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1.0 Introduction

Scope and Purpose of Report

1.1 In order to ensure new development delivers sustainable communities, the facilities and service needs of these populations must be properly planned for.

1.2 This document is the Infrastructure Position Statement and sits alongside the Proposed Submission Land Allocations Document and the Adopted Core Strategy comprising part of South Lakeland District Council’s Local Development Framework (LDF) (excludes area of SLDC covered by the Lake District and Yorkshire Dales National Park Authorities). It reviews the District’s infrastructure needs for the plan period (up to 2025) as well as the structures that are in place for delivering infrastructure into the future. It will feed into the Infrastructure Delivery Plan and work in relation to the setting of a Community Infrastructure Levy (CIL).

1.3 National Planning Policy Statement (PPS) 12 emphasises the focus of the planning system on deliverability of plans and the need for local planning authorities to demonstrate that the necessary social, physical and green infrastructure is provided to support the delivery of the development planned for their area.

1.4 The Infrastructure Position Statement and its production process aim to:

- Identify infrastructure needs (including where possible phasing of development, costs, funding sources and responsibilities for delivery);
- Further strengthen relationships between the South Lakeland Sustainable Community Strategy and Local Development Framework (LDF);
- Improve lines of communication between key delivery agencies and the local planning authority, including identifying opportunities for integrated and more efficient service delivery and better use of assets;
- Provide evidence for the setting of a Community Infrastructure Levy (CIL) and
- Provide a ‘live’ document that will be used as a tool for helping to deliver infrastructure.

It does not identify costs, funding sources and details on delivery mechanisms; these issues will be explored further in the progressing of the Infrastructure Delivery Plan. This report seeks to give a broad overview of the way certain infrastructure is planned and the agencies involved in its delivery.

Infrastructure Definition

1.5 Infrastructure can be defined as follows:

- Physical – utility services (water, electricity, gas, telecommunications), foul surface water (wastewater/sewage), flood defences, transport facilities (rail, roads, public transport, cycle paths, footpaths), waste management and disposal, Information technology (broadband and wireless; public phones)
- **Social** – health and social facilities (hospitals, doctors/GP surgeries, dentists, residential centres), education (nursery and pre school, primary, secondary and further and higher education/adult learning), leisure and community facilities (libraries, community centres, sports facilities, culture facilities, village halls, places of worship), culture and leisure (museum/galleries, theatres/venues, cinemas, sports centres, swimming pools, events, festivals etc.) and emergency services (fire, ambulance and police)

- **Green** – open spaces, parks, woodlands, waterways, children’s play areas, cemeteries, allotments, sports pitches and courts and green corridors.

## 2.0 Methodology

### 2.1

This report is based upon a study involving desktop research and on-going consultation with key service providers undertaken during 2010 and 2011.

The table below identifies key service providers the Council has engaged with and the services they are responsible for.

<table>
<thead>
<tr>
<th>BODY/ORGANISATION</th>
<th>Service responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cumbria County Council</td>
<td>Non-strategic highways network, cycleways, rights of way, public transport, adult social care, waste disposal, education, fire and rescue, community safety, libraries, community centres, youth clubs and surface water drainage. Advisory service landscape, archaeology and biodiversity</td>
</tr>
<tr>
<td>Cumbria Fire and Rescue</td>
<td>Fire and Rescue</td>
</tr>
<tr>
<td>Cumbria Police</td>
<td>Police</td>
</tr>
<tr>
<td>Cumbria Primary Care Trust</td>
<td>Health</td>
</tr>
<tr>
<td>Cumbria Wildlife Trust</td>
<td>Advisory service – biodiversity and geodiversity</td>
</tr>
<tr>
<td>Electricity Northwest</td>
<td>Electricity</td>
</tr>
<tr>
<td>English Heritage</td>
<td>Built and natural heritage assets</td>
</tr>
<tr>
<td>Environment Agency</td>
<td>Tidal and fluvial flooding</td>
</tr>
<tr>
<td>Highways Agency</td>
<td>Strategic road network – A590 and M6.</td>
</tr>
<tr>
<td>Mono Consultants (representing telecommunications agents)</td>
<td>Telecommunications</td>
</tr>
<tr>
<td>National Grid (Gas and Electricity Transmission and Distribution)</td>
<td>Gas and electricity networks</td>
</tr>
<tr>
<td>Natural England</td>
<td>Biodiversity and landscape</td>
</tr>
<tr>
<td>Network Rail</td>
<td>National Rail Network</td>
</tr>
<tr>
<td>North West Ambulance Service NHS Trust</td>
<td>Ambulance</td>
</tr>
<tr>
<td>Openreach on behalf of BT</td>
<td>Telecommunications</td>
</tr>
<tr>
<td>Sport England</td>
<td>General and Site specific</td>
</tr>
</tbody>
</table>
2.2 The results of the consultation feedback received in relation to the Land Allocations Document DPD are included in the Consultation Statement and Fact Files accompanying the Land Allocations Document DPD.

2.3 The Council has undertaken extensive consultation with service providers during the preparation of the Proposed Submission Land Allocations Document. Meetings have been held with various bodies including the Highways Agency, Cumbria County Council (Highways Authority), Environment Agency and United Utilities.

3.0 Policy Context

3.1 The Adopted Core Strategy 2010 identifies the quantum amount of housing and employment development required to meet needs up to 2025. In line with the Strategy, South Lakeland is planning to provide, up to

- 8,800 dwellings (of which approximately 3,080 dwellings will be located in Kendal and 1,760 in Ulverston)
- 60 hectares of new employment floor space (of which approximately in the region of 21 hectares will be located in Kendal and in the region of 11 hectares in Ulverston).

3.2 The Adopted Core Strategy includes two key policies (CS9.1 and CS9.2) which aim to support the delivery of new infrastructure across the District. Policy CS9.2 states in accordance with the provisions set out within planning Circular 05/2005, the Council will require new developments to secure improvements which are necessary to make the development acceptable by planning condition or obligations. It goes on to list the types of infrastructure which planning obligations may be sought to contribute towards.

Population growth figures

3.3 Long term population forecasts to 2025 are shown below (these are for the whole of the South Lakeland District Area including the areas that fall within the Lake District and Yorkshire Dales National Parks). These figures are from the Office of National Statistics (Cumbria Observatory) and are based on 2008 mid year estimates.

<table>
<thead>
<tr>
<th>Year</th>
<th>2008</th>
<th>2015</th>
<th>2020</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>104,000</td>
<td>105,100</td>
<td>106,900</td>
<td>109,000</td>
</tr>
</tbody>
</table>

As can be seen the population is expected to grow by about 5,000. These estimates do not take into account the projected increase in population as a result of the planned LDF development.

3.4 The amount of younger people residing in the District as a proportion of the total number of people is expected to decline by 2025, conversely the number
of older people as a proportion of the total number of people is expected to increase markedly.

4.0 Infrastructure requirements

PHYSICAL INFRASTRUCTURE

Transport Issues

Local Transport Plan LTP3

4.1 Cumbria County Council is the Highways and Transport Authority for South Lakeland, with responsibility and preparation of the Local Transport Plan (LTP3). This includes three elements:

- Strategy titled ‘Moving Forward 2011 – 2026’ (this has been approved and can be found on the Cumbria County Council website).
- Implementation Plan 2012 – 2015 containing the transport priorities and proposed improvement schemes (of over £50,000) for each of the six District’s LDF areas within Cumbria (in working progress).
- Policies (awaiting Cabinet approval).

Local, Strategic and Major Schemes

4.2 The County Council Local Committee for South Lakeland has approved the schedule of transport improvement schemes for South Lakeland.

Appendix 1 is a schedule of the approved local, strategic and major transport improvement schemes costing £50,000 or more that will form part of the Implementation Plan for South Lakeland. The Implementation Plan will set out how County Council expenditure will be prioritised over the three years April 2012 to March 2015 to deliver the objectives of the LTP3 Strategy and Council Plan. It will be reviewed and rolled forward annually to deal with the changing levels of funding and ensure the needs of Cumbria are being fully met.

4.3 The Implementation Plan sets out an area transport statement highlighting the transport priorities for South Lakeland and the progress the County Council is making to deliver them. This statement has been developed to align with local development priorities and will change annually as priorities change. This is followed by a schedule of transport improvement schemes with a value of over £50,000. Schemes of less than £50,000 are not considered in the Plan as priorities are determined locally. Cumbria County Council is closely liaising with Town and Parish Councils to identify small highway improvement schemes (less than £50,000) taking into account the impact of LDF development.
Smaller highway improvement schemes

4.4 The Local Committee has delegated responsibility, through its devolved capital programmes, for highway improvement schemes of estimated value less than £50,000. Highway improvements comprise any change to the highway layout, as opposed to maintenance which is maintaining the highway as it already exists. Highway and transport improvements could include:

- new sections of footway;
- cycling infrastructure;
- bus shelter grants to Parish Councils;
- dropped kerbs for disabled accessibility;
- new traffic signs;
- traffic calming;
- speed limits and other traffic regulation orders;
- road widening; creation of passing places;
- bitmac surfacing to unbound stone surfaces;
- new street lighting schemes;
- pedestrian crossings;
- junction visibility improvements;
- junction improvements and
- handrails; pedestrian guardrail and other safety barriers.

Transport issues within settlements

Kendal

4.5 In the case of Kendal, there are significant constraints on the town highway network with a number of junctions already at capacity. Kendal suffers from traffic congestion which is resulting in air quality problems in its town centre. This is having a detrimental impact on the town’s economy and the quality of life of its residents. An Air Quality Management Area has been designated and an Action Plan produced aimed at reducing the levels of air pollution from traffic. Measures to encourage more journeys on foot, by bike and by bus are seen as an important means of improving air quality and reducing congestion. Three transport improvement schemes have been identified which will further develop the cycling networks in the town.

The A65 Burton Road and North Kendal cycle route proposals will provide links to Westmorland Hospital, employment sites, schools and a supermarket. The resurfacing of Garth Heads Lane will encourage more journeys on foot and by bike helping to provide a continuous link avoiding the town centre. The three schemes will support one of the key priorities of the Local Transport Plan Strategy; to enable more people to walk and cycle for work and to school. In addition to these three schemes, there is a longer term aspiration to complete the Riverside cycle route via upgrades to the existing riverside path and provision of a cycle facility in the New Road corridor. This project will be developed in conjunction with consideration of development proposals for New Road Common and the Canal Head area.

4.6 The Kendal Transport Plan Review identifies the likely impact of the proposed allocation sites for the highways network and recommends a number of junction improvement schemes and sustainable transport schemes be implemented in order to offset the impact of new development. This study identifies schemes which contribute to mitigating the impact of the LDF.
developments; these include improvements to the local highways network, provision of new highway links and sustainable transport improvements. The Local Transport Plan 3 Implementation Plan details schemes that will contribute to making the delivery of the sites sustainable. Other mitigation measures will need to be identified as sites are progressed towards planning permission. Developers will be required to contribute to the delivery of these schemes through planning obligations or Community Infrastructure Levy in partnership with the local planning authorities. The County Council will in partnership with South Lakeland District Council identify necessary delivery mechanisms through work in relation to the SLDC infrastructure delivery plan.

4.7 Canal Head has been identified as an important development site for employment, housing and retail. Road network improvements will be identified as required development led schemes to accommodate generated traffic flows. The improvements will also need to accommodate walking and cycling measures.

4.8 Consideration is being given to “park and ride”, “park and walk” and other sustainable transport schemes to reduce the impact of traffic generated. They will require to be funded by developer contributions through planning obligations or Community Infrastructure Levy in partnership with the local planning authorities. The viability of such schemes would also require demand-constraint measures such as parking management and workplace travel plans.

**Ulverston, Grange, Milnthorpe, and Kirkby Lonsdale**

4.9 In Ulverston and Grange, significant housing allocations are proposed. Improving the public realm of these towns is very important so as to provide a more pleasant environment for both residents and visitors.

4.10 Two of the transport improvement schemes identified will provide increased off-road recreational opportunities on foot and by bike to encourage active travel. The Kirkby Lonsdale riverside footpath scheme will complete a very well utilised footpath along the River Lune. From Milnthorpe a fully accessible multi-use route for walkers, cyclists, and horse riders is proposed along the former railway line as far as Hincaster.

4.11 In the case of Ulverston and Swarthmoor, the results of a study to assess the impact of development for the A590 and local road network indicate no need for any major new highway improvement schemes. However, the study emphasises even without any LDF development, there would be capacity issues on the east stretch of the A590 and therefore intervention would be required to offset impacts from any new development. A range of measures are recommended in order to address capacity issues caused by the potential new development, these include:

- Improving local bus services
- Improving bus infrastructure
- Highways Improvements
- Cyclist and pedestrian measures and
- Travel Plan measures both for new and existing developments.

The A590 Route Management Strategy is currently being reviewed. There are no current schemes programmed for the A590.
Rural Areas

4.12 In rural areas the priority will be to enhance the sustainable transport modes available to both residents and visitors. The transport improvement schemes identified for rural areas reflect the aspirations of local communities for their area. They are focused on improving the choice of transport modes to access key facilities in, and between villages and reducing the detrimental environmental impact of traffic.

4.13 Currently a number of informal layby’s are used by residents who car share as part of their journeys to work. It is proposed to create signed and properly laid out layby’s to regularise the present ad hoc arrangements and encourage more people to car share. This will help reduce the number of cars on the road and in doing so lessen the problems of congestion in the Key Service Centres, particularly Kendal. Work is also proposed to complete the footway from the village of Lindale to Grange over Sands, 3 kilometres to the south.

Public Transport – Bus Services

4.14 The Adopted Core Strategy places a strong emphasis on the need to support and sustain bus services across the District. The Area Strategy policies in the Adopted Core Strategy contain a number of aims which seek to ensure bus services are supported and improved. Cumbria County Council does not operate buses itself and where the costs of operating a bus service are not covered by the fares collected from passengers and, therefore, the service is not commercially ‘sustainable’, the County Council can offer subsidies to operators to provide transport services which would otherwise not run. The County Council currently spends around £200,000 of its own budget and about £1.6 million of grants from Central Government to support bus services throughout the County. Currently these funds are fully committed and, therefore, to provide any new services existing less well used supported services would have to be withdrawn. Stagecoach North West is the main commercial bus service operator in Cumbria.

4.15 In addition to the bus services a number of community transport schemes exist in the County. These comprise:

- Community minibuses which helps groups and organisations to have accessible and affordable vehicles on a self-drive basis or with a driver supplied.
- ‘Rural wheels’ a unique transport scheme that helps address the lack of good public transport in some rural areas. It provides door-to-door transport for people when required at reasonable costs.
- Voluntary car schemes intended for those people who have no other means of transport.

Rail

4.16 The District includes part of the west coast main line railway (including one station at Oxenholme) and also part of an important regional railway (Furness line) alongside a small branch line from Oxenholme Station to Windermere in the LDNP. The Lancashire and Cumbria Route Utilisation Strategy August 2008 (RUCS) doesn’t envisage many alterations for the SLDC area, aside from tourism-related growth (see Network Rail website www.networkrail.co.uk).
4.17 This type of growth is likely to be addressed at a local level by the train operating companies and station facilities operators in the first instance. Network Rail is keen to ensure that the rail network is protected and promoted wherever possible; this includes protecting the existing station car parks, and in some instances increasing the capacity such as the current project at Oxenholme Station (to promote multi-modal journeys, an additional fifty three car park spaces have been provided), together with station improvements such as accessibility, security and information provision.

4.18 Nationally, Network Rail is striving to reduce the number of level crossings either by diversion, closure, or provision of new bridges/underpasses, for example at Bailey Lane, Grange over Sands. A reduction in the number of such crossings improves railway/highway safety as well as providing the potential to increase line-speed, thus cutting journey times. There is no concise list of crossings that are being considered for closure/diversion.

**Water Supply**

4.19 United Utilities has a statutory duty to develop and maintain an efficient and economical system of water supply within its area. A proposal for expenditure in the years 2010 – 2015 is contained within the published five years Investment Plan (Asset Management programme). The plan can be found at the following website link:


4.20 The plan covers aspects such as building new and modernising existing water pipes to ensure a reliable supply, reducing the number of overflows from sewers and improving water and wastewater treatment works to deal with growing population and climate change.

4.21 In terms of water supply, there is considered to be sufficient capacity to accommodate new development as proposed over the next fifteen years in South Lakeland. There are no plans for new water networks within South Lakeland or major cleaning of existing networks. However, there could be implications for a need to enhance water quality following the implementation of the Water Framework Directive.

The Investment Plan includes detailed breakdown of expenditure projections for water and sewerage service.

**Waste Water/Sewerage**

**District Wide Issues**

4.22 The Council has liaised closely with United Utilities to identify the likely impact of the LDF development. United Utilities will require conditions to be attached to Planning Approval that only allow at a minimum for foul flows into the sewer network and separate systems of drainage.

- United Utilities is not objecting in principle to the levels of development proposed and are willing to make bids in 2014 where improvements are required.
• UU is currently considering lists of projects that will require major capital investment in Asset Management Plan 6 period 2015-2020. All projects will need to be subjected to an application for funding within the 2014 Company Business Plan. All bids must be made by 2014. UU gave assurances that it will submit applications by 2014 in cases where funding is required.

4.23 Funding is more likely to be acquired in cases where there is development certainty (i.e. clear evidence of developer interest).

• UU reiterate that even if a bid is submitted there is no guarantee funding will be approved by OFWAT. The speed at which approved schemes are implemented will depend on the priority given to schemes within the 5-year programme and the time required to design, obtain planning permission and construct.

• UU reiterated that there should be foul flows only into the public sewer network. Separate systems required for surface water drainage. All surface water should be managed on the footprint of the site and where possible lead to a reduction in surface water runoff rates.

• Under the [Flood and Water Management Act 2010](http://www.lga.gov.uk/lga/core/page.do?pageId=10693997) developers will no longer have an automatic right to connect surface water to the public sewerage network.

**Settlement specific Issues (Water/sewerage)**

**Kendal**

4.24 There is currently loading capacity at Kendal Waste water Treatment Works (WwTW), however, for the number of dwellings that are proposed a full process and hydraulic survey of the Works will have to be undertaken before UU could comfortably approve the Planning Applications. As the sewer network is at capacity in North Kendal, UU could not agree to any significant development until after 2015 in this part of the town. Providing UU obtain funding through OFWAT to undertake the necessary upgrades etc. UU will be building into the 2014 Business Submission to OFWAT a case for funding to provide the means to accommodate development, which will boost the economy.

4.25 A feasibility study is being undertaken on the Kendal WwTW. Recommended phosphorous levels are set by Environment Agency (EA) through discharge consents, and until EA impose a new requirement for a lowered rate, UU will continue to discharge at the current rate. UU stated achieving any required lower rates would depend on new/better technology. Further Phosphorous removal would only be undertaken if UU were required to achieve a tighter standard as set by the EA following their review of water quality. Newer technology, which is not currently available, would be required to achieve any standard below 1mg/l. UU has advised development in the Kendal area should be capped at 2000 properties unless a more stringent phosphorus effluent standard can be achieved.

4.26 UU has advised that sites in North Kendal should only come forward in the latter periods of the plan period when sewage network improvements are in place.
4.27 Strategically there is enough water supply to accommodate levels of new development, but there are potential risks of deterioration of water quality.

**Burneside**

4.28 United Utilities is currently investigating reasons for current sewer network problems in and around the village. A report is to be produced identifying the problems. Surface water entering the foul network system is a key issue; it could be taken out of the system through improvements. Wider flooding issues need to be taken into account.

4.29 Major capital likely to be required to solve problems. UU gave assurances it will submit an application for the necessary funding in 2014. Proposed allocations for development in Burneside would assist, and be taken into account, in the bid.

**Endmoor/Crooklands**

4.30 UU is currently undertaking a Feasibility Study looking into current issues associated with the Crooklands and Low Park works. UU advised that these works might be closed. Current works at Endmoor are at capacity, but there are issues with providing an electricity supply to the site. An application for funds is needed to ensure there is sufficient capacity to meet future needs. UU stressed they would support submission of application for funds in 2014; however, funding is more likely to be obtained where there is a clear degree of commitment to development.

4.31 Water pressure/flow issues in Endmoor and Crooklands. Network reinforcement measures are needed (mains and pumping). UU advised that these works might be rationalised.

**Kirkby Lonsdale**

4.32 Same situation as Endmoor/Crooklands (relation to WwTW capacity). Haweswater/Thirlmere aqueduct 22m wide easement is required for any development proposals near to the aqueduct. This is part of the Lunesdale siphon and consists of four individual pipes. The easement is quoted at 14 yards from the outer edge of each pipe. Protection measures to enable the aqueduct to be traversed are possible. Those measures must be approved and their construction supervised by United Utilities engineering partners at the expense of the developer.

**Cartmel**

4.33 Historic problems with infiltration (sewer on one side of the river and village on the other). UU is currently investigating the problem. A new pipe or lining are quite likely to be needed. If not at a high cost, problem could be sorted in the current AMP period, but if lots of funding needed then UU would need to put in for bids in AMP6 period. The issue does not prevent site allocations coming forward.

**Cark**

4.34 In Cark Pumping Station is one of a line of pumping stations that ultimately feed to Grange WwTW for treatment. The problems of infiltration and
increased flows impact on the network in respect of flooding and the downstream assets.

**Grange over Sands**

4.35 Strategically UU has sufficient water to supply all the Council’s aspirations. There are existing diurnal pressure patterns indicating that further development in that area would require additional pumping and potential network reinforcement. The scale of that reinforcement would be heavily dependent on the final scale and nature of that development.

**Milnthorpe**

4.36 The Strand pumping station has no further capacity and requires improvement before any significant development can be accommodated. UU is willing to submit an application for funding in 2014.

**Ulverston**

4.37 No issues with WwTW load capacity provided no surface water enters the foul network. UU reiterate surface water must not enter the foul network. UU are currently undertaking a scheme at Morecambe Rd, Ulverston to address the problem of unsatisfactory intermittent discharges into the Leven estuary. This will be achieved by providing screening and storage, to limit the storm discharge frequency and the abandonment of the current sewer storm overflow in Morecambe Road.

**Flooding issues**

**Tidal and fluvial flood risk and flood defence**

4.38 A Strategic Flood Risk Assessment (SFRA) was undertaken for South Lakeland in 2007 and has been used to inform decisions relating to the location of new development. Flood layer information is monitored and updated regularly. Importantly, the most up to date flood zone information as at summer 2011 has been used to inform the site assessment process and sustainability appraisal and the views of both the Environment Agency and SLDC Environmental Protection have been taken into account. The Environment Agency stresses the importance of supporting the use of sustainable urban drainage systems to prevent surface water entering the sewerage system and thus exacerbating the effects of sewerage flooding.

4.39 Critical floodplains include those between Burneside and Kendal, and Dragley Beck, Ulverston. These floodplains must be preserved (Environment Agency’s – Catchment Flood Management Plan). There are several areas of raised defences within South Lakeland. Flood defences are typically raised structures that alter natural flow patterns and prevent floodwater from entering properties in times of flooding. The most important areas of defence are at Kendal, Ulverston and Levens. In Kendal, South Lakeland District Council has developed a scheme at Stock Beck, which has substantially reduced the level of flood risk.

4.40 There is always the residual risk that these defences may fail, as a result of either overtopping and/or breach failure. In Kendal the greatest area of risk is considered to be in central Kendal. In the Mintsfeet area of Kendal, industrial
development has taken place in close proximity to the defences; the risk associated with a breach of the defences in an industrial area is not as high as in residential areas. Within Ulverston and Levens, the existing flood defences are situated adjacent to existing urban development.

4.41 The issue of potential flood hazard due to flood defence failure should affect future planning considerations informed by the SFRA, particularly in Ulverston, Levens and Kendal. It is vital that the detailed site based Flood Risk Assessment for all potential future development in defended areas of the District considers both the likelihood and consequence of defence failure in their vicinity.

**Surface water flooding issues**

4.42 Under the Flood and Water Management Act 2010, Cumbria County Council is now the lead local flood authority responsible for surface water, ground water and ordinary watercourses. A number of areas in the District are prone to surface water flooding risk to various degrees. For the vast majority of sites, sustainable urban drainage systems should overcome such problems; however, some sites may require more intensive solutions to overcome current problems. These solutions are likely to require significant on-site attenuation measures to the potential costs of the developer.

4.43 A Cumbria Surface Water Management Plan is being drafted (January 2012) and is currently at its phase 2 stage, it identifies Kendal and Ulverston as the two locations in the LDF area most prone to surface water flood risk.

4.44 In assessing proposed site allocations, SLDC Environmental Protection has taken account of the latest information from Flood Maps for Surface Water, maps of Areas Susceptible to Surface Water Flooding as well as records of local surface water flooding. The sustainability appraisal of proposed site allocations also takes account of Flood Maps for Surface Water.

**Energy Supply**

**Electricity**

4.45 Electricity North West Ltd manage infrastructure and distribute and transmit electricity throughout South Lakeland. The regulator determines the amount of funding, however, it is not known what the next round of funding may or may not allow for investment in improvements. Information relating to substation capacity has not been ascertained. Evidence when exploring options for the Canal Head Area of Kendal shows that the Kendal Primary substation is currently operating close to or at capacity. It is possible that significant development in Kendal would require investment for network reinforcement and that a new Primary Substation would be required although Electricity North West Ltd does not confirm this. No information has been made available stating whether this is the case. Only when the customer has firm load requirements and location details can a system study be undertaken to ascertain the scale of impact of potential new development.
Gas/Electricity

4.46 National Grid operates the national electricity transmission network across Great Britain and owns and maintains the network in England and Wales, providing electricity supplies from generating stations to local distribution companies. It is the role of the local distribution companies (Electricity Northwest) to distribute electricity to homes and businesses. Often proposals for new electricity projects involve transmission reinforcements remote from the generating site, such as new overhead lines or new development at substations. If there are significant demand increases across a local distribution electricity network area then the local network distribution operator may seek reinforcements at an existing substation or a new grid supply point.

4.47 National Grid owns and operates the high pressure gas transmission system in England. New gas transmission infrastructure developments (pipelines and associated installations) are periodically required to meet increases in demand and changes in patterns of supply. Developments to the network are as a result of specific connection requests e.g. power stations, and requests for additional capacity on the network from gas shippers. Generally network developments to provide supplies to the local gas distribution network are as a result of overall demand growth in a region rather than site specific developments.

4.48 National Grid Gas Distribution own and operate the local gas distribution network in South Lakeland. The confidential nature of the process means National Grid are unable to confirm whether they are currently processing or have made any offers for connection within Cumbria.

4.49 As part of the evidence to support the Adopted Core Strategy, National Grid provided information relating to likely effect of new development on existing gas supply for all the service centres based on a five year forecast. In all cases it was not anticipated that within the next five years (2010-2012) development will result in the need for reinforcement at the point of where the nearest gas connection is located as there is sufficient capacity to accept the full load.

Longer-term impact has not been ascertained. Even though at this point in time there seems to be no indication of reinforcement costs, this could change due to new developments being handled on a first come first served basis.

It should be noted that the information is indicative as the infrastructure and forecasted prediction constantly change their dynamics. Evidence in the Settlement Fact Files Appendix 1E shows the vast majority of the proposed allocation sites have a gas supply/can be connected to a gas supply.

Information Technology

Telecommunications

4.50 Telecommunications infrastructure is not considered to be a major critical concern in terms of future infrastructure planning. Mono Consultants Limited who represent the main mobile operators state that demand for additional infrastructure is consumer led and consequently it is difficult to quantify what
level of need may arise from additional development. As such the rollout of additional base station infrastructure tends to be reactive rather than proactive. Annual rollout plans are submitted to Local Planning Authorities each October to give an indication of sites required for the following twelve months. This also applies to British Telecom. It should be noted that telecommunications infrastructure is a rapidly changing technology and therefore there may be need over the lifetime of the Core Strategy for further infrastructure development to meet changing technological demand.

**Broadband access**

4.51 The Adopted Core Strategy identifies a need for lobbying to improve broadband access in rural areas and also a local indicator to increase South Lakeland 3G coverage.

4.52 The County Council is a partner in the 'Connecting Cumbria through Superfast Broadband' project. This project involves recruiting a commercial organisation to work with CCC to upgrade infrastructure so that more areas can benefit from superfast broadband. The project is intended to be delivered by 2012 and will focus investment on areas the commercial market does not currently supply. This will make it possible for communities, often in rural areas, which won’t be reached by the market itself to access superfast broadband. Delivery will be supported by funding and resources provided by BDUK, Cumbria County Council, the private sector, and others.

4.53 The rollout method for the Connecting Cumbria Project has not been agreed and therefore the final design solution has not been defined. It is envisaged that different technologies will become available at different times. The project and delivery will develop over time as technology changes and different solutions are found.

4.54 Positive objectives and policies should be developed and could help to provide the basis for negotiating the appropriate inclusion of broadband infrastructure within new developments and set a positive indication for actions to be taken by a local authority or other bodies (e.g. releasing land and buildings for the installation of equipment) to support broadband deployments.

**Waste Facilities**

**Municipal Waste**


4.56 This identifies that there is a need for two mechanical and biological treatment plants to tackle municipal waste within the south of the county. Locations will be specified through the Cumbria Minerals and Waste Allocations of Land DPD; however, Kendal along with Barrow is identified as the location for one of the two plants.
Household Waste Recycling

4.57 The existing Kendal Canal Head household waste facility is too small and if the proposed regeneration of Kendal Canal Head (AAP preferred options April 2008) is implemented then the facility will need replacing. Cumbria County Council is currently consulting on a range of proposals aimed at making savings in the cost of providing household waste recycling services. These proposals include the closure of Grange-over-Sands household waste recycling centre. Obviously an increase in the population will put further pressure and demands on existing facilities potentially resulting in a need to provide enhanced quantitative and qualitative provision. New facilities should be located adjacent to employment uses. Parts of the south of the District i.e. Burton in Kendal area, are served by a facility in Carnforth.

SOCIAL INFRASTRUCTURE

Education Facilities

Schools

4.58 The County Council continually monitors the school places position, but no schools have currently been identified for rationalisation. Full, public consultation would be required for any change proposed. The County Council will be discussing with school clusters over the coming months the specific issues they face.

4.59 The outcome may have implications for Spatial Planning. In terms of the LDF area, the County Council is currently assessing the potential impact of the proposed allocation sites for those affected schools.

Initial findings suggest:

- Many schools in South Lakeland, particularly primaries, are experiencing pressure on places. In particular the areas of Kendal, Milnthorpe and Cartmel show rising rolls with some schools set to exceed their net capacities given current population levels.
- Accurate analysis of the impact of sites can only be undertaken once the exact scale and mix of dwellings is known; this will be carried out as and when planning applications are submitted.
- Several primary schools in the area are operating at or very close to full capacity and this is expected to continue. The scale of development proposed in some areas is likely to require section 106 contributions to provide additional places.
- In the case of secondary schools although numbers are generally expected to reduce to 2022, the expected increase in primary numbers feeding into the secondary system may see rolls recover beyond that (secondary school intakes are set to increase from September 2018). The scale of potential development in areas like Kendal will almost certainly mean additional secondary places being required.
4.60 In relation to primary education it is possible to accurately project numbers up to 5 years ahead given that entrants within that timescale are those children already 'in the system'. The estimate of pupil yield is, at this stage, fairly crude. It assumes that each house will produce 0.2 additional primary age children and 0.14 secondary age children. A more accurate analysis can only be undertaken once the exact scale and mix of dwellings is known; this will be carried out as and when planning applications are submitted.

4.61 Secondary Schools cover very large catchment areas encompassing several of the potential development sites. Pupil projections are updated annually when new General Practitioner Register (GPR) data becomes available and when pupil counts are undertaken in schools. They are, therefore, subject to change. Detailed analysis will need to be undertaken at the appropriate time to determine the up-to-date position in schools and whether any contribution should be sought towards the provision of additional places.

Health Facilities

GP Surgeries

4.62 The Council undertook a consultation with GP Surgeries in 2009 in order to identify likely impact of new development for GP services in the next 15 years. However, further work is needed to ascertain the likely impact of the proposed allocations for GP services across the District. GP surgeries are generally more centralised than primary schools. They cover a large catchment area or large population; as such they are subsequently often found within larger settlements or located in settlements that act as a ‘hub’ to the outlying area.

4.63 The findings of the 2009 consultation were (as evidenced in the Core Strategy Infrastructure Report):

- Some surgeries have no existing spare capacity and are currently liaising with the Primary Care Health Trust with regard to future infrastructure planning, whilst others have a large amount of spare capacity.
- Many surgeries are constrained in terms of having the capacity to expand i.e. lack of available space, whilst others do have space. However, they all stated that they would welcome expansion.

4.64 The implications of new housing development will inevitably result in increasing patient numbers which, in some surgeries, would result in additional GP time being required and increased staffing implications. In addition to GP services a number of surgeries offer a wide range of other services including physiotherapy, smoking cessation classes, antenatal/midwife, health visitor, counselling, and outreach clinics.

Hospitals

4.65 The nearest hospital for local residents in most of the south and east of the District is the Westmorland General Hospital, which lies on the southern edge of Kendal. Local residents in the west of the District are served by Furness General Hospital in Barrow. The Adopted Core Strategy contains a policy
(CS9.1) supporting the delivery of health care provision related infrastructure working in partnership with key bodies such as the Cumbria Primary Care Health Trust. Further work is needed to ascertain the likely scale of impact on health services across the District as a result of the proposed land allocations.

**Adult Social Care**

4.66 Cumbria County Council has a duty to carry out an assessment of need for community care services where a person appears to be someone for whom community care services could be provided and a person’s circumstances may need the provision of some community care services. (NHS & Community Care Act 1990 – Section 47(1)) The Chronically Sick and Disabled Persons Act 1970 sets out the range of services local authorities should provide to meet the needs of ‘disabled people’ including practical help in the home; providing meals; access to recreational facilities outside the home; help to take advantage of educational facilities; and help with work for adaptations to the home. Once a community care assessment is carried out, Councils need to make decisions about whether to provide support or not to individuals. Fair Access to Care Services guidance (FACS) provides Councils with an eligibility framework for adult social care to identify whether or not the duty to provide services is triggered. Needs that are identified as eligible needs and which sit within the laws relating to a duty on Social Services to provide services must be met. How those needs are met is a separate issue.

4.67 Despite the significant role of District Councils and Disabled Facilities Grants in supporting the needs of clients who require adaptations to their properties, ultimately the ‘welfare duty’ for meeting assessed needs remains with the County Council. In situations where DFG funding is restricted, the County Council may be required to provide appropriate support in the form of increased care packages, possible admission to a care home or direct funding of adaptations. Moreover even when adaptations are provided there will frequently be a requirement for care within the home. The cost of providing care is significant estimated at £24,505 for a 5 year period (based on 6.5 hours domiciliary care per week).

4.68 South Lakeland’s existing population composition gives rise to significant levels of need for support. Work undertaken with the Cumbria Intelligence Observatory calculates that 38 per 1,000 in the Kendal Housing Market Area; 31 per 1,000 in the Kendal Rural HMA; 51 per 1,000 within the Cartmel Peninsula HMA; 39 per 1,000 in the Ulverston and Furness HMA, 32 per 1,000 in the Central Lakes HMA and 31 per 1,000 in the Dales HMA are currently recipients of support from adult social care and have physical disability; these ratio’s are anticipated to increase in line with predictions relating to demographic changes. Any new housing developments, combined within an aging population can be expected heighten the requirement for the provision of additional services.

4.69 Partners across Cumbria are currently undertaking the preparation of a revised Joint Strategic Needs Assessment for Cumbria, this will explore in greater detail issues about need in the County. Moreover Cumbria County Council is presently in the process of developing its District plan with regards the delivery of social care.
Extra Care Housing

4.70 Cumbria County Council has a duty under the 1948 National Assistance Act (Section 21(1)) to provide residential accommodation to some adults over 18 years old who through age, illness, disability or any other circumstances are in need of care and attention which would otherwise be unavailable to them. Extra care housing is a form of independent accommodation that gives a level of support equivalent to that of a care home. The recommended norm is 25 places per 1,000 people over 75 (with an equal 50:50 ratio of sale and rented provision). At national level this would equate to around 55 per 1,000 people aged 65+ with moderate or above social care needs.

4.71 The independent needs analysis, provided by 'Planning4Care' (2009) identifies the need for 320 extra care housing units across the SLDC area by 2019.

Based on the methodology used within the “Planning4Care” research document, Appendix D to the emerging Cumbria County Council Extra Care Strategy projects the future requirement for Extra Care Housing in each of Cumbria’s wards up to 2019. Based on this ward level assessment, a breakdown, providing an indication of appropriate minimum quantities of development at differing settlements in South Lakeland has been provided.

4.72 It is considered that as extra care housing should be delivered in settlements which are sustainable enabling the elderly access to services but also to help retain access to other social networks.

4.73 Current supply falls well short of this requirement and in South Lakeland.

- Birthwaite (Windermere) - maximum of 20 units available for people with care needs
- Rowan Court (Ambleside) - maximum of 20 units available for people with care needs
- Jenkins Crag Court (Kendal) - maximum of 25 units available for people with care needs
- K-Village (Kendal) - maximum of 40 units available for people with care needs

Bidding for public subsidy to support the delivery of extra care housing schemes is often unsuccessful, and has led to very slow growth in the number of extra care housing properties available. New housing development will create increased requirement which in the context described will heighten the levels of shortfall in provision.

4.74 The further development of extra care housing is a priority for Cumbria County Council Adult Social Care as stated in the Commissioning Strategy for Older people and their Carers 2009-19, and the Cumbria County Council Extra Care Housing Strategy 2011- 2029.

Emergency Services

Fire and Rescue

4.75 Cumbria Fire & Rescue Service (CFRS) Kendal Locality is situated in the South East of Cumbria and covers with Barrow Locality the whole of the South Lakes (plus areas of Eden District Council).
Kendal Fire Station is the administrative base for the Locality.

Fire cover across the South Lakes area is delivered by the following fire stations – Kendal Fire Station provides full time day crew (0800-2000) with retained support during the day and fully retained outside of this. Kendal Fire station is currently staffed by fire-fighters providing day time cover and crewing 1 fire engine. 1 Major Rescue Vehicle (MRV), 1 High Volume Pump (HVP), with support from retained staff. The HVP is available to respond throughout Cumbria and cover for National Incidents such Cumbria experienced in Cockermouth in 2009. Arnside, Kirkby Lonsdale, Milnthorpe stations provide a further fire engine in each of their station areas again through retained fire-fighter cover.

4.76 Ulverston has two fire engines that are covered by fire-fighters working on a retained duty system.¹ Broughton and Grange fire stations each have one fire engine with Grange operating a specialist wildfire team and Landrover capability, again these operate on a retained basis. These South Lakes stations are managed from Barrow Locality offices.

4.77 There are currently no plans to restructure or change the existing service delivery model and locality areas. The Locality has been successful in reducing fire risk and continues to deliver an effective, efficient and proportionate prevention and protection activities across the area.

Community Facilities

4.78 Parish Plans provide an invaluable source of information regarding community needs and aspirations within each parish. The Council will work with communities and Parish/Town Councils to identify local community needs and means in which these can be delivered through new development opportunities. In the case of a number of the proposed allocation sites, there is opportunity through the production of development briefs to provide additional community facilities as part of wider development schemes in consultation with the community. Neighbourhood Plans brought forward by parish and town councils through the new Localism Act also fit with national Government planning policies including the emerging National Planning Policy Framework. These Plans can be used to identify community needs at a Parish level.

GREEN INFRASTRUCTURE

4.79 The Council has liaised closely with Sport England, Cumbria County Council, Natural England and Cumbria Wildlife Trust and has taken into account consultation feedback in relation to needs regarding current and future green infrastructure provision.

Open Space, Sport and Recreation

¹ Retained stations are staffed by personnel who live and work in a variety of jobs in the local community and are offered a part time job to provide a predetermined level of ‘on call’ cover for emergency response ranging from 40 -120 hours per week.
4.80 An open space and outdoor sport and recreation assessment was undertaken in 2006. This provides information regarding existing quantity, quality and accessibility to open space and outdoor sport and recreation. It identifies recommended quantity and quality standards for different types of facilities. It identifies where there are gaps of provision by different type of open space, sport and outdoor facility. Its key finding is that their needs to be greater emphasis on improving the quality of existing open space, sport and recreation facilities across the District.

4.81 The Adopted Core Strategy includes two policies (CS8.3a and CS8.3b) that must be used to help determine the amount of open space, sport and recreation required as a result of new development. In some cases qualitative improvements to existing open space, recreation and sports facilities will be required towards improving the local open space that will serve the local residents. These improvements will be secured through financial contributions from the developer.

4.82 On a number of sites, development briefs are required, and these will identify on-site/off-site open space provision requirements in consultation with the community. The Settlement Fact Files and Proposed Land Allocations DPD identify a number of measures required in order to ensure satisfactory open space provision is delivered as part of the new developments. In Great/Little Urswick and Burneside the Council is proposing land allocations for new open space/recreation facilities.

**Sports facilities**

4.83 Sport England North West Region has prepared a North West Regional Strategic Facility Evidence Base (November 2008). This is a reference document that provides a context, rationale and support for specific sports facility developments at regional, sub-regional and local level. A sport-by-sport analysis is presented in the document and need for future investment has been identified through analysis of existing facility provision (nature, location, role and spatial distribution), participating levels (community and performance) and opportunities for future development.

4.84 The findings show that South Lakeland should be a priority area for investment (up to 2018) in sports hall provision. A Sport Sector Strategy (March 2010) has been undertaken for the Northwest Region and this contains an Action Plan to support the delivery of the sport sector in the Northwest. It is noted this Strategy was to be delivered by the Northwest Development Agency.

4.85 Kendal Football Club has aspirations to improve the current range of facilities on offer at its current site. It is looking to develop a site which will provide a sports hub for the town offering access to a range of sports facilities.

5.0 Delivery

**Delivery mechanisms**

5.1 Infrastructure will be delivered through a combination of means:
- Developer contributions via Section 106 agreements;
- Existing capital funding programmes and
- Other sources of funding

**Community Infrastructure Levy (CIL)**

5.2 The Local Development Scheme 2012 includes a commitment to the preparation of a CIL and charging schedule to be commenced in 2012.

5.3 Government is now promoting the CIL as a key tool to deliver Community Infrastructure. This is a levy on development which is used to fund infrastructure such as transport improvements as well as open space provision, education and health facilities. Under changes to CIL regulations, the Government intends to require that a proportion of the levy be allocated to communities directly affected by development.

5.4 The CIL is levied on the floorspace of development. It does not apply to conversions. It is up to the charging authority (the District Council) to set the levy, to decide which types of development it will apply to and whether a flat rate is applied across the District or whether differential rates are charges within the District.

5.5 Any CIL must be supported by robust viability evidence to show that CIL can be implemented without compromising the viability of new development. This viability assessment must look at what can be achieved after the Council’s affordable housing policy requirements have been met. It should also be noted that CIL will not obviate the need for investment by other infrastructure providers. Affordable housing currently falls outside the scope of CIL and will continue to be delivered through planning obligations. Similarly there may be site-specific development requirements which will still need to be delivered through planning obligations.

5.6 To ensure that the proposed CIL is robust and supported by viability, the CIL charging schedule must be subject to independent examination by a planning inspector. A full report on CIL will be submitted to a future meeting of Cabinet. There is also scope to co-operate with neighbouring authorities on the development of a CIL.

The next key stage is the preparation of a viability study.

**Future actions**

5.7 This report is the first stage in identifying the needs and understanding the relative priorities to inform future work on the Infrastructure Delivery Plan. It provides the basis to enhance understanding in the key areas identified with outstanding or uncertain needs in the future. The Council will continue to engage with service providers to understand more fully the individual and cumulative needs arising from the specific land allocations. The Infrastructure Delivery Plan will set out in detail where possible, costs, funding sources and responsibilities for delivery of the infrastructure and will be used to help inform the evidence base for setting a CIL.
## APPENDICES

### Appendix 1

**Highways and Transport Working Group 17 February 2012**

**Highway Improvement Schemes - Review of Candidate List and Area Plan**

**Draft South Lakeland Area Transport Statement - Priority Transport Improvement Schemes Candidate List (>£50k)**

<table>
<thead>
<tr>
<th>Scheme Name</th>
<th>Details</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Local Schemes (those that can be funded primarily by the County Council)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kirkby Lonsdale Riverside Footpath</td>
<td>Completion of riverside footpath</td>
<td>Rights of Way Improvement Plan</td>
</tr>
<tr>
<td>B5277 Lindale to Grange Footway</td>
<td>Infill missing link in footway/footpath</td>
<td>Councillor request</td>
</tr>
<tr>
<td>Local Sustainable Transport Fund (LSTF) schemes</td>
<td></td>
<td>LSTF Bid</td>
</tr>
<tr>
<td>A65 Burton Road, Kendal Cycleway</td>
<td>A65 Burton Rd, south of junction with Oxenholme Rd to Westmorland Hospital. Widen existing f/w and convert to shared use to improve cycle access to ASDA &amp; the hospital - both major trip attractors.</td>
<td>Kendal Transport Plan Review</td>
</tr>
<tr>
<td>North Kendal Cycle Route</td>
<td>Infrastructure to create cycle route from Canal Head Area to north Kendal schools and employment sites (and to support sustainable access to development sites)</td>
<td>Kendal Transport Plan Review</td>
</tr>
<tr>
<td>Car Sharing Laybys</td>
<td>Create laybys at locations currently used informally for car sharing parking, to deliver sustainable transport and environmental benefits.</td>
<td>South Westmorland Local Area Partnership</td>
</tr>
<tr>
<td>Removal of street clutter</td>
<td>Removal of street clutter and unnecessary signs on key tourist routes.</td>
<td>Good practice (Manual for Streets 2).</td>
</tr>
<tr>
<td>Hincaster Trailway</td>
<td>A multi-user route from Hincaster to Milnthorpe making using of the former railway line</td>
<td>Rights of Way Improvement Plan</td>
</tr>
</tbody>
</table>
### Garth Heads Lane, Kendal
Upgrade restricted UCR to metalled surface to improve pedestrian and cycle link.
Kendal Civic Society

### The Glebe, Bowness on Windermere
Improvements to the Glebe
Windermere Waterfront Programme

### Estuary footpath / cycleway connections, Arnside
Use of railway viaduct to provide foot and cycle routes.
Councillor Request

<table>
<thead>
<tr>
<th>Development Led Schemes (those that need to be funded by developers)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transport improvements to support development at Canal Head.</td>
</tr>
<tr>
<td>Road network improvements to accommodate new flow. Cycle and walking improvements</td>
</tr>
<tr>
<td>Developers</td>
</tr>
</tbody>
</table>

Kendal Park and Ride
Potentially as part of strategic employment sites

Old Hutton Footpath
Completion of footpath linking settlements to village school. Substantial length previously completed as community led scheme via community grants etc.
Parish Council

<table>
<thead>
<tr>
<th>Major Schemes (those that cost over £5 million and need funding from other sources)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A590 Improvements</td>
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<tr>
<td>Improvements to the A590</td>
</tr>
<tr>
<td>Furness Enterprise, Cumbria CC and Highways Agency</td>
</tr>
</tbody>
</table>

Kendal Northern Development Route
Cumbria County Council

Kendal A6/A65 Link
Cumbria County Council

Strategic schemes (those that cannot be funded by the County Council and need money from other sources)

| Kendal to Keswick cycle route | Cycle route to link Kendal and Keswick | Strategic Cycle Network |