













TOWARDS A QUALITY CHARTER FOR GROWTH IN THE CAMBRIDGE AREA Charter Symposium Final Report

Produced by

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LESSONS FROM THE CHARTER SYMPOSIUM FOR THE CAMBRIDGE GROWTH AREA

'The process has proved extremely helpful; we should have had these discussions three years ago'

'This is about far more than planning; it is also about community and getting a wider range of interests to sign up'

'A common agenda between the public and private sectors should lead to quality schemes that produce good value for all'

'The idea of charter is valuable because the process helps get agencies working together, and stereotypes are broken down'

'We agree on the need to move forward together in a world of enormous change – climate, lifestyles etc'

'Pleased to see wealth creation included in the briefing paper, which needs to go beyond planning to ensure a good legacy for the public realm'

'The charter needs to emphasise what the local authorities can bring to the party, and should help reduce legal costs and delays'

'The charter process should help to share experience on what works and does not work'

'The event showed there was a great commonality of views but a need to take brave decisions and show leadership. The charter is a nice idea but needs to be short and sharp'

'The support agencies, such as IDEA and Inspire East need to work together to ensure we are not just preaching to the converted, using the network of design and heritage champions, and encouraging others to come forward'

The Charter Symposium, held at the Trinity Centre at Cambridge Science Park on July 7th 2006, was the final event in one of a series organised by URBED and sponsored by the Academy for Sustainable Communities, Inspire East, Cambridgeshire Horizons and English Partnerships. It was the culmination of an experiment to develop vision and management capacity through:

- · Looking and learning together
- Setting higher standards for short and longer-term outcomes
- Exploring how to commit the resources needed to achieve a step change.

This report sets out the main ideas and conclusions from the symposium which drew together an invited group of participants, half of whom had already taken part in the study tours to innovative new communities in the East of England or in Freiburg in Southern Germany. The aim of the symposium was to see whether it would be useful and feasible to produce a charter – a concise set of principles based

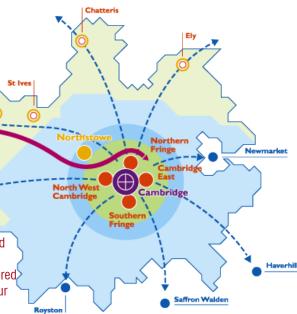
on good practice - which could help guide development in the Cambridge Growth Area. A secondary aim was to Hunting consider what the elements might include. Briefing papers, including reports of the visits, can be accessed on several websites, including www.urbed.com. A "process" aim was to ensure that all participants in the various elements of the programme contributed to the development of a charter. The briefing paper for the symposium covered the principles drawn from the study tour of Freiburg, and discussions with local experts.

The report is divided into the following sections:

- 1. Challenges for the Cambridge Growth Area (summarising speakers' views)
- 2. Priorities for the Charter (drawing out principles and processes)







- 3. Moving Forward (identifying and overcoming barriers)
- 4. Next Steps (outlining the way forward)

The final section summarises and draws conclusions from the responses given on the feedback forms.











1. CHALLENGES FOR THE CAMBRIDGE GROWTH AREA

Local context

Peter Studdert, who chaired the event, highlighted the wealth of research and discussions that were taking place. There are pressures for early action, with major developments planned for all around Cambridge. The area is uniquely positioned to create exemplary sustainable communities. With a concern to raise standards to new levels, URBED had set up an experimental project to see whether it was possible to draft something short, in the form of a charter, that could help all involved to reach agreement.

Strategic pressures and constraints

Sir Peter Hall, Professor of Planning at University College London and President of the Town and Country Planning Association, drew on the TCPA's evidence to the enquiry on the Regional Spatial Strategy, which assessed a series of possible sites for new settlements. He stressed:

- A major need for new housing to sustain economic growth as well as cope with demographic change
- Significant environmental constraints e.g. flood plain, green belt
- An opportunity for developing a 'string of beads' along the existing railway, plus the new guided bus-way to minimise car use
- Potential for reshaping the flat landscape e.g. a new reservoir off the River Ouse in Huntingdonshire
- Scope for further new settlements along an improved rapid transit corridor e.g.
 Duxford Airfield.

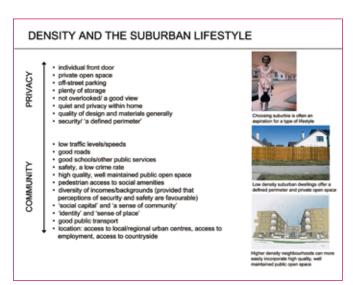
He showed examples of successfully shifting suburban travel behaviour using guided bus-ways in Adelaide and Brisbane in Australia and Essen in Germany through systems that were fully integrated with other modes, environmentally attractive, and which ran right through and under the city centre.

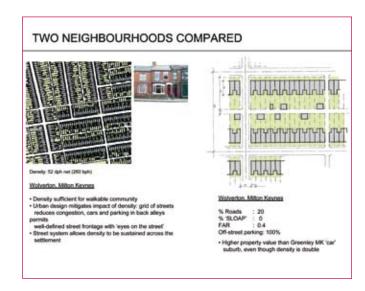


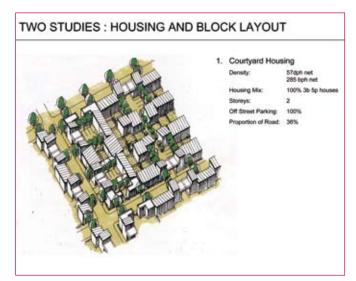




Slides taken from Prof. Sir Peter Hall's presentation *Achieving Sustainable Growth*, which can be downloaded from www.urbed.com









Slides taken from Sir Richard MacCormac's presentation *Sustainable Suburbia - Suburban Housing Densities Reassessed*, which can be downloaded from www.urbed.com

Sustainable suburbia

Sir Richard MacCormac, past President of the RIBA, and architect for many well-regarded projects in Cambridge, drew on research his firm was doing into how to design suburbs that would be much more sustainable than recent developments, such as in Milton Keynes. Using a hypothetical model of a community of 5,000 dwellings which could support a good infrastructure within a ten minutes walk, he showed that:

• To achieve a ten-minute walking distance, housing needs to be at a density of fifty dwellings per hectare. By good design this can be achieved with family housing with gardens and parking spaces.

- Traditional patterns of streets combine the benefits of density and plot size much more effectively than 'car suburbs' dominated by highway-engineering criteria. This is a key to effective land use.
- Instead of housing developments separated by useless interstitial areas of greenery (the modern suburb) we should be looking to designs which can accommodate useful areas of open space at various scales parks, playing fields, public gardens, courts, etc.
- Combinations of family houses at fifty dwellings per hectare and one and two

bedroom flats at 150 dwellings per hectare (four storeys) can sustain the density and ten-minute distance while releasing space for other uses – schools, parks, gardens, employment, etc.

• Higher densities if they are well designed can produce social as well as environmental benefits.











Learning from elsewhere

'I think one of the most useful and informative aspects of the programme were the study tours. They allowed participants to observe at first hand what could be achieved, get a feel for good design and meet the communities that are living in the communities.'

Councillor Sian Reid, who is Executive Councillor for Planning and Transport at Cambridge City Council as well as a Associate Lecturer in Management at the Open University Business School, spoke about the need to apply the kinds of approaches to developing new communities that had proved successful in Continental cities.

She summarised her impressions of the new communities of Vauban and Rieselfeld in Freiburg, under five themes:

1. Solar city, based on renewable energy and a strong infrastructure



4. Outdoor space and greenery, dominated by bird song but overlooked by housing

'I had naively believed that communities could reach a point of their development where they could sustain themselves without much external intervention. However, having been to Freiburg and seen the demonstration in the public square etc, I realise now that the role and attitude of the local authority is vital to a community's survival and longterm sustainability. Long-term stability of policy development and financial support strategy are key.

I also realise that a completely different type of community can be sustained within a wider locality if the approach is right and if the financial framework is managed well.'





Slides taken from Councillor Sian Reid's presentation Freiburg - an urban model, which can be downloaded from www.urbed.com 3. Sense of cohesion, with cars tamed and subordinated



2. ELEMENTS OF THE DRAFT CHARTER

Discussion in the final workshops produced considerable consensus about the need for a charter:

- A charter needs to be short enough to unite a set of ambitions, but specific enough to secure a step change that will also reduce risks
- Higher level ownership is vital if it is to make a difference
- Models should be taken from exemplary projects such as the Olympics and schemes that have stood the test of time e.g. Span estates
- It needs to be linked to emerging management frameworks such as the Regional Spatial Strategy, Local Area Agreements and Local Strategic Partnerships
- It also needs to promote greater collaboration, choice and community, character, connectivity and conservation and also possibly wealth creation (although the latter was not considered directly, it is considered crucial by developers)
- However the precise content and status will need a lot of consideration to ensure it does move things forward.

Discussions in the second group workshops considered the elements of a possible charter under four broad themes; collaboration, connectivity and conservation, character, choice and community.

A. Collaboration

'I was impressed by the willingness of all parties to work towards innovative solutions'

Ensuring that stakeholders and different agencies and organisations work co-operatively and constructively together means:

- There needs to be a clear and agreed strategic framework for what is expected from new communities, which the charter may provide
- Community involvement throughout the process is crucial, and this means engaging with people who are likely to move in
- The process requires exceptional leadership on the part of both public authorities and developers in order to market the benefits of higher density housing, and sustainable ways of living
- · The community should be engaged

through a range of community services, some of which will be income-generating

- income-generating assets are needed to support the on-going delivery of community services through a rebust community organisation like a development trust
- Resources for achieving innovation need to be identified as part of the Growth Plan for each settlement, with a forum for sharing knowledge and experience
- Spending plans of all the agencies e.g. Environment, Highways, need to be aligned with the Growth Plan
- A variety of developers and mixed uses should be sought through, for example, running competitions judged on quality not price (as in Freiburg).

'Need for leadership in pushing forward some of the challenging changes to behaviours required of sustainable communities, e.g. reducing reliance on the private car and living in higher density developments'

> Left: slide taken from Dr Nicholas Falk's presentation *Towards a Quality Charter for* the Cambridge Growth Area, which can be downloaded from www.urbed.com

> > Right: Freiburg study tour participants















B. Connectivity and Conservation

To qualify as Sustainable Communities new settlements above all need to be well-connected and environmentally sensitive, and this means:

- As mobility is key to a good quality of life, there needs to be access for all (not ghettoes)
- Rapid transit, such as rail or guided bus, should be designed to enable it to become the preferred means for transport
- Effective public transport needs to be part of an integrated system which gives primacy locally to walking and cycling
- Cars should not dominate public spaces
- Sharing space e.g. parking, public transport, will produce economies
- Integration of transport modes is crucial, as is built-in flexibility
- Environmental targets should be challenging, and best practice showcased
- Schemes that are truly sustainable should have an inbuilt marketing advantage
- The water and energy companies must become involved as major stakeholders
- Sustainable energy partnerships or trusts can be made to work
- Buildings should be capable of being upgraded and adapted
- Ways of funding the maintenance of car free spaces must be found
- Projects need to be future proofed, i.e. capable of adaptation as circumstances change.

'Unless there is to be a significant shift in public sector spending then the delivery of sustainable communities will continue to rely upon the development industry. It is therefore important that commercial considerations (included in economic sustainability) are recognised.'

Top: Freiburg tram

Middle: slide taken from Prof. Sir Peter Hall's presentation Achieving Sustainable Growth

Bottom: slide taken from Councillor Sian Reid's presentation Freiburg - an urban model





Busway: Key Opportunity



- Beads on a string:
- Northstowe
- S of R Ouse: St lves/
- Godmanchester
- N of R Ouse: NE of Huntingdon
- Extend N of Huntingdon?
- RAF Wyton
- Alconbury

C. Character

The idea of creating places that are well-designed and built for Cambridge means:

- An over-riding aim is to create neighbourhoods that are locally distinctive, with a clear identity or sense of place (not 'anywhere' places)
- A key element will be the way that the water and flat land are used to create great vistas and memorable public places e.g. squares, crescent and parks
- Different kinds of open space are needed that are 'owned' by local communities of Span estates
- This will usually involve a simple layout, but complex detailing; extraordinary places can be made from quite ordinary buildings
- Mixed uses and higher densities can create better places
- A process for delivering quality design should agreed by all the participants with considerable design freedom within a powerful overriding masterplan so there is 'macro control but micro freedom'
- The design process should be as participatory as possible
- Potential developers should be screened for their compliance with the agreed principles
- All the buildings, but particularly the public ones, should be as flexible and adaptable at the block scale to allow for unforeseeable changes of function over time, and emerging needs
- A lead agency or partnership should publically monitor progress across the sub-region against agreed 'charter marks'.

D. Choice and community

The aim of creating places that are active, inclusive and safe, and also fair for everyone, in the Cambridge Growth Area means that:

- New settlements should be places of choice not necessity, with a good quality of life
- The housing mix should reflect the needs and profile of the wider area
- The key is starting with 'green pioneers' with creative engagement processes to 'build your own community' promoting an ethos of self-help, with some community support

- An opportunity should be provided for community housing or co-operative housing projects to be commissioned by local groups
- Flexible buildings and spaces will help, as will the use of latest technology e.g. wired up communities.

Market Square



Images taken from Sir Richard MacCormac's presentation Sustainable Suburbia - Suburbia Housing Densities Reassessed

Residential Play Streets



Communal Gardens













3. MOVING FORWARD

Barriers to a step change

There are many barriers to achieving the above vision for a charter, including:

- Institutional inertia and traditional ways of doing things e.g. standard house types
- Short-termism and a lack of time to build trust
- · Cost and viability in the early stages
- Lack of local management skills, and lack of a common language e.g. the meaning of high density
- An over-prescriptive system
- · Conflict over what counts as good design
- Conservative view of building only what has previously sold
- · Lack of enough UK exemplars
- Insufficient local authority powers and financial resources e.g. effects of council tax capping
- · Lack of joined-up government.

'Busting' the barriers

The first projects to be built therefore need to demonstrate a different process that produces quicker results without sacrificing quality. To be exemplary projects should be on a sufficient scale to achieve a critical mass e.g. 50-200 units), and hence brings costs within normal yardsticks. This could include:

- Linking with 'Smart Life' projects to apply sustainable construction methods
- Promoting lessons from innovative projects e.g. Cambridge Science Park, energy saving at Cambourne, Arbury Innovation Fund
- Learning why and how some new communities work, and others do not
- Finding some local pioneers/champions with support for commissioning appropriate designers e.g. public space
- Joint working and shared marketing to raise standards and manage expectations.

Other possible elements to be considered are:

- Community development trusts
- Demonstration projects with built in R&D
- Engagement of utilities to tackle key issues e.g. forward funding of infrastructure.



'Where skills gaps have been identified, it would be useful to have CPD events (supported by Horizons) to fill these gaps. Need to encourage spatial thinking at the grass roots level.'

Slides taken from Councillor Sian Reid's presentation Freiburg - an urban model

'a champion should be appointed to take responsibility for the charter and with that an agreed vision and objective should be their mantra. Rome indeed was not built in a day, but they had a vision of what it would be at the beginning.'



4. NEXT STEPS

'It may be an idea to facilitate regular stakeholder events in the future to continue the sharing of ideas and keep people up-todate with what's happening'

There was some indication that the success of the process itself was at the heart of the charter approach, and needs to be sustained. Possible actions are:

- 1. Publicizing this report
- 2. Writing a short report on the 'looking and learning together' process
- 3. Establishing a 'charter working party' to examine how the process can best be built upon and continued
- 4. Further refining the draft charter (which may be opened up for public consultation)

- 5. Testing out in some demonstration projects
- 6. Working up a programme of training and dissemination.

FEEDBACK FROM THE CHARTER SYMPOSIUM

The following participants completed the feedback questionnaire:

Michelle Crees South Cambridgeshire District Council

Dan Durrant Inspire East
Tom Dutton Health Forum
Sarah Greenwood English Partnerships
Brian Human Cambridge City Council
Andy Lawson Gallagher Estates

Cllr Valerie Leake East Cambridgeshire District Council

Cllr Sian Reid Cambridge City Council

John Richards PRP Architects
Dinah Roake English Partnerships
Phil Royston-Bishop Alan Baxter and Associates
Malcolm Sharp Huntingdonshire District Council

Steve Sillery The Marshall Group

Of the thirteen participants who responded, three attended all three elements of the programme, five attended two and five just the symposium.



Conclusions from the responses are summarised below under the headings:

- 1. The charter symposium
- 2. The learning process
- 3. Elements of the programme

Responses related to areas 2 and 3 will feed into a report that brings together our learning from the whole *Towards a Quality Charter for Growth in the Cambridge Area* programme.

1. THE CHARTER SYMPOSIUM

Sustainable development

Inspiration came from two main sources; Sir Richard MacCormac's presentation relating to density and design for sustainable suburbs, and the Vauban and Rieselfeld developments in Freiburg, as described by Sian Reid, which showed the importance of learning from successful models elsewhere. In particular the Freiburg examples demonstrated that it is

possible to create good places that are not dominated by the car, and also that the overall good of the community can take precedence over individual preference and behaviour.

'Distinctive and pleasing housing may improve community rather than individual behaviours... Layout and landscaping with good materials may be more important than the design of individual elements e.g.

Highsett'

Moving forward together

'I will be presenting the work of drawing up a Quality Charter to our PCT Boards later this year, to start to raise the profile and awareness of the wider issues associated with population growth planning.'

There was agreement that the symposium (and the programme as a whole) illustrated the extent to which different agencies were willing to work together towards innovative solutions in developing the Cambridge area, and that progress had already been made.

Although a number of agencies such as utilities and landowners were either not represented or were under-represented, the symposium provided the opportunity to gain insights into the aspirations of different stakeholders.

'The Symposium process demonstrates organisations' and individuals' strong desire to participate in and seek to resolve issues.'

However moving from general agreement that higher standard development is essential to specific commitments and actions is an enormous step, and it was noted that this was where a Charter may help in providing a guiding framework. There is at present a gap between aspiration and implementation. A strong vision for the area appears to be lacking at this stage, and it was suggested that an ambassador or leader is needed to ensure that there is a vision and the drive to take it forward.











The role of the Charter

In responding to the question of how the learning process could best be extended, nearly everyone said that they would be disseminating the symposium report and the Quality Charter when it is produced. The Charter would also be a basis for presentations, discussions, workshops, internal training/development groups, and the principles within it would be reflected in planning and other documents.

Some reporting back has already been done e.g. briefing seminars and a workshop for a Management Team on Environmental Strategy. There has also been a report back to the Strategic Development Committee, and it is hoped that the Charter will provide an opportunity to inform our LDF process. It will also be used as a basis to raise the profile and awareness of the wider issues associated with population growth planning. Other suggested action included taking on the role of Charter champion and engaging more with the 'development community' as well as working more closely with other organisations. Finally, as one participant noted

'The Charter needs to be a practical working document which covers real situations and comes up with real solutions. It would be a dreadful waste if it ended up as another "Motherhood and Apple Pie" publication.'

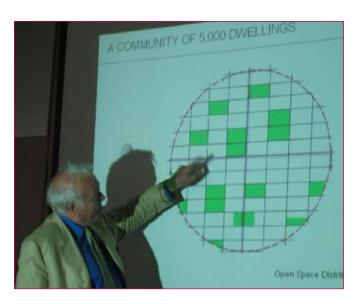
2. THE LEARNING PROCESS

Extending the learning process

In addition to the comment above relating specifically to the Charter, there were other ideas on how to extend learning in general, which included:

- Visiting (and encouraging others to visit) local examplars of higher density housing
- Producing fact sheets that can be disseminated
- · Developing local case studies
- Encouraging staff at all levels to contribute to such a programme
- · Identifying where skills can be improved
- Posting presentations and documents on websites e.g. Cambridgeshire Horizons, Inspire East

'the Symposium process demonstrates organisations and individuals' strong desire to participate in and seek to resolve issues.'



- Circulating information internally to other team members
- Developing further design guidance to promote understanding of the aims of sustainable development
- Identifying 'green pioneers' to work with emerging communities in new developments in the area.

The main learning points

The principle achievements had been in providing an opportunity to meet new people and to network (83% of responses). This was closely followed by being able to view the development process from different perspectives (75%).

'Understanding the role that different people can play in creating sustainable communities has been invaluable e.g. the significance of gaining the support of local Councillors in taking forward projects.'

Gaining inspiration, especially from overseas examples, was also highly valued by all those who had attended the study tours. 'It was useful to see real examples and not just hear about theories.'

Participants equally valued gaining a better understanding of others' objectives, and increasing their own knowledge which included such diverse areas as sustainable architecture and design, different approaches to growth and how it might be managed, and the role of different organisations in delivering sustainable communities. There

was greater reluctance for participants to identify any skills gaps either their own or organisational. The only response regarding skills focussed on the need to disseminate best practice and a wish to have more information on renewable energy sources and the cost implications.

Changes in, and reinforcement of, attitudes

The Charter process is already being referred to in development proposals in Cambridge City, and seems to be raising expectations. However, only a small number reported a change in attitudes (possibly because those who participated were already aware of and committed to the concepts under discussion). One example was the realisation that the role of the local authority to a community's long term sustainability was vital in terms of its providing long term stability through policy and financial support. Another participant is now more aware of the range of topics and issues associated with sustainable communities e.g. governance and individual and collective responsibilities, as well as the need to generate a feeling of community, as opposed to individual, attitudes and responsibility.

However many said that their attitudes were reinforced, for example the importance of:

- Cross agency working
- Leadership in promoting behaviour needed for sustainable communities e.g.



'I would like to extend my thanks and appreciation to all involved with organising these events. They have been very worthwhile and interesting.'

changing reliance on the private car and living in higher density developments

- · A shared sense of community identity
- Design coherence (through design codes)
- Physical and community infrastructure in place at the appropriate time
- Commercial considerations in the development of sustainable communities.

There would appear to be a strong body of opinion to future growth in the Cambridge area being more sustainable in relation to transport and communities.

Potential changes in behaviour

Those taking part were keen to actively seek ways to do things differently including:

- Exploring better synergy between health and other services to be provided for planned new communities
- Taking forward the experience into thinking on Cambridge East
- Considering how to deal with car parking and the potential for flexibility in civic buildings
- Developing their own thinking and working with colleagues and Members
- Being more proactive on the sustainable communities agenda
- Pursuing the active involvement and briefing of those with a role in creating sustainable communities, and ensuring that their views and aspirations are taken into

account

- Putting in place necessary infrastructure
- Pursuing a goal to create houses that are not reliant on national utilities
- · Demanding improved design and quality
- Including energy efficiency and water conservation measures as standard not add-ons.

3. ELEMENTS OF THE PROGRAMME

While some disappointment was expressed regarding the Symposium (lack of clarity in the afternoon workshop, and re-iteration of ground covered previously) the majority of comments on the briefing papers, events and reports of events were very positive.

'all material produced was excellent reports on events: well laid out and interesting to read'

'it was useful to be able to have feedback and discussion during the journeys.'

Some suggestions for improvements included:

- The need for more discussion time at the Symposium
- More basic data in the briefing papers e.g. on financing
- The use of more local exemplars
- More time in Freiburg
- A simplified Charter paper focussing on core principles

- A pre Symposium event for those who had attended the study tours, in order to draw and present conclusions at the Symposium. This would have enabled the Charter agenda to be moved further forward.
- A better understanding of 'where we're at' in the whole process of new growth for Cambridge and what opportunities there are to influence the process.

In response to what else might have been included in the programme, the main answer was more local (UK, regional, SE) visits to models of good practice. A greater emphasis on sustainable construction and energy would also have been welcomed.

'However, overall ... the programme was well balanced and embraced a large number of relevant people.'

Finally how might momentum be maintained? Responses included:

- Regular follow up events to update and keep a sense of ownership and commitment to the programme and progress
- Periodic updates on emerging experience e.g. new technology in house building – energy/water saving
- A cross cutting review (by Cambridgeshire Horizons Board) on how lessons are being integrated into plans for the area
- · Further visits and case studies
- Attitude surveys of residents at Cambourne and Bar Hill about living in new settlements and changes over time
- · A programme of CPD events
- Public events
- Promotion of the Charter (and its role in communicating the benefits of the growth agenda) by linking to events such as Architecture Week, Car Free Day and Environment Week
- Consideration of how the Charter can influence future masterplans and s106 agreements
- Appointment of a Charter Champion to take forward an agreed vision
- · Feedback to planners at all levels.



PARTICIPANTS IN THE CHARTER SYMPOSIUM









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