

A Playing Pitch Study for Copeland Borough Council

April 2011

Leisure and the Environment
sport • art • recreation • community

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Appendices (electronic documents)	(Separate electronic documents - paper copies also supplied to the Borough Council to attach if appropriate at rear of report)
<p>Appendix 1: Agreed Approach (method)</p> <p>Appendix 2: Market segment information</p> <p>Appendix 3: Sites spreadsheet</p> <p>Appendix 4: STP surface types (explanation)</p> <p>Appendix 5: Club questionnaire results</p> <p>Appendix 6: Suggested standards and additional guidance</p> <p>Appendix 7: Sustainable community sports hub</p>	<p>Map 1: Study localities/sub areas</p> <p>Map 2: Team Generation rates for main pitch sports by sub area</p> <p>Map 3: Thematic map showing pitch numbers</p> <p>Maps 4: Principal locations for pitch sport activity</p> <p>Map 5: STPs</p> <p>Maps 6: Facility quality by Locality/sub areas</p> <p>Maps 7: Access by Locality/sub area</p> <p>Map 8: Access relative to deprivation</p> <p>Charts: Detailed demand patterns by Locality for football, cricket and rugby</p>

1. Introduction

1.1 General

This is the '**Playing Pitch Study**' for Copeland Borough Council. It was commissioned by the Council as part of a wider study looking at open space, sport and recreation need in the area. In addition to this report there are two other distinct components of the wider project:

- a study to meet the requirements of Planning Policy Guidance Note 17 (PPG17): Planning for Open Space, Sport and Recreation; and,
- a study and strategy mapping out provision of built sports facilities within the Borough.

The PPG17 report is the overarching document, which draws together the findings and conclusions of the two other elements, in addition to presenting its own topic matter which deals primarily with open space and informal recreation.

This particular study of playing pitches and outdoor was prepared in accordance with an agreed approach and method included as **Appendix 1**.

An up-to-date and accurate playing pitch study can help the Council and others through providing an evidence base to inform planning, decisions and actions. This study provides:

- a comprehensive assessment of the supply of, demand for, and distribution of accessible outdoor playing pitches and certain other outdoor facilities in and around the local authority area;
- an analysis of the quantity and quality of pitches in the area;
- a comprehensive set of recommendations for local standards of provision and other guidance offered for planning purposes, including strategic recommendations relating to deficiencies, existing provision to be protected, and proposals for new provision including measures in relation to the quality of provision;
- a review of the adequacy of existing provision against these standards, and other appropriate standards, to meet existing and future need;
- an action plan with time-scales to inform planners negotiating for developer contributions and to inform service delivery; and,
- an approach for developer contributions.

1.2 The Study Area

The Study Area has been defined as covering the Copeland Borough Council authority area. However, people playing sport of all kinds will travel across local authority boundaries and the proximity of adjacent areas has been considered.

2. Method

2.1 General

A full study method description is contained in the Method Statement included as **Appendix 1**. The method employed techniques, sources and analytical tools recommended by the Government, Sport England and other relevant national agencies and bodies (including appropriate Governing Bodies of Sport).

2.2 Localities/Sub Areas

Ideally, sports and recreation provision should be close to where users live. With this in mind the local authority has been split up into sub areas, which are based largely on areas identified as 'Localities' by the Borough Council, which are themselves an attempt to reflect community identity in different parts of the Borough. **Map 1** can be cross referenced to the following table of localities/sub areas in relation to constituent wards

Table 2.1

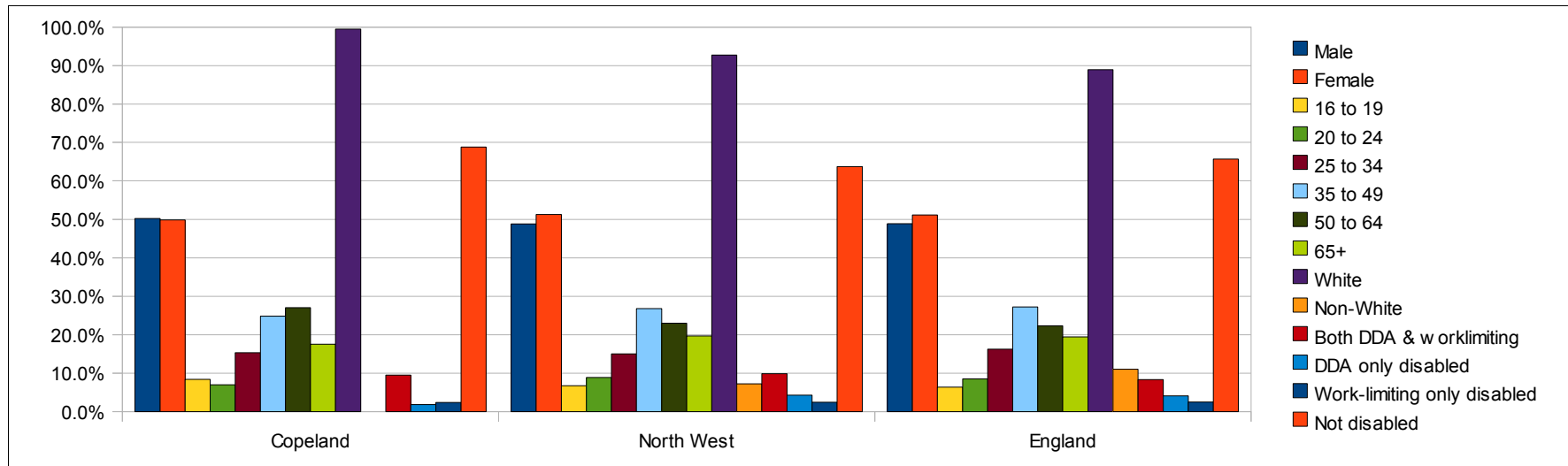
Locality/Sub Area name	Wards	Population	Notes
North East Copeland	Arlecdon, Cleator Moor North, Cleator Moor South, Ennerdale, Frizington	12167	The remote southern half is in the National Park, and the northern portion contains Cleator Moor and the main villages
West Copeland	Beckermet, Egremont North, Egremont South, St. Bees	11714	Based on the town of Egremont, but also in including St. Bees and Beckermet
Five Rivers	Gosforth, Seascale	4300	Very rural and largely covered by National Park status, with the main settlements being Gosforth and Seascale
South Copeland	Bootle, Haverigg, Holborn Hill, Millom Without, Newtown	7912	The northern half is very rural and lies in the National Park. The southern part is focused on the Millom urban area
Whitehaven & Howgate/Distinguon	Bransty, Distinguon, Harbour, Hensingham, Hillcrest, Kells, Mirehouse, Moresby, Sandwith	30741	Centred on the urban area of Whitehaven and its environs to the north. These two localities have been combined as the Howgate/Distinguon locality can also look to Whitehaven for provision.

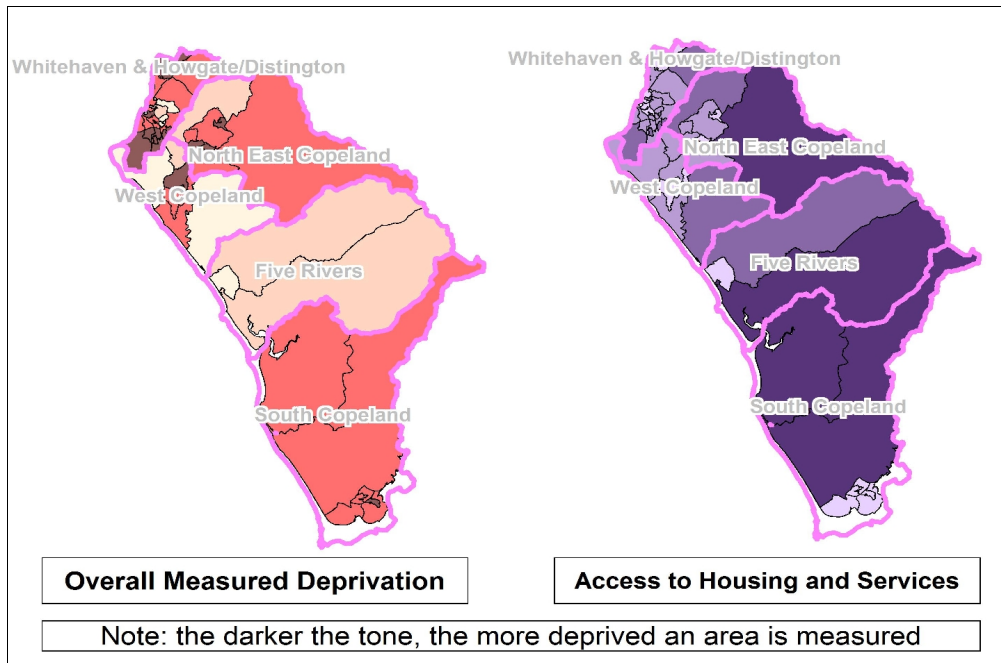
Although the majority of the population lives in the main centres of Whitehaven, Cleator Moor, Egremont and Millom areas, the major part of the Borough is very rural and isolated which will impact upon access to services in these areas, including outdoor sports opportunities. These access issues tend to mostly affect young people and those on low income, who may be reliant on patchy public transport, or the help of others.

3. Context

3.1 Key features

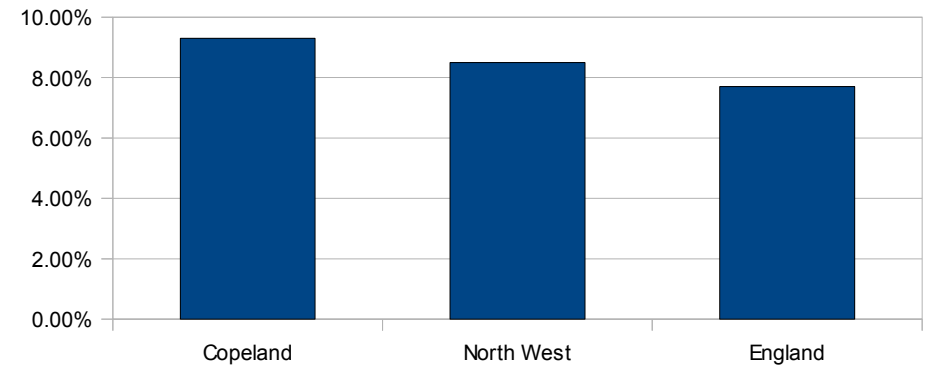
The borough of Copeland is in the western Lake District area of the county of Cumbria, the most north-western county in England. It is an area of wonderful physical beauty and diverse culture and character. The Borough covers an area of 284 square miles, two thirds of which are in the Lake District National Park. The marginal areas and sections of coast, including the St. Bees Head Heritage Coast, are of exceptional landscape value. Its current population is estimated to be around 69,700 based on recent government estimates. The general population profile below shows consistency with national and regional profiles, with the exception of a relative under-representation of a non-white section of the community.

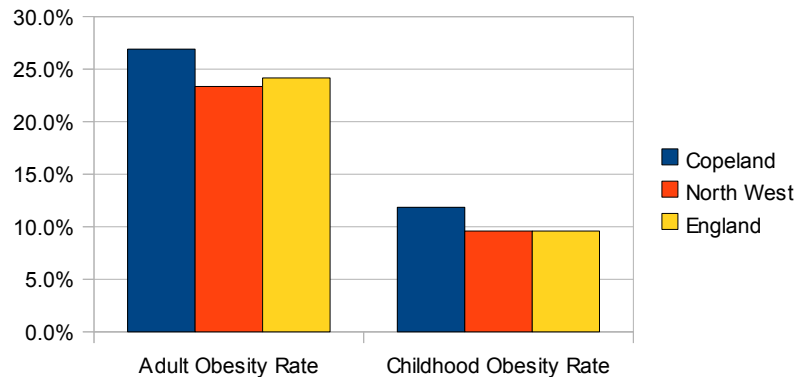




In terms of official deprivation statistics the Borough is ranked 72nd out of 353 local authorities in England (with 1 being the most deprived)- this puts the Borough just outside the 20% most deprived of local authority areas, when measured in these terms. The Index of Multiple Deprivation (IMD) is made up from a basket of individual scores and indicators covering a variety of socio-economic factors. The map on the left shows that in terms of the overall measure it is primarily parts of the largest settlements in the north which are deprived. However, when looking only at the measure for 'Access to housing and Services' (a reasonable measure of 'isolation') it is the rural areas which score worst.

The Borough has quite high unemployment levels, because of a structural decline in traditional local industries. The chart below expresses unemployment as a percentage of the economically active. As can be seen the unemployment rate in the Borough is significantly higher than the regional or national average.





Deprivation influences many things, and it can impact upon ill-health. The following chart shows that the percentages of adults and children being clinically obese are higher in Copeland than within the North West region or England as a whole.

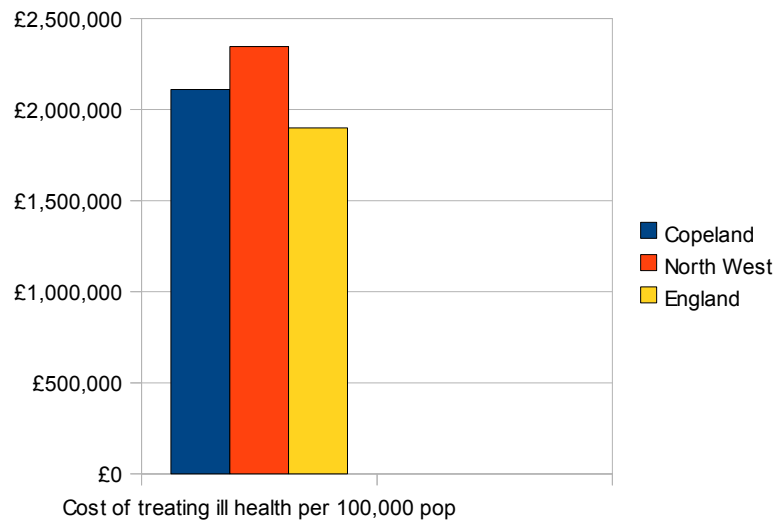
There are financial and economic costs to ill-health. The second chart to the left shows the estimated cost in Copeland Borough compared with the region and England as a whole. Participation in active sport and recreation can play a major part in preventing diseases and ill health such as obesity and coronary problems. Apart from all the other acknowledged benefits of playing sport, there is now a strong financial argument. Section 4 highlights that participation in sport and active recreation within the Borough is not all that it could be.

3.2 Policies and Strategies

A fuller review of relevant Council policies and strategies is contained in the over-arching PPG17 study, but the following are the most important points.

Corporate Plan 2007 – 2012

- Within its corporate plan, Copeland Borough Council highlights three key aims to help move the Borough forward. One of these aims is the need to ‘promote prosperity’ in the region. The council identifies key components to increasing prosperity as; improving leisure and culture and promoting healthy living.
- From 2010, Copeland Borough Council plans to increase tourism, culture and leisure spend through the Borough and subsequently increase the number of jobs supported by the tourism, culture and leisure sector by 5% per annum.
- By 2012, the council also aims to have a strategic framework established to encourage people to participate in active lifestyles. This includes increasing the number of ‘Parks Friends’ groups, improving on the number of health related cultural activities and increasing the use of council supported leisure facilities, especially by target groups such as the young, elderly, women and disadvantaged.



Copeland Borough Council Health Strategy

- Locally, the people of Copeland are subject to health inequalities when compared with the national average across a wide range of indicators, therefore, the council's 'Health Strategy' is structured to reflect the national strategy, whilst focusing on local issues.
- The council is directly or through work with partners ensuring that leisure activities are available to all sections of the community, supporting physical and mental health improvements. In addition, residents are being encouraged to become more physically active, particularly the young and those with weight related ill-health.

Planning

- Existing development planning policies seek to protect important local sports and recreation facilities, and to ensure that they are provided where significant new development is proposed. The current Local Development Framework is under review, although the total number of new houses proposed for the Borough (2011/12 to 2026/27) is expected to be 4,800, to be located mostly in Whitehaven and the other principal settlements.

The benefits of promoting sport and active recreation are therefore recognised and embraced by existing policy and strategy.

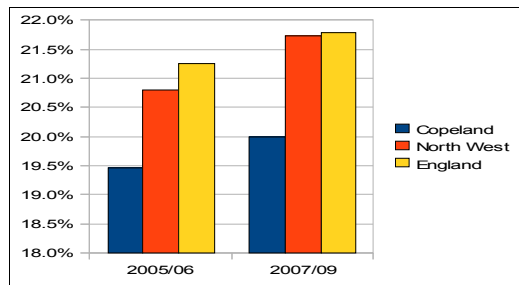
4. Existing Situation

4.1 General information on participation

Participation in outdoor pitch sports within the Borough can be viewed in the context of participation in sport and active recreation. In 2006, as part of the 'Active People' survey project, Sport England commissioned a survey of over 300,000 adults of sixteen years of age or older to identify frequencies and rates of participation in physical recreation activity. The results are available for analyses at local authority level. It is being updated on an annual basis using a smaller sample base, (with the 2007, 2008, and 2009

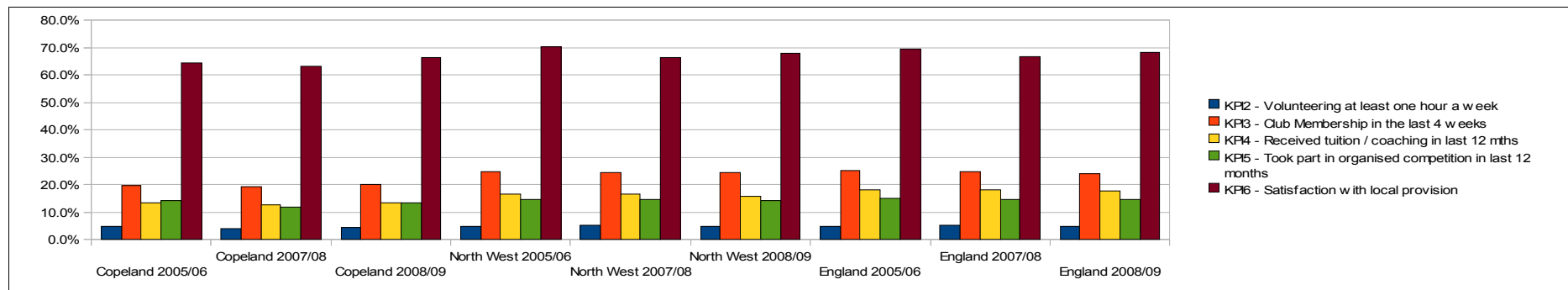
survey results now available). Nationally, the most popular activities for most people tend to be walking, swimming, cycling, jogging/recreational running and going to the gym. Participation in codified outdoor sports tends to lag behind in terms of rates and frequency of participation, with football (in all its forms) being the most popular and cricket the next best.

It is worth noting some of the findings of the Active People surveys in respect of general participation with the Borough. The chart on the left shows the % of the adult population identified by the Active People Surveys as taking part in at least 3 x 30 minutes sessions of moderate intensity sport/recreation activity each week on a regular basis. As can be seen Copeland Borough lags behind both the regional and national percentages.



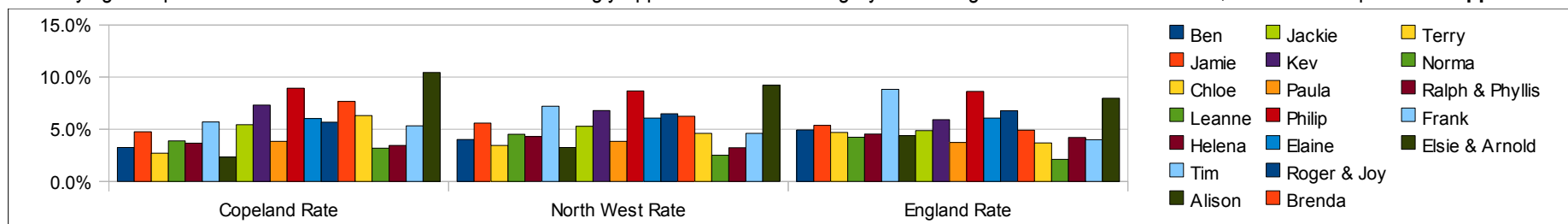
The chart below provides some comparative figures on levels of club membership, receipt of tuition, and volunteering in respect of sports activity. One again, it will be seen that the percentages for Copeland's adult population tend to lag behind

those of the North West region, and England as a whole. (The chart also shows perceived satisfaction with local provision).



In reality, Active People and other national surveys can misrepresent local circumstances because of the limited size and scope of the local samples. Information readily available at the local level can often be patchy. In terms of the codified sports activities, additional information has been secured through this study using material supplied by the governing bodies: football, cricket, rugby, and hockey in particular have good intelligence in relation to codified activity where teams are generally affiliated with the relevant governing body. A particular issue may be the amount of competitive sport that can be played without being recorded by the governing bodies and local administrators. Some of this activity can be identified through checking local booking records although much will be spontaneous and impossible to record other than through direct observation. It is very important nonetheless to acknowledge the significance of informal sport as it places a demand on open space. It is clearly a very popular form of healthy physical activity for many people who cannot or do not want to play sport in the formal competitive sense.

Socio economic factors are a key determinant of participation in sport and active recreation. Market Segmentation information is available from Sport England for all English local authorities at a Middle Layer Super Output Area (MSOA) level. The following chart examines population broken down into 19 different categories that aim to help in identifying the sport and recreation activities that would seemingly appeal within each category. The categories are also summarised, and further explained in **Appendix 2**.



A01	Ben	Competitive Male Urbanites
A02	Jamie	Sports Team Drinkers
A03	Chloe	Fitness Class Friends
A04	Leanne	Supportive Singles
B05	Helena	Career Focused Females
B06	Tim	Settling Down Males
B07	Alison	Stay at Home Mums
B08	Jackie	Middle England Mums
B09	Kev	Pub League Team Mates
B10	Paula	Stretched Single Mums
C11	Philip	Comfortable Mid-Life Males
C12	Elaine	Empty Nest Career Ladies
C13	Roger & Joy	Early Retirement Couples
C14	Brenda	Older Working Women
C15	Terry	Local 'Old Boys'
C16	Norma	Later Life Ladies
D17	Ralph & Phyllis	Comfortable Retired Couples
D18	Frank	Twilight Year Gents
D19	Elsie & Arnold	Retirement Home Singles

It is worth noting many of the groups that would normally be active in outdoor sports are comparatively under represented when compared to the North West and England as a whole. There is the possible inference that sections of the population may have an automatic predisposition towards certain activities. The categorisations also seem not especially appropriate in their naming and description when considering ethnic groupings. Participation in a given activity will be influenced by many factors including access, awareness, cost, social convention, time etc. The fact that a person is 'categorised' in one of 19 different ways should not lead to an assumption that their preferences will be predetermined.

4.2 Pitch sport teams locally

Based on information gathered by this study, the following represents a count of all pitch sport teams identified through the study broken down by key pitch sport, age group, and locality. To ease presentation, the two Rugby codes have been combined.

Table 4.1

Locality name	Football					Rugby (both codes)					Cricket				Hockey			
	Adult Males	Junior Male	Ladies	Girls	Mini	Adult Male	Colts	Junior	Ladies	Vets	Adult Male ¹	Junior	Ladies	Vets	Adult Male	Junior	Ladies	Vets
North East Copeland	7	8	0	2	6	3	0	13	1	0	4	3	0	0	0	3	0	0
West Copeland	8	10	0	2	10	4	0	14	0	0	5	3	0	0	0	0	0	0
Five Rivers	1	0	0	0	0	1	0	0	0	0	4	2	0	0	0	0	0	0
South Copeland	0	0	0	0	0	3	0	7	0	0	4	6	0	0	0	0	0	0
Whitehaven & Howgate/ Distington	17	14	0	4	10	11	0	19	0	0	5	4	0	0	0	0	0	0
Total	33	32	0	8	26	22	0	53	1	0	22	18	0	0	0	3	0	0

Other than the above, the following are noteworthy key points:

- **Football:** levels of known participation for all age groups in the Borough generally below the comparable national and regional figures based on both FA data and research conducted for this study. The exception tends to be female football where levels compare favourably.

¹ Includes Colt Teams

- **Cricket:** Cricket appears to have a traditional strong base in the the Borough, but (as will be seen) there are concerns about future prospects borne out of lack of play in schools and the quality of maintenance of some facilities.
- **Rugby (both codes)** Activity is strong and well established, and the sports representation rivals even football (traditionally the dominant pitch sport in terms of participation).
- **Hockey:** An emerging sport in the Borough with one club currently fielding three junior teams from which it is hoped adult teams will develop.
- **Netball:** The Copeland Netball League has 20 teams (yielding an estimated 160 players) based at Whitehaven Leisure Centre, but also playing at several other venues. The League appears to be benefiting from developing links with local schools as well as the work of a local Netball Development Officer. Players' ages range between 15 and 50 years +.
- **Tennis:** There appear to be only three established clubs within the Borough. Whitehaven Tennis Club, which operates out St. Benedict's RC School; Seascale Tennis Club; and St. Bees Club, which uses school courts. There are other clubs in name, but these do not appear to be anything other than loose associations. The total number of regular and affiliated players is likely to be less than 150 players. There is also informal use of municipal/local council courts, where these exist.
- **Bowls:** There are seven clubs recorded within the Borough (covering both lawn and crown green codes). Based on the responses of clubs responding to the questionnaire survey, club membership for outdoor clubs is expected to yield between 400-500 players. The indoor club venue at Cleator Moor has around 220 regular bowlers.

Map 2 provides the estimated Team Generation Rates (TGRs) for the main pitch sports over defined age groups. TGRs can be defined as the number of people it takes within a given population to generate a 'team' based on information available about local teams and population. They can help to plan for future needs as will be explained later in this report. The TGRs shown on **Map 2** are generalised to allow for comparison across the various localities, and to provide as much consistency as possible with current and future population estimates. Broadly, they are provided to cover the following sports age groups: 11-44 years (from which the bulk of participation is derived); and, for mini soccer. Sport England advocates more detailed breakdowns covering both male and female age groups. However, these cannot be produced for the individual localities, due to the absence of population estimates/projections which fit the age groups used by different governing bodies. It will be seen that there is significant variation across the Borough for each sport.

Perhaps most notable for football is the lack of football activity in South Copeland, both for minisoccer and full-size football. Other than the Millom area, South Copeland is sparsely populated. However, according to FA records there were clubs noted to be playing in Millom (Millom AFC - 3 teams) and at Bootle (Bootle FC and Duddon Villa FC), but according to most recent FA data, these clubs are no longer recorded. On the other hand there is good representation in the southern part of the Borough in respect of both Rugby and Cricket. **Map 2** does not include Hockey is currently only based in the North East Copeland locality. In areas of sparse population even the existence of a small number of clubs tends to improve the relevant TGR dramatically when compared with more heavily populated areas. It is very noteworthy that the TGR for Rugby rivals that for full-size football.

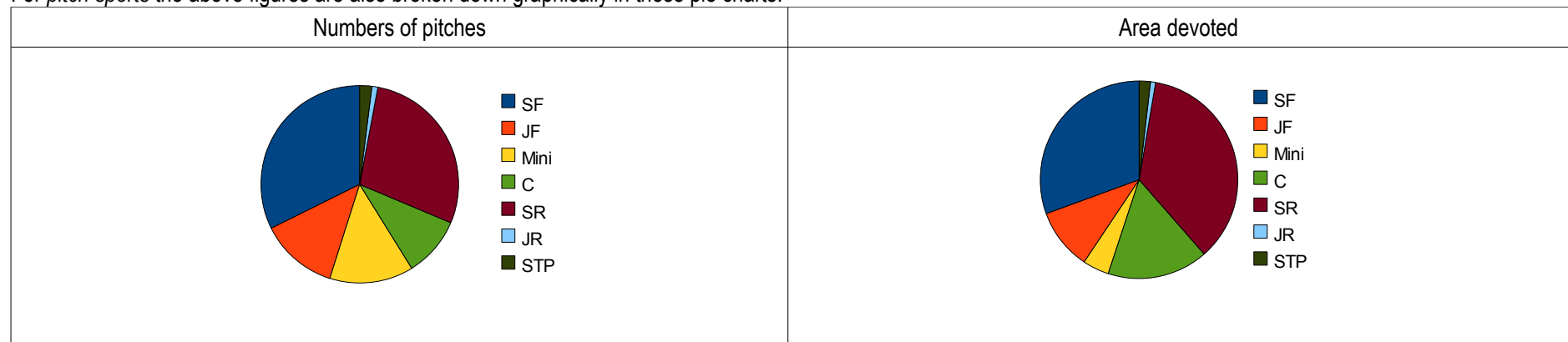
4.3 General provision for outdoor sports

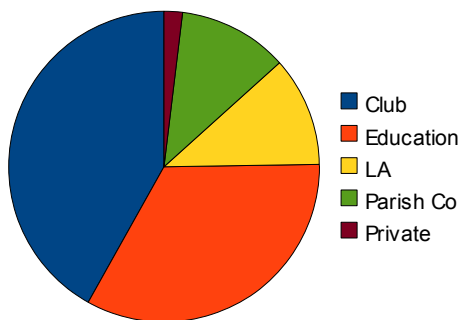
Based on the information available to this study, the following is an estimate of all outdoor sports provision in the local authority irrespective of sector or community availability, for the principal pitch sports as well as outdoor bowls, tennis, and Multi Use Games Areas (MUGAs). The figures do not include athletics tracks or golf courses. Some of this space will be shared between winter and summer sports.

Table 4.2

Pitch type	Senior Football	Junior Football	Mini Soccer	Cricket	Senior Rugby	Junior Rugby	Synthetic Turf Pitch	Bowls (outdoor)	Tennis	Multi Use Games Area
Number	33	13	14	10	29	1	3	7	18	9
Size Assumption (ha)	0.9	0.75	0.3	1.6	1.2	0.8	0.9	0.15	0.07	0.07
Overall space estimate	29.7	9.75	4.2	16	34.8	0.8	2.7	1.05	1.26	0.63

For *pitch sports* the above figures are also broken down graphically in these pie charts.





The interesting thing about these figures is the numbers of rugby pitches (both codes) and the area devoted to the sport. In most other parts of the country provision for football dominates. Rugby is relatively extremely strong in the Borough, and its position is further enhanced by the strength of Rugby League, which is not commonplace in many other parts of the country. This provision (in total numbers of pitches) breaks down into roughly the ownership classification in this pie chart. As will be seen the clubs and education sectors dominate. This pattern again contrast with many other parts of the country, in respect of the importance of the club sector.

Provision in community use: Discounting those facilities that cannot be considered to be in any form of community use, the figures are as follows. The table is split into two sections. The top portion contains those facilities that are considered to be in Secured Community Use (A1, A2, A3)². The bottom portion covers those facilities that can be considered to be available for community use, but not in secured arrangements (B).

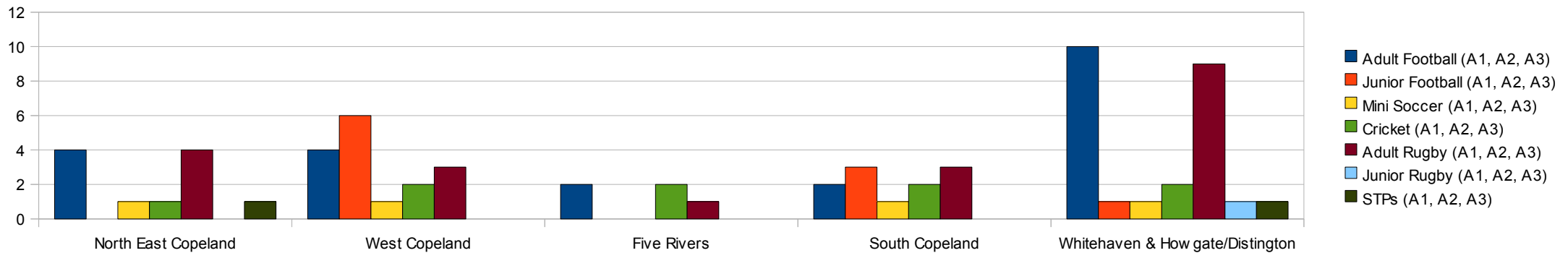
Table 4.3

Facilities in Secured Community Use (A1, A2, A3)												
Pitch type	Senior Football	Junior Football	Mini Soccer	Cricket	Senior Rugby	Junior Rugby	Hockey	American Football	Synthetic Turf Pitch	Bowls	Tennis	Multi Use Games Area
Number	23	11	4	9	20	1	1	0	2	7	12	5
Size assumption	0.9	0.75	0.3	1.6	1.2	0.8	0.9	0.15	0.07	0.15	0.07	0.07
Overall space estimate	20.7	8.25	1.2	14.4	24	0.8	0.9	0.15	0.14	1.05	0.84	0.35
Facilities available for community use but not secured (B)												
Pitch type	Senior Football	Junior Football	Mini Soccer	Cricket	Senior Rugby	Junior Rugby	Hockey	American Football	Synthetic Turf Pitch	Bowls	Tennis	Multi Use Games Area
Number	1	1	0	0	0	0	0	0	0	0	6	4
Size assumption	0.9	0.75	0.3	1.6	1.2	0.8	0.9	0.15	0.07	0.15	0.07	0.07
Overall space estimate	0.9	0.75	0	0	0	0	0	0	0	0	0.42	0.28

² These classifications are explained fully at the beginning of Section 6

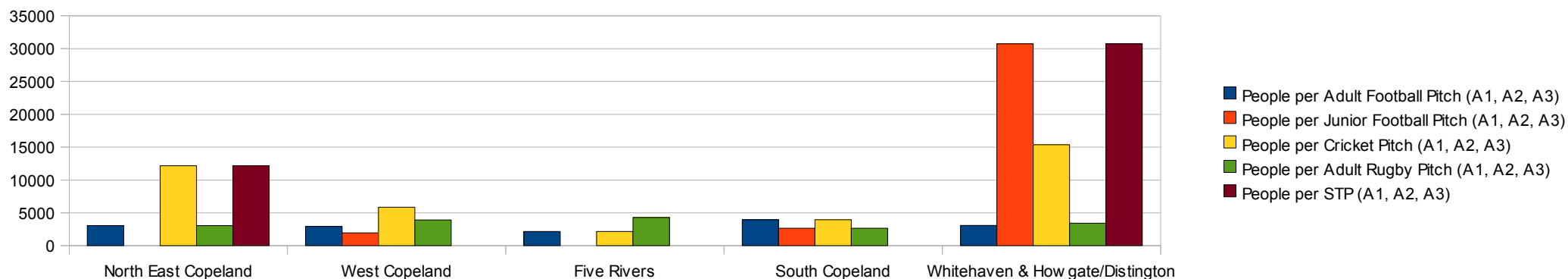
Those venues excluded from these figures are largely school sites. In terms of the individual localities the above figures for the A1, A2, and A3 categories³ are broken down further with the following chart.

Pitch Numbers and Estimated Area by Locality (A1, A2, A3)



Unsurprisingly it is those localities with the largest populations which have the best provision numerically. The **Map 3** shows the above information in the form of a thematic map. However, when measured per capita a different picture emerges. The following chart shows levels of of provision in terms of 'people per pitch' .

³ These classifications are explained fully at the beginning of Section 6.



4.4 Pitch Sports (principally football, rugby, cricket, hockey)

General: The provision of community pitch sport sites in the Borough is described in detail in **Appendix 3**. This important appendix details the pitches and supporting provision on each site and summarises 'quality' using a method advocated by Sport England in the publication 'Towards a Level Playing Field'. The detailed location of provision covered by this study is included in a series of Locality Maps (**Maps 4 a-e**). The maps identify venues used for *competitive* play alone, and where there is community access, informal activity and training will also occur at other venues. They also show the 'availability' of pitches based on the Sport England Categorisation³. In terms of local authority/council (or 'public') provision, the mains sites include those listed in Tables 4.4 and 4.5 below:

Table 4.4

Name	Sector	Ownership	Locality	Total Pitches (all types)
WHITEHAVEN CRICKET CLUB (THE PLAYGROUND)	Public	LA	Whitehaven & Howgate/Distington	3
BRANSTY PLAYING FIELD	Public	LA	Whitehaven & Howgate/Distington	2
THE SPORTS FIELD	Public	Parish Council	North East Copeland	2

³ These classifications are explained fully at the beginning of Section 6
19/72

Name	Sector	Ownership	Locality	Total Pitches (all types)
KELLS WELFARE	Public	LA	Whitehaven & Howgate/Distington	2
THORNHILL PLAYING FIELD	Public	Parish Council	West Copeland	2
GOSFORTH RECREATION GROUND	Public	Parish Council	Five Rivers	2
CLEATOR MOOR ASTROTURF PITCH	Public	LA	North East Copeland	2

These sites host rugby, football and cricket.

Club sites perhaps make an even greater contribution towards significant sites, with the main ones identified as being:

Table 4.5

Name	Sector	Ownership	Locality	Total Pitches (all types)
THE FALCON COMPLEX	Voluntary	Club	West Copeland	5
ADAMS RECREATION GROUND	Voluntary	Club	West Copeland	4
MILLOM RUGBY UNION FOOTBALL CLUB	Voluntary	Club	South Copeland	4
MILLOM AMATEUR RUGBY LEAGUE FOOTBALL CLUB	Voluntary	Club	South Copeland	3
DISTINGTON ARLFC	Voluntary	Club	Whitehaven & Howgate/Distington	3
WHITEHAVEN AFC	Voluntary	Club	Whitehaven & Howgate/Distington	2
FAIRFIELD	Voluntary	Club	North East Copeland	2
LOWCA AMATEUR RUGBY LEAGUE FOOTBALL CLUB	Voluntary	Club	Whitehaven & Howgate/Distington	2
GILLFOOT PARK	Voluntary	Club	West Copeland	2

There are very few schools whose grass pitches are recorded as being used by community teams on a regular and secured basis.

Synthetic Turf Pitches (STPs)

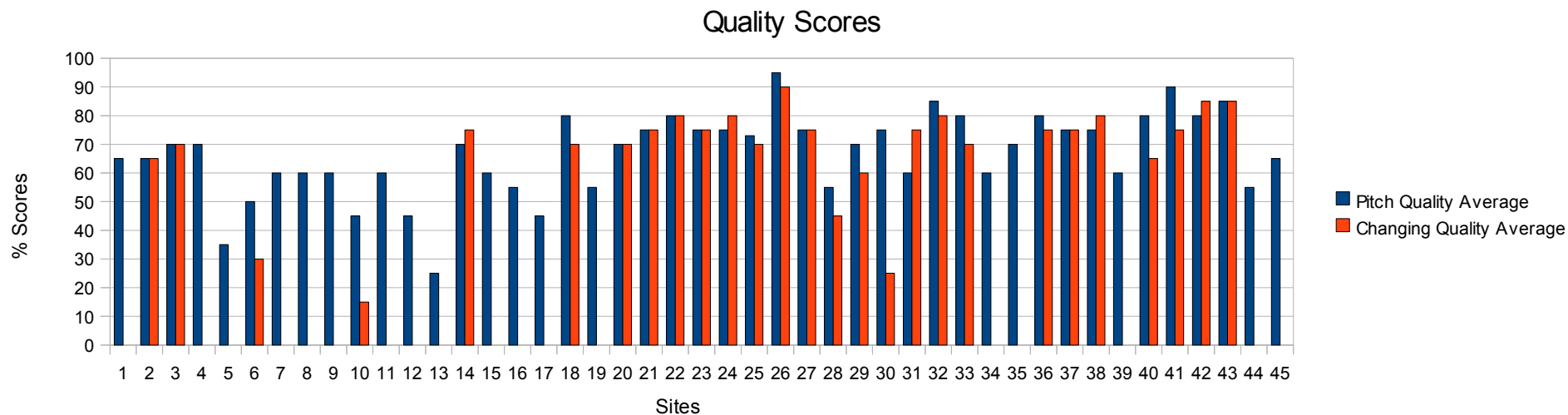
Map 5 shows existing STPs. STPs are considered in more depth in the 'Built Facilities' report forming part of the wider study. (See Section 1). There are currently three full-size, floodlit STPs within the Borough, and all three pitches are available for community use, although it is understood that the facility at Millom School is not in secured community use. In the north there is the 'Third Generation' (3G) surface facility at Whitehaven AFC. This is intensively used by the football club, and wider community use is in practice quite limited. In Cleator Moor there is a sand-based pitch which is used by schools, for small-sided football, and by the Borough's only hockey club. In the south, at Millom School, there is a sand-based pitch, managed by the school. In addition, there is an undersized STP of irregular dimensions at the Cumbria Sports Academy.

In addition, there are STPs within a 30-minute drive of Whitehaven at Cockermouth and Netherhall Schools in Allerdale, and within a 45-minute drive from the southern part of the Borough in Ulverston, Barrow and Windermere.

As is discussed later size, surface and (non) existence of floodlighting influence the value of a facility for different sports and by the community in general. The Explanatory Note for STPs at **Appendix 4** provides some background information in relation to surface types. Whilst STPs can be extremely important assets care must be taken when choosing surface, dimensions, and lighting, in order to optimise their utility.

Facility Quality: Maps 6 (a-e) geographically summarise the outcome of a technical exercise, using Sport England methods, assessing the perceived quality of pitches and ancillary facilities on sites available for community use. This excluded school sites to which it was impossible to assess easily within the study time frame. It was essentially a 'snapshot' and should not be considered in isolation from the views of those who have regular use of sites and are therefore familiar with them on a year-round basis. For changing accommodation and pavilions available for community use, an external quality audit was conducted in accordance with the Sport England method.

The following diagram summarises the scores for both pitches and changing blocks. (The site references along the x axis relate to sites identified in **Appendix 3**).



The average scores for pitches was 66.5% and 67.9% for changing which is deemed to be at least 'good' in both respects. However, when the scores are analysed by sector there is a contrasting view. For example, for pitches those in the voluntary/club sector scored an average of 74%, and those in the public sector 57% (within the average range).

The overall impression is therefore that the best pitches are owned and managed by local clubs, and this is explained by the fact that they often need better pitches to satisfy higher league requirements, and that clubs themselves are responsible for their own maintenance. Based on what some clubs have stated through the consultation, however, there are clearly issues in some locations in respect of overuse and waterlogging.

Bowls: There is an indoor 5-rink facility managed by the Borough Council at Cleator Moor which is described further in the Built Facilities study. There are 7 outdoor bowls venues in the Borough on 6 sites, as outlined in Table 4.6.

Table 4.6

Name	Locality	Size (rinks)/number of greens.	Type	Availability
Bootle and District BC	South Copeland	6 x 1	Crown Green	A2
Egremont BC	West Copeland	6 x 1	Lawn	A2
Frizington BC	North East Copeland	6 x 1	Lawn	A2
Seascale BC	Five Rivers	6 x 1	Lawn	A2
Whitehaven BC	Whitehaven & Howgate/Distinguon	6 x 2	Lawn	A2
Millom BC	South Copeland	6 x 1	Lawn	A2

Tennis: There are currently no dedicated indoor tennis venues within the Borough. The following summarises outdoor provision.

Table 4.7

Name	Locality	Number/type of courts	Availability
Millom School	South Copeland	3 hard	B/C?
Newton Park (Millom)	South Copeland	2 hard	A1
Seascale Tennis Club	Five Rivers	3 hard	A2
St. Bees Tennis Club (St. Bees School)	West Copeland	3 hard	A3
Whitehaven Tennis Club (St. Benedict RC School)	Whitehaven & Howgate/Distinguon	4 hard	A3
Whitehaven School	Whitehaven & Howgate/Distinguon	3 hard (also used for netball)	B/C?

In effect there are therefore 12 courts available for use by the community public or clubs, or else on school sites where there appears to be secured community use. There are a further 6 courts on school sites with more limited availability. None of the courts are floodlit, which does not therefore allow for optimum use throughout the years.

Netball: Other than its main venue at Whitehaven Leisure Centre, the teams in the Copeland Netball League use facilities at West Lakes Academy, Egremont; Whitehaven Football Club; St Bees School; St Mary's School, Kells; and, Whitehaven School.

Multi Activity Venues – Multi Use Games Areas (MUGAs): There is limited provision for MUGAs throughout the local authority area. A total of 9 have been identified of which 4 are public, 1 is club managed, and 4 are on school sites. On school sites there are other hard-surface areas designed for play and games, but which are not MUGAs. These are shown in Table 4.8 below

Table 4.8

Name	Locality	Comments	Availability
Cleator Moor School	North East Copeland	3 MUGAs: 1x unenclosed, 1 x enclosed, 1 x enclosed (2 court size)	C
St James CE Primary School, Whitehaven	Whitehaven & Howgate/Distinguon	1 x enclosed (astroturf surface)	C
Newton Park	South Copeland	1 x enclosed (on former tennis court)	A1
Overend Quarry, Hensingham	Whitehaven & Howgate/Distinguon	1 x enclosed	A1
Off Keir Hardy Road, Cleator Moor	North East Copeland	1 x enclosed	A1
Gosforth Recreation Ground	Five Rivers	1 x enclosed	A1
Mirehouse FC	Whitehaven & Howgate/Distinguon	1 x enclosed (floodlit)	A2

Some of the above have been designed for informal rather than competitive sport. MUGAs, especially when floodlit, have an important role to perform both for formal sport (particularly training) and for informal play, and when planned as part of an overall strategy can fulfil an invaluable sports development function. They do however require positive management and promotion, and ongoing maintenance to deter and prevent vandalism. The role of the local sports development officers can often be crucial in ensuring their proper use. They can then be suitable for a range of sports including tennis, basketball, netball and five-a-side football.

5. Key Findings from Consultation

5.1 General

This section summarises the main findings from the consultation undertaken for the Playing Pitch Study, as well as the wider project. This exercise together with the analysis of existing provision has informed the recommendations in this report as well as the proposed standards of provision. The exercise has involved:

- Questionnaire surveys of appropriate sports clubs, governing bodies and leagues.
- Conversations with agencies, groups and organisations considered to be particularly important in informing this study.
- Consultation with and provision of information by council officers.
- A review of relevant information contained in other council documents.

The following summarises the key issues and views arising from the consultation exercise.

5.2 Football

Key points:

- Lack of 3G STPs for football training and competition
- General lack of (affordable) training opportunities
- Continued concern with quality of ancillary facilities on some pitches. Drainage and waterlogged pitches are cited as a particular issue.
- Issues with cost of hire
- A need for more small-sided *grass* pitches (both for mini soccer and 9 vs 9, the latter where a full size pitch is not required)
- General perception is that demand is increasing

5.3 Cricket

Key points:

- Pitches and facilities of variable quality
- Matches are widely spread and travel is a major expense
- Provision of coaching is expensive
- Clubs ideally need help with getting facilities and coaching up to an acceptable standard in some respects
- Schools should be better involved in cricket- few schools currently play and encourage continued interest beyond school hours and years
- Some decline in membership identified, but other information suggests that membership is holding up

5.4 Rugby (League and Union)

Key points:

- Drainage issues and overuse of pitches
- Lack of affordable training facilities
- Overuse of some pitches for training and matches

5.5 Hockey

Key points:

- Hockey in the Borough is in a very embryonic state, with a (junior) club (West Lakeland) at a formative stage, and playing in Cleator Moor

5.6 In more detail:

Club Survey Results

A club questionnaire survey was conducted, partly to check that information about team and pitch numbers was accurate; but also to provide a richer qualitative contextual dimension to other information obtained. Full details of the findings are included in spreadsheet format as **Appendix 5**.

Key findings for clubs:

- There is little ethnic diversity within the 4 key pitch sports where the information from respondent clubs suggest that membership is largely composed of players identified as 'white'. The exception to this is cricket where there is a small representation of players identified as being of Asian extraction
- Based on club responses most seem to attract the majority of their players from within a mile of their home base. The main exceptions seem to be for some clubs based in rural areas which have wider catchments, which is logical.
- In terms of problems facing responding clubs' future development and growth, the most cited reason amongst Football clubs was waterlogged pitches and some poor facilities. Amongst respondent Cricket clubs it was variable quality of facilities, lack of adequate coaching networks and insufficient interest within schools. For Rugby (both codes) the main issues were centred around overuse of pitches and lack of access to affordable training facilities
- Clubs were asked to identify the three 'Best' and 'Worst' pitches they had played on in the areas, with the following results for both Football and Cricket, with the following results.

Football

Table 5.1

Club	Best Pitches			Worst Pitches		
	1	2	3	1	2	3
Cleator Moor Celtic	Whitehaven Amateurs	Windscale (Falcon Complex)	Frizington	Cleator Moor Celtic	Parton	Lowca
St Bees AFC	Whitehaven Amateurs	Windscale (Falcon Complex)	Gosforth	Greenbank	Parton	St Bees

Club	Best Pitches			Worst Pitches		
Kit Horns FC	Whitehaven Amateurs	Windscale (Falcon Complex)	Gosforth	Bransty	Wath Brow	Kells
Whitehaven Miners Social	Whitehaven Amateurs	Whitehaven Miners Social	Windscale (Falcon Complex)	Greenbank	Red Lonning	Whitehaven Miner Social
Windscale AFC	None identified					

In terms of the 'Best' pitches the results were consistent with the findings of independent site audits. In terms of the 'Worst' pitches the results are more varied but tend to be public pitches. The pitches identified as being the Best tend to be those that are managed by clubs.

Cricket

Table 5.2

Club	Best Pitches			Worst Pitches		
	1	2	3	1	2	3
Haverigg	None identified					
Whitehaven	Whitehaven	Cleator	Haverigg	Gosforth	Seascale	Egremont
Seascale	Whitehaven	Millom	Haverigg	Egremont		

Once again the 'Best' pitches identified are generally consistent with the site audits. Surprisingly, the pitch at Seascale has been identified as one of the worst pitches, which is at odds with the site audits.

Rugby (both codes)

Table 5.3

Club	Best Pitches			Worst Pitches		
	1	2	3	1	2	3
Egremont RUFC	None identified					
Moresby RUFC	Walkmill Park	Whitehaven	Lowca	Hensingham	St Benedicts	
Wath Brow Hornets	Wath Brow Hornets	Egremont	Lowca	Hensingham	Frizington	Distington
Kells ARLFC	None identified					
Arlecdon Junior RLFC	None identified					

As mentioned previously one of main problems rugby clubs suffer tends to be overuse of facilities.

Governing Bodies and Leagues

Football (Cumberland FA)

Issue	Response
Demand	Season 10-11 looks like once again football within Copeland will have grown again
Main Facilities in the Borough	Grass pitches – Council and Club (numerous) Changing Rooms – attached to grass pitches Artificial pitches – Whitehaven AFC; Cleator Moor; St Benedicts; Copeland Athletics Stadium Indoor – 5'a'side courts (Whitehaven Sports Centre)
Problems – Matches	Bransty Rangers (Changing Rooms at New Legion Club); Parton United (no changing rooms); General maintenance (particularly drainage) of council owned pitches; Cleator Moor Celtic FC – Capacity to meet games
Problems – Training	More an issue of cost and meeting demand during winter months

Issue	Response
Other Problems	As above the drainage of pitches is a major problem
Gaps & Deficiencies	Changing Rooms attached to pitches
Potential	Pitches to suit football needs e.g. More mini soccer pitches; 9v9 pitches etc where full size pitches maybe aren't fully utilised

Rugby Union (Cumberland RFU)

Issue	Response
Current Trends	6 clubs – 2 struggling with player numbers at present – 4 play in the internal Cumbria Rugby Union League where as 2 play in the North Lancs Cumbria League.
Demand	Declining numbers but clubs working hard to address this. They are trying to develop and have extra teams.
Groups Poorly Served	Not really, just Women & Girls but not sure the demand is there at the moment.
Main Facilities	All have their own grounds and own them. Some utilise 3 rd generation surfaces for training purposes due to lack of floodlighting etc... on their own.
Problems – Matches	None
Problems – Training	Floodlighting issues and pitch drainage which the RFU have addressed in a number of local clubs but not all.
Other Problems	Availability of other sports and opportunities in the area spreads the player base thinner but this is the same in a number of sports.
Gaps & Deficiencies	Only floodlighting of our natural turf pitches
Potential	Floodlights and more 3 rd generation pitches.
Improvements	As above
Good Practice	Big investment from the RFU into small 3 rd generation facilities and natural turf improvements.

Cricket (West Allerdale & Copeland Cricket Association)

Issue	Response
Current Trends	Decline
Demand	Decreasing
Groups Poorly Served	Yes
Main Facilities	Cricket Clubs & Schools

Issue	Response
Problems – Matches	No new venues
Problems – Training	
Other Problems	Child Welfare Officer regulations
Gaps & Deficiencies	Not enough facilities
Potential	Adams Ground, St.Bees no longer used for cricket
Improvements	Need more outdoor facilities

Cricket (N.Lancs & Cumbria Cricket League)

Issue	Response
Brief Overview	We have 23 Clubs in 3 divisions, with promotion and relegation. Plus 3 knockout Cup competitions. We are geographically, a League that covers the widest area in England, so travel expenses are very high, and those Clubs who do not have a licensed bar are struggling to stay solvent. In the premier Division most Clubs have a paid professional, but Government new work permit rules are making the hiring of professionals more difficult
Current Trends	Strangely, the Clubs from Millom and Clubs north are having few problems with numbers of playing members.
Groups Poorly Served	Local town councils have no interest in supporting local sport, and Clubs must rely on help from within their membership
Main Facilities	The Cumbria Cricket Board have organised coaching sessions with qualified coaches and use local sports centres and schools
Problems – Matches	No problems, all Clubs have own ground and facilities, that vary in quality, depending on the various Clubs financial position
Problems – Training	Grants to help pay for coaches and coaching facilities at the less “well off” Clubs would be an immense help
Other Problems	Some Clubs would greatly improve the quality of playing areas and off-field facilities if they had help with supervised labour working part time on the ground
Facilities	Some Clubs need financial help to get their ground up to a good standard
Potential	Could schools create early age interest in cricket by hiring cricket fields for regular inter-school cricket matches
Improvements	Most Clubs are aware of improvements they need to make but first have to get enough money raised to pay for them
Good Practise	A small number of Clubs have dynamic management committees and the quality of their facilities show the planned hard work reaping benefits. The Cumbria Cricket Board have raised the standard of coaching to a level that has never been seen before

5.7 Schools

Schools have great potential to be used for a range of community uses, of which outdoor sport is one. Investigations for this study suggest that the use of school pitches by community teams is very limited, currently, which is also borne out by the community views expressed through the PPG17 consultation.

In predominantly rural areas with a small population base and a limited number of larger village/town service centres, schools often represent the only publicly owned facilities available for recreation and sporting use.

As schools are the responsibility of the County Council the management and development of individual schools is obviously a separate function to the provision, management and development of borough wide sports and leisure facilities. At the individual school level heads and governors have the ability to choose the level of community use of the school that they feel to be appropriate.

From the PPG17 consultation with a variety of organisations, including the School Sports Partnership, the Extended Schools Service, the South Copeland Sports Partnership, North Country Leisure, Copeland Borough Council Officers and the Parish Council survey the following issues have been identified in relation to schools:

- Community use of schools is not applied in any consistent way across the area and regular use of sports pitches, for example, is rare.
- That standard, management and development of provision, though, is inconsistent and doesn't necessarily address identified needs,
- Any strategy for the provision of sports and leisure and recreation in the borough should fully take into account what currently exists and what could be provided in schools,
- The addition of any new sports/leisure facilities in schools should be based on the strategic needs identified for the borough to prevent duplication and to try and maximise the benefits to the community,
- A more uniform, consistent and professional approach should be taken towards the management, programming and service delivery of community use in schools,
- There appears to be a growing recognition of the role that schools can and could provide in relation to community use but an inconsistent approach towards its delivery,
- Not all schools, though, are located sufficiently close to the communities they serve,
- Many of the primary schools have large sites which could be developed/adapted for more intensive use,

- Allowing community access to schools can create administrative and financial burdens to meet health and safety and insurance requirements and this issue should be dealt with at the authority level,
- The quality of the facilities available in schools varies considerably,
- There is potential to use many of the school sites more intensively for community use e.g. Millom School which could be developed as a Sports Hub for the wider community providing quality grass sports pitches, all weather training and sports pitches, swimming and indoor training/gym facilities,
- Taking a more comprehensive view of the use of school facilities could help to free up space and time in the leisure centres for more pay and play activities by transferring appropriate block booked activities, particularly 5-a-side football, to school sites,
- The use of sports pitches needs to be seen in the broader context of provision to improve availability and quality and to link with other facilities to create greater synergy of uses,

5.8 Other Sports

Netball: Netball appears to be a sport which has flourished in recent times. However, respondents to the questionnaire surveys suggest that whilst there are many skilled women in West Cumbria who are good netball players, there is a constant struggle to maintain interest due to the lack of indoor facilities or availability at suitable times. The feeling is that younger girls opt for football/rugby clubs as they have so many more opportunities than netball. To combat this there is a desire for more coaching sessions and a junior league. In addition there is an aspiration for:

- 4 court indoor venue - could be shared with tennis in either Cleator Moor, Egremont or Whitehaven; and,
- 4 'good quality' outdoor courts with lighting - could be shared with tennis in either Cleator Moor, Egremont or Whitehaven

There is a view that there are some good school facilities that aren't fully utilised.

Bowls: Bowls is a 'self contained' sport. In the Borough there are well established clubs with membership comprised largely of older adults. Respondents to questionnaire surveys have suggested a desire to attract some younger membership.

6. Supply and Demand

6.1 Introduction

The starting point for assessing the adequacy of provision of pitch sports within the Borough is the Playing Pitch Assessment Model (PPAM) advocated by Sport England and explained fully in their publication 'Towards a Level Playing Field'. The Model is based on an assessment of Units of Demand (teams); Units of Supply (pitches); the Temporal Distribution of Demand; and an assessment of Availability of Pitches at times of peak demand.

It is a useful model. However, like all such approaches it is essentially a tool that needs to be used expediently, and the results it produces require commonsensical interpretation. It is one part of a wider process of 'getting a feel' for the adequacy of local supply. Its use is confined to grass pitch sports, and it is most useful for Football, Rugby and Cricket. Hockey (with its reliance on STPs) is best considered in other ways. Furthermore the nature of mini soccer is not well suited to being dealt with by this model, and is again dealt with separately.

6.2 Classification of Availability

The PPAM is described fully in **Appendix 1**. In terms of the supply of pitches, the following categorisation has been employed related to the availability of pitches for community use.

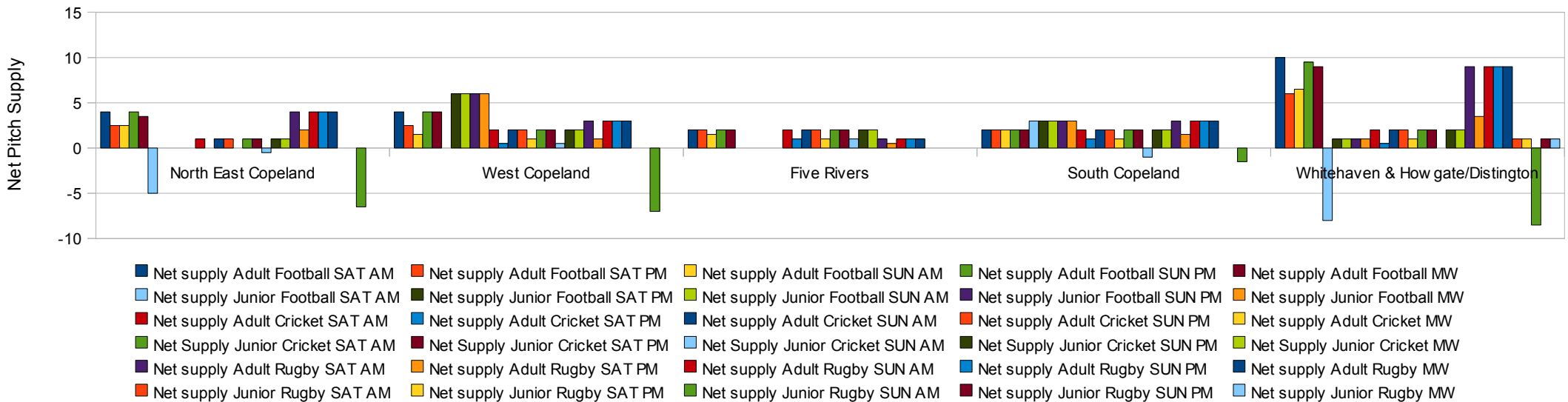
Category	Definition	Supplementary information
A(i)	Secured community pitches	Pitches in local authority or other public ownership or management
A(ii)		Pitches in the voluntary, private or commercial sector which are open to members of the public
A(iii)		Pitches at education sites which are available for use by the public through formal community use arrangements
B	Used by community, but not secured	Pitches not included above, that are nevertheless available for community use, e.g. school/college pitches without formal user agreements
C	Not open for community use	Pitches at establishments which are not, as a matter of policy or practice, available for hire by the public

In terms of assessment using the PPAM categories B, and C have been excluded (as required by the Sport England Method). Critically, this means that several school sites have been excluded from the calculations. This is because such schools do not have formal user agreements in respect of their grass pitches (this is not uncommon – most community access is de facto).

6.3 Net Supply of Pitches (Football, Cricket, Rugby)

Charts 1 (a-o) provide larger scale graphical illustrations of the net supply of pitches relative to demand in all of the localities, and additional information on the temporal distribution of demand over the week. The following chart summarises the position. It shows the results of applying the Sport England method to the various localities, for different sports and over times of demand. The chart shows where demand is being met and by what margin (above the zero line); and where and for what it isn't (below the zero line). The latter can be a difficult notion to grasp but is explained below the graph.

Net supply of pitches within the localities



Key observations:

- The most obvious point to make about the above graph is the apparent shortage of junior football, rugby, and cricket pitches at times of peak demand in some locations times of peak demand. How can this be? Many junior teams are using adult pitches for their matches. None of the governing bodies concerned have regulations for pitches covering this age range. For this reason matches covering this age range can be played on full size pitches. In the case of a full size cricket pitch the boundaries might be reduced using flags or cones as markers.
- The lack of codified football activity in South Copeland is an issue, and needs to be addressed
- Junior teams using full size pitches is not ideal however, and many clubs/local leagues have a commonplace practice of marking out (white-lining) less than full size pitches for football and rugby in particular. This approach might be worth consideration, where there are sufficient adult pitches to allow this practice in:
 - North East Copeland Locality (for Junior Football and Junior Rugby)
 - West Copeland Locality (for Junior Rugby)
 - South Copeland (for Junior Rugby)
 - Whitehaven & Howgate/Distinguon Locality (for Junior Football and Rugby)

Mini-soccer

Mini-soccer games are short in duration, do not result in heavy wear and tear, and tend to be played in sequence (meaning that playing surfaces can accommodate multiple matches in a day). Many mini-soccer teams will be sharing the same playing surface as older full-sided teams, the practice being that mini-soccer teams tend to play on the least worn parts of the surface, and their pitches are marked out with temporary lines and portable goals or on smaller bits of land adjacent to the main pitch. It is therefore unreasonable to apply the PPAM to assessing the adequacy of mini soccer provision. Mini soccer teams also tend not to use changing facilities as the preference is to change at home. They have little requirement for many of the ancillary facilities needed by the older age groups. For all these reasons mini-soccer's need for space and facilities is far less demanding than that of the older age groups.

Hockey

Because competitive hockey is played on synthetic surfaces, and there is staggering of match starting times to maximise the use of pitches, the notion of peak time demand is difficult to apply to this sport, as matches tend to follow in sequence on the same surface. The demands of hockey therefore cannot be included in the PPAM. Given that

competitive hockey is focused at a single venue Cleator Moor Asroturf pitch, the needs of the sport can largely be identified by dialogue with the club. Provision for Hockey also has to be considered hand-in-hand with the provision of STPs.

STPs

A detailed analysis of STP provision has been undertaken as part of the Built Facilities study. The Built Facilities Study has used a variety of tools and techniques to assess supply, as follows:

- **Active Places Power (APP-Sport England):** This has concluded that the relative supply of STPs in Copeland is about the same as the average at the county, regional and national level, although less than half of the best provided local authority within the North West region. Copeland provision is 24th best in the region of 43 local authorities, and 4th of 6 local authorities in the county. Overall therefore STP provision in terms of relative supply and compared with other areas is about average.
- **Sports Facility Calculator (SFC-Sport England):** The SFC is primarily intended to estimate the demand for facilities in discrete areas e.g. it is useful in determining the likely demand for STPs from the residents of new housing growth. With some provisos it can be used to give a broad estimate of the demand over a local authority area, though it takes no account of demand across LA boundaries, quality of facilities and detailed opening times. The SFC estimates that at present there is sufficient demand in Copeland at normal participation rates for 2.1 pitches in community use. This compares with current provision of 3 pitches (in the APP assessment) full community usage. From this crude assessment, there is sufficient pitch space in total to meet this expected demand from Copeland residents, but a fuller assessment is required to take into account the actual availability of pitches throughout the day, hours of usage, location in terms of demand, age and condition. This assessment is set out below.
- **Facilities Planning Model (FPM-Sport England):** Sport England's facility planning model runs undertaken as part of the National Facilities Audit were first produced for STPs in April 2009, and repeated in 2010. The main conclusions of the STP assessment were:
 - Per capita provision is higher than average, and personal share is 75% above average. There is thus good provision per capita of STPs.
 - Supply and capacity exceed demand by about 50%.
 - Satisfied demand is 89%, well above the national and regional average, and in excess of the Cumbria average.
 - Unmet demand is only 11%, the equivalent of a fraction of one pitch, and lower than the average. Some of this is caused by lack of capacity at existing pitches that are operating at high levels, but most by inaccessibility to pitches.
 - Because of the location of pitches and the relative lack of STPs in neighbouring boroughs, there is small net import of demand (12%), probably in small amounts to all the pitches. Nearly all the local demand is met within the borough.

- Throughput at pitches is relatively low – only 68% of capacity is used, and no pitches are operated near capacity.
- **Consultation:** Consultation undertaken as part of the Playing Pitch Study and the wider project, have identified a need for better training facilities for some pitch sports, and Rugby in particular. The PPG17 study has also identified a perceived general need for more artificial turf surfaces. The Built Facilities study, as well as previous feasibility studies relating to the redevelopment of Pow Beck, have also suggested the need for additional artificial turf provision expressed by certain interests.

6.4 Capacity

The PPAM focuses largely on the ability of the local supply of pitches to meet peak time demand. 'Towards a Level Playing Field' also acknowledges the importance of taking into account the capacity of the pitch stock to absorb games over a period of time (week, month, season) in normal seasonal weather conditions and without undue wear and tear. In the above sense the capacity of a given pitch is not directly related to its availability at peak times of demand. There will instead be an indirect relationship in that over-use of a pitch in a given period may ultimately stop it from being available to meet peak time demand because it needs to be rested or re-laid/seeded etc.

The capacity of a pitch is influenced by how well it is managed and maintained as well as the provision of a well-drained surface, amongst other things. Generally speaking, a well managed and installed full-size pitch for Football or Rugby might be anticipated to absorb an average of two adult games a week over a season without undue wear and tear. Hockey (which uses synthetic provision); and cricket, which rotates wickets within a square or a larger field may not be so affected by capacity issues as the above two sports, although cricket may experience some problems- especially if there are many teams seeking to use a declining number of good quality facilities.

The ability of a grass pitch to absorb regular competitive matches will also be influenced by the following activity:

- training activity (on all sectors of site)
- curriculum activity (on education sites)
- informal recreation activity (on public, multi functional sites such as park and recreation grounds)

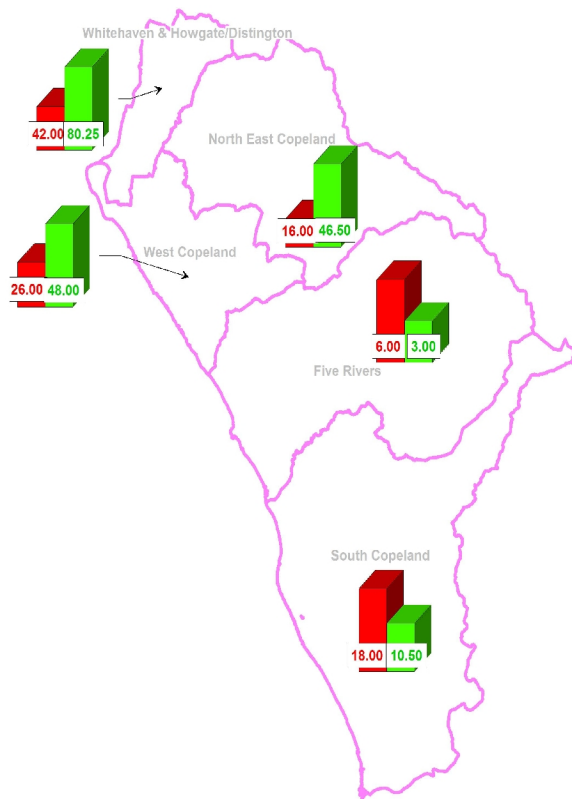
Each of the above will impact upon the capacity of a pitch to host a given number of competitive matches on a regular basis- sometimes significantly. Without very precise local information it is impossible to establish accurately the impact of such activity. However, the following has been adopted as basic guidance in establishing the capacity of the local pitch stock for Football and Rugby.

- Where squad training for Football or Rugby regularly takes place on a marked out full size pitch, then the wear and tear this produces might reasonably be considered to equate to 1 match if the size of the squad is the team equivalent of c. 2 teams in size; or 0.5 if the squad is the team equivalent of c. 1 team. The more training sessions conducted per week the more equivalent matches are generated. Obviously other figures can be used- and it should be remembered that not everyone turns up for training!
- On education sites the primary function of grass pitches is to meet curriculum needs. On principal education sites where the amount of PE related activity might vary between 2 and 5 hours a day it might be reasonable to expect that at least half of that time is given over to the use of grass pitches. Because school 'players' have a lighter body mass than adults, wear and tear of pitches will be comparatively less. Even so, the level of use of school pitches and the consequent wear and tear is likely to be the equivalent of at least 1 adult match per week.
- In terms of pitches marked out in parks and recreation grounds, unless heavy training takes place, wear and tear from non-match use will arise only from informal recreation use. Unless this includes abusive activity such as motorbiking/joyriding; or, else hosting certain other significant events likely to cause surface damage (fêtes, carnivals, fairs, concerts etc.), wear and tear should not be a major factor.

In terms of Football and Rugby, most pitches are marked out as full size. On key sites it is possible to work out the number of matches played on a regular basis, and identify the number of pitches. Information from clubs surveys and other local sources will often indicate whether given sites are also used for training, curriculum, or other significant recreational use. Working out appropriate Team and Match Equivalents- even if they are rough estimates- will at least help to take into account the impact of non-match activities on the wear and tear of a pitch. Based on information available to this study, it is felt that the issue of capacity will be most problematic in the following situations:

- On school sites where grass pitches are also used for matches and, sometimes, training. Within the Borough this is not considered to be a major issue currently, as there is little evidence of community use of pitches. However, were it to become more prevalent, to avoid over use school pitches should only really be hosting one full size match at the weekend by community teams. Anything beyond this and the pitches are likely to suffer unduly.
- In terms of football the situation on some sites might be aggravated by the lack of access to synthetic surfaces for training purposes. There are only three STPs in the Borough, and lack of access for training purposes to such surfaces will put added pressure on grass pitches.
- With regard to Rugby, access to appropriate training facilities has been highlighted as a problem in representative local interests. There is acknowledged over-use of available pitches because of the demands places upon these pitches for both matches and training.

The Study has attempted to identify where teams are most likely to train and factor this into a very rough assessment of 'actual' vs 'ideal' levels of use of grass pitches. Details of how assumptions have been applied to individual clubs and sites are integral to the underlying databases as set out in the table provided as an 'Endnote' to the report, but generally follow the above principles.



The map represents an aggregation of the estimates to a locality level.

The 'red bars' represent the notional ideal weekly capacity of sites to absorb 'match hour equivalents'. The 'green bars' represent an assessment of the actual numbers of match hour equivalents being played. The estimates take into account potential squad training as well as curriculum use where this happened (as explained). It will be seen that for three out of the five localities there is a significant 'overuse' of pitches, including in the Whitehaven & Howgate/Distington Locality.

This exercise suggests the main issue affecting football and rugby pitch supply in the Borough is not so much the availability of pitches at times of peak demand, but rather the quality of some of the pitches (and associated facilities) resulting from protracted and heavy use.

6.5 Imported and Exported Demand

Based on the evidence provided by responding clubs, most players live near to where they play their home games and the likelihood is that the very large majority will live in the Borough. The main exception to this rule is likely to be players who live in or around Workington but play for clubs within the Borough.

Although the prime focus of this study has been the local authority area of Copeland Borough, teams from neighbouring areas may well use facilities within the local authority and vice versa on a home and away basis. West Copeland is physically quite isolated and much of the competitive play is very local. This is especially the case for football at the lowest levels- the Egremont and District Sunday League have home and away matches very much confined to within the Borough. At higher levels of play travel can be county or even region wide in a few cases.

In terms of use of STPs, using information from Sport England's Facilities Planning Model, the Built Facilities Study has concluded that due to the location of pitches and the relative lack of STPs in neighbouring local authorities, there is small net import of demand (12%), probably in small amounts to all the pitches. Nearly all the

local demand is met within the Borough.

6.6 Other Sports

Bowls: There do not appear to be any substantive issues with regard to the supply of bowls facilities.

Tennis: Tennis is largely confined to clubs and there does not appear to be a shortage of courts to meet expressed needs. However, the lighting of some existing courts (especially on school sites where there is club activity) could benefit both clubs and schools in extending hours of use throughout the year. Existing tennis facilities meet a current need for organised tennis, coaching, development and competition at local clubs, and for recreational tennis on other sites. All existing courts should be retained and where necessary improved and renovated, to permit recreational tennis and allow any casual play generated. The development of MUGAs as recommended below could be linked to tennis development.

Netball: The local Copeland Netball League have expressed a desire for a 4-court dedicated outdoor venue, (as well as a 4-court indoor venue).

6.7 The Future

Factors affecting future demands are discussed in the following section.

7. Standards and their Application

7.1 General

A separate **Technical Report (Appendix 6)** explains and justifies suggested Standards of Provision for Outdoor Sport, which have been informed by the findings of this Study. The standards in summary are as follows.

7.2 Outdoor Sports Space (ex. STPs)

Sports/facilities covered	Quantity	Accessibility	Quality	Notes
<i>Football (grass)</i>	Overall 1.1 hectare/1000 persons	480 metres (10 mins walk) or 10 mins drive	Minimum standard based on 'Good' as defined by Sport England assessment methods, but also taking into account basic requirements as appropriate as specified by Governing Body and Sport England Technical Factsheets	In urban areas the aim should be to encourage facilities sufficiently close to allow people to walk or cycle. However, this will not always be possible and the catchments may need to be waived where there is limited space, as well as for 'strategic' facilities to which many people would anticipate travelling further and often by car or public transport.
<i>Cricket (grass)</i>				
<i>Rugby (grass)</i>				
<i>Other Pitch Sports (grass)</i>				
<i>Courts</i>		260 metres (5 mins walk)	Dependent on circumstances but grass will be the predominant surface, although some provision also for equipped space including items such as ball courts, artificial wickets, mini goal posts, basket ball hoops etc.	
<i>Greens</i>				
<i>Informal sports</i>				

7.3 STPs

Quantity	Accessibility	Quality	Notes
1 x full size STP (6,426 m ²) per 17,600 persons (or 365.1 m ² per 1000 persons).	Within 15 minutes walktime (preferred) 20 minutes (maximum). 15 minutes drivetime in rural areas.	To an agreed performance specification complying with relevant governing body of sport requirements.	The choice of surface type in particular will depend on the intended principal sporting use.

The section applies the three components of the relevant recommended standards (Quantity, Quality, Accessibility) to the various forms of provision covered by this report and makes relevant comment.

7.4 Outdoor pitch sports

Quantity: The standards for outdoor sport are based largely on existing provision, which the technical assessment has concluded to be of sufficient quantity generally to meet existing needs, plus a relatively small 'top-up' component to take into account future natural change and estimated 'latent' demand within the current population. The actual quantity of provision across the sports does not appear to be a particular issue in the Borough at the present time, and there is little value therefore in providing a detailed assessment of provision in comparison with the standards offered. Some notes on the provision of outdoor sports space relative to the population are contained in the **Full Standards and Additional Guidance (Appendix 6)**. The main issues are really with regard to 'access' and 'quality', which are dealt with over the following paragraphs. However, it is worth reiterating that the main opportunities are focussed in certain parts of the local authority with a comparative lack of opportunities in some of the more densely populated areas as well as rural areas (see below under 'Accessibility').

Accessibility: The recommended walking access standard for competitive football, rugby and cricket is applied on the respective **Maps 7 (a-e)** for Football, Cricket, and Rugby. As there is only one hockey club within the Borough (at Cleator Moor) obviously non local players will need to arrive either by car or public transport.

As will be seen from **Maps 7 (a-e)** there is reasonable coverage for the three other pitch sports within the main settlements- whilst not all built up areas are covered by a given catchment, there is for the most part access to a site that accommodates either full-size football, cricket, or rugby on a secured community use basis. The outlying areas clearly have less provision. However, it will be noted from **Map 8** that access to outdoor sport facilities is not particularly good in several parts of the Borough which suffer from relatively high levels of deprivation in official terms.

Better use of school sites through acceptance of their role as a wider community resource would help to provide new or augmented opportunities. There will of course be issues to address in the sense that the primary function of school facilities is for the delivery of the curriculum.

Quality: Easy access to opportunities is reduced if the *quality* of provision is not up to an acceptable standard. With this in mind the access catchments for key pitch sport sites should be considered in conjunction with the maps indicating quality on the **Maps 6 (a-e)**. Although the technical assessment has concluded that the quality of playing surfaces is generally either 'average' or 'good' other considerations must be taken into account. For example the pitch quality assessment does not consider drainage amongst its criteria. Taking into account the views of users gained from the consultation exercise it is clear that some drainage and 'wear and tear' problems are experienced at certain locations in respect of pitches, and there are issues with the quality or a lack of changing accommodation.

7.5 STPS

Although the pitch sports standard includes an element that covers hockey, which requires synthetic surfaces, it is very important to promote synthetic surfaces as a robust and high capacity medium for sport that can potentially take much pressure off other spaces. For this reason a separate standard for STPs is recommended.

Quantity: Application of the standard suggests a need for an additional 1 STPs based on the current population. Elsewhere in this report, as well as in the accompanying Built Facilities study, the conclusion is drawn that whilst desktop technical assessments have not identified a need for additional STPs, local views suggest that this need exists- especially to accommodate the training needs of rugby and football. Currently, there are three full size STPs- two being sand based and the third 3G. A fourth appropriately located STP should probably be a 3G surface that is suited primarily for rugby, but which might also be used for football. It is felt that the optimum location for such a facility would be in the northern half of the Borough, within the environs of Whitehaven and Egremont. An alternative to a single full size STP might be two half-size facilities – perhaps one in Whitehaven, and one in Egremont. (In terms of the latter, a shared facility between the Falcon Complex and the neighbouring school may be appropriate).

The effect of these enhancements will be to increase the number of STPs available for some community use to 4 pitches. This level of provision would equate to about 1 STP per 17,600 people.

Accessibility: If the above provision is achieved it will provide a comparatively good geographical coverage of the, with the general exception of some of the rural extremities.

Quality: In providing additional STPs it will be important to strike a reasonable balance of surface types. Football and Rugby have for a while sanctioned 3G surfaces of an appropriate specification for competitive play, and it has therefore been possible for the two sports to share these surfaces. Up until very recently Hockey has not sanctioned 3G for competition. However, the governing body has finally sanctioned this surface type in principle for basic competition. The preferred surface for hockey though continues to be sand-based for local level of competition; and, water based for high-level competition.

7.6 Future Demand for Pitch Sports

Future Demand for Pitch Sports facilities (and sports facilities in general) is comprised of several causal factors:

- Natural demographic changes within the population (especially in relation to the team playing age groups);
- Population change driven by planned developments (via the Statutory Development Plan);
- The Impact of Sports Development and related campaigns;
- The release of any 'latent' or 'frustrated' demand to play sport; and,
- The influence of social trends.
- The provision of facilities in adjacent LA areas

The interaction of these factors will have a considerable effect on the demand for outdoor sports opportunities within the local authority area over the coming years. However, some factors will have a far more profound impact than others. Each is considered in turn below.

The Impact of Sports Development and related campaigns, and the release of Latent and Frustrated Demand

Other than natural and planned population change other factors can and/or should affect the future provision of outdoor sports opportunities. The study has identified some desire amongst clubs to field more teams, but which may be thwarted by a lack of facilities or other resources. The influence of local and national sports development campaigns may also have an impact in raising participation in pursuit of identified 'targets'. The possible impact of both these factors has been taken into account in setting the recommended standards as explained in **Suggested standards and additional guidance (Appendix 6)**

The impact of social trends and changing norms on participation levels is almost impossible to identify in any considered way. Fad, fashion and changing technology will play their part here. In terms of the latter, the onset of synthetic surfaces has dramatically changed the sports facility 'landscape'. Sports crazes come and go and are occasionally cyclical. Uptake in participation can often be linked to international sports success. Equally, participation can go down.

Long term watchers of sports participation trends will be familiar with these patterns and would probably advise that the only sensible solution is to plan for and protect sufficient open space to cater for fluctuating patterns of participation.

Natural and Planned Demographic Change

In analysing *current* levels of local provision and demand we have used the most up to date sources of population data we could obtain at a local (ward) level. These turned out to be the Mid-2007 based Population Estimates for 2009 Wards in England and Wales by Quinary Age and Sex. The 5-year age bands do not coincide precisely with those used by Governing Bodies of Sport to define their own sporting age groups.

Neither are they directly compatible with 'future' population data that are readily available for the local authority area as a whole, as provided by the Office for National Statistics (ONS). The latter provides population data for similar age groups based on Borough wide Mid-2008 Estimates, extrapolated to 2026, but only at a local authority as opposed to individual ward level. Furthermore, the ONS projections do not take into account the impact of population change through planned development.

Notwithstanding the above, the ONS projections offer some interesting findings. Whilst natural population change will lead to a very small growth in the total Borough population, the active population in pitch sport playing groups drops by 6% and 8%. The relative non-sports active population over 55 increases by a quarter/third, and only the younger age groups increase in total, with implications for mini versions of sport.

Table 7.1

			2010		2021	Change 2010 to 2021 %		2026	Change 2010 to 2026 %
Non active	0-5	Mixed	4500		4360	-3.1		4260	-5.3
Mini football	6 to 9	Mixed	2800		3040	8.6		3040	8.6
Mini rugby	8 to 12	Mixed	3800		3980	4.7		3860	1.6
Junior football	10 to 15	Boys	2540		2480	-2.4		2400	-5.5
		Girls	2280		2240	-1.8		2260	-0.9
Junior hockey	11 to 15	Boys	2120		2060	-2.8		2000	-5.7
		Girls	1900		1860	-2.1		1880	-1.1
Junior cricket	11 to 17	Boys	3000		2820	-6.0		2800	-6.7
		Girls	2660		2540	-4.5		2600	-2.3
Junior rugby	13 to 17	Boys	2160		1980	-8.3		2000	-7.4

			2010		2021		Change 2010 to 2021 %		2026		Change 2010 to 2026 %
		Girls	1900		1780		-6.3		1840		-3.2
Junior rugby	16 to 17	Girls	760		680		-10.5		720		-5.3
Senior football & hockey	16 to 45	Men	12860		12260		-4.7		12420		-3.4
		Women	12080		10900		-9.8		10840		-10.3
Senior rugby	18 to 45	Men	11980		11500		-4.0		11620		-3.0
		Women	11320		10220		-9.7		10120		-10.6
Senior cricket	18 to 55	Men	17550		16680		-5.0		16160		-7.9
		Women	16640		15380		-7.6		14600		-12.3
Non active	>55	Mixed	22140		27880		25.9		30160		36.2
Active population	6 to 55	Mixed	43660	62%	41160	56%	-5.7		39960	54%	-8.5
Total population		Mixed	70400		73300		4.1		74400		5.7
			70300		73400				74380		

These increases are likely to have a knock effect on the future demand for outdoor sports provision of all kinds. In terms of the Borough as a whole there is likely to be a small increase in the demand for mini-soccer. Across all the other pitch sport age groups there is likely to be a decline. The general ageing of the population may result in an increase in demand for sports like bowls, which historically has had an older age profile than most sports. What cannot be discerned from the above figures is the extent to which change will be affected by migration. Nationally it is predicted that the population and social/cultural profile of many areas will be influenced by intra and international migration. Cumbria may not be as affected by such trends as other parts of the country, but there may be some impact.



The potential scale and location of proposed new development is shown on map to the left. 47% of planned new growth is earmarked for the Whitehaven area, with the other Key Service Centres (Cleator Moor, Egremont and Millom) receiving smaller but still significant allocations. 12 Local Centres are to receive smaller allocations averaging 84 dwellings per settlement over 15 years (the size of these smaller allocations will in practice vary between Local Centres).

Development is likely to be distributed over several sites within each of the earmarked settlements, and these have yet to be determined. *What is unclear at this stage is the extent to which new housing will be occupied by residents new to the area- it is very likely that much of the new stock will be occupied by existing local residents simply changing house. It is therefore impossible at this stage to predict exact scale of planned new development, occupancy rates, or the demographic character of new occupants.* However, using some assumptions it is possible to 'model' future scenarios based on the anticipated location and scale of new development.

For example, assuming: a) an occupancy rate of 2 people per household; b) c. 45% of the new occupants are between the age range of 11-44 years; and c) half the new occupants can be treated as a net gain in the local population (as opposed to simply changing house locally- this may still be an optimistic assumption) the

allocations in Whitehaven alone might yield a total of over 1015 residents (male and females) in the 11-44 age group. The study has identified that in the Whitehaven Locality it takes an estimated 436 people (male and female) in this age group to form a full size football team. Therefore 1015 new occupants in that age group could generate 2.3 teams. *Clearly, the assumptions need to be further examined and modified to best reflect projected circumstances, but the principles remain the same.* Similar projections can be made for other pitch sports using information available to the study. However, in terms of effective planning to cater for increased demand it is better to convert these figures into a notional requirement for land, which can then best be converted into 'standards of provision' and other appropriate planning guidance. This guidance is provided in the technical report 'Suggested standards and additional guidance' included as **Appendix 6**.

When the above suggested standards are applied to the major allocations cited above it would generate the following provision.

Table 7.2

Settlement	Number of New Homes	Locality	New Population based on 2 persons/dwg and 50% being 'new' to the area	Outdoor sports space (based on 1.1 ha/1000 persons)	STPs (based on 365.1m ² /1000 people- a full size pitch is 6426m ²)
Whitehaven	2,256	Whitehaven	2256	2.48 ha	823.66 m ²
Cleator Moor	480	Cleator Moor	480	0.528 ha	175.25 m ²
Egremont	480	Egremont	480	0.528 ha	175.25 m ²
Millom	576	South Copeland	576	0.63 ha	205.1 m ²
Local Centres	84 (average/settlement)	various	84 (average/settlement)	0.092 ha (average/settlement)	30.65 m ²

Just for these allocations the potential requirements generated through application of the standards is quite significant. For the largest individual sites forming part of the major allocations it may be desirable to provide some new provision 'on site' in order to be reasonably accessible to residents as users. The Action Plan accompanying this report emphasises the importance of the Council developing a Contributions Supplementary Planning Document to inform the interpretation and application of standards. The functionality and attractiveness of new provision will depend on various factors including those covering location, site size and shape, topography, ancillary facilities,

meaningful consultation as appropriate. All these factors should be given due consideration in the early stages of master planning and design.

However, there will be the prospect of providing some opportunities 'off-site', either through new provision; or else through improvement to existing provision. To illustrate this point. Some potential improvements to existing venues, as well as new provision are proposed in the Action Plan, which might be in part financed by developer contributions. These will help meet the needs of both new as well as existing residents. Smaller scale allocations (such as in the Local Centres) may incrementally generate additional demands, and it is important to recognise this- especially in rural areas. The above approach can also be applied to such developments.

8. Key Issues, Options and a Way Forward

8.1 General

This section establishes and discusses some important principles, which should inform the future planning of outdoors sports in the Copeland Borough area. Specific findings and recommended actions will be found at various points elsewhere in the document and reflected in the **Full Action Plan (Section 9)**.

Mend before Extend: There is a lot that is good about outdoor sports provision in Copeland Borough. But there are also some things requiring attention. One of the main problems identified is that whilst the quality of the Borough Council's existing stock of outdoor sports pitches and pavilions is generally 'average to good' there are some exceptions, and a lack of changing facilities at certain venues. Problems arising from the overuse of playing surfaces are also prevalent. The mapping analyses undertaken clearly show the additional pressures on many grass pitches arising from a spread of activity over the week and not just at peak times of demand. Generally speaking there are felt to be sufficient pitches to meet existing demand for games at peak times of demand, with a margin to spare. However, training and informal use add to sometimes unacceptable wear and tear. Major new housing development will lead to additional demands on facilities. Before committing to providing new facilities to meet these additional needs it would be appropriate to examine if the latter can be met by improvements to the capacity and quality of *existing venues* within the Borough in key locations. Where this is determined as the best approach it would be legitimate to use developer contributions arising from the growth areas for this purpose. A '*Mend before Extend*' principle should be employed to ensure that such improvements have been made in good time to meet the needs of new residents, but with the added benefit of addressing some of the long-standing problems that have been expressed through this study.

Conflict resolution: Pitch sports can often be seen as 'cuckoos in the nest', dominating public parks and spaces. Particular problems can develop when sports clubs (primarily football and cricket) want to take a step up in standard and establish 'roots' in the form of facilities and additional teams. Clubs' aspirations for facility development, use and management may not coincide with the Borough and local councils' duty to retain overall community access to what is essentially public space. The Borough Council is always to strike an appropriate balance with their stock of parks and spaces in meeting a multiplicity of needs, of which sport is just one and certainly not the most important if counted in numbers of users alone. Fortunately, within the Borough much of the pitch stock is already controlled and managed by clubs. There is also a vast and largely untapped potential of school pitches where there is currently little or no community use. Because of this the best prospect for clubs seeking to develop might be to links with schools and non-council provision (see below).

Schools – untapped potential: The contribution made by schools and the education sector in general to the Borough Council's stock of open space is considerable. But it maintains a 'low profile'. Its principal function is to help in the delivery of the curriculum and whilst there is some level of community use for sport this is limited to very few schools as far as access to grass pitches is concerned, and none of this use can be considered to be on a secured and regular basis. Widespread community use of school

facilities has been strongly advocated over the years. In reality, progress to this goal has been very limited both in Copeland Borough and elsewhere. The reasons for this are manifold but stem from concerns over management and security, cost and funding, design, wear and tear and abuse, fears of litigation. Some of these concerns are generally misplaced, but others which are entirely justifiable. Evolving national policy on sport sees a greater focus on bodies such as the Youth Sport Trust, Governing Bodies and the Education sector in delivering strategic sports objectives. Links between schools and clubs are integral to the success of these policies. What better way of achieving this than having clubs integrated with schools? Because the needs of school and community generally arise at different times there would be no innate potential for conflict.

Over the next few years there will be unprecedented pressures to reduce public spend. Local authority leisure budgets - being discretionary - will be prime candidates for retrenchment, particularly at the present time of mass cutbacks. If efforts in promoting large increases in mass participation through the 'Olympic Legacy' fail there is a risk of a strong national political reaction against sport in investment terms. Traditional local authority sports budgets are therefore in grave danger, and in this light dual use and joint provision may represent the only opportunity for creating, sustaining and nurturing sports participation in a structured way beyond the basic community level, especially when linked with another new approach to sports provision (see below).

Sustaining and nurturing sport: Away from the television, Premiership Football etc, sport is most definitely not a money spinner. Public investment in sport is justified by the perceived good it can do in other ways relating to physical and emotional health, social integration, and community well-being. Much of this benefit is impossible to value/quantify financially. This is problematic especially when taking into account that sport is essentially a discretionary area of local authority spend, and therefore vulnerable to cutback.

As discussed, in the medium to longer-term developer contributions from planned growth areas might be used to help regenerate the existing ageing and declining provision at some locations. However, in many ways this will be a 'one off fix' to mend the physical infrastructure of sport at the *basic community level*. It will probably not help to put in place a hierarchy of opportunities enabling progression by participants commensurate with ability and ambition. It is unlikely that developer contributions can fund provision to be used only by a relatively very small section of the community. Achieving a good hierarchy will require the practical support of many sectors, especially governing bodies and local clubs working in conjunction with the Borough Council in general, the Education Authority; and, local agencies such as the County Sports Partnership. The Borough Council can play its part as an 'enabler' in this process but the financial obligations - the annual subsidies, maintenance and sport development - placed on the Borough Council should be kept to an absolute minimum. Sport England believes this can be achieved by using various income streams - commercial and other - to create a 'dowry', which ensures the long-term financial stability of the sports hub. The **Sustainable Community Sports Hub Toolkit (See Appendix 7)** explores the drivers and characteristics such a sports hub will have, as well as its potential benefits and risks. This concept might be explored as a model for helping to develop the upper echelons of the hierarchy of local sports opportunities, in conjunction with some of the site/sport specific recommendations made in the Action Plan. Such venues might be focussed on established schools or clubs, where intensive facilities are generally located, but using public spaces for outreach work.

Boldness, Innovation, Adaption: Outdoor sports space is in short supply in some parts of Copeland Borough, and it will often be difficult to achieve conventional solutions in

addressing deficiencies. Achieving *any* form of provision in some of the smallest and more remote settlements would be an achievement in its own right. This is problematic, but should be a good challenge to creativity and innovation. Areas of high population density and little space are the prime candidates for such treatment. In the longer term planning strategies have the power to help radically alter the built environment and public realm as building stock is regenerated, but only over inter-generational time-scales. In the interim, other approaches should be pursued. For example, small scale, free access ball courts (MUGAs) are relatively inexpensive opportunities for casual sport. If these were linked with local primary schools, there would be joint benefit.

In fact, the Borough's communities might sometimes often prefer alternatives to standard forms of provision. Arguably many sports are over-weaned onto bespoke, ultra refined, facilities which are expensive to provide and sometimes of little value for other sports given the often conflicting technical requirements. Is the role of the Borough Council to provide such facilities where they only appeal to very small sections of the community? Should the Borough Council be focused more on providing for basic level competition and informal activity that does not require bespoke provision? By extension, does this in turn mean concentrating the more specialist facilities at the sort of (school or club based) sports hubs mentioned earlier? Food for thought.- especially given the emerging trends where many local authorities are considering vesting sports facilities in the hands of others to reduce costs, and in many cases looking to reduce their leisure service to one of procurement only .

Outdoor sport is very much sustained by the efforts of volunteers, and time and resources are usually very limited. Lack of volunteers is often cited as a reason why clubs do not want to 'grow' further. There are many initiatives now delivering better and more opportunities for junior participation, which it is hoped will fuel rising levels of activity in the future. Better sports development conducted in the Borough's sports and recreation grounds (and ideally linked to the 'hub sports sites' concept) may help raise local participation levels in specific activities, but also provide a much needed 'presence' to encourage people to use their local spaces more than is currently the case. The role of sports development initiatives in parks and open spaces is therefore part of a much wider argument about local supervision within such spaces.

However, the promotion of sport in public spaces can only be expected to go so far.

The Council's open spaces are multi-functional and a balanced approach to use management must be maintained. Where there is a need for more intensive sports provision (perhaps including synthetic surfaces and floodlighting) it may be better located on school or club venues subject to appropriate management and community use arrangements. This again points to the potential role of schools and clubs as 'hub sport' venues.

9. Action Plan

9.1 General

The following Action Plan identifies a series of recommended initiatives for the Council to consider based on the findings and conclusions of this study. Some points are thematic, and others are geographically specific.

Table 9.1

Action Point	Description	Priority term	Lead	Financial Resource implications (relative)
General (G)				
G1	Adopt the suggested standards of provision to inform the development of planning policy	Immediate	Planning	Low
G2	The development of a Contributions Supplementary Planning Document (SPD) to interpret and apply the above standards in respect of planned new development (to cover both on and off-site provision)	Immediate	Planning	Low
G3	Ensure that policies are included in Statutory Development Plans that protect outdoor sports facilities, and resist their loss unless a) there is a strong case that a facility is not required either for its existing or an alternative sporting use; or, b) alternative provision is provided of an appropriate scale, type and location.	Immediate	Planning	Low
G4	Develop a standardised approach to community use agreements in relation to grass sports pitches on education and club sites, where there is potential for the	Immediate/on-going	Planning, Sport England, Education Authority, Schools	Low

Action Point	Description	Priority term	Lead	Financial Resource implications (relative)
	investment of public resources and developer contributions (such as new school projects or else developer contributions). Specific venues are considered elsewhere in this Action Plan.			
G5	The notion of 'Community Sports Hubs' in the future development and management of outdoor sports opportunities for the community. Specific venues are considered elsewhere in this Action Plan.	Immediate/on-going	Schools, Borough Council, Education Authority, Governing Bodies of Sport, Clubs	Low
G6	The development of a programme for provision of changing facilities/pavilions on key sites where such provision is currently sub standard or non-existent. The assessments undertaken for this study (Appendix 3) as well as the accompanying Maps 6 will be a starting point for this exercise.	Medium	Borough Council Leisure	Medium/High
Sport specific				
Sp1	Promote provision of at least 1 additional 3G STP that is suitable for Rugby, or else, 2 undersized pitches within the environs of Whitehaven and Egremont.	High	Borough Council, RFU, Clubs	High
Sp2	The development of a recognised hierarchical approach to outdoor sports provision for the major pitch sports within the Borough, embracing the following: Basic/Casual; Local; Hub; County/Regional. Specific examples are given following on from this Action Plan.	Immediate/on-going	Borough Council, local clubs, Governing Bodies of Sport, Schools	Low
Sp3	The development of the promotion of a coherent local authority-wide programme for the provision of casual	Medium	Borough Council (especially planning and leisure)	High

Action Point	Description	Priority term	Lead	Financial Resource implications (relative)
	sports opportunities, primarily in the form of MUGAs. Initially this might be focused on the parts of the Borough where there is limited space and relatively high levels of deprivation; high population levels per hectare; and acknowledged relatively high levels of deprivation. A programme of new, easy access MUGAs may be the most appropriate approach in such areas. See list following on from the Action Plan.			
Locality specific				
Whitehaven & Howgate/Distinguon 1	The promotion of the Whitehaven AFC ground as a county standard football venue.	Medium	Borough Council, Club, Governing Body	High
Whitehaven & Howgate/Distinguon 2	The promotion of the Whitehaven RFLC as a county standard venue for Rugby (both codes).	Medium	Borough Council, Club, Governing Body	High
Whitehaven & Howgate/Distinguon 3	The promotion of the Whitehaven Playground as as a Hub Venue for cricket.	Medium	Borough Council, Club, Governing Body	High
Whitehaven & Howgate/Distinguon 4	The promotion of a floodlit outdoor 4-court netball venue. Whitehaven School might be an appropriate venue. (Netball Hub). This would have implications for the longer-term investment in intensive sports facilities in the area, and the establishment of formal community use arrangements.	High	Borough Council, Club, Governing Body, School	High
Whitehaven & Howgate/Distinguon 5	The promotion of a good club standard floodlit tennis facility. St. Benedict's RC School would be an appropriate venue. (Tennis Hub). This would have implications for the longer-term investment in intensive sports facilities in the	High	Borough Council, Club, Governing Body, School	High

Action Point	Description	Priority term	Lead	Financial Resource implications (relative)
	area, and the establishment of formal community use arrangements.			
West Copeland 1	The promotion of the Falcon Complex as a hub venue for football and rugby training. This would have implications for the longer-term investment in intensive sports facilities in the area, and the establishment of formal community use arrangements. This initiative should also include the Western Lakes Academy and Egremont RFUC	Medium	Borough Council, Club, Governing Body	Medium
West Copeland 2	Promote St Bees School as a hub centre for local tennis. Floodlights would be desirable.	Medium	Borough Council, Club, Governing Body, school	Medium
West Copeland 3	Promote a hub venue for Cricket either at the Falcon Complex or else at Egremont ARLFC	Medium	Borough Council, Club, Governing Body	Medium
North East Copeland 1	The promotion of a good club standard floodlit tennis facility. A local school would allow for shared use and benefit. This would have implications for the longer-term investment in intensive sports facilities in the area, and the establishment of formal community use arrangements.	Medium	Borough Council, Club, Governing Body	High
North East Copeland 2	The promotion of the Cleator Moor Astroturf as a Borough Hub for hockey.	Medium	Borough Council, Club, Governing Body	Medium
North East Copeland 3	The promotion of hub venue for football at McGrath Park (Cleator Moor Celtic) This may require the provision of suitable training facilities on other sites.	Medium	Borough Council, Club, Governing Body	Medium
North East Copeland 4	The promotion of Wath Brow Hornets and nearby facilities 'The Sportsfield?' as rugby and training hub venue.	Medium	Borough Council, Club, Governing Body	Medium

Action Point	Description	Priority term	Lead	Financial Resource implications (relative)
	Training lights would be required.			
Five Rivers 1	The promotion of Gosforth Recreation Ground and nearby land as a rural hub venue for football, rugby and cricket. additional training lights may cause problems due to the the settlements' location in the national park	Medium	Borough Council, Club, Governing Body	Low
Five Rivers 2	Promote Seascale Tennis Club as a hub centre for local tennis. Floodlights would be desirable.	Medium	Borough Council, Club, Governing Body	Low
South Copeland 1	Promote the use of the Bootle Sports and Social Club football pitch- currently no recorded league use there.	Medium	Borough Council, Club, Governing Body	Low
South Copeland 2	Promote football in the Millom area- existing pitch underused.	Medium	Borough Council, Club, Governing Body	Low
South Copeland 3	Promote hub venue for football, based on Millom School and existing pitch off Albert Road currently unused.	Medium	Borough Council, Club, Governing Body	Low
South Copeland 4	Promote Millom Cricket Club as a hub venue for cricket	Medium	Borough Council, Club, Governing Body	Medium
South Copeland 5	Promote Millom RUFC and RLFC as dual site hub venue for rugby	Medium	Borough Council, Club, Governing Body	Low

Potential locations for MUGA projects, (Recommended initiatives for the Council to consider)

Settlement	Locality	Suggested target provision	Note
Cleator Moor	North East Copeland	2 (one at either end of the settlement).	There is already one new MUGA at the south east end. An additional MUGA is

Settlement	Locality	Suggested target provision	Note
			highly desirable at the north west end. In addition there are MUGAs on the mothballed secondary school site
Egremont	South Copeland	3 (distributed through settlement)	No MUGAs currently available
Millom	South Copeland	2 (either side of railway line)	MUGA already exists on south side of railway (Newtown Park)
Whitehaven	Whitehaven & Howgate/Distinguon	7/8 (at least 1 per ward). Perhaps an additional MUGA in Mirehouse to service west of railway line.	A Free access MUGA already exists in Hensingham. A managed access MUGA exists in Mirehouse . A MUGA is proposed at Greenbank (Sandwith ward)
Arlecdon/Rowrah	North East Copeland	1 MUGA	
Beckermet	South Copeland	1 MUGA	
Cleator	North East Copeland	1 MUGA	
Distinguon	Whitehaven & Howgate/Distinguon	1 MUGA	
Frizington	North East Copeland	1 MUGA	
Haverigg	South Copeland	1 MUGA	
Kirkland/Ennerdale Bridge	North East Copeland	1 MUGA	
Lowca/Parton	Whitehaven & Howgate/Distinguon	1 MUGA	
Moor Row	South Copeland	1 MUGA	
Moresby Parks	Whitehaven & Howgate/Distinguon	1 MUGA	
Seascale	Mid Copeland	1 MUGA	
St Bees	South Copeland	1 MUGA	

Settlement	Locality	Suggested target provision	Note
Note: other free access MUGAs exist at Gosforth Recreation Ground (mid Copeland). A MUGA is proposed at Bootle.			

ENDNOTE: PITCH CAPACITY ASSESSMENT METHOD

	Field	Type of entry	Description	Value	Notes
DEMAND					
a	Match factor	Defined	Length of matches	1.5	Pre-determined
b	Training factor'	Manual	Length of training session	1.5	Could change
c	Home/away factor	Manual		0.5	Could change
d	Training team equivalent	Manual	No of teams training weekly		Could factor in larger squads and also something similar for schools use
e	Training hours	Formula	$b \times d$		
f	Total full size teams	Manual	No. of full size teams (M, F, J)		Could be totalled through a formula from given lists. Could include team equivalents (e.g. minis)
g	Total full size games played	Formula	$c \times f$		
h	Match hours	Formula	$a \times g$		
j	Total full size team equivalent hours	Formula	$e + h$		Overall number of hours a pitch is used/club uses its venue
SUPPLY					
i	Total full size pitches	Manual	Total number of full size pitches		Can be totalled through a formula from given lists

	Field	Type of entry	Description	Value	Notes
ii	Full size match capacity factor	Manual	Number of (community) matches each pitch might be expected to host per week	2 per week for club/LA pitch; 1 per week for school	Could be related to capacity issues as in TALPF i.e. build in quality of pitches
iii	Site match capacity	Formula	i x ii		
iv	Site football match equivalent hours	Formula	iii x 1.5 hours		Rough and ready summary of the overall number of hours a venue can 'technically absorb'
	NOTES				
	Bar Chart Maps' basically total up all the entries for the two summary fields ('total full size team equivalent hours' & 'site football match equivalent hours') for the clubs and venues entries within each defined locality.				
	Large number of formula fields in a sub class called 'Sub Areas' which do all the calculations required by the PPM.				
	Acknowledged problems:				
	Full size pitches, as well as full size teams all put together (based on the assumption that most junior teams play on adult pitches)				
	Ideally need to assume how many pitches on school sites allegedly in SCU are actually available.				

Map 1: Study localities/sub areas

Map 2: Team Generation rates for main pitch sports by sub area

Map 3: Thematic map showing pitch numbers

Maps 4: Principal locations for pitch sport activity (5 maps)

Map 5: STPs

Maps 6: Facility quality by Locality/sub areas (5 maps)

Maps 7: Access by Locality/sub area (5 maps)

Map 8: Access relative to deprivation

Charts: Detailed demand patterns by 'Locality' for football, cricket and rugby (15 separate charts)