

Report of: Audit Wales

Subject: Audit Wales Report on Promoting Access to the Pembrokeshire Coast National Park**Decision Required: Yes****Recommendation**

- **Members are asked to receive, note and present any views on the Audit Wales report on Promoting Access to the Pembrokeshire Coast National Park**
- **Members are asked to agree the Management Response**

1. Key messages

The report outlines the views of Audit Wales following work undertaken to assess how the Authority promotes access to the National Park.

2. Background

2.1. Audit Wales undertakes a programme of performance auditing. As part of the Auditor General's local government studies programme in 2024-25, Audit Wales undertook a review of Promoting Access to the Pembrokeshire Coast National Park. This work was originally planned for 2023-24 but due to issues with Audit Wales was deferred to 2024-25.

The audit considered the following:

- Does the Authority have a comprehensive understanding of who uses the National Park and who does not?
- Does the Authority have a clear vision of what it needs to achieve to improve access from underrepresented groups and communities?
- Is the Authority working effectively with the right people and partners to address the barriers facing groups or communities that are underrepresented visitors to the National Park?
- Has the Authority invested sufficient resources so it can deliver long-term and preventative benefits?
- Is the Authority monitoring, evaluating and reviewing progress?

The high-level conclusion was that the:

“Authority delivers a range of activity to encourage and improve access to underrepresented groups but there are weaknesses in its approach to data collection and resourcing. “

A bilingual copy of the report is provided as annex A.

3. Financial considerations

There are no specific financial issues relating to this work, however, the audit does consider how access work is funded.

4. Risk and Compliance Considerations

This work has been undertaken as part of Audit Wales’ performance auditing work. Three recommendations are provided. These are:

1. We identified weaknesses in the Authority’s arrangements to collect and analyse visitor data consistently. To maximise the use of data it gets from interactions with visitors and programme participants, the Authority should establish a more consistent arrangement to collate and analyse demographic information, activity data, and feedback.
2. The Authority does not identify the resources required to deliver its longer-term objectives in relation to improving access. To address this, the Authority should identify the resources required to deliver its actions to improve access to the Park over the short, medium and longer term. This should recognise the risk associated with reliance on grant funding and outline how these risks will be mitigated.
3. The Authority intends to conduct a stakeholder mapping exercise. To ensure that it identifies opportunities to maximise value for money, after the mapping exercise, the Authority should assure itself that it has identified all potential opportunities for collaboration in promoting access to the park.

Officers are required to provide a Management Response in relation to the recommendations. A copy of the Management Response is included as Annex B.

Members are asked to agree the Management Response.

Audit Wales and our Internal Auditors will review how the Authority delivers the actions agreed in the Management Response.

5. Impact on our Public Sector Duties

NA

6.1 Welsh language considerations

A bilingual copy of the report is provided. The Authority ensures that it meets the relevant Welsh Language Standards when undertaking its access work.

Pembrokeshire Coast National Park Authority
Audit and Corporate Services Review Committee – 14 May 2025

6.2 Biodiversity Duty and Decarbonisation

NA

6.3 Well-being of Future Generations (Wales) Act

The Access work undertaken by the Authority supports is work to meet the requirement of the Well-Being of Future Generations Act.

7. Conclusion

Audit Wales report on Promoting Access to the Pembrokeshire Coast National Park and agree the Management Response.

Author: Tegryn Jones, Chief Executive

Hybu Mynediad at Barc Cenedlaethol Arfordir Penfro

Blwyddyn archwilio: 2023-24

Dyddiad cyhoeddi: Chwefror 2025

Cyfeirnod y ddogfen: 4706A2025

Paratowyd y ddogfen hon fel rhan o waith a gyflawnir yn unol â swyddogaethau statudol.

Os ceir cais am wybodaeth y gall y ddogfen hon fod yn berthnasol iddo, tynnir sylw at y Cod Ymarfer a gyhoeddwyd o dan adran 45 o Ddeddf Rhyddid Gwybodaeth 2000. Mae cod adran 45 yn nodi'r arfer o ran trin ceisiadau a ddisgwyllir gan awdurdodau cyhoeddus, gan gynnwys ymgynghori â thrydydd partiön perthnasol. Mewn cysylltiad â'r ddogfen hon, mae Archwilydd Cyffredinol Cymru ac Archwilio Cymru yn drydydd partiön perthnasol. Dylid anfon unrhyw ymholiadau ynghylch datgelu neu aildddefnyddio'r ddogfen hon at Archwilio Cymru yn swyddog.gwybodaeth@archwilio.cymru.

Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg. Ni fydd gohebu yn Gymraeg yn arwain at oedi. We welcome correspondence and telephone calls in Welsh and English. Corresponding in Welsh will not lead to delay.

Mae'r ddogfen hon hefyd ar gael yn Saesneg. This document is also available in English.

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Adroddiad cryno

Pam y cynhaliwyd yr archwiliad hwn gennym

Ein dyletswyddau archwilio

- 1 Mae'n rhaid i Awdurdod Parc Cenedlaethol Arfordir Penfro ('yr Awdurdod') roi trefniadau ar waith i gael gwerth am arian am yr adnoddau y mae'n eu defnyddio, ac mae'n rhaid i'r Archwilydd Cyffredinol fod yn fodlon ei fod wedi gwneud hyn.
- 2 Cynhaliwyd yr archwiliad hwn gennym i helpu i gyflawni dyletswyddau'r Archwilydd Cyffredinol o dan adran 17 Deddf Archwilio Cyhoeddus (Cymru) 2004. Gallai hefyd hysbysu astudiaeth ar gyfer gwella gwerth am arian o dan adran 41 Deddf 2004, a/neu archwiliad a gynhelir gan yr Archwilydd Cyffredinol o dan adran 15 Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015.

Ein hamcanion ar gyfer yr archwiliad hwn

- 3 Rhoi'r sicrwydd bod gan yr Awdurdod drefniadau priodol i sicrhau gwerth am arian yn ei ddefnydd o adnoddau i hybu mynediad at y Parc Cenedlaethol (y Parc).
- 4 Esbonio pwysigrwydd pobl o bob rhan o gymdeithas yn archwilio ac yn ymweld â thirweddau cenedlaethol ac amlinellu blaenoriaethau Gweinidogion Cymru ar gyfer Awdurdodau Parciau Cenedlaethol.
- 5 Sicrhau pobl bod yr Awdurdod yn annog amrywiaeth eang o wahanol ymwelwyr, yn cydweithio'n effeithiol â phartneriaid allweddol, a phenderfynu pa mor dda y mae'n cyflawni cyfrifoldebau statudol.

Pam mae hybu mynediad yn bwysig

- 6 Mae amrywiaeth o sefydliadau ar draws y sector cyhoeddus, y trydydd sector, a'r sector elusennau wedi hysbysebu buddion manteisio ar natur. Mae'r Swyddfa Ystadegau Gwladol yn cyfrifo bod gan y buddion iechyd o hamdden awyr agored yn 2021 werth o £22.7 biliwn yng Nghymru¹. Mae hyn trwy wella iechyd corfforol ac iechyd meddwl o ymarfer corff. Gall hybu mynediad fod o fudd i iechyd a llesiant y cyhoedd a thrwy hynny sicrhau manteision economaidd trwy boblogaeth iachach.
- 7 Mae hybu mynediad hefyd yn helpu'r Awdurdod i weithredu o fewn ei fframwaith cyfreithiol. Un o ddau ddiben statudol yr Awdurdod² yw hybu cyfleoedd i'r cyhoedd ddeall a mwynhau rhinweddau arbennig y Parc. I gyflawni hyn, mae angen i'r Awdurdod sicrhau bod gweithgarwch wedi'i dargedu at y boblogaeth gyfan i sicrhau'r cyfranogiad mwyaf posibl.

¹ Y Swyddfa Ystadegau Gwladol, [Health benefits from recreation, natural capital, UK: 2022](#)

² Deddf yr Amgylchedd 1995

- 8 Mae hybu mynediad hefyd yn helpu'r Awdurdod i gyflawni polisi a blaenoriaethau cenedlaethol. Yn 2022, gofynnodd Llywodraeth Cymru i Awdurdodau Parciau Cenedlaethol Cymru '[g]ynyddu cyfleoedd i grwpiau agored i niwed, grwpiau difreintiedig a chymunedau heb gynrychiolaeth ddigonol i elwa ar y tirweddau rydych chi'n eu rheoli'.³ Cefnogwyd hyn gan Lywodraeth Cymru trwy gyllid a oedd hefyd yn cynnwys y ddarpariaeth o swyddog arweiniol cenedlaethol ar gyfer hybu Rhagoriaeth Cynhwysiant, Amrywiaeth a Llywodraethu 'i wella amrywiaeth a chydaddoldeb' mewn Parciau Cenedlaethol. Nod y swyddog arweiniol hefyd oedd cynorthwyo Parciau Cenedlaethol i'w helpu i gyflawni'r ddyletswydd economaidd-gymdeithasol, a gyflwynwyd ym mis Mawrth 2021.
- 9 Canfu gwaith ymchwil Llywodraeth y DU⁴ bod y mwyafrif o ymweliadau â Pharciau Cenedlaethol Lloegr yn ymweliadau amlbro a wneir gan bobl sy'n gymharol well eu byd yn ariannol ac nid yn gynrychiadol o gymdeithas. Canfu hefyd bod cymunedau eraill yn ymweld â'r parciau yn llai aml. Mae'r rhain yn cynnwys pobl hŷn ac iau, pobl o'r gymuned Du, Asiaidd ac Ethnig Leiafrifol a phobl o gymunedau mwy difreintiedig.



Yr hyn yr edrychwyd arno a sut mae da yn edrych⁵

- 10 Rydym wedi mabwysiadu diffiniad eang o fynediad, gan gynnwys cyfyngiadau mynediad ffisegol a rhwystrau ehangach i fwynhau'r Parc, fel rhwystrau diwylliannol neu economaidd-gymdeithasol.
- 11 Nid ydym wedi ystyried materion eraill o fewn cylch gwaith yr Awdurdod na materion ehangach yn ymwneud â phroffil economaidd-gymdeithasol yr Awdurdod, fel y ddarpariaeth o dai trwy ei swyddogaeth gynllunio.
- 12 Rydym wedi cyfyngu ein hadolygiad i adlewyrchu dyletswydd yr Archwilydd Cyffredinol i fodloni ei hun ynghylch y trefniadau sydd gan yr Awdurdod ar waith i sicrhau darbodaeth, effeithlonrwydd, ac effeithiolrwydd (a adnabyddir yn gyffredin fel gwerth am arian). O ganlyniad, nid ydym wedi gwerthuso'r prosiectau a ddarparwyd gan yr Awdurdod i hybu mynediad. Nid ydym felly yn cynnig unrhyw farn ar ddigonoldeb neu natur y gweithredoedd i hybu mynediad o fewn y Parc. Roedd ein pwyslais ar y trefniadau y mae'r Awdurdod wedi eu rhoi ar waith i gyflawni ei amcanion gan gynnwys sut y gwnaeth eu cynllunio, y darparodd adnoddau ar eu cyfer ac y mae'n eu monitro. Rydym yn cydnabod, fodd bynnag, y gwaith sylweddol y mae'r Awdurdod wedi ei wneud i hybu mynediad at y Parc.

³ Llywodraeth Cymru, [Llythyr Cylch Gwaith Tymor y Llywodraeth](#), Mai 2022

⁴ DEFRA, [Landscapes Review](#), Medi 2019

⁵ Fe'i diffinnir fel 'yr hyn a ddylai fod' yn ôl deddfau neu reoliadau, 'yr hyn a ddisgwylir' yn ôl arferion gorau, neu 'yr hyn a allai fod', o gael gwell amodau.

- 13 Ceisiodd yr archwiliad ateb y cwestiwn cyffredinol – **A yw'r Awdurdod yn gwneud popeth yn ei allu i annog a gwella mynediad at y Parc Cenedlaethol gan grwpiau sydd wedi'u tangynrychioli?** I wneud hyn, ein nod oedd ateb y cwestiynau canlynol:
- A oes gan yr Awdurdod ddealltwriaeth gynhwysfawr o bwy sy'n defnyddio'r Parc Cenedlaethol a phwy nad ydynt?
 - A oes gan yr Awdurdod weledigaeth eglur o'r hyn y mae angen iddo ei gyflawni i wella mynediad gan grwpiau a chymunedau sydd wedi'u tangynrychioli?
 - A yw'r Awdurdod yn gweithio'n effeithiol gyda'r bobl a'r partneriaethau cywir i fynd i'r afael â'r rhwystrau sy'n wynebu grwpiau neu gymunedau sy'n ymwelwyr wedi'u tangynrychioli â'r Parc Cenedlaethol?
 - A yw'r Awdurdod wedi buddsoddi adnoddau digonol fel y gall sicrhau buddion hirdymor ac ataliol?
 - A yw'r Awdurdod yn monitro, yn gwerthuso ac yn adolygu cynnydd?
- 14 Nodir ein meini prawf archwilio yn **Atodiad 1**. Fe'u datblygwyd gan ddefnyddio ein gwybodaeth gyfunol a datganiad polisi 2021 Parciau Cenedlaethol Cymru, 'Tirweddau i Bawb'.



Ein dulliau archwilio a phryd y cynhaliwyd yr archwiliad gennym

- 15 Mae ein canfyddiadau wedi'u seilio ar adolygiadau o ddogfennau a chyfweliadau gyda swyddogion a chynrychiolwyr grwpiau sy'n cymryd rhan mewn prosiectau yn y Parc Cenedlaethol. Fe wnaethom hefyd ymweld â'r Parc Cenedlaethol. Mae ein canfyddiadau wedi'u cyfyngu i'r ffynonellau hyn. Gwnaed y gwaith hwn gennym yn ystod mis Awst a mis Medi 2024.



Yr hyn a ganfuwyd gennym

- 16 Ar y cyfan, canfuwyd gennym fod **yr Awdurdod yn darparu amrywiaeth o weithgareddau i annog a gwella mynediad ar gyfer grwpiau sydd wedi'u tangynrychioli ond ceir gwendidau yn ei ddull o gasglu data a darparu adnoddau**. Rydym yn nodi isod pam y gwnaethom ddod i'r casgliad hwn.

A oes gan yr Awdurdod ddealltwriaeth gynhwysfawr o ddefnyddwyr?

- 17 Mae gan yr Awdurdod ddealltwriaeth gyffredinol o bwy sy'n ymweld â'r parc a'r rhwystrau posibl sydd naill ai'n atal, neu'n ei gwneud yn fwy anodd, i rai grwpiau ymweld. Ond nid yw ei ddealltwriaeth yn gynhwysfawr ac nid yw'n gwneud y defnydd gorau o wybodaeth sydd ganddo eisoes.

- 18 Nid oes gan yr Awdurdod fecanwaith canolog ar gyfer casglu data ymwelwyr. O ganlyniad, nid yw'r broses o gasglu a dadansoddi data yn gydgysylltiedig. Gallai hyn olygu nad yw bob amser yn nodi tueddiadau neu fylchau mewn data. Gallai gwneud defnydd gwell o'r data hyn mewn un mecanwaith alluogi'r Awdurdod i wneud ymyriadau ag effaith ehangach.
- 19 Mae'r Awdurdod wedi defnyddio ei ddealltwriaeth o ddefnyddwyr y Parc i hysbysu ei weithgarwch. Er enghraifft, nododd gylchau yn ei ymgysylltiad â rhai cymunedau, gan gynnwys y gymuned LHDTTC+ er enghraifft. Mae hyn wedi arwain at bresenoldeb mewn digwyddiadau Balchder i hybu ymgysylltiad yr Awdurdod â'r gymuned.
- 20 Fodd bynnag, y tu allan i'r mentrau sydd ganddo ar waith ar hyn o bryd, ni all yr Awdurdod sicrhau ei hun ei fod yn gwybod pa gymunedau efallai nad yw'n ymgysylltu â nhw. O ganlyniad, nid yw'r Awdurdod yn ymwybodol a yw amrywiaeth lawn y boblogaeth yn ymweld â'r parc oherwydd absenoldeb data mwy cynhwysfawr. O ganlyniad, nid oes ganddo ddealltwriaeth gynhwysfawr chwaith o rwystrau i fynediad i'r cymunedau hyn.
- 21 Mae cynnwys amrywiaeth lawn y boblogaeth hefyd yn bwysig i helpu i fodloni'r disgwyliadau a nodwyd gan Weinidogion Cymru uchod. Rydym yn cydnabod nad yw'n ymarferol i'r Awdurdod gasglu data ar gyfer yr holl ymwelwyr â'r parc, yn enwedig ymwelwyr nad ydynt yn ymgysylltu yn uniongyrchol â'r Awdurdod. Ond mae absenoldeb dull cynhwysfawr yn ei gwneud yn anodd i'r Awdurdod dargedu ei weithgarwch yn effeithiol ac felly sicrhau gwerth am arian.
- 22 Mae gan yr Awdurdod ddealltwriaeth lefel uchel o'i broffil economaidd-gymdeithasol. Mae'r Awdurdod wedi nodi amrywiaeth o rwystrau i fynediad i rai cymunedau. Fodd bynnag, nid oes gan yr Awdurdod ddealltwriaeth drylwyr o'r ffactorau hirdymor a allai effeithio ar fynediad i grwpiau sydd wedi'u tangynrychioli. Rydym yn cydnabod bod hyn yn rhannol gysylltiedig â natur fyrdymor cyllid grant ar gyfer llawer o brosiectau. Fodd bynnag, mae'r Awdurdod wedi darparu rhai prosiectau, fel y 'Prosiect 1,000 diwrnod cyntaf' y bwriedir iddo gyflawni canlyniadau tymor hwy. Nod y prosiect hwn, a ddarperir gyda Chyngor Sir Penfro, yw cysylltu teuluoedd nad ydynt yn manteisio'n rheolaidd ar fannau agored â natur i wella eu llesiant. Mae deall y ffactorau hirdymor a phroffil economaidd-gymdeithasol ymwelwyr yn bwysig i helpu'r Awdurdod i dargedu ei adnoddau, gan gynnwys camau i helpu i atal rhwystrau i fynediad rhag codi neu waethygu.

A oes gan yr Awdurdod weledigaeth eglur ar gyfer gwella mynediad?

- 23 Mae'r Awdurdod wedi cyflwyno ei weledigaeth ar gyfer gwella mynediad ac yn cyfathrebu hwn drwy ei gynlluniau gweithredu a strategol. Er enghraifft, mae Cynllun Gwella Hawliau Tramwy 2018-2028⁶ yn ceisio mynd i'r afael â'r angen i

⁶ Mabwysiadwyd Cynllun Gwella Hawliau Tramwy 2018-2028 gan yr Awdurdod, a Chyngor Sir Penfro.

wella cyfleoedd mynediad i ymwelwyr anabl. Mae'r Awdurdod hefyd yn ystyried effaith ei weledigaeth ar gyfer gwella mynediad at ei amcanion llesiant a'r nodau llesiant cenedlaethol. Mae hyn yn helpu i leihau'r potensial o ailadrodd a gall helpu i nodi cyfleoedd i sicrhau manteision lluosog.

- 24 Mae'r Awdurdod wedi cynnwys amrywiaeth o grwpiau yn y gwaith o lunio ei weledigaeth trwy brosiectau, arolygon rhanddeiliaid, a gweithdai. Er enghraifft, fe wnaethom arsylwi cyfranogwyr yn rhaglen 'Gwreiddiau i Adferiad' yr Awdurdod yn cael eu cynnwys yn helaeth yn y gwaith o ddylunio gweithgareddau prosiect. Nod y prosiect hwn yw galluogi'r rhai sy'n cymryd rhan i fwynhau'r Parc a gwella eu hiechyd meddwl. Mae cynnwys cymunedau yn helpu'r Awdurdod i ddylunio camau a fydd yn diwallu eu hanghenion ac yn lleihau'r perygl o fethu â sicrhau gwerth am arian.
- 25 Nid yw'r Awdurdod yn cynllunio fel mater o drefn darpariaeth prosiectau dros y tymor hwy i helpu i gyflawni ei weledigaeth neu ei gynlluniau corfforaethol. Mae'r Awdurdod yn cynllunio gweithgarwch ar sail amserlenni mwy cryno na'i gynlluniau corfforaethol. Rydym yn cydnabod bod hyn yn rhannol oherwydd natur fyrdymor cyllid grant. Fodd bynnag, trwy fethu â chynllunio dros amserlen tymor hwy, mae'r Awdurdod mewn perygl o gymryd camau byrdymor efallai na fyddant yn sicrhau gwerth am arian dros y tymor hwy.

A yw'r Awdurdod yn gweithio'n effeithiol mewn partneriaethau i hybu mynediad?

- 26 Mae'r Awdurdod wedi ymrwymo i gynnwys ac ymgysylltu ag amrywiaeth o bobl â phartneriaid i wella mynediad at y Parc Cenedlaethol.
- 27 Mae'r Awdurdod wedi nodi grwpiau allweddol i'w cynnwys yn y gwaith o ddylunio a chyflawni gwaith. Mae'n bwriadu ychwanegu at hyn trwy ymarfer mapio rhanddeiliaid ffurfiol. Mae mapio partneriaid a darpar bartneriaid yn lleihau'r perygl na fydd yr Awdurdod yn nodi cyfleoedd i wella mynediad a gwerth am arian drwy, er enghraifft, gyfuno adnoddau ac arbenigedd.
- 28 Mae'r Awdurdod eisoes yn gweithio gydag amrywiaeth o bartneriaid i wella mynediad. Er enghraifft, mae'r Awdurdod yn cydweithio â Mind i ddarparu'r prosiect 'Gwreiddiau i Adferiad'. Mae hyn wedi cynhyrchu adborth cadarnhaol gan gyfranogwyr a swyddogion yr Awdurdod.
- 29 Mae'r Awdurdod yn galluogi cydweithrediad â thirweddau dynodedig eraill i wella mynediad. Er enghraifft, mae Swyddog Arweiniol Strategol Rhagoriaeth Cynhwysiant, Amrywiaeth a Llywodraethu Tirweddau Dynodedig Cymru wedi'i leoli yn yr Awdurdod. Mae cynllun gweithredu'r Swyddi yn cwmpasu pob tirwedd ddynodedig. Mae hyn yn cynnig cyfle posibl ar gyfer gweithgarwch cydweithio gyda Pharciau Cenedlaethol eraill ac Ardaloedd o Harddwch Naturiol Eithriadol (AHNE) i sicrhau bod yr agenda hon yn cael yr effaith fwyaf posibl.

A yw'r Awdurdod wedi darparu adnoddau yn strategol ar gyfer ei weithgarwch i hybu mynediad?

- 30 Nid yw'r Awdurdod wedi nodi sut y bydd yn darparu adnoddau ar gyfer ei gynlluniau i wella mynediad dros y tymor hwy, ac mae'n dibynnu i raddau helaeth ar gyllid grant byrdymor.
- 31 Rydym yn cydnabod y cyd-destun ariannol heriol y mae'r sector cyhoeddus yn gweithredu ynddo a'r canlyniadau i gyrff unigol, fel yr Awdurdod. Fodd bynnag, nid yw'r Awdurdod wedi nodi sut y bydd yn darparu adnoddau ar gyfer ei gynlluniau i wella mynediad dros y tymor hwy. Er enghraifft, nid yw wedi nodi eto yr adnoddau sy'n ofynnol i ddarparu ei Gynllun Partneriaeth 2024-29 drafft. Mae'r Cynllun drafft yn cydnabod bod gweithgareddau sy'n gysylltiedig â chynhwysiant yn ddibynol ar gyllid prosiect sydd wedi'i gyfyngu gan amser fel rheol.
- 32 Mae'r Awdurdod yn dyrannu rhywfaint o gyllid craidd i weithgareddau sy'n hybu mynediad ond yn ariannu'r gweithgarwch hwn gyda grantiau yn gyffredinol. Mae'r Awdurdod yn cydnabod y risgiau posibl o ddibynnu ar gyllid grant, fel y cyllid yn dod i ben heb gael ei ddisodli. Mae wedi cymryd camau i leihau'r risgiau hynny, gan gynnwys sefydlu ymddiriedolaeth elusennol a chyflogi swyddogion codi arian i gael gafael ar gyllid ychwanegol. Mae'r Awdurdod wedi llwyddo i sicrhau refeniw allanol i gefnogi prosiectau na fyddai wedi bod yn bosibl fel arall.
- 33 Fodd bynnag, trwy fethu â nodi'r adnoddau sydd eu hangen i gyflawni ei amcanion yn y tymor hwy, mae'r Awdurdod yn cynyddu'r perygl na fydd yn bosibl eu cyflawni. Mae dull presennol yr Awdurdod hefyd yn achosi'r perygl o gymryd camau sydd wedi'u llunio gan gylchoedd cyllid grant yn hytrach nag anghenion a nodwyd. Er ein bod yn cydnabod bod hwn yn fater anodd i fynd i'r afael ag ef, yn enwedig yn y cyd-destun ariannol heriol presennol, gallai gyfyngu ar yr effaith y gallai'r Awdurdod ei chael.

A yw'r Awdurdod yn monitro, yn gwerthuso ac yn adolygu cynnydd?

- 34 Mae mesur effaith rhai mentrau yn amlwg yn eithriadol o anodd. Nid yw pob ymyriad yn arwain at fesurau perfformiad y gellir eu casglu a'u hadrodd yn rhwydd, yr ydym yn ei dderbyn a'i nodi. Mae'r Awdurdod wedi dangos i arianwyr allanol bod ei fentrau, fel Gwreiddiau i Adferiad, yn sicrhau canlyniadau cadarnhaol i gyfranogwyr trwy roi hwb i'w llesiant. Mae mesur a deall canlyniadau yn hanfodol i ddeall yr hyn sy'n gwneud mentrau yn effeithiol ac felly dangos eu gwerth am arian.
- 35 Mae'r Awdurdod yn manteisio ar wybodaeth ansoddol a meintiol i fesur effaith ei waith i gynyddu mynediad. Er enghraifft, mae'r Cynllun Cyflawni Iechyd, Llesiant a Mynediad yn nodi manylion y metrigau y bydd yr Awdurdod yn eu defnyddio i fesur effaith ei waith. Darperir adroddiadau ar gynnydd prosiectau unigol i aelodau'r Awdurdod hefyd. Mae hyn yn rhoi'r cyfle i aelodau'r Awdurdod oruchwylio a chraffu ar berfformiad.

- 36 Nid oes gan yr Awdurdod ddull systematig o ddysgu gwersi o ddarpariaeth prosiectau, nac o adborth gan ddefnyddwyr gwasanaeth. Cesglir adborth ar brosiectau unigol ond nid yw'n cael ei grynhoi i gynnig safbwynt cyffredinol o brofiad yr ymwelydd. Mae hyn yn cynyddu'r perygl na fydd yr Awdurdod yn nodi cyfleoedd i wella gwerth am arian ei ddull.



Ein hargymhellion ar gyfer yr Awdurdod

Arddangosyn 1: ein hargymhellion ar gyfer yr Awdurdod

Argymhellion

Gwella sail dystiolaeth yr Awdurdod i hysbysu ei gynllunio

- A1 Nodwyd gwendidau gennym yn nhrefniadau'r Awdurdod i gasglu a dadansoddi data ymwelwyr yn gyson. I sicrhau'r defnydd mwyaf posibl o'r data y mae'n eu cael i ryngweithio ag ymwelwyr a'r rhai sy'n cymryd rhan mewn rhaglenni, dylai'r Awdurdod sefydlu trefniant mwy cyson i gasglu a dadansoddi gwybodaeth ddemograffig, data gweithgarwch, ac adborth.
- A2 Nid yw'r Awdurdod yn nodi'r adnoddau sydd eu hangen i gyflawni ei amcanion tymor hwy o ran gwella mynediad. I fynd i'r afael â hyn, dylai'r Awdurdod nodi'r adnoddau sydd ei hangen i gyflawni ei gamau i wella mynediad at y Parc dros y byrdymor, y tymor canolig a'r tymor hwy. Dylai hyn gydnabod y risg sy'n gysylltiedig â dibynnu ar gyllid grant ac amlinellu sut y bydd y risgiau hyn yn cael eu lliniaru.
- A3 Mae'r Awdurdod yn bwriadu cynnal ymarfer mapio rhanddeiliaid. I sicrhau ei fod yn nodi cyfleoedd i sicrhau'r gwerth mwyaf posibl am arian, ar ôl yr ymarfer mapio, dylai'r Awdurdod sicrhau ei hun ei fod wedi nodi'r holl cyfleoedd posibl ar gyfer cydweithio i hybu mynediad at y parc.

Atodiad 1

Cwestiynau a meini prawf archwilio

Cwestiwn cyffredinol: A yw'r Awdurdod yn gwneud popeth yn ei allu i annog a gwella mynediad at y Parc Cenedlaethol gan grwpiau sydd wedi'u tangynrychioli?

Cwestiynau Lefel 2	Cwestiynau Lefel 3	Meini Prawf
2.1 A oes gan yr Awdurdod ddealltwriaeth gynhwysfawr o bwy sy'n defnyddio'r Parc Cenedlaethol a'r rhai nad ydynt?	2.2.1 A yw'r Awdurdod wedi dadansoddi yn ddiweddar pwy sy'n ymweld â'r Parc Cenedlaethol? 2.1.2 A yw'r Awdurdod wedi nodi yn ddiweddar pa grwpiau neu gymunedau nad ydynt yn ymweld â'r Parc Cenedlaethol? 2.1.3 A oes gan yr Awdurdod ddealltwriaeth drylwyr o'i broffil economaidd-gymdeithasol? 2.1.4 A yw'r Awdurdod wedi nodi rhwystrau sy'n wynebu grwpiau neu gymunedau sy'n ymwelwyr wedi'u tangynrychioli â'r Parc Cenedlaethol? 2.1.5 A oes gan yr Awdurdod ddealltwriaeth drylwyr o'r ffactorau hirdymor a allai effeithio ar gyfleoedd mynediad i grwpiau sydd wedi'u tangynrychioli?	- Mae'r Awdurdod yn gwybod pa grwpiau a chymunedau sy'n ymweld â'r Parc Cenedlaethol. - Mae'r Awdurdod yn gwybod pa grwpiau a chymunedau nad ydynt yn ymweld â'r Parc Cenedlaethol. - Mae gan yr Awdurdod ddealltwriaeth drylwyr o'i broffil economaidd-gymdeithasol. - Mae'r Awdurdod yn deall ac yn ymwybodol o'r rhwystrau sy'n wynebu grwpiau a chymunedau sy'n ymwelwyr wedi'u tangynrychioli â'r Parc Cenedlaethol. - Mae gan yr Awdurdod ddealltwriaeth drylwyr o'r ffactorau hirdymor sy'n lleihau cyfleoedd mynediad i grwpiau sydd wedi'u tangynrychioli.

Cwestiynau Lefel 2	Cwestiynau Lefel 3	Meini Prawf
2.2 A oes gan yr Awdurdod weledigaeth eglur o'r hyn y mae angen iddo ei gyflawni i wella mynediad gan grwpiau a chymunedau sydd wedi'u tangynrychioli?	2.2.1 A oes gan yr Awdurdod gynllun cynhwysfawr i fynd i'r afael â rhwystrau sy'n wynebu grwpiau a chymunedau sydd wedi'u tangynrychioli? 2.2.2 A yw'r Awdurdod wedi cynnwys grwpiau neu gymunedau perthnasol yn y gwaith o lunio ei ddull? 2.2.3 A yw'r Awdurdod yn mabwysiadu dull integredig? 2.2.4 A yw'r Awdurdod yn cynllunio dros amserlen briodol? 2.2.5 A yw dull yr Awdurdod wedi'i ysgogi gan arweinyddiaeth eglur ac effeithiol?	- Mae gan yr Awdurdod gynllun cynhwysfawr i fynd i'r afael â rhwystrau sy'n wynebu grwpiau a chymunedau sydd wedi'u tangynrychioli. - Mae'r Awdurdod yn cynnwys grwpiau a chymunedau perthnasol yn llawn o ran helpu i lunio ei ddull. - Mae'r Awdurdod yn mabwysiadu dull integredig ac yn ystyried materion ar draws pob gwasanaeth a phob partner allweddol. - Mae gan yr Awdurdod hanes cryf o ymgysylltu rhanddeiliaid â chyfleoedd cynhwysol i gael mynediad at y Parc Cenedlaethol a'i ddefnyddio. - Mae'r Awdurdod yn hyrwyddo ei gwaith yn weithredol ac mae hyn yn arwain at effeithiau cadarnhaol ar fynd i'r afael ag allgau cymdeithasol, gwella iechyd a llesiant a lliniaru effaith tlodi. - Mae'r Awdurdod wedi gosod amrywiaeth o dargedau ar gyfer cyflawni dros amserlen briodol. - Mae gan yr Awdurdod hanes da o gyflawni camau a chynlluniau a chymryd camau unioni yn ôl yr angen. - Mae gan yr Awdurdod arweinyddiaeth eglur ac effeithiol a chaiff cynyddu mynediad at y Parc Cenedlaethol ei hybu'n gyson ac yn eglur ar y lefelau uchaf. - Mae gan yr Awdurdod dystiolaeth dda i fanteisio arni sy'n dangos gwerth Parciau Cenedlaethol ar gyfer iechyd a llesiant a'u swyddogaeth i helpu i leihau allgau cymdeithasol a lliniaru'r rhwystrau a achosir gan dlodi.

Cwestiynau Lefel 2	Cwestiynau Lefel 3	Meini Prawf
2.3 A yw'r Awdurdod yn gweithio'n effeithiol gyda'r bobl a'r partneriaid iawn i fynd i'r afael â'r rhwystrau sy'n wynebu grwpiau neu gymunedau sy'n ymwelwyr wedi'u tangynrychioli â'r Parc Cenedlaethol?	• 2.3.1 A yw'r Awdurdod wedi nodi pwy y mae angen iddo eu cynnwys yn y gwaith o ddylunio a chyflawni ei waith? • 2.3.2 A yw'r Awdurdod yn cynnwys amrywiaeth lawn y boblogaeth yn effeithiol? • 2.3.3 A yw'r Awdurdod yn gweithio gyda'r partneriaid iawn? • 2.3.4 A yw'r corff yn cydweithredu'n effeithiol? • 2.3.5 A yw'r Awdurdod yn dysgu gwersi o sut y mae'n gweithio gydag eraill?	• Mae'r Awdurdod yn dangos gwerth Parciau Cenedlaethol i iechyd a llesiant a'i swyddogaeth o ran helpu i leihau allgau cymdeithasol a lliniaru'r rhwystrau a achosir gan dlodi trwy gyfrannu at bolisi ac arferion sy'n seiliedig ar dystiolaeth. • Mae'r Awdurdod yn teilwra cyfleoedd i bawb yng Nghymru elwa o amgylchedd naturiol a nodweddion tirwedd Parciau Cenedlaethol. • Mae'r Awdurdod yn gweithio gyda'r bobl, y sefydliadau a'r cymunedau iawn i ddylunio gwasanaethau cynhwysfawr sy'n annog mynediad i bawb. • Mae'r Awdurdod yn cynnwys amrywiaeth lawn y boblogaeth yn effeithiol wrth ddatblygu ei raglenni gwaith i sicrhau y rhoddir cyfle cyfartal i bawb gael mynediad at y Parc Cenedlaethol a'i ddefnyddio. • Mae'r Awdurdod yn agored i her a dysgu i sicrhau bod ei wasanaethau yn addas i'r diben ac yn darparu'r hyn a fwriedir.

Cwestiynau Lefel 2	Cwestiynau Lefel 3	Meini Prawf
2.4 A yw'r Awdurdod wedi buddsoddi adnoddau digonol fel y gall sicrhau buddion hirdymor ac ataliol?	• 2.4.1 A yw'r Awdurdod wedi neilltuo adnoddau digonol i annog mynediad at barc cenedlaethol a defnydd ohono gan bobl a chymunedau sydd wedi'u tangynrychioli? • 2.4.2 A yw'r Awdurdod yn deall y goblygiadau hirdymor o ran adnoddau? • 2.4.3 A yw'r Awdurdod yn neilltuo adnoddau i sicrhau canlyniadau gwell dros yr hirdymor? • 2.4.4 A yw'r Awdurdod wedi gwneud gwaith modelu demograffig i sicrhau bod adnoddau yn cael eu targedu'n briodol i ddenu grwpiau sydd wedi'u tangynrychioli yn y dyfodol?	• Mae'r Awdurdod wedi rhoi adnoddau digonol o'r neilltu i wella mynediad ac annog pobl i gael mynediad at y Parc Cenedlaethol a'i ddefnyddio. • Mae'r Awdurdod yn adolygu ei ddefnydd o adnoddau i sicrhau ei fod yn gallu targedu neilltuadau'r dyfodol ar grwpiau a chymunedau ymwelwyr sydd wedi'u tangynrychioli. • Mae'r Awdurdod wedi gwneud gwaith modelu demograffig i sicrhau bod adnoddau yn cael eu targedu yn briodol i ddenu grwpiau sydd wedi'u tangynrychioli yn y dyfodol.

Cwestiynau Lefel 2	Cwestiynau Lefel 3	Meini Prawf
2.5 A yw'r Awdurdod yn monitro, yn gwerthuso ac yn adolygu cynnydd?	2.5.1 A yw'r Awdurdod yn manteisio ar wybodaeth ansoddol a meintiol i fesur effaith ei waith? 2.5.2 A yw aelodau'r Awdurdod yn craffu ar berfformiad yn effeithiol?	- Teilwra cyfleoedd i bawb yng Nghymru elwa o amgylchedd naturiol a nodweddion tirwedd Parciau Cenedlaethol. - Mae'r Awdurdod wedi datblygu cyfres o fesurau/metrigau perfformiad perthnasol sy'n caniatáu iddo farnu sut mae'n gwella mynediad at y parc cenedlaethol a defnydd ohono gan grwpiau a chymunedau sydd wedi'u tangynrychioli. - Mae'r data y mae'r Awdurdod yn eu defnyddio yn caniatáu iddo ddangos effaith gadarnhaol pobl yn defnyddio'r Parc Cenedlaethol ar lesiant a chanlyniadau cymdeithasol pobl; a'r effaith ar iechyd. - Mae'r Awdurdod yn monitro ac yn gwerthuso perfformiad yn rheolaidd ac yn cymryd camau cywiro o ganlyniad i'w waith adolygu.



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We welcome correspondence and telephone calls in Welsh and English.

Promoting Access to Pembrokeshire Coast National Park

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Summary report

Why we did this audit

Our audit duties

- 1 Pembrokehire Coast National Park Authority ('the Authority') has to put in place arrangements to get value for money for the resources it uses, and the Auditor General has to be satisfied that it has done this.
- 2 We undertook this audit to help discharge the Auditor General's duties under section 17 of the Public Audit (Wales) Act 2004. It may also inform a study for improving value for money under section 41 of the 2004 Act, and/or an examination undertaken by the Auditor General under section 15 of the Well-being of Future Generations Act (Wales) 2015.

Our objectives for this audit

- 3 To provide assurance that the Authority has proper arrangements to secure value for money in its use of resources to promote access to the National Park (the Park).
- 4 To explain the importance of people from all walks of life exploring and visiting national landscapes and outline Welsh Ministers' priorities for National Park Authorities (NPAs).
- 5 To assure people that the Authority encourages a wide range of diverse visitors, is collaborating effectively with key partners, and to determine how well it is delivering statutory responsibilities.

Why promoting access is important

- 6 A range of organisations across the public, third, and charity sectors have publicised the benefits of accessing nature. The Office for National Statistics calculates that the health benefits from outdoor recreation in 2021 had a value of £22.7 billion in Wales¹. This is through improving both physical and mental health from activity. Promoting access can benefit public health and wellbeing and in turn deliver economic benefits through a healthier population.
- 7 Promoting access also helps the Authority to act within its legal framework. One of the Authority's two statutory purposes² is to promote opportunities for the understanding and enjoyment of the special qualities of the Park by the public. To achieve this, the Authority needs to ensure activity is aimed at the whole population to maximise participation.

¹ ONS, [Health benefits from recreation, natural capital, UK: 2022](#)

² Environment Act 1995

- 8 Promoting access also helps the Authority meet national policy and priorities. In 2022, the Welsh Government asked Welsh NPAs to ‘increase engagement in opportunities for people in vulnerable or disadvantaged groups and under-represented communities to benefit from the landscapes you manage’³. The Welsh Government supported this by funding and included the provision of a national lead officer for promoting Inclusion, Diversity and Governance Excellence ‘to drive up diversity and equality’ within National Parks. The lead officer also aimed to and support National Parks to them meet the socio-economic duty, introduced in March 2021.
- 9 UK Government research⁴ found that most visits to English National Parks are repeat visits made by people who were relatively better off and not representative of society. It also found that other communities visited the parks less often. These include older and younger people, people from the Black, Asian and Minority Ethnic community, and people from more deprived communities.



What we looked at and what does good look like⁵

- 10 We have taken a broad definition of access, including both physical access constraints and broader barriers to enjoying the Park, such as cultural or socio-economic barriers.
- 11 We have not considered other matters within the remit of the Authority nor wider matters relating to the socio-economic profile of the Authority, such as the delivery of housing through its planning function.
- 12 We have limited our review to reflect the Auditor General's duty to satisfy himself of the arrangements the Authority has in place to secure economy, efficiency, and effectiveness (commonly known as value for money). As a result, we have not evaluated the projects delivered by the Authority to promote access. Therefore, we make no judgement on the sufficiency or nature of the actions to promote access within the Park. Our focus was on the arrangements the Authority has put in place to meet its objectives, including how it planned, resourced and monitors them. We recognise, however, the considerable work that the Authority has undertaken to promote access to the Park.
- 13 The audit sought to answer the overall question – **Is the Authority doing all it can to encourage and improve access to the National Park from**

³ Welsh Government, [Term of Government Remit Letter](#), May 2022

⁴ DEFRA, [Landscapes Review](#), September 2019

⁵ Defined as ‘what should be’ according to laws or regulations, ‘what is expected’ according to best practice, or ‘what could be’, given better conditions.

underrepresented groups? To do this we looked to answer the following questions:

- Does the Authority have a comprehensive understanding of who uses the National Park and who does not?
- Does the Authority have a clear vision of what it needs to achieve to improve access from underrepresented groups and communities?
- Is the Authority working effectively with the right people and partners to address the barriers facing groups or communities that are underrepresented visitors to the National Park?
- Has the Authority invested sufficient resources so it can deliver long-term and preventative benefits?
- Is the Authority monitoring, evaluating and reviewing progress?

- 14 Our audit criteria are set out in **Appendix 1**. They were developed using our cumulative knowledge and the National Parks Wales 2021 policy statement 'Landscapes for Everyone'.



Our audit methods and when we undertook the audit

- 15 Our findings are based on document reviews and interviews with officers and representatives of groups involved in projects within the National Park. We also visited the National Park. Our findings are limited to these sources. We undertook this work during August and September 2024.



What we found

- 16 Overall, we found that **the Authority delivers a range of activity to encourage and improve access to underrepresented groups but there are weaknesses in its approach to data collection and resourcing**. We set out below why we reached this conclusion.

Does the Authority have a comprehensive understanding of users?

- 17 The Authority has a general understanding of who visits the park and the potential barriers that either prevent, or make it more difficult, for some groups to visit. But its understanding is not comprehensive nor makes the best use of information it already has.
- 18 The Authority lacks a central mechanism for collecting visitor data. As a result, data collection and analysis are uncoordinated. This may mean that it does not always identify trends or gaps in data. Making better use of this data in one mechanism may enable the Authority to make interventions with broader impact.

- 19 The Authority has used its understanding of users of the Park to inform its activity. For example, it identified gaps in its engagement with some communities, including for example the LGBTQ+ community. This has led to attendance at Pride events to boost the Authority's engagement with the community.
- 20 However, currently outside of the initiatives it currently has in place, the Authority cannot assure itself that it knows which communities it may not engage with. As a result, the Authority does not know if the full diversity of the population is visiting the park due to the absence of more comprehensive data. As a result, it also lacks a comprehensive understanding of barriers to access for these communities.
- 21 Involving the full diversity of the population is also important to help meet the expectations set out by Welsh Ministers above. We acknowledge that it is not practical for the Authority to collect data for all visitors to the park, in particular visitors who do not engage directly with the Authority. But the absence of a comprehensive approach makes it difficult for the Authority to effectively target its activity and therefore achieve value for money.
- 22 The Authority has a high-level understanding of its socio-economic profile. The Authority has identified a range of barriers to access for some communities. However, the Authority does not have a thorough understanding of the long-term factors that may impact on access for underrepresented groups. We recognise that this is in part linked to the short-term nature of grant funding for many projects. The Authority has, however, delivered some projects, such as the 'First 1,000 days project' intended to deliver longer-term outcomes. This project, delivered with Pembrokeshire County Council, aims to connect families who do not regularly access open space with nature to improve their wellbeing. Understanding the long-term factors and the socio-economic profile of visitors is important to help the Authority to target its resources, including actions to help prevent barriers to access from occurring or getting worse.

Does the Authority have a clear vision for improving access?

- 23 The Authority has set out its vision for improving access and communicates this through both its operational and strategic plans. For example, the Rights of Way Improvement Plan 2018-2028⁶ seeks to address the need to improve access opportunities for disabled visitors. The Authority also considers the impact of its vision for improving access on its well-being objectives and the national well-being goals. This helps reduce the potential for duplication and can help to identify opportunities to secure multiple benefits.
- 24 The Authority has involved a range of groups in shaping its vision through projects, stakeholder surveys, and workshops. For example, we observed participants in the Authority's 'Roots to Recovery' programme being heavily involved in designing

⁶ The Rights of Way Improvement Plan 2018-2028 has been adopted by the Authority, and Pembrokeshire County Council.

project activities. This project aims to enable participants to enjoy the Park and improve their mental health. Involving communities helps the Authority to design actions that will meet their needs and reduces the risk of not achieving value for money.

- 25 The Authority does not routinely plan delivery of projects over the longer term to help deliver its strategic vision or its corporate plans. The Authority plans activity on shorter timescales than its corporate plans. We recognise that this is partially due to the short-term nature of grant funding. However, by not planning over a longer-term timescale, the Authority risks taking short-term actions that may not secure value for money over the longer term.

Is the Authority working effectively in partnerships to promote access?

- 26 The Authority is committed to involving and engaging a range of people and partners to improve access to the National Park.
- 27 The Authority has identified key groups to involve in designing and delivering work. It plans to add to this through a formal stakeholder mapping exercise. Mapping out partners and potential partners reduces the risk of the Authority not identifying opportunities to improve access and value for money through, for example, the pooling of resources and expertise.
- 28 The Authority already works with a range of partners to improve access. For example, the Authority collaborates with Mind to deliver the 'Roots to Recovery' project. This has generated positive feedback from both participants and the Authority's officers.
- 29 The Authority enables collaboration with other designated landscapes to improve access. For example, the Authority hosts the Welsh Designated Landscapes Inclusion, Diversity and Governance Excellence Strategic Lead Officer. The Officer's action plan spans all designated landscapes. This offers a potential opportunity for collaboration activity with other National Parks and Areas of Outstanding Natural Beauty (AONB) to maximise the impact of this agenda.

Has the Authority strategically resourced its activity to promote access?

- 30 The Authority has not identified how it will resource its plans to improve access over the longer term, and largely relies on short-term grant funding.
- 31 We recognise the challenging financial context that the public sector operates within and the consequences on individual bodies, like the Authority. However, the Authority has not identified how it will resource its plans to improve access over the longer term. For example, it has not yet identified the resources required to deliver its draft Partnership Plan 2024-29. The draft Plan recognises that 'inclusion related activities are normally reliant on time bound project funding'.

- 32 The Authority allocates some core funding to activities that promote access but generally funds this activity with grants. The Authority recognises the potential risks of relying on grant funding, such as the funding ending and not being replaced. It has taken steps to reduce these risks, including setting up a charitable trust and employing fundraising officers to access additional funding. The Authority has been successful in obtaining external revenue to support projects that would not otherwise have been possible.
- 33 However, by not setting out the resources needed to deliver its objectives in the longer term, the Authority increases the risk of them not being deliverable. The Authority's current approach also risks delivering actions that are shaped by grant funding cycles rather than identified needs. Whilst we recognise that this is a difficult issue to tackle, particularly in the current challenging financial context, it may be a limit on the impact that the Authority could achieve.

Is the Authority monitoring, evaluating, and reviewing progress?

- 34 Measuring the impact of some initiatives is clearly extremely challenging. Not all interventions lead to easily collected and reported performance measures, which we accept and note. The Authority has demonstrated to external funders that its initiatives, such as Roots to Recovery, deliver positive outcomes to participants through boosting their wellbeing. Measuring and understanding outcomes is critical to understanding what makes initiatives effective and, therefore, demonstrate their value for money.
- 35 The Authority draws on qualitative and quantitative information to measure the impact of its work to increase access. For example, the Health, Well-being and Access Delivery Plan specifies the metrics the Authority will use to measure the impact of its work. Authority members are also provided with reports on the progress of individual projects. This provides Authority members with the opportunity to oversee and scrutinise performance.
- 36 The Authority does not have a systematic approach to learning lessons from project delivery, or from feedback from service users. Feedback is collected on individual projects but is not collated to provide an overall view of the visitor experience. This increases the risk that the Authority will not identify opportunities to improve the value for money of its approach.



Our recommendations for the Authority

Exhibit 1: our recommendations for the Authority

Recommendations

Improving the Authority's evidence base to inform its planning

R1 We identified weaknesses in the Authority's arrangements to collect and analyse visitor data consistently. To maximise the use of data it gets from interactions with visitors and programme participants, the Authority should establish a more consistent arrangement to collate and analyse demographic information, activity data, and feedback.

R2 The Authority does not identify the resources required to deliver its longer-term objectives in relation to improving access. To address this, the Authority should identify the resources required to deliver its actions to improve access to the Park over the short, medium and longer term. This should recognise the risk associated with reliance on grant funding and outline how these risks will be mitigated.

R3 The Authority intends to conduct a stakeholder mapping exercise. To ensure that it identifies opportunities to maximise value for money, after the mapping exercise, the Authority should assure itself that it has identified all potential opportunities for collaboration in promoting access to the park.

Appendix 1

Audit questions and criteria

Overall question: Is the Authority doing all it can to encourage and improve access to the National Park from underrepresented groups?

Level 2 questions	Level 3 questions	Criteria
2.1 Does the Authority have a comprehensive understanding of who uses the National Park and who does not?	• 2.2.1 Has the Authority recently analysed who visits the National Park? • 2.1.2 Has the Authority recently identified which groups or communities do not visit the National Park? • 2.1.3 Does the Authority have a thorough understanding of its socio-economic profile? • 2.1.4 Has the Authority identified barriers facing groups or communities that are underrepresented visitors to the National Park? • 2.1.5 Does the Authority have a thorough understanding of the long-term factors that may impact on access opportunities for underrepresented groups?	• The Authority knows which groups and communities visit the National Park. • The Authority knows which groups and communities do not visit the National Park. • The Authority has a thorough understanding of its socio-economic profile. • The Authority understands and knows the barriers facing groups and communities that are underrepresented visitors to the National Park. • The Authority has a thorough understanding of the long-term factors that reduce access opportunities for underrepresented groups.

Level 2 questions	Level 3 questions	Criteria
2.2 Does the Authority have a clear vision of what it needs to achieve to improve access from underrepresented groups and communities?	• 2.2.1 Does the Authority have a comprehensive plan to address barriers facing underrepresented groups and communities? • 2.2.2 Has the Authority involved relevant groups or communities in shaping its approach? • 2.2.3 Is the Authority taking an integrated approach? • 2.2.4 Is the Authority planning over an appropriate timescale? • 2.2.5 Is the Authority's approach driven by clear and effective leadership?	• The Authority has a comprehensive plan to address barriers facing underrepresented groups and communities. • The Authority fully involves relevant groups and communities in helping to shape its approach. • The Authority is taking an integrated approach and considers issues across all services and all key partners. • The Authority has a strong track record of engaging stakeholders with inclusive opportunities to access and use the National Park. • The Authority actively promotes its work and this is resulting in positive impacts on addressing social exclusion, improving health and wellbeing and alleviating the impact of poverty. • The Authority has set a range of targets for delivery over an appropriate timescale. • The Authority has good track record of delivering actions and plans and taking remedial action where necessary. • The Authority has clear and effective leadership and increasing access to the National Park is promoted consistently and clearly at the highest levels. • The Authority has good evidence to draw showing the value of National Parks for health and wellbeing and their role to help reduce social exclusion and alleviation of the barriers posed by poverty.

Level 2 questions	Level 3 questions	Criteria
2.3 Is the Authority working effectively with the right people and partners to address the barriers facing groups or communities that are underrepresented visitors to the National Park?	• 2.3.1 Has the Authority identified who it needs to involve in designing and delivering its work? • 2.3.2 Is the Authority effectively involving the full diversity of the population? • 2.3.3 Is the Authority working with the right partners? • 2.3.4 Is the body collaborating effectively? • 2.3.5 Is the Authority learning lessons from how it works with others?	• The Authority demonstrates the value of National Parks for health and wellbeing and their role to help reduce social exclusion and alleviation of the barriers posed by poverty by contributing towards evidence-based policy and practice. • The Authority tailors opportunities for all people in Wales to benefit from the natural environment and landscape features of National Parks. • The Authority works with the right people, organisations and communities to design inclusive services that encourage access for all. • The Authority effectively involves the full diversity of the population in developing its programmes of work to ensure everyone is provided with an equal opportunity to access and use the National Park. • The Authority is open to challenge and learning to ensure its services are fit for purpose and delivering what is intended.

Level 2 questions	Level 3 questions	Criteria
2.4 Has the Authority invested sufficient resources so it can deliver long-term and preventative benefits?	• 2.4.1 Has the Authority set aside sufficient resources to encourage access and use of the national park by underrepresented people and communities? • 2.4.2 Does the Authority understand the long-term resource implications? • 2.4.3 Is the Authority allocating resources to deliver better outcomes over the long term? • 2.4.4 Has the Authority conducted demographic modelling to ensure resources are appropriately targeted to attract underrepresented groups in the future?	• The Authority has set aside sufficient resources to improve access and encourage people to access and use the National Park. • The Authority reviews its use of resources to ensure that it is able to target future allocations on underrepresented visitor groups and communities. • The Authority has conducted demographic modelling to ensure resources are appropriately targeted to attract underrepresented groups in the future.

Level 2 questions	Level 3 questions	Criteria
2.5 Is the Authority monitoring, evaluating and reviewing progress?	• 2.5.1 Is the Authority drawing on qualitative and quantitative information to measure the impact of its work? • 2.5.2 Do Authority members effectively scrutinise performance?	• Tailoring opportunities for all people in Wales to benefit from the natural environment and landscape features of National Parks. • The Authority has developed a suite of appropriate and relevant performance measures/metrics that enable it to judge how it is improving access and use of the national park by underrepresented groups and communities. • The data the Authority uses allows it to demonstrate the positive impact of people accessing the National Park on people's wellbeing and social outcomes; impact on poverty; and impact on health. • The Authority monitors and evaluates performance on a regular basis and takes corrective actions as a result of its review work.



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We welcome correspondence and telephone calls in Welsh and English.
Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg.

Management response form

Audit Wales use only	
Audited body	Pembrokeshire Coast National Park Authority
Audit Name	Promoting access to Pembrokeshire Coast National Park
Issue date	February 2025

Ref	Recommendation	Management Response Relevant commentary on the planned actions in response to the recommendations	Completion date Completion date for planned actions	Responsible officer (title)	Audit Wales only
R1	We identified weaknesses in the Authority's arrangements to collect and analyse visitor data consistently. To maximise the use of data it gets from interactions with visitors and programme participants, the Authority should establish a more consistent arrangement to collate and analyse demographic information, activity data, and feedback.	Expectations in terms of collation of visitor data are unrealistic and would not be feasible at a level to make the data meaningful, it also risks diverting funding from more meaningful activities. However, we will 1. Utilise data from wider Welsh Government visitor data to inform our work, and explore opportunities with relevant	1. 31/03/26 2. This work is led by our Access & PROW Manager. We are currently recruiting for a new officer. This work will be incorporated into the work	1. Director for Nature and Tourism 2. Access and PROW Manager 3. Head of Engagement and Inclusion	

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		bodies for them to include wider range of demographic data in the visitor information they collect and report. 2. Authority periodically carries out a coast path survey and this is referenced in our coast path management strategy and we will explore feasibility of wider demographic data being collected in the next iteration of this. 3. Implement annual survey which is already in development with our project and volunteer participants and create framework to ensure	programme once the new officer is appointed. 3. 31/3/2026 (although aim is that it will be implemented on an ongoing basis) 4. 31/3/2026 (although aim is that it will be implemented on an ongoing basis)	4. Head of Regenerative Tourism	

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		feedback and information gathered by the Engagement and Inclusion Team is fed through to inform wider corporate strategic planning, improvement activities and project development. 4. Explore feasibility of gathering demographic related data as part of any feedback surveys developed for surveys for Centres and Events and Activities Programme.			
R2	The Authority does not identify the resources required to deliver its longer-term objectives in relation to	This recommendation fails to reflect the challenging situation that the Authority operates under and the	31/3/2026	Performance and Compliance	

Ref	Recommendation	Management Response Relevant commentary on the planned actions in response to the recommendations	Completion date Completion date for planned actions	Responsible officer (title)	Audit Wales only
	improving access. To address this, the Authority should identify the resources required to deliver its actions to improve access to the Park over the short, medium and longer term. This should recognise the risk associated with reliance on grant funding and outline how these risks will be mitigated.	benefits of being able to utilise grant funding to support a wide range of activities. A number of staff have fundraising as key elements of their job descriptions. However, this can be included as an area of consideration as part of wider activities in 2025/26 in terms of mid/long term financial mapping and scenario planning for Authority and departments to manage future deficits.			
R3	The Authority intends to conduct a stakeholder mapping exercise. To ensure that it identifies opportunities to maximise value for money, after the mapping exercise,	The Authority has informed Audit Wales that this exercise has been completed. Since it remains as a recommendation, we will utilise this with a further exercise looking at this	31/3/2026	Performance and Compliance Officer/ Head of Engagement and Inclusion / National	

Ref	Recommendation	Management Response Relevant commentary on the planned actions in response to the recommendations	Completion date Completion date for planned actions	Responsible officer (title)	Audit Wales only
	the Authority should assure itself that it has identified all potential opportunities for collaboration in promoting access to the park.	information against our wider partnership monitoring framework and revised partnership plan to identify priority areas for collaboration in support of promoting access to the Park.		Park Management Plan and Marine Officer	