the country was a key problem, preventing any ready collation or comparison of information on projects that had a social exclusion dimension. Proper evaluation will be a crucial factor in planning future research into the under-representation of particular groups in countryside recreation.

Hadrian's Wall Tourism Partnership

The Hadrian's Wall Tourism Partnership displayed the most effective and concentrated plan for evaluation of all the projects reviewed. Monitoring and evaluation will cover both quantitative and qualitative aspects of the initiative and will be revisited annually for updating of the Prioritised Action Plan. There is a Baseline Research study currently underway, covering both the education and the community aspects of the team's work. This will include:

- Interviews with key stakeholders (set out in Audience Development Plan);
- Identifying shared definitions relating to education, learning and community involvement;
- Identifying sources of information on existing community groups;
- Extracting data on community and lifelong learning visits from the education resource base information where it is available;
- Generating wall-wide information about current community usage, as with schools, if data is sufficient;

Interviews will also be conducted with a sample of community groups to gain a picture of current barriers to community access, and perceptions of the Wall's potential as a resource for lifelong learning.

3.4.4 Summary of constraints to success

Although the aim of the review was to identify areas of good practice, a number of projects also highlighted several factors which inhibited success, despite the use of effective outreach methods. These included:

- Tension amongst partnership organisations and differential levels of responsibility.
- Changing staff and lack of information/experience retention.
- Limited facilities, staff resources and expertise (including a lack of coherent strategy).
- A lack of baseline information showing the levels of participation by specific groups before projects are initiated prevents adequate assessment of the benefits and success of individual schemes and can inhibit future funding opportunities.
- Insufficient, and lack of awareness of, funding opportunities.
- The short-term nature of funding (complaints were often made about major funding bodies 'pump priming' and then pulling out), which is often incompatible with what programmes are trying achieve.
- Complex and time-consuming grant applications.
- Limited time-span due to lack of adequate funding, which prevents or inhibits the interest and confidence of potential users.
- Difficulties in obtaining land, complex site access problems, and a lack of community support at critical stages.
- Limited flexibility - with all grant-funded projects there is a danger of aims being set in stone during the application and planning stage and not being amended in response to the findings of more detailed community engagement once up and running.

3.5 Core drivers of social inclusion

It is clear from the review that there are several key drivers fundamental to the development and sustainability of projects and initiatives designed to provide under-

represented and socially excluded people with more opportunities to enjoy and engage with local greenspace and countryside. The effective targeting of under-represented communities and their involvement within the planning, management and all other decision-making is crucial in ensuring that work undertaken is relevant to the needs of users and potential users. Sustained consultation at all levels, coupled with effective and multi-faceted partnerships, helps to ensure project sustainability and longevity and, in itself, can help to engender enthusiasm for, and raise awareness of, local projects and initiatives.

3.6 Summary

Key points from the project review can be summarised as follows:

- There is a wide variety of past and current projects and initiatives working to increase participation of under-represented groups in countryside recreation.
- Despite this, relatively little work has been undertaken regarding the participation of older people and low income groups in countryside recreational activity. People with disabilities are the group which have in the past received, and continue to receive, greatest attention.
- A more long-term approach to management and funding is required to ensure greater sustainability of initiatives.
- Projects to promote social inclusion and participatory techniques often rely on the enthusiasm and awareness of several key (and often over-stretched) staff and/or volunteers. This not only affects the potential for project expansion, but also constrains the extent to which consistent monitoring is undertaken and the retention of information and expertise when a project ends or when individuals leave.
- There has been a lack of independent evaluation of projects to determine their effectiveness against baseline data and over an appropriate time-frame; this makes comparison of the value of different outreach methods extremely difficult and limits the degree to which the lasting success of interventions can be gauged.

(For individual project reviews, see Appendix B (separate document))

4. ANALYSIS OF REVIEWS

This section briefly compares the literature and project review findings and analyses the project reviews to provide a typology of under-represented groups and of outreach methods.

4.1 Incidence of under-represented groups in the literature and project reviews

People with disabilities are currently the main group at which socially inclusive measures for countryside enjoyment are being directed. The Disability Discrimination Act (1995) has no doubt influenced this focus of activity and it is clear that a great deal of research on the participation of disabled groups within everyday life in general has been, and continues to be, undertaken. Despite being the most widely researched group, according to the literature review, it appears that projects targeting minority ethnic groups have only recently started to increase in number. However, the abundance and variety of projects now underway and in preparation for the future should be noted. There is little in the literature regarding the participation of older people and low income groups in countryside recreational activity, despite an evident desire to participate on the part of these groups. The project review, by contrast, uncovered a wide range of projects which tackled methods of social inclusion for low income and disadvantaged communities. Only a few of the projects focus specifically on disadvantaged communities, however, and targeting these groups is much more likely to be undertaken as part of a wide-ranging remit to tackle social exclusion in local areas. The review uncovered relatively few projects aimed specifically at older people and showed that this group is more generally subsumed under projects dealing with access for people with mobility and visual impairments. The literature gave considerable evidence of women's social exclusion from countryside recreation but it is rarely the case that projects focus solely on women as an under-represented group.

4.2 Definitions for under-represented groups

The following categories are based on the most useful and widespread typology for describing under-represented and targeted groups of people in relation to access and enjoyment of the countryside and greenspace. Definitions for each category are often flexible and have varied from one project to another, so the breadth of definition is discussed under each group heading.

4.2.1 People with disabilities

Although many projects use the blanket description 'people with disabilities', it is possible to outline three sub-categories often used for focusing efforts within this target population. These are: (i) people with a visual or other sensory impairment (targeted, for example, at the Braille Trail around Bury Ditches, Shropshire); (ii) wheelchair users and people with limited mobility (targeted, for example, by A Trail for All, Rossendale); and (iii) people with learning difficulties (usually adults). Parents with pushchairs and young children are sometimes included within sub-category (ii) in projects such as Easy-Going Dartmoor and Easy-Going Tours.

4.2.2 People from minority ethnic and black groups

The specific groups targeted by projects claiming to reach out to 'minority ethnic groups' are slightly less well-defined. This terminology is sometimes expanded to include 'black and other minority ethnic groups', where the 'other' usually refers to those of 'Asian' descent (itself a wide-reaching term). Projects which have been more specific about their target populations are Green Connection (Nottingham), in their work with local African Caribbean and Sikh communities, and the Foleshill Canals Alive Project (Coventry), which aimed to include local Gujarati, Punjabi and Bengali groups.

4.2.3 Young people

Projects aimed at 'young people' tend to be highly specific regarding the age of the participants. The majority of projects appear to target either children of 'school-age' or those aged 4 to 18 years (e.g. Sandwell Valley Community Liaison Project), or young people between the ages of 16 and 30 with limited opportunities (e.g. Venture Scotland includes the young unemployed, young offenders, those with drug/alcohol problems and those with mental health problems).

4.2.4 Low income and disadvantaged communities

Disadvantage is the outcome of social processes and disadvantaged people are generally considered to have been deprived of some of the basic necessities or advantages of life. Use of the term 'low income and disadvantaged communities' appears to be very broadly defined in projects and includes communities in areas of social and racial tension, areas with high rates of drug/alcohol abuse, and areas deemed to be socially and economically deprived. Only the Moorsbus Network (North Yorkshire) cites specifically skilled manual workers, poorer retired couples, young single parents and students.

4.2.5 Older people

This is also a wide-ranging term used to encompass people of retirement age and above as well as frail or sedentary people.

4.2.6 Women

The definition for this group is self-explanatory. In practice, there are often particular patterns of social exclusion for women from low-income groups and different minority ethnic groups, so projects may reach out to women via one of the other groups listed above. The majority of single parents are women and the elderly population is increasingly predominated by women as age increases, so projects which target children with their parents/guardians or which target older people are likely to focus on women in practice.

4.2.7 General public

This term is used when projects target the local community or wider population without focusing explicitly on any one group. Such projects may in practice include a mixture of the groups outlined above as well as, for example, people with general health problems.

4.3 Comparison of projects by target group and outreach type

The following figures and tables (see pp. 76-83 at the back of the report) illustrate the broad balance of activity, in terms of focus and methods, under different projects identified in the project review. They help to identify gaps in coverage and opportunities or techniques which may not be fully exploited at present. While the review covered as extensive a sample as possible of the range of outreach work undertaken in Britain to date, it was constrained by time and resources and should not be read as a representative sample in terms of the exact proportions of different types of projects, target groups or methods of outreach. In addition, quantification of outreach methods was sometimes difficult because many projects incorporated more than one method, so there has been an element of judgement required in categorising the projects. Thus, the illustrations below should be taken as indicative of broad patterns in project coverage rather than any more detailed analysis of precise levels of activity.

4.3.1 Types of under-represented groups targeted

Figure 1 shows the proportion of projects reviewed which were targeted at different under-represented groups. It shows that no projects were targeted solely at women and that the main target groups are people with disabilities, young people and minority ethnic groups.

4.3.2 Sources of funding for different projects

Figure 2 is a matrix which shows the major funding bodies identified for the projects reviewed and the under-represented groups at which the projects were targeted. The funding bodies listed are those identified by the project managers/contacts or their publicity material; as a result, it is possible that secondary or indirect sources of funding have been omitted. People with disabilities and young people are the particular groups which appear to have the greatest diversity of funding support.

4.3.3 Methods of outreach to under-represented groups.

Figure 3 shows the broad categories of outreach methods used by projects reviewed. They are as follows:

- information provision, both off- and on-site;
- community consultation and engagement, sometimes leading to special events such as local festivals or escorted visits to the countryside;
- improvements to access through transport, site design and provision of facilities;
- arts and/or educational projects
- sports, including outdoor pursuits and water-based activities
- participation in environmental projects in the countryside.

Community engagement and events, improvements to access, and arts and educational projects are the most popular general forms of outreach.

Figure 4 shows in more detail the popularity of different methods of outreach and Figure 5 shows how different methods are targeted at different under-represented groups. When examined in detail, it is evident that the most favoured approaches are ones that use arts (e.g. sculpture workshops, drama sessions, story telling, etc.) or environmental activities (e.g. conservation projects, tree planting, etc.) to encourage participation by target groups, or approaches focused on ease of physical

access (e.g. wheelchair accessible trails, better information boards, etc.). Easy access projects and promotional literature generally focus on people with disabilities and minority ethnic groups while outdoor activities are focused on young people and people with disabilities. Consultation exercises are comparatively rare and primarily target minority ethnic groups; educational projects, perhaps not surprisingly, target young people. People with disabilities and minority ethnic and black groups are targeted by the greatest variety of outreach methods, while older people and women have the narrowest range of methods targeted specifically at them.

4.3.4 Geographical distribution of projects

Figure 6 shows the geographical distribution of the projects uncovered by the review using the government's English regional structure (8 regions plus London), excluding a recent and ongoing series of project reports on Community Forests, for which full data across Britain will soon be available (see, for example, North East region Community Forest data produced by Penn Associates (2002)). The projects covered illustrate a high level of activity in the North-East, East Midlands and Greater London, with comparatively fewer projects in the North West and the East of England. In the time available it was not possible to gather responses on any projects in Northern Ireland. Figure 7 shows the target groups focused on in different regions of Britain. The East Midlands region has a significant proportion of projects focused on minority ethnic groups, the South-West has a focus on people with disabilities and older people, while the South-East has focused on people with disabilities and younger people.

4.3.5 Time-spans of projects

Figure 8 is a matrix which summarises the range of time spans for projects reviewed and the pattern of this in relation to targeted groups. A significant number of projects last for one year only and the majority last no more than three years. Although Countryside Agency sponsored initiatives targeted towards ethnic minority groups stretch back as far as the mid-1980s, the majority of projects appear to be active for no more than 5 years' duration. Projects aimed at people with disabilities and multiple target groups tend to span the longest time period: a small but significant number of those targeted at disabled people or young people were over 15 years' duration. With the exception of the Moorsbus Network, schemes aimed at increasing the participation of low income groups and disadvantaged communities are predominantly a recent phenomenon and most activity in this area has occurred within the last 5 years

4.3.6 Summary

The subsequent sections of this report, Sections 5-9, draw on the data presented in Sections 2-4 in developing recommendations for the full Diversity Review. Figures 1-9 illustrate graphically some of the gaps, problems and opportunities with regard to current provision for inclusive enjoyment of the countryside, showing where individual outreach methods may have been poorly- or under-exploited and where under-represented groups may warrant more focused attention. Section 7, Recommendations for Action-Based Initiatives, draws on this analysis to suggest effective projects which might parallel the Diversity Review. There are broader issues, however, that have been identified. Section 6, Recommendations for a Programme of Research, sets out the full range of research needed to satisfy the requirements of the Review and it is preceded by Section 5, Recommendations for

an Evaluation Framework, since the lack of such a framework has been highlighted as a major problem for the Diversity Review.

5. RECOMMENDATIONS FOR AN EVALUATION FRAMEWORK

5.1 Introduction to Monitoring and Evaluation

Monitoring and evaluation are vital tasks in public policy making. It is increasingly necessary for those agencies responsible for programme implementation to demonstrate clear and measurable outputs and to be able to point to the origins and consequences of any difficulties that have been encountered during the process of implementation (Moore and Spires, 2000).

The purpose of monitoring and evaluation can be said to involve the following:
- providing a framework in which objectives are set in terms of targets;
- allowing progress towards the achievement of objectives to be monitored;
- give funders assurance that investments is being put to effective use;
- allowing examination of the mechanisms of programme delivery; and
- providing feedback for programme management purposes.

It is important to recognise that monitoring and evaluation are closely linked with policy development at the strategic level and when specific projects or initiatives are being implemented. Programme aims and objectives are influenced by political aims, which in turn will influence the context for monitoring and evaluation. Thus, the evaluation process itself cannot be divorced from a wider political or cultural context.

Monitoring and evaluation are separate but related activities. Monitoring refers to examining how well projects, programmes and policies are meeting their intended outputs. Evaluation refers to looking at the processes and outcomes of projects, programmes and policies and making some judgement as to their comparative effectiveness. Therefore, it takes a wider perspective and, generally, is understood to be best undertaken by referring to a 'baseline' (i.e. pre–project/programme/ policy implementation) situation.

5.2 Evaluation

Evaluation is a key management tool. The starting point is ensuring that objectives are clearly set and that the means of achieving them are identified. Evaluation then needs to check how far these objectives have been achieved and how efficiently and economically (HMSO 1992:3).

Evaluation serves two purposes:
- assessment and recording of the impact of actions; and
- the modification of strategies and polices throughout the lifetime of projects.

It is desirable that the evaluation task is seen to be as objective as possible, not reliant on the views and judgement of those directly involved in policy formulation and implementation.

Recently, there has been renewed emphasis placed on the need to ensure that users groups, like consumers' groups, communities of interest or communities of

place, are consulted and involved in the evaluation process. The increasing involvement of stakeholders and user groups in initiating and developing projects is to be encouraged. The experiences and perceptions of 'end-users' on the effectiveness of project interventions are important and need to be recorded; they can provide vital information for the evaluation of outcomes. However, the involvement of user groups in the evaluation process raises particular issues about sensitivity, inclusiveness, timing, capacity, resources and communication. In this context, forward planning, the early identification of target groups and a commitment to early consultation about the aims, objectives and outcomes of the evaluation process are all beneficial.

When constructing an evaluation framework it is important to create a supported environment in which the evaluation study will be undertaken. This would include ensuring:

- access to information;
- inclusive consultation about aims and objectives;
- evaluation structures are put in place from the out-set;
- there are clear reporting procedures; and
- agreement on access to the results for all stakeholders.

There are two main types of evaluation – process or formative evaluation and outcome or summative evaluation (HMSO, 1992).

(a) Process evaluation aims to assess how policy is put into practice, what happens and how policy is meant to work.

(b) Outcome evaluation aims to identify the final impact of a project/programme – how far did it achieve what it set out to achieve?

5.2.1 Key principles of evaluation

The key principles of evaluation are as follows.

- Build in an evaluation framework from the very outset of the programme; this usually requires the establishment of a baseline level of information against which subsequent evaluation can be measured.
- Be clear as to the purpose, scope and audience for the evaluation and the nature of the output.
- There needs to be a shared perception over terminology.
- Consider the appropriate use of process and outcome evaluation.
- Consider the different types of information and different audiences.
- Secure agreement to evaluation of partners and agencies in receipt of project support.
- Ensure that all undergoing evaluation know what it will entail and the use to which it will be put.
- Ensure evaluators have sufficient powers to access necessary information.
- Build into the evaluation process effective mechanisms for feedback, action and dissemination.
- Evaluation studies should not only set to answer the immediate questions on impact, outputs and outcomes but also highlight the possible issues which need monitoring and possible evaluation in the future.

5.2.2 Criteria for Evaluation of Outcomes

The criteria for effectiveness need to be clearly established in order to carry out an evaluation. These will relate to the overall aims of projects, programmes and policies and certain kinds of information will provide indices appropriate to different aims. For example, the increase in the number of countryside visits by members of an under-represented group, proportional to the total population of that group, against a pre-project baseline, would be an obvious measure of effectiveness. However, the timescale over which the change is monitored needs to be determined, and might vary from 1 year to 20+ years after a project is initiated. Would the number of repeat visits made by individuals be important to measure as against once-only visits? Cost-effectiveness will be important to evaluate; is it possible to find a measure of the cost per person for each new visitor (proportional to the total population) that can be attributed to a project?

Qualitative data will be needed to inform the evaluation, in addition to the quantitative, and will similarly need a baseline of pre-project information (e.g. perceptions of the attractiveness of countryside visits, sampled from the population of under-represented groups) against which to make post-project evaluations. Unless the framework for this data gathering is established at the outset, in advance of project implementation, it is very difficult to make reliable evaluations of the projects. A good framework will permit early identification of evaluation criteria and ensure that monitoring systems gather appropriate information to inform evaluation.

5.3 Monitoring

In principle, evaluation is quite separate from monitoring but in practice they are related and, as has been suggested, data gathered by monitoring can assist in the evaluation process. Evaluation studies can identify what is seen to be important in terms of monitoring. The difference between monitoring and evaluation depends on consideration of data availability and the information it contains. Monitoring is concerned with the systematic and regular collection and checking of: data on the extent to which specific operational and managerial targets have been met; the costs associated with these operations; and the provision of an early warning of adverse trends.

Three roles are associated with the monitoring of programmes and projects:

- Monitoring of the conduct of the programme – including issues of eligibility, compliance, programme coverage and the identification of recipients of expenditure grants or other forms of support.
- Monitoring progress in achieving intermediate objectives relating to programme or project co-ordination, the mainstreaming of public expenditure to support the programme, the leverage exerted and matters concerning the programme or project.
- Monitoring indicators that relate to key objectives.

5.4 Summary

Analysis of the literature and project reviews pointed to the urgent need for an evaluation framework for projects and initiatives to be developed. An appropriate framework should include:

1. baseline data against which evaluation data can be measured
2. the identification of key criteria for evaluating the success of projects
3. evaluation of both processes and outcomes
4. tracking methods for monitoring conduct and progress of projects against objectives
6. qualitative and quantitative methods for measuring effectiveness of outcomes.
7. identification of the extent of support that is necessary to facilitate evaluation
8. effective means of obtaining and recording user views
9. appropriate means of measuring and assessing the extent and nature of user involvement

5.5 References

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6. RECOMMENDATIONS FOR A PROGRAMME OF RESEARCH

6.1 Introduction

The research brief for the 'Options for Implementation' set out three objectives for the full diversity review:

a) to research people who are under-represented and/or socially excluded, where this is relevant;
b) to research providers of services for these groups in England; and,
c) to analyse the extent to which 'visiting' the countryside and outdoors can address social exclusion.

Both quantitative and qualitative methodologies are to be considered for the full Diversity Review, which is to be delivered by the end of 2005. In the sections that follow, each of the objectives is examined in the light of existing research and data availability, and a commentary is made on possible methodologies and their cost implications. Recommendations for a programme of research to contribute to the Countryside Agency's and DEFRA's "plan of action" are provided at the end.

An alternate framework to the breakdown suggested above (and detailed below) is provided by the commissioners in a paper dated October, 2002. This notes that: "we need to know about the interplay between three types of diversity if we are to make equality of opportunity of access to the countryside a reality: diversity amongst people; diversity of need or demand of activity; diversity of place or provider." Following this, it is suggested that a matrix of possible interactions between place or provider, need/demand and people and their attributes can be defined.

A case study approach is likely to be the most effective and practicable way of implementing this perspective. This would involve the selection of 10-12 areas that are geographically diverse. Some areas in which good practice has been identified may also be included. Within each geographical area, the research programme would seek to:

i) Elicit the attitudes, needs and preferences of groups which have been identified as under-represented
ii) Identify the nature, range and volume of activity undertaken by a range of service providers, their usage and the measures taken by service providers to increase access to the countryside
iii) Assess the extent to which there is a 'fit' between (i) and (ii) and where there are gaps and mismatches between what is needed and what is provided

Tasks under (i) might be undertaken by organising focus group discussions with diverse groups and representatives of these groups. Tasks under (ii) might be undertaken by organising one-to-one interviews with a range of providers and collating existing data held by these agencies relating to countryside usage by diverse groups. This would enable an assessment of the extent to which the nature, range and volume of activity provided matches the needs and preferences of diverse

groups (tasks under (iii)) within each case study area selected. Such an approach would allow the identification of common trends and enable some generalisations to be made across the areas selected. It would also enable the identification of issues which are particular to one or more geographical areas, as well as examples of good practice. This would provide the basis for recommendations on increasing access to the countryside for diverse groups.

6.2 Specifying the research questions

6.2.1 Researching the under-represented and socially excluded (Objective (a))

Previous research (e.g, Canter 1977, Ward Thompson *et al*, 2002) shows that the three areas that need to be explored in order to understand people's engagement with place are: physical qualities of place; people's activities and behaviours; and people's beliefs and perceptions. Without exploring all three, a holistic understanding will not be obtained. Individuals and groups have personal attributes which may have a strong bearing on their activities and behaviours, e.g. if they are very young or if they have a physical disability, and on their response to the physical environment; equally, personal attributes will influence beliefs and attitudes. The review needs to explore whether there are systematic differences between attributes associated with members of under-represented groups and the population at large. Under-representation is then a matter of investigating numerical prevalences against norms. Researching the socially excluded, however, implies that the review should also look more closely at beliefs and perceptions and issues around the distribution of power (Hague *et al*, 2000) that are likely to have clear links with ethnicity (Madge, 1997). Following Cloke and Little (1997), we should also be sensitive to cultural dimensions.

The questions to be posed can be systematically presented in a series of matrices, as follows.

6.2.1.1 To what extent is behaviour (the frequency of 'visiting', or not visiting, the countryside) explained by personal attributes and the ability to pay (for travel etc.)?

	Behaviour (visit frequency, but likely to be broken down also by purpose/activity)			
Attribute	Frequent	Infrequent	None	General population
Age				
Gender				
Class				
Ethnicity				
'Disability'				
Ability to pay				

6.2.1.2 How is behaviour related to people's perceptions of and attitudes toward visiting? (Note that there is no identifiable one-way linkage between perception and action; rather, links are likely to be two-way over time.)

	Behaviour (visit frequency, but likely to be broken down also by purpose/activity)			
Attitude (perceptions and beliefs)*	Frequent	Infrequent	None	General population
To be classified on the basis of data collected.				

Note: The generalisation made here is that attitudes are a composite of perceptions and beliefs. Thus, beliefs can help determine attitudes and attitudes may underlie perceptions.

6.2.1.3 To what extent is attitude a function of attribute?

	Attitude			
Attribute	To be classified on the basis of data collected.			
Age				
Gender				
Class				
Ethnicity				
'Disability'				
Ability to pay				

Data that asking these questions would yield are, of course, bound to their time of measurement. Whilst the original brief suggests that a one point-in-time ('snapshot') measure is sufficient, it may well be more helpful to look at change over time and establish a continuous monitoring tool, given the virtual absence of systematic monitoring and evaluation of social inclusion and access projects to date. The setting in place of a monitoring and evaluation framework should take into account the desirability of collecting such data

6.2.2 Researching Service Providers (Objective (b))

The key issues that need to be probed with service providers are to do with the range and volume of services, their usage by different groups and the effectiveness of their delivery. A key objective will be to determine if there are institutional barriers to enhancing equality of access. Service providers will have to encompass service specifiers (in other words policy makers) – central and local government and non-departmental public body (NDPB) - funders and public, private and voluntary sector 'on the ground deliverers'. Some of the research questions will need to be informed by data from 6.2.1 above, notably on the awareness of different services and perceptions of their delivery.

(i) Are the roles and number of different agents appropriate?
(ii) How might specification be improved?
(iii) How can funding be made more effective?
(iv) How can policies be developed which better facilitate access?
(v) How can the effectiveness and efficiency of service delivery be improved?

As with 6.2.1 above, it is important that change over time is monitored, particularly in respect of questions (iii) and (iv). In respect of both objectives (a) and (b), it is possible that the commissioners will be able to share experiences with the other organisations such as the British Waterways Board, which has sought to look at effectiveness of waterways recreation in promoting inclusion objectives (Inland Waterways Amenity Advisory Council, 2001). It is understood that organisations such as Sport England, the British Waterways Board, English Heritage and the National Trust, that is organisations cognate to the Countryside Agency, are to be involved in framing and advising the full Diversity Review. These organisations' evaluations of effectiveness (or frameworks for evaluation) with regard to diversity should be reviewed by the Commissioners to deliver compatibility in approach (see Section 8 for initial opportunities identified for this).

6.2.3 Analysing the role of 'visits' in countering social exclusion (Objective (c))

Satisfying this objective ideally requires analysis of data over a long time-span. Indeed, it is arguable that the most appropriate perspective is to look at the role of visits, and leisure and recreation more broadly, in an individual's life-trajectory. Such a perspective would demand the linking of data generated through objective (a) with data from the National Child Development Study. At the less demanding end of the spectrum, it is possible to look to the short- or medium-term benefits of 'visits'. The rationale for the questions set out here is to make explicit the range of benefits and costs associated with 'visits' to the countryside.

6.2.3.1 To what extent do visits to the countryside yield 'inclusion benefits' such as to:

(i) Improve actual and perceived health status?
(ii) Improve individuals' perceptions of life quality?
(iii) Engender learning opportunities?
(iv) Increase individuals' awareness of employment opportunities?
(v) Reduce individuals' perceptions of loneliness, isolation or exclusion?

6.2.3.2 How do the benefits vary according to age, gender, ethnicity, social class and 'disability'?

6.2.3.3 How do the benefits compare to the costs, monetary and opportunity, of 'visits'? Do costs vary according to age, gender, ethnicity, social class and 'disability'?

6.3 Research Methodologies

Appendix C contains a commentary on general methodological approaches, qualitative and quantitative, relevant to researching the questions outlined above. Given the range and depth of questions set, particularly in respect of objective (a) (and logically therefore of objective (c)), it is apparent that a simple, standardised questionnaire approach is unlikely to suffice *per se*. The particular issues that lead to this conclusion are:

- Questionnaires are effective tools for 'factual' or simple attitudinal questions. They do not work well in probing the details of attitudes and beliefs.

- Generating a sufficient number of cases for statistical analysis of each particular 'cell' of data of interest is likely to be very expensive (see below).

Where a simple questionnaire approach may be particularly useful, however, is in respect of objective (b). Here, the development of a postal questionnaire to countryside 'service providers', can be effective in gathering baseline data.

It is equally unlikely that simply adopting a focus group approach will satisfy all of the objectives of the full diversity review. This is principally, again, in respect to objectives (a) and (c), because they are ill-suited to profiling; focus group data can not be considered representative of any particular population nor of 'the country as a whole'. Where focus group data, and indeed qualitative approaches involving ethnographic data collection, are particularly useful is in enquiring in depth into perceptions, (cultural) attitudes, beliefs and behaviour. Thus, focus groups may be useful in relation to particular categories of 'non-visitor' to understand their valuations of the benefits of countryside 'recreation'.

Other qualitative and action research methods, such as accompanied visits (Burgess, 1995), may be necessary to explore particular issues that cannot be fully examined with groups of people who never normally visit the countryside; there may be multiple barriers to enjoying the countryside, some of which will only become evident once an individual is in a countryside situation. Such techniques also allow a method of determining short-term changes in attitudes (but not necessarily long-term changes in behaviour patterns) resulting from first-time countryside visits. The length of the full Diversity Review may allow for some longer-term monitoring to be put in place over 2-3 years, so long as the project is effectively established early on.

This Options for Implementation scoping study will already have carried out a thorough literature and project survey up to October 2002. There should be no need to revisit the raw material as part of the full Diversity Review but its contractors will have to look critically at this report, update it and draw on it in their final report (s).

The full Diversity Review should also make as much use as possible of already commissioned research and extant datasets. Most obviously, the GB Day Visits Survey falls into this category. Other data sets that should be considered include Breadline Britain and the Social Attitudes Survey, and full reference should be made to ODPM's neighbourhood monitoring data. Objective (c) would, as mentioned previously, benefit from consideration of National Child Development Survey data. These datasets will provide a rich information source on social exclusion and how this varies across the UK and over time. What they will not do is look in any detailed way at leisure and recreational activity and how that contributes to relieving exclusion.

It is understood that the Agency is shortly to commission a survey of attitudes to visiting the countryside. Ideally, this survey will gather personal data that assists identification of categories of socially excluded people and relates this to local geographical information, such as postcode, on where they live. It is important that the full review makes use of these data.

Making use of experience gained from past projects to increase social inclusion and enhance access to the countryside will be more difficult as there has been relatively little in the way of systematic evaluation of these projects from their outset. Nonetheless, there may be some opportunities to undertake evaluations of past projects and to engage in action research with current or future projects where partners from service providers and excluded groups are involved. Such opportunities are likely to emerge through dialogue with members of the Review Advisory Group or Forum

A relatively low-cost approach to tackling objectives (a) and (c), in particular, would be to undertake 'composite indexing'. One problem working with large national data sets, like the Family Resources Survey or the British Household Panel Survey, is the lack of reliable and precise information on the scale, nature and outcomes of social exclusion at the local level. At the sub-regional level, there is only one secondary data set that provides comprehensive and comparable indicators of social exclusion. Due to the multifaceted and multidimensional nature of exclusion, individuals and households who suffer from, or are at most risk of, exclusion will vary between and within localities. Work by Chapman and Ford (2003), in the context of identifying, at sub regional level, those at risk from financial exclusion, adopted a composite index approach building upon earlier analysis undertaken by Goodwin et al (2001) from the Poverty and Social Exclusion Survey.

A composite index can be calculated to allow more accurate comparability between regions and, by weighting different indicators, be sensitive to regional and local dynamics of exclusion. In the context of the diversity review and in the absence of reliable secondary data, a composite index could be constructed, identifying socially excluded groups and households, to benchmark regional /local characteristics with information and survey data gathered at a national level on user participation and interaction with the countryside. Composite indexing effectively provides a broad but shallow surrogate for a much more extensive survey which would otherwise be necessary to gather representative data at sub-regional level. It can help to inform the selection of areas for more detailed case-study work.

6.4 Typology of Research Methodologies

With the above comments in mind, we can develop a typology of different approaches against the objectives set.

	Objective		
Method	**(a) Under-representation and social exclusion**	**(b) Service providers**	**(c) Countering social exclusion**
Use Secondary Quantitative data	To provide reliable national 'factual' position. Data gaps need further investigation.	No suitable source.	Demands further specification of analytic approach.
Use Extant Qualitative data.	Suitable. Data gaps need further investigation.	No suitable source	Demands further specification of analytic approach.
Use extant project evaluations	Project Review shows that these are too few.		
Commission post-hoc project evaluations to standard methodology.	Useful	Useful	Useful.
Ensure new projects have monitoring frameworks and relevant data collected.	Essential	Essential	Essential
Use individual face-to-face interviews (quantitative and qualitative data).	Suitable	Suitable.	Unlikely to be suitable.
Use individual postal interviews.	Unsuitable.	See above – useful.	Unlikely to be suitable.
Use selective group discussions.	Suitable.	Suitable.	Unlikely to be suitable.
Qualitative research using facilitators, interview and observational as well as action research techniques	Unlikely to be suitable	Unlikely to be suitable	Possibly suitable (but has limitations)

Appendix C shows outline cost estimates for different, specific methodologies to meet each of research objectives (a), (b) and (c). In addition to the conventional approaches in the table above, costed options for the alternative framework of a

case study approach (see Section 6.1) and for the comparatively novel approach of 'composite indexing' are also included.

6.5 Recommendations

It is clear that a number of alternative specifications for the Diversity Review methodology can be developed. The choice of specifications to be developed by the Countryside Agency and its partners and will be informed, in part, by the way in which the White Paper commitment is interpreted. Two points of view can be counterposed to make *in extremis* specifications, or to define the relative priority of different methods:
i) that a significant amount of basic research is needed to gather accurate statistical and qualitative data, or
ii) that there is already a wealth of data being provided through the Day Visits Survey etc. and that much is known about attitudes from previous research.

The issues are summarised in the table below

Objective	Item	Commentary	Priority
(a)	Use of Secondary Data	Desirable from a value for money perspective to ensure that best use is made of extant data	High
(a) and (b)	Commission Post-hoc Evaluations	Desirable and framework should be common to new project monitoring. Likely to be more difficult for older projects.	High
(a) and (b)	Monitoring of New Projects	Essential to ensure demonstration of project/programme efficiency and effectiveness.	High
(a)	Use of Focus Groups	Desirable but expensive.	Low
(a)	Use of Focus Groups and Accompanied Visits	Desirable but very expensive.	Low
(a)	Individual Questionnaire Survey	Unlikely to be sustainable given commitments to Day Visits and Attitudes Surveys.	Low
(b)	Postal Questionnaire and Telephone Follow-up	Important data source.	High
(b)	Face to Face Interviews	Important data source, but should not be commissioned as well as Group Discussions (below)	Medium
(b)	Group Discussions	Important data source, but should not be commissioned as well as Face to Face Interviews (above)	Medium
(c)	Analysis of data already gathered	Essential, methodologically demanding.	High
(a), (b) and (c)	Case Study Approach	Useful, value-for-money alternative to Focus Groups and Accompanied Visits.	High
(a) and (c)	Composite Indexing	In combination with Case Study Approach, a useful value-for-money approach	High

The high priority items can be sequenced to ensure that lessons from early research can be used to inform later elements. The final recommendations are shown in the following table.

Priority Research Programme Recommendations

	Research Focus	Type of Methodology	Timing
1	(a)	Secondary Analysis of existing GB quantitative datasets, including the Great Britain Day Visitor Survey (GBDVS), Social Attitudes Survey, the ODPM Neighbourhood Monitoring data, Breadline Britain.	Early start, short project
2	(a) and (b)	Commission Post-hoc Evaluations of 10 completed projects under a common Evaluation Framework	Early start, short/ medium length project
3	(a) and (b)	Analysis of Monitoring data from New Projects commissioned by the Countryside Agency, under a new Monitoring Framework, to assess the extent to which they meet diversity objectives	Early start, continuous
4	(b)	Focus Groups, Postal Questionnaire and Telephone Follow-up with policy-makers, funders and public, private and voluntary sector 'on the ground deliverers'.	Starts after 2 concludes and some data gathered from 3; short/ medium length project
5	(c)	Analysis of data already gathered, including those in no. 1 (above) and the National Child Development Survey.	Late start
6	(a), (b) and (c)	Case Studies in 10-12 areas on a regional basis, exploring the fit between (a) and (b) and where there are gaps and mismatches between what is needed and what is provided	Starts when initial elements of 7 complete.
7	(a) and (c)	'Composite Indexing', developed at a sub-regional level. Using large national and regional data sets, but weighted to be sensitive to sub-regional and local dynamics of exclusion. Involves identifying socially excluded groups and households, to benchmark regional /local characteristics with information and survey data gathered on user participation and interaction with the countryside	Starts after 1; short/ medium length project

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7. RECOMMENDATIONS FOR ACTION-BASED INITIATIVES

This Section makes recommendations for future action-based research and supporting activities to inform policies and measures to increase access to the countryside by under-represented groups. The recommendations are informed by the main themes arising from the project and literature review. The pattern and typology of outreach activity and approaches for working with under-represented groups identified in Section 4 is used as a basis for recommending future action-based research.

7.1 Strong user involvement

One of the key characteristics of good action research is that it seeks to involve the target groups of people with which it is concerned at key stages in the research process, including the design of the project, the conduct of the research, analysis of the findings and dissemination of findings. This is particularly important in research which addresses issues relating to social exclusion, to ensure that research processes do not unwittingly contribute to further disadvantage for certain groups of people. User ownership and involvement may take the form of:

- Involvement in deciding the focus of research projects
- Participation as part of an advisory group
- Initial consultation to inform the development of questionnaires and topic guides
- Participation in fieldwork
- Providing feedback on the validity of recommendations

It is recommended that, in keeping with recognised good practice, future action research should incorporate a strong component of user involvement/ownership in its processes.

7.2 An overall strategy for project sustainability

The problems of “projectism” (where short-term pots of money for isolated, self-contained activities, rather than strategic action, are seen as the focus) and the sustainability of projects have emerged as key issues in both the literature and project review. A large number of project managers or people responsible for maintaining project records warned against the dangers of 'pump priming' only and expressed concerns over short-term funding for projects. It is crucial that proposed action research for the future does not continue in this vein and looks into alternative and more sustainable ways of funding projects. Future action research, particularly where demonstration projects are concerned, should be planned as part of a wider strategy which pays due regard to the medium- to long-term sustainability of such projects.

In this regard, it is useful to consider the primary sources of funding for projects and initiatives to encourage under-represented groups to enjoy the countryside. Figure 2 demonstrates that the primary sources of funding for such projects are county or borough councils, the Countryside Agency, and the Community Lottery or Heritage Lottery Fund. A substantial number of projects were funded by private companies, large-scale partnerships, and fund raising, as demonstrated by the column entitled 'other' sources. The potential for conducting action research in conjunction with

major funding bodies such as local councils and pre-established initiatives should be considered. An area-based partnership approach might enable access to a wider range of support opportunities.

7.3 The need to evaluate the effectiveness of individual projects

Those projects which are likely to be appropriate for action research for demonstration purposes are those which have proven effective in the past in increasing access to and enjoyment of the countryside. Unfortunately, assessing the effectiveness of past or ongoing projects is limited by the lack of evaluation undertaken to date, severely restricting the extent to which demonstration projects can be recommended. Accordingly, future research should include, as a matter of priority, the development of a framework for evaluating projects and outreach methods as identified in Section 5.

7.4 Project target groups and the general public

Figure 2 demonstrates that projects targeted at the general public, multiple target groups and people with disabilities appear to attract the greatest range of funding sources. It also appears that projects aimed at a wider target audience achieve greater sustainability and have the potential to attract a greater range of under-represented groups than many projects with individual target groups. Some excluded groups, e.g. young Asian women, may face multiple types of barriers and so such projects may be more helpful if they address a range of issues. However, these benefits should also be viewed against the finding that some projects targeted at certain groups have considerable experience in addressing the specific needs and issues facing these groups, which might not be well served by a more generic approach. It is therefore recommended that future research should include a mix of projects which are targeted at the general public as well as one for each key target group.

7.5 Gaps in the current pattern of outreach activity

Examination of the pattern of outreach activity and the project analysis in Section 4 has highlighted:

- The target groups which have been focus of outreach methods to increase access to the countryside
- The outreach methods which have been most commonly employed
- The target groups which are most commonly associated with each outreach method
- The geographical areas in which outreach activity has been carried out
- The timescales in which outreach activity has been conducted

This analysis has helped to identify:

- Under-represented groups which have not been the focus of major outreach activity
- Outreach methods which have not been widely used
- Outreach methods which have not been widely used with certain target groups
- Geographical areas in which relatively little outreach work appears to have been carried out

- The need for changes in the timescales for outreach activity

7.5.1 Under-represented groups

Figure 1 shows the types of user groups targeted by projects aiming to increase countryside participation. Groups such as women, parents with young children, and lesbian and gay individuals may also be under-represented in participation in countryside recreation, although it is also possible that such groups may have been subsumed under the categories already highlighted, for example, some minority ethnic group activities are run exclusively by or for women. As a minimum, we recommend that at least one action research project should be undertaken in relation to the following under-represented groups: older people and people from low income and disadvantaged communities.

7.5.2 Development of under-used outreach methods

Figure 4 shows that arts activities, easy or 'improved' access, and environmental participation are the most popular forms of outreach uncovered by the project review. Although they are considered to be highly useful in targeting and increasing participation by under-represented groups, consultation exercises, educational projects, the creation of sustainable greenspaces, water-based activities and websites are the least used methods of outreach. It is not clear why these methods of outreach are not commonly used.

Support for the potential usefulness of consultation exercises as an effective means of increasing access and participation is found in research conducted with disadvantaged groups in other policy areas, while websites are increasingly used as a means of disseminating information to the general public in a number of areas. We recommend that action research should be undertaken on useful but less commonly used methods of outreach such as consultation, education, websites, sustainable greenspaces and water-based activities.

7.5.3 Outreach methods for particular under-represented groups

Figure 5 shows each outreach method in relation to the number of under-represented groups engaged under the projects reviewed. It is clear that projects aimed at the general public or multiple target groups cover a broad spectrum of activities. Educational projects are generally directed towards young people and school-aged children. Arts activities, environmental participation, escorted visits, improved transport, and sports appear to encourage participation by the widest range of under-represented groups, whilst promotional literature and consultation exercises only seem to be used actively to target people with disabilities and minority ethnic groups.

The current lack of evaluation regarding the efficiency and usefulness of specific outreach methods make it difficult to clearly identify any outreach method of particular benefit for a particular target group. This extends to organisations which have been active in relation to increasing access and participation in the countryside with one or more under-represented groups. It is recommended that the effectiveness of specific outreach methods in relation to particular groups be evaluated. This could provide the basis for production of a good practice guide for increasing access and participation for one or more under-represented groups.

7.5.4 Geographical distribution of projects and user groups

Figures 6 and 7 show the geographical distribution of the projects uncovered by the review. The East of England, Wales and Northern Ireland appear to have the least number of projects in proportion to the rest of the country. The East Midlands has the largest concentration of projects targeted at minority ethnic groups, whilst the South West has the highest distribution of projects for people for disabilities. It is recommended that at least one action research project should be located in an area which has demonstrated a relatively low project distribution.

7.5.5 Longevity of projects

Figure 8 summarises the longevity of projects working with under-represented groups. Despite the large number of short-term schemes, a few projects and initiatives displayed a high degree of longevity. On the basis of this information and the finding that low income groups and disadvantaged communities are less served by outreach methods than other groups, it is recommended that at least one longitudinal action project covering a wide range of target groups, including low income groups and disadvantaged communities, be commissioned.

7.6 Summary of recommendations

The following recommendations are made in relation to action-based initiatives:

- A strong element of user involvement/ownership should be incorporated in the processes of future action research from the beginning
- Action research projects should be located within a wider strategy which considers the long-term sustainability of individual projects through partnership working and, where appropriate, joint funding
- An evaluation framework for individual projects be developed as a matter of priority to provide a firm basis for the identification of projects which can subsequently be used for demonstration purposes
- Future research should include a mix of projects which are aimed at the general public as well as projects which address the specific needs of selected target groups
- All under-represented groups should be addressed in outreach activity, including older people and people from low-income and disadvantaged communities
- The usefulness of less commonly employed methods of outreach which are widely employed in other policy areas, including consultation and web-sites, should be explored
- The effectiveness of particular outreach methods in relation to selected under-represented groups should be evaluated.
- At least one action research project should use an area-based approach and be located in a geographical area which has had relatively low project distribution to date
- At least one action research project should include a significant longitudinal dimension

Several of these individual recommendations can be combined within a single action research project. Accordingly, the following proposals are recommended, in order of priority:

1. The development of an evaluative framework for projects
2. The development of appropriate baseline information, including the use of composite indexing as identified in Section 6
3. A longitudinal action research project which evaluates the usefulness of consultation and websites as outreach methods for the general public in the East of England
4. An action research project which evaluates the effectiveness of a range of outreach methods with the following groups:
   - Older people
   - People from low-income and disadvantaged communities
   - Ethnic minority groups
   - Women

A phased programme of research is recommended, in which the first two projects inform and support the development of the last two projects.

8. OPPORTUNITIES FOR COLLABORATION

The draft results of the Options for Implementation research were presented to a seminar on 26th February 2003, attended by 30 representatives of a range of departments, agencies and NGOs involved in countryside recreation and access or working with under-represented groups. A list of those whose representatives attended the seminar is set out in section 8.1.2 below.

As part of this seminar, breakout discussion sessions were held in small groups, led by the OPENspace team or the Countryside Agency, to explore questions arising from the review scoping study, to comment on the recommendations and to assist in developing the full Diversity Review. The answers to the questions and subsequent discussion, outlined below, point to opportunities for effective collaboration and sharing of research and good practice between those involved.

8.1 Recommendations for a programme of research

8.1.1 Are all appropriate research needs identified?

All discussion groups identified some areas where current research falls short: missing data and missing visitor groups. For example, current data collection via the Day Visits Survey (GBDVS) misses a large amount of ad hoc use of the countryside, especially urban fringe areas. Missing groups include young children, who are not included in the GBDVS and whose needs should be researched more.

Another key area to be researched is that of the motivational aspects behind countryside use: “How do people ‘catch the countryside bug’?” This is a very much under-researched area: how do people ‘catch the bug’ and, if they lose it, why? If it is a “good thing” to catch it, how does this lead to reasons for visiting and taking part in countryside activities and the choice of countryside as a destination compared with other places. Thus, there is a need to understand behavioural forces and their role in the choices people make. For this the research should look at small groups and individuals. More needs to be done on researching why there have been changes in the way some communities use or do not use the countryside and on the perceptions of the health benefits.

This need to look at behavioural forces leads to a requirement to look more deeply and over time at people’s underlying motivation and attitudes to the countryside. This leads naturally to exploration of the forces creating demand and the pattern and dynamics of demand, and thus the question of whether supply meets demand. It also relates to gaps between visitors’ aspirations and what is provided.

There is a case for widening the research beyond the context of the Rural White Paper, to include wider quality of life issues in relation to the countryside as an under-used asset. However, the White Paper is the main focus for Government and is, itself, linked to a wide range of quality of life issues including the accrual of health and social benefits through enjoyment of the countryside. Other issues might be explored in terms of the balance of the provision of opportunities to enjoy the countryside as compared with economic prosperity and benefits to providers.

As well as focussing research on the groups using or not using the countryside, there needs to be a better understanding of the providers. This includes barriers to the development of the right structure of providers, covering members of staff and their needs and concerns as well as those of the voluntary sector and volunteers themselves. There is also the need to develop better ways of connecting with local groups to work with them and stimulate their vision. From this flow issues of motivation and attitudes among providers, creating and nurturing interest and looking after the organisational needs of paid and volunteer staff, including aspects such as training.

A key gap to examine is the education benefits of visiting the countryside in the development of young people, particularly linked to opportunities for outdoor activities and citizenship.

On a more practical level, the requirements of information systems and databases to help to monitor results should be addressed. There needs to be a balance between trying to develop an intensive and monolithic centralised system and a more extensive and distributed system.

8.1.2 What research is planned or underway which addresses similar issues?
The seminar participants were asked briefly to describe what related research they or their organisation are involved in. Some of these could also count as action research, the subject of a later discussion (see section 8.3) and there may be some duplication here. Some may also feature in the review of current projects (see Section 3); nonetheless, they are listed here for completeness.

Site and destination friendliness

- English Nature:
  - health and nature evidence-gathering for England
  - visitor access to Aston Rowant National Nature Reserve (NNR) (local)
  - a planned project on 'designing out fear'
  - the impact of conservation on recreation.

- Disabled Ramblers Association:
  - local access forums working with specialist countryside furniture providers
  - pursuing clarification of the Disability Discrimination Act (DDR, 1995) (also influenced by the Countryside and Rights of Way Act, (CRoW, 2000) including gates, stiles, surfacing quality, infrastructure such as toilets.

- Environment Agency
  - review of all their sites

- Forestry Commission
  - culture change programme

- Heritage Lottery Fund
  - new audiences/missing audiences – barriers to access
  - barriers to heritage
  - "not for the Likes of You" report

- English Tourist Council
  - EnglandNet access pathfinder project

Social Cohesion

- Countryside Agency
  - a review of urban/rural definitions

- Environment Agency
  - access for all: research and development in Kent
  - recreation strategy
  - social inclusion seminar

- National Parks
  - ongoing research on minority ethnic groups' use of National Parks
  - evaluation of outreach in National Parks

- Sport England
  - preparation of regional sports strategies
  - preparation of a strategy for sport in England as a whole

- English Heritage
  - annual 'state of the historic environment' reports
  - mapping social benefits of the historic environment
  - working with the National Trust on co-ordinating social and economic research.

- English Nature
  - 'social value of nature' in the East Midlands (regional)

- Black environment Network (BEN)
  - Work in general

- YHA
  - project called "Valve" (no more specified but UK based)

- DfES
  - Growing Schools initiative

- National Community Forest Partnership
  - a very wide range of outreach and engagement projects to link urban communities to future local countryside
  - HLF bid by Red Rose, Mersey and the Greenwood to do strategic work on connecting under-represented groups to local greenspace

- National Trust
  - inner cities project (especially the north-east)

Also mentioned (agency unspecified) were:

- Family Expenditure survey

- pilot projects into community cohesion capacity (Community Vibrancy)
- local authorities are involved in a number of unspecified projects

Latent demand

- English Nature
  - visitor counts on 6 NNRs
  - programme of market/customer research

- Sport England
  - young people and sport participation survey

- GBDVS
  - 2002 data becoming available

- National Parks
  - all parks visitor survey 2004
  - national telephone opinion poll survey 2004/5
  - survey of non-users of national parks

- DEFRA/Countryside Agency
  - countryside values: review of core public commitments and parallel national workshops on attitudes to countryside and opposing interests

- Forestry Commission
  - national and local databases on visitors to forests

- British Tourist Authority
  - work on overseas visitors

- Countryside Agency
  - demand and capacity for recreation in the National parks
  - values and attitudes to the countryside

8.1.3 Are there opportunities to join forces?

In order to join forces it was suggested that there is a need for a bridging organisation (such as the Countryside Recreation Network or the Countryside Agency). Such an organisation should look at national, regional and local levels of provision for countryside access and enjoyment and there needs to be a more systematic sharing of information between organisations; this will need leadership, money and personnel. There is also the question of what is done with the information once it has been collected.

An example of a bridging organisation is the health visitors' organisation, which represents health visitors who are able to reach all families with children under five. Other examples are the Local Government Authorities (LGA) and tourist boards. The Countryside Recreation Network (CRN) provides another means of integrating projects or joining forces; it is an existing organisation with an established track record and would have the additional benefit of being seen as impartial. Key gaps

that need to be explored further are the opportunities to work with the Department of Health, DFES and the Home Office.

To be effective at joining forces there is a need to speak to countryside services on the ground. There should be opportunities for all the government statisticians to join forces through the Office for National Statistics (ONS), to enable better integration and availability of data. Other good candidates to join forces are the ODPM, Age Concern and the Department of Health. BEN could be more systematic in sharing information.

In terms of joining forces with the Diversity Review, in particular, there is a key opportunity to link some work with the project looking at demand and capacity in national parks, especially to extend similar data collection to non-national park countryside. At a regional level, such as the East Midlands, there could be links with DCMS activities.

The longitudinal research proposals could be linked to similar questions raised in the Forestry Commission (FC)'s Woodland Grant Scheme review, in terms of long-term access benefits to woodlands. There is also the wider FC social science research programme. The GBDVS and the FC day visitor surveys could also be linked and used for composite indexing.

It would be desirable to link nature and health benefit research with medical research funders and councils, although there are historical problems with the health sector releasing money from "front line" medical research.

There are opportunities driven by locational factors, such as projects and networks already in place eg. Community Forests, the Youth Hostels Association (YHA).

It was also suggested that if the subject was viewed more widely as a "community cohesiveness" agenda, then this would create more opportunities for joining forces with ODPM and other Government Departments. There is also the question of how to contact and raise awareness among organisations not represented at the seminar. Some of this could be carried out by gathering and using data so as to influence other agencies/departments/organisations/local authorities etc.

Joining forces is not just about the organisations; it is also about the skills, knowledge, expertise and resources that could be pooled. Conflict resolution could also be improved by joining forces. There would be better opportunities to demonstrate the evidence of existing good practice, to carry out education and to carry out more effective attitudinal research.

8.2 Recommendations for action-based initiatives

8.2.1 Which groups should be the focus for area-based action research?

In discussion on this issue, the point was made that social exclusion often occurs through several factors combining at once (for example, where a young person is also disabled) and there is a need to learn more about why this occurs. This should be addressed through area-based research, focussed on specific groupings and in

liaison with organisations ranging from Age Concern to land-based providers and parish groups.

The research should consider the field of community cohesion and not the rural-urban divide. It was suggested that it is important to look at under-representation and not simply social exclusion *per se,* as they are not the same thing. There also needs to be dialogue with excluded or under-represented people to aid empowerment.

Suggestions for groups or categories of people to concentrate on in action research form a long and comprehensive list:

- young people 0-20 years
- people on low incomes
- black and ethnic minority groups
- single parent families
- young parents
- terminally ill people
- schools
- people with disabilities and older people
- travellers (not gypsies – see below)
- those who are currently not participants
- inner city groups
- asylum seekers
- women
- the whole community

However, a group that has not featured in the review of literature or projects and so far not considered for action research is that of gypsies. These form a big ethnic group not recorded in the census data. They are some of the least welcome in the countryside, a group that people do not want to be near, with poor health and education. They represent one of the oldest ethnic groups in the country with strong connections to the countryside.

8.2.2 Which providers (and enablers) should the Countryside Agency work with in action-based initiatives?

The discussion produced suggestions which form a long and fairly exhaustive list of organisations from all sectors:

- the national governmental departments and agencies (all of them)
- the health sector (primary care trusts)
- private woodland and land owners, and farmers – difficult to engage for many reasons but possibly easiest at local level.
- Community Forests and the National Forest
- service providers – cafes, accommodation, facilities
- Regional Development Agencies (RDAs), Sub Regional Strategic Partnerships (SSPs), Local Strategic Partnerships (LSPs) and Rural Community Councils (RCCs) - both direct (resources/policies) and indirect (e.g. to raise product quality)
- Historic Houses Association
- National Trust
- English Heritage

- bridging organisations such as BEN to be used as enablers
- housing associations
- Youth Hostels Association (YHA)
- schools
- scouts and guides
- National Children's Bureau
- Joseph Rowntree Trust
- Duke of Edinburgh Award Scheme
- Local Government Associations (LGAs)
- Access to Farms consortium
- English Tourist Council
- the media
- education and business partnerships
- transport providers (especially providers of mobility vehicles)
- information providers
- professional countryside management staff
- the rural churches
- Environmental Research network
- Countryside Recreation Network
- Highway authorities – Rights of Way Improvement Plans

8.2.3 What action research projects are you aware of taking place?

This question produced answers for which there may be some overlap with items of research mentioned earlier. The list is fairly broad:

- YHA projects – area based local projects
- LGA community cohesion team, Bradford
- Department for Education and Skills (DfES) - Growing Schools
- Red Rose and Mersey Community Forests (Heritage Lottery Fund?)
- Mosaic follow-ups
- Disability Discrimination Act (enforcement by 2004)
- Black Environment Network (BEN) - access to historic environments
- European Objective 1 and 2 areas (sustainability and inclusiveness) Leader Plus
- partnership between LGA/CA/YHA setting up website to provide information on transport and holiday providers "Breaks for All".

Some priorities for action were also noted:

- the need to be certain as to what outcomes are wanted from this research
- breaking down barriers between town and city
- community cohesion
- childhood experience as it reflects behaviour today
- desirability of adopting "greenspace" as the term to use
- the need to encourage repeat visits.

8.3 Recommendations for an Evaluation Framework

The purpose of one group discussion was to explore the theme of evaluation in the light of the consultants' recommendations.

8.3.1 What gets in the way of effective evaluation?

- Fear turns out to be the main problem:
  - fear of failure, fear of the process, through a lack of skills to do evaluation
  - fear of being judged against outcomes
  - fear of having outside evaluators coming round a project.
- Participants are also intimidated by being interviewed for the purposes of evaluation.
- New projects are often started before existing ones are properly finished, so that evaluation gets ignored.
- Evaluation methodologies are perceived as complicated and unclear.
- There is an unwillingness to disseminate information about failed projects.
- Timescales are usually too short to be able to monitor outcomes in terms of benefits to quality of life

8.3.2 What lessons are there to share to overcome these problems?

It was suggested that it would be possible to borrow some ideas from other approaches such as economic or ecological projects, which have monitoring and evaluation processes in place.

It is important to use specialist, properly trained evaluators and to make evaluation a requirement of a project before it is approved. The process should be tailored to the size of the project.

8.3.3 What evaluation frameworks are people developing?

This discussion identified a few initiatives being developed by agencies and organisations, some borrowing other frameworks to test for themselves:

- British Waterways are looking at using the Groundwork/NEF “Prove it” approach on projects and the method of community/site surveys used by SRB/HLF monitoring systems.
- National Parks are evaluating existing and new outreach projects for their impact, although it was not clear what framework they have been using.
- DCMS regional data frameworks use shared indicators so all projects can be compared.
- English Nature are developing something to help evaluate the impact of spending lottery funding.
- The National Trust have developed something in Newcastle over the last 15 years.
- The “Walking and Health” initiative has a monitoring system in place to test people’s activity levels before and after using the programme.

9. RECOMMENDATIONS FOR SUPPORTING ACTIVITIES

9.1 Introduction to supporting activities for implementing the Diversity Review

The aim of this Section is to set out initial thoughts on how knowledge of the existence of the Review, its objectives, its *modus operandi* and its findings should be disseminated and managed. The recommendations start from the principle that the people who might be thought of as the 'subjects' of the study should have as full a rôle as they wish in framing and directing it. This is a central element in tackling exclusion: failure to do so is likely to perpetuate 'under-representation'.

9.2 Internal Capacity

The first and obvious point to mention is the need for the Countryside Agency to review, by undertaking an internal audit, its capacity to undertake the management role for the Diversity Review. It is understood that such an audit is already under way. Gaps identified in the audit – staffing, training, levels of expertise, information, technical support etc – will need to be addressed in a planned way in order for the Diversity Review to work. Useful references are the Research Project Management manual developed by another NDPB, Scottish Homes (available at http://www.scot-homes.gov.uk/pubs/research_manual.doc) and the Centre for Local Economic Strategies' guidance on good practice in commissioning, research design etc.: http://www.cles.org.uk/hot/hot.asp). The Countryside Agency will require a multifunctional and multidisciplinary range of capabilities. A useful way to fill any skills gaps might be through the use of secondments of people from other parts of Government, the NDPB sector or the private sector.

The Diversity Review will be wide-ranging, and ideally will be undertaken in partnership, involving a range of stakeholders, core-funders and service providers. Such a large project will require:

- strong social research and project management skills,
- the ability to consult partners in a meaningful and constructive way,
- the infrastructure vital to ensure the effective dissemination of information and outputs to a range of sources, including politicians, decision-makers, funders, the media and the wider public.

Without these skills and infrastructure, there are dangers of the ineffective and inefficient use of public moneys.

9.2.1 Recommended Actions

- The Countryside Agency should audit internal resource capabilities, highlight existing experience and skills and identify any gaps or training and information needs.
- The Countryside Agency needs to dedicate time and resources to develop and build on existing capacity in order to create a team with the right balance of skills and knowledge, capable of delivering targets and milestones set in the Diversity Review.

- An alternative approach would be for the Countryside Agency to seek support from Government departments to manage the review, or to commission consultants to manage the review on its behalf.

9.3 The Client Role

The Diversity Review will be funded and managed by the Countryside Agency. Given the scope of the review, it is important that a wider 'body' of key decision-makers and participants are involved. A number of benefits are associated with wider stakeholder involvement; these include gaining common agreement, trust, co-ordination, policy integration and long-term action planning. However, widening the scope for involvement has implications for strategic day-to-day management. It is recognised that benefits from wider client based participation have to be balanced with the costs, in terms of time and resources required to be all-inclusive. Nevertheless, all interested stakeholders should be given full opportunity to help frame and manage the review, so as to maximise its effectiveness and engender wide 'ownership' of the results. To achieve results, the Countryside Agency should review proposed management structures and, where feasible, consult partners on the approaches taken and enact shadow management procedures before the Review is started. In this way, the structures can respond to the needs of the Review instead of being 'bogged down' with procedural matters from the outset.

The Countryside Agency, in collaboration with major partners, should seek to agree the size and remit of the Diversity Review Steering Group to oversee research at a national level. Partners will include key agencies and core funders, as well as key individual 'champions' whose responsibility would be to profile the Diversity Review to a wider audience and to policy makers.

A number of sub groups or limited-life working groups can be established to provide support to the Steering Group. These might include specific tasks – research, planning and management issues or technical data requirements - or comprise of key groups – countryside users or communities of interest. All working groups will require support (time, staffing, resources, training, etc). Decision-making will be more effective and efficient when everyone is well informed of the issues under discussion.

Attempts should be made to ensure that a representative of all the key target groups involved in the Diversity Review are involved, either on the Steering Group or within a sub-group or both.

There will be a wider advisory role for the full range of stakeholders. The establishment of an Advisory Group or long-term planning forum is recommended, whose remit would be to take a broader perspective, to comment on outputs and to make recommendations on future action.

9.3.1 Recommended Actions

- The Countryside Agency should review management structures for the Diversity Review and implement a strategy for effective engagement with clients.
- The Countryside Agency and its partners should review management structures to facilitate maximal input from representatives of Diversity Review target groups.

9.4 Information Needs

A planned approach to form a coherent dissemination strategy will be required and should be an early item for the Steering Group to discuss. Again, there is a need to 'audit' what information sources and delivery mechanisms currently exist within organisations and both could then be used to meet the requirements of the review.

Different levels or types of information about the Diversity Review will be required at different times to inform different groups/organisations/individuals. This activity needs to be planned. The role of one or more review 'champions' on the Steering Group would assist in placing key messages with the national press, including policy makers and the wider public.

9.4.1 Recommended Actions

- The Countryside Agency should audit and review important dissemination mechanisms and assess compatibility to the needs of the review.
- The Countryside Agency should review the potential of a Diversity Review website as a means to disseminate information and best practice.
- The CA should implement an information and dissemination strategy for the review.

9.5 Participation

The success of the Diversity Review will be determined to an extent by the degree of participation and involvement by a range of interest groups and community representative structures.

Over and above the management structures required for the delivery of the Review, attempts should be made to involve relevant interest groups and the wider general public. Encouraging participation builds consensus and trust, aids decision-making and promotes dissemination.

9.5.1 Recommended Actions

- The Countryside Agency should adopt an open and inclusive approach to decision-making and be transparent with all the key findings of the review.
- The Countryside Agency should consider widening participation through 'one-off' specialist events like 'Regional Roadshows' or working with schools or children's groups, in order to promote the attractiveness and benefits of the countryside to disadvantaged groups.

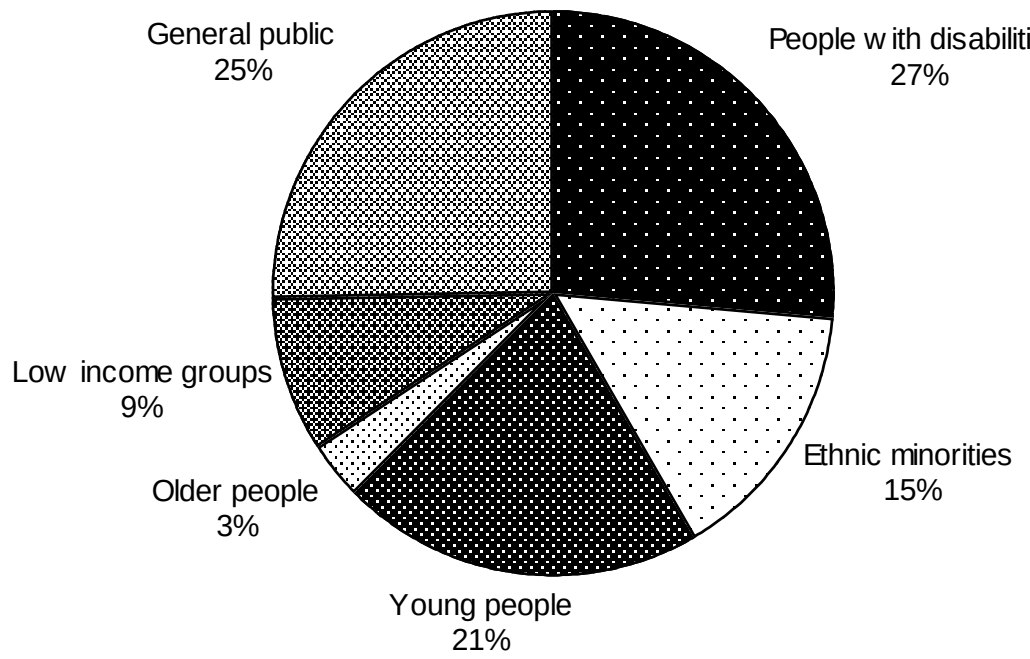
9.5.2 Recommended information programme

- a website which allows web access to research publications and disseminates information about the diversity review, its projects and recent news
- a launch event
- a series of leaflets, newsletters and research publications
- development of a learning network to include partner organisations and groups involved at all levels in the Review

- a major conference or conferences to disseminate research findings and share experience, to inform planners and policy makers, action groups and organisations;
- workshops and training courses, including 'Roadshows' and school events, etc., for researchers and planners, managers, community groups.

Appendix C, section 2, contains cost estimates for supporting activities for the Diversity Review, including administrative support for the responsible officer and a secretariat to manage the Steering Group and advisory group or planning forum. It excludes costings for social research and project management resources which will be required as part of internal capacity to manage the Diversity Review.

Figure 1: Types of under-represented groups targeted



Note 1: The projects which are addressed to more than one user group are listed under the "general public" category.
Note 2: There are no projects solely targeted at women

Figure 2: Under-represented groups targeted and funding bodies for projects

		Funding Body														
		County or Borough Council	Countryside Agency (formerly CC)	Community Lottery/ Heritage Lottery Fund/ Community	EU (including ERDF)	Sport England	YHA	New Opportunities Fund	Millennium Commission	BT Millennium Miles/BT Countryside for All	National Trust	Community Forest	British Heart Foundation	English Nature	Forestry Commission	Other*
Under-represented Groups	People with disabilities	6	2	1					1	3	2				1	13
	Minority Ethnic and Black Groups	2	2	4	1				1			2				6
	Young People	3	4	1			3	1			1	2				8
	Disadvantaged and people on low incomes	1	3	3	1	2	2									10
	Older People	1				1										1
	Women															
	General public / multiple target groups	5	8	2	1	2		2	1			5	2	1		13

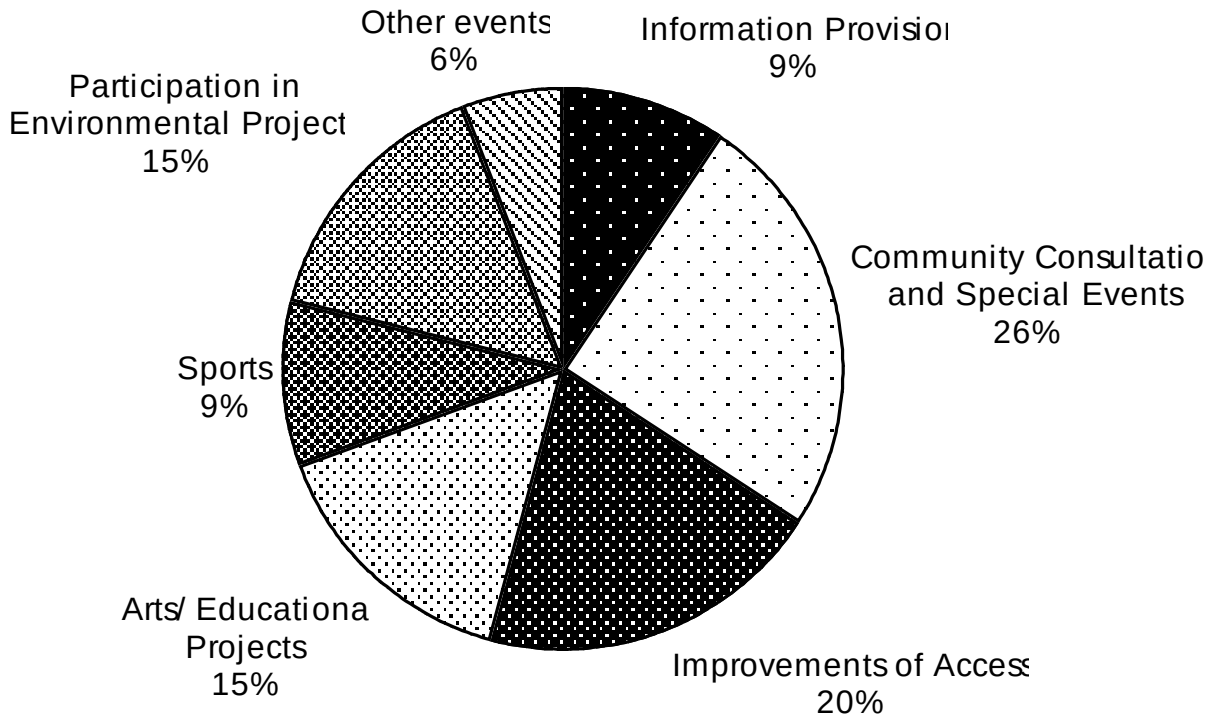
Key: Number of projects

10 and above | 5 - 9 | 1 - 4 | Less than 1

Note: Projects are often funded by more than one sponsor.

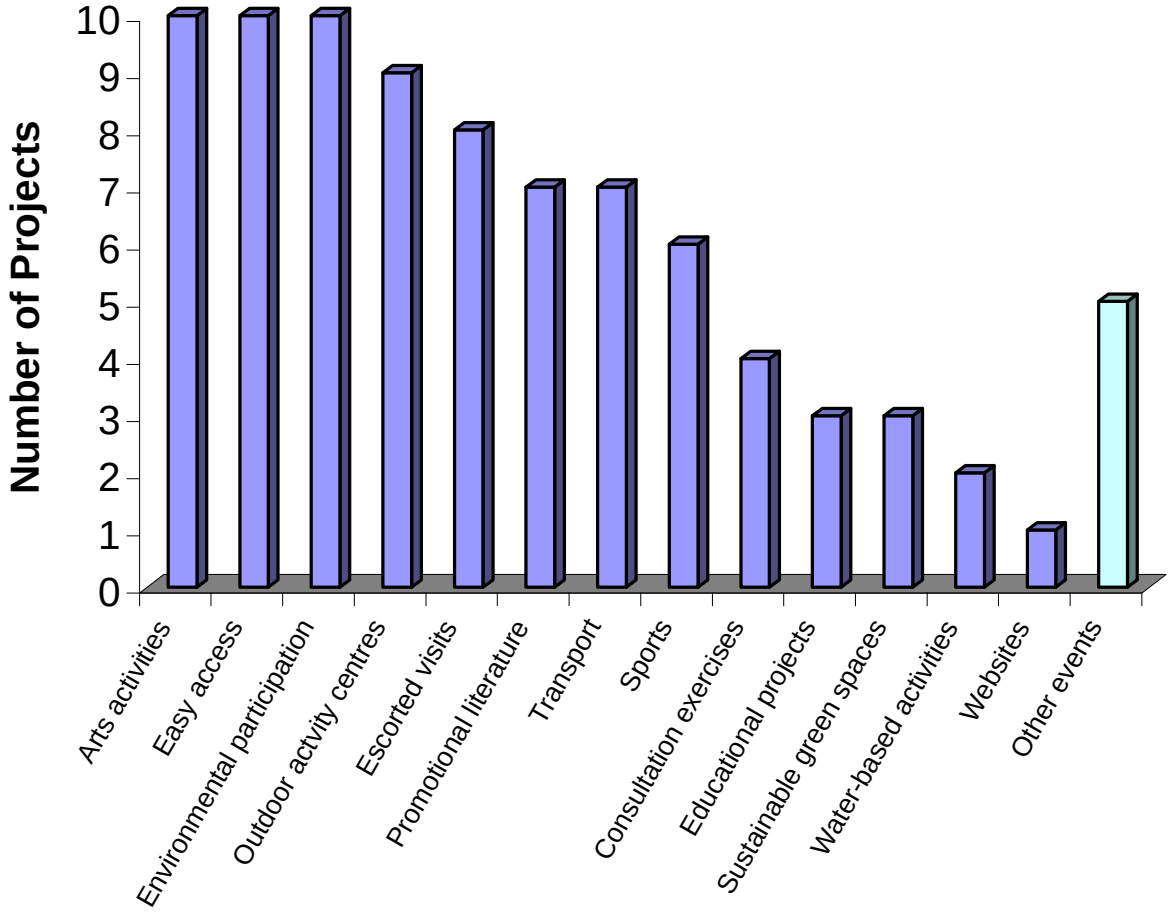
*****Including non-specific sources/channels of income and organisations such as the National Parks Authorities, Forest Enterprise, Fieldfare Trust, BTCV, BEN, Scottish Natural Heritage, private companies and charitable trusts.

Figure 3: Broad categories of outreach metho



Note: see section 4.3.3 for a more detailed explanation of categories

Figure 4: Types and popularity of outreach methods



Note: Some projects have more than one type of outreach and are listed under more than one category here.
Those projects which do not fit in any type of outreach (e.g. cycle-rides, community festivals, video projects) are listed as 'other events'

Figure 5: Under-represented groups and outreach methods used.

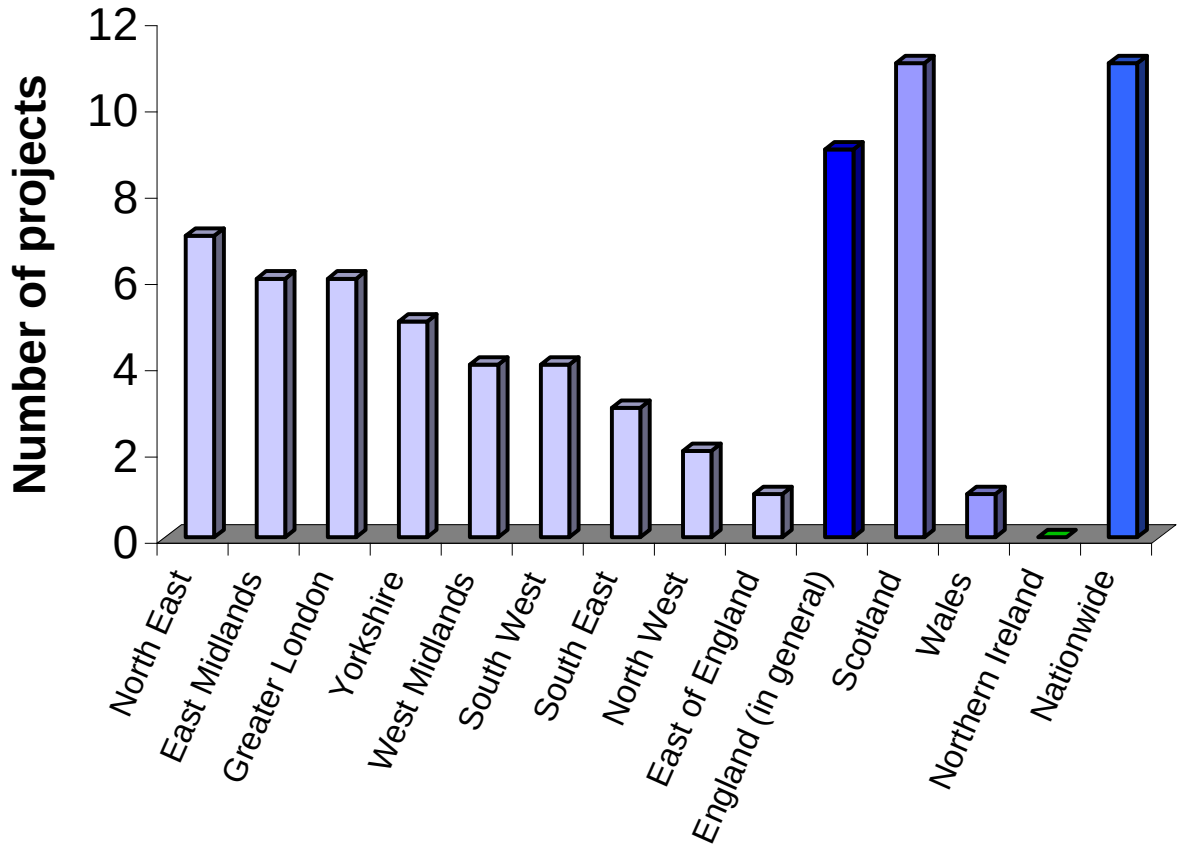
		Types of Outreach														
		Arts Activities	Escorted visits / led walks	Environmental Participation	Easy Access	Transport	Facilitating Education	Promotional literature and other published	Residentials (outdoor activity)	Consultation Exercises	Creating Sustainable Greenspaces	Websites	Other Events	Newsletters	Sports	Water-based activities
Under-represented Groups	People with disabilities	2		1	7	1		5	3	1	1		1			1
	Minority Ethnic and Black Groups	2	3	2	1	1		2		3			1		1	
	Young People	2		2			3		5						1	
	Disadvantaged and people on low incomes		1			3					1				1	
	Older people		1												1	
	Women	1														
	Programmes Open to All	3	3	5	2	2			1		1	1	3		2	1

Key: Number of projects

5 and above | 3 - 4 | 1 - 2 | Less than 1

Note: Several projects used more than one outreach method.

Figure 6: Number of projects reviewed per UK Region



Note: This graph portrays the geographical distribution of projects based on the responses received during the scoping review. The graph is based on the government's map of English Regions (8 regions plus London). The graph also includes projects which are carried out nationwide, projects covering more than one English region and projects in Scotland and Wales. No responses were received on N.Ireland

Figure 7: Geographical distribution of projects and target groups

		Region or Country												
		North East	East Midlands	Greater London	Yorkshire	West Midlands	South West	South East	North West	East of England	England (in general)	Scotland	Wales	Nationwide
Under-represented Groups	People with disabilities	1		2		1	3	2	1		1	5		1
	Minority Ethnic and Black Groups	1	4											1
	Young People	2	1	1	1	2		1		1	1	3		5
	Disadvantaged and people on low incomes	2			1				1		1			2
	Older people	1					1							
	Women													
	Programmes Open to All	8	1	3	3	1					6	3	1	2

Key: Number of projects

5 and above | 3 - 4 | 1 - 2 | Less than 1

Note: This matrix portrays the geographical distribution of projects based on the responses received during the scoping review. The geographical distribution is based on the government's map of English Regions (8 regions plus London). The matrix also includes projects carried out nationwide, projects covering more than one English region and projects in Scotland and Wales. Projects which are targeted at more than one user group are listed under the "programmes open to all" category.

Figure 8: Pattern of project time-spans

		Project Time-span														
		< 11 months	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years	9 years	10 - 14 years	15 - 19 years	Over 20 years	Not yet started	Ongoing
Under-represented Groups	People with disabilities		1	3	3	1	1		1		1	3	1	2	1	19
	Minority Ethnic and Black Groups			4	3		3									8
	Young People		3	3	2								1	2		9
	Disadvantaged and people on low incomes		1	3	3		2							1	1	8
	Older people					1										1
	Women															
	Programmes Open to All		6	2		1	1	2	2		1	3				15

Key: Number of projects