Appendix 1

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Kendal Local Cycling and Walking Infrastructure Plan (LCWIP) 2022 - 2037



Kendal Local Cycling and Walking Infrastructure Plan (2022 - 2037)

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### Foreword

I am pleased to introduce Cumbria County Council's Local Cycling and Walking Infrastructure Plan (LCWIP) for Kendal, which outlines the proposed network of key cycling and walking routes in the town and surrounding communities. The plan will work in conjunction with our wider infrastructure plans, including the Cumbria Travel Infrastructure Plan to support transport and connectivity, which will help Cumbria to become one of the bestconnected rural geographies in the UK, whilst also incorporating the growth of Cumbria and responding to climate change.

The LCWIP identifies cycling and walking improvements at a local community level and are designed to facilitate a long-term approach to developing cycling and walking networks. Encouraging people to adopt a more active lifestyle will benefit their health, but collectively this will have a positive impact on net zero carbon emissions.

This document gives a summary of the county council's goals and objectives, while sharing more specific information about the communities that we have consulted with in the Kendal area.

I'd like to thank all the residents, businesses, and visitors for their support and feedback on engagement and consultations to date

It is a privilege to live in a part of the country with such a strong sense of community, culture, heritage and stunning scenery right on our doorstep, especially in South Cumbria. Our aim is to encourage more people to take up walking and cycling within Kendal, to improve connectivity, boost *health and wellbeing, and* become a 'shining light' for climate action, helping Kendal to become zero carbon.

Cycling and walking are very important to Kendal residents and visitors, and through the delivery of the LCWIP we want cycling and walking to become the preferred way to travel, for shorter journeys. In Kendal, the LCWIP has great potential to help encourage more cycling and walking if the right conditions are in place - good infrastructure is key to this, as it preserves the town's identity, culture, and heritage and will help to ease the congestion in the town centre.

Additionally, we should not underestimate the role active travel will play in supporting the recovery of the economy. Through better connections and travel options, people will have access to education, training, and employment opportunities, which will contribute to a healthy, more reliable workforce.

I'm delighted with the progress that has been made through South Lakeland Local Committee and I would also like to acknowledge the efforts of all who have taken the time to share their views and opinions.



Cllr Keith Little Cumbria County Council Cabinet Member for Highways and Transport



Cllr Nick Cotton Cumbria County Council Chair of South Lakeland Committee

## Vision and Aim

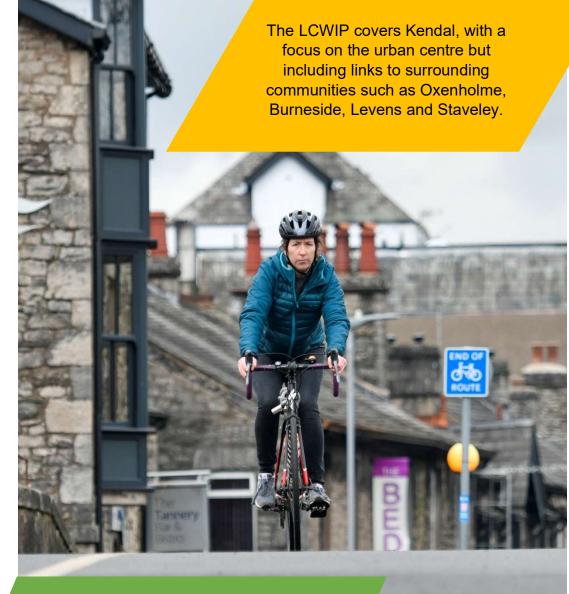
# What is a Local Cycling and Walking Infrastructure Plan?

A Local Cycling and Walking Infrastructure Plan (LCWIP) is a document that identifies and prioritises cycling and walking improvements at a local level. It sets out an approach for developing prioritised routes over the period of the Plan (2022-2037), with the aim of encouraging more people to make journeys on foot or by bike.

The focus of the LCWIP is the improvement of routes used for **everyday shorter journeys**, such as to work, school or the shops. It aims to identify good quality infrastructure that connects the places people need to get to, in a coherent, direct, safe and attractive way. Recognising that it is not always possible to connect everywhere and that funding for delivery needs to be secured, the LCWIP aims to prioritise future investment where the most benefits can be realised. The LCWIP is a not a funded plan. However, having an LCWIP in place will put the Council in the best possible position to secure future funding for the delivery of improvements.

The LCWIP has been developed using principles set out in the Government's first Cycling and Walking Investment Strategy, 2017. This Strategy sets out the ambition "*to make walking and cycling the natural choices for shorter journeys or as part of a longer journey*". Government guidance outlining a recommended approach for developing LCWIPs has also been followed.

The LCWIP is based on data and evidence of existing and future potential demand but has also been guided throughout by effective engagement with partners, stakeholders and the public.



### The LCWIP provides:

- Plans showing the most important routes for development
- Priorities and timescales for development
- A detailed evidence base to support future delivery funding bids
- A basis for securing government funding or developer contributions

## Why is an LCWIP important for Kendal?

### **Creating Attractive Places to Live and Work**

The district of South Lakeland employs approximately 43,500 people, which accounts for 21% of all employment in Cumbria<sup>[19]</sup>. A significant proportion of this employment is concentrated within the LCWIP area, primarily within Kendal itself. The town of Kendal is relatively compact with a number of retail, education and leisure sites banding the river corridor. Many people live and work within a distance that can be undertaken on foot or by bike. Investment in the streets where people live or work could create more attractive and desirable places, particularly where the investment promotes sustainable modes of travel.

### **Responding to the Climate Crisis**



cars and taxis

(DfT Transport Statistics for Great Britain

2021)

Cumbria has set itself an ambitious challenge to be the first carbon-neutral county in the UK by 2037 (Cumbria Zero Carbon Partnership, 2021). De-carbonising transport is key to achieving this goal. Cycling and walking has a much lower carbon footprint compared to other forms of transport and undertaking more journeys on foot or by bike will help to tackle climate change. The LCWIP for Kendal focusses on everyday short journeys such as those to work, school and the shops, where there is the greatest potential for change.

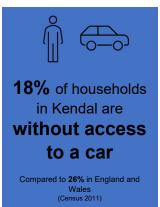
### Supporting Health, Wellbeing and Access for All

Active travel can play a crucial role in supporting public health and wellbeing. It is one of the simplest and most effective ways of enabling adults and children to meet the recommended levels of physical activity. The LCWIP for Kendal has an important role to play in promoting behavioural change. By setting out well planned networks that connect people to the places they want to go and focussing on inclusive design that ensures access for all, the LCWIP presents a real opportunity for behavioural change that will last for generations to come.



The health cost of inactivity to South Lakeland is £1,900,000 every year (Sport England Local Sport Profiles)

### Improving Accessibility and Social Inclusion



Page **5** 

Households who struggle to access employment and education opportunities, key services and facilities due to transport poverty can suffer from social exclusion. Cycling and walking are generally affordable modes of transport, accessible to most people. Enabling people to walk or cycle to the places they want to travel to can facilitate social inclusion. The LCWIP for Kendal aims to connect people to jobs, education and each other, which is especially important when other modes of transport are not available.

### Improving the Tourism Offer

Cumbria is well known for the fantastic leisure cycling and walking opportunities that the landscape offers, and Kendal is a key gateway for visitors to the area and to the wider Lake District World Heritage Site. The Kendal LCWIP integrates with existing longer distance leisure routes, such as the Walney to Wear (W2W) National Cycle Network Route 70 (NCN70) and NCN Route 6. It also provides connections from the transport hubs to several key tourist destinations within the town such as Kendal Castle, Quaker Tapestry Museum and Abbot Hall.

# **Existing Context**

## National policy context

### Gear Change: A bold vision for cycling and walking (DfT, 2020) <sup>[1]</sup>

Sets out the governments vision for the delivery of far higher quality cycling infrastructure. Accompanied by Local Transport Note 1/20 with new ambitious cycle design standards.

#### Cycling and Walking Investment Strategy (DfT, 2017)<sup>[2]</sup>

Aims to make active modes of transport the natural choice by 2040. Sets out the need for LCWIP to inform locally targeted investments.

### Future of Mobility: Urban Strategy (DfT, 2019)<sup>[3]</sup>

Includes the principle that 'walking, cycling and active travel must remain the best option for short urban journeys'.

#### Clean Air Strategy (DEFRA, 2019)<sup>[4]</sup>

A change to more sustainable modes of transport is key to delivering a reduction in emissions.

#### Decarbonising Transport: A Better, Greener Britain (DfT, 2021)<sup>[5]</sup>

Sets out the government's commitments and actions needed to decarbonise the UK's transport system.

### Key Local Policy documents include:

- o Cumbria Transport Infrastructure Plan, 2022-2037<sup>[8]</sup>
- Cumbria Local Industrial Strategy, 2019<sup>[10]</sup>
- Cumbria Cycling Strategy, 2017-2022<sup>[11]</sup>
- South Lakeland District Local Plan, 2003-2025<sup>[9]</sup>
- South Lakeland District Local Plan, 2020-2040<sup>[21]</sup>
- (emerging)
- Cumbria Rural and Visitor Economy Growth Plan, 2017<sup>[14]</sup>
- Destination Borderlands and the Borderlands Growth Deal, 2021-2031<sup>[13]</sup>
- o Economic Recovery Plan, 2020<sup>[12]</sup>
- Kendal River Corridor Vision, 2021<sup>[20]</sup>

### UK Net Zero Target (2020) <sup>[6]</sup>

National target to bring all greenhouse gas emissions to net zero by 2050

National and local policy has guided and shaped the development of the Kendal LCWIP. The Plan supports key

environmental, health, social, economic and sustainable mobility goals to better

connect people and places.

### Inclusive Transport Strategy (DfT, 2019) [7]

A need for inclusive infrastructure with streetscapes designed to meet the needs of all travellers.

### Local policy context

There are strong levels of support for cycling and walking in existing local policy.

The **Cumbria Transport Infrastructure Plan (CTIP)**<sup>[8]</sup> recognises the role that active travel schemes can play in improving health, access to education, employment and services and supporting the local economy. The CTIP places active travel centrally in the aim to develop a 'Clean and Healthy Cumbria'.

The **South Lakeland District Local Plan, 2003-2025**<sup>[9]</sup> cites cycling and walking as key mechanisms to achieve the goals outlined in several policies including:

- Policy CS10.1 Accessing Services
- Policy DM5 Rights of Way and other routes providing pedestrian, cycle and equestrian access.

The Local Plan also sets out a number of housing and employment growth areas in South Lakeland which need to be considered when developing an active travel network for Kendal. These include housing sites at Kendal Parks, Stainbank Green and north of Laurel Gardens.

A review of the Local Plan is currently underway to ensure policies continue to meet the development needs of the area up to 2040<sup>[21].</sup>

Kendal is benefiting from significant investment across a number of transport and placemaking schemes. The schemes aim to improve the area's offer as an attractive place to live, work, study, visit and invest. They also feature improvements to connectivity by active travel modes.

#### Kendal Flood Risk Management Scheme

- A £72m flood risk management scheme aiming to better protect homes and businesses from flooding in the River Kent catchment.
- Opportunity to improve the riverside corridor for the benefit of pedestrians and cyclists with flood management measures integrated with active mode infrastructure along the riverside.
- The Council are working alongside the Environment Agency and other stakeholders to determine improvements.

#### Kendal Northern Access Route (KNAR)

- The KNAR is a longstanding aspirational transport corridor to the north of Kendal, expected to provide congestion relief and air quality improvements in Kendal town centre.
- Whilst no funding has yet been secured for the KNAR, the Council is preparing an Outline Business Case for delivery funding. Central to the business case for investment will be funding to reduce the dominance of vehicles in the town centre by improving the public realm and cycling and walking infrastructure.
- The expected reduction in traffic and reduced need for vehicular capacity creates a very significant opportunity for major transformational change for walking and cycling in the town.
- This could include the creation of a direct and continuous cycling route through the town centre on the A6 which would be funded as part of the KNAR.

#### **Gooseholme Bridge Replacement**

 A £2m project to build a replacement bridge across the River Kent at Gooseholme. The replacement bridge has been designed to be fully accessible to both cyclists and walkers and it is expected that construction will be completed by summer 2022.

### Kendal X

- The Kendal X developed proposals for active travel in Kendal, this included north-south cycling and walking connections running along the canal and through the town centre.
- A £2.3m allocation from the Local Growth Fund for highway improvements and sustainable transport interventions, to address expected increases in traffic generated by development sites in the District's Local Plan, enabled delivery of part of the Kendal X.
- The Kendal X has been included within the Kendal LCWIP.

### Levelling Up Fund

- South Lakeland District Council are currently preparing a bid to the government's Levelling Up Fund.
- The bid includes elements of cycling and walking which align closely with proposals in the LCWIP.
- Funding for delivery is subject to the bid being successful.

#### 20mph

- Kendal Town Council have a long-standing aspiration to introduce a 20mph speed limit across Kendal and have prepared a feasibility study setting out how this could be implemented.
- The County Council as highway authority has responsibility for changes to the highway and are considering the merits of implementing a 20mph scheme in Kendal.
- Reducing speeds to 20mph can create a better environment for cycling and walking and can make it easier to provide cycling improvements that meet the new design standards.

### How do people currently make local journeys?

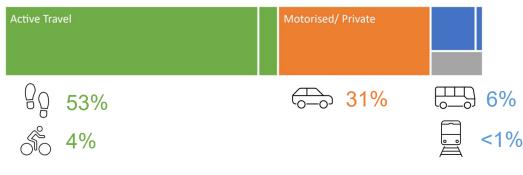
National **travel to work** data from 2011<sup>[15]</sup> shows high levels of containment in Kendal with almost 78% of residents also working within the area. Kendal town centre is a key zone for employment, attracting the greatest volume of trips.

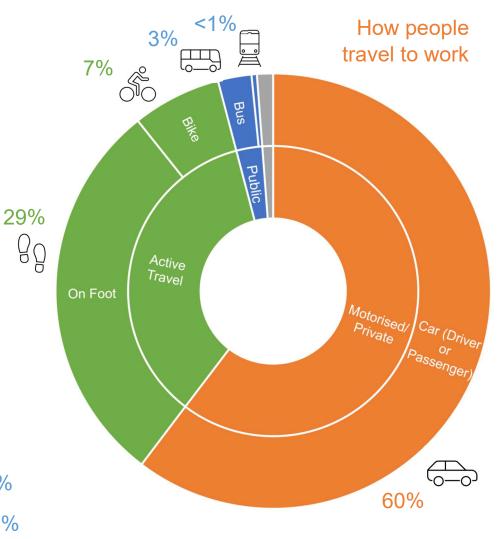
Despite short commuting distances there is a high level of car dependency with around **60%** of trips using this mode of travel. Around **7%** of journeys to work were found to be made by cycling and **29%** by walking.

Travel to school <sup>[16]</sup> data indicates **53%** of children in South Lakeland district walk to school, whilst **4%** cycle. Private motorised transport as a means of getting to school accounted for almost **31%** of journeys.

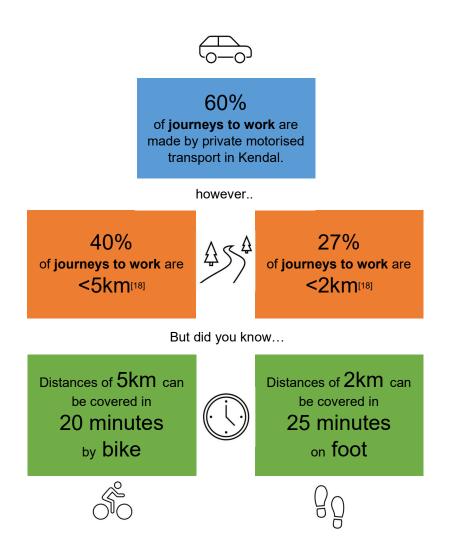
The most popular cycle routes <sup>[17]</sup> for both school and travel to work journeys within the district are all located within the **urban area of Kendal**. For cycling to work these include the NCN6, Wildman Street and Shap Road which converge on the town centre. North-south routes, including the river corridor are important for school journeys.

### How children travel to school





### Potential for more walking and cycling



60% of respondents said improvements to cycling and walking routes would encourage them to walk and/or cycle more often than they do currently.

Levels of cycling and walking in Kendal increased during the COVID-19 lockdown in Spring/Summer 2020. This was in part because roads were less busy and quieter, offering more desirable conditions for cycling and walking. The reduction in traffic emissions also led to improvements in air quality. As people returned back to places of work and to school, levels of cycling and walking reduced. This demonstrates that the potential for cycling and walking exists if the right conditions are put in place. Improvements to active travel infrastructure will form part of this.

Despite high levels of car dependency across Kendal district, a high proportion of everyday journeys to work, school or the shops are within a distance which is easily achievable either on bike or on foot.

An initial round of public engagement on the Kendal LCWIP undertaken in May 2021, asked for feedback on what would encourage people to change to cycling and walking for short journeys. Findings were consistent with national data whereby, a large proportion (64%) of respondents identified they currently make journeys by car to places that were within cycling and walking distance. Journeys to the shops, to a leisure activity and transporting children were the top 3 reasons given.

# Cycling and Walking Infrastructure

# Developing the LCWIP

The LCWIP for Kendal has been developed in accordance with government guidance and has followed a six stage process.

**Stage 1: Determine the scope** – establish the geographical context and arrangements for governing and preparing the plan.

**Stage 2: Gathering information** – identify existing walking and cycling patterns and potential new journeys. Review existing conditions and identify barriers to walking and cycling. Review related transport and land use policies and programme.

**Stage 3: Network planning for cycling** – identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the improvements required.

**Stage 4: Network planning for walking** – identify key trip generators, core walking zones and routes, audit existing provision and determine the improvements required.

**Stage 5: Prioritising improvements** – prioritise improvements to develop a phased programme for future investment.

**Stage 6: Integration and application** – integrate outputs into local planning and transport policies, strategies and delivery plans.



# **Engagement and Public Consultation**

Public consultation and stakeholder engagement has played a key part in the development of the Kendal LCWIP with an initial public consultation undertaken in May 2021 and a follow up in November 2021. In addition, regular workshops have been undertaken with key stakeholders throughout.

The initial public consultation focused on gaining an understanding of:

- Current travel behaviour cycling and walking journeys and why these are undertaken;
- Public opinion on the current active travel provision in Kendal;
- Any barriers on active travel routes that may prevent cycling and walking;
- What would encourage modal shift to cycling or walking for short journeys; and,
- Feedback on the emerging prioritised cycling network.

A total of **485 responses** were received for this consultation.

The follow up consultation offered a second opportunity to comment on proposals prior to finalising the Kendal LCWIP. This consultation focused on:

- Gauging the level of support for the draft prioritised cycling and walking network plans;
- Whether the network and interventions proposed would encourage the respondent to use active modes more often; and,
- Whether there was support for reduced space for cars to prioritise active modes.

A total of **230 responses** were received for this consultation.

The results of the consultation exercise demonstrate a **strong desire for future investment** in cycling and walking infrastructure. Responses emphasised the importance of providing **safe**, **segregated routes** that provide **direct connections** to the places people want to get to. The need to provide routes that were **separated from other modes of travel** was a common theme in the responses and was identified as a key measure for encouraging more cycling and walking. **Greater priorities for cyclists**, **less traffic on the roads** and **lower speed limits** were also supported.

The main perceived barriers to cycling and walking were:

- Busy roads
- Quality of routes
- Feeling unsafe
- Junctions that are difficult to cross

The draft priority cycling and walking networks presented received a **high level of support** and the majority of respondents felt the proposals would encourage them to cycle or walk more often.

"Kendal is an ideal size for accessing on foot or by cycle, and the road infrastructure is necessarily limited by the physical geography of the area. Changing the balance towards cycling and walking would be a great improvement on many levels."

> - a local resident, open ended question response, November 2021

## Existing cycling and walking routes

32% felt the existing cycling routes do not connect to the places they want to go

10% felt the existing walking routes do not connect to the places they want to go

### Cycling and walking barriers and opportunities

70% identified "busy roads" as top 3 reason for why it is difficult to cycle

41% identified "**difficult junctions to cross**" as top 3 reason for why it is difficult to walk

60% identified "cycle routes separated from other modes of travel" as a top 3 reason for encouraging them to cycle more

44% identified "**better maintained pavements/footways**" as a top 3 reason for encouraging them to walk more

"I think safe cycling for kids needs providing as they have different needs and if they get used to being driven everywhere they will then drive everywhere later as it's what they are used to."

"It is important where busy main roads are concerned to have dedicated separate cycle and walking areas, not a simple line painted at the inside of the road. I realise this is more costly but it is essential to encourage more cycling and also enables walking.."

A local resident, open ended question response, November 2021

### Support for proposals

90% said they would support cycling and walking improvements even when this could mean less space for other road traffic

88% welcomed more money being spent on cycling and walking in Kendal

65% strongly agreed or agreed with the routes prioritised in the draft Kendal LCWIP cycling network

71% strongly agreed or agreed with the routes prioritised in the draft Kendal LCWIP walking network

60% felt the proposals in the Kendal LCWIP would encourage them to cycle or walk more often



See Kendal LCWIP Consultation Summary Reports for further details

- A local resident, open ended question response, May 2021

## Cycling Infrastructure Improvements

### **On-Highway Fully Segregated Cycleways**



Segregated cycleways offering separation from pedestrians and motor vehicles.

Photo shows a stepped cycle track.

### **Upgrades to Existing Facilities**



Removal of through-traffic to create Low Traffic Neighbourhoods. Slowing traffic i.e. 20mph zones.

Photo shows a Low Traffic Neighbourhood

### **On-Highway Lightly Segregated Cycleways**



Light segregation providing a protected space.

Photo shows light segregation using 'wands'.

### **Road Crossings and Junctions**



Strong visual priority for cyclists and walkers on side junctions. Crossings and junctions offering separation and improved safety.

Photo shows a 'CYCLOPS' junction.

The Kendal LCWIP broadly identifies the types of improvements that could be implemented. All improvements are subject to securing funding and further development.

### **Off-Road Cycleways**



Greenways providing rural connections. Shared use paths where pedestrian number are low.

Photo shows a greenway with segregated facilities

### Secure Cycle Parking



Short stay and long stay solutions that are secure and positioned at strategic locations.

Photo shows a secure cycle hub.

### Walking Infrastructure Improvements

#### **Public Realm**



Enhancing the look and feel of an area through, planting, paving, seating, and street art.

Photo shows public realm improvements.

#### **Road Crossings**



Widening refuges, improving timings, signals and markings.

Photo shows an improved signalised junction .

#### **Blended Footways**



Continuing footways across junctions to enforce pedestrian priority.

Photo shows a blended footway

### Wayfinding



Providing simple directional signage, larger maps or interactive screens

Photo shows information and wayfinding signage.

#### Maintenance

Short term maintenance to bring a route up to standard or planning for longer term maintenance.

#### Increased Surveillance

Improving sightlines, additional access points or installing CCTV.

#### **Footway Widening** Proving adequate footway widths.

### **Speed Reduction**

Through physical traffic calming measures, enforcement cameras or public realm.

### **Dropped Kerbs and Tactile Paving**

Improving access for pedestrians with limited mobility or sight impairments.

#### **Reduced Kerb Radii**

Limiting the speed of motor vehicles at junctions to allow pedestrians to cross more safely

## **Cycling Network**

The Cycling Network reflects the importance of connectivity across the LCWIP area to increase active travel and reduce car journeys. Key aspects of the network include:

- routes running along the Kendal River and Canal corridors, providing access to the centre of town;
- links to both Kendal Railway Station and Oxenholme Railway Station;
- access to key employment sites, including the town centre;
- links to schools including Kirkbie Kendal School and the Queen Katherine School, and,
- longer distance connections to Levens, Natland, Burneside and Staveley

Recognising that it is not possible to connect everywhere, the LCWIP focuses on the most important routes to secure funding for. Support for walking and cycling infrastructure usually increases further once it is built and people are using it. Over time these priorities can be built on to deliver a more extensive network to encourage and support a step change in the numbers of people cycling and walking.

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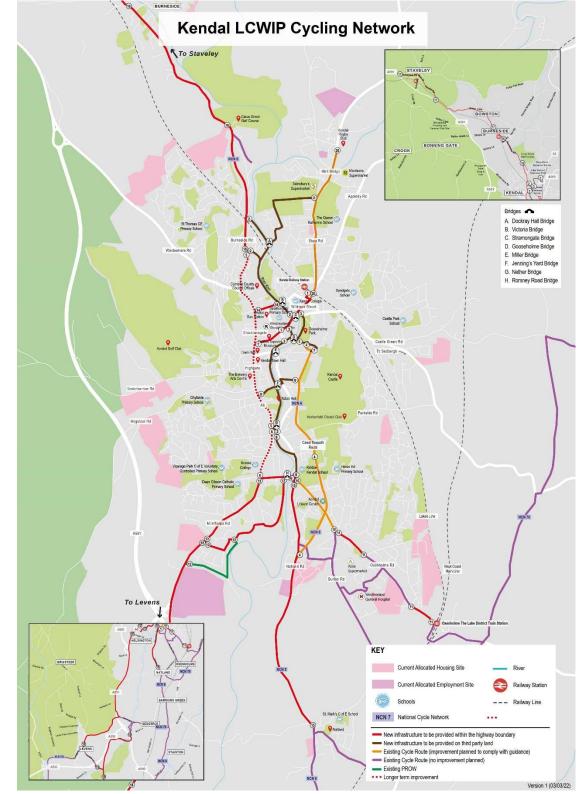
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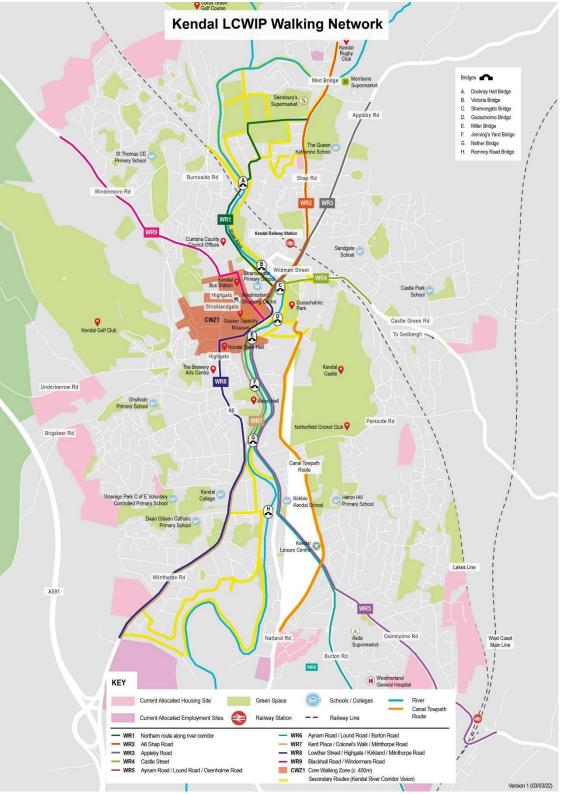
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See Kendal LCWIP Technical Report Appendix A for a copy of the Cycling Network Map

The network makes use of Kendal's natural assets with a focus on active travel routes running along the Kendal River and Canal corridor. It incorporates new cycling routes and improvements to existing routes, alongside existing provision to provide a coherent, direct, safe, comfortable and attractive cycle network for Kendal.





The walking network map shows Primary routes to Kendal Town Centre Core Walking Zone. The Kendal River Corridor secondary route network is also shown. Throughout the lifespan of the LCWIP a more complete walking network will be established by identifying routes and improvements for other Core Walking Zones.

### Walking Network

As part of the LCWIP, we have identified Core Walking Zones across the study area, along with primary and secondary routes linking into those Core Walking Zones.

- Core Walking Zones are areas with the highest potential for footfall such as town centres and employment sites.
- Primary routes are those routes that are generally the most direct and have the highest usage.
- Secondary routes are alternative routes that are generally less direct but quieter.

The LCWIP identifies potential improvements within the Core Walking Zones and along the primary routes which, could include: new or enhanced road crossings; better quality public spaces and paths; and the provision of dedicated and separated space for walkers.

Improvements have been identified for the Kendal Town Centre Walking Zone (CWZ1) and connecting primary routes. These are shown on the plan adjacent and further detail is provided in the full LCWIP.

Throughout the lifespan of the LCWIP, improvements will be identified for the remaining Core Walking Zones and connecting primary routes across the LCWIP area.

See Kendal LCWIP Technical Report Appendix A for a copy of the Walking Network Map

### Prioritisation

In developing the LCWIP, government guidance setting out a recommended approach to prioritising networks of walking and cycling routes, has been followed. The guidance recommends that priority should be given to areas which have the **greatest potential for increasing cycling and walking trips** and offer the **greatest value for money**.

The delivery of all improvements identified in the Kendal LCWIP is subject to securing funding. Routes for delivery have been prioritised using a framework that assesses:

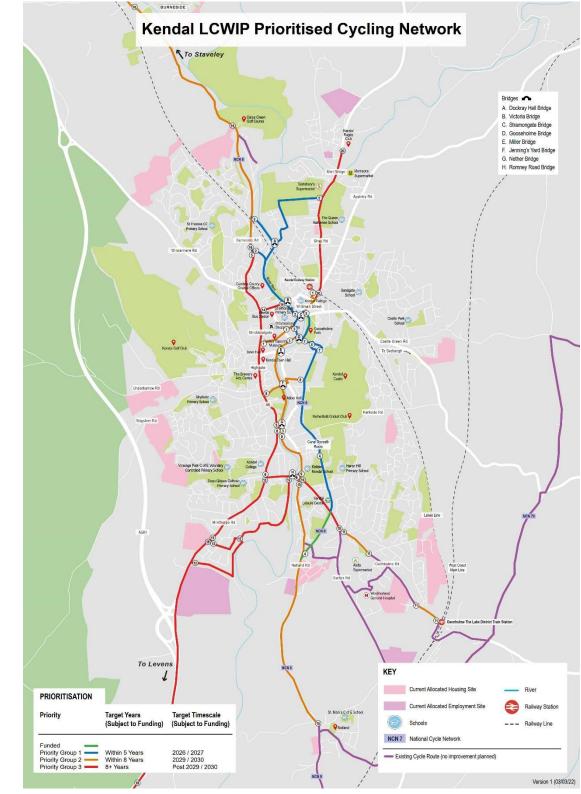
- Effectiveness the potential to generate cycling trips
- Alignment with policy objectives such as those in the CTIP
- Economic factors scheme cost, value for money and likelihood of attracting funding
- Deliverability engineering constraints, land ownership and stakeholder support

The cycling routes have been prioritised as shown on the adjacent plan. The routes have then been categorised according to the targeted timescale for delivery:

- Funded: These will be delivered in line with the timescales of the funding source
- Priority 1: Delivery within 5 year (2026/27), subject to funding
- Priority 2: Delivery within 8 years (by 2029/30), subject to funding
- Priority 3: Delivery 8 years plus (post 2029/30), subject to funding.



See Kendal LCWIP Technical Report Appendix B for a copy of the Prioritised Cycling Network Plan



# **Conclusion and Next Steps**

The Kendal LCWIP provides a prioritised investment plan for cycling and walking in Kendal District over the next 15 years.

The LCWIP takes into account the overlaps and synergies with other plans, schemes and strategies. This means the network priorities will be reviewed and updated periodically, particularly if there are any significant changes in local circumstances, such as the publication of new policies or strategies, new development sites, if funding bids are successful and as walking and cycling networks mature and expand.

The LCWIP for Kendal is a live document that will be regularly reviewed to ensure the most appropriate routes for cycling and walking are identified and prioritised for future delivery.

The document will be used to assist in securing funding for the delivery of the identified improvements.

# **Further Information**

For further information please refer to our webpage for accompanying reports:

#### www.cumbria.gov.uk/cyclingandwalking

- Kendal LCWIP Technical Report and Appendices:
  - Appendix A Cycling Network Plan and Walking Network Plan
  - Appendix B Cycling Prioritised Network Plan
  - Appendix C Supporting Information
- Consultation Reports

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Thank you for reading

this document