

Cambridge City Council

Annual Monitoring Report

December 2005

Covering the period 1st April 2004 – 31st March 2005

Abbreviations used:

AMR	Annual Monitoring Report
AAP	Area Action Plan
DPD	Development Plan Document
Go-East	Government Office for the Eastern Region
LDF	Local Development Framework
LDS	Local Development Scheme
ODPM	Office of the Deputy Prime Minister
RAMR	Regional Annual Monitoring Report
SMART	Specific, Measurable, Achievable, Realistic, Time bounded

**CAMBRIDGE CITY COUNCIL
ANNUAL MONITORING REPORT
DECEMBER 2005**

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Figure 2: Relationship Between Monitoring and Development Plan Document Preparation (adapted from Local Development Framework Monitoring: A Good Practice Guide, 2005)

Executive Summary

Producing an Annual Monitoring Report (AMR) is a statutory requirement for all Local Planning Authorities from 2005. This year the City Council's approach has been to concentrate on meeting the legal requirements. However, over the next few years the AMR will be expanded as the new Local Development Framework is developed (the LDF will replace the Local Plan in shaping development in the City) and more comprehensive information will be provided on a wide range of indicators.

The spatial portrait and contextual indicators give a general picture of what the City is like, for example, how many people live in Cambridge, how many students there are, the unemployment rate, the amount of open space. This provides background information on the City and highlights the issues that need to be considered when developing planning policies

Progress in developing the LDF is measured against the timetable in the Local Development Scheme (LDS). This shows that initial work on a number of the Local Development Documents (LDD) that make up the LDF have been put back by the delay to the Local Plan Inquiry and resource issues.

There has been a review of the Cambridge Local Plan 1996. For this AMR the City Council has used work undertaken as part of this review to identify policies from the 1996 Plan, their use and whether they are being carried over to the new Plan.

The housing trajectory shows the actual and predicted number of house completions for the period to 2016. For this exercise the City Council has used the housing requirement set out in the Cambridgeshire and Peterborough Structure Plan 2003. The trajectory shows that in the early years of the Plan the number of completions are not up to the annual average requirement, however, in the later years this figure is exceeded. This is because there are a number of large sites surrounding Cambridge, which have a long lead in time before development can start on the houses. Figures in the Appendix give a breakdown of how the individual sites make up the trajectory.

In future, monitoring and the development of policies will need to be more closely linked. This will be tested when each Development Plan Document (DPD) is formally examined looking at the soundness of the evidence base and appropriateness of the monitoring strategy. In order to facilitate this and provide a more comprehensive AMR the City Council will review its monitoring practices and linkages with partner organisations.

1. INTRODUCTION

- 1.1 Comprehensive monitoring is essential if we want to establish whether our planning policies are doing what we want them to, in promoting and managing the future development of the City. The new planning regime establishes the need for monitoring to be integral to policy making and introduces the requirement for an Annual Monitoring Report.
- 1.2 This Cambridge Annual Monitoring Report (AMR) comprises seven sections:
- Introduction - settings out the legal and policy context.
 - Spatial Portrait - giving social, environmental and economic context to the planning of the City.
 - Assessment of progress made against the Local Development Scheme (LDS)
 - Assessment of policies from the Cambridge Local Plan 1996 that are not being implemented and how this will be addressed.
 - Housing trajectory – annual and projected dwelling completions.
 - Development Monitoring Framework - showing how monitoring will be integrated into the production of Development Plan Documents (DPD) to enable them to be monitored and reviewed as necessary and outlining how the Council sees monitoring being developed to embrace the new AMR regime.
 - Conclusion.

Statutory requirements

- 1.3 The statutory requirement for an AMR was established in the Planning and Compulsory Purchase Act 2004 (section 35). Further, Planning Regulation 48 (2004) sets out the following requirements:
- The AMR should be submitted to the Secretary of State by 31st December each year. It should cover the period from 1st April of the previous year to 31st March of the submission year.¹
 - Contain a review of progress of each of the documents in the Council's LDS.
 - Identify any policies from a DPD or an old style adopted plan that aren't being implemented, setting out why and what steps will be taken to either secure implementation of the policy or plans to replace it.
 - Produce a housing trajectory including net annual completions for the relevant AMR period and the net annual completions since the adoption of a housing requirement policy.

¹ It should be noted that for the first year authorities are only required to cover the period from October to March reflecting when the Act came into force, however, unless otherwise stated monitoring periods used in this report cover 1st April to 31st March.

- Make the AMR available on the Council's website as soon as possible following submission
- 1.4 Further guidance was issued by the Office of the Deputy Prime Minister (ODPM) in March 2005 and updated October 2005, this sets out a much more comprehensive framework for AMRs, which it is recognised authorities will need to work towards. The Government Office for the Eastern Region (Go-East) has also supplemented this guidance with regional issues that they would like to see covered.
- 1.5 Both the ODPM and Go-East recognise that the development of the AMR will progress over time rather than meeting the wider guidance from the start. It is likely that development will take place over a number of years. The approach taken for this year is set out below and in section 6 it is developed to show how the City Council intends to extend its monitoring regime and provide a more comprehensive AMR in the future.

Approach for the first AMR

- 1.6 A number of factors have affected the content and scope of the AMR for this first year.
- Officers have been engaged in a Local Plan Inquiry at the same time that AMR preparation was needed. This has severely restricted the resources available to produce in this AMR
 - It will take time to develop the procedures and processes to provide all the relevant information as required under the wider guidance. See section 6 for details of how the Council expects to develop the monitoring regime to deliver the new requirements.
- 1.7 The Council is proceeding towards the completion of a review of the Cambridge Local Plan 1996 under the transitional arrangements. Some provisions of the guidance apply to the monitoring of Local Development Frameworks (LDF) rather than the Local Plan regime; therefore, although work is underway on this, it may be several years before some of the provisions of the guidance can be fulfilled.
- 1.8 In view of these constraints it is intended that this first AMR will concentrate on meeting the statutory requirements as set out above, however, where possible some of the other elements have been included.

Policy context

- 1.9 The Cambridge Local Plan 1996 is currently under review. This is being conducted under transitional arrangements. A Local Plan Inquiry took place between 27th September and 30th November 2005. It is anticipated that the new Plan will be adopted by July 2006. However, until this time the 1996 Plan is being used for development control purposes, with the Redeposit Draft of the review as a material consideration. Therefore, for the purposes of this AMR the 1996 Plan will have to be considered in terms of assessing the implementation of policies as the current adopted plan.

- 1.10 Once the new Plan is adopted this will become a “saved” plan for three years pending the adoption of relevant DPDs. Work on some of these documents has already started, see section 3 for progress against the LDS.
- 1.11 It will not be appropriate to start monitoring the policies contained in the Cambridge Local Plan Review until after it has been adopted next year. Until this time the AMR’s will focus on assessing the progress of documents in the LDS, identifying policies in the 1996 Plan that are not being implemented and setting the framework for the new monitoring regime.

2. SPATIAL PORTRAIT OF CAMBRIDGE

- 2.1 The latest available population estimates, in 2004, put the population of the City at 110,300. It is the main settlement within a rapidly growing sub-region, which encompasses over 424,000 people living in surrounding villages, new settlements and market towns. Around 23,150 students study at the two Universities in the City. The City is constrained by a tight Green Belt. Current regional and strategic policy proposes relaxation of Green Belt boundaries to allow for more sustainable growth in the Cambridge area to provide more homes for key workers and other groups.
- 2.2 Cambridge is an internationally renowned historic University City attracting over 4 million visitors a year. There are many special buildings within the University's 31 constituent Colleges and elsewhere. The City also has a renowned landscape setting with historic and cultural associations such as the Backs, Granchester Meadows and Stourbridge Common to name but a few. The City has 778 listed buildings. 61 are Grade I, 50 Grade II * and 667 Grade II. Some entries such as those for Colleges or terraces of houses include more than one building or property. Overall there are 1585 Listed Properties 173 Grade I, 59 Grade II *and 1354 Grade II. The City has 5 Scheduled Ancient Monuments and 11 Historic Parks and Gardens. There are 10 Conservation Areas designated in the City totalling 709.5 ha. This represents 17% of the City area. Over 1000 buildings are designated as being of Local Interest.
- 2.3 The City is an acknowledged world leader in higher education, research and knowledge based industries. It has a prosperous and dynamic economic base high technology research and development and related service sector industries. The flourishing of high technology industry in the area termed the "Cambridge Phenomenon" has generated considerable interest and debate in recent years. Biotechnology, health services and other specialist services also play a major part within the local economy. Unemployment levels are typically low, 1.5% at April 2005, and economic activity rates traditionally high.
- 2.4 The City of Cambridge and the surrounding rural district of South Cambridgeshire provide over 150,000 jobs 79,000 of which are based within the City boundary. Residents of Cambridge who work in the City only constituted just over 35,300 in 2001. As a consequence approximately 43,700 people commuted into Cambridge to work each day.
- 2.5 Cambridge is well served in communications terms, being at a key location on the strategic road network bounded by the A14/M11 and A11. Good rail links exist with London and Stansted Airport to the south and with the rest of the eastern region. The City does suffer from a number of existing local transport problems, particularly in relation to traffic congestion on radial routes and in the City Centre. A long term integrated transport strategy is being prepared for Cambridge, promoting further development of public transport, park and ride, cycling and other more sustainable forms of movement. The emphasis is to support sustainable development particularly in relation to the high level of planned growth in the Cambridge area.

- 2.6 Affordability of housing is a key issue for many groups, but particularly for key workers and those on lower incomes. Salaries within the Cambridge area are somewhat skewed by the presence of so many high technology companies, as salaries tend to be higher in this industry. Around 20% of the City's jobs were associated with these firms in 2004.
- 2.7 Figures on average house prices and median wage levels suggest that in 2004 the ratio or multiplier of wages to average house prices in the City was around 9.0 the highest in the County. For first time buyers the ratio against the cheapest housing available was around 6.2 in 2004.
- 2.8 Ethnic minorities constituted around 10.6% of the population in 2001. 19.1% of students were from ethnic minorities.
- 2.9 Key drivers of change within the Local Plan are: -
- Coping with the demands for growth and change in a more sustainable way
 - Protecting the City's unique environment and heritage
 - Providing for enhanced and continued economic growth
 - Resolution of the City's transport and movement problems
 - Social progress and equity in planning for the future
 - Ensuring infrastructure is in place and prudent use of resources
 - Tackling affordability of housing particularly for key workers
- 2.10 Appendix A sets out further Contextual Indicators giving a snap shot of the social, environmental and economic situation in the City.

3. LOCAL DEVELOPMENT SCHEME

- 3.1 As required by the Planning and Compulsory Purchase Act 2004, the City Council has prepared an LDS, which sets out a planning work programme over a three-year period to September 2007. This has been approved by Go-East and came into effect from the 23rd March 2005.
- 3.2 This section reviews the progress towards the milestones set out in the LDS and assesses whether the timetable is being met.

Progress on Key Milestones (Extract from LDS)

- 3.3 The planned timetable is highlighted. The actual course of events is shown below each row entry in italics without highlighting.

Document	2004				2005											
	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Local Plan	A	A	B	C	C	C	D	D	D	D	E	E	E	E(pt)	F	F
<i>Actual 1</i>	<i>a</i>	<i>a</i>	<i>b</i>	<i>c</i>	<i>c</i>	<i>c</i>	<i>d</i>	<i>d</i>	<i>d</i>	<i>d</i>	<i>d</i>	<i>d</i>	<i>e</i>	<i>e</i>	<i>e</i>	<i>f</i>
DEVELOPMENT PLAN DOCUMENTS																
SCI													1	2	2	2
<i>Actual 2</i>																
Core Strategy															1	1
<i>Actual 3</i>																
Site Specific Allocations															1	1
<i>Actual 4</i>																
Cambridge East AAP	2	3	4	4	4	4	4	4	4	5	5	6	6	6	6	6
<i>Actual 5</i>	2	2	2	2	2	2	2	2	2	3	3	4	4	4	4	4
SUPPLEMENTARY PLANNING DOCUMENTS																
Affordable Housing														i	i	ii
<i>Actual 6</i>																
Sustainable Communities														i	i	ii
<i>Actual 7</i>																
Planning Obligations														i	i	ii
<i>Actual 8</i>																

Local Plan A Preparation for Deposit B Redeposit public participation C Analysis of representations D Inquiry preparation E Inquiry F Inspector's Report writing	Development Plan Documents 1 Pre-production background studies and information gathering 2 Identify and assess issues and options, stakeholder consultation 3 Pre submission public participation on preferred options (6 weeks) 4 Consider representations and prepare DPD 5 Submit to Secretary of State and public consultation (6 weeks) 6 Consider representations and consult on any objectors sites and Pre examination meeting and preparing for public examination	Supplementary Planning Documents i Pre-production background studies and information gathering ii prepare draft SPD
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Local Plan Review

- 3.4 The resignation of the Local Plan Programme Officer in April delayed commencement of the Local Plan Inquiry from July to September and has moved back the end of the Inquiry from mid October to the end of November 2005.

Local Development Framework

Cambridge East Area Action Plan

- 3.5 Public consultation on the Area Action Plan (AAP) did take place in October 2004 but did not fully comply with the regulations. The need for South Cambridgeshire District Council to repeat this stage on all of their LDF documents affected the timetable for the joint AAP for Cambridge East. Instead of submitting the plan to the Secretary of State in June/July 2005 this will not now take place until January 2006.

Other Development Plan and Supplementary Planning Documents

- Statement of Community Involvement
 - Core Strategy
 - Site Specific Allocations
 - Affordable Housing
 - Sustainable Communities
 - Planning Obligations
- 3.6 A number of factors have delayed commencement of work on these documents including:
- Delayed Local Plan Inquiry
 - Recruitment difficulties
- 3.7 In terms of the latter, it is important to note that the Policy Team consisting of 4 full time officers has been reduced by 1.5 senior officers due to maternity leave. This, along with the delayed Local Plan Inquiry has limited the capacity of the Policy Team to work on the LDF and will continue to do so until Spring 2006. This has necessitated the Policy Team to concentrate on the Local Plan Review and the Cambridge East AAP and delay other work planned in the LDS. As a result of this, the LDS has been reviewed in late 2005 to reflect the changes to the timetable.

4. MONITORING PERFORMANCE OF EXISTING POLICIES IN THE CAMBRIDGE LOCAL PLAN 1996

4.1 The Cambridge Local Plan was adopted in 1996 and forms part of the Development Plan until the Cambridge Local Plan Review is adopted next year.

4.2 The 1996 Plan contains a wide range of policies that cover issues relating to the following subject areas.

- Environmental Overview
- Natural Environment
- Built Environment
- Housing
- Community Services
- Recreation and Leisure
- Higher and Further Education
- Employment
- Shopping
- Tourism
- Utility Services
- Transport
- Action – Getting things done

4.3 There are 238 policies in the Cambridge Local Plan 1996. The majority of these are for development control operational guidance. There are only a limited number of policies with specific time related wording with targets and indicators. As the Cambridge Local Plan Review is drawing to a conclusion it make sense to focus future monitoring resources to measuring indicators relating to this Plan rather than the 1996 Plan, which will be superseded within a year.

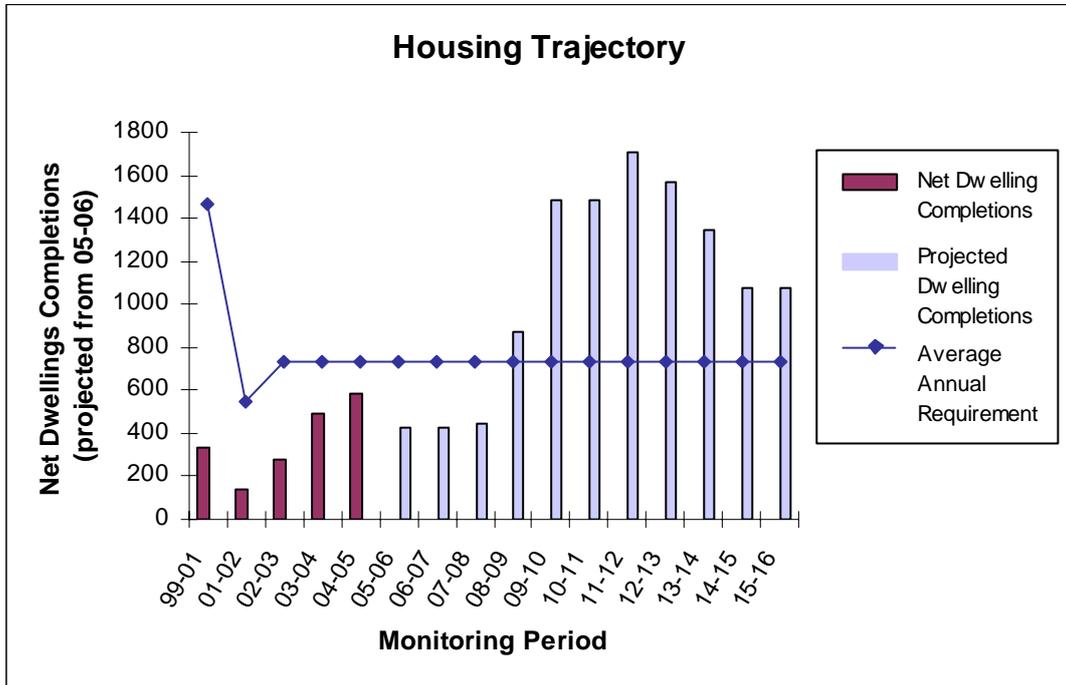
4.4 As part of the Cambridge Local Plan Review all policies were examined and reviewed, considering their use and whether they were being used or were capable of being used effectively.

4.5 Approximately 50 of the policies in the Cambridge Local Plan 1996 have been discarded and many more have been completely revised. Site-specific policies have in part been implemented or the sites reviewed and either carried forward or discarded as part of the Review. Appendix B contains a list of policies that, as part of the Local Plan Review, were considered to be either unimplemented or in need of review, the reasons why and the suggested action to be taken.

5. HOUSING TRAJECTORY

- 5.1 The Regulations require that the AMR contains net annual completions for the current monitoring period (2004-2005) and also for the period since a policy outlining dwelling requirements for the City was adopted. The adopted 1996 Cambridge Local Plan has no such policy, however, the Cambridgeshire and Peterborough Structure Plan Policy P5/1 sets out a requirement of 12,500 dwellings to be completed in the City between 1st July 1999 and 31st March 2016. The housing trajectory for this AMR will be set against this Policy until the Cambridge Local Plan Review is adopted. A table setting out details of the housing trajectory including completions to date and projected completions to 2016 is contained in Appendix C. The graph below illustrates completions over the same period against the required annual Structure Plan rate of 735 dwellings.
- 5.2 For the monitoring period 1/4/04 – 31/3/05, 584 dwellings were completed (net) and in the period from mid 1999 to 31/3/05, 1,863 dwellings have been completed. This leaves 10,637 dwellings to be completed up to 2016. The projected completions for the remaining years consist of an average annual rate for completions within the City and projected completions from each of the urban extensions (see Appendix C)
- 5.3 Sites for development within Cambridge will be allocated in the Cambridge Local Plan Review, which will be adopted next year. This will then form the “saved” plan for the City. The sites allocated in this Plan were identified through the Urban Capacity Study 2002, which sought to identify urban sites suitable for residential development. However, only sites above 0.5Ha have been allocated in the Local Plan.
- 5.4 No provision for windfall sites has been made as the Urban Capacity Study sought to be comprehensive, to include a further allowance would introduce the risk of double counting.
- 5.5 The graph (Figure 1, below) and trajectory (Appendix C) show that in the early years, relevant to the implementation of Policy P5/1 of the Structure Plan, completions have been significantly below the average annual requirement of 735 dwellings. This is because larger sites, particularly those allocated on the edge of Cambridge require a long lead in time and are therefore unlikely to bring forward significant numbers of completions until 2008/09. In addition these sites cannot be released from the Green Belt until the adoption of the Local Plan.

Figure 1: Housing Completions and Projected Completions 1st July 1999 to 31st March 2016.



Notes:

- 99 – 01 This covers a two-year period (1.7.99 – 30.6.01) and cannot be separated because of the way the source material was collected and the need to use a consistent source for completions. The Average Annual Requirement has been doubled to reflect this.
- 01 – 02 This covers a nine month period (1.7.01 – 31.3.02) as the monitoring year was moved from mid-year to mid-year to April to April (1st April to 31st March each year). The Average Annual Requirement has been correspondingly reduced.

Average Annual Requirement – this is the Structure Plan requirement of 12,500 averaged over the number of years over which the dwellings need to be provided. In this case the figure is 735 dwellings per year – except for the periods as noted above.

Projected completions, other than those for urban extensions, have been averaged at 425 dwellings per annum to meet the Structure Plan requirement. The City Council considers that it is unrealistic to attempt to forecast completions over the many small sites making up this capacity over a long period.

6. DEVELOPMENT MONITORING FRAMEWORK

- 6.1 The role and importance of monitoring has long been recognised by Cambridge City Council as a vital part of the plan making and review process. Enabling feedback on the performance of policies and the physical effects they have on the City. However, the existing systems will only go part way in meeting the guidance issued by the ODPM and supporting the new planning system.
- 6.2 Monitoring is a key feature of the new system and as such is central to the plan making process. The following sections set out how the City Council intends to ensure that monitoring is integral to this process and then how existing monitoring processes and procedures will need to be developed to meet this challenge.

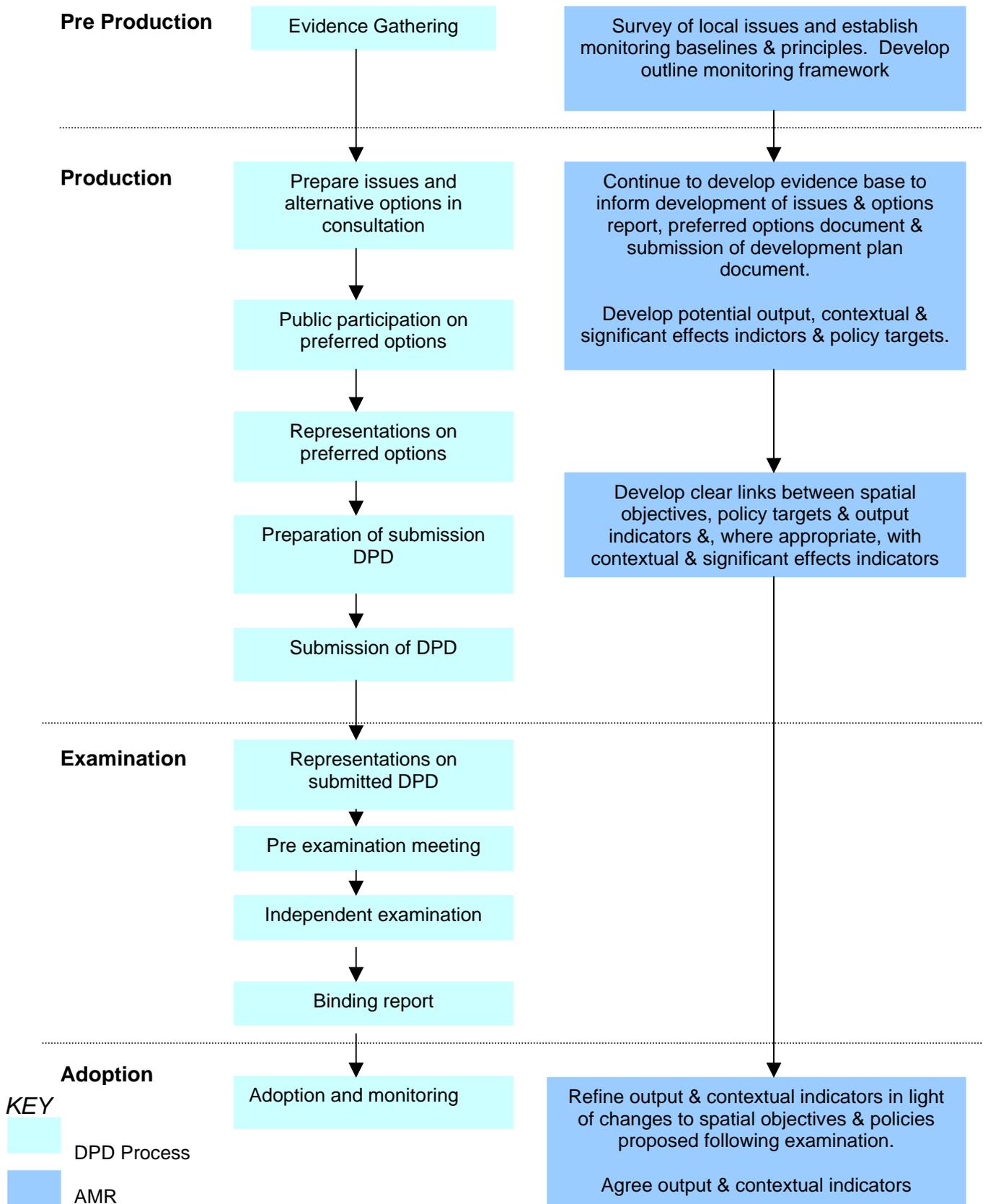
Monitoring and DPD Production

- 6.3 Monitoring will be crucial to the successful delivery of the LDF, enabling the development of a comprehensive evidence base, which will in turn inform the preparation of DPDs. Monitoring will also provide a feedback loop mechanism, giving information about policy performance and highlighting policies that need to be replaced/amended.

Integrating Monitoring with DPD Preparation

- 6.4 Figure 2 provides a diagrammatic representation of how monitoring relates to the various stages of DPD preparation. The progress of the City Council in preparing its DPDs can be seen from the key milestones chart developed for the LDS (see section 3).
- 6.5 It is at the pre-production stage that the City Council will begin to prepare the evidence base that will underpin each DPD. This will consist of existing social, environmental and economic conditions within the District and will draw upon existing survey data. The survey data utilised will be dependent on the type of DPD being prepared, but could include land use issues such as development densities, contamination and flood risk and instability.
- 6.6 The evidence base will be used to identify issues and options for future development at this stage and lead to the formulation of spatial objectives and vision. Feedback from the consultation at this stage and the initial Sustainability Appraisal report will allow for the continued development of the evidence base.
- 6.7 The evidence base will also be used at the preferred options stage, in order to set out and appraise the spatial vision, spatial strategy and draft policies. It is at this stage that the proposed monitoring strategy will be developed. By developing this alongside policies the Council will ensure that policies are capable of being monitored. Indicators identified at the policy formulation stage will be used in future AMRs to show whether policies are being implemented in the first instance and then what the effects of implementation are – whether expected or unexpected.
- 6.8 The Good Practice Guide developed by the ODPM recommends that local authorities apply the objectives-policies-targets-indicators approach to

Figure 2 – Relationship between Monitoring and Development Plan Document Preparation (adapted from Local Development Framework Monitoring: A Good Practice Guide)



formulating a monitoring strategy for its DPDs. Under this approach a clear set of objectives, policies, targets and indicators should be developed in order to facilitate implementation, monitoring and review.

- 6.9 Policy targets linked to output indicators will provide a benchmark for measuring policy implementation. These targets must reflect the real world developments that can be directly influenced by the LDF, for example housing completions and provision of open space.
- 6.10 Sustainability appraisal targets linked to the objectives and related indicators developed as part of the Sustainability Appraisal of DPDs. These targets will provide a benchmark against which the significant effects of policy implementation can be measured.
- 6.11 Targets must be realistic and achievable within the specified timeframe. In developing targets, the ODPM recommend that authorities adopt the 'SMART' approach of Specific, Measurable, Achievable, Realistic and Time-bound targets wherever possible.
- 6.12 Responses to the preferred options consultation, along with the full Sustainability Appraisal, will continue to inform all aspects of the DPD. It will also enable the development of clear links between spatial objectives, policy targets and proposed output, significant effects and contextual indicators.
- 6.13 The final stage in integrating the monitoring and review process with the development of DPDs arises as a result of the Examination and publication of the Inspectors Report. The Examination will look at the soundness of the document, and this will include an assessment of the evidence base and the appropriateness of the monitoring framework. Modifications may need to be made to the proposed monitoring strategy, including the output, significant effects and contextual indicators, in light of the Inspector's report. Once agreed, the monitoring strategy, including the policy targets, output and contextual indicators and sustainability appraisal targets and significant effects indicators will need to be reported in the AMR.

Linkages with other Authorities

- 6.14 The City Council is currently working with South Cambridgeshire District Council in the preparation of a joint AAP for Cambridge East. Cambridge City Council and South Cambridgeshire District Council will produce their own AMRs, which will deal with the part of Cambridge East that is within their respective administration boundaries.
- 6.15 Each Council will develop district wide indicators in order to monitor certain aspects of the development, for example the number of houses completed annually in each District's area. Both Councils will also employ their own contextual indicators based on the specific circumstances and issues of each area, along with their own significant effects indicators drawn from each Councils Sustainability Scoping Report.

6.16 It will also be important to monitor the development as a whole and to this end Core Indicators have been developed to draw together the monitoring of the development across both districts. For example this will provide for monitoring of housing completions against the policy requirements for the development as a whole as set out in the AAP. A number of specific local indicators have also been developed to enable monitoring of policies in the AAP that set specific requirements for development, for example housing density and access to public transport (see Appendix D). Policy development for other urban extensions to Cambridge will also require partnership working with South Cambridgeshire District Council in a similar way. These will be highlighted in the City Councils LDS in due course.

Strategic Development and Monitoring Framework

6.17 The guidance recognises that the first AMRs will not fully meet all its requirements. The aim of this section is to outline how the City Council will develop its systems to meet the requirements in relation to indicators identified in the guidance and also future indicators identified through the development of DPDs. The City Council recognises that a considerable amount of work will be required to develop the systems that will be necessary to meet these requirements and support the LDF development and implementation.

6.18 The shortage of resources, due to the timing of the Local Plan Inquiry and the need to submit this first AMR by 31st December 2005, mean that it has not been possible to fully review and consider what developments are needed. This will be carried out in the months leading up to next years AMR. However, our initial thoughts are outlined below.

6.19 The Guidance proposes the use of three types of indicators:

- Contextual indicators – these describe the wider social, environmental and economic background against which LDF policies operate.
- Output Indicators – these will be used to assess the performance of policies. The Guidance sets out a number of Core National Output Indicators, which reflect key basic topics and a number of national policy initiatives (see Appendix E). In addition to these local authorities should develop Core Local Output Indicators, which should reflect particular local issues that are not covered by the national indicators.
- Significant Effects Indicators – these should be linked to the Sustainability Appraisal objectives and indicators. By monitoring these it will be possible to compare the predicted effects with the actual outcomes experienced due to policy implementation.

6.20 A Spatial Portrait and a number of contextual indicators have been included in this AMR and reflect the wider social, environmental and economic background of the local area. These indicators have been selected to reflect key characteristics of the local area across a wider range of topics to enable trends to be observed over time. In future years these indicators may be added to if other key issues become apparent.

- 6.21 The main focus of this section is the need to develop monitoring systems to deliver information on the Core National Output Indicators and also how that can be further developed as DPDs are progressed and new Core Local Output Indicators and significant effects indicators are established
- 6.22 The development of these indicators is likely to occur over the next few years. In part this will reflect the development of the LDF as it replaces the “saved” Local Plan, however, the Guide sets Core National Indicators, which the City Council needs to ensure are monitored fully as soon as possible. In addition Go-East have suggested that gypsy and traveller issues should be monitored at this level. A full list of these indicators is added as Appendix E. Existing monitoring systems are able to cope with some of these indicators, but systems will need to be developed to cover others.
- 6.23 A key issue is to deliver information in an efficient, effective and consistent way. It is recognised that along with many others we hold a large amount of information covering a wide range of subjects. Minimising duplication of work across the City Council and between ourselves and other partners is important in using scarce resources efficiently. In addition joint work will be vital concerning information on developments that bridge authority boundaries.
- 6.24 Internally there are a number of other documents such as the Community Strategy and Best Value Performance Plan (BVPP) that contain indicators and measure land use related issues. The indicators and definitions used need to be reviewed in conjunction with those proposed for the AMR and future DPDs to ensure consistency and promote a more efficient way of cross Council working.
- 6.25 Working with other partners, particularly the County Council will be key in ensuring efficiency, effective working and consistency. The City and County Councils work together to provide land use monitoring data for their respective needs and to feed into the Regional Annual Monitoring Report (RAMR). Increasing in importance is the need to ensure that datasets are agreed and reconciled and careful consideration is given to appropriateness of measures and definitions of datasets.
- 6.26 The City Council is working in partnership with the neighbouring authority of South Cambridgeshire District Council on a number of urban extensions. One of these sites, Cambridge East is at the preferred options stage and work has been carried out to identify appropriate indicators that have been developed as part of the plan making process. Work is continuing on progressing this DPD and presenting agreed figures for use in the two authorities AMRs will be key.
- 6.27 The City Council has its own monitoring systems covering residential and student accommodation and commercial and retail uses in the form of an Access database. This has been used since the mid 80’s to keep track of developments and planning permissions in the City. This continues to be the cornerstone of land use monitoring for the City Council but needs to be reviewed and developed comprehensively if it is to meet the needs for monitoring information for AMRs and in support of the LDF.

- 6.28 The Guidance notes that monitoring the LDF should be a continuation and development of existing good practice and that authorities should build upon their existing monitoring systems.
- 6.29 In terms of taking the AMR and the City Councils monitoring systems forward a number of steps need to be carried out:
- Review of existing monitoring systems to match proposed indicators to existing data sources within database.
 - Gaps identified, to include known issues such as separate identification of key worker housing
 - Data sources for gaps to be identified – consider requirements for monitoring these indicators – does the data need to be included within existing systems, are separate records required or can we rely on a third party source
 - Consider consistency of data requirements and definitions with other indicators, for example RAMR, BVPP, Community Strategy.
- 6.30 As work progresses on the LDF it will be necessary to develop new indicators to monitor the effectiveness of LDF planning policies and report results in subsequent AMRs. Work on the LDF key document the Core Strategy is due to commence in the New Year. As policies are developed consideration will need to be given as to how they will be monitored in terms of targets and indicators and whether these are based on information we already have access to or whether new sources need to be identified.
- 6.31 Significant effects indicators will also be developed as part of the DPD process, linked to the Sustainability Appraisal. As DPDs come forward and significant effects indicators are developed so ensuring that monitoring of these indicators will take place will need to be considered in a similar way to the new Core National Output Indicators as set out above.

7. CONCLUSIONS

- 7.1 The aim of this first AMR was to fulfil the statutory requirements. In addition to this, the AMR has provided a Spatial Portrait and Contextual Indicators for the City, giving social, economic and environmental background to planning for the City's future development. The report also begins to outline the City Council's approach to integrating monitoring into the policy making process and how the systems and processes will be used and developed to accommodate this enhanced role and meet the comprehensive requirements for future AMRs.

Appendix A: Contextual Indicators

	Indicator	Output	Unit	Time Frame	Source
Population Characteristics					
Population	Total Population	110,300	Count	Mid 2004	Research Group Cambs County Council
	Annual Change	400	Count	2004-5	
	Average Change Since 2001	133	Count		
Students	Total numbers attending Cambridge University and Anglia Ruskin University	23,150	Count	2000/2001	Cambridge University/Anglia Ruskin University
Ethnicity	White	89.4	%	2001	Census 2001
	Mixed	2.0	%	2001	Census 2001
	Asian or Asian British	3.8	%	2001	Census 2001
	Black or Black British	1.3	%	2001	Census 2001
	Chinese	2.1	%	2001	Census 2001
	Other ethnic group	1.4	%	2001	Census 2001
	Total	108,861	Count	2001	Census 2001
Household Characteristics	Total Households	42,658	Count	2001	Census 2001
	Average Household Size	2.55	Count	2001	Census 2001
	Single Adult Households Non Pensioner	21.7	%	2001	Census 2001
	Single Adult Households Pensioner	14.1	%	2001	Census 2001
	Couple Households No Children	16.9	%	2001	Census 2001
	Couple Households With Dependant Children	16.4	%	2001	Census 2001
	Lone Parents With Dependant Children	4.8	%	2001	Census 2001
	Other Households	26.1	%	2001	Census 2001

Dwelling Stock	LA	7,687	Count	1 st April 2005	HSSA 2005
	Social Rented RSL's & Other Public Sector	3,608	Count	1 st April 2005	HSSA 2005
	Private Sector Non RSL	34,462	Count	1 st April 2005	HSSA 2005
	Total Dwellings	45,757	Count	1 st April 2005	HSSA 2005 & Council Tax
Tenure	Private Sector Rented	8,774	Count	2001	2001 Census
	LA Rented	7,571	Count	2001	2001 Census
	Housing Association/RSL Rented	2,516	Count	2001	2001 Census
	Owner Occupied	22,802	Count	2001	2001 Census
	Others	991	Count	2001	2001 Census
	No Affordable Dwellings	11,070	Count	31 st March 2005	Housing Reconciliation Return 2004/County AMR 2004 & 2005 RAMR submission
Average House Price	Terraced	227,259	Price £	1 st Quarter 2005	Research Group Cambs County Council/Land Registry
	Semi Detached	244,493	Price £	1 st Quarter 2005	Research Group Cambs County Council/Land Registry
	Flat/Maisonette	178,502	Price £	1 st Quarter 2005	Research Group Cambs County Council/Land Registry
	Detached	373,475	Price £	1 st Quarter 2005	Research Group Cambs County Council/Land Registry
	Lowest 25% Quartile price	156,950	Price £	1 st Quarter 2005	Research Group Cambs County Council/Land Registry
Homelessness	No homeless households in priority need	204	Count	2004/2005	HSSA 2005
	Rough Sleepers	7	Count	1 st April 2005	HSSA 2005
Gypsy & Travellers Housing (Core indicator)	No of licensed permanent sites within LA	2	Count	2005	Environment & Planning CCC
	No of licensed pitches in District	43	Count	2005	

	Families living in LA housing	20-30	Count		County Research Group
Economic Characteristics	Economic Activity rate	79.1	%	2004	ONS/Nomis
	Unemployed	1,241	Count	April 2005	
	Unemployed Rate	1.5	%	April 2005	
Business Start Ups/Closures	No VAT registered companies	3,500	Count	2005	ONS/Nomis/County Research Group
	Net change 2001-2005	-45	Count	2005	ONS/Nomis/County Research Group
Business Premises Availability Rates	B1a/b	21	%	2 nd Quarter 2005	Bidwells Data Book
	Laboratories	16	%	2 nd Quarter 2005	Bidwells Data Book
	B1c, B2 ,B8	10	%	2 nd Quarter 2005	Bidwells Data Book
Earnings	Gross Household Income Median	27,628	Count £	2004	CACI /County Research Group
Deprivation	LA Average Score	14.58	Rank	2004	IMD ODPM
	LA Rank Of Average Score	218	Rank	2004	IMD ODPM
	SOA's in 20% most deprived	14	Count	2004	IMD ODPM
Crime Rates	Crime Rate Per 1000 population	133.2	Count per 1000 population	2004/5	Cambridgeshire Crime Research Team
Commuting Characteristics	Total Workforce Population	78,667	Count	2001	Census 2001
	Employed Residents 2001	49,221	Count	2001	Census 2001
	Live and work in Cambridge 2001	35,360	Count	2001	Census 2001
	Percent living & working in Cambridge 2001	71.8	%		Census 2001
	Percent living & working in Cambridge 1991	79.0	%	1991	Census 1991
	Live in South Cambs and work in Cambridge 2001	20,727	Count	2001	Census 2001
	Live in East Cambs and work in	6,227	Count	2001	Census 2001

	Cambridge 2001				
	Live in Hunts and work in Cambridge 2001	4,248	Count	2001	Census 2001
	Live in Suffolk and work in Cambridge 2001	4,067	Count	2001	Census 2001
	Live rest of UK and work in Cambridge	8,048	Count	2001	Census 2001
Mode of Travel to work	Work From Home	5.4	%	2001	Census 2001
	Public Transport	9.5	%	2001	Census 2001
	Car	57.4	%	2001	Census 2001
	Cycle/Motorcycle/walk	27.3	%	2001	Census 2001
	Other	0.5	%	2001	Census 2001
Environment Characteristics				2004	Environment & Planning
Air Pollution					
Annual Average Concentration Nitrogen Dioxide (NO2)	Regent St & (exceedences hourly average)	42 (0)	ug/m ³	Jan-Dec04	CCC & Netcen
	Silver St & (exceedences hourly average)	34 (0)	ug/m ³	Jan-Dec 04	CCC & Netcen
	Gonville Place & (exceedences hourly average)	33 (0)	ug/m ³	Jan-Dec 04	CCC & Netcen
	Parker St & (exceedences hourly average)	49 (0)	ug/m ³	Jan-Dec 04	CCC & Netcen
	Newmarket Road & (exceedences hourly average)	32 (0)	ug/m ³	Jan-Dec 04	CCC & Netcen
Annual Average Fine Particles (PM10)	Regent St & (exceedences daily average)	N/A	ug/m ³	Jan-Dec04	CCC & Netcen
	Silver St & (exceedences daily average)	22 (4)	ug/m ³	Jan-Dec 04	CCC & Netcen
	Gonville Place & (exceedences daily average)	21 (3)	ug/m ³	Jan-Dec 04	CCC & Netcen
	Parker St & (exceedences daily	31 (15)	ug/m ³	Jan-Dec 04	CCC & Netcen

	average)				
	Newmarket Rd & (exceedences daily average)	21 (0)	ug/m ³	Jan-Dec 04	CCC & Netcen
Open Space	Area of Public Open Space per 1,000 population	2.2	ha	2004	Open Space & Recreation Strategy 2004
	Area of semi-natural green spaces accessible to public	35.6	%	2004	Open Space & Recreation Strategy 2004
	Area of Local Nature Reserve per 1,000 population	0.15	ha	2004	CCC Sustainability Appraisal Scoping Report March 2005

APENDIX B: POLICY REVIEW

Policy	Title	Reason	Remedy
EO7	Energy efficient development and means of transport	Unlikely to be used as reason for refusal	Delete
EO9	Impact of environmental improvements on play, wildlife and small business	Not need separate policy	Combine with EO8
EO10	Removal or improvement of eyesores	Not need separate policy	Combine with general environmental improvement policy
NE9	Consideration of natural processes and nature conservation	Does not reflect role of biodiversity and are based approach	Review and amend
NE12	City wildlife sites	Does not reflect role of biodiversity and are based approach	Review and amend
NE14	Land reclamation, land drainage and large scale development affecting the City	Does not reflect role of biodiversity and are based approach	Review and amend
NE15	Wildlife corridors	Does not reflect role of biodiversity and are based approach	Review and amend
BE4	Impact on townscape or landscape of the surrounding area	Not need separate policy	Combine with BE2
BE10	Commercial industrial and retail buildings – external environment	Not need separate policy	Combine with BE2
BE11	Commercial industrial and retail buildings – design	Not need separate policy	Combine with BE2
BE12	Infill sites and alterations to existing buildings	Not needed separately	Combine with BE2
BE13	Access for people with disabilities – provision in non-domestic development	Not needed separately	Combine with BE14
BE14	Improvements in historic buildings	Not needed separately	Combine with BE2
BE16	Street scene – shop fronts of visual or historic interest	Not needed separately	Combine with BE19

BE17	New shop fronts	Not needed separately	Combine with BE19
BE18	Cash points	Not needed separately	Combine with BE19
BE19	Signs	Not needed separately	Combine with others
BE20	Illuminated signs	Not needed separately	Combine with BE19
BE21	Traditional sign design	Not needed separately	Combine with BE19
BE22	Banner signs	Not needed separately	Combine with BE19
BE23	Blinds, awnings, shutters and grills	Not needed separately	Combine with BE19
BE24	Advertisement hoardings	Not needed separately	Combine with BE19
BE26	Bin stores, TV aerials, satellite dishes and other equipment	Not needed separately	Combine with BE2
BE27	Scott telephone kiosks, post boxes and similar features	Not appropriate as policy	Delete
BE28	Conservation areas – boundaries and designation	Repeating Government guidance	Delete
BE31	Outline planning permission in conservation areas	Not needed as policy	In text
BE33	Use of listed buildings	Repeating Government guidance	In text
BE35	Listed building character and setting	Repeating Government guidance	In text
BE36	Listed buildings – change of use	Review need for policy	Merge/In text
BE37	External and internal alterations	Not need separate policy	Combine with BE38
BE38	Measures to minimise loss of historic fabric and character	Not need separate policy	Combine with BE37
BE39	Sympathetic repair	Not need separate policy	Combine with others
BE40	Archaeology – ancient monuments and sites of archaeological importance	Not need separate policy	Combine with BE41
BE41	Archaeological assessment and evaluation	Not need separate policy	Combine with BE40

HO1	Five year supply of housing land	No longer needed as policy	Delete
HO2	Renewal of planning permission for housing	Not needed as a policy	In text
HO3	Sites allocated for housing development	Some implemented, review others	Review and combine with HO4
HO4	Sites with potential for housing development	Some implemented, review others	Review and combine with HO3
HO7	Affordable housing from development proposals	Not need separate policy	Combine with HO8
HO8	Restriction of occupancy to persons in need	Not need separate policy	Combine with Ho7
HO10	HMOs – appropriate locations	Not need separate policy	Combine with HO11 and HO12
HO11	Type of houses where planning permission will not be given for change of use to HMO	Not need separate policy	Combine with HO10 and HO12
HO12	Criteria for judging development of HMO	Not need separate policy	Combine with HO10 and HO11
RL6	Adventure playground	Not needed as policy	Delete/In text
RL9	Local Indoor Sports Centres	Not needed as policy	Delete/In text
RL29	Community access to recreation and leisure facilities	Not need separate policy	Combine with RL11
HE9	Conference facilities	Not used	Review and delete?
S5	Cambridge Market	Not used	Review and delete?
SH16	Extensions and improvements to local shops	Not need separate policy	Combine with other
US2	Waste treatment and disposal facilities with industrial development	Not need separate policy	Combine with US1
US4	Impact of development on the emergency services	Not needed as policy	In text
TR1	Land use and transport issues	Not appropriate as policy	In text
TR2	Impact of development proposals on transport systems	Not appropriate as policy	In text

TR3	Environmental impact of traffic generated by development	Not appropriate as policy	In text
TR10	Cambridge Station	Superseded by Station Area Development Framework	Delete
TR11	Additional station	No longer needed	Delete
TR13	Freight movement developments which involve bulky or high volume material	Need to identify site	Review
TR14	Transport depots	Need to identify site	Review
TR16	Improvements and extension to the pedestrian network	Not appropriate as text	In text
TR19	Improvement and extension to the cycle network	Not appropriate as policy	In text and SPD
TR26	Hierarchy of roads	Not appropriate as policy	Delete
TR28	Local access roads and roads within development	Not appropriate as policy	Design guidance
TR31	Bus priority	Not appropriate as policy	Delete
TR32	Evaluation of bus priority measures	Not appropriate as policy	Delete
TR33	Bus accessibility levels and bus passenger facilities	Not appropriate as policy	Delete
TR34	Taxi services	Not appropriate as policy	In text
TR35 – TR54	Various	Need to identify genuine land use planning issues and review, amend and rationalise as necessary	Rationalise and identify genuine land use planning issues

APPENDIX C: HOUSING TRAJECTORY

Housing Trajectory for Cambridge 1999-2016

Area	1999/01 *	2001/02 **	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Totals
Actual completions existing City	336	141	280	492	584												1833
Projected completions existing City						425	425	425	425	425	425	425	425	425	425	425	4675
																	6508
Urban Extension Sites																	
Cambridge East											50	100	200	200	300	300	1150
Clay Farm/Showground									150	200	250	350	350	350	350	350	2350
Bell Site								10	100	100							210
Monsanto								10	100	100	100	100	100	90			600
NW Cambridge (University)										314	314	379	143				1150
NW Cambridge (NIAB)									100	350	350	350	350	280			1780
	336	141	280	492	584	425	425	445	875	1489	1489	1704	1568	1345	1075	1075	7240
Annual Requirement @ Structure Plan rate of 735pa	1470*	551**	735	735	735	735	735	735	735	735	735	735	735	735	735	735	
Cumulative under/oversupply	-1134	-1544	-1999	-2242	-2393	-2703	-3013	-3303	--3163	-2409	-1655	-686	147	757	1097	1437	

Notes

*Source data is only available for a two-year period (1.7.99 – 30.6.01). Annual Average Requirement is doubled to reflect this.

**Nine month period as monitoring year was moved from mid-year to mid-year to April to April (1st April to 31st March each year). Annual Average Requirement reduced to reflect this.

The Structure Plan target is for 12,500 dwellings to 2016. This table indicates a potential over supply, which is due to the need to allocate enough land to meet the target when there is so much uncertainty about Cambridge East.

For consistency the figures used for completions are those submitted by Cambridgeshire County Council to the Regional Annual Monitoring Report for 2005

Projected completions, other than those for urban extensions, have been averaged at 425 dwellings per annum to meet the Structure Plan requirement. The City Council considers that it is unrealistic to attempt to forecast completions over the many small sites making up this capacity over a long period.

APPENDIX D: CAMBRIDGE EAST INDICATORS (extract from Cambridge East Area Action Plan – Submission Draft)

Table E4: Cambridge East Core and Local Output Indicators

Objective B/a: To create a new and distinctive sustainable community on the eastern edge of Cambridge connected to the rest of the City by high quality public transport and other non-car modes of transport which will enhance the special character of the City and it's setting.						
Indicator number	Indicator	Type of Indicator	Related Chapter Objectives	Related Policies	Targets	Data Source
CE01	Total Housing Completions / Annual Rate	Core	D4/a	CE/10 Cambridge East Housing	To provide an adequate and continuous supply of land for housing development for (1) approximately 10,000-12,000 dwellings at the Cambridge East site as a whole before 2016, and (2) approximately 1,500-2,000 dwellings by 2016. <i>The total housing completions and annual rate of completions for Cambridge East will be monitored through the Cambridge East housing trajectory.</i>	Cambridgeshire County Council Annual Monitoring Survey
CE02	Housing Density	Core	D4/b	CE/10 Cambridge East Housing	At least 50 dwellings per hectare	Cambridgeshire County Council Annual Monitoring Survey
CE03	Housing Mix	Core	D4/c	CE/10 Cambridge East Housing	No specific target - Cambridge East should provide a mix of housing sizes that address the level of need for smaller 1 and 2 bedroom homes in the Cambridge area whilst at the same time creating a balanced community for the long term.	Cambridgeshire County Council Annual Monitoring Survey
CE04	Employment Land Supply by type	Core	D5/a, D5/b	CE/11 Cambridge East Employment	Equivalent of 20-25 hectares of employment land.	Cambridgeshire County Council Annual Monitoring Survey
CE05	Distance to Public Transport	Local	D7/d, D7/l	CE/14 Alternative Modes and Parking	All development within 600m of a stop on dedicated local busway or 400m of other local bus stops. <i>The Total housing completions and annual rate of completions for Cambridge East will be monitored through the Cambridge East housing trajectory.</i>	Cambridgeshire County Council Annual Monitoring Survey

Objective B/a: To create a new and distinctive sustainable community on the eastern edge of Cambridge connected to the rest of the City by high quality public transport and other non-car modes of transport which will enhance the special character of the City and it's setting.

Indicator number	Indicator	Type of Indicator	Related Chapter Objectives	Related Policies	Targets	Data Source
CE06	Distance to public Open Space	Local	D11/b	CE/24 Public Open Space and Sports Provision	Formal sports pitches within 1000m; No home more than 60m from a LAP; No Home more that 240m from a LEAP; No home more than 600m from a NEAP or SIP.	DEVCON/ South Cambs GIS/Cambridge City Council
CE07	Renewable energy installed by type	Core	D14/e	CE/28 Energy	Renewable energy to provide at least 10% of predicted energy requirements	DTI/OFGEM
CE08	Investment secured for infrastructure and community facilities through developer contributions.	Core	E2/a, D6/c	CE/40 Infrastructure Provision, CE/12 Community Services, Facilities, Leisure, Arts and Culture	Targets to be detailed through s.46 agreement or planning obligations.	South Cambs DC/Cambridge City Council

APPENDIX E: Core National Output Indicators.

Taken from: Local Development Framework Core Output Indicators
Update 1/2005, October 2005.

BUSINESS DEVELOPMENT

- Amount of floorspace developed for employment by type.
- Amount of floorspace developed for employment by type, in employment or regeneration areas.
- Amount of floorspace by employment type, which is on previously developed land.
- Employment land available by type.
- Losses of employment land in (i) employment/regeneration areas and (ii) local authority area.
- Amount of employment land lost to residential development.

HOUSING

- Housing trajectory showing:
 - I. Net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer;
 - II. Net additional dwellings for the current year;
 - III. Projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever ever is the longer;
 - IV. The annual net additional dwelling requirement; and
 - V. Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance.
- Percentage of new and converted dwellings on previously developed land.
- Percentage of new dwellings completed at:
 - I. Less than 30 dwellings per hectare;
 - II. Between 30 and 50 dwellings per hectare; and
 - III. Above 50 dwellings per hectare.
- Affordable housing completions.

TRANSPORT

- Amount of completed non-residential development within UCOs A, B and D complying with car-parking standards set out in the local development framework.
- Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s).

LOCAL SERVICES

- Amount of completed retail, office and leisure development.
- Amount of completed retail, office and leisure development in town centres.
- Amount of eligible open spaces managed to Green Flag Award standard.

FLOOD PROTECTION AND WATER QUALITY

- Number of planning permissions granted contrary to the advice of the Environment agency on either flood defence grounds or water quality.

BIODIVERSITY

- Change in areas and populations of biodiversity importance, including: change in priority habitats and species (by type); and change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

RENEWABLE ENERGY

- Renewable energy capacity installed by type.

In addition, to these Core National Output Indicators, Go-East have added gypsy and traveller issues for authorities in the Eastern Region as being of more than local significance. There is no prescription to the actual indicator to be used. See Appendix A: Contextual Indicators for some preliminary indicators.