

Papworth Everard Village Design Guide

Supplementary Planning Document
Adopted January 2020





Aerial photograph of Papworth Everard with the parish boundary highlighted.

Contents

	Page
Foreword	4
1. Introduction	5
2. About Papworth Everard	6
3. Community Input	8
4. Village Character	10
5. Landscape-led design: views	14
6. Landscape-led design: connections	16
7. Landscape-led design: character	18
8. The Royal Papworth	20
9. Design of new homes	22
Credits and copyright information	24

Foreword

South Cambridgeshire is a district of diverse and distinctive villages, as well as being a high growth area. South Cambridgeshire District Council (SCDC) wants new development to maintain and enhance the special character of our villages, and for communities to be at the heart of the planning process to help achieve this.

This is supported through our Local Plan which places good design at the heart of its vision for achieving sustainable growth:

Local Plan – Policy S/1: Vision

South Cambridgeshire will continue to be the best place to live, work and study in the country. Our district will demonstrate impressive and sustainable economic growth. Our residents will have a superb quality of life in an exceptionally beautiful, rural and green environment.



In 2018, the Council was awarded funding from the Ministry of Housing Communities and Local Government to develop exemplar village design guidance, working in collaboration with village communities undergoing significant growth and change, in order to develop locally specific design guidance.

In line with our key objective of putting our customers at the centre of everything we do, we are delighted to have worked with representatives who live and work in these communities, to produce this exemplary design guidance to improve the quality of new developments in our villages.

We look forward to seeing a new generation of locally distinctive, high quality schemes that show the influence of this Village Design Guide.

Cllr. Dr. Tumi Hawkins
Lead Cabinet Member for Planning

Acknowledgements

The Papworth Everard Village Design Guide has been prepared by the Greater Cambridge Shared Planning Service and DK-CM with Spacemakers and Europa, and developed in collaboration with the village community, through a process of active community participation and consultation.

SCDC is grateful to Chris Howlett for leading the village steering group for the Village Design Guide project and acting as community project champion.

1. Introduction

Purpose and scope of this document

As a Supplementary Planning Document (SPD), the Papworth Everard Village Design Guide has been prepared to amplify and build on the requirements set out within policy **HQ/1: Design Principles** in the adopted 2018 Local Plan, as well as supporting the other policies within the Local Plan which relate to the built and natural character, and distinctiveness of South Cambridgeshire.

This Village Design Guide SPD:

- Supports South Cambridgeshire's policy that seeks to secure high quality design for all new developments, with a clear and positive contribution to the local and wider context.
- Describes the distinctive character of the village, and those aspects of its built and natural environment that the community most value
- Sets out clear design principles to guide future development proposals in and around the village of Papworth Everard.
- Is intended as a user-friendly tool for planners, developers, designers and community members.

The Papworth Everard Village Design Guide SPD is a material consideration in determining planning applications for developments within the village.

Who should use this document

The Papworth Everard Village Design Guide should be read by:

- Developers, property owners and their designers, in considering potential development proposals.
- Development management officers in assessing the suitability and determination of planning applications.
- Statutory and non-statutory consultees, including the parish council and members of the public, in commenting on planning applications.

The Village Design Guide should give confidence to all parties involved with the planning and design process, that they understand the essential character of the village, and how to respond to this appropriately through design. This will lead to better quality, more locally distinctive development that is welcomed by local residents and contributes positively to the sustainability of the village.

2. About Papworth Everard



Papworth Everard has a population of 2,880 (2011 census) and is a village with ancient roots situated on Ermine Street, the Roman road between London and York. The village is perhaps most notable for being host, from 1918, of the Papworth Village Settlement, an internationally-renowned tuberculosis colony which led to much of the development of the village and which continues to influence the character and spirit of the village today. The village has a Conservation Area (1993) which in 2011 was expanded to cover later developments in the village, notably the Village Settlement. An Appraisal of the CA (2011) provides further historical information to this document and has been consulted, along with the SCDC Local Plan (2018), in the preparation of the Village Design Guide.

Papworth Everard originated in an early settlement around St. Peter's Church at the south-western edge of the village, just to the west of Ermine Street, the Roman road from London to York. The development of Papworth Hall to the east in the early nineteenth century shifted the village's centre to Ermine Street, along which housing for estate workers was built.

In 1918 the Papworth Village Settlement, a global pioneer of Tuberculosis treatment, began life at Papworth Hall, and soon became the dominant institution in the village, developing housing for current and former patients, factories

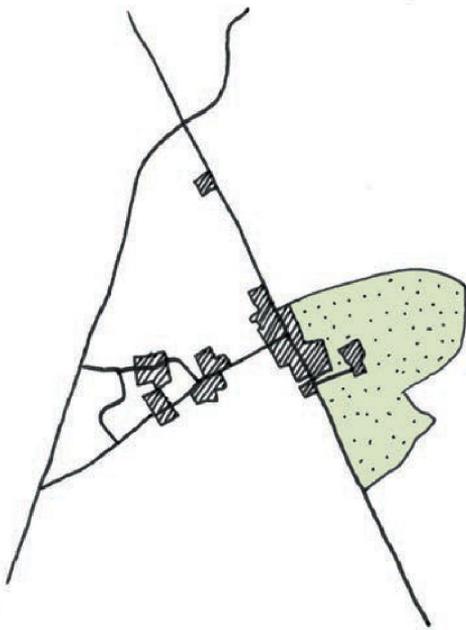
and recreational facilities. The medical facility became a NHS hospital in the postwar period, and the Varrier Jones Foundation and the Papworth Trust, which originated in the Village Settlement, remain as key landowners, landlords and stakeholders.

Thanks to this history the village has an unusual and highly significant development pattern, the characteristics of which we seek to reinforce through the design principles in this document. This is particularly significant as the village has seen significant growth in recent years through the development of various housing estates across the parish, and the NHS hospital is committed to leaving the village in the coming years and transferring to Cambridge. Whilst the future of the hospital site cannot be predicted at this stage, a clear policy strategy for its future is contained within the SCDC Local Plan (2018).

The Village Settlement's legacy is also of a very particular series of residential developments in the village, with a particular focus on accessible dwellings.

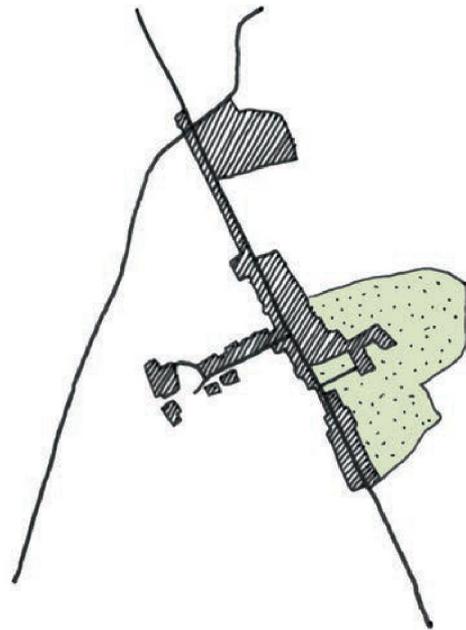
The various phases of the village's development are outlined in the diagrams (fig. 1) adjacent.

Fig.1 Historic Maps



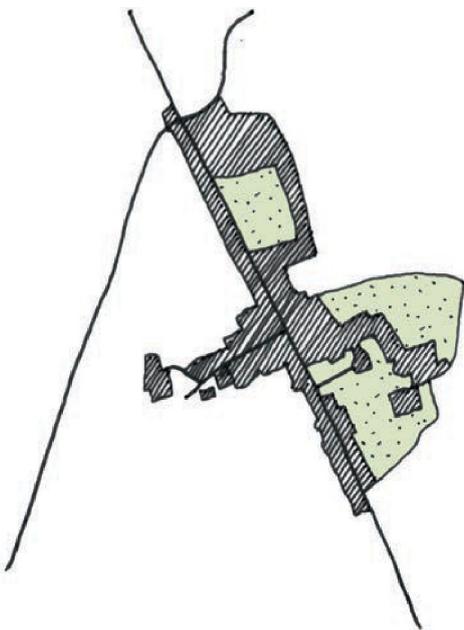
c1850

Village growth primarily to the west around medieval settlement at St. Peter's church but also in the form of worker's cottages for Papworth Hall, built early c19 in grounds along Ermine Street.



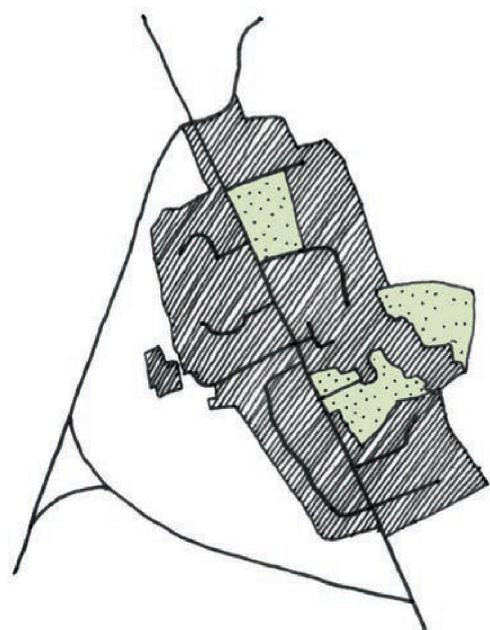
c1940

The Village Settlement is established in and around Papworth Hall, more infill development associated with the Settlement and its industries throughout village and particularly stretching north up Ermine Street.



c1970

Further housing development along Ermine Street, mostly by Village Settlement, and expansion (in multiple phases) of the Settlement premises, latterly as an NHS hospital in former Settlement wards.



c2015

Significant post-Settlement residential development, redevelopment of much Settlement industrial land for housing and mixed use, employment uses in a business park to the south. Ermine Street superceded as key vehicular route by ring-road.

3. Community Input

This Village Design Guide was made with the local community of Papworth Everard.

Following an initial briefing from the village's project champion, the consultant team organised a day-long workshop (3.11.2018) in the village to be attended by a group of villagers. The aim of the workshop was to collectively produce a fanzine, *Papworth Everard Today and Tomorrow*, which would summarise the qualities and issues of the village as seen through by the villagers present. In the space of a day we toured the village led by villagers, captured key spaces and moments as photographs, and then worked to collectively edit the final fanzine to be finalised and printed at the end of the day. Captions for photographs were led by their original author with additional commentaries and opinions added where they existed.

The fanzine provides a multi-voiced and diverse portrait of the village community, and the themes discussed form the basis of this Village Design Guide. Following the workshop, themes were developed by DK-CM to be presented back to the villagers (26.11.2018) in an evening review session where the themes could be critiqued, expanded upon, removed or replaced.

Unless otherwise stated, all text in 'quotes', and all photographs, have been taken directly from the original zine, as a way of enriching the design guidance that forms the majority of this document. In some circumstances photographs by the consultant team, together with diagrams and maps, have been added.

The workshops, and the making of the fanzine, inevitably led to a wide range of valuable discussions and talking points, some of which do not fall within the remit of a Village Design Guide. As a record of the village's opinions on key developmental issues, they have been recorded here with a view to their informing subsequent work, including that of the proposed Neighbourhood Forum.



Fig.2 Fanzine cover

Community design priorities for the Village Design Guide

- Protect and add to existing views and vistas across the village (particularly views of landscape and countryside within and beyond the parish boundary)
- Protect and add to existing off-road paths and connections across the village, also to protect and add to the village's trees and hedgerows in a way that is right for the village.
- A legacy and positive public use for the Royal hospital site
- Dwelling types that are appropriate to this context

Other priorities raised through the engagement process

- Continue the Village Settlement's legacy of accessible, high quality housing
There is a strong aspiration in the village community to continue to provide accessible housing, including for aging people, within the village. The hope is to be an exemplar village in terms of accessibility. The community is keen to encourage providers of this sort of home to consider the village as an ideal location for accessible dwellings and homes for the elderly.
- Continue the tradition of good sports facilities
Papworth Everard has enviable open sports pitches, a further legacy of the Village Settlement. New excellent quality sports provision would be welcomed in the village to continue and further this legacy, selected to expand enhance and complement the existing provision. The parish council is pursuing new sports facilities and the village community would welcome further additions to its existing provision.
- Strategy needed for vacant or derelict sites throughout the village
There are multiple empty or derelict sites in prominent locations across the village. Many of these empty or derelict sites have planning approval in place but are lying fallow or empty. The community would like to encourage greater attention paid to these sites while they are vacant or awaiting development. Ideas included wild flower planting, more attractive or fewer hoardings and fences, and 'meanwhile uses' such as temporary public activities. The village is interested in talking to land owners with vacant or derelict sites in the village to proactively explore new temporary uses and improvements to the appearance of these sites.



Fig.3 Touring the village



Fig.4 Editorial meeting

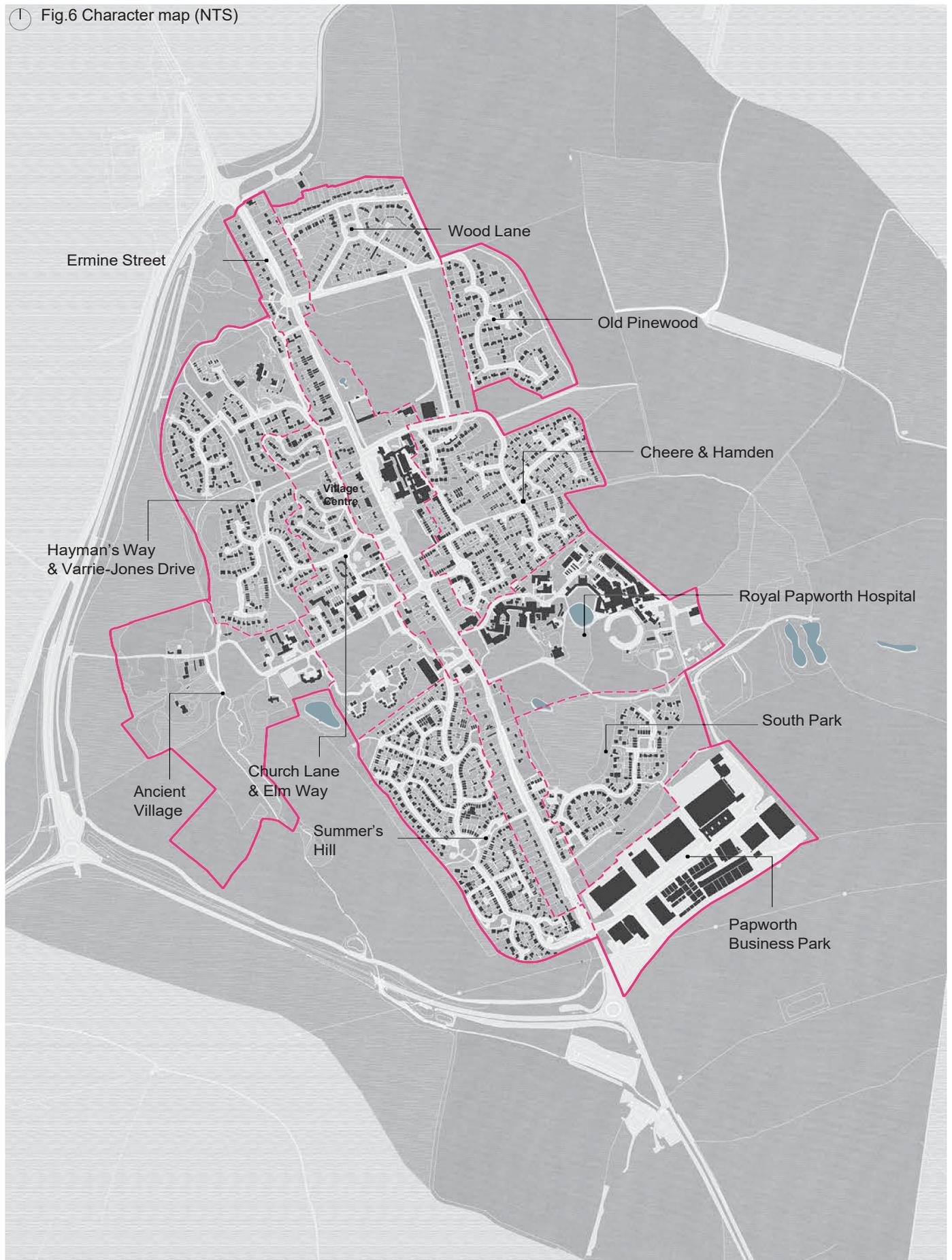


Fig.5 Editorial team of villagers with the final 'zine'

4. Village Character

On the following pages, character area of the village are identified and guidance offered.

Fig.6 Character map (NTS)





Ancient Village This is the original settlement of the village, clustered around St. Peter's Church and now made up of scattered development, mostly farmhouses and other agricultural buildings. At the far end of Church Lane, the overall feeling here is of quietude, and buildings tend to be surrounded by hedging, mature trees and open space. This area is the original designated Conservation Area. Any development here should respond positively to its historic, leafy character.



Ermine Street

The central spine of the village, a Roman road now with reduced through-traffic thanks to the construction of the bypass in recent years. The road is wide and lined with substantial mature trees and hedgerows, and properties tend to use hedges as boundaries, a pattern that appears to date back to the estate workers' homes built here in the 19th century and which is typically respected in more recent development, and which should continue. Even the village's commercial centre, and the heavily used village hall, are framed by mature trees and open space. Houses of the 19th Century in the village centre are of white Gault clay brick and originally had either plain tile or slate roofs. Early 20th century houses are either of common or red brick (southern end of Ermine Street South), or of red brick with a cream painted render first floor (northern end of Ermine Street North).



Royal Papworth Hospital Papworth Hall was the original home of the Papworth Village Settlement, before the settlement's treatment expanded into new buildings built to the north of the original hall, preserving the landscaped gardens to the south. Expansion of the campus continued after it became an NHS hospital later in the century, though none of the latter buildings have the historic or design interest of the original settlement wards. The landscape quality of the hospital grounds is highly valued. *See Section 9 for more detailed guidance on this area.*



South Park This 2010s housing estate uses a mix of buff & red bricks and render on a series of dwellings that have a slightly neo-classical character. Importantly, the development has preserved a significant area of green landscaping, South Park (part of Papworth Hall's extensive landscaped grounds), . The development is hugely improved by every house being a matter of metres from this significant green space. Generally this estate also provides reasonable space for cars within plots so that they don't dominate the streetscape, and a range of smaller green spaces.



Wood Lane Wood Lane was developed mainly in the interwar period by the Village Settlement to provide permanent homes for recovering patients, particularly those working at Papworth Industries. Houses were built as a mix of single storey pre-fabricated houses and two-storey semi-detached houses in white or cream painted brick (Ridgeway and Baron's Way) red brick (Wood Lane and Brookfield Road) or of red brick with a cream painted, rendered first floor (Pendragon Hill). The estate evokes layout 'garden suburb' precedents through its use of small green spaces. Later housing, along Baron's Way, frames a significant playing field and park also provided by the Village Settlement, a way of using housing to define open space which could be learned from in new development.



Church Lane & Elm Way With the closure of the tuberculosis settlement, the Papworth Trust continued to provide housing for former patients, for others requiring specialist housing, and for other tenants. Much of this development was concentrated here, and takes the form of predominantly low-rise bungalow development connected by closes, quiet roads, and landscaped pedestrian ways and green spaces which are highly valued. Some facilities, such as the canteen, are no longer in use and lie derelict. Development here should respect the scale and character of existing accessible homes.



Hayman's Way and Varrier-Jones Drive A large late 20th century estate of homes, principally in reddish-buff brick and notable for its expansive and generous series of landscaped pedestrian paths, at the intersection of which is a well-used playground. Pendragon Primary School is situated at the north-eastern corner of the estate, and the estate is positively enlivened by pedestrian use of these routes and spaces. The estate is also deemed quite successful for its generosity in terms of parking; the design of parking and green network mean that cars do not dominate the estate.



Cheere and Hamden Hamden Way was the first area of private housing built in the village since the arrival of the Papworth Village Settlement in 1917. It was constructed in the late 1980s and 1990s. Cheere Way and Jubilee Green, closer to Ermine Street, are of the early 21st Century and were built contemporaneously with the new village centre, predominantly of buff brick. The area feels quiet and homely, and well-connected on foot to the village centre, playing fields and amenities, though connections to the south are limited by the boundary of the NHS hospital, these should be improved as and when the



Old Pinewood A quiet estate of homes to the north-west of the village. Reddish-buff brick and render predominate in terms of materials. For cars the estate is cul-de-sac accessed from Wood Lane but for pedestrians it is connected to the rest of the village by paths. A heavily-wooded green buffer (containing a woodland path) was built between the estate and the homes on Baron's Way, and a new planted buffer and path surround the estate, providing good views and a well-used path. This green buffer and routes through it should be reproduced in new developments.

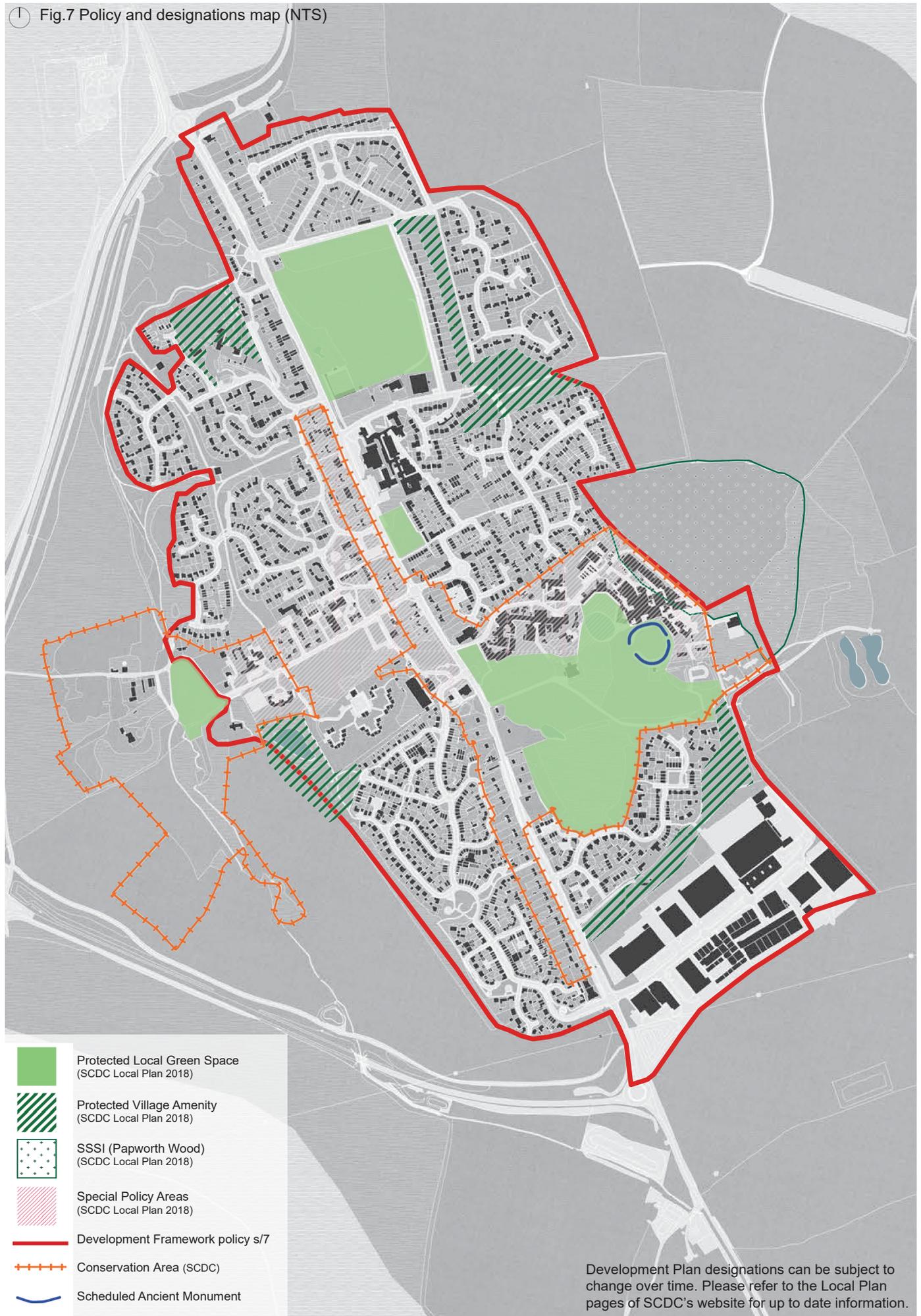


Summer's Hill Completed at the end of the 2010s, this estate of dwellings feels quite separate from the rest of the village as it was developed behind the established row of dwellings on Ermine Street, linking back only at the northern- and southernmost corners of the site, a disconnect which should be avoided in new development. Whilst the new houses have brought new people to the village, the layout has also been criticised by community members for allowing cars to dominate and not providing very much soft landscaping between dwellings or front gardens that are more than gestural.



Papworth Business Park Constructed in the 2000s, this is a significant area of employment land constructed to the south-east of the village centre on former agricultural land. The business park is accessed from Ermine Street at the village's southern limits and, whilst villagers are employed or rent space within the park, it does not play a strong visual or experiential role in the life of the village, though is a valuable source of employment-generating space. Future business uses in the village would be welcomed, though ideally playing a role in the character, public realm and social life of the village as Papworth Industries once did.

🕒 Fig.7 Policy and designations map (NTS)



Development Plan designations can be subject to change over time. Please refer to the Local Plan pages of SCDC's website for up to date information.

5. Landscape-led design: views

Papworth Everard's development pattern, largely led by the growth and legacy of the Village Settlement, has resulted in an unusually rich series of green landscapes of varying characters throughout the village, including at its centre. These range from manicured grassland for sports and leisure use through to wilder-feeling areas of grass or meadow.

As a result of this development pattern, views into green and natural spaces, both within and beyond the settlement, can be had throughout the village. Views out of the village include wide open agricultural or meadow landscapes, such as St. Peter's Church or The Ridgeway. thickly-wooded landscapes such as the SSSI, and highly-designed parkland at Papworth Hall.

Some views across the spaces of the village, particularly those developed more recently, are interrupted or overly dominated by parked cars.

5.1 New development should preserve and enhance existing key views, and create new views, out into the countryside, or into existing green spaces, wherever possible. (See Figs. 8 and 9 for example layouts, and Fig. 10 for key views).

5.2 Developments should be such that views down and across streets are not dominated by car parking, with off-street parking set well back from the public realm.



'One of the most amazing internal vistas of the village... In the gaps between developments in this area, there are often quite significant green spaces.' (South Park)

5.3 New green spaces between developments are to be welcomed, but must be well-designed, taking into account views, use, amenity, and good connections (see Chapter 6).

5.4 Proposals should illustrate how proposed green spaces will be seen and accessed from the wider village.

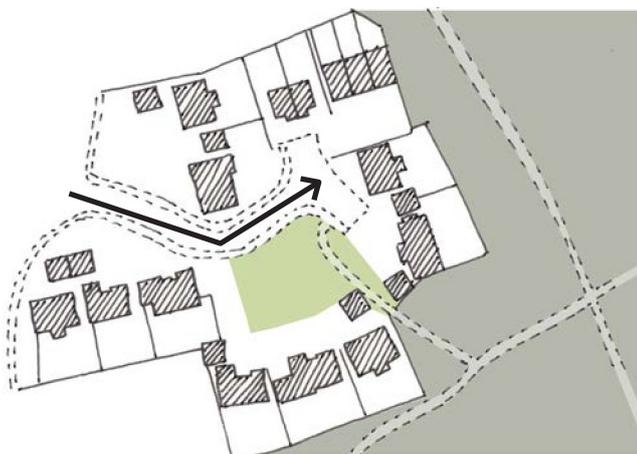


Fig.8
Example of residential development blocking views and legible connections to surrounding countryside

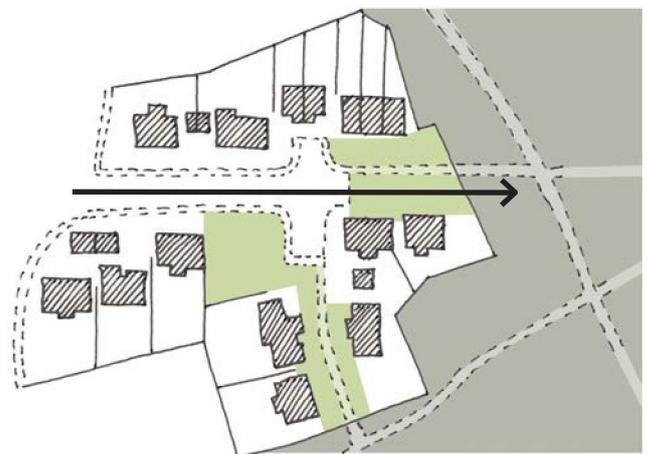
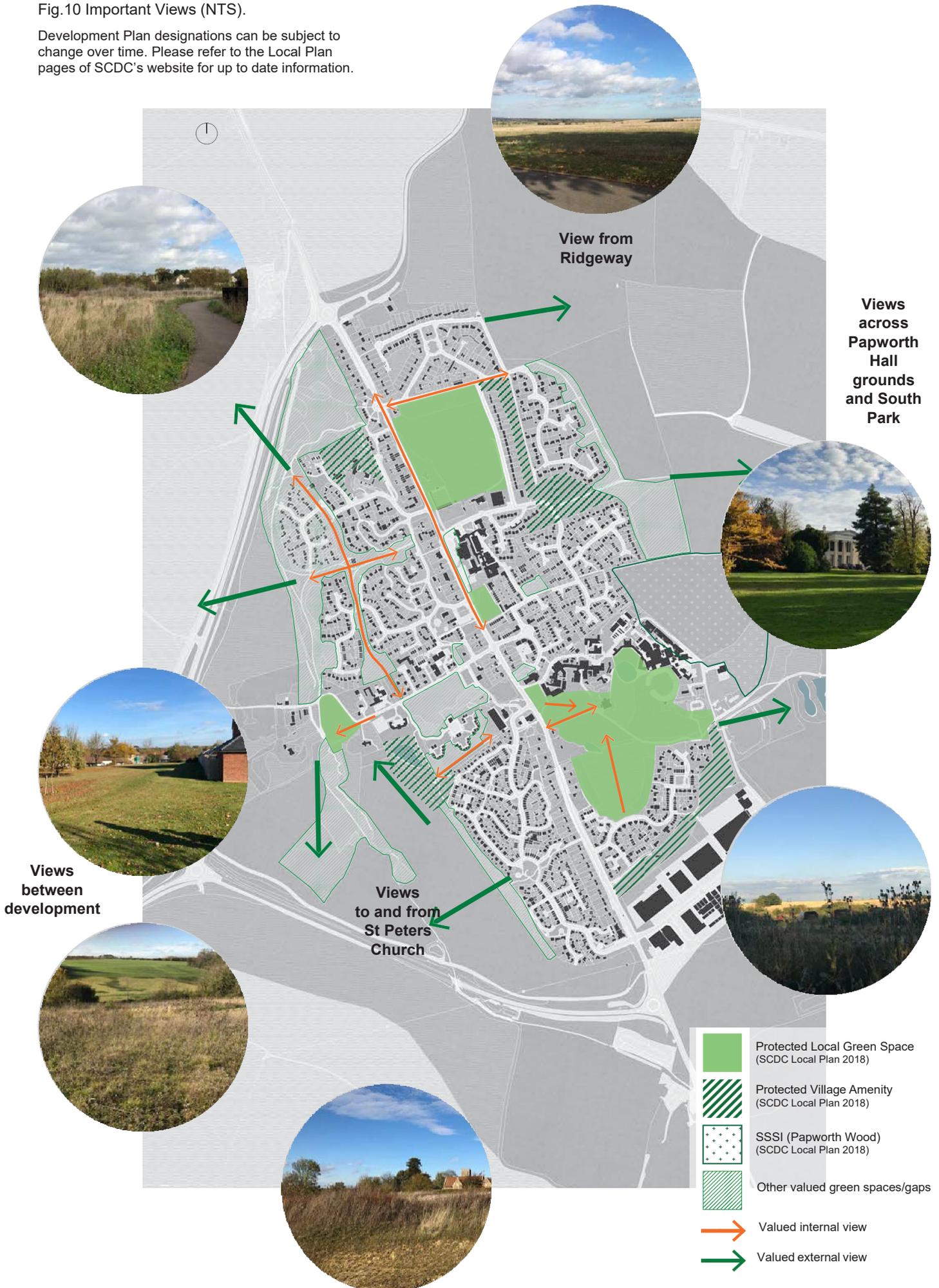


Fig.9
The same site remodelled to provide views and legible connections

Fig.10 Important Views (NTS).

Development Plan designations can be subject to change over time. Please refer to the Local Plan pages of SCDC's website for up to date information.



6. Landscape-led design: connections

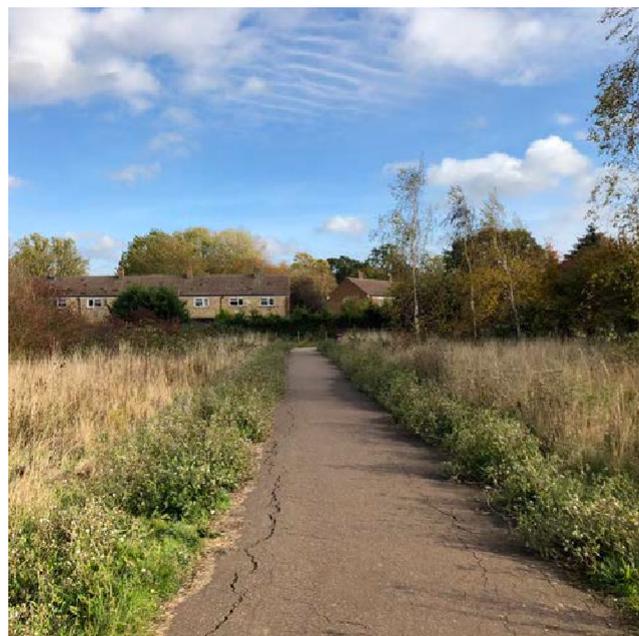
The village has an unusually extensive network of off-road routes, both within the village and into the landscape. These are highly valued by the community as they increase the sense of being in nature and provide safe, biodiverse routes away from road networks. The 'school walk' (Figs 11 & 12) is an example of development providing substantial green spaces and connections within its design, and also includes a well-used playground, demonstrating the value of siting social infrastructure on such routes.

In the spirit of the Village Settlement, many of these off-road routes are typically highly accessible; following clear routes, made at generous widths and of appropriate materials, though some recent developments have less successful networks in terms of their clarity and width. Some routes on the edge of the village that are not appropriate for tarmac can become muddy or boggy, and the community supports the use of woodchip to improve their usability.

6.1 The pedestrian, cycle and equestrian network within the village should be enhanced or added to wherever possible, including upgrading footpaths to bridleways and adding further safe crossings.

6.2 Paths should be as accessible as possible. Within developments and on routes intended for heavy pedestrian use (e.g. which might be used to reach school) this means wide (2m) tarmac or paved paths.

6.3 Proposals for new or enhanced off-road routes should show how they integrate with the wider village network and how they enhance it.



'you can be off-road in seconds – fully surrounded by woodland... (behind Baron's Way)



Example of inadequate pedestrian routes in recent development. (Cromwell Crescent)

Fig.12 (NTS)



7. Landscape-led design: biodiversity

The village's distinct form currently provides migratory routes and habitats for wildlife, notably hedgehogs. These often align with the village's network of paths and off-road routes (see Chapter 6), providing a highly-valued chance for the community to feel 'in nature' and in contact with a biodiverse environment.

Key routes within the village are usually framed by mature trees and hedges, even in the heart of the village.

The village's pattern of development means that a 'wild' feeling, provided by soft, informal green spaces, wildlife and mature trees, can be felt often throughout the village, even at its very heart. This is a distinctive quality. Hedges, often large, provide many of the village's boundary treatments and these also enhance the sense of being in nature.

7.1 Existing trees and hedges should be protected. New dwellings should be built such that they do not interfere with the health or growth of existing trees and hedges.

7.2 Landscape designs should include native species (see Figure 14), mature or semi-mature, to ensure that new planting quickly feels part of the wider village network.

7.3 Landscape designs and planting schemes should respond to the 'wild-feeling' currently present within the village, in a manner that supports greater diversity of wildlife and is not costly to maintain. Hedges and ditches in the village provide a precedent for this approach.

7.4 Boundary, threshold and path treatments throughout the village should be designed to support and enhance this characteristic. Open fences and hedgerows, where appropriate in privacy and security terms, support wildlife routes.



'Mature trees of great biodiversity value (totes valuable).'
(Wood Lane)



'It's almost like the woodland extends out into the village.'
(Wood Lane)



'Wildlife accessible fencing.'



'Rural-style ditches. Very practical, as the village gets waterlogged. Great biodiversity...'

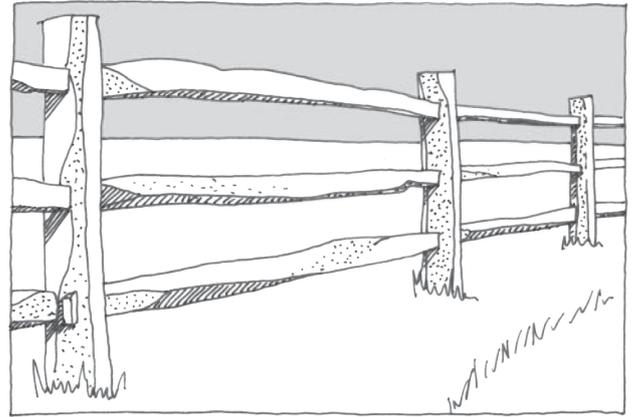


Fig. 13 Example of open fencing that preserves wildlife routes



Trees

Beautiful examples of mature native species occur throughout the village and key vehicular routes are particularly well provided with tree cover, this is a distinctive quality of the village. Villagers have a preference for hawthorn, beech, hornbeam, oak, cedar and scots pine.

Scots pine trees line key routes in the village on occasion, for example along Ermine Street and Wood Lane. It is therefore considered a particularly appropriate species for these and other existing or new key routes.



Hedgerows

Hedgerows and soft boundary treatments are characteristic of the village. Any native species are welcomed by villagers though hawthorn is particularly welcome. Care should be taken when planting hawthorn close to paths as the thorns can be an issue for wheelchairs and children's bicycles - a narrow grass border between path and hedgerow (as above) is a solution for this.

Fig. 14 Preferred tree and hedge species in relation to local precedent

8. The Royal Papworth Hospital Site

The future of the Royal Papworth Hospital site is a key concern for the community, with the hospital vacating and uncertainty about the site's future use.

Local Plan (2018) policy for the Royal Papworth site (Special Policy Area E/6) prioritises healthcare uses, with a sequential approach to other use classes. New housing and/or redevelopment for housing are not permitted, however 'conversion of existing buildings of character for residential use may exceptionally be permitted where it would be the most appropriate use of the buildings and recreate the character of the original Papworth Hospital buildings fronting the historic landscaped parkland setting of Papworth Hall.' This guidance should be read in relation to the Local Plan, and Conservation Area Appraisal.

Community priorities are that development of the site should respect its history as a healthcare pioneer, should reflect the architectural legacy of the Settlement, and should allow and improve access to, and use of, the landscapes around Papworth Hall. Since the establishment of the Village Settlement at Papworth Hall, the grounds (formerly private parkland) have been used as a de facto public park and are a designated Local Green Space. Papworth Hall is currently leased to the Royal Papworth Hospital; this will also end with the departure of the hospital, and the community hopes for cultural or leisure uses for the building.



Fig.16 Early c20 settlement/hospital recovery huts, which provided tuberculosis sufferers with fresh air. Such huts were sited within the current Royal Papworth site and a replica of them stands close to the duck pond. (Photo: Royal Papworth NHS Trust)

8.1 The public use of Papworth Hall's grounds should be continued and supported, and opportunities to enhance its connection to adjacent areas of the village should be taken, through new pedestrian and/or cycle connections across the hospital site. (Fig.18)

8.2 All buildings on the site deemed to make a positive contribution in the Papworth Everard Conservation Area Appraisal should be retained and an appropriate use found for them.

8.3 Conversion of the two original settlement ward buildings should include a reinstatement where possible of their original openable facades and terraces in order to reinstate their original architectural character and to present active frontages to the landscape.

8.4 Any conversion for residential use of these buildings should include good quality private amenity.



Fig. 17 Early c20 settlement/hospital buildings: 'the wards all had access to open space and fresh air. Part of the holistic treatment was rest and recuperation. 'What can the hospital leave behind? What legacy?' (Photo: Papworth Trust)

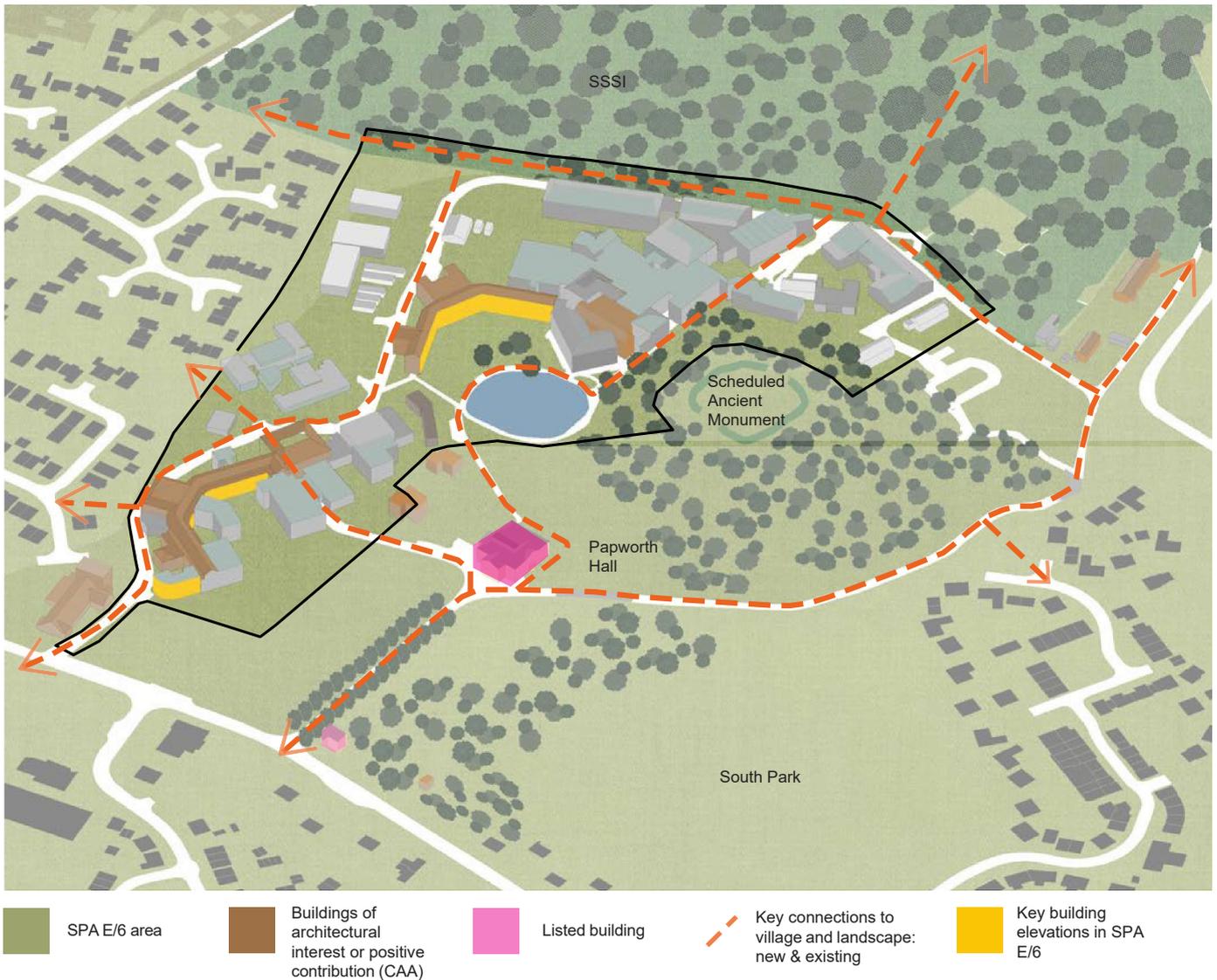


Fig 15. Design principles for the Royal Papworth Hospital Site (NTS)

Development Plan designations can be subject to change over time. Please refer to the Local Plan pages of SCDC's website for up to date information.

9. Design of new homes

Ermine Street and Chapel Lane (Ancient Village character area) contain many mid-19th century semi-detached dwellings with an 'H-plan' (see figs. 19 and 25). Versions of the 'H-plan house', in cream brick or stone, are typical of the village and are the predominant local style of estate cottage prior to the establishment of the settlement.

Elsewhere, materials vary quite widely across the village and in relation to both periods of development and to distinct character areas, but buff brick is by far the most predominant colour for masonry buildings and most distinctive of the village

9.1 Choice of materials for new dwellings should respond to the character and materials of the village context for which the development is proposed. See chapter 4 and figs. 20 and 21.

9.2 The form, appearance and materiality of the 'H-plan' house (figs. 19 and 25) is distinctive to Papworth Everard and therefore a particularly appropriate housing typology for development in the village.

9.3 Uses of the H-house typology should be used to reinforce the distinctive character of primary routes such as Ermine Street and Church Lane.

9.4 Fronts of dwellings should be designed such that the need to provide off-street parking (so as not to dominate the street with cars, see figs. 22 and 23) does not compromise the biodiversity and self-expression potential of front gardens.

9.5 Green and planted pedestrian ways and routes, well-connected with the rest of the village, can be used to organise new housing and integrate with the village



Figure 20. Regardless of period or building type, buff brick is by far the most predominant colour for masonry buildings. Some recent developments have successfully merged with older neighbours through use of this material.



Figure 21. The original wards of the Royal Papworth are constructed in a distinctive red brick. Reproducing this material and detailing is desirable within the Royal Papworth Hospital character area.

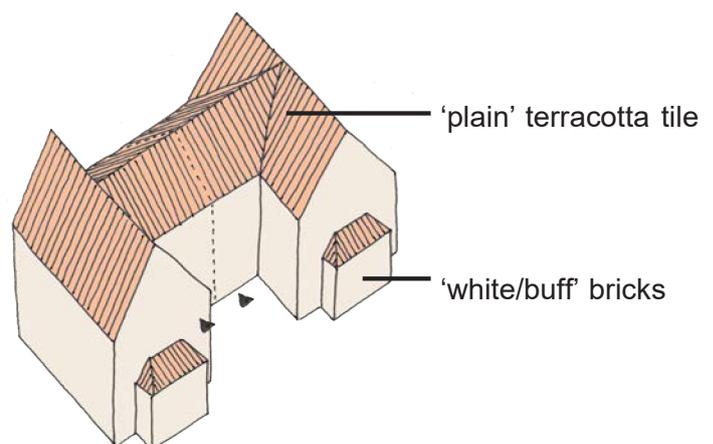


Fig. 19 analysis of typical 'H-plan' house in the village



Figure 22. Summer's Hill is criticised for a layout that allows cars to dominate the streetscape. Ideally cars should be incorporated sensitively within dwelling curtilage in such a way that they do not dominate. Soft boundaries such as hedges are used in Papworth Everard to soften impacts at the boundary line.



Figure 23. Front gardens and hardstandings in recent developments tend to mean that the front of a dwelling is dominated by parked cars, with area of planting very much secondary.



Figure 24. In Church Lane & Elm Way, typically single-storey dwellings face on to a series of pedestrian ways, car courts and passages. This is one version of a pedestrian focussed-design which appears throughout Papworth and which is accessible and pedestrian-friendly. New versions of this would be welcomed in new developments.



Figure 25. Two different examples (on Church Lane and Ermine Street) of the distinctive H-plan housing that can be found in the village, and a diagram of their form and materials. 'This is the backbone style of the village.'

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The most publicly available up to date Natural England GIS data can be obtained from the Natural England Open Data Geoportal <http://naturalengland-defra.opendata.arcgis.com>

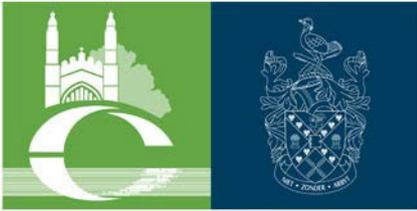
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County Wildlife Sites were obtained from Cambridgeshire and Peterborough Environmental Records Office (CPERC). As the material shown on this layer does not go through an external consultation process, the data is as was at Draft Local Plan Submission July 2013. The most up to date County Wildlife Site Data can be obtained by contacting CPERC at <https://www.cperc.org.uk>

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