

Eden Open Space and Recreation Facilities Study

July 2008

This document can be made available in large print on request

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Executive Summary

This study builds on Eden District Council's Green Spaces Strategy in order to provide wider information on open spaces within the district, including open space which is neither owned nor maintained by the Council.

The findings of the study are summarised in the table below.

PPG17 Typology	Provision (hectares per 1000 population)	Findings
Parks and Gardens	0.11 (excluding large estates)	Additional high quality parks and gardens would be desirable
Natural and semi-natural spaces, including urban woodland	717.9	Eden has large areas of natural open space. However, for residents without a car access to nature is quite limited in some parts of the district
Green corridors	One in Penrith, one in Appleby	Likely to need more as part of Penrith extensions
Outdoor sports facilities	4.48 (1.15 excluding golf courses)	Additional facilities would be desirable
Amenity green space	5.53 (2.31 publicly accessible)	The district is well served by informal open space, although there may be a shortage in some localities.
Provision for children and young people	See Play Strategy	Additional provision desirable
Allotments, community gardens and urban farms	0.13	Provision is currently adequate, additional provision desirable
Cemeteries, disused churchyards and other burial grounds		Provision has recently been expanded
Indoor facilities		We meet Sport England recommendation

1. Introduction

1.1 What is the reason for this audit?

Planning Policy Guidance 17, issued by central government, requires local authorities to undertake assessments of communities' current and future needs for open space, sports and recreation facilities. Eden District Council has already produced a *Green Spaces Strategy* which sets out the Council's strategy for land owned or maintained by the Council. However, for spatial planning purposes, we are required to look wider. This report therefore builds on the Green Spaces Strategy to cover the full range of open spaces within Eden.

It forms part of the evidence base for the Local Development Framework Core Strategy. The Core Strategy sets out the broad strategy for development in the district, and therefore does not include any detailed policies on open space or other sport and recreation facilities.

This document provides sufficient evidence to enable strategic decisions about recreational provision to be made, by showing the total amount of open space in the district and its distribution. This provides decision-makers with information about which areas of the district are already well served by open spaces and where deficiencies exist. By providing current figures for green space provision relative to population, it gives an indication of what level of open space provision is likely to be appropriate for Eden in the future. It is likely that more detailed evidence will be required for future Development Plan Documents which contain more detailed policies for specific sites.

1.2 What does this study cover?

This report covers a range of open spaces and sport and recreation facilities, as detailed in table 1 below. It draws on a number of other pieces of work, notably the Green Spaces Strategy and the Play Strategy. It has not been possible to do a comprehensive study of all the open spaces in the district but, by collating all the existing sources of information and using local knowledge, it is believed this audit is sufficiently inclusive.

Although Eden District Council is only the local planning authority for the area of the district outside the Lake District National Park, figures here are for the whole district, on a ward by ward basis.

Table 1: Spaces covered by study

PPG17 Typology	Primary Purpose	Sources for Eden Report June/July 2007
Parks and Gardens	Accessible, high quality opportunities for informal recreation and community events	<ul style="list-style-type: none"> - Those maintained by the Council - Those on the register of historic parks and gardens - Any others known to staff
Natural and semi-natural spaces,	Wildlife conservation, biodiversity and environmental education and awareness	- SSSIs, County Wildlife Sites, Local Nature

including urban woodland		Reserves
Green corridors	Walking, cycling or horse riding, whether for leisure purposes or travel, and opportunities for wildlife migration	- Local knowledge
Outdoor sports facilities	Participation in outdoor sports, such as pitch sports, tennis, bowls, athletics or countryside and water sports	- Information from Eden Leisure Services
Amenity green space	Opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas	- Registered Village Greens - Amenity Open Space (1996 Local Plan) - 'Amenity areas' maintained by the Council – identified in Green Spaces Strategy (GSS) - Survey of Key and Local Service Centres
Provision for children and young people	Areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, ball courts, skateboard areas and teenage shelters	- Play Partnership Audit
Allotments, community gardens and urban farms	Opportunities for those people who wish to do so to grow their own produce as part of the long term promotion of sustainability, health and social inclusion	- Those owned by the Council
Cemeteries, disused churchyards and other burial grounds	Quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity	- Cemeteries and disused churchyards maintained by the council, (in GSS).
Indoor facilities	Facilities which require large, bulky buildings and are intended to generate high levels of use e.g. swimming pools, as well as village halls in rural areas	- Information from Eden Leisure Services

1.3 Profile of Eden District

Eden District comprises 215,814 ha and is the second largest and most sparsely populated District within England. The population of 51,700 (mid 2006 estimate) is scattered in small villages through a wide rural area. Penrith, Kirkby Stephen, Alston and Appleby are the four main towns. Eden's population is forecast to increase by about 10-12% over the next 15 years. The majority of this growth is expected to come from an increased number of elderly people. By 2021, the number of people aged over 65 in Eden is expected to have increased by almost 50%, whereas the number of people under 65 in Eden is expected to be roughly the same as in 2008.

Eden has an exceptionally high quality of both natural and built environment. Approximately one-fifth of the District lies within the Lake District National Park and one quarter within the North Pennines Area of Outstanding Natural beauty (AONB). There are

ninety one Sites of Special Scientific Interest (SSSIs) designated and accorded protection due to the national significance of their flora, fauna or particular geological value.

This means that many of Eden's residents have exceptionally good access to large, natural open spaces, on a scale that attracts many visitors from both this country and abroad to the area for holidays. However, some groups, such as teenagers, the elderly and those without access to a car, can struggle to access the wilder open spaces and are more reliant on open space provision close to home. Moreover, different types of open space provide for different activities, and the more formal spaces serve an important function in providing a focus for communities. The sparsely distributed population makes it more difficult to provide some types of open space and recreation provision, and particularly to make such provision accessible to those in remote settlements.

What works elsewhere, therefore, will not necessarily work in Eden, and it would be unwise to expect public open space provision to mirror that in more densely populated districts. At a time when limited resources are available for maintenance, any new open spaces created must be sustainable.

1.4 Existing policies and guidance

Planning Policy Guidance 17 (PPG17)

PPG17 requires local authorities to undertake robust assessments of the existing and future needs of their communities for open space, sport and recreational facilities. This is necessary in order to enable effective planning for open space. Local authorities are required to set appropriate local standards for the provision of open space, based on the assessment of needs and opportunities.

Assessing Needs and Opportunities: A Companion Guide to PPG17

This provides guidance on how to complete the assessment of open space provision. It demonstrates that a significant level of detail is needed to adequately assess the quantity, quality, value and accessibility of different types of open spaces. It recognises that appropriate standards for open space provision may differ between urban and rural areas, even within one district. The companion guide introduces the concept of 'primary purpose' as a means of classifying different types of open space. (These are the types shown in table 1 in section 1.2.) This helps the study to be more inclusive than traditional definitions of open space might allow.

1996 Eden Local Plan

The current local plan contains the following policies of relevance:

Policy BE20 Open Space Provision in New Developments

In all new housing developments containing 10 or more dwellings the Council will seek the provision of publicly accessible open space to a minimum standard of 15 square metres per dwelling as an integral part of the proposal. The form, siting, and proposed use of the open space will be the subject of negotiation with the council.

The majority of housing developments in Eden are for less than 10 dwellings. This policy has therefore meant that substantial numbers of new houses have been built which have not contributed to open space provision.

Policy RE1 Land in Recreational Use

Development of land in recreational use will only be permitted where the land is demonstrably surplus to the requirements of the local community, or where a suitable alternative site of equal size, quality, provision of facilities and accessibility is provided by the developer at their own expense.

Policy RE4 Development of New and Existing Facilities

Proposals for the improvement of existing or the provision of new sporting and recreational facilities, will be permitted provided that:

- i) access and parking provision is adequate*
- ii) the proposal will not have a significant adverse impact on the amenity of nearby residential properties*
- iii) the proposal has no significant adverse impact on the local built form, landscape or conservation interests*

Green Spaces Strategy

This concentrates on green spaces currently maintained by the council or which the council has control over. Its purpose “is to provide a vision and strategic direction for the management and improvement of [these sites] and the development of new public open space.” It is intended that these spaces should, where possible: enhance amenity, be accessible to all and provide alternative forms of recreation to that available in the surrounding countryside.

The strategy includes basic information on sites currently owned or maintained by the council, the results of a public consultation on open space and an action plan. In it, the council recognises that provision of good parks and open spaces throughout the district is essential for various aspects of quality of life. The strategy aims to maximise the social, environmental and economic benefits of provision.

The action plan includes actions around four themes – community, environment, health and well being and young people. The environment section contains several actions which are closely linked to spatial planning, including actions to undertake quality and value audits of open spaces in the district, in order to identify parts of the district where there is a deficiency of open space.

This open space audit uses the Green Spaces Strategy as a starting point, but in most cases provides additional information. The Green Spaces Strategy remains an important part of the LDF evidence base as it contains the Council’s strategy for the land it owns or maintains.

Play Strategy

This sets out and justifies standards for access to children and young people’s provision in the district. It includes an audit of current provision and details of the parishes most in

need of further play provision. It also contains an action plan, setting out priorities for the district from 2007-2012.

The information on provision for young people within this document has come from the play strategy.

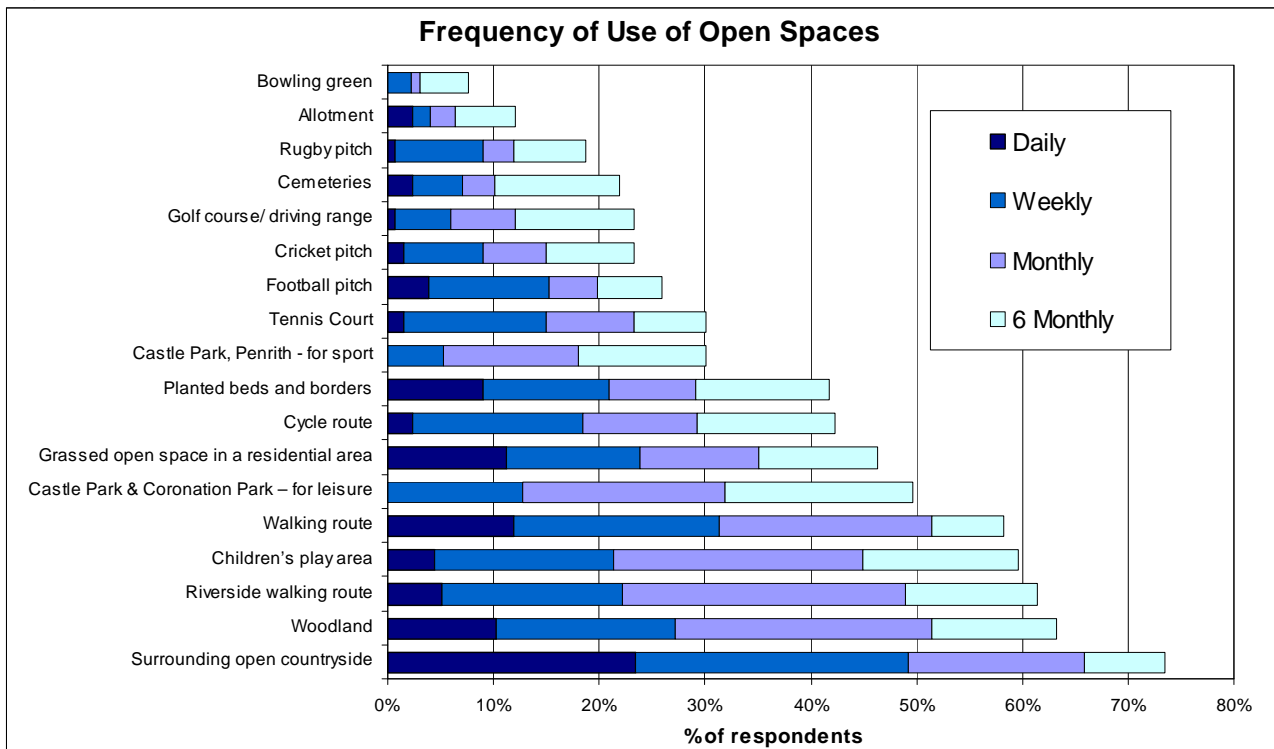
2. Consultation

The Companion Guide to PPG17 advises consulting local communities as an essential part of assessing open space needs and provision. Two consultations have been carried out recently in Eden and this audit uses these previous consultations as much as possible in order to avoid unnecessary and repetitive consultation.

2.1 Consultation for Green Spaces Strategy

A consultation was carried out in order to assist with preparation of the Council's Green Spaces Strategy. Responses were received from approximately 200 individuals and organisations. The majority of respondents were either under 18 or over 50 years of age, although the self completion questionnaire was made available to all Eden residents. Relevant results relating to each type of open space are discussed in more detail in the appropriate sections in chapter 3, but a summary of the main results is provided here. Figure 1 shows the frequency with which respondents use different kinds of open space.

Figure 1: Frequency of use of open spaces



The results show that respondents use the surrounding open countryside far more than the formal open spaces maintained by the council. This, more clearly than anything else, demonstrates the special situation in Eden with regard to open space, and the reasons why it is difficult to apply national standards of provision.

The questionnaire asked people to rank the importance of different roles for parks and open spaces, with 1 as the most important and 10 as the least important. The overall results were as follows:

1. Children's play (3.1)
2. Exercise and

2. Family activities (both 3.3)
4. Relaxation (4.0)
5. Organised sport (4.1)
6. Social activities and
6. Walking (both 4.7)
8. Events (5.7)
9. For the open space only (6.9)
10. Heritage (7.9)

2.2 Consultation on Provision for Children and Young People

An additional consultation exercise was undertaken for the Play Partnership during the Spring of 2007. This focussed specifically on play provision for children up to the age of 19. It consulted with both the young people themselves and parents/carers. The main findings of relevance to this audit were:

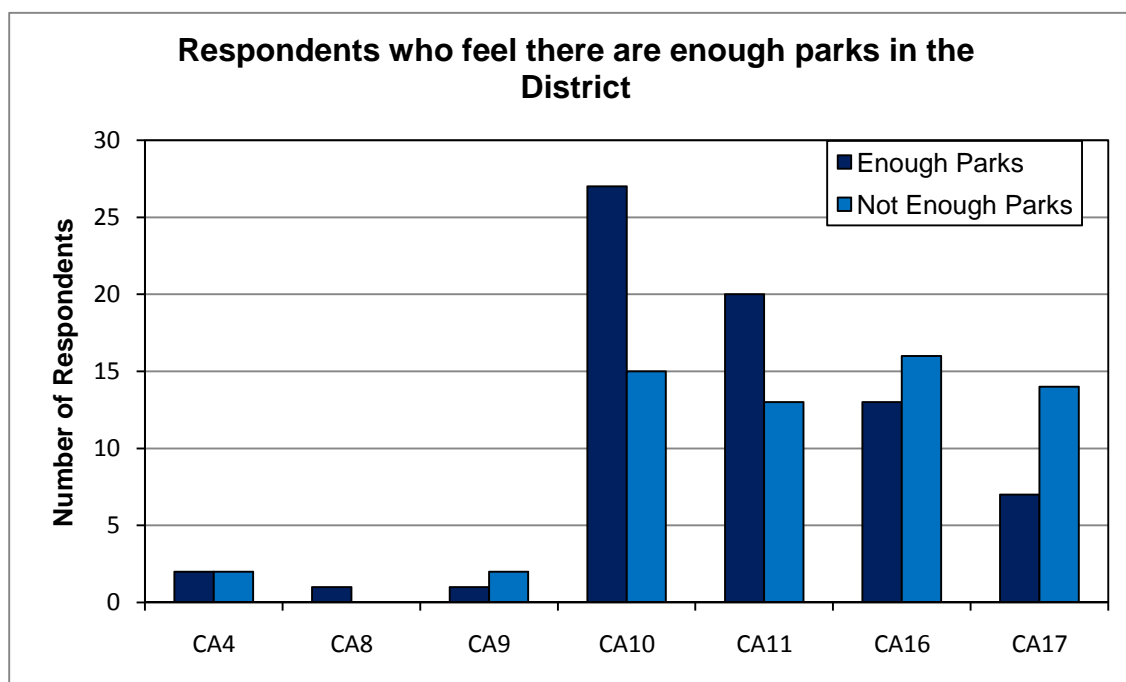
- in general, both the children and young people and the wider community feel there are not enough safe spaces in which to play or hang out
- provision for teenagers is thought to be particularly poor
- both children and young people say they will walk further to access more interesting sites
- existing spaces are not being fully used
- safety and security are key issues for both children and their parents

3. Open Space Provision in Eden

3.1 Parks and Gardens

Consultation showed that overall, 63% of respondents considered that there are enough public parks in the district. However, responses varied significantly across the district (see figure 2).

Figure 2: Opinions on park provision



Very few responses were received from postcode sectors CA4, CA8 and CA9 and so only a limited amount of weight can be placed upon information from these sectors. It does suggest that there may be a shortage of parks in CA9 (Alston Moor). The information from postcode sectors CA10, CA11, CA16 and CA17 is more useful. These cover the majority of the district, in terms of both land area and population. Responses were most positive in CA10, where almost two thirds felt there were enough parks. In contrast, in CA17 (Kirkby Stephen and its hinterland), only a third of respondents felt there were enough parks.

Parks and gardens provide high quality opportunities for informal recreation and community events. Entries on the register of Historic Parks and Garden have also been included in this study, as recommended by the companion guide to PPG17.

The parks and gardens identified are shown in table 2.

Table 2: Parks and Gardens

Name	Ward	Description	Area (hectares)
Castle Park	Penrith South	Public park including gardens, children's playground, tennis courts, bowling green and bandstand.	3.69

Coronation Park	Appleby (Bongate)	Public park including gardens and children's playground.	0.44
Coronation Gardens, Portland Place	Penrith North	Public park including gardens.	0.1
Shap Memorial Park	Shap	Public park (but not maintained by EDC) Includes children's play area, tennis courts, bowling green, football field	1.64
Appleby Castle	Appleby (Appleby)	Pleasure grounds around a medieval castle. Currently no public access.	11.01
Dalemain	Dacre	Dalemain, a grade 1 listed building in extensive grounds. Public access subject to admission charge.	109.23
Hutton in the Forest	Skelton	Hutton in the Forest, a grade 1 listed building with medieval origins, surrounded by gardens, and parkland. Public access subject to admission charge.	170.7
Lowther Castle	Askham	Extensive 17 th , 18 th and 19 th century parkland with medieval origins. Various visitor attractions within grounds.	558.62
The Image Garden, Reagill	Crosby Ravensworth	A small, rural, domestic C19 terraced garden. Not open to the public.	0.2
Askham Hall	Askham	Askham Hall and surrounding gardens and pleasure grounds. No public access.	1.85

These parks give the following provision rates per 1000 population for the district:

Public Parks and Gardens: **0.11 hectares per 1000 population**

Other Parks and Gardens: **16.13 hectares per 1000 population**

Total Parks and Gardens: **16.24 hectares per 1000 population**

The provision of publicly accessible parks and gardens appears low in comparison to other local authorities. However, when the large private estates are included in calculations, provision is actually very high. Although access to these is mostly by paying a fee, they do help to increase the provision of open space in the district.

In addition, some of the larger or more elaborate amenity areas may be appropriately classed as parks. There is a very uneven geographical spread of this type of provision, with public parks being limited to Penrith, Appleby and Shap, and the private estates also being concentrated around the Penrith area. However, village greens are spread throughout the district and provide some of the same functions as public parks, particularly as a location for community events.

These figures do suggest that as the district's population grows, the emphasis should be on providing more high quality parks and gardens rather than more informal green space. This would however be dependent on resources.

3.2 Amenity Green space

Amenity Green space provides opportunities for informal recreation. It can also help to enhance an area's appearance, and is often created in residential areas for this reason.

Almost half of respondents to the Green Spaces Strategy consultation said that they used grassed open space within a residential area, and more than 10% said they used this kind of space daily.

Large grass verges are included in this study where they are felt to contribute significantly to the amenity of the area and are not simply 'Space Left Over After Planning.' Smaller verges have been included where they include seating. These small green areas are often very important to the character of Eden's villages.

Four information sources have been used in order to identify amenity green space within Eden. Briefly, these are:

- Amenity Open Space: land that was designated as amenity open space in the 1996 Local Plan. Although much of this land is in private ownership with no public access, it has been identified as making such a significant contribution to the character of settlements and to the amenity and enjoyment of nearby residents and the public at large as to warrant long term retention as open space. (Eden Local Plan 1996, paragraph 2.44)
- Village Greens: land that is registered as a village green
- EDC Grass Areas: areas of grass maintained by the council. This list has been substantially edited in order to exclude small spaces with little or no amenity value.
- Other amenity green space identified by town and village surveys. Some villages contain large amounts of open space which do not fit any of the three categories above. Planning staff visited villages likely to be designated as local service centres in order to map these spaces in villages likely to experience significant development pressure. Any villages added to the list of service centres after 07/07/08 have not been included in this document, although they will be surveyed when resources allow.

The total amount of amenity green space in the district from these sources is **5.53 hectares per 1000 population** (this is after accounting for overlaps between the different types of space). When considering only land that is publicly accessible (i.e. ignoring the Amenity Open Space designation), this figure drops to 2.31 ha per 1000 population, which is still very high.

This accessible green space, however, is unevenly spread across the district, with 4 wards having more than double the district average and several wards having less than 0.40 hectares per 1000 population of identified publicly accessible amenity green space (see table 3).

Table 3: Accessible Amenity Green space Provision

Accessible Amenity Green space Provision – Hectares per 1000 population			
	Less than 0.40	Between 0.40 and 2.0	More than 2.0
Wards	Dacre Eamont Hesket Kirkoswald Lazonby Penrith West Shap Skelton	Alston Moor Appleby (Appleby) Appleby (Bongate) Kirkby Stephen Kirkby Thore Morland Penrith Carleton Penrith East Penrith North Penrith Pategill Penrith South Ravenstonedale	Askham Brough Crosby Ravensworth Greystoke Hartside Langwathby Long Marton Orton with Tebay Ullswater Warcop

When considering provision of amenity green space, it is also worth considering the provision of more formal public parks. In some cases, the distinction between amenity green space and a public park may not be all that obvious. Both tend to be used primarily for informal recreation. Some of the designated Village Greens provide high quality opportunities for informal recreation and may more appropriately be considered as public parks (Jubilee Park in Kirkby Stephen, for example). They have been included here, however, for the sake of consistency. Some villages, such as Kirkoswald, have accessible woodland nearby which is used for informal recreation.

It is also important to remember Eden contains a large number of settlements which are not designated as Key or Local Service Centres. Many of these may have amenity green space which is maintained by the parish council rather than the district council, and is not registered as a village green. Such spaces will not be included in this study. These small spaces are often highly valued by the local community, but it was neither necessary nor feasible to include them in a strategic study such as this one. The more rural settlements will not see the same levels of development as the service centres.

3.3 Provision for Children and Young People

Provision for children and young people has been thoroughly audited by the Play Partnership for the Play Strategy. The Play Strategy highlights those areas of the district most in need of additional provision, and sets appropriate local standards for provision. Please note that the information below is a summary for information only. For the full details on provision for children and young people, please see the Play Strategy itself.

Provision standards are not set in terms of hectares per 1000 population, but rather in terms of access to 3 different types of provision. Briefly, these are:

- *Doorstep Outdoor Play Space (DOP)*: low key local safe spaces for play, including seating but not necessarily formal play equipment
- *Junior/Toddler Outdoor Play Space (JOP)*: at least 6 differing items of traditional play equipment, in addition to 'low key' casual ball play and/or wheeled sports facilities

- *Youth Outdoor Play Space (YOP)*: at least 8 items, of which at least 4 should encourage more adventurous climbing, swinging or gliding; also a hard surface floodlit multi-use games area or wheeled play facilities

In recognition of the different characteristics of urban and rural areas, different standards have been set for different parts of the district.

Penrith

- Doorstep Outdoor Place Spaces should be provided at a level of 1:1500 people, up to 240m from home,
- Junior/Toddler Outdoor Play Spaces should be provided at a level of 1:2000 people, up to 450m from home,
- Youth Outdoor Place Spaces should be provided at a level of 1:4000 people, up to 600m from home

Alston, Appleby and Kirkby Stephen

These towns should have a minimum of 2 Junior Outdoor Play Spaces and 1 Youth Outdoor Playspace

Rural Parishes

- For rural parishes over 500 people there should be at least 1 Junior Outdoor Play Space plus a small youth facility/meeting place
- For smaller rural parishes there should be at least 1 appropriately scaled-down multi-use space for play to accommodate use by accompanied toddlers, children and teenagers.

Applying these standards results in some immediate recommendations for the four key service centres (see Table 4).

Table 4: Extract from Play Strategy

	Recommendations for Younger Children	Recommended Youth Provision
Penrith	Enhancement of sites at Scaws, Milton Street and Castle Park	A new facility to cover Penrith West and, if feasible, extension to the current site at Scaws to include youth provision
Alston	Additional challenging equipment for 6-14 year olds at Fair Hill and an additional small play area towards the north of the town	Improved lighting and fencing to the sports play area at Fair Hill and teen shelter provision
Appleby	play equipment for the currently unequipped site at Belgravia in the north of the town (if feasible)	There is no informal, open access provision for teenagers, and developing something in a central location should be a priority (possibly at the Centre 67 site)
Kirkby Stephen	A new play area on Eden District Council land off Croglam Lane	A new skate park or similar, either at the secondary school or an alternative (ideally central) location

Outside the four key service centres, the strategy reports that 64% of rural parishes have no designated play space. It states that priority should be given to play projects in the larger parishes and settlements that currently have no provision and where there is strong parish council and/or community support.

It is important to note that the play strategy deals with the situation in the district as it currently is, and does not take into account expected development. In addition, it only runs to 2012, whereas the Core Strategy will run to 2021. However, the provision standards summarised above are sufficiently flexible that they can be applied to development proposals to determine what provision will be necessary over the lifetime of the Core Strategy, or until the play strategy is updated.

3.4 Green Corridors

As a very rural district, Eden has few 'green corridors' in the sense of green routes through urban areas. One such corridor has been created in the Carleton area of Penrith, and a footpath in Appleby beside Dowpits Wood has also been identified as a green corridor.

There is likely to be both potential and a need to create further such corridors as part of the urban expansion to the east and northwest of Penrith identified in the Core Strategy.

3.5 Natural and Semi-natural Spaces

Natural and semi-natural spaces are described by the companion guide to PPG17 as places where the primary purpose is 'wildlife conservation, biodiversity and environmental education and awareness.' They provide an opportunity for people to come into contact with nature, which is now widely recognised as being an important contributor to quality of life.

For practical reasons, data on Sites of Special Scientific Interest (SSSIs) has been used as a proxy for natural and semi-natural spaces. SSSIs are the country's best wildlife sites. A large proportion of SSSI land within Eden has also been designated for its wildlife value at a European level.

Including the area within the Lake District National Park, Eden has **717.9 hectares of SSSI land per 1000 population**, a total of almost 40,000 hectares overall.

Eden is a very rural district, and it is therefore no surprise that the Sites of Special Scientific Interest fall outside settlements. The majority of SSSIs are concentrated in the North Pennines, the Upper Eden Valley and the Lake District National Park. However, there is also a scattering of smaller sites in the more fertile lowlands of the Eden Valley. In addition, the River Eden and many of its tributaries are designated as a SSSI.

Designation as an SSSI does not imply any right of public access. However, in reality, much of the designated land in Eden is open moorland and fells, and as such is designated Access Land under the Countryside and Rights of Way Act 2000. Only limited stretches of the riverbanks are publicly accessible. People's ability to access sites depends, of course, not only on legal rights but also on factors such as car ownership and physical ability.

Access to natural spaces within towns is also very important. Many of the green spaces identified elsewhere in this document, although not having nature conservation as their primary purpose, do provide opportunities for people to come into contact with nature. Particularly good examples include the Petty Hall wetland conservation area in Orton and Warcop Millennium Nature Area. Natural England has recommended some standards for providing urban residents with access to nature. Penrith is the only settlement within Eden which has a population greater than 10,000, commonly used as a threshold for defining urban areas. Natural England's standards for accessible natural green space are not fully met in Penrith, as shown in table 5.

Table 5: Accessible Natural Green space

Natural England Recommended Standards	Extent to which Recommended Standard is met in Penrith
An accessible natural green space less than 300m (5 minutes walk) from home	Virtually all of Penrith is within 300m of an accessible green space of some description, though for some people this may be a sports pitch, and very few of these spaces will have been naturally colonised by plants
Statutory Local Nature Reserves at a minimum level of one hectare per thousand population	There is one Local Nature Reserve within Eden at Cowraik Quarry, about 3km from the centre of Penrith. It is 5 hectares in size, which is too small to provide one hectare per thousand population.
<ul style="list-style-type: none"> • at least one accessible 20 hectare site within two kilometres of home; • one accessible 100 hectare site within five kilometres of home and • one accessible 500 hectare site within ten kilometres of home. 	<ul style="list-style-type: none"> • There are no accessible natural 20 hectare sites within 2km of Penrith • The northern side of Penrith is within 5km of Wan Fell, an accessible natural space of 300ha and the southern edge is within 5km of the open fells along High Street • The High Street fells area is large enough to ensure that all of Penrith is within 10km of a 500 hectare site

However, PPG17 recognises that national standards will not necessarily be appropriate for local circumstances. Eden is unusual in the large amounts of high quality natural spaces outside the main towns. The surrounding countryside is used by many of the district's residents for recreation, as shown in the Green Spaces Strategy questionnaire described in chapter 2. This helps to reduce pressure on green spaces within towns.

3.6 Allotments

Allotments provide people with an opportunity to grow their own produce. For allotment holders they are a source of leisure, exercise and often community, and they have wider environmental benefits by encouraging people to grow food locally.

The consultation exercise carried out for the Green Spaces Strategy showed that allotment users were a significant minority, with 12% of respondents visiting an allotment at least once every six months. The most frequent allotment users were in CA11, which includes Penrith.

Eden has allotments at four separate locations within Penrith. The land is owned by the council although the sites are maintained by Penrith and District Allotment Holders Society.

Within Penrith, there are currently **0.35ha per 1000** population, significantly above the standard suggested by the National Society of Allotment and Leisure Gardeners of 0.125ha per 1000 population. Some areas of southern and eastern Penrith are further than 600m as the crow flies (taken to be a 15 minute walk) away from allotments. However, almost all of the houses in these areas have their own gardens.

There are also some allotments elsewhere in the district which are neither owned nor maintained by the council and individual ownership and access arrangements are not all known to the council. The total area for the District as a whole, to the best of officers' knowledge, is 7.16 hectares, equivalent to **0.14 hectares per 1000 population**. This is slightly above the standard suggested by the National Society of Allotment and Leisure Gardeners (see above).

Given the very rural nature of the District, the vast majority of dwellings have their own garden and it is therefore reasonable to assume that there will be a lower demand for allotments. However, there is a waiting list for allotments in Penrith. In addition, current trends in food prices and lifestyle choices may lead to an increasing demand for allotments. Therefore, although current provision is considered adequate, additional provision would be desirable.

3.7 Burial Grounds

There are two reasons why burial grounds are important. One is the availability of somewhere to bury the dead, and the other is the role that historic burial grounds often have as a form of amenity green space and wildlife havens. This latter function is less important in rural areas because there is less of a shortage of green space. Nevertheless, country churchyards are often important to the character of villages.

Eden District Council currently maintains three cemeteries on Alston Moor, as well as one in Appleby and one in Penrith. It also maintains twelve closed churchyards which are no longer used for burial. A full list of burial grounds maintained by Eden District Council is available in Appendix 1. In addition, there are six further cemeteries which are operated by Joint Cemetery Boards or Parish Councils, and a large number of churchyards maintained by Parochial Church Councils.

A large extension to Penrith Cemetery was completed in 2005, extending its life for a further fifty years. Other work is either planned or underway to ensure the council's cemeteries are compliant with the Disability Discrimination Act. There is therefore no need to make further provision for cemeteries through developing local standards for provision in this document.

3.8 Outdoor Sports Facilities

Included in this category are land and facilities for formal outdoor sports. These range from village bowling greens and swimming pools to the large playing field complex at Frenchfield on the edge of Penrith.

The provision of outdoor sports facilities in Eden is summarised in table 6.

Table 6: Outdoor Sports Facilities

Sport	Provision	Area (ha)
Golf	4 x 18 hole golf course, plus 1 x 9 hole, which includes a driving range	175.94
Cricket	Frenchfield artificial wicket, Penrith cricket ground, Temple Sowerby cricket ground	2.39*
Flat green bowls	Appleby, Temple Sowerby, Penrith x2, Skelton, Lazonby, Shap, Kirkby Stephen, Alston	1.88
Sports pitches	Various at Penrith, Alston, Appleby, Kirkby Stephen and Shap and smaller villages, including floodlit astro turf pitches at Penrith Leisure Centre and Kirkby Stephen Grammar School Sports College and a multi use games area at Tebay	54.09
Outdoor swimming pools	Lazonby, Kirkby Stephen, Hunsonby, Greystoke, Shap, Culgaith, Askham	0.70
Tennis courts	Alston, Culgaith, Newton Rigg, Ravenstonedale, Shapx3, Tebay, Appleby x4, Kirkby Stephen x4, Penrith x16	1.68

* usable area is larger, but overlaps with football facilities at Frenchfield

For sports facilities, the number and size of the facilities is more important than the total site area. Nonetheless, the total area compared to population provides a simple (if blunt) measure for easy comparison with other districts.

Eden has **4.48 ha** of outdoor sports facilities per 1000 population. However, once golf courses are excluded, this figure drops to **1.15 hectares** per 1000 population, which is relatively low in comparison to many other districts. This figure includes school playing fields.

It is likely that Eden would benefit from further provision of outdoor sports facilities. The consultation carried out by the council for its Green Spaces Strategy asked respondents to rank open spaces by the importance of different purposes. Younger respondents ranked organised sport as 4th out of 10, older respondents ranked it 6th. This shows that while formal sports provision may not be the priority for residents, it is nonetheless important to them.

Demographics and economics make it difficult to make high quality sports facilities accessible to residents of sparsely populated areas. It must also be remembered that Eden has an unusually elderly population compared to the country as a whole, which is likely to decrease the demand for outdoor sports facilities compared to the national average.

Results from the Active People Survey show Eden ranked 224 out of 354 local authorities for people participating regularly in active recreation. 20.2% of Eden's adult population take part regularly in sport and recreation, lower than both regional and national averages. Membership of a sports club is significantly below the national average in Eden, whilst participation in recreational walking is significantly above average. Further research would be needed to determine the reasons for this. It is likely that to some extent this different pattern of active recreation reflects the preferences of Eden residents, but that to some extent it is caused by the nature of the open spaces available. For example, the district's

main outdoor sports facility at Frenchfield is known to be already at capacity during the football season.

The wealth of space for informal recreation may also to some extent compensate for a shortage of sports pitches. However, the evidence suggests that at the very least existing sports provision should be protected from development, to ensure that provision does not drop any lower.

Another useful way of assessing sports provision is to examine the distribution of provision. Surveys generally show that people are prepared to drive to access outdoor sports provision. A radius of 8km is often used to represent a fifteen minute drive time. There seems no reason to apply a more stringent standard in Eden; it may be that a larger radius is a more appropriate accessibility standard to apply.

As shown in table 7 below, all Key and Local Service Centres (as of 07/07/08) have some form of playing field within 8km, though the quality of these will vary. Other facilities are more scattered, although all are reasonably well distributed. Alston, Nenthead, High Hesket, Orton and Tebay are all relatively poorly served in comparison to other settlements in terms of the variety of opportunities on offer within 8km.

Table 7: Proximity of outdoor sports facilities to Key and Local Service Centres

Within 8km?	Sports pitch	Tennis court	Bowling Green	Outdoor Pool
Penrith	Yes	Yes	Yes	Yes
Alston	Yes	Yes	Yes	No
Appleby	Yes	Yes	Yes	No
Kirkby Stephen	Yes	Yes	Yes	Yes
Armathwaite	Yes	No	Yes	Yes
Bolton	Yes	Yes	Yes	Yes
Brough / Church Brough	Yes	Yes	Yes	Yes
Clifton	Yes	Yes	Yes	Yes
Crosby Ravensworth	Yes	Yes	Yes	Yes
Culgaith	Yes	Yes	Yes	Yes
Dufton	Yes	Yes	Yes	No
Gamblesby	Yes	No	Yes	Yes
Great Asby	Yes	No	Yes	No
Greystoke	Yes	Yes	Yes	Yes
Hackthorpe	Yes	Yes	Yes	Yes
High Hesket	Yes	No	No	No
Kirkby Thore	Yes	Yes	Yes	Yes
Kirkoswald	Yes	No	Yes	Yes
Knock	Yes	Yes	Yes	Yes
Langwathby	Yes	Yes	Yes	Yes
Lazonby	Yes	No	Yes	Yes
Little Salkeld	Yes	Yes	Yes	Yes
Long Marton	Yes	Yes	Yes	Yes
Melmerby	Yes	Yes	Yes	Yes
Milburn	School only	Yes	Yes	Yes
Morland	Part	Yes	Yes	Yes

Nenthead	Yes	Yes	Yes	No
Orton	Yes	Yes	No	No
Plumpton	Yes	Yes	Yes	Yes
Ravenstonedale	Yes	Yes	Yes	Yes
Shap	Yes	Yes	Yes	Yes
Skelton	Yes	Yes	Yes	Yes
Stainton	Yes	Yes	Yes	Yes
Tebay	Yes	Yes	No	No
Temple Sowerby	Yes	Yes	Yes	Yes
Warcop	Yes	Yes	Yes	Yes
Winskill	Yes	Yes	Yes	Yes
Yanwath	Yes	Yes	Yes	Yes

3.9 Indoor Facilities

Indoor sports facilities are shown in Table 8. There are 2 large leisure facilities in the district: Appleby Swimming Pool and Penrith Leisure Centre.

Table 8: Indoor Sports Facilities

Facility Name	Provision	Provider
Appleby Swimming Pool	25m Swimming Pool Indoor Fitness Suite Wet and Dry Changing	EDC
Penrith Leisure Centre	6 Badminton Court Sports Hall 6 Rink Indoor Bowls Hall Indoor Fitness Suite 3 Multi Activity Areas 25m Swimming Pool 12m Learner Pool Climbing Wall (Indoor) Wet and Dry Changing	EDC
Appleby Sports Centre	4 Badminton Court Sports Hall First Floor Multi Activity Room Changing	Commercial
Shap Sports Hall	4 Badminton Court Sports Hall	Voluntary/Community

In addition, the facilities of the secondary schools in the district are available for hire, as shown in Table 9:

Table 9: Secondary School Facilities

School	Location	Facilities
Queen Elizabeth Grammar School	Penrith	4 Badminton Court Sports Hall Outdoor Tennis Courts (4 courts) Sports Pitches
Ullswater Community College	Penrith	4 Badminton Court Sports Hall Outdoor Tennis Courts (4 courts) Sports Pitches
Kirkby Stephen Sports College	Kirkby Stephen	Small Indoor Hall Tennis Courts with 'Bubble' cover Sports Pitches
Samuel Kings School	Alston	Small Indoor Hall Sports Pitches

Village Halls

In rural areas, village halls can be an important venue for indoor sports. Voluntary Action Cumbria (VAC) maintains a database of village halls in Eden, and carried out a village hall survey in 2004. Information from this database shows that the following halls have sport markings:

Blencowe & Laithes	Nenthead Village Hall
Brough Memorial Hall	Newbiggin-on-Lune Public Hall
Clifton Village Hall	Orton Market Hall
Eamont Bridge Village Hall	Parkin Memorial Hall, Pooley Bridge
Glenridding Public Hall	Skirwith Social Hall
Kirkby Thore Memorial Hall	Soulby Village Hall
Langwathby Village Hall	South Stainmore Institute (currently derelict)
Low Hesket Village Hall	Temple Sowerby Victory Hall
Lowther Parish Hall	Tirril and Sockbridge Reading Rooms
Milburn Village Hall	Warcop Village Hall
Murton-cum-Hilton Parish Institute	

In addition, halls without markings may still be used for activities such as exercise classes.

Required Provision

Provision of indoor sports facilities for the district appears to relate well to what the Sport England Facilities Calculator identifies as current requirements, which are shown in table 10.

Table 10: Facilities calculator results

Facility	Identified Requirement	Provision
Swimming Pools	486.85 sq.m. 9.16 lanes 2.29 pools	2 x 25m pools plus a 12m learner pool
Indoor halls	13.62 courts 3.41 halls	14 courts, plus 8 in schools
Indoor bowls	3.55 rinks 0.59 centres	6 rinks

Current provision outside schools meets these requirements, and there is additional provision within schools. Provision is however focussed on Penrith and Appleby, which results in long journey times for some residents to access these facilities.

Eden is forecast to have 10-12% increase in population by 2021. A population of 58,200 according to the Sport England Facilities Calculator, might require the following:

Table 11: Potential Future Requirement

Facility	Potential Future Requirement
Swimming Pools	568.29 sq.m. 10.70 lanes 2.67 pools
Indoor halls	15.90 courts 3.98 halls
Indoor bowls	4.14 rinks 0.69 centres

These potential needs are met by current provision when school facilities are included, with the possible exception of swimming pools. However, the large number of outdoor pools in the district helps to reduce pressure on indoor pools, at least during the summer.

Simply scaling up the need in line with population may overestimate future need, as it does not take into account the fact that the majority of the population increase will come from an increase in those over 65, as explained in chapter 1. On the other hand, there are policies in place at a national level to increase participation in sport which may further increase the future demand for sports facilities

The evidence suggests, nonetheless, that the strategic needs for indoor sports facilities in Eden are met for the foreseeable future.

Appendices

Appendix 1

Name	Ward	Type	Area (hectares)
Alston Cemetery	Alston Moor	cemetery	1.9
Garrigill Cemetery	Alston Moor	cemetery	0.4
Nenthead Cemetery	Alston Moor	cemetery	0.66
St Augustine's Church, Alston	Alston Moor	closed churchyard	0.35
St Lawrence's Church, Appleby	Appleby (Appleby)	closed churchyard	0.54
Appleby Cemetery	Appleby Bongate	cemetery	1.35
St Michael's Church, Appleby	Appleby Bongate	closed churchyard	0.5
St Patrick's Church, Bampton Grange	Askham	closed churchyard	0.19
St Lawrence's Church, Crosby Ravensworth	Crosby Ravensworth	closed churchyard	0.74
St Peter's Church, Great Asby	Crosby Ravensworth	closed churchyard	0.31
St Lawrence's Church, Morland	Morland	closed churchyard	0.63
All Saint's Church, Orton	Orton with Tebay	closed churchyard	0.73
Parish Church of St Andrew, Penrith	Penrith East	closed churchyard	0.79
Penrith Cemetery	Penrith North	cemetery	8.85
Christ Church, Penrith	Penrith North	closed churchyard	0.95
Church of St Luke, Soulby	Ravenstonedale	closed churchyard	0.09
St Michael's Church, Shap	Shap	closed churchyard	0.49
Matterdale Parish Church	Ullswater	closed churchyard	0.2

Appendix 2

Name	Parish	Description	Area (hectares)
Castle Park	Penrith	Public park including gardens, children's playground, tennis courts, bowling green and bandstand. Also includes Scheduled Ancient Monument of Strickland's Pele Tower and Penrith Castle.	3.69
Coronation Park	Appleby	Public park including gardens and children's playground.	0.44
Coronation Gardens, Portland Place	Penrith	Public park including gardens.	0.1
Shap Memorial	Shap	Public park (but not maintained by EDC) Includes children's	1.64

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Park		play area, tennis courts, bowling green, football field	
Appleby Castle	Appleby	Pleasure grounds around a medieval castle. ACCESS Although in the past there has been public access to the castle grounds, ownership has changed recently and this is no longer the case.	11.01
Dalemain	Dacre	Dalemain, a grade 1 listed building with medieval origins, sits in extensive grounds. These include a walled garden, a terrace, parkland, woodland and an a "Wild Garden" by the banks of the Dacre Beck. ACCESS: Dalemain is a private residence which charges for admission. However, there are some public rights of way through the estate.	109.23
Hutton in the Forest	Skelton	Hutton in the Forest, a grade 1 listed building with medieval origins, surrounded by a garden, kitchen garden and parkland with early 18th century and earlier origins. ACCESS A private residence which charges for access. The B5305 runs through the centre of the estate, and there is a public right of way through one corner.	170.7
Lowther Castle	Lowther	Extensive 17 th , 18 th and 19 th century parkland with medieval origins. The main building, Lowther Castle was closed in 1935 and is currently maintained as a controlled ruin. ACCESS: There are several avenues running through the park, some of which are public rights of way. The former kitchen garden is currently in use as the Lakeland Bird of Prey Centre and there is also a holiday village within the park.	558.62
The Image Garden, Reagill	Crosby Ravensworth	A small, rural, domestic C19 terraced garden, built by the self-taught sculptor, painter and composer Thomas Bland for himself, and extensively ornamented with his own sculptures, some seventy of which remain. ACCESS: Not open to the public, although local historical societies visit occasionally.	0.2
Askham Hall	Askham	Askham Hall and surrounding gardens and pleasure grounds. ACCESS: None. This is the current home of the Lowther family.	1.85