



To: Executive Councillor for City Centre and Public Places:
Councillor Carina O'Reilly

Report by: Simon Payne - Director of Environment

Relevant scrutiny committee: Community Services Scrutiny Committee 11th July 2014

Wards affected: Abbey East Chesterton Market

AN UPDATE REPORT ON RIVERSIDE MOORINGS

Key Decision

1. Executive summary

1.1 This report summarises the outcomes of a feasibility study commissioned in the Spring of 2014 to explore options for the adaptations of the river wall and railings to facilitate river boat moorings at Riverside. The report also makes recommendations on the regulation of Riverside moorings.

1.2 The City Council has asserted its ownership of, and registered its title to, the subsoil of Riverside. The registration of title allows the City Council the opportunity to consider management options for river boat moorings at Riverside.

1.3 In October 2013, Environment Scrutiny Committee considered a range of options as a result of and after extensive consultation on river boat moorings at Riverside. The Executive Councillor instructed a feasibility appraisal to be commissioned to identify suitable solutions to allow the management of moorings, whilst minimising or mitigating any adverse effects on navigation.

1.4 The responsible scrutiny of river moorings issues has now changed from Environment Scrutiny Committee to Community Services Scrutiny Committee with effect from a decision at Full Council on the 12th June 2014.

1.5 Officers have been mindful of previous representations and the likelihood impact on neighbouring properties from any recommended change to the river boat moorings at Riverside.

1.6 This report intends to update and inform Councillors on the feasibility of permitting moorings at Riverside, any constraints, and any subsequent impact on moorings at Riverside and neighbours, or on the current River Moorings Policy.

1.7 The feasibility study has recommended and discounted some but not all technical options to create river moorings at Riverside. This report recommends the continued investigation of the creating of mooring positions; coupled with the introduction of regulation of moorings at Riverside as an interim solution to overcome some of concerns raised by stakeholders and local residents.

2. Recommendations

The Executive Councillor is recommended:

- a) To instruct Officers to continue to develop option 2 as detailed at 3.4 and to prepare a full project appraisal of allowing Riverside to be incorporated into the City Council's River Moorings Policy, including whether or not adaptations can be made to Riverside;
- b) To instruct Officers not to pursue option 3 detailed at 3.4;
- c) To instruct Officers to regulate moorings at Riverside from the 1st October 2014;
- d) And for Officers to facilitate those currently moored on Riverside to be given the opportunity to join the River Moorings Waiting List in chronological order where the period of first occupancy can be evidenced.

3. Background

3.1 Cambridge City Council manages residential moorings on the River Cam, and since 1996 has developed and evolved a River Moorings Policy that governs the way in which this service works.

3.2 The existing River Moorings Policy was approved by the Executive Councillor for Community Development and Leisure on the 24th March 2005, and it currently does not cover land at Riverside. This exclusion is due to ownership of the land being uncertain, however this issue is now resolved. This current report is part of a step process to inclusion into the River Moorings Policy, and is intended to ensure Councillors are fully briefed and appraised before accepting recommendations.

3.3 In a report to the Executive Councillor for Art, Sports and Public Places on the 12th January 2012 it was recommended that any decision on the future management of the land at Riverside should be informed by the views of different groups of people, who have a reasonable interest in what happens to this area.

3.4 To gather the views on a range of options, a consultation was approved by the Executive Councillor that considered:

- Option 1: Permit mooring on Riverside wall, integrating the area into the city's mooring policy;
- Option 2: Permit mooring on Riverside wall, but not where the river is narrowest;
- Option 3: Ban mooring on Riverside wall, and relocate Riverside craft to other locations on the river;
- Option 4: Ban mooring on Riverside wall and give existing resident moorers notice to vacate;
- Option 5: Re-organise mooring so as to make Riverside a visitor mooring area only, opening up existing visitor moorings for residential use;
- Option 6: Do nothing; leave things as they are.

3.5 The Executive Councillor on the 8th October 2013 at Environment Scrutiny Committee:

- Instructed Officers to carry out feasibility work on options 2 & 3 (detailed at paragraph 3.4); and to consult on Executive Councillor approved solutions and to report back consultation findings to Environment Scrutiny Committee for further consideration and decision.
- Instructed Officers not to pursue creating solutions for options 1,4,5 & 6, (detailed at paragraph 3.4) at this stage, and not to consult on these options further, but not to discount these options completely until the outcomes of further study of options 2 & 3 are known.

4 Developing Feasibility on Options 2 & 3

4.1 A feasibility study has been completed and a summary is presented in this report. The study considered a range of technical options to improve access. Officers are however not content that all options and issues have been fully considered or appraised at this time.

4.2 The County Council are responsible for the highway and therefore the wall and railings at Riverside. Any adaptations or changes to the wall, railings or highway layout would need their consent.

4.3 The County Council offered to allow the City Council to use its framework agreement with Skanska to facilitate the feasibility study. This approach has had a direct benefit in that the County Council had direct input into the design and therefore only options agreeable to them were developed.

4.4 To overcome access issues and to facilitate a save entry and exit from the moorings the feasibility report recommends that a 1.5m wide fixed or floating pontoon is installed close to the riverside wall, with an access ramp from road level to river level.

4.5 The introduction of a fixed or floating pontoon will require consent from the Conservators of the River Cam, who will be concerned with safe navigation and river widths and from the Environment Agency, who will be concerned with river flooding and water flows.

4.6 The cost of installing a fixed pontoon is estimated at £95,000 for a 100 linear metre length and £101,000 for a floating pontoon of the same distance.

4.7 Both the fixed and floating pontoons will create moorings for approximately 8/9 boats.

4.8 The fixed or floating pontoon may limit the width of boats that can be permitted to moor. It is likely this will impact on the available space for wide beam vessels.

4.9 Officers are not content that other options for adaptation have been thoroughly considered and some solutions may have discounted prematurely. It is recommended that further work is carried out to appraise a full range of options.

4.10 One option is to incorporate Riverside moorings in to the existing River Moorings Policy; this is discussed further at section 6

4.11 Discontinuing option 3

There are currently 44/45 boats on Riverside of which there are approximately 22/25 live aboard. Live aboard is defined for the purposes of this report as being sole place of residency. A ban on mooring would directly impact on live aboards due to displacement.

4.12 There is a shortage of wide beam moorings in Cambridge and surround areas with a current waiting list time in excess of 7 years. This means that wide beam boats removed from Riverside would have nowhere to go.

4.13 A ban on mooring would be difficult to implement and likely to be problematic to enforce. There is significant demand for low cost housing solutions which includes moorings and therefore the likelihood of boats returning to moorings vacated after enforcement is high. A ban will put pressure on the existing staff resource with a likelihood of having to have a continued enforcement presence.

5 Impact on Riverside moorers and local residents

5.1 Local residents and other river users have made representation to the City Council regarding environmental, health and safety and anti-social behaviour issues experienced from Riverside moorings. These types of issues are managed effectively through terms and conditions of the River Moorings Licence on other Council moorings. It is therefore recommended that the City Council regulates all moorings using adapted terms and conditions.

5.2 There are currently approximately 44/45 boats on Riverside, with an estimated 22 live aboard. The boats vary in condition and levels of maintenance. The introduction of regulation of moorings using terms and conditions will ensure that boats have a valid boat safety certificate and it is also recommended that guidance is produced and incorporated into existing licence terms and conditions, offering advice on safe entry and exit to boats moored on City Council land.

5.3 It is recommended that those currently moored on Riverside are given the opportunity to join the River Moorings Waiting List in chronological order where the period of first occupancy can be evidenced. This will give those on Riverside reassurance that they have other options available while the incorporation of Riverside moorings into the existing River Moorings Policy is explored.

5.4 City Council River Moorings Licence holders currently have a local exemption for liability to pay Council Tax. It is recommended that this exemption does not apply whilst the moorings of Riverside currently remains outside the Council's River Moorings Policy. Therefore Council Tax liability may continue to be applied depending on individual and personal circumstances.

5.5 Regulation of moorings at Riverside will take the form of a registration to enter the Waiting List which will set out new terms and conditions to allow temporary mooring at Riverside. Boats not registered will not be eligible to enter the River Moorings Licence scheme if after further feasibility and at a later date mooring is incorporated into the current River Moorings Policy.

5.6 Any breach of terms and conditions will result in removal from the waiting list and the forfeit of temporary moorings status.

5.7 It is recommended that regulation of moorings be introduced at Riverside by 1st October 2014, and that the current River Moorings Waiting List remains closed to allow incorporation in chronological order.

6 Incorporating Riverside into a revised Moorings Policy

6.1 The Executive Councillor for Public Places considered a report on the 16th January 2014 which contained recommendations for amendments to, and the management of, the Council's River Moorings Policy.

6.2 The report details issues and options that have been raised by stakeholders since January 2010, when the policy was last reviewed.

6.3 The report also highlights areas for further consideration and scrutiny relating to fees and charges, the formulation of an enforcement policy and the subsequent management of moorings.

6.4 In relation to the management of the River Moorings Policy the Executive Councillor *instructed officers to Draft a River Moorings Policy document reflecting the Executive Councillor decisions to date, which would also include an enforcement policy. It is recommended that the document be the subject of consultation and further approval by Environment Scrutiny.*

6.5 Approved recommendations from this report will be further developed and incorporated into the draft River Moorings Policy and referred to Community Services Scrutiny Committee for further consideration.

6.6 Officers will continue to develop option 2 as detailed at 3.4 and to prepare a full project appraisal to allow Riverside to be incorporated into the City Council's River Moorings Policy, including whether or not adaptations can be made to Riverside.

7. Implications

(a) Financial Implications

The cost of installation of a mooring pontoon is estimated at between £95k & £105k. There is currently a budget allocation on the Capital Plan of £75,000 (SC561) funded from use of Council Reserves which is currently planned for delivery in 2014/15. A further investment of £25,000 could be supported financially as outlined below, dependent on the occupancy profile.

The table below outlines the yield that might be expected from 8/9 moorings at current VAT exclusive fees which, assuming an investment of £100,000 would yield between 3.78% and 8.51%. This compares favourably to the current investment rate earned by the Council. No allowance has been made in respect of long-term maintenance and replacement costs. Allowing a replacement period of

20 years, and assuming construction inflation is equal to RPIX, the (cost)/yield ranges from (1.2%) to 3.5%.

Type		2014/15 rate excl VAT	8 moorings	9 moorings
2 or more adults	100%	946.00	7,568.00	8,514.00
Single adult	75%	709.50	5,676.00	6,385.50
Concessions	50%	473.00	3,784.00	4,257.00

Fees increases annually based on RPIX and are subject to 25% or 50% discount dependent on the occupancy. As moorings holders are residential, the VAT charged to individuals will not be recoverable and the cost per mooring ranges from £39.42 to £78.84 per calendar month.

It is not recommended to proceed with a fix or floating pontoon until all options have been fully appraised.

(b) **Staffing Implications**

Further adaptation or change to create fixed or floating moorings will require external specialist advice. There is likely to be additional resource required to assist investigating other solutions. The introduction of registration and regulation can be met from existing resource.

(c) **Equal Opportunities Implications**

A full Equality Impact Assessment will be completed prior to the creation of any future policy recommendations to be made to Community Services Scrutiny Committee

(d) **Environmental Implications**

+L: The proposal has a low positive impact. Improved management of the moorings at Riverside will enable the Council to better regulate the impact of moorings on the local neighbourhood. Regulation of moorings will address issues of long running generators, disposal of waste and sewage, boat safety and insurance.

(e) **Procurement**

There are no procurement implications at this stage

(f) **Consultation and communication**

Any decision taken as a consequence of this report will be detailed in the Review of the Moorings Policy which is scheduled to report to the 16th October 2014 Community Services Scrutiny Committee.

(g) **Community Safety**

The recommendations have no foreseen direct impact on Community Safety.

8. Background papers

These background papers were used in the preparation of this report:

- 12/10/CS Riverside Riparian Ownership & Moorings
- Consultation briefing note on Riverside Moorings
- Mooring at Riverside Wall - Summary Report on consultation
- Moorings at Riverside Wall – A report for Cambridge City Council by Phil Back Associates Ltd, May 2013

9. Appendices

None used

10. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

Author's Name: Alistair Wilson
Author's Phone Number: 01223 - 458514
Author's Email: alistair.wilson@cambridge.gov.uk