

Westmorland and Furness Infrastructure Delivery Plan

Baseline Report

Westmorland and Furness Council

Final report

Prepared by LUC

March 2025



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Westmorland and Furness Infrastructure Delivery Plan

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Chapter 1

Introduction

1.1 Westmorland and Furness Council commissioned LUC to prepare an Infrastructure Delivery Plan (IDP) to support the early stages of development of the first Westmorland and Furness Local Plan. This document sets out the baseline position with regard to the full range of relevant types of infrastructure required to support the growth proposed in the draft Local Plan. This work will therefore inform the subsequent assessment of infrastructure required to support the emerging spatial strategy.

1.2 This preparation of the IDP has involved the collation of latest available information from infrastructure providers, infrastructure business plans and the latest evidence base available for Westmorland and Furness. The IDP may be updated later if further information is provided.

Structure of this report

- **Chapter 1** Purpose of the IDP and Policy Context: sets out the scope of the IDP, how it relates to national planning policy and guidance and the way in which it supports the Local Plan process;
- **Chapter 2-10** The baseline infrastructure position for each respective infrastructure type.

National Policy and Guidance

1.3 The following section details the relevant policy documents and related evidence base documents that provide the framework for infrastructure planning and delivery within the Westmorland and Furness area.

National Planning Policy Framework (December 2024)

1.4 The current National Planning Policy Framework (NPPF) [See reference 1] sets out the government’s planning policies and how these are expected to be applied.

1.5 Section 2 of the current NPPF sets out that the purpose of the planning system is to contribute to the achievement of sustainable development which has three overarching objectives, economic, social and environmental.

1.6 It goes on to describe (paragraph 11) what this means in terms of plan making, setting out that all plans should “promote a sustainable pattern of development that seeks to: meet the development needs of their area; **align growth and infrastructure**; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects” (our emphasis in bold text).

1.7 At paragraph 20 the NPPF makes it clear that local planning authorities should include strategic policies which make sufficient provision for:

"b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat).

c) community facilities (such as health, education and cultural infrastructure).

d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation”.

1.8 Paragraphs 16 and 25 of the NPPF clearly highlight the importance of early and appropriate engagement with infrastructure providers in the development of a local plan. Paragraph 26 recognises the importance of joint working in relation to determining “where additional infrastructure is necessary”.

1.9 Paragraph 35 refers to development contributions and that, “plans should set out the contributions expected from development” which includes setting out the levels and type of affordable housing and the required infrastructure. This infrastructure is likely to include education, transport, health, flood and water management, green and digital infrastructure.

1.10 Paragraph 56 refers to planning conditions and planning obligations. Planning obligations are requirements that councils can place on developers to ensure the developers deliver the required infrastructure and that they seek to mitigate the impact of their development. This is normally undertaken through the use of legal agreements, known as Section 106 and Section 278 Agreements, and through the use of planning conditions which are attached to the planning permission in the planning decision notice.

1.11 Paragraph 58 of the NPPF states that councils can only request and apply these planning obligations where they meet the three legislative tests which are set out in Regulation 122(2) of the Community Infrastructure Levy Regulations 2010. This states that a planning obligation must be:

- a) Necessary to make a development acceptable in planning terms;
- b) Directly related to the development: and
- c) Fairly and reasonably related in scale and kind to the development.

1.12 Paragraph 77 of the NPPF further states the potential for large scale development to be related to ‘existing or planned investment in infrastructure.’

1.13 Section 8 of the NPPF relates to ‘promoting healthy and safe communities’ including the provision of health facilities and section 9 on ‘promoting sustainable transport’ further emphasises the importance of providing for infrastructure needed to support sustainable development including walking, cycling and public transport provision.

1.14 Paragraph 98 seeks for provision to be made to provide social, recreational and cultural facilities for the communities. Community facilities include local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship and other local services that enhance the sustainability and cohesion of communities and residential environments

1.15 The NPPF requires Councils to prevent the unnecessary loss of facilities and services and to develop, enhance and modernise facilities whilst ensuring an integrated cohesive approach.

1.16 Paragraph 100 of the NPPF states that there is a need to ensure that there is a sufficient choice of early years, school and post-16 places available to meet the needs of the pupils generated from the existing and new communities. Applicants for development proposals are encouraged to undertake pre-application engagement with the Local Education Authority in order to obtain the current educational position in terms of existing and required education capacity within the catchment area. Westmorland and Furness Council is the current Local Education Authority for the area.

1.17 Paragraphs 103-105 of the current NPPF relate to open space and recreation. They set out the need to ensure that developments have access to a network of high quality open spaces and opportunities for sport, recreation and physical activity and this includes indoor leisure facilities.

1.18 Section 9 of the NPPF relates to the promotion of sustainable transport which includes walking, cycling, bus and rail. Paragraph 109 states that transport matters should be considered at the earliest stages of development proposals, using a vision-led approach to identify transport solutions that deliver

well-designed, sustainable and popular places. Paragraphs 109 to 114 set out the main considerations for transport when assessing development proposals. The local highways authority is Westmorland and Furness Council.

1.19 Paragraph 115 of the NPPF details the considerations for development proposals which include the following:

- a) Sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;
- b) Safe and suitable access to the site can be achieved for all users;
- c) The design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code and

1.20 Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision led approach.

1.21 Paragraph 117, in relation to transport and sustainable transport, goes onto state that applications for development should:

- a) Give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) Address the needs of people with disabilities and reduced mobility in relation to all modes of transport;

- c) Create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) Allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) Be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

1.22 Paragraph 118 states that all developments that will generate significant amounts of movement will be required to provide a travel plan and a planning application will be required to be supported by a transport statement or transport assessment so that the impacts of the proposal can be assessed and monitored.

1.23 Section 10 of the NPPF is entitled 'Supporting high quality communications'. Paragraph 119 states "Planning policies and decisions should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections. Policies should set out how high quality digital infrastructure, providing access to services from a range of providers, is expected to be delivered and upgraded over time; and should prioritise full fibre connections to existing and new developments."

1.24 Section 14 of the NPPF is entitled 'Meeting the challenge of climate change, flooding and coastal change'. Paragraph 161 states that the planning system should support the transition to net zero by 2050. It should help to contribute to radical reductions in greenhouse gas emissions and it should support renewable and low carbon energy and associated infrastructure.

1.25 Paragraph 164 of the NPPF encourages measures to minimise climate change including the provision of green infrastructure and consideration of

location, orientation and design. Sustainability of buildings should reflect the Government's policy for national technical standards.

1.26 Paragraph 165 of the current NPPF recognises the need to increase the use and supply of renewable and low carbon energy and heat including the provision of suitable areas for renewable and low carbon energy sources including supporting infrastructure.

Emerging Government Strategies

10-year National Infrastructure Strategy

1.27 As part of the government's Autumn 2024 Budget it announced that in Spring 2025 that the Treasury will publish a 10-year national infrastructure strategy which will outline its plans for transport, energy, and housing as well as social infrastructure **[See reference 2]**. It will also profile social infrastructure plans for schools and hospitals.

1.28 Alongside this 10-year National Infrastructure Strategy there will be a new delivery body which will combine the National Infrastructure Commission and the Infrastructure and Projects Authority, which will be called the National Infrastructure and Service Transformation Authority which will bring infrastructure strategy and infrastructure delivery together.

10-year Industrial Strategy

1.29 As part of the Autumn 2024 Budget the government announced that it will also be publishing a 10-year Industrial Strategy to attract investment in growth driving sectors including clean energy and digital technology. This is expected to be published in Spring 2025 **[See reference 3]**.

National Guidance

1.30 The Government has published a range of National Planning Practice Guidance (NPPG) documents which relate to specific subject areas. This documentation sits alongside the National Planning Policy Framework and sets out how the government envisages the day to day working of the planning system. This documentation is subject to frequent updates and revision.

1.31 Current NPPG documentation places further emphasis on the importance of engaging with key infrastructure providers during the production and consultation stages of the local plan, including statutory providers such as the highways authority, the local education authority and the infrastructure providers.

1.32 It should be noted that the Government has stated within their Autumn 2024 Budget that they plan to review and update some of the NPPG over the next twelve months.

Relevant current National Planning Policy Practice Guidance

1.33 The current NPPG provides guidance on how strategic policy-making authorities can demonstrate that a plan is capable of delivering strategic matters, including the provision of infrastructure. Within the current NPPG on plan making it requires:

1.34 "At an early stage in the plan-making process strategic policy-making authorities will need to work alongside infrastructure providers, service delivery organisations, other strategic bodies such as Local Enterprise Partnerships, developers, landowners and site promoters. A collaborative approach is expected to be taken to identifying infrastructure deficits and requirements, and opportunities for addressing them. In doing so they will need to:

- Assess the quality and capacity of infrastructure, and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how those deficiencies will be addressed; and
- Take account of the need for strategic infrastructure, including nationally significant infrastructure, within their areas" [\[See reference 4\]](#).

Scope of this assessment

1.35 The assessment covers the following categories of infrastructure:

- Education
 - Early Years and Childcare (e.g. pre school)
 - Primary education
 - Secondary education
 - Post-16 education (including sixth forms);
 - Special Educational Needs and Disabilities (SEND)
- Health
 - Primary healthcare
 - Secondary healthcare
 - Tertiary healthcare
 - Adult social care
- Transport
 - Highways, parking and EV charging
 - Walking and cycling / wheeling
 - Bus and coach
 - Rail and freight
- Waste and recycling

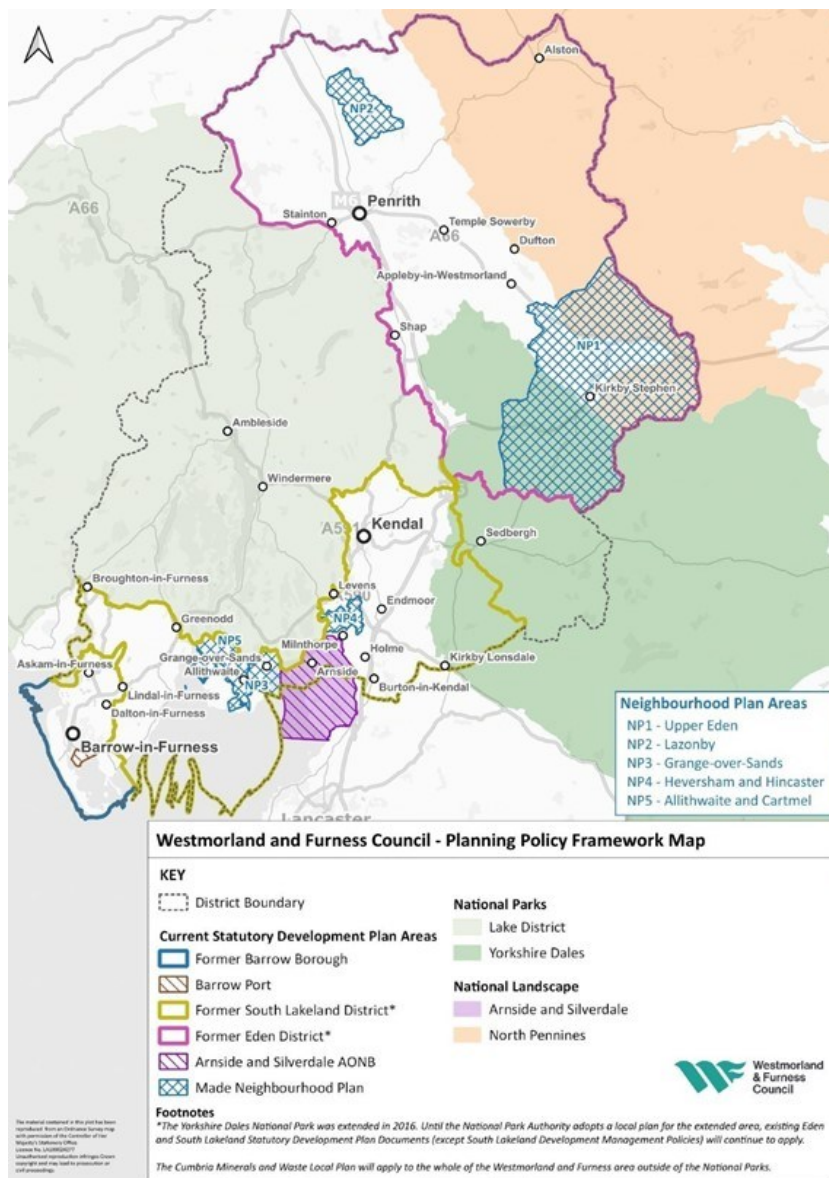
- Utilities
 - Digital infrastructure
 - Water supply
 - Wastewater
 - Electricity
 - Gas
- Emergency services
 - Police
 - Fire and rescue
 - Ambulance
- Community facilities
 - Village halls/community centres
 - Libraries
 - Cemeteries and crematoria
 - Public realm, heritage and regeneration
- Open spaces and recreation
 - Allotments
 - Public open space
 - Play facilities
 - Sports facilities (outdoor and indoor)

Local context

1.36 Westmorland and Furness Council is a new unitary council which came into being on 1 April 2023, replacing Barrow Borough, South Lakeland and

Eden District Councils and parts of Cumbria County Council. Large parts of Westmorland and Furness district are within the Lake District and Yorkshire Dales National Parks, which are separate local planning authorities, with their own Local Plans. This is shown in Figure 1.1.

Figure 1.1: Westmorland and Furness planning policy framework



Source: Westmorland and Furness Council

1.37 The main settlements in Westmorland and Furness are Barrow-in-Furness (hereafter referred to as Barrow), Kendal and Penrith. In terms of size, below this are a number of settlements including Alston, Appleby, Grange-over-Sands, Kirkby Lonsdale, Kirkby Stephen, Shap and Ulverston. However, a significant proportion of the area is very rural, with limited access to key services and infrastructure. The dispersed settlement pattern and remoteness of many communities present challenges in terms of connectivity, service provision and economic sustainability. Whilst the M6 motorway and the West Coast Mainline run through the area, they serve mainly as strategic routes. The main routes serving Westmorland Furness are the A6, A66, A590, A591, A595 and A685 roads and the Furness, Lakes and Settle-Carlisle rail lines. These provide links between the main centres as well as neighbouring centres such as Carlisle, Lancaster and the coastal towns of Whitehaven and Workington. They also provide access to the Lake District, particularly the settlements of Windermere and Ambleside and the Yorkshire Dales. Both areas attract significant visitor numbers, with Cumbria receiving approximately 47 million visitors annually, sustaining approximately 26% of the County's working population and over 20% of the area's economy. This seasonal influx leads to a substantial rise in travel demand, contributing to a 12% increase in traffic during peak periods, which places considerable pressure on the transport network, affecting journey times, congestion and service reliability.

1.38 Beyond the National Parks, the demand for visitor accommodation extends into surrounding areas, increasing seasonal populations in locations such as the Cartmel Peninsula. Additionally, the North Pennines and Arnsdale & Silverdale National Landscapes, which fall within parts of Westmorland and Furness, are also popular visitor destinations. However, these areas have limited services and infrastructure, further compounding tourism-related challenges.

1.39 Whilst the infrastructure needs arising from the growth in the Local Plan will be focused within the area covered by the plan, this baseline assessment also reflects any related needs within the district boundary that are in the Lake District and Yorkshire Dales National Parks. The new Local Plan is at a very early stage and it will be important to engage with both National Park Authorities to consider how these needs relate to the relevant local plans.

1.40 The current infrastructure evidence covers the former districts of Barrow, Eden and South Lakeland. It is considered to be historic, being provided by the following documents:

- Barrow Infrastructure Delivery Plan 2018
- Eden Infrastructure Delivery Plan 2017
- South Lakeland Infrastructure Delivery Plan 2017

1.41 One particularly important matter within the Westmorland and Furness planning area is the presence of BAE Systems' shipyard in Barrow. This is already the major employer in the area, having a workforce of 13,500. It is forecast to increase by a further 5,000 workers due to a major contracts to build a new generation of nuclear-powered submarines.

1.42 In response, a strategic approach has been developed to not only accommodate this expansion but also to secure long-term economic resilience. This has led to the establishment of Team Barrow, a partnership between Central Government, Westmorland and Furness Council, and BAE Systems, which is focused on delivering two key outcomes: enabling and sustaining the Defence Nuclear Enterprise in Barrow efficiently and securely and diversifying and strengthening Barrow's economy to increase productivity. Part of the proposals are to increase activity at the ship yard to deliver the new generation of nuclear-powered submarines and the AKAUS programme and deliver a significant number of new dwellings and improve infrastructure in and around the town.

1.43 Notably, the Marina Village project, which is funded by Government investment and being delivered as part of Brilliant Barrow **[See reference 5]**, will deliver a mix of more than 800 new, high-quality homes on the town's waterfront, close to the town centre.

Infrastructure delivery

1.44 Infrastructure is delivered through a combination of Westmorland and Furness Council-run services, Central Government-appointed bodies and private companies. Some provision is a combination of these organisations, e.g. flooding is the responsibility of both Westmorland and Furness Council and the Environment Agency. These bodies prepare plans and programmes to deliver infrastructure within their remit.

1.45 Funding of infrastructure is commonly a combination of the following sources:

- external funding provided by the infrastructure providers (often as part of their statutory duties)
- grant funding (most commonly through Central Government, either directly for specific infrastructure items or as part of wider programmes delivered through the local authority)
- other private finance funding
- Developer contributions, consisting of:
 - Section 106 contributions which are specifically related to infrastructure needs arising from a particular development granted planning permission.
 - Community Infrastructure Levy (CIL) in the former South Lakeland Local Plan area. There are fewer limitations on what and where CIL monies can be spent.

Chapter 2

Education

2.1 For the purposes of this assessment, education infrastructure matters relate to the following:

- Early Years and Childcare (EY&C)
- Primary education
- Secondary education (ages 11-16)
- Post-16 education and training (including sixth form, college, university, adult learning and apprenticeships)
- Special Educational Needs and Disabilities (SEND).

Responsible bodies and strategies

- Westmorland and Furness Council
 - Education Sufficiency Strategy 2024-2029

Current provision

2.2 Table 2.1 below, from the Education Sufficiency Strategy [See reference 6], shows that there are 160 schools including 13 independent schools, a Pupil Referral Unit and two sixth form colleges within the Westmorland and Furness Local Authority area, i.e. the area including the parts of Westmorland and Furness that are within the Lake District and Yorkshire Dales National Parks.

Table 2.1: Education Provision in Westmorland and Furness by Phase and Type

Phase	ACA	VC	VA	COM	FS/SS	FND	IND	College	Phase Totals
16 Plus	N/A	N/A	N/A	N/A	N/A	N/A	N/A	2	2
All Through	N/A	N/A	N/A	N/A	1	N/A	N/A	N/A	1
Not Applicable	N/A	N/A	N/A	N/A	N/A	N/A	5	N/A	5
Nursery	N/A	N/A	N/A	2	N/A	N/A	N/A	N/A	2
Primary	29*	30	35	33	N/A	4	N/A	N/A	121
Pupil Referral Unit	N/A	N/A	N/A	1	N/A	N/A	N/A	N/A	1
Secondary – No 6 th Form	5	N/A	N/A	2	N/A	1	N/A	N/A	8
Secondary – With 6 th Form	7	N/A	N/A	2	1	1	N/A	N/A	11
Special School	1	N/A	N/A	2	N/A	N/A	8	N/A	11
Total Schools	42	20	35	42	2	6	13	2	162

Key

- ACA – Academies
- VC – Voluntary Controlled
- VA – Voluntary Aided
- COM – Community

- FS/SS – Free School/Studio School
- FND – Foundation
- IND – Independent

Source: Education Sufficiency Strategy

EY&C

2.3 Early Years and Childcare (EY&C) provision is a mix of nursery classes in schools (2 in total), day nurseries, pre-school provision and childminders. The Council has a duty to secure sufficient EY&C places. The existing entitlement for parents and carers includes 15 hours of free early education for eligible two-year-olds and all three- and four-year-olds, and 30 hours for three- and four-year-olds from working families. The take up of the two-year-old offer in Westmorland and Furness is 94% which is higher than nationally.

Primary education

2.4 Westmorland and Furness Council has responsibility for 122 primary schools. This is broken down as shown in Table 2.2. More detail about the location of each primary school (grouped by geography) and current capacity is contained in Appendix A of the Education Sufficiency Strategy.

Table 2.2: Composition of primary schools in Westmorland and Furness

Voluntary Controlled School	Community School	Academy Sponsor Led	Foundation School	Academy Converter	Voluntary Aided School	Free School
20	33	4	4	25	35	1

Source: Education Sufficiency Strategy

Secondary education

2.5 Westmorland and Furness Council has responsibility for 20 secondary schools. This is broken down as shown in Table 2.3. More detail about the location of each secondary school (grouped by geography) and current capacity is contained in Appendix B of the Education Sufficiency Strategy.

Table 2.3: Composition of secondary schools in Westmorland and Furness

Academy Converter	Community School	Academy Sponsor Led	Foundation School	Studio School	Free School
10	4	2	2	1	1

Source: Education Sufficiency Strategy

Post-16

2.6 Of the 20 secondary schools in Westmorland and Furness, 11 have a 6th form. There are a further 3 settings providing post-16 education.

2.7 The University of Cumbria has a campus in Ambleside and its main campus in Carlisle is close enough for many local residents to access the range of undergraduate and postgraduate courses that are offered. It is also opening a campus in Barrow in September 2025. Outside Westmorland and Furness area but also accessible for those in the south of the area is Lancaster University.

2.8 There are adult learning centres in Barrow, Kendal and Penrith, along with centres that are also accessible for many Westmorland and Furness residents that are located in Carlisle, Whitehaven and Workington. In 2023, over 1,700 adults succeeded in gaining qualifications from these colleges [\[See reference\]](#)

7], with courses offered both face-to-face and online. They offer a range of courses:

- Mandatory qualifications - e.g. health and care, food hygiene and safeguarding.
- Functional skills – digital, English for Speakers of Other Languages (ESOL) and maths.
- Skills for employment – e.g. communication, teamwork, customer service and environmental sustainability.

2.9 In addition, apprenticeships are available for young people from the age of 16 and a number are taken up annually – in 2022/23 a total of 1,770 apprenticeships (intermediate, advanced and higher) were taken up. As a percentage of young people, this far exceeds the national average.

SEND

2.10 Where a child has an identified SEND, all settings should use their best endeavours to remove barriers to learning and put in place reasonable adjustments that support access to education. However, for a minority of children and young people, mainstream education may not be suitable and more specialist provision may be required.

2.11 There are 3 special schools that cater for both primary and secondary phase children. All are in the south of the area. A further 10 mainstream schools (6 primary, 4 secondary) offer a more specialist approach through commissioned Resource Provisions.

2.12 A Pupil Referral Unit (PRU) in the Barrow area caters for up to 50 pupils who have been permanently excluded from schools across Westmorland and Furness .

Known planned provision

EY&C

2.13 In April 2024, plans for a new 80-place nursery in Penrith were approved.

2.14 Westmorland and Furness Council is supporting several schools to change their age range or set up Governor-Led Childcare which will increase the number of 2-year-old places available.

2.15 Westmorland and Furness Council is rolling out a publicity campaign to increase the numbers of registered childminders.

Primary education

2.16 The following funding has been secured (and not spent as at 31 March 2024) through planning contributions to deliver improvements to primary school education provision **[See reference 8]**:

- Extra pupil places at St Patrick's Primary School, Endmoor - £314,543.
- Additional accommodation at Vicarage Park Primary School, Kendal - £335,825.
- New primary school places, Penrith - £3,239,830.
- To provide 10 extra primary school places at Lazonby - £57,264.

Secondary education

2.17 Two schools are currently on the rebuilding programme – Ullswater Community College and Samuel King's. In addition, the following funding has

been secured through planning contributions to deliver improvements to secondary school education provision:

- Additional secondary school transport to and from Cartmel Priory School, Grange-over-Sands - £37,421.
- Additional school transport to and from local schools, Milnthorpe - £42,033.
- Additional secondary school transport to and from Dallam School, Levens - £64,629.
- Additional secondary school transport to and from Queen Elizabeth School, Kirkby Lonsdale - £88,675.
- Additional school transport to and from local schools, Calthwaite - £76,000.
- To provide 7 additional secondary school places at Penrith - £75,944.
- Additional school transport to and from local schools, Penrith - £25,500.
- Additional school transport to and from local schools, Hackthorpe - £14,250.

Post-16

2.18 No additional provision is currently planned.

SEND

2.19 An expansion of Newbridge House PRU in Barrow (Channelside) to provide 40 additional places has been completed and is due to open in March 2025.

2.20 The development of a SEND school in Penrith has potentially been agreed.

2.21 Expressions of interest have been commissioned for the development have further RPs in primary and secondary settings.

Needs assessment

EY&C

2.22 In March 2023, the government announced an increasing expansion of this entitlement. This is a phased approach and includes 15 hours free early education for children aged nine months and upwards from September 2024. By September 2025, all children aged nine months upwards from working families will be able to access 30 hours of free early education. These two developments in policy represent a significant change for the sector. Across Westmorland and Furness it was necessary to provide an additional 104 childcare places by September 2024. That will increase by a further 485 places by September 2025. It is difficult to make precise predictions as it is yet unknown how many of the new eligible households will take up the offer.

2.23 The following wards will face a childcare sufficiency gap:

- Old Barrow and Hindpool
- Ormsgill and Parkside
- Windermere and Ambleside
- Kendal - all wards
- Risedale and Roosecoat
- Hesket and Lazonby
- Hawcoat and Newbarns
- Dalton North
- Eden and Lyvenet Vale.

2.24 In general, it is considered that the quality of EY&C built facilities could be improved. This would be within the context of providing settings where young children can better explore, learn and socialise, which will contribute towards better health outcomes and progress through subsequent school years.

Primary education

2.25 Demand for primary school places in Westmorland and Furness is declining, largely as a result of substantial reductions in the birth rate (see Table 2.4). Historical data demonstrates this is a longstanding trend, with the number of births decreasing over the past two decades.

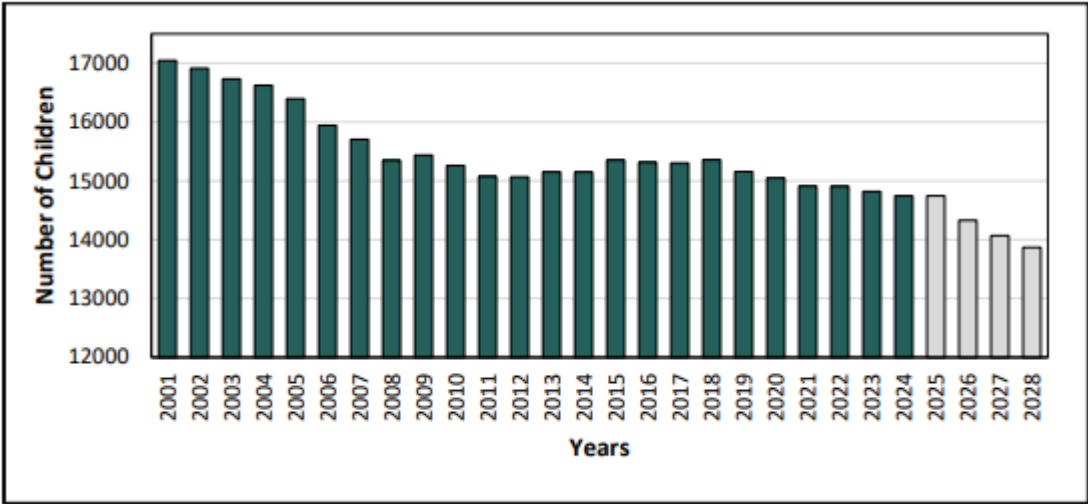
Table 2.4: Numbers of ONS live births and GP registrations in Westmorland and Furness from 2016/17 to 2022/23

Dataset	16/17	17/18	18/19	19/20	20/21	21/22	22/23
ONS	1,932	1,792	1,925	1,717	1,723	1,736	N/A
GPR	2,164	1,971	2,044	1,829	1,815	1,771	1,595

Source: Education Sufficiency Strategy

2.26 The school population is projected to fall from 14,820 in 2022/23 to 13,499 in 2027/28 (see Figure 2.1). At present across Westmorland and Furness, 23% of places are surplus compared with the Planned Admission Number (PAN). By 2028 the surplus is forecast to rise to 30%.

Figure 2.1: Numbers of Primary Children on Roll from 2001 to 2024 and projected numbers of children on roll from 2025 to 2028 in Westmorland and Furness



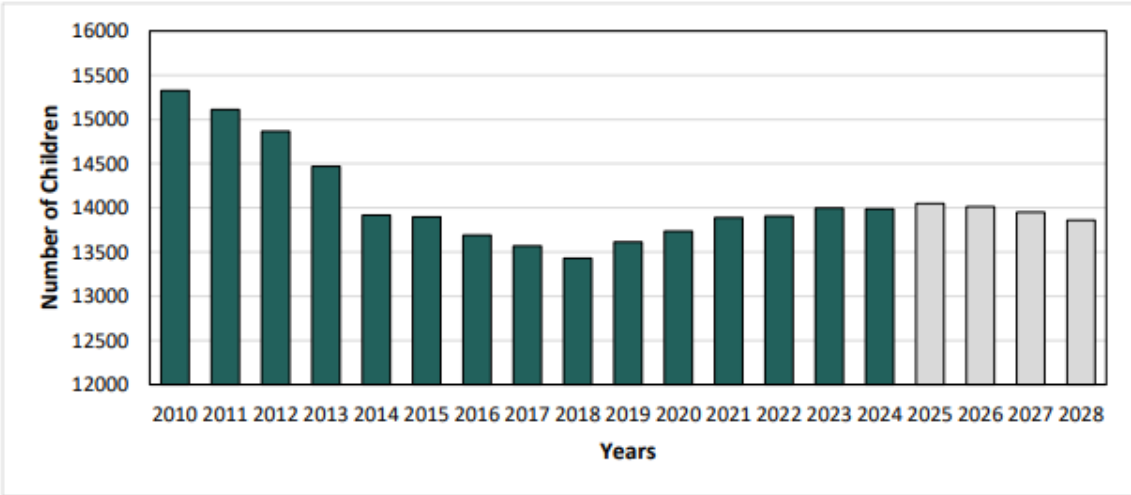
Source: Education Sufficiency Strategy

2.27 There are no specific gaps in primary school infrastructure provision currently identified.

Secondary education

2.28 The significant reduction in required primary school places has not yet transpired to the same extent for secondary school needs (see Figure 2.2).

Figure 2.2: Numbers of Children on Roll at Secondary Schools from 2010 to 2024 and projected numbers of children on roll from 2025 to 2028 in Westmorland and Furness



Source: Education Sufficiency Strategy

2.29 However, there is still a level of surplus capacity. At present across Westmorland and Furness, 16% of places are surplus compared with the PAN. By 2028 the surplus is forecast to remain at 16%. Year 7 cohort sizes will start to reduce from the 2029/30 academic year onwards, when the impact of the significant reduction in primary cohorts is seen.

2.30 There are no specific gaps in secondary school infrastructure provision currently identified.

Post-16

2.31 Many factors dictate the number and range of courses and apprenticeships that are available to 16-19-year-olds, as well as the number of places in each. There is a continuing need for a breadth of provision, both in terms of the offer and geography.

2.32 All legacy district areas in Westmorland and Furness have seen an increase in the size in the Year 11 cohort since 2019 (see Table 2.5). Over the next 4 years the expectation is that the year 11 cohorts will stabilise.

Table 2.5: Year 11 cohort sizes by former districts for 2019/20 and 2024/24 academic years

Area	Year 11 2019/20	Year 11 2023/24	Variance %
Eden	543	573	5.5%
Furness	663	687	3.6%
South Lakeland	1,169	1,233	5.5%

Source: Education Sufficiency Strategy

2.33 There are no specific gaps in post-16 education infrastructure provision currently identified.

SEND

2.34 Whilst the wider pupil population continues to fall, the proportion of those children and young people with SEND, and those requiring additional support through an Education, Health and Care Plan (EHCP) has increased significantly over recent years (see Table 2.6).

Table 2.6: Numbers of SEND children historically in Westmorland and Furness

Area	2019/20	2020/21	2021/22	2022/23	2023/24
EHCP	1,273 (3.9%)	1,369 (4.2%)	1,479 (4.6%)	1,565 (4.8%)	1,783 (5.5%)

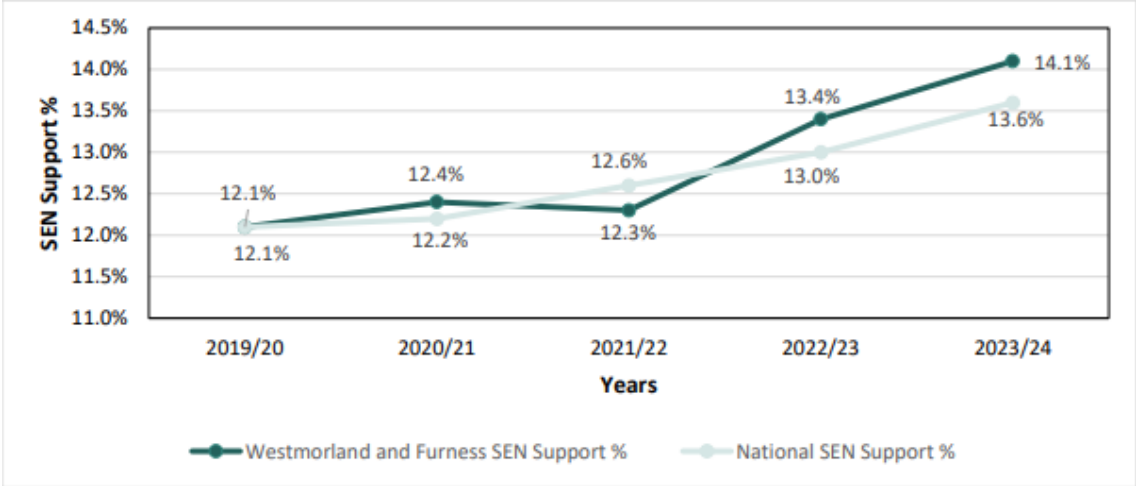
Area	2019/20	2020/21	2021/22	2022/23	2023/24
SEN Support	3,926 (12.1%)	3,987 (12.4%)	3,987 (12.3%)	4,353 (13.4%)	4,550 (14.1%)

Source: Education Sufficiency Strategy

2.35 There was an estimated 72% increase in the number of children and young people in Westmorland and Furness with EHCPs in the School Census from 1,035 in 2015/16 to 1,783 in 2023/24. There has been an estimated 14% increase between the academic years 2022/2023 and 2023/24. This growth in the numbers of children and young people with EHCPs is evident in the increasing number of children with EHCPs attending mainstream schools and is driving an increase in demand for specialist provision. 53.5% of children and young people with an EHCP attended mainstream provision in January 2024 compared to national 43.3%, and 9.1% with an EHCP attended LA maintained special schools compared 15.3% nationally.

2.36 Mainstream schools can meet the needs of a significant proportion of children with SEND by creating inclusive learning environments and adapting teaching. Continuing support will be provided to support these settings. SEND support is above the national average (see Figure 2.3).

Figure 2.3: Percentage of Children and Young People with SEND Support – Westmorland and Furness versus National



Source: Education Sufficiency Strategy

2.37 There are a small number of mainstream schools that can offer a more specialist approach through commissioned Resource Provisions (RP). Recently these units have benefited from specialist outreach from a special school and there is a desire to expand this model to ensure that staff in RPs are highly skilled.

2.38 Within the wider rural area there is a need to increase RPs and special school places for both primary and secondary school aged children.

2.39 To meet immediate need, it is necessary to increase both pre- and post-16 specialist provision in mainstream schools.

2.40 There is a need to develop further social, emotional and mental health (SEMH) support within the Barrow Area. This is part of a wider need for dedicated mental health services (beds in facilities) across Westmorland and Furness, with a particular need in Barrow.

Chapter 3

Health and adult social care

3.1 For the purposes of this assessment, health infrastructure matters relate to the following:

- Primary healthcare – GP provision and pharmacies, dentists and opticians
- Secondary healthcare – hospitals (inpatient, outpatient, emergency and diagnostic services) and specialist clinics
- Tertiary healthcare – specialist care for those with complex, severe or rare health conditions (for infrastructure planning purposes, this is aggregated with secondary healthcare)
- Adult social care – residential care facilities, extra care housing and supported living accommodation.

Responsible bodies and strategies

- NHS Lancashire and South Cumbria Integrated Care Board (ICB) and Integrated Care Partnership
 - Infrastructure Strategy 2023-2040
- North East and North Cumbria ICB
 - Joint Capital Resource Use Plan 2023/24
- University Hospitals of Morecambe Bay NHS Foundation Trust
- NHS Lancashire and South Cumbria NHS Foundation Trust (LSCft)
- NTW Solutions Limited (Cumbria, Northumberland, Tyne and Wear NHS Foundation Trust Group)
- Westmorland and Furness Council (adult social care)

Current provision

3.2 Acute/community service provision is by the University Hospitals of Morecambe Bay NHS Foundation Trust across the majority of the area. In the north of the area it is provided by the North Cumbria Integrated Care NHS Trust.

3.3 In the south of the area, a range of community health and wellbeing services (including mental health and learning disability services) are provided by the Lancashire and South Cumbria NHS Foundation Trust. In the north, mental health and learning disability services are provided by the Cumbria, Northumberland and Tyne and Wear NHS Foundation Trust.

GP services, pharmacies, dentists and opticians

3.4 South Cumbria (covering the majority of the Westmorland and Furness geographical area) has 28 GP practices and a combined list size of 220,303 patients. 27 of these practices (spread across 34 locations, either main or branch surgeries) are located in Westmorland and Furness, with a list size of 212,844. This is broken down as shown in Table 3.1.

Table 3.1: GP practices in South Cumbria

Primary care network	No. of practices/ locations*	Total list size (Feb 2025)	Current utilisation rate	Forecast utilisation rate** in 2035
Carnforth & Milnthorpe	2 practices in 2 locations (Milnthorpe and Arnside)	31,905	60-79%	70-84%
Barrow	8 practices in 8 locations (all in Barrow)	60,370	35-55%	24-59%

Primary care network	No. of practices/ locations*	Total list size (Feb 2025)	Current utilisation rate	Forecast utilisation rate** in 2035
Grange & Lakes	7 practices in 10 locations (Grange-over-Sands x2, Ambleside, Hawkshead, Coniston, Ulverston, Flookburgh, Windermere x2 and Staveley)	32,173	48-68%	54-78%
Kendal	3 practices in 4 locations (all in Kendal)	38,884	51-59%	60-73%
Mid-Furness	4 practices in 6 locations (Kirkby-in-Furness, Broughton-in-Furness, Askam-in-Furness, Dalton-in-Furness and Ulverston x2)	30,375	50-70%	57-83%
Western Dales	2 practices in 2 locations (Kirkby Lonsdale and Sedbergh)	11,199	54%	78-79%
Millom	1 practice in 1 location (Millom)	7,938	n/k	n/k

* No. of practices and utilisation rates reflects those within Westmorland & Furness only. However, due to the availability of data, the list sizes includes some practices in South Cumbria that are outside Westmorland and Furness.

** Utilisation rate refers to the proportion of appointments for patient services (GP appointments and other services offered by a practice) that are taken up. Therefore a practice with 80% utilisation rate has 20% spare capacity whereas a practice with 100% utilisation rate has no spare capacity.

Source: ICB data

3.5 North Cumbria (covering the former Eden district) has 10 GP practices, each with their own independently-decided structure. These are in the following locations shown in Table 3.2:

Table 3.2: GP surgeries in North Cumbria

Location	Patient list size
Alston	2,215
Appleby-in-Westmorland	5,122
Glenridding	967
Kirkoswald	2,754
Low Hesket (Court Thorn Surgery)	3,781
Penrith (Birbeck Medical Group)	14,549
Penrith (Lakes Medical Centre)	11,440
Penrith (Temple Sowerby)	4,645
Shap	3,302
Kirkby Stephen (Upper Eden Medical Practice, with a branch surgery in Tebay operating for 3 hours per day on 2 days per week)	6,576

Source: ICB data

3.6 The North East and North Cumbria ICB did not have information regarding utilisation rates of North Cumbria GP practices.

3.7 There is a sufficient supply of pharmacies in the former Barrow Borough which provide an extended range of services. Across the remainder of Westmorland and Furness provision is more widely spread, reflecting the spread of the population. Where pharmacies are provided in the larger centres, they typically provide an extended range of services.

3.8 Access to NHS dental services is challenging across the entire area, with difficulties in securing appointments. Very few dentists are accepting new NHS patients, leading to unmet demand. To address urgent dental needs for those

not registered with a dentist, Cumbria Health operates the Urgent Dental Access Cumbria service, providing essential care for those unable to access routine NHS dental treatment.

3.9 Access to eye care services through opticians is more readily available across the area. NHS sight tests are available for eligible people, with some able to get NHS help with the cost of glasses. Lancashire and South Cumbria ICB provides specialist eye health services that an optometrist or GP may refer a patient to. These services may be located in optical practices, community clinics, or hospitals, including Furness General Hospital and Westmorland General Hospital.

Hospital/community care

3.10 Furness General Hospital in Barrow provides a range of general hospital services, including a full Accident & Emergency Department, a Critical/Coronary Care unit and consultant-led beds. However, for many residents in the central and south-east parts of the former South Lakeland district, Lancaster Royal Infirmary is often more accessible and provides a wider range of specialist services, complementing the provision in Barrow.

3.11 Westmorland General Hospital in Kendal also provides a range of 'general hospital' services including elective operations, outpatient appointments and midwifery-led maternity services, together with an Urgent Treatment Centre. The hospital has received recent investment, specifically:

- An £8.6million Community Diagnostic Centre (CDC), which opened in October 2024. The centre has new MRI (magnetic resonance imaging) and CT (computed tomography) scanning suites as well as a welcoming and easily accessible reception area, a new waiting room, consulting rooms and other spaces with different types of diagnostic equipment.
- A Surgical Hub with two operating theatres, upgrades to three existing theatres, an extended Operating Theatres Recovery Area and new support spaces, storage and ancillary spaces.

3.12 Patients in the more rural northern parts of Westmorland and Furness commonly access hospital services at Cumberland Infirmary in Carlisle. This includes accident and emergency services.

3.13 The following are community hospitals located in the area:

- Ulverston Community Health Centre provides outpatient radiology appointments and other local outreach services.
- Alston Community Hospital provides outpatient services.
- Penrith Community Hospital has an Urgent Treatment Centre and geriatric medicine services.

Adult social care

3.14 Westmorland and Furness Council is responsible for adult social care within the local authority area. The Care Act 2014 sets out and governs the way in which the Council must meet its adult care and support obligations.

3.15 Under the Care Act the Council is responsible for assessing an adult's needs for care and support and deciding whether a person is eligible for public care and support. The underpinning principle of the Care Act is to promote people's wellbeing. Wellbeing is a broad concept, described as relating to a number of areas one of which includes suitability of living accommodation. Accommodation in relation to this IDP relates to residential care, extra care housing and supported living accommodation.

3.16 Westmorland and Furness Council has one of the largest in-house adult social care estates in the country. Despite this, it also commissions a range of services. In total it has 30 nursing and residential care facilities in the following locations (see Table 3.3):

Table 3.3: Commissioned care facilities by location

Location	No. of nursing facilities	No. of residential care facilities
Appleby-in-Westmorland	1	0
Askam-in-Furness	0	1
Barrow	2	4
Dalton-in-Furness	0	1
Grange-over-Sands	2	2
Kendal	3	3
Kirkby Stephen	0	1
Penrith	0	3
Ulverston	3	0
Milnthorpe	1	2
Windermere	1	0
Total	13	17

Source: Westmorland and Furness Council

Known planned provision

GP services, pharmacies, dentists and opticians

GP services

3.17 The ICBs aren't looking to commission any additional GP practices at the current time. However, the following provision is being planned:

- A stand-alone, new-build Health Centre is planned for Milnthorpe, incorporating both of the currently established Park View Road and Stoneleigh Surgeries in Milnthorpe. Planning permission has been granted for the development.
- A replacement, new-build surgery is planned for the existing Haverthwaite Surgery. Planning permission has been granted for the development.
- Extensive internal alterations are proposed and have been drawn up to provide additional clinical capacity within Ulverston Health Centre. Works are also planned for a health hub in the adjacent Gill Rise building. An application has been made to Westmorland and Furness Council to utilise Community Infrastructure Levy (CIL) funding to deliver the projects.
- A feasibility study is being undertaken to look at relocating the Market Street Medical Practice in Dalton into the vacant Dalton Clinic.
- Extensive internal alterations are planned to create additional clinical rooms within the Alfred Barrow Health Centre in Barrow. This would support the services of all three existing surgeries currently operating from the site (Abbey Road Surgery, Risedale Surgery and Atkinson Health Centre).
- Internal alterations are planned for the Duke Street Surgery in Barrow to create additional clinical rooms.
- The Norwood Practice in Barrow has had plans prepared for a first floor extension to create additional clinical rooms.

- The Bridgegate Medical Centre in Barrow has established proposals to create additional clinical rooms within the building which would involve extensive alterations.
- Station House Surgery in Kendal has prepared plans for the creation of additional clinical rooms.

Pharmacies

3.18 There is no known additional pharmacy provision planned in the area.

Dentists

3.19 In 2023, the North East Cumbria and North Cumbria ICB put in place a Primary Care Dental Access Recovery Plan. This committed £3m in 2023-24 with the aim being to 'protect, retain and stabilise' local dental practices and dental access provided to communities, including urgent out-of-hours appointments. The particular focus is on those in the most deprived areas. It aims to create an additional 27,000 appointments with a focus to support more vulnerable patients who may experience difficulties accessing services.

3.20 Similarly in the south of the area, the Lancashire and South Cumbria ICB has launched a dental access and oral health improvement programme. This aims to improve access to primary care dental services in the high street and to improve oral health. The programme will look to prioritise the areas in South Cumbria with the greatest need and to reduce inequalities in access across the area.

Opticians

3.21 There is no known additional optometry provision planned in the area.

Hospital/community care

3.22 The Government's New Hospitals Programme was announced in 2020 to address the backlog of investment in hospital buildings. The intention was to build 40 more hospitals across the UK by 2030 (with some of this number being refurbishments of existing facilities). This included hospitals in Lancashire and South Cumbria.

3.23 In July 2021, the New Hospitals Programme published a Case for Change report [See reference 9], which explained why funding for new hospital facilities is essential for the health of people in Lancashire and South Cumbria. An assessment of options resulted in the announcement of two new hospitals to replace Royal Lancaster Infirmary and Royal Preston Hospital and investment in improvements to Furness General Hospital.

3.24 The Furness General Hospital improvements are particularly for urgent and emergency care and maternity services. A modern 'Emergency Care Village' and expanded diagnostic suite with additional computed tomography (CT) imaging have been proposed, alongside an expanded maternity centre.

3.25 In January 2025, it was announced that the timescales for the two new hospitals would be significantly delayed, with construction starting between 2035 and 2039. Whilst no announcement was made about the investment in Furness General Hospital, it is still understood to be part of the programme of improvements, albeit without a clear date for work being undertaken.

3.26 Cumberland Infirmary in Carlisle, serving those in the rural north of Westmorland and Furness, was granted planning permission for a new Urgent Treatment Centre in January 2025. Construction will start shortly and it is expected to open at the end of 2025. The centre is aimed at reducing pressure on the existing accident and emergency department. Costing £12m, it will provide 12 consultation rooms, waiting areas for children and adults, and appropriate rest and storage areas.

Adult social care

3.27 There is no new provision planned at the present time. The Council is in the process of preparing its Social Care Strategy which will identify the specific facilities within its estate (and within the estates of those it commissions services from) that are expected to require re-provision or improvement over the next 10 years.

Needs assessment

3.28 The NHS is facing significant issues with the ongoing provision of healthcare services nationally. This is no different in Westmorland and Furness. Issues specifically cited include workforce shortages (recruitment and retirement), transport, addressing needs in pockets of deprivation, the changing needs of an ageing population, a significant increase in demand for all services and limited funding of NHS services. Even if funding were available, many of these issues will not be addressed through the provision of new infrastructure.

GP services, pharmacies, dentists and opticians

GP services

3.29 As noted above, the ICBs are not planning to commission any new GP practices. The existing practices will expand as list sizes increase.

3.30 The current utilisation rates for the practices covering the South Cumbria area ranges from 35% to 79% utilisation. As the practices list sizes increase, the forecast is that by 2035 the utilisation will range from 45% utilisation to 101% utilisation.

Pharmacies

3.31 No specific needs have been identified.

Dentists

3.32 There is a need for more provision across the whole Westmorland and Furness area.

Opticians

3.33 No specific needs have been identified.

Hospital/community care

3.34 The Lancashire and South Cumbria ICB reports that the population over 65 is above the national average, with a higher than average proportion in rural communities. This is forecast to continue over the next 10+ years with a particularly significant increase in people aged 85+.

3.35 Deprivation is an issue, with high levels of people living in fuel poverty and child poverty. Approximately 40% of ill-health is due to smoking, physical inactivity, obesity and substance misuse, with levels of physical activity being low and an above-average proportion of people with long term health conditions.

3.36 The Lancashire and South Cumbria ICB reports that its infrastructure is too hospital-centric, with building running costs continuing to increase even as its built footprint decreases. Its Infrastructure Strategy is focused on developing its land for prevention and hospital avoidance. In South Cumbria, all its buildings (including hospitals, community hospitals, community and primary care settings)

are rated as generally okay in terms of its quality and suitability, although significant or extensive investment is still required. Currently £21.2m is required to address infrastructure needs at Furness General Hospital in Barrow and £9.2m at Westmorland Hospital in Kendal. Further investment is needed across other settings.

3.37 As an illustration, Barrow lacks a walk-in centre, resulting in increased demands being placed on Accident & Emergency services at Furness General Hospital. The potential for an 'emergency care village' as part of the Team Barrow regeneration programme has been suggested.

3.38 The 2023 Lancashire and South Cumbria Infrastructure Strategy [See reference 10] identified one of the next steps as reviewing, updating and refreshing its short-term and long-term capital requirements, including updating these requirements (to reflect the new 'post-core', 'flex' and 'tail' categorisation) across primary care, community, out of hospital, provider sites and technology.

3.39 More generally, public health practitioners have identified the need for improved co-location of services as a way of providing better health outcomes.

Adult social care

3.40 The Council is in the process of preparing its Adult Social Care Strategy which is expected in Summer 2025. This will identify the needs to provide for the full range of adult care services across the Westmorland and Furness Council area for the next 5-10 years. Alongside this it will prepare a Future of Care Services Strategy which will look specifically at its internal estate and a Market Position Strategy which will consider the services it commissions.

3.41 There is a lack of beds in dedicated mental health facilities across Westmorland and Furness. At present there are less than 10 beds in such facilities in Cumbria, so most patients need to access services outside the county.

Chapter 4

Transport

4.1 For the purposes of this assessment, transport infrastructure matters relate to the following:

- Road - highways, parking and electric vehicle (EV) charging
- Walking and cycling / wheeling
- Bus and coach
- Rail and freight

Responsible bodies and strategies

- Westmorland and Furness Council (highways, parking, walking and cycling / wheeling, passenger transport)
 - Cumbria Transport Infrastructure Plan 2022-2037
 - Barrow, Kendal and Penrith Local Cycling and Walking Infrastructure Plans 2022
 - Westmorland and Furness Bus Service Improvement Plan 2024
- National Highways
 - North Pennines: Route Strategy Initial Overview Report 2023
- Commercial bus and coach operators (multiple)
- Network Rail (rail and freight)
 - Control Period 7 (2024-2029) Delivery Plan
- Train operating companies:
 - Trans Pennine Express (rail)
 - Northern Trains (rail)

- Avanti West Coast (rail)

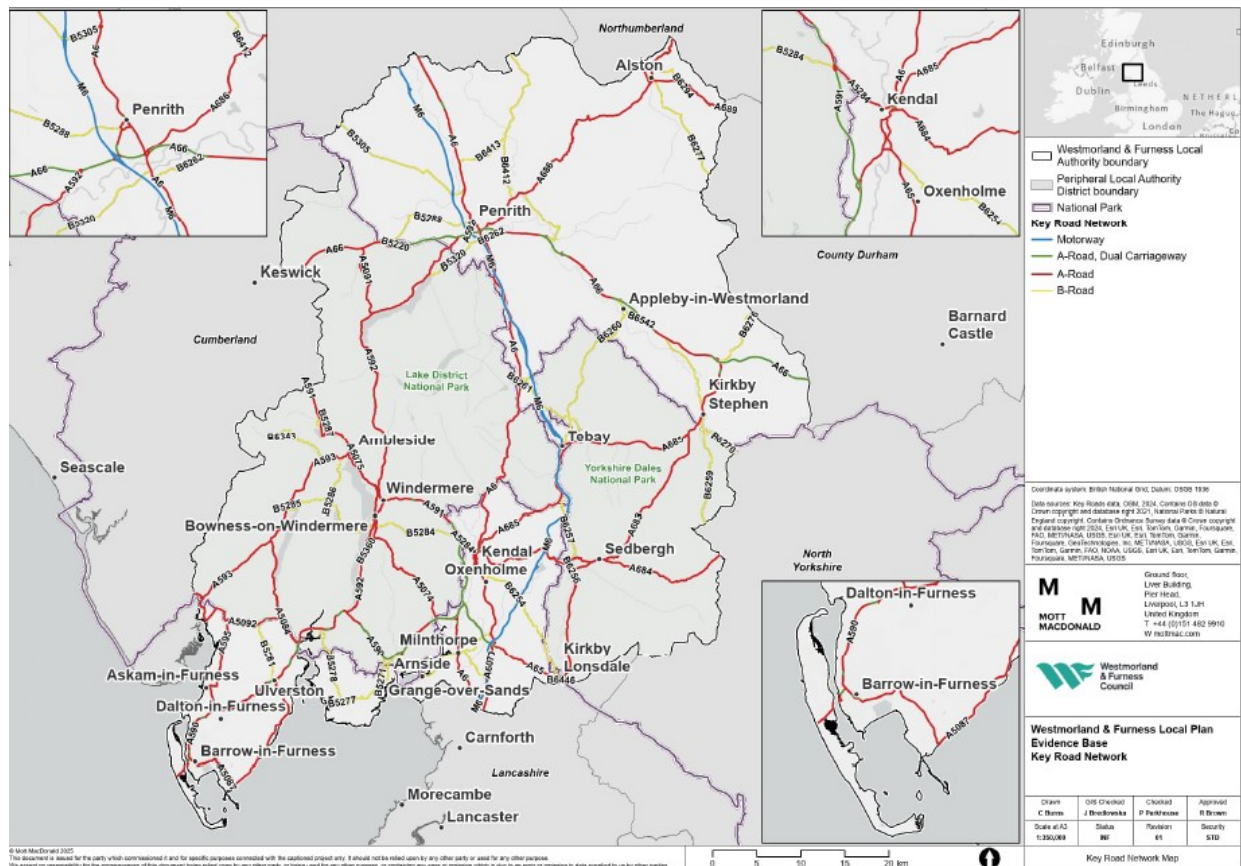
Current provision

Road

Highways

4.2 The A-road (single and dual carriageway) and B-road network in Westmorland and Furness is shown in Figure 4.1.

Figure 4.1: Strategic highway network



Source: Local Plan draft Transport Evidence Base

4.3 77% of the 2,350km network is composed of minor roads (C and unclassified).

4.4 Both the A590 and A595 are of strategic importance in delivering access to the M6 and West Cumbria:

- The A590 provides Barrow and Ulverston with the only direct link to the M6. The A590 has a key economic function in connecting the area to the M6 and the wider strategic road network. There are three aspects to this:
 - The strategic route is the A590(T) which starts at the Park Road traffic island north of Barrow and has a critical role in the movement of freight.
 - The A590 also supports significant commuter traffic as well as visitor traffic to the southern parts of the Lake District (particularly in the summer months).
 - It is also a local route, providing a connection for people to undertake day-to-day activities.
- The A595 forms the key strategic link along the coast, and north and south between Carlisle and Barrow, taking in Sellafield, Whitehaven and Workington. It is a single carriageway route and there are significant issues with the route, including between Sellafield and the Furness peninsula. It is considered to be a dangerous route in several places, with 120 collisions taking place in 2019 **[See reference 11]**.

4.5 The draft Local Plan Transport Evidence Base identifies the main parts of the network where delays are greatest during the morning peak (8-9am):

- The most significant delays are in the centres of Kendal, Penrith, Ulverston and, to a lesser extent, Barrow (with workers travelling to the BAE Systems site generally doing so before 8am).
- Less acute but still significant delays along most A-roads and in particular:
 - the A65, A590 and A591 corridor between Kirkby Lonsdale, Kendal and Ambleside

- the A590 and A595 corridors towards Ulverston and Barrow.

4.6 A scheme delivered in 2022 at the Cross-a-Moor junction, south of Ulverston on the A590, involved the construction of a new roundabout and link roads connecting to the local road network. The scheme was funded through the National Highways Growth and Housing Fund, from the first road period (2015-2020), and was a collaborative venture with the former Cumbria County Council, South Lakeland District Council and Cumbria Local Enterprise Partnership. The scheme opened to traffic in July 2022.

Parking

4.7 There are 72 car parks in Westmorland and Furness, providing the following numbers of spaces (see Table 4.1):

Table 4.1: Distribution of car parks and parking spaces

Ownership	Car parks	Total spaces
Westmorland and Furness Council	58	5,142
Lake District National Park Authority	3	175
Kirkby Stephen Town Council	1	77
Private sector	10	954
Total	72	6,348

Source: Local Plan draft Transport Evidence Base

4.8 Most of the private sector capacity is found at supermarket car parks in Barrow, Penrith and Kirkby Lonsdale and at Northern Rail car parks.

4.9 Nearly all charged car parks operate by pay & display machines which take both cash and card payments, and most provide app-based pay-by-phone options.

4.10 The Council are currently in the process of developing a parking study / strategy to provide a better understanding of parking services and to guide the management of parking in the authority area.

EV charging

4.11 In April 2024, Westmorland and Furness Council established a single dedicated EV charging team. At the present time there are 340 public charging points across the area. 65 of these are on car parks owned by the Council (it does not have any on-street charging points at present). Of these, 37 chargers are located across 9 car parks and one cemetery in Barrow (all are 22kW – fast - chargers). This is the best served location in Westmorland and Furness but this level of provision is still considered insufficient for the size of the town.

Walking and cycling

4.12 There is a reasonably comprehensive network of public rights of way through Westmorland and Furness's towns, villages and countryside. This includes a number of long distance walking trails such as the Cumbria Way and the Dales Way. The former Cumbria County Council prepared a Rights of Way Improvement Plan (ROWIP) which is designed to provide funding to parishes and community groups to develop and enhance the rights of way network in their areas.

4.13 There are a number of 'quiet lanes' across the area which provide lots of opportunities for walking and cycling. There are also a number of long-distance cycle routes, including the Coast to Coast (C2C – part of National Route 7 and 71), Walney to Wear and Whitby (following National Route 70), the Pennine Cycleway (National Route 68) and the Bay Cycle Way (Route 700).

4.14 The Local Plan draft Transport Evidence Base [See reference 12] identifies that there are network connections between most main settlements within the area but there are barriers to movement presented by the mountainous regions. Most of the cycle network is on-road, except for off-road sections between Kendal, Windermere, Ambleside and Coniston. There is currently no cycle route along the Cumbrian Coast between Barrow and Sellafield.

4.15 In rural areas, although the proportion of long-distance commuters (travelling 20 km or more) is high, the number of people commuting short distances (less than 5 km) exceeds the national average – particularly for the shortest journeys (under 2 km). This is particularly the case in the main centres (Barrow, Kendal and Penrith), where these levels of short distance commuting are very high (see Figure 4.2).

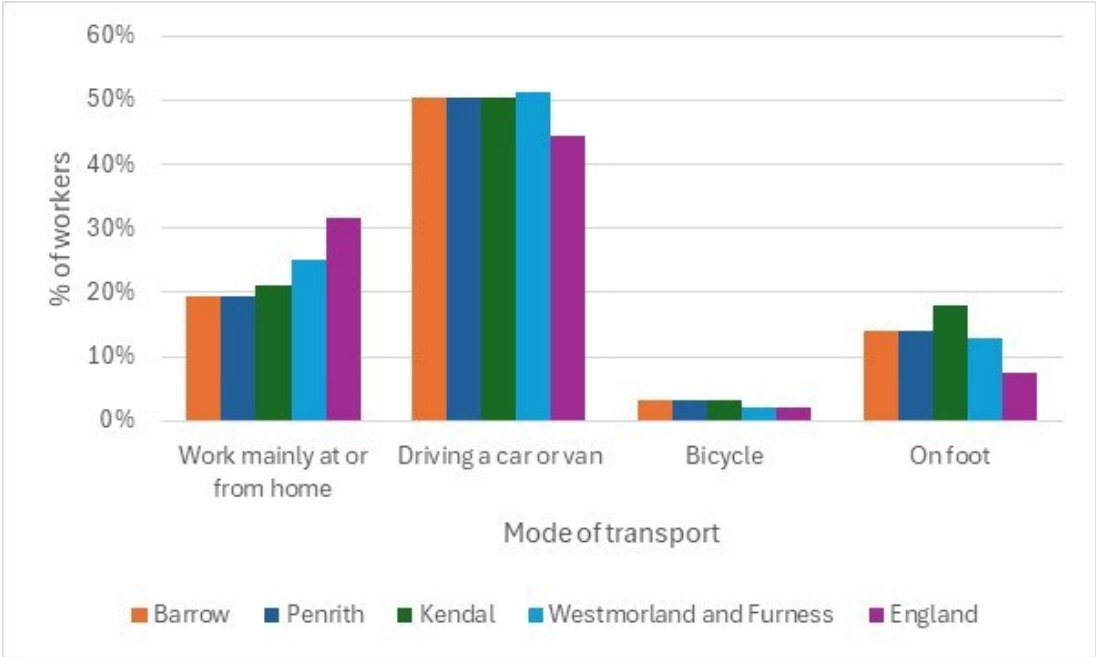
Figure 4.2: Travel distances to work



Source: 2021 Census

4.16 This is supported by the mode of transport to work. Whilst the proportion of car journeys are high, reflecting the rural nature of the area, there are above average rates of walking and cycling (with the main centres of Barrow, Penrith and Kendal again having even higher rates). These methods are most likely to be used by workers commuting the shortest distances (see Figure 4.3).

Figure 4.3: Mode of travel to work



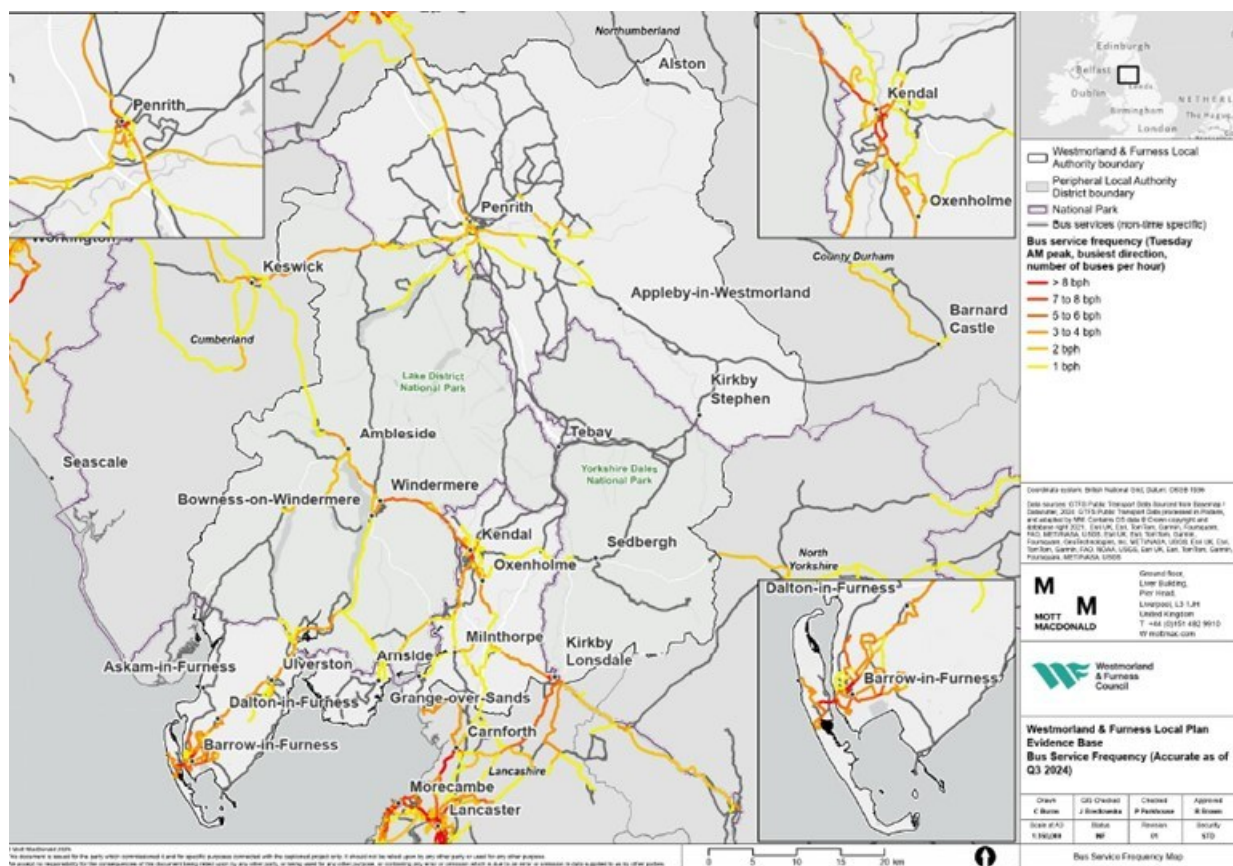
Source: 2021 Census

Bus

4.17 The Local Plan draft Transport Evidence Base [See reference 13] identified that the Westmorland and Furness area is currently served by 65 commercial bus routes (excluding school buses). 53% of these are operated through a contract with Stagecoach, with the remainder run by 13 other private operators (8 of which provide only a single route). When looking at service frequency however, Stagecoach provides 86% of the services due to it providing most of the routes that run a regular weekday daytime service.

4.18 The level of service of the commercial bus network in the area has largely been maintained for the last 20 years, albeit with some reductions in service frequency. In the tourist area of the Lake District there has been a major expansion of services, with better frequencies, longer operating seasons, plus earlier and later buses. The frequency of weekday morning peak (07:00-09:59) buses is shown in Figure 4.4.

Figure 4.4: : Weekday AM peak bus frequency by route



Source: Local Plan draft Transport Evidence Base

4.19 This however contrasts with the limited service provided in most rural areas outside the main tourist region, including to several larger settlements such as Penrith and Grange-over-Sands. Due to the significant distances to main population / employment hubs, often through areas of very sparse

population, these rural areas typically have no daily service or public transport links that meet the needs of workers.

4.20 A number of Community Bus operators also operate across Westmorland and Furness. These include voluntary car schemes, community minibus group hire and a 'rural wheels' scheme, all of which are intended to provide an affordable transport option for those without access to their own car and with no access to scheduled bus services. As such, they are most common in the rural areas. Such services also provide for specialist needs in these areas as well, e.g. disability access. Some of these initiatives have benefited from funding from the Department for Transport, but largely rely on community volunteers and taxi companies to operate them.

4.21 The £2 fare scheme has been a major incentive for more bus travel in the area, where long travel distances and limited population have traditionally meant higher fares. The scheme however did not offer any incentive to the regular traveller in towns where fares and weekly season tickets, were already at this level. In January 2025, the £2 cap was increased to £3 which could impact on usage.

4.22 Some improvements to bus services have been made in the area. Specifically Sedbergh, Kirkby Stephen, Grange-over-Sands, Alston, and Windermere have seen more services provided. Extra services have also been provided at peak times for workers travelling from Barrow to Windermere to improve access for staff to hospitality businesses.

4.23 The frequency of the service between Penrith and Keswick has been increased from every 60 to 30 minutes, to make bus–rail connections with the West Coast Mainline at Penrith more attractive for local people and visitors. The frequency of service between Carlisle and Penrith has also been increased from every 60 to every 30 minutes.

4.24 None of the vehicles operating on the commercially run routes use alternative fuel technologies, e.g. electric, hybrid, gas or hydrogen buses.

4.25 There is no real-time information provided at bus stops in Westmorland and Furness.

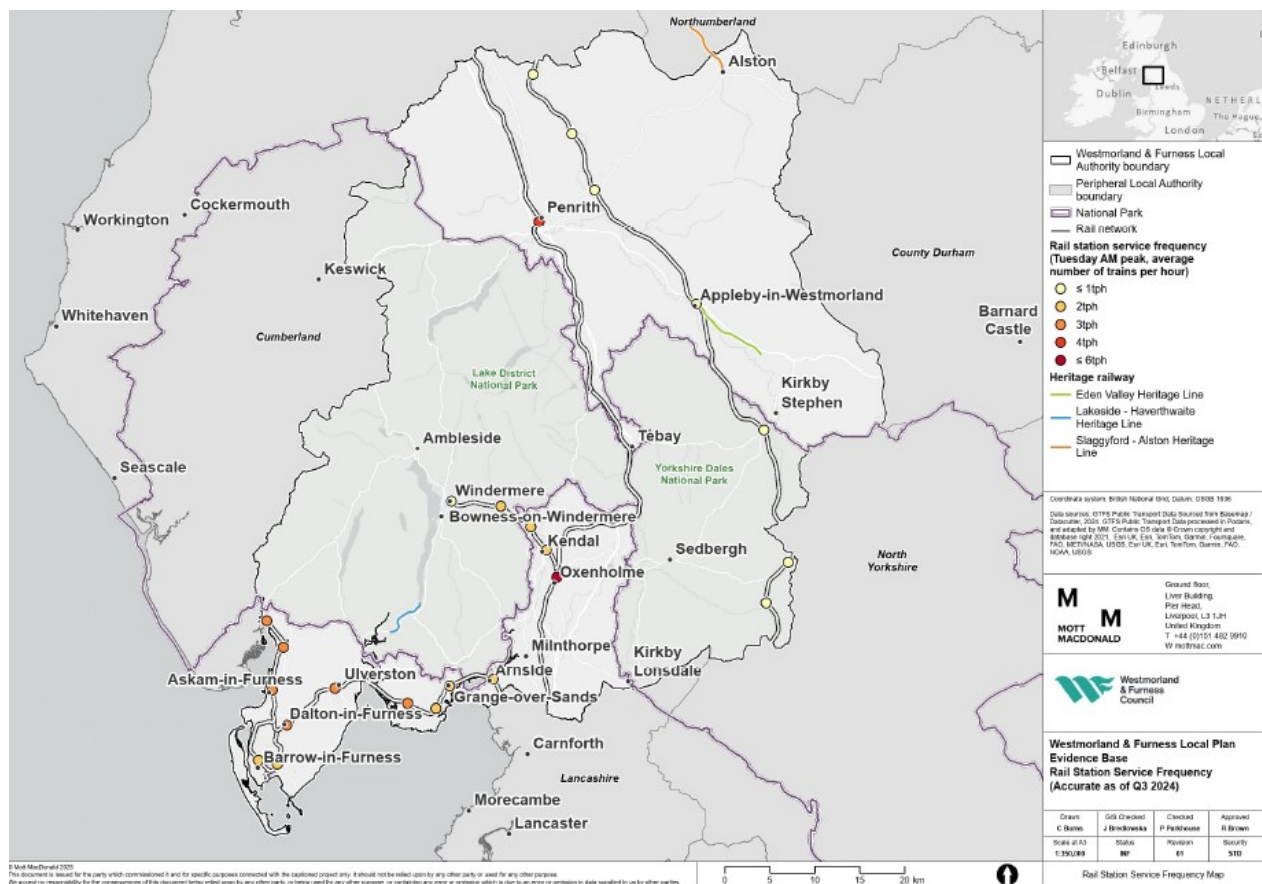
Rail and freight

4.26 Westmorland and Furness is served by four main rail lines:

- The twin-track West Coast Main Line, between London and Glasgow
- The twin-track Furness Line between Carnforth and Barrow and the mixed single and twin-track Cumbrian Coast Line between Barrow-in-Furness and Carlisle
- The single-track Lakes Line between Oxenholme and Windermere
- The Settle-Carlisle Main Line, linking Settle and Carlisle.

4.27 Figure 4.5 shows the frequency of services along these routes.

Figure 4.5: Railway stations, lines and service frequencies



Source: Local Plan draft Transport Evidence Base

4.28 A significant amount of rail freight traffic travels on the West Coast Mainline.

4.29 Much of the rail infrastructure is ageing and needs upgrading, both to reflect the need for electrification and also to provide additional capacity for passengers and freight.

4.30 There are 24 stations within Westmorland and Furness:

- Most stations provide ticket machines, except for five on the Settle-Carlisle Line.
- Only the busiest stations on each line have a staff presence and toilets.

- Only five stations provide full step-free access to platforms, though these include most of the busiest stations, and all busy stations include at least partial step-free access. Only one station (Staveley) has no step-free access.
- Most stations have no waiting room, and of those that do, all but two are currently closed.
- No stations on the Settle-Carlisle Line provide cycle parking, but this is provided at most stations on the other lines.
- Car parking is available at all the busiest stations, but accessible spaces are only provided at half of these.

4.31 It is considered that a number of stations in the area would benefit from improvements to make them more attractive places.

Known planned provision

Road

Highways

4.32 Work has begun on the dualling of the A66 between Penrith and Scotch Corner by National Highways, with a target opening date of 2029/30. By dualling the remaining sections of single carriageway, this will improve safety, help make journeys more reliable and support the regional and local economy.

4.33 At the present time, National Highways, through its Route Infrastructure Strategy (RIS) for the North Pennines [See reference 14] has not identified any further pipeline schemes for the period up to 2035.

4.34 The following other schemes are also either under construction or due to be delivered:

- A592 safety improvements: upgrading and improving the safety of the A592 from Windermere to the A66 near Rheged. This includes extensive survey works, resurfacing schemes, and safety barrier works.
- A595 Grizebeck Improvement: Enhancements to the A595 route at Grizebeck to improve reliability and resilience of the major road network.
- M6 Lune Gorge Structures: Between J37 and J38 comprising improvements to 8 bridges.
- West Coast Mainline motorway bridge replacement of Clifton Bridge (due to be delivered during 2026).

Parking

4.35 There is no additional car parking provision planned.

EV charging

4.36 There are 5 rapid (50kW) chargers owned by Westmorland and Furness which are located in Ambleside, Kendal, Kirkby Lonsdale, Kirkby Stephen and Ulverston. These are relatively old and the Council expects to replace these soon. The 50kW chargers will be supplemented by 22kW and 7kW chargers at each of these locations.

4.37 In 2025 a pilot scheme will be rolled out by Westmorland and Furness Council to test the provision of on-street charge points. In total 25 charge points will be installed at 9 sites across Barrow, Kendal and Penrith.

4.38 As of March 2025, the Council has successfully applied for £3.2m under the Local Electric Vehicle Infrastructure (LEVI) fund from the Office for Zero Emission Vehicles (part of the Department for Transport and the Department for

Energy Security and Net Zero). This is aimed at providing charge points for those living in homes without access to off-street parking . This applies to approximately 30% of households in Westmorland and Furness. It is expected that, with a private operator, at least 1,000 new charging points will be installed in the next 6 years. The Council will look to appoint 2 charge point operators, one for on-street provision (on bollards, pedestals and, where feasible, lampposts) and one for car parks which support those without off-street parking. Both will be appointed with 15-year contracts and will be expected to match the funding from the Council.

Walking and cycling

4.39 Local Cycling and Walking Implementation Plans (LCWIPs) identify routes for improving walking and cycling. These have been prepared for Barrow, Kendal and Penrith and identify a number of routes that are proposed to deliver these improvements.

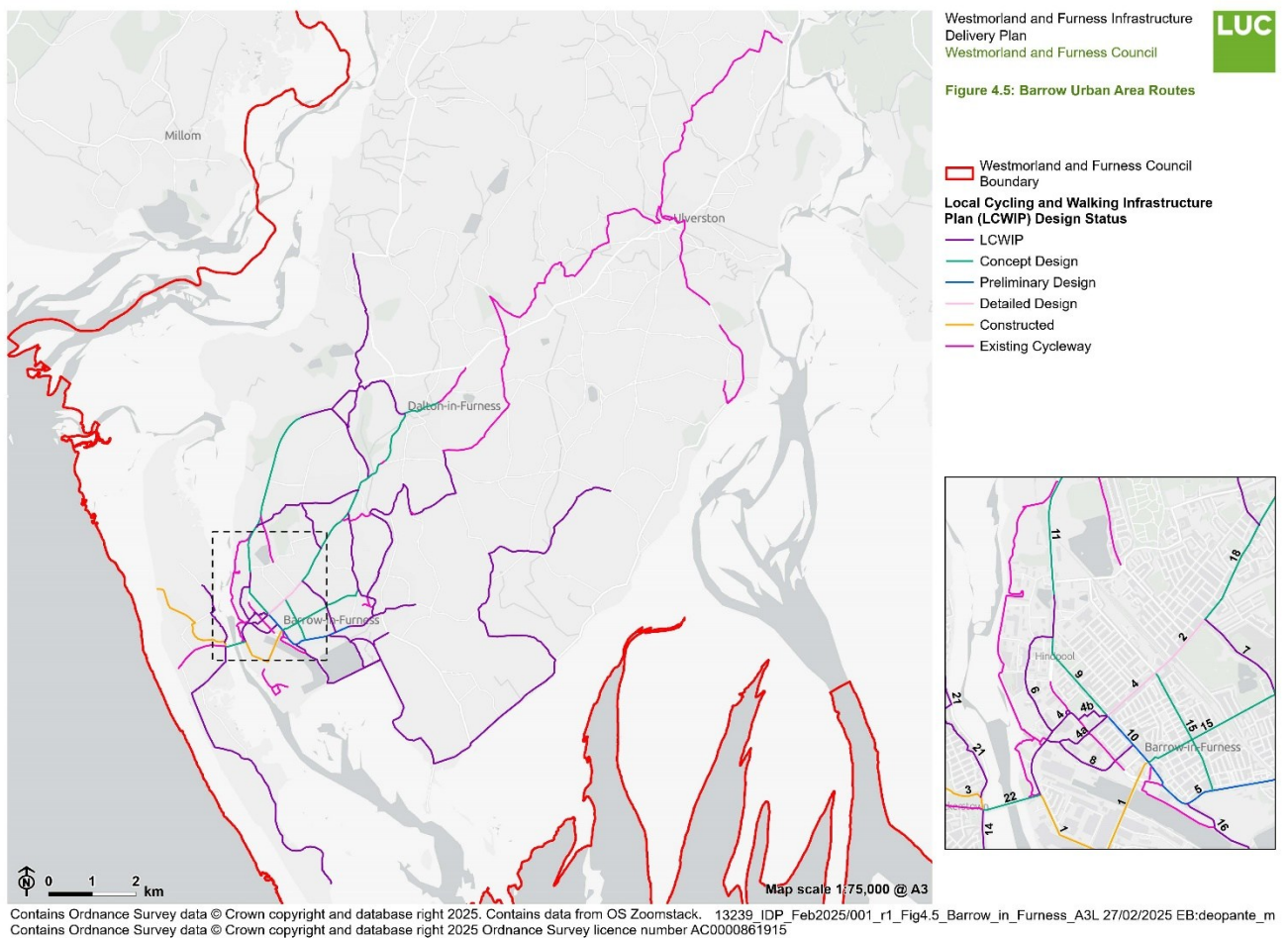
Barrow

4.40 The following projects identified in the Barrow LCWIP are confirmed (see Figure 4.6 for the route maps):

- Route 3 – North Walney: This is under construction and is due to open in May 2025.
- Route 4/2 – Abbey Road (Ramsden Square to Park Drive): Construction is due to start in May 2025 with a completion date of May 2026.
- Route 18 – Abbey Road (Park Drive to Rating Lane): The preliminary design will be completed in June 2025 although funding beyond this stage has yet to be secured.
- Route 19 – Abbey Road (Rating Lane to Dalton-in-Furness): The preliminary design will be completed in Autumn 2025 although funding beyond this stage has yet to be secured.

- Route 10 – Duke Street (Ramsden Square to Schneider Square): The preliminary design will be completed in June 2025 although funding beyond this stage has yet to be secured.
- Route 5 – Roose Road corridor: The preliminary design has been completed although funding beyond this stage has yet to be secured.

Figure 4.6: New walking and cycling schemes in Barrow



4.41 The Barrow LCWIP Technical Report [See reference 15] also identifies other route improvements which have yet to secure funding to progress further design work.

Kendal

4.42 The Kendal LCWIP identifies the following schemes which are confirmed:

- A section of the riverside path between Lowther Street and Abbott Hall which will be turned into an active travel route to connect the River Kent with the town centre.

4.43 The Kendal LCWIP Technical Report [See reference 16] also identifies other route improvements which have yet to secure funding to progress further work. Figures 4.7 and 4.8 show the local and wider routes.

Figure 4.7: New walking and cycling schemes in Kendal

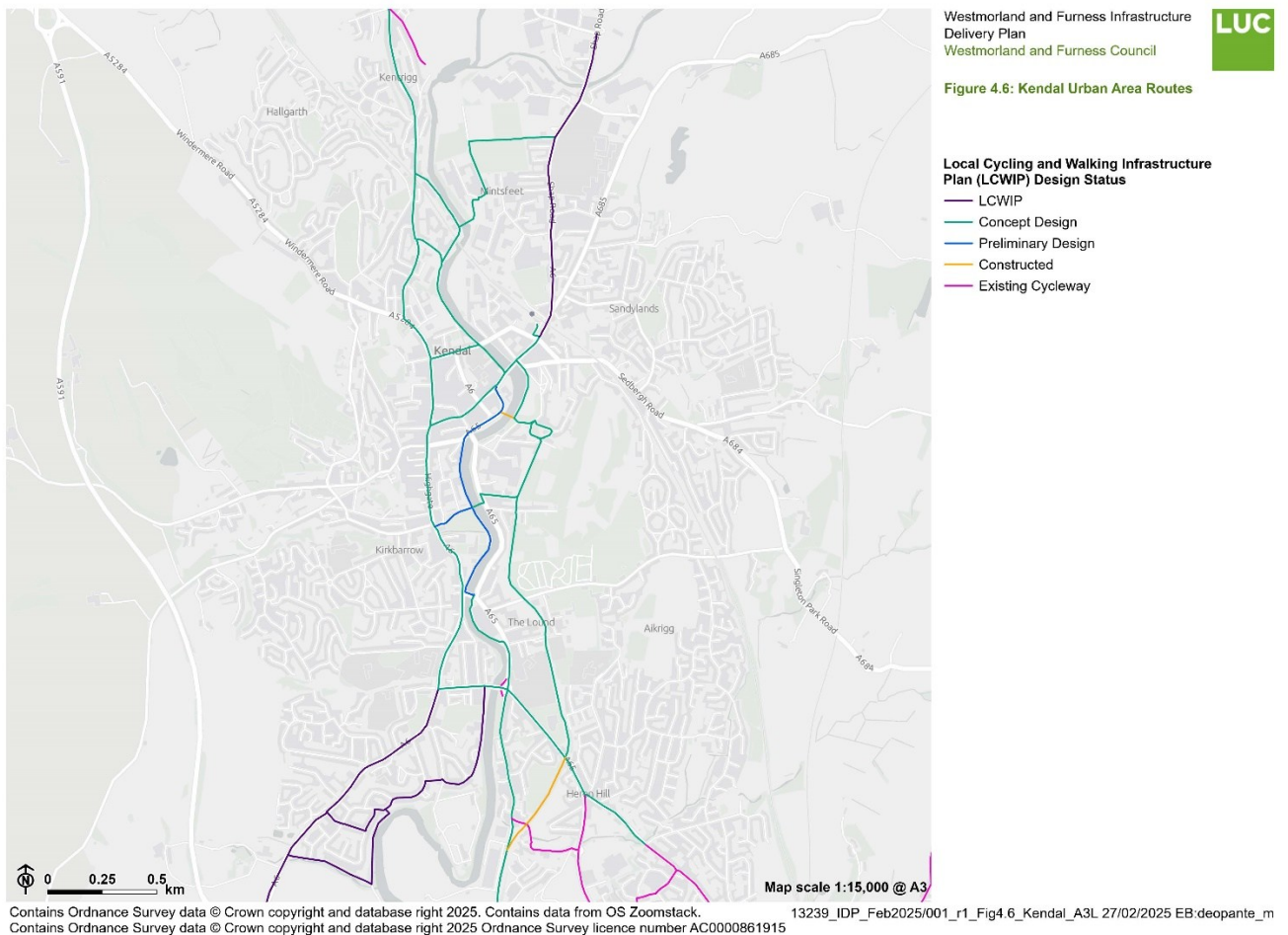
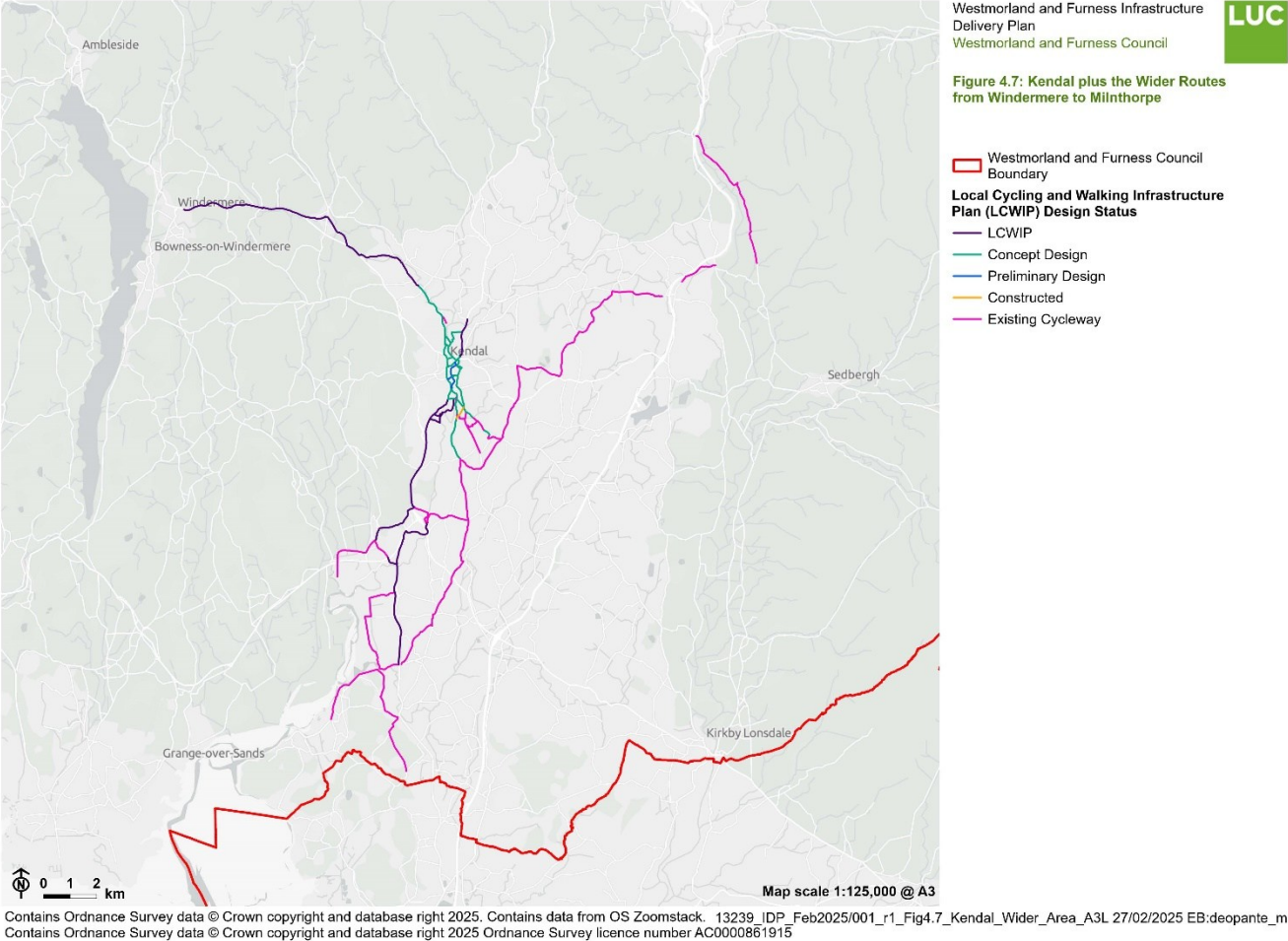


Figure 4.8: New walking and cycling schemes in the wider Kendal area



Penrith

4.44 The Penrith LCWIP does not identify any schemes which are confirmed. However, the following two routes (which are connected) are at the preliminary design stage:

- Route 1 - Redhills Business Park to Skirsgill
- Route 13 - Skirsgill to Kemplay Bank

4.45 The Penrith LCWIP Technical Report [See reference 17] also identifies other route improvements which have yet to secure funding to enable further design work. Figures 4.9 and 4.10 show the local and wider routes.

Figure 4.9: Walking and cycling schemes in Penrith

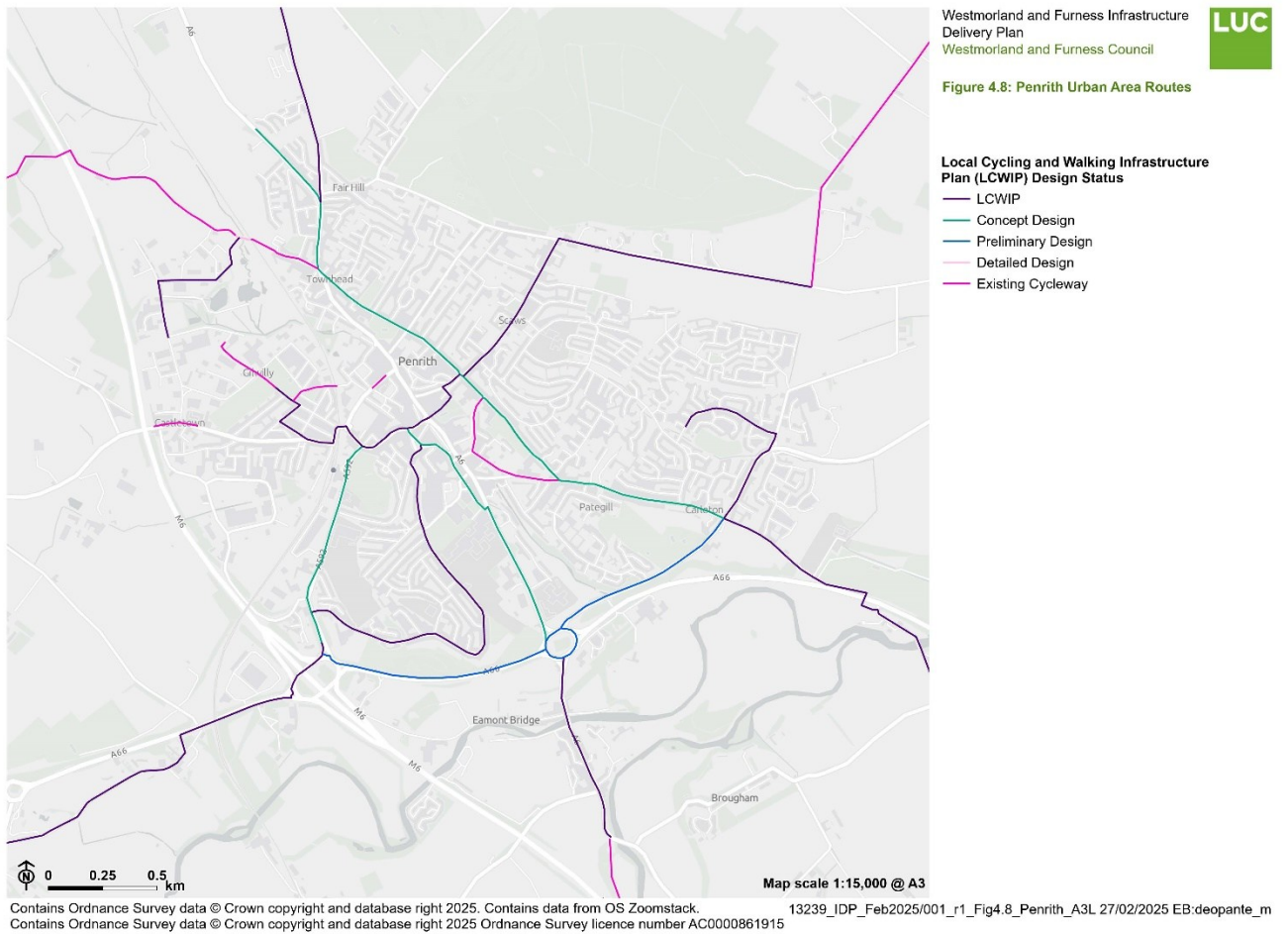
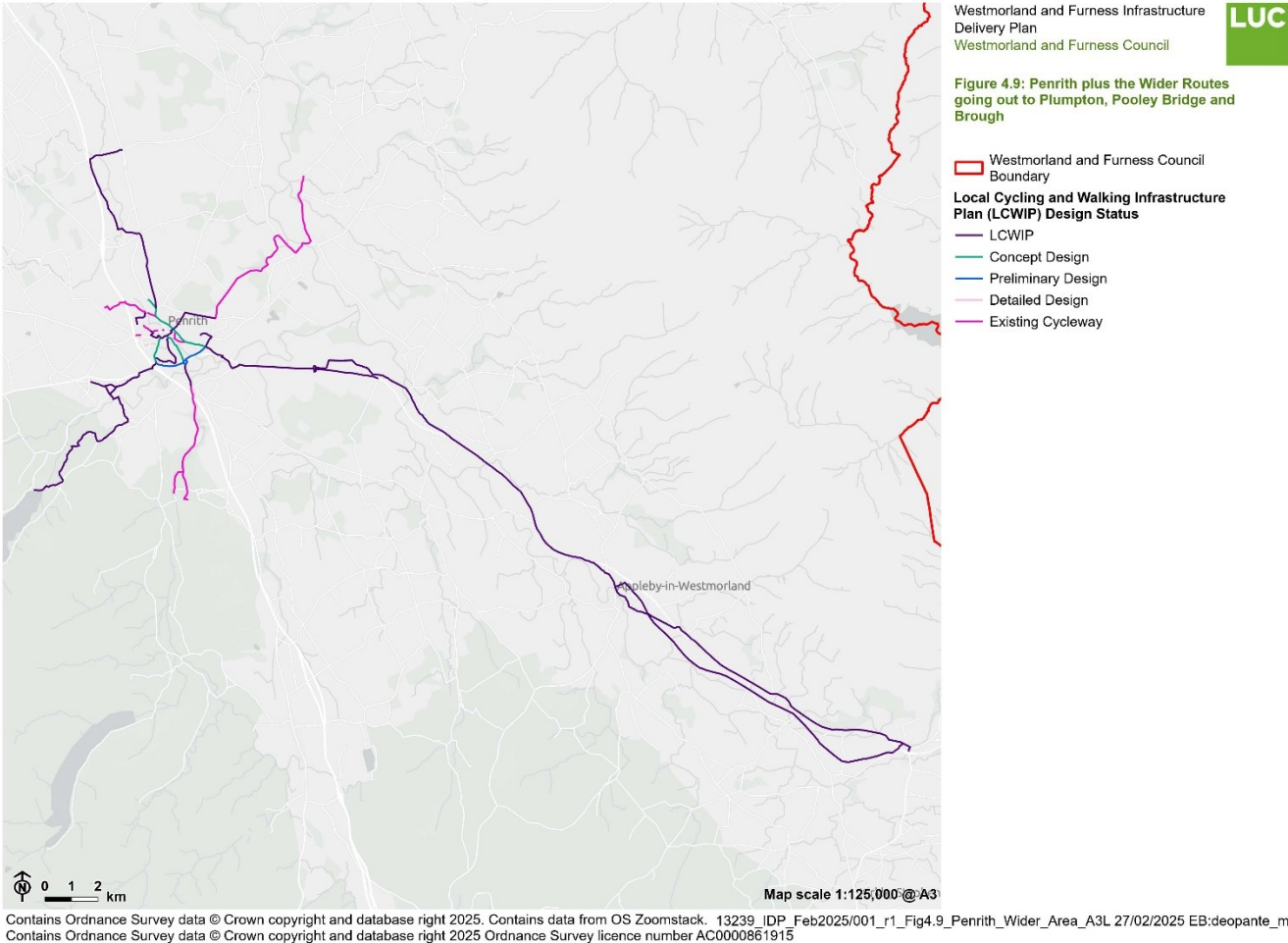


Figure 4.10: Walking and cycling schemes in the wider Penrith area



4.46 The Cumbria Transport Infrastructure Plan (CTIP) identifies a number of strategic cycling and walking corridors for improvement. The corridors falling within Westmorland and Furness are:

- Corridor 2: Eden and Lune Valleys
- Corridor 3: North Lakes and Pennines
- Corridor 4: Heart of the Lakes
- Corridor 5: Morecambe Bay

4.47 For each corridor, the Council is producing Active Travel Infrastructure Strategies (ATISs) that identify a pipeline of schemes. The schemes identified will target different sources of funding to the LCWIPs.

4.48 The ATISs for Corridors 2, 3 and 5 are in development. The ATIS for Corridor 4 (Heart of the Lakes) was prepared and endorsed by the Council in 2023. The project identified and prioritised a number of schemes to be delivered in and around the Lake District with a strong focus on routes along strategic transport corridors but also including shorter loops for active travel and recreation. The schemes identified aim to fill gaps in the cycle network, as well as improve the visitor offer and support a transition to a low carbon transport system.

4.49 Westmorland and Furness Council and partners the Lake District National Park Authority are currently developing designs for two projects with the aim of securing delivery funding from the Borderlands Growth Deal by the end of 2024. The projects and delivery lead for each are:

- Grasmere to Dunmail Raise (Westmorland and Furness Council)
- Keswick to Threlkeld (K2T) Extension (Lake District National Park Authority).

Bus

4.50 Westmorland and Furness Council's improvement programme [\[See reference 18\]](#) includes improvements to the service between Kirkby Stephen and Penrith via Appleby. It also plans for better links from Arnside to Kendal, Greystoke to Penrith and Coniston to Ulverston.

4.51 It also includes improvements to:

- the frequency of town services within Barrow, especially in the evening and on Sundays;

- daytime frequencies from Kendal to Westmorland Hospital via Oxenholme station.

4.52 To support those in more rural areas, a Rural Mobility Pilot scheme is to be carried out during 2025. For those people within 10 miles of Penrith and Ulverston that are not on a commercial bus route, this will pilot the use of a mobile phone app to book a minibus to take them to and from the towns.

4.53 The Westmorland and Furness School Transport Team is exploring the potential to use school buses to provide other services during the middle of the day when they are not required for school services.

4.54 The centrally-funded Bus Service Improvement Plan (BSIP) grant that Westmorland and Furness receives can now be used to address capital as well as revenue needs. In the most recent BSIP funding allocation, Westmorland and Furness received nearly £2.7m in capital funding, £1.8m in revenue funding and £94,000 in capacity and capability funding. As part of this settlement, 10 new services have been confirmed will be funded from Spring 2025 until Spring 2026.

4.55 The focus for capital spend from the grant is expected to be used on providing more real time bus information and improving bus shelters and bus stations. It could also potentially be used to replace existing diesel buses with zero emission vehicles, with the grant being given to the commercial providers to help them bridge the difference in cost of a zero emission bus. The programme for capital spend in 2025/26 is expected to be finalised and agreed in April 2025.

Rail and freight

4.56 The Network Rail delivery plan for the period 2024 to 2029 (Control Period 7, CP7) [[See reference 19](#)] identifies the West Coast Mainline North for major programmed activity. Over CP7 (with work continuing into CP8 and early CP9), investment of approximately £0.4bn is proposed to replace and modernise

assets on this part of the network. This includes resignalling activities at Carlisle, delivering overhead line renewals between Crewe and the Scottish Border and undertaking essential track renewals between Crewe and Carlisle.

4.57 The cancellation of HS2 has required work to be undertaken to understand the impact this will have on CP7 and the West Coast Mainline North programme.

4.58 There are a number of other rail investment schemes in or around Westmorland and Furness for which the case is being made. Currently the only committed scheme is step-free access improvements to Ulverston station via the Access for All fund.

Needs assessment

4.59 The main needs are identified in the Cumbria Transport Infrastructure Plan (CTIP) [See reference 20] and the draft Local Plan Transport Evidence Base.

4411Road

Highways

4.60 The following routes were identified both in the CTIP and by National Highways [See reference 21] as requiring significant improvement:

- Increase in capacity on the A595 road linking the Barrow area with Whitehaven (with specific improvements at Grizebeck already funded and due to be delivered).
- Increase in capacity on the A590 road from Barrow, with a particular need for a bypass of Ulverston and also address capacity issues at Greenodd. This includes a need to improve journey time reliability to West Cumbria via the A590, which is poor.

- A road link from the A6 to the A591 to the north of Kendal (the Kendal Northern Access Route) to address congestion in Kendal caused by cross-town traffic flows within a constrained network.

Parking

4.61 No specific provision of additional parking has been identified at the current time. The draft Local Plan Transport Evidence Base identifies potential ways that the provision of paid car park services could be improved to reduce costs (of enforcement) and improve user experience. In particular, systems where the user pays at the end of their parking stay tend to be preferred by users as they do not feel pressure to return to their vehicle before a pre-paid ticket runs out and they only pay for the time they use. Studies show that such systems are also good for the local economy because the flexibility in departure time often encourages longer dwell times. And if these systems are enforced by Automatic Number Plate Recognition and/or barrier control, the Council saves on parking enforcement costs while also receiving greater revenue through a significant increase in user compliance. Greater user compliance also increases the effectiveness of parking as a demand management instrument.

4.62 In all cases of parking charging systems, the limitations of poor mobile network coverage needs to be taken into account. There are car parks in Westmorland and Furness where pay-by-phone or contactless charging payments are not always possible due to poor network coverage. These 'not-spots' would need to be improved for existing car parks and areas where charging is proposed.

EV charging

4.63 It is recognised that there needs to be significant expansion of the EV charging network across Westmorland and Furness. This is to support the growing number of EV vehicles. There are a number of issues that will need to be addressed as part of this:

- The significant number of households that don't have access to off-street parking, and will therefore rely on on-street charging. In order for provision to be equitable, solutions need to be identified whereby these households can access from their home electricity supply, thereby being able to take advantage of cheaper tariffs when charging overnight. Possible solutions include gulley charging.
- Ensuring that the right locations have the right types of chargers. For example, rapid charging (50kW) is likely to be required most in tourist locations where people stay for short periods.
- Ensuring that all public chargers have access to good mobile connectivity for remote use of mobile apps and payment. In this regard, Westmorland and Furness Council is working with Connecting Cumbria to identify the best locations for new public charging infrastructure.
- Ensuring that there is the appropriate level of grid capacity to support provision of new charging points. Westmorland and Furness Council is working with Electricity North West to find the most efficient ways of selecting and supplying sites.

Walking and cycling

4.64 The following routes were identified in the CTIP:

- Development of coastal routes for both walking and cycling.
- Improve walking and cycling in Barrow. The Local Cycling and Walking Infrastructure Plan (LCWIP) has identified a series of improvements (see earlier for details of improvements that have been confirmed).
- Improving walking and cycling along the Lakes Line Railway corridor.

Bus

4.65 The following matters were identified in the CTIP as requiring improvement:

- Interchange facilities in the major towns need improving. There is no bus station in Barrow. Penrith and Kendal bus stations are unmanned, as are the interchanges in Windermere and Ambleside. None have fully enclosed waiting areas, only Penrith has toilets, and none have real-time information displays to update passengers on delays and disruption to services.
- With no real time displays at bus stops, real time access to timetable information is linked via smartphones to the operator app; however not all passengers have smartphones and poor reception can mean information is not available, so introduction of a system at key stops is an aspiration.
- A faster more direct route into Carlisle city centre, to make travel by bus a more attractive option.

4.66 In addition, Westmorland and Furness Council is working alongside the rail and bus operators to better align bus and rail timetables.

Rail and freight

4.67 The following improvements were identified in the CTIP as potential improvements:

- Increase in capacity and reliability on the Cumbrian Coast Line (running between Barrow and Carlisle).
- Westmorland and Furness Council and Cumberland Council are working with the Department for Transport and Network Rail to make the case for improvements to the Cumbria Coast and Furness Lines and create an 'Energy Coast Line' to support jobs and the energy sector.
- Increased capacity and services on the Lakes Line Railway (running between Oxenholme on the West Coast Mainline and Windermere via Kendal). Specifically, a passing loop on the Lakes Line between Oxenholme to Windermere which could potentially double the current capacity. Discussions with Network Rail and relevant stakeholders are ongoing.

- Increase in capacity for passenger and freight movements on the West Coast Mainline. The Network Rail Freight Network Study 2017 [See reference 22] identifies two possible options to provide a dynamic up loops (i) between Carlisle and Plumpton, and the Eden Valley and Shap Summit (both near Penrith). These options would provide network capacity for future growth and connectivity requirements, each enabling one additional long-distance passenger and one freight path to operate per hour. These however took into account the delivery and requirements of HS2 which is no longer planned to travel on this route. The cost of the Carlisle to Plumpton improvement was estimated at between £250m and £500m and the Eden Valley to Shap Summit improvement £375m to £875m.
- Improve the quality of facilities at Penrith Station.

4.68 The Community Rail Cumbria Partnership is working with station volunteer groups to make the stations in the area more attractive. Where projects are identified, funding would typically either come from the rail operator or through bids for external funding.

Chapter 5

Minerals, waste and recycling

Responsible bodies and strategies

- Westmorland and Furness Council
 - Cumbria Minerals and Waste Local Plan 2015-2030
 - Cumbria Waste Needs Assessment 2022
 - Joint Local Aggregates Assessment 2023 (Cumberland Council, Westmorland and Furness Council, Lake District National Park Authority) - whilst each council is now a separate minerals (and waste) planning authority, the agreed approach in the short term is to prepare a joint Local Aggregates Assessment (LAA).

Current provision

Waste collection, processing and transfer

5.1 Westmorland and Furness Council, Waste Collection Authority for the area, collects two types of waste at the kerbside: firstly, the mixed household waste; and secondly, the source-separated wastes for onward recycling. These wastes are managed under a Municipal Waste Management Scheme, and a long term municipal waste management contract, between the Council and Biffa. This contract runs until 2034.

5.2 Currently there are the following Waste Transfer Stations serving Westmorland and Furness:

- Barrow (Walney Road)

- Kendal (Kendal Fell)
- Penrith (at Flusco)
- Windermere (Ecclerigg) in the Lake District National Park.

5.3 At these stations a variety of different residential and commercial waste streams are bulked up to send on to other sites for further processing. These Waste Transfer Stations are leased from FCC Environment.

5.4 Under contract, Biffa operates two Mechanical and Biological Treatment (MBT) plants to serve the former Cumbria County Council area. The MBT plants process the mixed household waste that is collected from the kerbside, plus the small amount of suitable trade waste collected by the Waste Collection Authority.

5.5 The MBTs are located at Sowerby Woods in Barrow and Hespian Wood near Carlisle. Each MBT has a capacity of 75,000 tonnes per annum (tpa). The Barrow site is operating at approximately 50,000 tpa and the Carlisle site at 75,000 tpa (i.e. at capacity). Whilst the latter is outside the Westmorland and Furness Council area, it will process some of the waste collected in the area.

5.6 Currently no food waste is collected or processed by the Waste Collection Authority.

Household waste recycling centres

5.7 Household waste and recycling centres (HWRCs) accept both residual waste and materials for recycling. As part of its contract to run the MBTs, Biffa also manages the HWRCs in Westmorland and Furness. The management of wastes, sorted or otherwise treated at these facilities, is a commercial decision for Biffa, as Westmorland and Furness Council's contract partner.

5.8 Residents in the Westmorland and Furness area have access to the following HWRCs:

- Ambleside
 - Open seven days a week from 8am to 6pm.
- Barrow
 - Open seven days a week from 8am to 5pm. Closed every day between 11am and 12pm.
- Grange-over-Sands
 - Open Thursday to Saturday from 8am to 4pm.
- Kendal
 - Open seven days a week from 8am to 4pm.
- Kirkby Stephen
 - Open Monday, Friday Saturday and Sunday from 8am to 6pm.
- Penrith (Flusco)
 - Open seven days a week from 8am to 6pm.
- Ulverston
 - Open seven days a week from 8am to 6pm.
- Other HWRCs across Cumbria which can be accessed by residents from Westmorland and Furness are at Carnforth, Millom, Frizington, Workington, Maryport, Wigton, Carlisle and Brampton.

Minerals

5.9 Whilst not an explicit infrastructure category per se, the need to secure an ongoing landbank of sand and gravel and crushed rock reserves does bring infrastructure requirements in terms of physical infrastructure including road access and facilities. Existing infrastructure (rail heads and wharves) is safeguarded in the Minerals and Waste Local Plan [\[See reference 23\]](#). Safeguarded sites within Westmorland and Furness are:

- Barrow Port and rail sidings, Barrow

Chapter 5 Minerals, waste and recycling

- Shap Beck Quarry rail sidings, Shap
- Shapfell Quarry rail sidings, Shap
- Shap Blue Quarry rail sidings, Shap
- Kirkby Thore gypsum works rail sidings, Kirkby Thore.

5.10 Cumbria is self-sufficient in aggregates and also supplies other markets, especially in the North West and the North East of England. Just under one-third of Cumbrian quarries supply national markets, including Wales and Scotland, and three of Cumbria's crushed rock quarries are able to supply high specification aggregates (HSA) and very high specification aggregates (VSHA) that are essential for high skid resistance roadstone used for highway surfacing. These are a nationally significant resource.

5.11 There are the following quarries operating within Westmorland and Furness:

- Crushed rock quarries
 - Flusco, Penrith
 - Goldmire, Barrow
 - Hartley
 - Helbeck
 - Holme Park
 - Kendal Fell, Kendal
 - Sandside
 - Shap Beck
 - Shap Blue
 - Shap Fell
 - Shap Pink
 - Stainton, Barrow

- Sand and gravel quarries
 - Bonnie Mount
 - Low Plains
 - Roosecote, Barrow
- High and very high specification roadstone quarries
 - Holmescales
 - Roan Edge
- Building stone and slate quarries
 - Baycliff Haggs
 - Blaze Fell
 - Bowscar
 - Brathay (slate)
 - Broughton Moor (slate)
 - Bursting Stone (slate)
 - Crag Nook
 - Elterwater (slate)
 - Flinty Fell
 - High Fell (slate)
 - Kirkby Slate Quarry
 - Larchwood
 - Leipsic
 - Mousegill
 - Peatfield (slate)
 - Petts (slate)
 - Red Rock Canyon

- Scratchmill Scar
- West Brownrigg

Known planned provision

Waste

5.12 The following site within Westmorland and Furness is allocated in the Minerals and Waste Local Plan for a replacement HWRC to serve the Kendal area:

- SL1B – Land adjacent to Kendal Fell Quarry, to replace the HWRC at Canal Head.

Minerals

5.13 The following sites within Westmorland and Furness are allocated for sand and gravel extraction in the Minerals and Waste Local Plan:

- Preferred Area (M7) – land adjacent Roosecote quarry, Barrow-in-Furness
- Area of Search (M12) – land near Roosecote quarry

5.14 These both serve the west and south of Cumbria where there is a particular shortage of sand and gravel aggregate supply compared with the rest of the county/Westmorland and Furness area.

5.15 For HSA and VHSA, Holmescales quarry is currently mothballed but has an estimated reserve of 18,000 tonnes remaining and an expiry date of February 2042. The following sites within Westmorland and Furness are allocated for future provision of these high specification aggregates:

- Area of Search (M16) – land adjacent Holmescales Quarry, Kendal for high specification roadstones.
- Area of Search (M30) – land adjacent Roan Edge Quarry, New Hutton for high specification roadstones.

5.16 Other sites allocated within Westmorland and Furness for additional minerals provision are:

- Preferred Area (M18) – Stamphill, Long Marton for gypsum.
- Area of Search (M5) – land adjacent High Greenscoe Quarry, Dalton-in-Furness for brickmaking mudstones.

Needs assessment

Waste collection, processing and transfer

5.17 The MBT at Barrow is considered to have sufficient capacity to provide for processing at the current time. This is the primary MBT serving the Westmorland and Furness area.

5.18 All three existing Waste Transfer Stations in Barrow, Kendal and Penrith require upgrading and expansion. The upgrades are necessary to provide residual waste and recycling services at facilities and in spaces that are fit-for-purpose for modern needs.

5.19 The site at Walney Road in Barrow is due to be relocated, as its current location is operating at capacity and struggling to meet demand. A key issue is the congestion and tailbacks onto the A590 (Walney Road), creating safety concerns due to queuing traffic. The new site will need to be larger to accommodate future demand and support residential growth in Barrow.

5.20 The Kendal Fell site in Kendal is a small site in a poor location due to difficulties with access.

5.21 The current contract runs until 2034, therefore there is no expectation that food waste will be part of the collection and processing regime before then. However, it is understood that there is increasing interest in providing this service therefore this could be brought forward prior to 2034.

Household waste recycling centres

5.22 The HWRC at Flusco in Penrith is suitable to address existing needs. All other HWRCs require upgrading to provide a service that addresses the range of modern recycling and residual waste needs. This will need to take into account the locations where population growth is likely to be greatest. In this regard, the HWRCs at Barrow, Kendal and Ulverston are likely to be the highest priority for upgrading.

Minerals

5.23 In terms of permitted reserves, the majority of permitted reserves for crushed rock are located in Westmorland and Furness, whilst the majority of permitted reserves for sand and gravel are located within Cumberland.

5.24 Table 5.1 shows the summary position in terms of sales, permitted reserves and the landbank for each mineral type:

Table 5.1: Sales, permitted reserves and landbank by mineral type, 2022

Resource	Sales in 2022 (Mt)	Trend compared to 2021	Annual provision rate (Mt)	Permitted reserves (Mt)	Landbank (years)
Land-won sand and gravel	0.8	Downward	0.8	4.72	5.89
Marine-dredged sand and gravel	Nil	Same	Not applicable	Not applicable	Not applicable
Crushed rock	2.66	Downward	2.77	111.09	40.10
Recycled and secondary aggregates	0.284	Same	Not applicable	Not applicable	Not applicable

Source: Westmorland and Furness Council

5.25 Current permitted reserves of all crushed rock for aggregate use (111.09 million tonnes/Mt) are more than sufficient to maintain the required landbank of at least 10 years. The LAA provision will continue to be based on 10-year average sales (currently 2.77Mt) that equates to a land bank of 40.1 years. As identified above, the majority of this landbank is in Westmorland and Furness.

5.26 Current permitted reserves of land-won sand and gravel for aggregate use (4.72Mt) are not sufficient to maintain the required landbank of at least 7 years. The LAA provision will continue to be based on 3-year average sales figures (currently 0.8Mt), which equates to a landbank of 5.89 years that should run out in 2028. As identified above, the majority of this landbank is in the Cumberland Council area.

5.27 Currently, based on 10-year average sales there is sufficient reserve of VHSA to maintain a landbank of at least 10 years to the end of the current Minerals and Waste Local Plan period of 2030 but additional reserves would be required shortly afterwards (potentially in 2031) to maintain the landbank going forward. If sales were to increase sharply it may not be possible to maintain a landbank of at least 10 years' supply right to the end of the Minerals and Waste Local Plan period unless additional reserves can be provided. Given the scarcity of this igneous VHSA, significant infrastructure projects outside of the county are likely to impact on demand for the available reserve in Cumbria.

5.28 The LAA assesses that, taking both HSA and VHSA into account, in order to maintain a landbank of at least 10 years for these higher specification aggregates throughout the Minerals and Waste Local Plan period, new reserves would need to come on stream by no later than 2044.

Chapter 6

Utilities

6.1 For the purposes of this assessment, utilities relate to the following:

- Digital infrastructure (broadband and mobile networks)
- Water supply
- Wastewater
- Electricity
- Gas

Responsible bodies and strategies

- Digital infrastructure
 - Connecting Cumbria
 - Digital Infrastructure Strategy 2025-2030
- Water supply
 - United Utilities
 - Water Resources Management Plan 2024
 - Northumbrian Water
 - Water Resources Management Plan 2024
- Wastewater
 - United Utilities
 - Drainage and Wastewater Management Plan 2023
 - Northumbrian Water
 - Drainage and Wastewater Management Plan 2024

- Electricity
 - Electricity North West Limited (EWNL)
 - Network Headroom Report 2024
 - Network Development Plan 2024
 - Investing in Cumbria 2023
 - National Grid
- Gas
 - Northern Gas Networks
 - Business Plan 2026-2031 (RIIO-GD3)
 - Cadent
 - Centrica
 - National Gas Transmission

Current provision

Digital infrastructure

6.2 Westmorland and Furness Council and Cumberland Council, assisted by the Connecting Cumbria team, are responsible for delivering the Cumbria-wide Digital Infrastructure Strategy. The current strategy runs from 2020 to 31st December 2025 [See reference 24]. This was prepared on behalf of Cumbria County Council. The new strategy for 2026-2030 is currently being prepared on behalf of Westmorland and Furness Council and Cumberland Council.

6.3 Priorities for investment in the 2020-2025 strategy were identified as:

- Providing digital infrastructure to all residents and businesses in Cumbria, either through supporting commercial deployments, or working with

Central Government to secure funding where intervention is required is a key enabler to facilitate delivery of the Council Corporate Plan.

- The rural nature of Cumbria means that digital infrastructure improvements will not be delivered through commercial provision alone. The Digital Infrastructure Strategy therefore recognises that funded intervention from Central Government will be required, including investment to eliminate the remaining superfast and 4G ‘not-spots’.
- Priorities for investment are to encourage gigabit-capable services and universal high-quality mobile services to ensure that no resident, business or place is left behind.

6.4 As of February 2025, broadband coverage in Westmorland and Furness has over 74% of properties able to access gigabit (1,000Mbps download) broadband speeds. Over the next two years it is expected that this percentage will increase to circa 99% of properties. It is anticipated that the most isolated, deeply rural properties in the area are at the highest risk of being unable to access gigabit services through conventional means. This is shown in Table 6.1.

Table 6.1: Broadband and mobile reception coverage

Broadband and mobile reception coverage	Cumbria	Cumberland	Westmorland & Furness	UK
Properties that have gigabit capable broadband coverage of ≥1,000Mbps download	68.5%	64.20%	73.40%	86.3%
Properties that have broadband coverage of ≥30Mbps download	95.7%	95.6%	95.9%	98.3%
Properties that have broadband coverage of <10Mbps download	2.40%	2.50%	2.20%	0.7%
Percentage of 4G outdoor geographic coverage from all four Mobile Network Operators	75.78%	75.34%	76.14%	80.02%

Broadband and mobile reception coverage	Cumbria	Cumberland	Westmorland & Furness	UK
Percentage of properties that fall within 4G outdoor geographic coverage from all four Mobile Network Operators	94.92%	96.98%	92.56%	98.78%

Source: Connecting Cumbria

6.5 As of February 2025, the proportion of properties in Westmorland and Furness that can receive 4G outdoor geographic coverage from all four Mobile Network Operators [See reference 25] is just over 76% (source: Ofcom). It is noted that over 92% of properties in the area are included within this 4G outdoor geographic coverage from all four Mobile Network Operators but this is indicative because 4G coverage within properties is affected by a lot of factors including building type, glazing and positioning. Over the next two years the percentage of outdoor geographic coverage is likely to increase, but only marginally without development of a new interventions or significant change in the mobile services market [See reference 26]. This is shown in Table 6.1.

6.6 Connecting Cumbria, on behalf of the Borderlands Partnership, is currently leading the delivery of the Borderlands 5G Innovation Region programme. This programme is designed to unlock the potential of advanced wireless technology to support rural tourism. The initiative is a cross-border collaboration between English and Scottish border counties, building on the success of the Borderlands Inclusive Growth Deal. This programme is initially delivering private 5G network coverage to support use cases at five venues across the Borderlands region and in Cumbria the venue is at Ferry Nab on Lake Windermere. If the initial delivery can demonstrate value and economic sustainability, then it is hoped it will provide a blueprint for investing in 5G infrastructure in strategic locations such as tourism hotspots or Council facilities in the future. The programme will also provide information for complex public sector investments such as hospitals or ports.

Water supply

6.7 United Utilities is responsible for water supply across the majority of Westmorland and Furness, with a small part of the former Eden district, to the north east of Penrith, under the responsibility of Northumbrian Water (including the settlements of Alston, Nenthead and Garrigill). Figure 6.1 shows the boundary between the two providers.

Figure 6.1: Boundary between water suppliers serving Westmorland and Furness

[Map to be added]

6.8 In North West England, the supply of water by United Utilities is split into 4 resource zones. Westmorland and Furness primarily falls within the 'Strategic Resource Zone' (SRZ) which covers the majority of the North West and serves a population of around 7 million people. The small part of Westmorland and Furness to the north east of Penrith falls within the smaller 'Eden Resource Zone'.

6.9 The SRZ is centred upon major aqueducts in and around Westmorland and Furness, delivering water from the Lake District to Keswick, South Penrith, South Cumbria, Lancashire and Greater Manchester. There is a pumped supply from the Watchgate Water Treatment Works (to the north of Kendal) which is pumped via Shap. This is United Utilities largest water treatment plant, connecting to the Thirlmere and Haweswater Aqueducts.

6.10 The north-eastern parts of Westmorland and Furness, in the former Eden district, are within the Eden Resource Zone which serves a population of around 14,000. Most of the zone is supplied from a range of boreholes in the Sherwood Sandstone aquifer, whilst the Alston area is supplied from a bulk water supply by Northumbrian Water. There are no non-potable supplies in this zone. There is no transfer of water between the North Eden WRZ and any other zone or any

other water company, except for the import from Northumbrian Water. Northumbrian Water's Burnhope reservoir supplies raw water to its Wear Valley Water Treatment Works, which supplies drinking water to Northumbrian Water as well as the small export into United Utilities' supply area. The agreement is for Northumbrian Water to provide a bulk supply of non-fluoridated, potable water up to a maximum of 1.3 megalitres per day (Ml/d).

6.11 Water companies are required to produce Water Resources Management Plans (WRMPs) based on 25-year forecasts of supply and demand for water. The latest WRMP for United Utilities was finalised in 2024 (WRMP24) and covers the period 2025-2050 [See reference 27]. The plan sets out a strategy for water resources. Similarly, Northumbrian Water published its WRMP24 in 2024 and this also covers the 2025-2050 period [See reference 28].

6.12 Reflecting the challenges presented by climate change, a key change to the regulatory guidance is the requirement to demonstrate resilience to 1 in 500 year droughts by 2039. Previously the requirement was to be resilient to a 1 in 200 year drought.

6.13 It is worth noting that Westmorland and Furness Council, as the Lead Local Flood Authority (LLFA), has responsibilities under the Flood and Water Management Act 2010 to manage risk from localised flooding. The Environment Agency has regulatory powers to manage flood risk from main rivers whilst similar powers are afforded to LLFAs to manage flood risk from surface water, ordinary watercourses (non-main rivers) and groundwater sources.

Waste water

6.14 For the large majority of the Westmorland and Furness area, United Utilities is responsible for taking waste water from development through its sewer network, treating it and safely returning treated water to the environment. In total United Utilities is responsible for 82 WWTWs within Westmorland and Furness (this excludes the Lake District National Park). The four largest are located in Barrow, Ulverston, Kendal and Penrith. There are a number of

smaller WWTWs serving the smaller towns and larger villages. The villages and hamlets are then served by the smallest WWTWs which make up the bulk of the supply.

6.15 In the Alston area (in the former Eden district), Northumbrian Water is responsible for waste water treatment. Alston, Nenthead and Garrigill in its area have local WWTWs. Figure 6.2 shows the boundary between the two suppliers.

Figure 6.2: Boundary between wastewater suppliers serving Westmorland and Furness

[Map to be added]

6.16 Following the commencement of section 79 of the Environment Act 2021, it is a statutory requirement under section 94A of the Water Industry Act 1991 for sewerage undertakers to prepare, publish and maintain a Drainage and Wastewater Management Plan (DWMP). The DWMP is a long-term, 25-year strategic plan that sets out how United Utilities proposes to ensure robust and resilient drainage and wastewater services for the North West. An update is prepared and published every five years. The first cycle of DWMPs were published in May 2023 and proposed a step change in performance against the backdrop of climate change. The plan proposed significant investment from 2025–2050 to meet key planning objectives and statutory requirements, including interventions needed to meet the Government’s Storm Overflow Discharge Reduction Plan requirements. Changes to surface water management will be key to ensuring long-term resilience, along with drainage regulatory reform and the partnerships needed to address drainage on a catchment basis.

6.17 With regards to wastewater, it is worth noting that although most properties are connected to the mains sewerage network, some rural properties are still reliant on septic tanks and private systems. These are the not the responsibility of United Utilities or Northumbria Water.

6.18 The quality of the bathing waters in Westmorland and Furness is regularly monitored by the Environment Agency. There are three bathing water areas along the Barrow coastline (Walney West Shore, Walney Sandy Gap and Walney Biggar Bank), with the quality of these waters being a significant factor in improving the visitor economy. If bathing waters at the beaches do not meet the minimum standards set by the Directive, the Environment Agency will investigate the source of pollution and recommend remedial measures. The most recent data from the Environment Agency classified all three locations as 'good' (2 out of 3 stars) [\[See reference 29\]](#).

Electricity

6.19 Electricity North West Ltd (ENWL) is the Distribution Network Operator (DNO) in north-west England. It owns and operates the local electricity distribution network (bulk supply points, primary and distribution substations, and connectivity). The majority of electricity enters ENW network from the National Grid's national electricity transmission system, then distributes it at lower voltages to domestic, commercial and industrial customers. ENWL is a private limited company and operates the network under a license from OFGEM.

6.20 The main Grid Supply Points (GSPs, the connection between the 400/275kV Transmission and 132kV Distribution Systems where electricity is supplied by National Grid) serving Westmorland and Furness are the Harker GSP and the Hutton GSP. They are connected up to the supply points in a ring around Cumbria. These GSPs supply the Cumbria ring via two 132kV switching stations, 10 Bulk Supply Points (BSPs, where a distribution network steps down from 132kV to typically to 33kV) and 93 primary substations. This is shown in Figure 6.3 [\[See reference 30\]](#).

Figure 6.3: Electricity network serving Cumbria



Source: ENWL Network Development Report 2024

6.21 Westmorland and Furness is fed from six bulk supply points (BSPs) and 36 Primary Substations [See reference 31].

6.22 Statistics released by the Office for National Statistics [See reference 32] recorded that in 2024, 11% of the total households in Westmorland and Furness used electricity as their main source of heating.

6.23 Provision of renewable energy (principally solar and wind) is undertaken solely by private providers based on demand. The specific infrastructure demands principally concern the capacity of the National Grid to support such connections (where provision is not via a direct local supply). In order to contribute towards the UK's energy targets, the Local Plan will have an important role in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable.

Gas

6.24 Gas is distributed nationally via the high pressure National Transmission system to a series of Local Distribution Zones (LDZs). National Grid owns and operates the high pressure gas transmission system in England, Scotland and Wales. National Grid has a duty to develop and maintain an efficient co-ordinated and economical transmission system for the conveyance of gas and respond to requests for new gas supplies in certain circumstances.

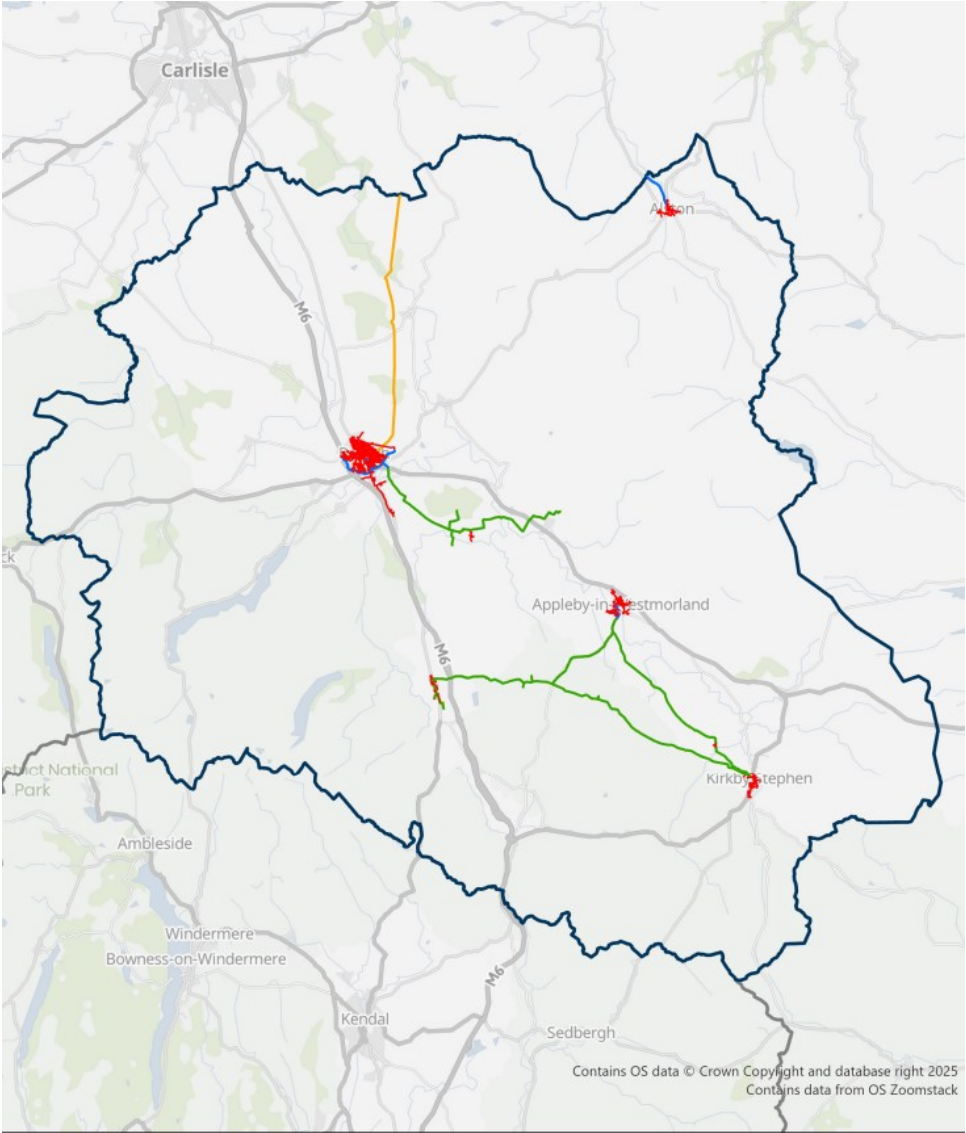
6.25 There are eight gas distribution networks (GDNs) currently owned by four companies, which each cover a separate geographical region in Britain. In addition there are a number of smaller networks owned and operated by Independent Gas Transporters (IGTs) – most but not all of these networks have been built to serve new housing.

6.26 The LDZs are operated by Gas Distribution Operators (GDOs). The gas supply companies pay National Grid Transmission and the GDOs a tariff for the use of the gas networks for access to their end-customers.

6.27 Northern Gas Networks (NGN) is the GDO that owns and operates the LDZ across the majority of Westmorland and Furness. The southern area, incorporating Barrow and Kendal, is in the LDZ owned and operated by Cadent (see Figure 6.4 for the extent of the NGN area). These GDOs do not supply gas but provide the networks through which it flows.

6.28 Gas supply infrastructure in Westmorland and Furness is extensive, covering most of the major towns and many of the smaller villages. Some rural areas often have no networked gas provision at all. Its rural nature is reflected in the fact that it has the lowest customer density of all the gas distribution networks in the UK. The GDOs have a statutory duty to supply new customers where it is economically viable to do so.

Figure 6.4: NGN gas network area



- Transmission pipelines and distribution mains
- High pressure pipeline
 - Intermediate pressure main
 - Medium pressure main
 - Low pressure main



Source: Northern Gas Networks

6.29 Within the gas distribution system there are sections that operate at different pressures, ranging from 7 bar down to 21 millibars. Generally, the closer the gas gets to a customer, the smaller the pipe diameter and the lower the pressure. The lowest pressure pipes (21 millibars) eventually supply the consumer at their properties.

6.30 Many properties in the Westmorland and Furness area are not connected to mains gas, instead using heating oil, solid fuel or, to a lesser extent, LPG (liquid petroleum gas). Statistics released by the Office for National Statistics [See reference 33] recorded that in 2024, just under 28% of the total households in Westmorland and Furness were not connected to the gas network. Of these, 8.5% used oil as their main source of heating.

6.31 Provision of oil and other sources of energy is undertaken solely by private providers based on demand and does not have any specific infrastructure requirements. The need to move away from fossil fuel sources of heating as an important part of the contribution towards meeting national carbon reduction targets means that few new properties will be developed on the basis of requiring oil or equivalent energy sources as the main source of central heating.

Known planned provision

Digital infrastructure

6.32 Through the developing Digital Infrastructure Strategy for 2026-2030, Connecting Cumbria will continue to identify investment opportunities with the intention of increasing broadband and mobile coverage throughout both Westmorland and Furness and Cumberland, with the aim that across Cumbria, no one and no place is left behind.

6.33 Both commercially funded and the Government-led Project Gigabit programme will continue to deploy gigabit-capable broadband infrastructure until at least the end of 2027.

6.34 Similarly, the Mobile Network Operators continue to enhance both the 4G and 5G networks. In Cumbria improvements in 4G are largely driven by the Emergency Services Network and Shared Rural Network programmes. The Shared Rural Network is delivered through a combination of £500m of commercial investment in improving coverage in partially covered areas and £530m of public investment in delivery of coverage to total 'not spot' areas (a geographic area that receives no 4G coverage from any MNO) across the UK. Typically, 4G expansion into new areas is delivered through the installation of additional large masts but in partial coverage or high traffic areas Mobile Network Operators are seeking to add more radios to densify their networks; densification is predominantly happening in more urban areas.

6.35 5G coverage is expanding in Cumbria through commercial investment by the Mobile Network Operators through the installation of 5G radios onto existing network assets. Deployment is now moving to standalone 5G infrastructure. It should be noted that 5G coverage has a much smaller footprint than 4G and therefore 5G networks require much denser provision of radios to deliver services. Ultimately, coverage will be improved with a denser network of structures that either have 4G or 5G radios attached to them.

Water supply

6.36 Westmorland and Furness has some of the principal reservoirs supplying water to north-west England. Strategic investment in these vital resources continues to be made. In particular, the Haweswater Aqueduct has had major investment during the current AMP period (2020-2025), with construction work to maintain supplies and increase resilience due to commence in 2026.

6.37 United Utilities is undertaking significant investment in strategic infrastructure in the region, including investment in strategic infrastructure in Westmorland and Furness. This work is essential to maintain the integrity of the water supply system and to prevent potential future risks to water quality and supply. This is part of broader interventions to enhance water infrastructure and ensure a reliable water supply for the region within the SRZ.

6.38 Within Westmorland and Furness, United Utilities has invested £27,000 at Kendal Fell Pumping Station. Examples of recent water network reinforcement in response to development include Hampsfell Wartbarrow mains, Castle Hill network upgrade and Natland mains reinforcement. There is also a £26 million project, planned in the next five-year cycle, to build a new Service Reservoir in Penrith.

6.39 There has been general network reinforcement in recent years and it is expected that this will continue.

Waste water

6.40 United Utilities invests in its wastewater infrastructure to improve treatment capacity and environmental quality. A first time sewage scheme has recently been installed to serve Laithes and Catterlen (north-west of Penrith) and the Long Marton East waste water treatment works (WWTW) has been upgraded to increase capacity.

6.41 Recent wastewater network reinforcement includes a sustainable urban drainage system (SuDS) solution at Low Garth in Kendal in response to development completed in 2022/23. Currently United Utilities is funding a flooding alleviation scheme on the network in Burneside.

6.42 United Utilities 2025-2030 programme of investment **[See reference 34]** will be designed to a 2050 design horizon, allowing for climate change and future development in the design. Kendal has been highlighted in the United Utilities plan for 2025-2030 as a priority area for enhanced rainwater management because of climate change and increasing future risk to wastewater services. In Kendal significant investment has been committed to mitigate the risk of future deterioration in sewer flooding performance due to climate change by investment in SuDS. At this stage the locations for this investment have not yet been finalised.

6.43 United Utilities has committed to a major investment programme to reduce the impact of storm overflow events. The intention identified in the Storm Overflows Discharge Reduction Plan (SODRP) is to reduce spills to a maximum of ten times a year, three times per bathing season for bathing waters and one spill per bathing season for inland waters such as Coniston. Over the next 5 years United Utilities will see major investment in over 60 storm overflows within Westmorland and Furness, bringing it in line with the expectations set in the Environment Act 2021 and SODRP. United Utilities will address the remaining overflows by 2050 in line with the Environment Act 2021 and SODRP.

6.44 The three WWTWs covered by Northumbrian Water have various scheduled improvements and upgrades identified as potentially being required in the Asset Management Plan (AMP) periods AMP9 (2030-2035) and AMP10 (2035-2040). None of these would represent major upgrades to these facilities.

Electricity

6.45 Supergrid Transformers (SGTs) at the Harker GSP are planned for upgrade in 2026. The purpose will be to expand capacity so that the expected increases in loads can be supplied. The proposals will extend the existing substation (with the existing substation eventually being decommissioned), reconfigure the short sections of the overhead lines into the extended substation and add new conductors onto 8km of existing pylons between the Karker Substation and the Scottish Border.

6.46 ENWL is embarking on a major programme to upgrade the power supply network it is responsible for – referred to as the Cumbria Ring project. In total £40m will be invested in replacing 154km of 132kV overline power lines. This will allow access to the additional capacity created at the Harker substation and create 230MW of additional capacity for uptake of low carbon technologies. Figure 6.5 shows the locations.

Figure 6.5: Cumbria Ring project



Source: ENWL Investing in Cumbria 2023 [See reference 35]

6.47 National Grid is currently working on a major project – North West Coast Connections – which will provide a connection into the National Electricity Transmission System (NETS) for the proposed 3.2 gigawatt (GW) Moorside nuclear power station, to be built near Sellafield in West Cumbria. This will support a number of new wind farms in the Irish Sea and any other potential energy generation projects that come forward in the future. The project aligns with UK energy policy and with Britain's Energy Coast, a regeneration and economic development project, which aims to establish West Cumbria as a major national hub for low carbon and renewable energy generation.

6.48 ENWL prepares a Network Development Plan (NDP) for the next 10 years [See reference 36]. The most recent Network Development Report was prepared in 2024 and identifies the interventions shown in Table 6.2.

Table 6.2: Proposed primary substation interventions

Time period	Demand-driven substation upgrades	Generation-driven substation upgrades
0-2 years	Coniston	
3-5 years	Alston, Kendal, Newby, Sebergham, Whasset	Bowaters
6-10 years	Askam & Dalton, Gillsrow, Newbiggin on Lune, Yealand, Kendal BSP	Stainburn BSP, Siddick BSP

Source: ENWL Network Development Report

Gas

6.49 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 National Grid’s 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.

6.50 The GDOs including NGN and Cadent publish Long Term Development Statements annually. This document provides a ten-year forecast of transportation system usage and likely system developments that can be used

by those contemplating connecting to the gas network, entering into transport arrangements, or wishing to identify and evaluate opportunities.

6.51 There is no specific additional infrastructure provision planned to support the gas network serving the Westmorland and Furness area. Upgrades and maintenance of the existing network is an ongoing activity, being one of the core responsibilities of the GDOs.

Needs assessment

Digital infrastructure

6.52 Connecting Cumbria is currently developing the Digital Infrastructure Strategy 2026-2030. The aim of the Strategy will still be to reach all properties in Westmorland and Furness with good quality broadband but, due to the expected good outcome of planned gigabit deployment, it is anticipated that there will be significant focus on enhancing mobile coverage.

6.53 One issue for meaningfully enhancing mobile network coverage is that provision and funding is made by the Mobile Network Operators in response to market forces. In rural areas where there are fewer resident customers, the business case for expansion is harder to make. Indeed, growth must be of a very significant scale (developments of over 5,000 residential units) to guarantee engagement from at least one of the Mobile Network Operators. If the Operators won't fill gaps in coverage under existing conditions, then new models will need to be developed to make Cumbria more attractive to investment or deliver the required improvements in other ways. Direct investment into coverage is however subject to stringent subsidy control monitoring due to the highly competitive nature of the mobile market in the UK.

6.54 In future new innovations are likely to be required to expand provision and meet increasing demand. One example being explored is attaching mobile

phone equipment to street lighting columns. This solution could support areas with high levels of traffic.

6.55 BT Openreach has taken the decision to retire its Public Switch Telephone Network (PSTN) by January 2027 and this means other providers that use BT's network must follow the same timescale. It should be noted that other companies with their own networks such as Virgin Media plan to follow a similar timescale. This means that all landline users will, from withdrawal of the PSTN in their area, need to switch to a Voice over IP (VoIP) service. This is a challenging issue in Cumbria as users of the PSTN service can still call the emergency services during a power cut to their property, but VoIP calling will require power at the property to place such a call. Therefore, after the switch from PSTN services, if you don't have mobile coverage, then it will be necessary to have a backup power supply that can last for the duration of a power cut (which can be a number of days). In some parts of Cumbria, particularly deeply rural areas such as the National Parks and the North Pennines, community planning may need to consider the provision of some form of emergency refuge station for people to call for help.

6.56 The increasing use of electric vehicles means that the demand for electric charging points is also increasing. Public chargers need to be linked to the digital network so that software and prices can be updated and people can link to the charging provider's network via a mobile phone app. This means that it will be necessary for all public charger locations to have coverage from all four Mobile Network Providers for users and desirable to have full fibre broadband access for the charging point as well.

Water supply

6.57 WRMP24 sets out the baseline supply-demand balance for water resources. In the SRZ, it shows that there is a potential deficit in the supply-demand balance for water resources based on the latest regulatory guidance. As such there is a need for a range of interventions. These interventions will increase resilience to climate change, reduce pressure to find new sources of water supply and reduce pressure on the environment.

6.58 Every five years, water companies assemble and submit a business case for capital investment to the regulator Ofwat for approval. The outcome defines what, where and when capital investment is undertaken over those five years. The current five-year capital investment programme, known as the Asset Management Plan (AMP), runs from 2025 to 2030. Any major infrastructure works required to deliver the growth in the Local Plan will need to be included in the AMP for 2030-2035 (AMP9) and subsequent updates.

6.59 The precise requirements related to growth can only be assessed once specific locations and site allocation boundaries are known. Generally however there is a need to plan for more resilience, with the requirement that all water suppliers plan for a 1 in 500-year drought. The water companies – including United Utilities and Northumbrian Water – are looking for local plans to adopt the optional minimum building standard of 110 litres of water used per person per day in all new build dwellings (which would be enforced through planning conditions tied to the grant of planning permission. Similarly there is a strong push to reduce leakage from the network.

Waste water

6.60 As with water supply, the current wastewater AMP period runs from 2025 to 2030, so any major infrastructure works that might be required to support the growth proposed in the emerging Local Plan will need to be included in the AMP for 2030-2035 (AMP9) and subsequent updates.

6.61 Also the same as for water supply precise requirements related to growth can only be assessed once specific locations and site allocation boundaries are known.

6.62 If growth were proposed in Nenthead (in the area under the responsibility of Northumbrian Water) then it may be necessary to upgrade the capacity of the WWTW there. However, this would depend on the scale and location of growth.

Electricity

6.63 ENWL's Network Headroom Report [See reference 37] updates the data for each substation annually. As needs change and potential headroom issues are identified at substations, this will be assessed and reflected in the Network Development Plan and interventions planned accordingly.

6.64 In the future there will need to be sufficient network provision to address significant increases in demand. Already there is significant generation on the network, including several large windfarms and combined heat and power sites. The growing demand from domestic sources, particularly heat pumps and EV chargers, will increase demand on the network. Also, the increase in solar panels will mean that the network will need to support the supply of excess energy back to the grid.

Gas

6.65 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. Gas supply companies would generally look at specific development proposals to understand the implications and costs of new connections to their existing network. Any view beyond a 5-year time horizon is based on more uncertainty.

6.66 At the current time there are no requirements relating to planned growth.

Chapter 7

Emergency Services

7.1 For the purposes of this assessment, emergency services relate to the following:

- Police
- Fire and rescue
- Ambulance

Responsible bodies and strategies

- Police
 - Cumbria Constabulary
- Fire and rescue
 - Cumbria Fire and Rescue Service
- Ambulance
 - North West Ambulance Service NHS Trust

Current provision

Police

7.2 The Cumbria Constabulary covers the whole of the county of Cumbria. The operational model now mirrors the boundaries of Westmorland and Furness and Cumberland.

7.3 The principal police stations in Westmorland Furness are located in the largest towns:

- Penrith (the Constabulary's headquarters which is a hybrid of operational facilities and back office functions)
- Penrith – Hunter Lane
- Barrow
- Kendal

7.4 Only the Hunter Lane facility in Penrith does not have a custody suite.

7.5 The Penrith headquarters provides a critical service. It is the command-and-control location (where all service calls are taken) and has a firearms range, scenes-of-crime unit and is home to the Constabulary's training school.

7.6 The second tier of police stations are located in the following settlements:

- Ulverston
- Windermere
- Ambleside

7.7 The Constabulary also has access to a number of drop-in facilities. These are not public-facing services, rather they are locations for officers to use as part of their day-to-day operations.

7.8 Generally, the geographical spread of police stations is sufficient in relation to the size and spread of the population. However, while the overall provision is reasonable, some rural areas remain without easy access to a station, which may impact response times and service availability in these areas.

Fire and rescue

7.9 There are 21 fire stations within the Westmorland and Furness area. They are either solely on-call, 'wholetime and on-call' or 'day crew and on-call' stations as follows:

- **Wholetime and on-call:**
 - Barrow
 - Kendal
- **Day crew and on-call:**
 - Penrith
 - Ulverston
- **On-call:**
 - Alston
 - Ambleside
 - Appleby
 - Arnside
 - Broughton
 - Coniston
 - Grange-over-Sands
 - Kirkby Lonsdale
 - Kirkby Stephen
 - Lazonby
 - Milnthorpe
 - Patterdale
 - Sedbergh
 - Shap
 - Staveley
 - Walney
 - Windermere

7.10 The locations of facilities in many of the smaller settlements reflects the needs of the service and the rural geography of the area.

7.11 This is considered to provide good coverage of the area. Many of the major buildings were upgraded under the previous Private Finance Initiative (PFI) contract.

Ambulance

7.12 There are 9 ambulance stations within Westmorland and Furness at the following locations:

- Ambleside
- Barrow
- Brough
- Grange over Sands
- Kendal
- Kendal (Westmorland)
- Penrith
- Sedbergh
- Ulverston

7.13 In addition, the station at Carlisle may provide services to rural communities close to it but in Westmorland and Furness.

7.14 Stations provide a mix of accommodation space for crews and garage space for vehicles. The vehicle fleet is a mix of crew vehicles (ambulances) and rapid response vehicles (cars).

7.15 The largest stations are in the main centres of Penrith, Barrow and Kendal, yet these are still comparatively small. The model of provision reflects the relatively low population across Westmorland and Furness. In a more densely populated area, a hub-and-spoke model would be operated, with one large hub being supported by a series of smaller 'spoke' stations. In Westmorland and Furness, all the stations serve their respective areas independently.

7.16 There is a fleet workshop to maintain the Service's vehicles located in Workington.

Known planned provision

Police

7.17 There are no specific planned activities within Westmorland and Furness. The Cumbria Constabulary's priority is to secure a new police station, probably combined with fire and rescue, in Workington.

7.18 The police station at Hunter Lane in Penrith was previously to be disposed of. However, due to increasing demands on the service it has been retained.

Fire and rescue

7.19 There is no specific additional provision planned.

Ambulance

7.20 There are currently no plans to introduce a new ambulance station in Westmorland and Furness. Some stations are seeking efficiencies by moving in with other services, e.g. the Grange over Sands ambulance station has co-located with the Fire and Police services.

7.21 The North West Ambulance Service has recently purchased 150 electric vehicles (EVs) to serve as rapid response vehicles. In the future, the existing crew vehicle fleet may be replaced with EVs but no decision has been made on this.

7.22 The Service has recently purchased a site at Derwent Drive in Workington to which the existing fleet workshop will be relocated. This will provide a larger unit than at present.

Needs assessment

Police

7.23 Growth of the largest settlements may place additional needs on the services in these towns. Penrith has grown significantly in recent years which, coupled with the changes to the police and Council boundaries, was the reason why the police station at Hunter Lane was retained.

7.24 The proposed upgrade of the A66 through Penrith is likely to impact on the Police HQ, which is located on the Kemplay Bank roundabout where some of the improvements are to be made. It is likely that some of the Constabulary's land will need to be compulsorily purchased to enable the improvements. The current facility has little land for expansion of its built facilities and if this land is taken for the highway improvements, the Constabulary may need to look at relocating over the long term.

7.25 Another issue which the Constabulary will need to address in the medium term is the increase of electric vehicles in the fleet. The challenge at present is the charging times of vehicles, with the need to retain a larger fleet to ensure sufficient vehicles are available.

Fire and rescue

7.26 The main need moving forward relates to improved training facilities. In particular the current specialist burn training facility in Penrith is not of the standard needed in the future. A new location away from well-populated areas (due to the amount of smoke created) would be preferred.

7.27 There are a number of other training needs where staff have to travel to other centres in the region to receive training. Ideally there would be facilities within Cumbria for this training.

Ambulance

7.28 The new fleet of EVs that will serve as rapid response vehicles require chargers to be located at all of the ambulance stations. Ideally these would be 22kW chargers, with the smallest stations only requiring a single charging point, most stations requiring two charging points and the largest stations, four charging points. For many of the stations that require multiple charging points it is likely that the electricity supply will require upgrading. The cost of installing two charging points and upgrading the electricity supply is £50,000.

7.29 The new fleet workshop in Workington will require a new electricity sub-station. Whilst related to its provision, this is located outside the Westmorland and Furness area.

7.30 At the present time and based on existing needs, there is not any requirement for new equipment in any of the ambulance stations. The current supply of equipment is able to meet demands.

7.31 Refurbishments of many ambulance stations are happening and will continue to happen over time. Many of the current stations were built between the 1950s and 1970s and needs have changed. In particular, there is a need for more accommodation space but less garage space, so reconfigurations are required. Internally, these refurbishments will look to make these buildings ready to meet higher energy standards, e.g. installing triple radiators which will support the use of heat pumps if these are installed at stations in the future.

7.32 Funding of refurbishments comes from the capital allocation that is provided each year. This is typically between £6m and £10m annually, with the Service developing a programme accordingly to reflect the year's budget. Penrith ambulance station was recently upgraded at a cost of £1.5m. The overall budget is for the whole service which covers the whole of north-west England.

Chapter 8

Community facilities

8.1 For the purposes of this assessment, community facilities relate to the following:

- Community centres / village halls
- Libraries
- Cemeteries and crematoria
- Public realm, heritage and regeneration

Responsible bodies and strategies

- Westmorland and Furness Council
 - Westmorland and Furness Cultural Framework 2025
- Town and parish councils

Current provision

Community centres/village halls

8.2 Westmorland and Furness as a place has a wealth of cultural assets, many that have been established for many years, which includes independent arts, heritage and cultural organisations; venues and community arts spaces; museums and areas of natural heritage; and an array of diverse place-based events across the towns, villages and open spaces of the area.

8.3 The Westmorland and Furness area received £3.6m of funding for arts and culture in 2023-24 from Arts Council England, equivalent to £15.85 per head of population. The Council has invested £315,000 in grants to cultural partners each year which has helped to facilitate the level of support from the Arts Council [\[See reference 38\]](#).

8.4 Westmorland Furness Council runs a number of cultural and community venues. This includes:

- The Forum in Barrow – an arts facility incorporating a wide range of entertainments.
- Barrow Market – an indoor market with a number of stallholders, a café and live events.
- The Coro in Ulverston - a community hub with a diverse programme of entertainment and plays a major part in the town’s year-round festival programme.

8.5 In more rural communities, community spaces are more commonly provided in the form of village halls or community centres. Data from Cumbria Action [\[See reference 39\]](#), presented in Table 8.1, identifies the following community buildings:

Table 8.1: Village hall facilities

Facilities		Former Barrow district	Former South Lakeland district	Former Eden district
Main hall capacity (seated)	1-30	0	1	0
	31-60	1	12	8
	61-100	2	14	19
	101+	0	13	12

Facilities		Former Barrow district	Former South Lakeland district	Former Eden district
Other meeting room capacity (seated)	1-10	0	0	3
	11-20	1	7	12
	21+	1	18	21
On-site parking?		1	30	24
Disabled access?		3	39	39
Wi-fi?		1	30	24

Source: Cumbria Action

8.6 A review of the neighbourhood plans that have either been prepared and ‘made’ following referendum or are in preparation has identified that local community facilities are vital to the wellbeing of these communities. Facilities such as village halls play multiple roles as meeting places, sports halls, locations for classes, etc. Appendix A provides a summary of relevant references in neighbourhood plans.

8.7 Alongside neighbourhood plans, many communities have prepared Community Plans. Whilst not having the same status as development plan documents, they do identify community aspirations. A number of these documents are significantly more 10 years old so cannot be relied on as an up-to-date record of community-identified needs. We have therefore focussed on all Community Plans published since 2013. These are shown in Appendix A.

Libraries

8.8 There are 24 libraries within the Westmorland and Furness area. These are located in the following places:

■ Alston	■ Dalton	■ Ormsgill
■ Ambleside	■ Dent	■ Penrith
■ Appleby	■ Grange over Sands	■ Roose, Barrow
■ Arnside	■ Kendal	■ Sedbergh
■ Askam	■ Kirkby Lonsdale	■ Shap
■ Barrow	■ Kirkby Stephen	■ Ulverston
■ Broughton	■ Lazonby	■ Walney
■ Coniston	■ Milnthorpe	■ Windermere

8.9 There are also library archives in Barrow and Kendal.

8.10 Westmorland and Furness Libraries’ cultural offer has grown significantly since the Libraries Connected Universal Offer for Culture was initiated in 2023. In Quarter 1 of 2024-25, library membership was up 4.5% on the previous quarter with a 10% increase in active members in Q1 on the previous year.

Cemeteries and crematoria

8.11 In total there are 48 cemeteries and churchyards in Westmorland and Furness. This is broken down as follows:

- 17 cemeteries (of which one is closed to further burials)
- 31 churchyards (with 30 of these being closed to further burials).

8.12 These cemeteries and churchyards provide a total of 73.6 hectares of space. Of this 51.6 hectares is provided at the following locations:

- Barrow Cemetery – 26.6ha

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- Penrith Cemetery – 8.9ha
- Kendal Parkside Road Cemetery – 7.1ha
- Dalton Cemetery – 4.9ha
- Ulverston Cemetery – 4.1ha

8.13 The remainder is split as follows:

- Former Barrow area – 1 cemetery and 2 churchyards totalling 2 hectares.
- Former South Lakeland area – 6 cemeteries and 17 churchyards totalling 12 hectares.
- Former Eden area - 4 cemeteries and 13 churchyards totalling 8 hectares.

8.14 Westmorland and Furness Council operates 16 of these cemeteries which are spread across the area.

Public realm, heritage and regeneration

8.15 Two of Westmorland and Furness Council's priorities relate to regeneration:

- Supporting job creation and skills, with a particular focus on growing companies and start-ups.
- Maintaining and enhancing the vibrancy of its town centres and the associated visitor economy.

8.16 The Council's Economic Development Team manage a number of major economic programmes:

- Levelling Up Fund – covering regeneration in Barrow, Penrith and Kendal. This includes regenerating indoor and outdoor market spaces, repurposing of Westmorland Shopping Centre to accommodate expansion of the Kendal Collage campus and developing an enterprise hub in Penrith.

- Town Deal – various regeneration projects in Barrow including creating a learning quarter, developing 4 new community wellbeing hubs and delivery new routes identified in the Local Cycling and Walking Infrastructure Plan.
- Borderlands – in Penrith, Ulverston and Dalton. Projects include investment in enabling works at the GSK employment site (a 42ha brownfield employment site in South Lakeland), public realm and wayfinding improvements in Ulverston town centre and a community wellbeing hub in Dalton.
- UK Shared Prosperity Fund (UKSPF) – across the area with a focus on business prosperity, skills and the visitor economy. This includes:
 - capital grants to cultural, heritage and creative organisations with the aim to encourage community involvement and inclusivity in cultural and heritage activities;
 - refurbishment of vacant Council-owned retail and office units in Kendal to make them available for lease to businesses;
 - public realm improvements in Kirkby Stephen, Barrow and Kendal.

8.17 In total, the 4 programmes have allocated over £78m to projects in Westmorland and Furness, representing more than half of the total cost of these projects of nearly £141m.

Known planned provision

Community and village centres / halls

8.18 The Borderlands Place Plans are progressing in Dalton, Penrith and Ulverston identifying the priority cultural and creative projects for investment of £3m that will help to boost town vibrancy, vitality, community and visitor offer. The Grange Lido project in Grange-over-Sands is bringing the site back into use as a facility for the local community and visitor destination.

8.19 The Forum in Barrow had to close temporarily in March 2025 to enable works to be done to the building and to transform the inter-connected Barrow Market.

8.20 Barrow Market is undergoing a significant upgrade through the Government's Levelling Up Fund. A new improved entrance, bar, café and accessible toilet facilities will be created, alongside a new community hub, with a focus on social enterprise.

Libraries

8.21 There is no planned additional library provision in Westmorland and Furness.

Cemeteries and crematoria

8.22 At the present time there is no further provision planned although options for extensions of existing cemeteries operated by Westmorland and Furness Council are being considered.

Public realm, heritage and regeneration

8.23 The 4 programmes identified above will continue to deliver against the identified priorities for regeneration.

Needs assessment

Community centres/village halls

8.24 No specific needs for new or improved village halls have been identified in any of the 'made' or emerging neighbourhood plans in Westmorland and Furness. However, 'Policy 8: Protecting and Enhancing Sport, Leisure and Recreation Facilities' of the Penrith Neighbourhood Plan does support the provision of better leisure and recreation facilities for young people, specifically by creation of a place based youth facility, with indoor and outdoor facilities **[See reference 40]**.

8.25 Other than general enhancements, no specific improvements to village halls or community centres was identified in any of the Community Plans.

Libraries

8.26 The 2023/24 Library Service Delivery Plan focuses on refurbishment (including re-wiring to enable increased digital service provision) and redecoration of libraries across Westmorland and Furness **[See reference 41]**. This would be in line with improvements undertaken in 2021 at Barrow Library and 2023 at Kendal Library. In the case of the latter, this has created a new layout which intends to enhance the visitor experience by offering library services along with local studies and adult learning. This refurbishment cost £874,000.

8.27 Westmorland and Furness Council is currently preparing a Library Strategy which should be considered at Cabinet by October 2025.

Cemeteries and crematoria

8.28 Of the 16 cemeteries operated by Westmorland and Furness, 3 have reached their operational capacity and are generally considered to be full.

8.29 Westmorland and Furness Council officers have collected data on how many spaces remain in each site as well as taking an average number of new grave spaces are used per annum as an indication of how long this is expected to last. The number of new graves varies from the number of full burials completed as often graves are able to accommodate more than one burial over its lifetime. This is shown in Table 8.2.

Table 8.2: Cemetery capacity

Cemetery	Average no. of full burials	Average no. of new graves	Estimated grave spaces remaining	Estimated no. of years remaining
Barrow	90	40	1050	26
Dalton	20	10	250	25
Ireleth	3	0	0	0
Alston	6	4	509	127
Appleby	10	10	205	21
Garrigill	1	1	183	183
Nenthead	1	1	388	388
Penrith	80	48	4000	83
Bowness	31	15	120	8
Grange	12	6	400	67
Grasmere	8	3	80	27
Kendal - Castle Street	0	0	0	0

Cemetery	Average no. of full burials	Average no. of new graves	Estimated grave spaces remaining	Estimated no. of years remaining
Kendal - Parkside	60	35	550	16
Sedbergh	7	4	300	75
Ulverston	25	15	300	20
Windermere	0	0	0	0

Source: Westmorland and Furness Council

8.30 Table 8.1 shows that capacity in most cemeteries is good, with over 60 years' capacity in the large majority sites and most of the remainder having over 20 years. Two sites (Kendal – Parkside and Ulverston) however have 20 years or less remaining and one in Bowness is shown as having an expected life of 8 years. These are identified as priorities for any future development.

8.31 An assessment has been made of extension options. The three most pressing sites – at Bowness, Kendal – Parkside and Ulverston all have extension options. The extension of Bowness Cemetery into Coronation Park (located immediately to the north of the cemetery) has been designated. In the case of Kendal – Parkside and Ulverston, any extension would need to be into areas currently leased as non-statutory allotments.

8.32 Currently burial is seen as a depreciating trend within the funeral sector and increasingly individuals are being cremated. However, as the population increases, the actual number, rather than the percentage of people, sees burial numbers remaining similar in the average 5-year periods. This provides a guide as to future needs.

Public realm, heritage and regeneration

8.33 All of the priorities for regeneration identified above continue to be areas of need.

8.34 Heritage assets are seen as being very important in Westmorland and Furness. Quite a number have fallen into a poor state of repair and there is a need to physically invest in these buildings in order to bring them back into use. At the same time any such activity must recognise modern needs of users of all types and that the refurbishment of buildings must provide for this.

Chapter 9

Open spaces and recreation

9.1 For the purposes of this assessment, open spaces and recreation relate to the following:

- Allotments
- Public open spaces – principally parks
- Play facilities
- Sports facilities (outdoor and indoor)

Responsible bodies and strategies

- Westmorland and Furness Council
 - Playground Strategy – draft: This sets out the Council’s ambitions for all Westmorland and Furness playgrounds, giving a focus to the needs of children and young people to enable them to develop through play and physical exercise.
 - Active Wellbeing Strategy – draft: This sets out an ambitious plan to improve the health and wellbeing of the local population and address health inequalities.
 - Playing Pitch and Outdoor Sports Strategy (Assessment and Strategy & Action Plan) - draft
- Town and Parish Councils (some allotments, play and sports facilities)

Current provision

Allotments

9.2 Allotments are provided by both Westmorland and Furness Council and a number of town and parish councils. Those that are managed by Westmorland and Furness Council are as follows:

- Priory Road, Ulverston – 41 plots
- Fair View, Dalton – 60 plots
- Grasmere – 8 plots (it should be noted that this is outside the Local Plan area and, given the localised nature of allotment provision, is unlikely to serve the needs of people within the area covered by the Local Plan, i.e. outside the national parks).

9.3 All three locations have a waiting list.

9.4 There are allotments in 14 other locations that are managed by the respective town or parish council. These are as shown in Table 9.1 (with allotment provision within the Lake District National Park and Yorkshire Dales National Park identified, this being unlikely to address the needs of people within the area covered by the Local Plan):

Table 9.1: Allotments managed by town and parish councils

Location	No. of plots	Waiting list?
Kendal	Over 500 plots on 17 sites	18-month average waiting list
Windermere (LDNP)	14 plots on a single site	Yes
Ulverston	Over 300 plots on 7 sites	Yes

Location	No. of plots	Waiting list?
Grange over Sands	2 sites. 30 plots at Grange Fell	Yes
Sedbergh (YDNP)	28 plots on a single site	Yes
Holme	Not known	Usually
Ambleside (LDNP)	23 plots on 2 sites plus garden share on a 3 rd site	Not known
Penrith	124 full plots and 114 half plots on 4 sites	Yes – 28 waiting as at February 2024
Kirkby Stephen	Not known	Not known
Kirkoswald	3 privately owned plots	Not known
Morland	10 plots on a single site	Yes
Skelton	3 sites, number of plots not known	Yes
Winskill	Not known	Not known
Barrow	581 plots on 11 sites	Not known
Allithwaite Cartmel	Not known	Yes

Source: Westmorland and Furness Council

9.5 It is recognised that there are also community allotments in addition to those identified in Table 9.1, as well as community gardens which provide access to food. However, such provision is commonly less formal than allotments and therefore more uncertain. It has not been possible to gather accurate data about this.

Public open spaces

9.6 Public open spaces encompass a range of different types of spaces. A number of these spaces are dealt with elsewhere in this report, including provision for children and young people (apart from facilities for teenagers), cemeteries, outdoor sports facilities and allotments. The spaces covered include:

- Parks
- Natural green space (areas of undeveloped land with limited or no maintenance)
- Amenity green space (informal recreation spaces and green spaces)
- Civic spaces (tarmac areas or paved open spaces, which may or may not include planting)
- Greenways (a sustainable corridor for walking, running, biking, learning and enjoying)
- Facilities for teenagers (youth facilities such as skate parks, sports courts and informal gathering spots).

9.7 Westmorland and Furness has 23 parks, playing fields and community orchards which it owns and manages [See reference 42]. These are facilities where playing fields are contained within the parks. There are other Council-owned facilities outside of parks which provide outdoor sports facilities and pitches. These are:

- Yew Tree playing field, Grange-over-Sands
- Dean Gibson playing field, Kendal
- Jubilee Fields, Kendal
- Wattsfield playing field, Kendal
- Queen's Park pitch, Windermere
- Rayrigg Meadow pitch, Windermere.

9.8 A number of neighbourhood plans in Westmorland and Furness (either 'made' plans following referendum or emerging plans) have designated Local Green Spaces. This protects spaces of importance to the community from development. These are shown in Appendix A.

Play facilities

9.9 Westmorland and Furness Council is responsible for a significant amount of play provision across the area. This encompasses 120 playgrounds, 11 skate parks, 16 multi-use games areas (MUGAs), one pump track and one small BMX track. Alongside this, many town and parish councils and community groups provide many additional playgrounds in their localities.

9.10 The highest levels and ranges of provision are found in the main settlements of Barrow, Penrith, Kendal and Ulverston.

9.11 Facilities for teenagers will be addressed in the Parks and Open Spaces Strategy that will be prepared by the Council.

Sports facilities

9.12 There is a wide range of provision of sports facilities, both indoor and outdoor. The draft Playing Pitch and Outdoor Sports Strategy [**See reference 43**] (PPOSS) provides a detailed assessment of current provision of outdoor sports pitches/facilities, both in terms of quantity and quality (based on survey work undertaken in 2023) for specific sports This is summarised for each of the sports below. There are other outdoor sport facilities including a number of outdoor swimming pools in the former Eden authority area which are not included in the PPOSS.

Cricket

9.13 There are 39 grass 'squares' and 17 non-turf pitches (NTPs) in Westmorland and Furness (with 13 of the NTPs being on the same square as an identified grass pitch). 10 of these squares are on school sites (4 at Sedbergh School and one each at Settlebeck School, Casterton Sedbergh School, Queen Elizabeth School, John Ruskin School, The Lakes School and Cartmel Priory School). Pitches are located across a number of towns and villages in the district, including in the main centres of Barrow, Penrith and Kendal.

9.14 The survey work to underpin the draft Playing Pitch and Outdoor Sports Strategy identified a general perception that the quality of facilities is improving. The same perception is evident across the whole of Westmorland and Furness. For those clubs where there had been no improvement, this was attributed to a lack of appropriate volunteers / grounds people.

9.15 What was felt to be lacking was training and ancillary facilities. This leads to the use of main square for training, thereby adding to wear and tear. The increasing focus on accommodating female (and junior) cricket in particular generates a need to provide improved and segregated changing facilities.

Tennis

9.16 There are 134 tennis courts across Westmorland and Furness, with 84 of these available for community use. The latter are split between club sites, park / recreation sites and school facilities. Some of the schools host clubs on their sites. The remaining courts are all located at schools that do not offer use of their tennis courts, or private holiday complexes which offer courts just for guests.

9.17 Provision is split as follows:

- Former Barrow borough area: 12 courts on 2 sites

- Former Eden area: 22 courts on 14 sites
- Former South Lakeland area: 50 courts on 22 sites.

9.18 In general, the PPOSS assessments concluded that the tennis courts in Westmorland and Furness are either of really high quality, or really poor quality, with few courts in the middle. Club courts are on the whole, of a higher quality than public courts. Many of the poor quality courts are the only ones in their locality.

Bowls

9.19 There are 61 active bowling greens in Westmorland and Furness. Over 50% of these are located in the former South Lakeland authority area, but all parts of Westmorland and Furness have at least one green. The majority of the provision is concentrated in the largest towns, with 14 greens in Barrow itself and an additional 2 in nearby Askam and Dalton. Ulverston has 3 greens, with a further 2 in Kirkby-in-Furness and Lindal-in-Furness. Kendal has 4 greens, while the wider Penrith area, including Skelton, Lazonby and Shap, is home to 3 greens.

9.20 The PPOSS assessments concluded that there was a generally positive perception of the quality of bowls provision.

Hockey

9.21 In Westmorland and Furness there are 10 full-sized artificial grass pitches (AGPs) suitable for hockey, located as follows:

- None in Barrow town (although the pitch at Ulverston Leisure Centre provides a facility within driving distance)
- 2 sand-based AGPs in the former Eden authority area (Kirkby Stephen and Penrith)

- 7 AGPs in the former South Lakeland authority area:
 - 2 in Kendal
 - 1 in Kirkby Lonsdale
 - 1 in Ulverston (at Ulverston Leisure Centre which also is within driving distance for residents from Barrow)
 - 2 in Windermere
 - 1 in Sedbergh.

9.22 Provision is considered to be well distributed.

9.23 There is a strong variation in the quality of AGPs. Most have been newly laid or recently refurbished, but the pitches at Ulverston Leisure Centre, Penrith Leisure Centre and Kirkby Lonsdale have not and have been assessed as poor.

Rugby Union

9.24 There are 35 formal rugby grass pitches in Westmorland and Furness, of which 19 are available for community use. They are generally well distributed, with 3 pitches in the former Barrow Borough, 12 in the former Eden district and 20 in the former South Lakeland district area. There are two further AGPs, one each in Eden and South Lakeland.

9.25 Club feedback in the PPOSS suggests that views on the current quality of facilities are mixed. Most clubs continue to struggle with drainage issues and further investment is required to bring pitches up to the desired standard. Additionally, some sites are perceived (by clubs) to be overplayed, which places further pressures on the maintenance procedures.

9.26 There are concerns with the quality of ancillary facilities. A total of 6 clubs identified the need for improvement in the PPOSS, with 2 of these clubs indicating that their facilities are not suitable to meet the needs of teams of

different genders and age groups and are now at a barrier to increasing participation amongst women and girls and youth participation.

Football

9.27 There are 243 formal football pitches across Westmorland and Furness as a whole. Of these, 180 (75%) are available for community use. A further 32 sites contain general playing fields (where pitches are not marked) but could potentially be provided (these are typically small size). The remainder are school sites where access is restricted either because the quality of the pitches limits their use to providing for the needs of the school or the school has concerns about site security.

9.28 These pitches include:

- 90 senior 11v11 pitches
- 32 youth 11v11 pitches
- 37 9v9 pitches
- 65 7v7 pitches and 19 5v5 pitches.

9.29 The spread of pitches by location is as follows:

- Former Barrow borough area – 32%
- Former South Lakeland area – 24%
- Former Eden area – 44%.

9.30 In all areas, the majority of pitch provision is situated in the main towns. There is no formal football provision in the Eden areas of the Yorkshire Dales and Lake District National Parks. 42% of pitches are provided by football clubs.

9.31 The PPOSS identifies that more clubs in Westmorland and Furness are dissatisfied with football pitches than are satisfied. Just 27% of clubs are

currently happy with provision. The main issues relate to access to pitches and a lack of AGPs, both for matches and training.

Rugby League

9.32 There are 20 rugby league pitches across Westmorland and Furness. These are focused almost exclusively in the former Barrow Borough area, with Ulverston and surrounding area the only other area outside this area to contain rugby league pitches.

9.33 Of these pitches, 16 are full sized and the other 4 are junior pitches and/or training areas. Most pitches are in secured community use.

9.34 The PPOSS assessed that the quality of facilities available to rugby league clubs is limited. There are issues with both the quality of pitches and the ancillary facilities that are provided. Many of the clubs have only communal facilities, and there are insufficient changing rooms / toilets for the number of teams that they are running.

Athletics

9.35 There is one synthetic outdoor athletics facility in Westmorland and Furness, located at Furness Academy in Barrow. This is a floodlit 400m, 6 lane track which also offers a full range of facilities for field events as well as changing facilities. This is owned and managed by Furness Academy School and is open for public use outside of school hours. It has achieved accreditation by England Athletics, meaning it is able to hold a competition license but lacks spectator seating which limits its functionality for events. This accreditation process did note that the track surface is likely to require refurbishment during 2025.

9.36 There are no synthetic tracks in the former Eden or South Lakeland local authority areas.

9.37 There are two gravel perimeter running tracks:

- At Frenchfields Sports Centre in Penrith (circa 1 mile in length) – free to access and available all year round during daylight hours (it is not floodlit). The track condition is poor and the facility has limited use during the winter months.
- At Phoenix Field in Windermere (300m in length) – available for bookings only. The quality of the facility is limited, making the track primarily suitable for informal / low level recreational activity.

9.38 There are no indoor athletics facilities in Westmorland and Furness.

Golf

9.39 There are 17 standard golf courses in Westmorland and Furness, 2 par-3 courses and 6 golf driving ranges which provide 68 bays (42 being floodlit). The main facilities are distributed widely throughout the area and in close proximity to the main settlements.

9.40 There are no purely public/municipal pay-and-play courses in the area. Most are well-established member clubs where the main use is by members but with green fees available for visitors. A smaller number are proprietary/commercial courses where membership is available but casual/pay-and-play access through payment of green fees are equally acceptable. Reviews indicate that the area's golf courses, particularly those of a higher standard, are generally of good quality.

Archery

9.41 There are five disciplines of archery (target, field, flight, clout and para-archery) that all require different facilities - clubs therefore often use more than one venue in order to accommodate all of their activity. Also, due to the nature

of the season being year-round, some facilities need to be indoors. There are 15 facilities in total in Westmorland and Furness:

- 3 are in the former Barrow Borough (2 of which are in Barrow itself)
- 5 are in the former Eden District (all in or close to Penrith, with 2 of these being indoor facilities).
- 7 are in the former South Lakeland District (3 in Kendal, 1 in Kirkby Lonsdale, 1 in Holme, 1 in Crooklands and 1 close to Ulverston, with 3 of these providing indoor facilities).

9.42 The survey work to underpin the draft PPOSS identified that the majority offer opportunities for target archery, with some of the locations in Eden and South Lakeland also offering flight archery. There is only one venue for clout archery and one for field archery, both in the former South Lakeland district.

Indoor sports facilities

9.43 The following indoor sports and leisure centre facilities in Westmorland and Furness are council-owned. In addition to these, there are numerous privately owned facilities, including standalone gyms and swimming pools, as well as those within hotels. Schools and other community venues also play a role in providing sports and leisure opportunities, with some offering public access, while others operate on a private membership basis. This section does not provide a comprehensive overview of all available facilities but highlights key publicly accessible provision:

- Barrow Forward, Barrow:
 - 25m, 6-lane swimming pool
 - leisure pool (with wave machine and water slide)
 - gymnasium (with fitness classes)
 - sports hall (for multiple sports)
- Dalton Leisure Centre, Dalton:

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- 20m swimming/leisure pool
- gymnasium (with fitness classes)
- 2 squash courts
- Kendal Leisure Centre, Kendal:
 - 25m, 6-lane swimming pool
 - learner pool
 - gymnasium
 - sports hall (for multiple sports)
 - fitness studio
 - sauna
- Ulverston Leisure Centre, Ulverston
 - 25m, 4-lane swimming pool
 - gymnasium
 - tennis and badminton (indoor)
 - tennis (outdoor courts)
- Penrith Leisure Centre, Penrith
 - 25m, 5-lane swimming pool
 - 13m studio pool (with classes)
 - sports hall (for multiple sports)
 - indoor bowls hall
 - climbing wall
 - gymnasium
 - fitness studio
 - outdoor 11v11-sized AGP
- Appleby Leisure Centre, Appleby

- 25m, 4-lane swimming pool
- teaching pool
- gymnasium

9.44 The facility at Barrow is considered to be in a poor state of repair. The facilities at Penrith and Kendal are considered to be good. The quality of the other facilities is not known.

Known planned provision

Allotments

9.45 There is no known new provision of allotments.

Public open spaces

9.46 There is no specific provision of public open spaces identified at this time. New provision may be made as requirements of new residential developments tied to their respective planning permissions.

Play facilities

9.47 There is no specific provision of play facilities planned at present.

Sports facilities

Artificial grass pitches

9.48 In Barrow, a new full-sized 3G AGP is to be delivered at Barrow Forward Leisure Centre. A second AGP may be delivered, subject to ground condition surveys. This provision is separate to that provided at private clubs (see 'Football' later in this section).

Tennis

9.49 As part of a Government and Lawn Tennis Association funding programme to transform public courts across Britain, Castle Park in Penrith has recently benefitted, with the refurbishment of 4 courts supported by the installation of gate access [\[See reference 44\]](#).

Football

9.50 Penrith Football Club has recently had a 3G AGP constructed at its site. This will help to address the shortage of supply in the Penrith and wider area.

Indoor sports facilities

9.51 No significant new building work is planned at this time. A programme of improvements is being undertaken on the Council-owned leisure centres to increase their energy efficiency. Triple glazing has been delivered at the swimming pools in Appleby and Penrith along with solar panels on the roofs of the leisure centres.

Needs assessment

Allotments

9.52 Given the number of locations across Westmorland and Furness where allotment use is at capacity, there is a need for more allotment provision in these locations. This is particularly the case in the largest settlements – Barrow, Kendal and Penrith – where significant levels of provision are still insufficient to meet the demand.

Public open spaces

9.53 Westmorland and Furness Council has commissioned an Open Spaces Study which will inform the particular infrastructure needs. At this time no specific needs have been identified.

Play facilities

9.54 The Council has published a draft Playground Strategy **[See reference 45]** which was prepared in 2024 through engagement with community groups, town and Parish councils, residents and visitors. This identified that the key priorities (in order) for playground users are:

- A good range of equipment
- Cleanliness
- Distance from home
- Safety
- New and exciting equipment
- Inclusivity

9.55 As part of the ongoing work related to this, it will be mapping all 120 playgrounds that the Council operates, alongside those operated by town and parish councils and community partners. This assessment will consider the proximity of neighbouring playgrounds by mapping the distance between playgrounds and consider safe access routes, existing local amenities, the particular needs of each community, and the lifespan of current equipment. The intention is that this project will evolve continuously and inform the redevelopment strategy over the next 10 years.

Sports facilities

9.56 The PPOSS provides detailed information about levels of demand and supply for outdoor sports, and the strategy and action plan makes a number of recommendations for where new / improved facilities are required to meet current need and demands. The additional demand and needs generated by additional Local Plan growth needs to be assessed once levels of and locations for development becomes available.

9.57 The PPOSS identifies that, although the population of Westmorland and Furness is increasing by circa 1%, this is in the age groups that are less likely to participate in pitch sports (ages 60+). The PPOSS forecasts there to be a small decline in the number of people in the age groups likely to participate in pitch sports, and this may impact on demand for some facilities.

9.58 Participation levels in Westmorland and Furness are above national and regional averages, despite the age profile of the Authority and the proportion of people volunteering is strong. An effective and sustainable facility infrastructure will be essential if this is to continue.

9.59 This may include merging of sports with provision at a single facility as one way of ensuring ongoing provision. It is vital that provision reflects the changing popularity of different sports. Co-location may also involve sharing facilities with other non-leisure providers. Discussions with Westmorland and Furness Council public health officers identified one particular example that has already

been taken forward which is co-location with certain NHS services that are best provided in the community, e.g. muscular skeletal services for physical rehabilitation.

Cricket

9.60 Table 9.2 summarises the supply and demand for cricket across Westmorland and Furness:

Table 9.2: Supply and demand for cricket

Authority Area	No. of Wickets Required	Total no. of Wickets Available	Spare Capacity (wickets)	Approx. Spare Capacity (MES)	Comment
Former Barrow Borough	54	64	10	52	Overplay at Dalton Cricket Club (CC)
Former Eden	66	83	17	85	Overplay at Appleby Eden CC (minimal), Stainton CC and Temple Sowerby CC (minimal)
Former South Lakeland	141.5	192	50	250	Overplay at Lindal Moor CC (very limited), Milnthorpe CC (very limited) and Ulverston CC.
Westmorland and Furness	261	339	77	385	Strong level of spare capacity but overplay at small number of sites.

N.B. Note spare capacity may not tally as a direct correlation between wickets available and required due to impact of NTP and overplay which is taken into account in these calculations.

Source: Westmorland and Furness draft Playing Pitch and Open Space Strategy 2025

9.61 Across Westmorland and Furness as a whole, provision is adequate to meet current demand. With 77 wickets spare capacity, approximately 385 additional games could be accommodated. The following 5 clubs are over-capacity:

- Dalton in Furness CC
- Appleby Eden CC
- Stainton CC
- Lindal Moor CC
- Ulverston CC.

9.62 The growth of female cricket in particular will place significant extra demands on the squares across Westmorland and Furness.

Tennis

9.63 The PPOSS identifies the number of players that the supply of courts in Westmorland and Furness can serve and whether this is sufficient to meet the theoretical demand (based on national average participation). This is shown in Table 9.3.

Table 9.3: Capacity of tennis courts and demand/supply balance

Authority Area	No. of courts available to the community (non-floodlit)	No. of courts available to the community (floodlit)	Indoor courts	Total capacity	Demand (2% participation)	Supply/demand balance
Former Barrow Borough	9 (360 persons)	3 (180)	0	540 persons	2,089	-1,549
Former South Lakeland	29 (1,160)	22 (1,320)	2 (400)	2,880 persons	1,348	1,532
Former Eden	12 (480)	10 (600)	3 (600)	1,680 persons	1,094	586
Westmorland and Furness	2,000 persons	2,100 persons	1,000 persons	5,100 persons	4,531	569

Source: Westmorland and Furness draft Playing Pitch and Open Space Strategy 2025

9.64 Table 9.3 shows that theoretically there are enough tennis courts in Westmorland and Furness to meet needs. This is not equally spread, with the former Barrow Borough authority area having a shortage of provision.

Bowls

9.65 National standards for provision of bowls facilities are very dated. Being based on provision per head of the population, it also fails to take into changing trends in the popularity of bowls. The PPOSS considers the level of membership at clubs, with the findings summarised as follows:

- Former Barrow borough: Clubs have an average of 85 members, although satisfaction levels of players are marginally lower than in Eden and South Lakeland and participation is static.
- South Lakeland: Clubs have an average of 52 members which is broadly in line with the Westmorland and Furness average. Participation trends are varied, with some proactive clubs always looking for new members (including from less common demographics such as young people) whilst other clubs are declining.
- Eden: Clubs have an average of 32 members, the lowest of the three former authorities. This is largely a function of being in the most sparsely populated part of Westmorland and Furness, with players typically reluctant to travel long distances to access a club. Lower membership brings difficulties in maintaining greens, which also then makes clubs less attractive.

9.66 Analysis in the PPOSS indicates that the number of residents aged 65+ in Westmorland and Furness is likely to increase from 61,577 in 2023 to 75,786 by 2040 (an increase of 14,210). The propensity to participate in bowls is therefore likely to grow. This is likely to stimulate additional demand for bowling and place additional pressures on the existing infrastructure. Demand forecast would suggest an additional 710 residents playing bowls across Westmorland and Furness. This would increase the average green membership to 68 members.

Hockey

9.67 The PPOSS identified that participation in adult hockey is relatively static, a position that has worsened since the COVID-19 pandemic. Demand for junior hockey is increasing, particularly at the clubs that are proactive in the junior programme that they run.

9.68 When this is compared with the supply of pitches, the PPOSS considered that there is a small amount of spare capacity on most sites midweek. This spare capacity is early / late during these evenings or on Fridays, times when hockey clubs don't want to hold training sessions.

9.69 During peak times, i.e. when matches are played, there is spare capacity on every pitch. Due to the fact that football matches cannot be played on sand-based AGPs, there is much greater capacity for hockey during these weekend slots.

9.70 The PPOSS also assessed team generation rates and concluded that, along with changing trends in football needs (moving away from sand-based AGPs for training), there is significant opportunity for growth in hockey.

Rugby Union

9.71 The PPOSS identified the following demand for rugby union:

- Senior male rugby is static or declining, with some clubs struggling to reenergise players after the COVID-19 pandemic, and clubs requiring larger squads to put out teams.
- Participation in mini and age-grade rugby is varying but on the whole clubs are seeing either static or increasing participation.
- There is growth in the female game with all clubs seeing an increase in players.

9.72 The majority of pitches demonstrate overplay once training is taken into account. There is almost no spare capacity at peak time (because a pitch cannot have spare capacity if it is overplayed). When taking into account team generation rates, the PPOSS considered that population growth will have almost no impact and there will be no new, full team of any type generated. Instead, it is likely that the additional growth that will be experienced will generate a small number of additional players who may boost squad numbers within existing teams.

Football

9.73 In recent years football in Cumbria has experienced significant increase, with mini football in particular growing rapidly.

9.74 Whilst adult football has not grown to the same degree, the PPOSS reported that more clubs had seen growth than decline.

9.75 There is also evidence that female football is now starting to experience rapid growth, with participation escalating in recent years, particularly at 9v9 level. The PPOSS suggested that this would likely mean growth in demand for 11v11 pitches from female teams over the course of the plan period. The spread of demand (based on the number of teams that played during the 2022-23 season) is shown in Table 9.4.

Table 9.4: Demand for football (teams)

Area	Adult Male	Adult Female	Youth Male	Youth Female	9v9 Male	9v9 Female	7v7 Mixed	5v5 Mixed	Total
Former Barrow area	31	1	28	3	24	8	28	29	152
Former South Lakeland area	42	2	32	8	21	9	33	23	170
Former Eden area	31	4	24	0	18	6	24	13	120
Total	104	7	84	11	63	23	85	65	442

Source: Westmorland and Furness draft Playing Pitch and Open Space Strategy 2025

9.76 Of the figures in Table 9.4 above, 46% of the teams in the former South Lakeland area are based in Kendal and surrounding area. 25% of football teams are senior teams. 34% of teams require small pitches for either 5v5 or 7v7, whilst the remainder play 9v9 or youth football. This illustrates the good spread of teams in all age groups in each of the former authority areas of Westmorland and Furness.

9.77 The PPOSS identifies that across Westmorland and Furness as a whole, 42% of pitches are adult 11v11 pitches, whilst only 25% of teams require adult 11v11 football pitches. In contrast, just under 30% of pitches are sized for youth football (11v11 youth or 9v9), but 40% of teams require pitches of these sizes.

9.78 There is a high demand for football pitches and facilities at peak times (weekend mornings and afternoons, with different pitch sizes - and therefore users – having different peaks within these time slots).

9.79 Overall the PPOSS assesses that there is limited overplay evident, but equally very little remaining spare capacity. This is broken down as follows:

- Adult pitches – adequate supply (all areas).
- Youth 11v11 pitches – inadequate supply in former Barrow and South Lakeland areas.
- 9v9 pitches – inadequate supply in former Barrow and South Lakeland areas.
- 7v7 and 5v5 – small amount of spare capacity (all areas).

9.80 In the former South Lakeland and Barrow Borough areas, the proportion of poor quality pitches reduces the amount of spare capacity available and creates overplay. In the former Eden area, pitches are of higher quality and are therefore able to sustain additional play as a result.

9.81 The increasing demand from women and girls is starting to place greater pressures on the pitch stock and it is likely that this will increase in future years. Female football typically takes place outside of the peak time for male football.

Whilst this might mean that pitches are available, they have often already been played on during the weekend by male football teams, rendering the quality of the pitch poor. The lack of ancillary facilities also rules out several sites from use. The PPOSS considered that, as demand for female football increases, it will be essential that pitches are able to sustain games across at least two timeslots without detrimental impact on quality. This emphasises the importance of providing quality facilities that can meet this need.

9.82 There are no disability football teams currently affiliated in Westmorland and Furness, although some activity is known to take place indoors and on 3G AGPs. Given that just under 20% of the population have a long standing limiting disability, illness or condition, it is a priority of all of the County Football Associations working in Westmorland and Furness to grow opportunities for disability groups. This will rely on access to appropriate facilities, which is currently a key barrier to increasing participation in Westmorland and Furness, particularly given the lack of 3G AGPs.

9.83 The PPOSS identifies a significant shortage of 3G AGPs (this type of AGP is required if matches are to be played on artificial turf). As a result, many teams have to train on sand-based AGPs which are more typically used for hockey. The PPOSS identifies the following needs:

- Former Barrow Borough area - at least 2 additional 3G AGPs required based on levels of football demand, although as many as 3 could potentially be sustained when accounting for demand for rugby league.
- Former South Lakeland area - at least 2 additional 3G AGPs required based on levels of football demand, although as many as 3 could potentially be sustained when accounting for demand for rugby league in Ulverston specifically.
- Former Eden area – 1 additional 3G AGP required in the Penrith and M6 Corridor sub-area.

Rugby League

9.84 In terms of demand for rugby league, the PPOSS demonstrates that the clubs in Westmorland and Furness are strong and sustainable. There are 33 primary rugby teams which suggests that there are strong foundations for the growth of the sport in future. All clubs apart from one had experience growth in numbers in the primary age groups.

9.85 The lack of facilities for both matches and training at most clubs is inhibiting further development. The PPOSS identified that the majority of rugby league clubs demonstrated overplay, with there being no scope for additional play at peak times. The shortage of 3G AGPs reported in respect of football also applies to rugby league, with this surface being popular for training because it reduces pressure on the pitches that are used for matches. As a result, match pitches are increasingly being used for training which reduces their quality and increases postponements (due to both waterlogging and overly hard surfaces, with both stemming from compaction). The condition of ancillary facilities is also inhibiting the growth of the game.

9.86 There is a need for one 3G AGP in Barrow town, which could either be a full-sized pitch which also supports the needs for football or a smaller training facility at a rugby league club base. There is also the need for one full-sized 3G AGP in Ulverston that would be shared with football.

9.87 Overall the existing rugby league infrastructure is not able to meet the current levels of demand.

Athletics

9.88 The PPOSS considers that participation in athletics and more specifically track and field appears to be increasing. There is demand for additional facilities from key clubs in Kendal and the former Eden area to support the growth and development of track and field athletics.

9.89 Based on England Athletics' drivetime catchment of 30 minutes, the PPOSS identifies that significant parts of Westmorland and Furness have no provision and therefore there is a need for additional provision. This takes into account existing provision outside the area.

9.90 Similarly, most residents are outside the 60-minute catchment for an indoor athletics facility, with the closest existing facility being in Blackpool, up to a 2-hour drive away.

9.91 England Athletics highlight that delivery of a NEWGEN development track is a strategic priority for them in both the former South Lakeland and Eden authority areas. NEWGEN tracks are designed to be affordable, accessible and designed flexibly to meet local need. Often these are compact facilities so won't for example provide a full-sized 400m running track.

9.92 The PPOSS identifies that the provision of spectator seating at the Furness Academy track will help enhance the facility, noting also the need to refurbish the track surface during 2025/26.

Golf

9.93 The PPOSS identifies that only 5 of the 17 clubs and courses are likely to be appealing for golfers who are infrequent or new to the game. There is a gap in the leisure and recreational market which provides a stepping stone into more regular golf participation and transition to golf on standard courses.

9.94 However, relative provision for all standard courses in Westmorland and Furness is more than twice the regional and national average, and well above the average for Cumbria. Provision of golf driving ranges in Westmorland and Furness is 1.5 times the national, regional and county average. Provision is therefore good, although facilities are mainly concentrated in the eastern part of the area.

9.95 The PPOSS assessed this provision against demand for golf and established that there is a good supply in Westmorland and Furness which considerably exceeds demand. In the former Barrow Borough there is more of a balance of supply and demand.

9.96 In general Westmorland and Furness currently has more than adequate facilities to meet anticipated demand both now and in the future.

Archery

9.97 Demand for archery fluctuates nationally although 60% of clubs locally reported a decline in demand since Covid.

9.98 The main concerns with existing provision identified in the PPOSS were the need to share facilities impacting on availability of facilities and security of tenure for clubs, with almost all renting their facilities.

Indoor sports facilities

9.99 There are increasing demands on indoor sports facilities in Westmorland and Furness which means the needs of some sports is not being met. In particular, sports halls are being used for multiple different sporting activities across each week, meaning that many growing sports are unable to provide fully for their needs and others are unable to gain access to indoor facilities. In particular gymnastics is a fast-growing sport in Westmorland and Furness which would benefit from the provision of a dedicated facility. This would also free up provision for other sports which currently are unable to find appropriate slots at the existing centres.

9.100 Some sports that have particular indoor space requirements are not having their needs met. Netball does not have access to any full-sized indoor courts anywhere in Westmorland and Furness.

9.101 It has been identified that the facilities at Barrow Forward are in a poor state of repair and that the facility needs significant upgrading or replacing. The facilities at Penrith and Kendal are generally in a good state of repair but would benefit from some improvement in order to be able to provide for modern leisure needs.

9.102 The existing leisure contract expires in 2027 and whilst the length of the new contract has yet to be determined, it is likely to be between 10 and 13 years. As part of this, dilapidation reports and building condition surveys will be prepared.

Chapter 10

Flood defences and alleviation schemes

Responsible bodies and strategies

- Westmorland and Furness Council
 - Strategic Flood Risk Assessment (in preparation)
 - Cumbria Flood Risk Management Strategy
 - Cumbria Coastal Strategy
- Environment Agency

Current provision

10.1 Flooding in Westmorland and Furness could arise from several sources including from the sea, rivers and watercourses, surface water and sewers, groundwater and reservoirs and artificial sources. Westmorland and Furness Council is the Lead Local Flood Authority (LLFA), which means it has permissive powers and a duty to manage flooding from local sources. It is responsible for managing flood risk from:

- groundwater
- surface water (overland runoff)
- ordinary watercourses

10.2 The Environment Agency is responsible for flooding from:

- the sea

- main rivers
- reservoirs.

10.3 The most significant flood risk in Westmorland and Furness is considered to arise from fluvial flooding along principal watercourses and from the sea.

10.4 In 2022, Cumbria County Council published the Cumbria Flood Risk Management Strategy [See reference 46]. This identified the flood ‘hotspots’ by district (see Table 10.1):

Table 10.1: Flood hotspots and priorities as at March 2022

Former District Authority	High	Medium	Low
Barrow	2	6	4
Eden	18	58	13
South Lakeland	31	121	35
Total	51	185	52

Source: Cumbria Flood Risk Management Strategy

10.5 This shows that the number of hotspots in Barrow is low when compared to the other locations. The Strategy noted that Barrow has had a lot of investment especially from United Utilities, meaning it is not a significant surface water flooding location.

10.6 Surface water flooding issues can be roughly split into two types. Firstly there are low lying drainage systems that back up and secondly Cumbria has steep catchments with many surcharging watercourses in a dense built environment leading to flash flooding. The low lying systems are typical of Ulverston and some areas of Grange-over-Sands. Ulverston in particular has experienced a number of surface water flooding incidents in recent years.

These situations require investment in adequately designed and maintained drainage systems.

10.7 The flash flood systems are typical of inland hilly places like Keswick, Kendal and Penrith. During storm events, these locations are prone to flash floods due to rapid runoff from the surrounding hills. Once the runoff reaches the settlements, the problems are exacerbated.

Known planned provision

10.8 There is no known provision planned.

Needs assessment

10.9 The Cumbria Flood Risk Management Strategy identified a series of improvements to mitigate the impact of flooding in the identified hotspot locations.

10.10 The new Westmorland and Furness Local Plan will direct new development away from areas of flooding through its site allocations and any development management policies. Consideration of flood risk will form an important component of the Sustainability Appraisal of potential sites and policies and will be a factor in assessing sites' suitability for allocation.

10.11 Strategic flood risk assessments (SFRAs) were prepared to inform the adopted Local Plans for Barrow, South Lakeland and Eden districts. The SFRA assesses the extent and severity of flood risk across Eden from all sources and uses the information to determine the risk of flooding on proposed site allocations. This is in the process of being updated into a single SFRA to inform the new Local Plan. Updated flood mapping and data is being released by the Environment Agency in March 2025 and this will inform the SFRA work.

10.12 The Great Ormes Head to Scotland Shoreline Management Plan (SMP) identifies that within the Westmorland and Furness area, key sections of the coast will continue to be defended from tidal flood risk through the maintenance of existing flood defences by the Environment Agency. In order to assist in delivering the SMP, strategies have been developed, which focus on the management of each section of the coast. In 2017 Cumbria County Council worked with the Cumbria Coast Protection Authorities, the Environment Agency and other organisations to develop a coastal strategy for the future management of the coast from Arnside to the Scottish Border. In 2022 the strategy was endorsed by all authorities [\[See reference 47\]](#).

10.13 The strategy identifies a series of key actions and activities for each section of coastline. For the section incorporating the Westmorland and Furness coastline, most require 'patch and repair' any degradation or damage of defence assets as required over the next 10 years. The only specific scheme identified is a short term improvement scheme to defences at Greenodd.

Appendix A

Community, open space and recreation provision and needs in neighbourhood plans and community plans

A.1 Table A1 below summarises references made to community and open space and recreation provision and needs in ‘made’ and emerging neighbourhood plans in the Westmorland and Furness area (this includes plans for places within the Lake District and Yorkshire Dales National Parks that are outside the plan area for the emerging Local Plan).

A.2 ‘Community infrastructure’ in the table comprises village halls/community centres, libraries, cemeteries and crematoria, public realm, heritage and regeneration.

A.3 ‘Open space and recreation’ in the table comprises allotments, public open space, play facilities, and sports facilities.

A.4 Table A2 identifies the same provision and needs in Community Plans published since 2013.

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Table A1 : Community facilities and spaces identified in neighbourhood plans

Neighbourhood Plan	Stage of Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Ainstable Neighbourhood Plan 2024 - 2032	Draft plan (published for informal public consultation) – The council plans to finalise the draft plan for formal Regulation 14 consultation later this year	Ainstable Village Hall, Croglin Village Hall, and St Michael and All Angels Church are identified as important community facilities.	There are proposals to develop a community and visitor centre at Croglin Church, as well as use of the Helm as a pop-up café space, with room hire.	Four Local Green Spaces are identified in the Parish, as well as Ainstable Millennium Green, which includes children's play area and wild area.	
Alston Moor Community Plan (2019)	The Council is yet to produce a Neighbourhood Plan. However, the Alston Moor Partnership produces Community Plans, with the most recent published in 2019.	There is a youth club, offering weekly sessions. There is also table tennis, and table football at St. Augustine Church.	Gaps with current provision, with potential actions including establishing a youth council.		

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Neighbourhood Plan	Stage of Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Bolton Neighbourhood Plan 2015 – 2030	Regulation 16. The Parish Council has decided not to proceed the Neighbourhood Plan at the current time.	Community spaces include a Village Hall and field, Memorial Hall, Parish Church and Chapel. The village briefly had a Friday youth club but lacked volunteers and also lost its only shop and post office.	Plans to expand the Memorial Hall.	The Parish contains a village green and playing field. Progressive loss of open green spaces.	
Langwathby Neighbourhood Plan 2015-2032	Regulation 14. The Parish Council has decided not to proceed with the Neighbourhood Plan at this time.				Two open green spaces to be preserved for visual enhancement of the village.

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Neighbourhood Plan	Stage of Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Lazonby Neighbourhood Plan 2014 – 2032	Made plan	Village Hall, which provides occasional public entertainment as well as hosts activities of local groups. There are also two public houses.		There are eleven designated Local Green Spaces. However, there is a clear shortfall with regard to play areas, sports facilities, and allotments.	Policies D6 and D7 protect existing open spaces and support new ones, There is a proposed amenity space near Meadows and enhancements to green space.
Morland Parish Neighbourhood Plan 2017 - 2032	Regulation 16 (a re-submission plan is in current progress)	Nine community facilities within Morland.	Objective 4 seeks to explore the possibility of a shop in Morland, in order to create another hub and greater social space.	There is one Local Green Space – The Donkey Field, located within the immediate community.	

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Neighbourhood Plan	Stage of Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Penrith Neighbourhood Plan 2019 – 2032	Made plan	Lack of immediate access to community facilities in relation to peripheral housing areas.	Proposals for new community facilities and improved access to existing community facilities on the Pategill, Raiselands,	The Parish has 34 green spaces and recreation facilities. Penrith Leisure Centre lacks evening activities for young people.	
Upper Eden Neighbourhood Plan 2012 – 2025	Made plan				
Allithwaite and Cartmel Neighbourhood Plan 2022 – 2032	Made plan	Allithwaite and Cartmel have a limited range of community facilities. The village also has three places of worship.		Land separating Cartmel village is designated as open space. The plan has eight Local Green Spaces (5 in Allithwaite and 3 in Cartmel).The villages also have allotments, playing fields and a play area.	The Parish Council has stewardship of a central green area, planned as a Community Orchard and Meadow following public consultation.

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Neighbourhood Plan	Stage of Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Heversham and Hincaster Neighbourhood Plan 2017 – 2025	Made plan	The Athenaeum serves as Heversham and Leasgill’s village hall, while St Peter’s Church hosts religious events, concerts, and Dallam School’s prize giving.		Social infrastructure includes a children’s playground and a tennis club.	
Grange-over-Sands Neighbourhood Plan 2017 – 2027	Made plan			Kents Bank lacks outdoor and indoor recreational facilities, except a footpath, four benches, and a limited-access hotel pool.	The Plan designates land around the library and south of Allithwaite Road as Local Green Space.

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Table A2: Community facilities and spaces identified in Community Plans

Community Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Askam & Ireleth Community Plan 2014	Village hall.		Community field and play area. Skate park. Jubilee garden. Allotments.	Improvements to skate park. Expand allotments.
Barton Community Led Plan 2014-2017	Village hall.	More benches and seats.		Play facilities. Youth recreation/ sports facilities.
Dacre Parish Plan 2014-2019	Village halls.		Recreation ground. Play facilities.	
Ousby Community Plan 2023-2028	Community centre.		Village green	More facilities for children and young people.
Sockbridge and Tirril Community Led Plan 2018-2030	Village hall.			Green space for informal recreation. Allotments.

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Community Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Broughton Community Plan 2021	Village hall.	More benches.	Recreation ground. Allotments.	Skate park. Multi-Use Games Area.
Casterton Parish Plan 2013	Village hall.			Play facilities.
Claife Community Led Plan 2013	Village halls.		Play facilities.	Improve play facilities.
Colton Community Plan 2015	Community halls.		Village green. Play facilities.	
Grange-over-Sands Community Led Plan 2014	Community halls. Library.	Cultural space (cinema, music, arts)	Green spaces (various).	Sports facilities for young people. Sports facilities for adults.
Helsington Community Led Plan 2016	Village hall.	Better facilities for young people.		

Appendix A Community, open space and recreation provision and needs in neighbourhood plans and community plans

Community Plan	Existing provision of community infrastructure	Future community infrastructure needs	Existing provision of open spaces and recreation	Future open space and recreation needs
Kendal Fellside & Greenside Community Plan 2016				Better facilities for young people.
Lower Allithwaite Community Plan 2013	Community centre.	Public toilets.	Playing fields. Play park.	Wider range of facilities at the play park.
Natland Parish Plan 2014	Village hall.		Village green. Adventure playground.	
Preston Richard Community Plan 2015	Village hall.	Litter bins.	Village green.	
Skelsmergh & Scalthwaiterigg Community Plan 2015	Community hall.			
Staveley & Ings Parish Plan 2013	Community hall. Public toilets.	Litter bins.		Better facilities for young people.

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