

## Cambridge City Council Equality Impact Assessment



Completing an Equality Impact Assessment will help you to think about what impact your strategy, policy, plan, project, contract or major change to your service may have on people that live in, work in or visit Cambridge, as well as on City Council staff.

The template is easy to use. You do not need to have specialist equalities knowledge to complete it. It asks you to make judgements based on evidence and experience. There are guidance notes on the intranet to help you. You can also get advice from Helen Crowther - Equality and Anti-Poverty Officer on 01223 457174 or email [helen.crowther@cambridge.gov.uk](mailto:helen.crowther@cambridge.gov.uk) or from any member of the Joint Equalities Group.

### 1. Title of strategy, policy, plan, project, contract or major change to your service:

Revision to the River Mooring Policy (RMP)

### 2. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?

A lot of space along the banks of the River Cam is dedicated to boat mooring, for both residents and visitors. There is space for 70 residential boats to moor, and 8 visitors' boats. The [boat mooring map](#) shows the location of the designated mooring areas. All moorings are subject to our [rules and regulations](#).

The Moorings Policy came into effect in 2006 and is periodically reviewed and updated. In 2010 - the council undertook a review of certain aspects of the mooring policy. The officer's report and background papers are available to download from the Council website.

The purpose of this revised River Moorings Policy (RMP) is to permit Cambridge City Council to effectively manage the provision of its mooring facilities, as the riparian owner of the land adjacent to the river bank at defined locations within the River Cam corridor.

One of the primary aims of the policy is to provide a mechanism to advise interested parties about the way in which the Council will discharge its various functions and responsibilities for moorings.

Those identified as having an interest in the mooring policy include current and future moorers, visiting boaters, commercial boat operators, stakeholders, organisations and individual members of the community who have an interest in the river or are directly affected by activities which take place within the river and environs.

The policy recognises that the area of the River Cam covered by the policy is becoming increasingly popular for a variety of activities and is now one of the busiest stretches of

**2. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?**

inland waterway within the United Kingdom, and the activities of the City Council needs to reflect the changing demands on the river system.

As a moorings management policy its limitations must also be recognised and as such it does not attempt to deal with the full range of City Council statutory responsibilities such as planning, social care and housing needs or the full range of ambitions expressed for the future of the River Cam. The policy does however have regard to the wider responsibilities of the Council and has been prepared within a framework which recognises the context and importance of the locality.

The new River Moorings Policy 2017 - 2023 updates and changes where appropriate the existing Mooring Management Policy adopted in October 2010. This revised policy, therefore, aims to reflect the considerable operational changes in the intervening period since the 2010 policy was adopted.

The RMP revision will also encompass changes to policy which have been made since the adoption of the 2010 document but have not previously been included as a revision within the policy framework the replacement for Council Tax discounts.

A number of factors which influence the future policy direction have been identified by river users, stakeholders, local residents and the City Council. These include increasing demand for visitor and longer term licenced mooring locations, potential conflict between mooring boats and other river users such as rowing clubs, angling organisations and commercial operators such as punting.

Officers will continue to work with the Conservators of the River Cam, Cam Boaters and other stakeholders to monitor the equality impacts as the implementation and management phases of the proposed River Moorings Policy emerge.

**3. Who will be affected by this strategy, policy, plan, project, contract or major change to your service? (Please tick those that apply)**

- Residents
- Visitors
- Staff

A specific client group or groups (please state):

River Boat Licence holders and those on our Waiting Lists for a River Moorings Licence

**4. What type of strategy, policy, plan, project, contract or major change to your service is this? (Please tick)**

- New  
 Revised  
 Existing

**5. Responsible directorate and service**

Directorate: Environment  
Service: Streets and Open Spaces

**6. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service?**

- No  
 Yes (please give details):

Revenue and Benefits and the Council Tax Reduction <sup>1</sup>(CTR)Scheme  
Housing Need with regards the Housing and Planning Act 2016 <sup>2</sup> Welfare Assessment

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<sup>1</sup>

<https://www.cambridge.gov.uk/sites/default/files/documents/Discretionary%20Council%20Tax%20Reduction%20Scheme.pdf>

<sup>2</sup> <http://www.legislation.gov.uk/ukpga/2016/22/section/124/enacted>

## 7. Potential impact

**Please list and explain how this strategy, policy, plan, project, contract or major change to your service could positively or negatively affect individuals from the following equalities groups.**

The City Council has considered its proposals and the feedback to issues and options from its most recent consultation on the topic and estimated the likely impacts on people with each of those “protected characteristics” identified in the Act:.

The consultation ran for a period 12 weeks, and was made widely available through the City Council’s website and supported by new releases and social media. The consultation was also targeted at stakeholders who broadly included those with a River Moorings Licence, those on our waiting lists, local resident groups, national and regional boat organisations and the Cam Conservators.

Paper copies of the consultation were directly delivered to all boats on the river and electronically where we had contact emails.

The consultation had over 800 responses and was independently tabulated by MEL research. All comments and responses have been considered when drafting the RMP.

The Council has not carried out systematic collation and analysis of the information relating to the protected characteristics of boaters and other stakeholders who may be affected by the response to the changes to the RMP. We did not hold this information and therefore instead, the City Council has estimated the likely impact on boaters and other stakeholders based on responses to a range of issues and options in a recent consultation.

The consultation did however collect information on gender, age and disability.

The consultation feedback received through responses to the consultation supports the need for an effective enforcement policy for the efficient management of the City Council’s River Moorings.

The Council is mindful of its safeguarding duties to vulnerable people and children and works closely with the [Cambridgeshire Local Safeguarding Children Board](#) and other agencies. It also considers the needs of those who identify as having one or more of the protected characteristics as defined by the [Equalities Act 2010](#) and can carry out welfare assessments and consider what reasonable adjustments could be made if required on a case by case basis.

Councils have a duty to periodically assess housing needs, including need for houseboats/moorings. This includes not only needs of those who have reasons for needing that type of accommodation due to race or origin, but also those who have a personal preference for that style of living.

Once needs are assessed, authorities need to plan for how those needs can be met.

The need to carry out a needs assessment in relation to houseboats has been discussed

## **7. Potential impact**

previously with sub-regional partners in the context of the Cambridge sub-Regional Strategic Housing Market Assessment (SHMA), commissioned through the Cambridge sub-Regional Housing Board (CRHB). . We need to agree with partners funding and timescales for such an assessment to be carried out.

We will also be gathering equalities information around the profile of people on the Mooring waiting list to help inform housing needs assessments and Council Tax Relief. The collection of this information can be made when we renew the RMLs and update the waiting lists.

**(a) Age** (any group of people of a particular age, including younger and older people – in particular, please consider any safeguarding issues for children and vulnerable adults)

A survey <https://canalrivertrust.org.uk/media/library/1902.pdf> by the Canal & River Trust identified that two thirds of boaters were aged 55 or over.

Our previous consultation in 2014 shows the age make up of those living on the River Cam to be as follows:-

Under 16 – 3  
 16 to 25 – 0  
 26 to 35 – 17  
 36 to 45 – 16  
 46 to 55 – 15  
 56 to 65 – 10  
 65 + - 4

From the information in consultation report we have had greater levels of response from those aged 35 to 54 compared to the City population estimate.

	Responses	Consultation	Mid-2015 population estimates
Under 35's	158	25.6%	49.5%
35 to 54	296	48.0%	27.2%
55+	163	26.4%	23.3%
Total	617	100.0%	100.0%

This demonstrates a significantly different age profile to that of the Canal & River Trust, and therefore a need to complete a socio demographic assessment of RML's and those on our waiting lists.

The findings above suggest that the changes to the Moorings Policy will impact on people of a range of ages then but may have less impact on families with dependent children. We will monitor the impact of the Policy on different age groups. For example, there may be impacts on:

- Older boaters who have mobility issues and more of a need to moor close to a specific location, for better access to their boat and its moored location. Those with disabilities relating to mobility and vision could also be more restricted to moorings with a hard edge to facilitate getting on and off their boats. Where moorings with hard edges are limited this may put these groups at a disadvantage compared to other boaters.
- Boaters with young children of school age who may have more of a need to stay in one location/area close to a child's nursery or school.

Monitoring the impacts on boaters of different ages, particularly older boaters and those with school age children, will be included as an action in the Action Plan.

**(b) Disability** (including people with a physical impairment, sensory impairment, learning disability, mental health problem or other condition which has an impact on their daily life)

The Council carries out welfare assessments prior to taking enforcement action, to ensure that the action is proportionate and to meet its equality duties. This can mean making reasonable adjustments or referring people to our Housing Needs Services.

Responses to the consultation survey included those with a:-

- Mental Health disability (6)
- Disability affecting mobility (13)
- Disability affecting hearing (4)
- Disability affecting vision (5)
- Learning difficulty (3)

Number of respondents shown in brackets.

All response records have been checked and there was no feedback in the consultation that highlighted anything specific relating to how the policies would impact on disability.

Further work will be completed as the model is developed and as we understand the likely impact on people with disabilities, to include a range of improvement to access and egress to the River moorings. RMP relating to Health and Safety checks will have a positive impact on people with disabilities in identifying specific risks associated with disability.

We anticipate that the RMP might have the following impacts on boaters with disabilities:

- Where people have disabilities impacting on their mobility or vision, they could be more restricted to moorings with a hard edge to facilitate getting on and off their boats. Where moorings with hard edges are limited this may put these groups at a disadvantage compared to other boaters.
- Boaters with disabilities may have more of a need to moor close to a specific location, for better access to health services.

This will be included as an action in the Action Plan, with a particular focus on the two groups identified above (people with disabilities impacting on their mobility and those who need access to health services)

**(c) Gender**

Men are more likely to be licence holders than women on a ratio of 2:1, so the moorings policy is likely to have the most impact on men.

However, we had more evenly spread levels of response to the consultation: men 50%, female 45% and not disclosed 5%.

Responses to self-selection surveys and consultations are usually non-representative of the wider area, typically with greater levels of response received from older residents (55+) and from women. Those less likely to participate in self-selection surveys are busy workers with families and younger residents (under 35's – and particularly men in this age band).

It is recommended that officers continue to work with the Conservators of the River Cam, Cam Boaters and stakeholders to monitor equality impacts around gender as the development, implementation and management phases of the proposed River Moorings Policy emerge.

**(d) Pregnancy and maternity**

There may be access issues to the boats and their moorings. Pregnant women may have more of a need to moor close to a specific location, for better access to health services. Pregnancy could also impact on their mobility so they could be more restricted to moorings with a hard edge to facilitate getting on and off their boats. Where moorings with hard edges are limited this may put these groups at a disadvantage compared to other boaters. It is recommended that officers work with the Conservators of the River Cam, Cam Boaters and stakeholders to monitor quality impacts as the development, implementation and management phases of the proposed River Moorings Policy emerge.

**(e) Transgender (including gender re-assignment)**

There were 26 respondents to the consultation who identified as being transgender. It is recommended that Officers work with the Cam Boaters to consider the River Moorings Policy impact on those individual(s).

All response records have been checked and there was no feedback in the consultation that highlighted anything specific relating to how the policies would impact on transgender.

### **(f) Marriage and Civil Partnership**

The City Council has a sole to joint and joint to sole mooring licence procedure that impact on couples. This is available on request from Streets and Open Spaces. There are currently 12 joint licence holders. The updated RMP makes no recommendation on the need for changes to the current arrangements as the current arrangements have a positive impact in extending moorings rights to both members of a couple.

An existing sole licence holder can request a joint licence holder be added to their Licence Agreement in the following circumstances:

- Where the proposed joint licence holder is married to or is a civil partner of the existing licence holder: or
- Where the proposed joint licence holders live together and the relationship is an established one i.e. evidence is produced showing they have lived together for at least 12 months prior to the application.

There have been no other impacts of the RMP that relates to marriage or civil partnership. We will gather more information on profile of households on the moorings waiting list, including around marriage and civil partnerships, to monitor Equality Impacts of licencing.

### **(g) Race or Ethnicity**

Local housing authorities have a statutory duty to assess and understand the accommodation needs of people residing or resorting to their district. In 2016 this duty was amended, to include a specific requirement for authorities to consider the needs of people residing or resorting to the district with respect to the provision of caravan sites, and places on inland waterways where houseboats can be moored

The National Planning Policy Framework also requires local planning authorities to have a clear understanding of needs in their area. This includes identifying the scale and mix of housing and the range of tenures likely to be needed over the plan period, which addresses the need for all types of housing, including needs of different groups in the community.

The Government issued draft guidance in May 2016 on how to carry out an assessment in relation to caravan site and houseboat needs. This lays out some basic principles, although states that the exact approach taken may vary depending on local circumstances.

The guidance expressly covers those who have a housing need and need to live in a caravan or houseboat, regardless of race or origin. This may include bargees, Romany Gypsies, Irish and Scottish Travellers, new-age travellers and travelling show people, but extends wider than that. (It also clarifies that Romany Gypsies and Scottish and Irish Travellers are recognised ethnic groups, to whom public bodies owe a statutory duty under equalities legislation and case law).

The following are groups who are currently recognised as a distinct ethnic group in UK law.

- English Gypsies/ Romanichals, Travellers of Irish Heritage, European Roma
- Gypsies and Travellers who are currently not recognised as ethnic groups

The following are groups who are currently not recognised as distinct ethnic groups in UK law. Some are arguably ethnic groups, and may receive legal recognition as such in due course. Others are groups who are categorised by occupation or lifestyle choice, without having a common ethnic background. In either case, they may share similar needs (particularly with regards to accommodation need) to those ethnically recognised groups.

- Scottish Gypsies/ Travellers
- Welsh Gypsies
- Show people
- New Travellers
- River Travellers or 'Bargees'

It states that needs of these groups may differ from the rest of the population in relation to, for example, nomadic/semi-nomadic way of life, preference for houseboat living, movement between bricks and mortar and houseboat living, presence on unauthorised

### **(g) Race or Ethnicity**

encampments/ developments, etc.

As well as looking at those currently in caravans and houseboats, the assessment needs to take into account people in bricks and mortar housing who may have a preference for a different way of life.

In carrying out a needs assessment, it recommends close engagement with the communities throughout the process, and suggests some potential sources of data. It also recommends a specialist survey and/or some other qualitative research, and states that authorities will need to consider co-operating across boundaries, both in carrying out assessments and delivering solutions.

The assessment should identify accurately the current number of households, and current and future level of need for caravan and houseboat accommodation in the area.

Once the assessment is complete, the guidance states that needs can be met in a variety of ways, ‘through the socially rented or commercially rented sectors (be it for sites or bricks-and-mortar accommodation), or through private ownership of sites or bricks-and-mortar housing, moorings and houseboats’.

The need to carry out a needs assessment in relation to houseboats has been discussed previously with sub-regional partners in the context of the Cambridge sub-Regional Strategic Housing Market Assessment (SHMA), commissioned through the Cambridge sub-Regional Housing Board (CRHB).

The Action Plan will explore further with sub-regional partners in the CRHB the possibility of carrying out a needs assessment in relation to houseboats in the SHMA.

### **(h) Religion or Belief**

None identified from the consultation. It is recommended that Officers work with the Conservators of the River Cam, Cam Boaters and stakeholders to monitor quality impacts as the development, implementation and management phases of the proposed River Moorings Policy emerge.

### **(i) Sexual Orientation**

None identified from the consultation. It is recommended that Officers work with the Conservators of the River Cam, Cam Boaters and stakeholders to monitor quality impacts as the development, implementation and management phases of the proposed River Moorings Policy emerge.

**(j) Other factors that may lead to inequality – in particular – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):**

Council Tax Reduction rules

In respect of liability to pay Council Tax for boats used for residential purposes in receipt of an annual mooring licence from the City Council, the District Valuation Office has taken the view, after consideration of prevailing legislation and case law, that boats used as dwellings on the River Cam should be registered on the Valuation List as eligible to pay Council Tax.

The City Council currently provides a 100% discount on the tax liability for residential moorings, therefore moorers' who are subject to the mooring licence fee do not pay Council Tax at present. However, in the intervening period between the discount being introduced in 2006 and subsequent changes to the regulation of Council Tax introduced in 2012, the City Council has introduced a Local Council Tax Reduction (CTR) Scheme within other areas of its responsibilities which operates on a means tested or ability to pay basis.

This scheme can, for example, offer discretionary relief from Council Tax at a range of levels up to 100% dependent on individual circumstances. The scheme operates in conjunction with other social benefits such as Housing Benefit to ensure fair and equal treatment.

The City Council will, during the lifetime of this policy, consult in detail with stakeholders and those in possession of mooring licences to determine the most appropriate way of applying Council Tax discounts in future and in alignment with other Council policy areas.

The following table details some typical scenarios

	Criteria	Assumed council tax liability (pw)	Approximate council tax support (pw)	Deficit	Assumed rent liability (pw)	Approximate Housing Benefit (pw)	Deficit
Scenario A	Single, 30hrs at average wage	£15.32	£0	£15.32	£40.85	£0	£40.85
Scenario B	Single, 30hrs at minimum wage	£15.32	£0	£15.32	£40.85	£0	£40.85
Scenario C	Single, 16hrs pw at minimum wage	£15.32	£7.90	£7.42	£40.85	£16.74	£24.11
Scenario D	Single, in receipt of a passporting benefit (or JSA)	£15.32	£15.32	£0	£40.85	£40.85	£0
Scenario E	Couple, no children, 1 working 30hrs average age	£20.43	£0	£20.43	£40.85	£0	£40.85

**(j) Other factors that may lead to inequality – in particular – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):**

Scenario F	Couple, no children, both working 30hrs average wage	£20.43	£0	£20.43	£40.85	£0	£40.85
Scenario G	Couple, no children, in receipt of passporting benefit	£20.43	£20.43	£0	£40.85	£40.85	£0
Scenario H	Couple, 2 children, 1 working 30hrs average age	£20.43	£0	£20.43	£40.85	£0	£40.85
Scenario I	Couple, 2 children, both working 30hrs average wage	£20.43	£0	£20.43	£40.85	£0	£40.85
Scenario J	Couple, 2 children, in receipt of passporting benefit	£20.43	£20.43	£0	£40.85	£40.85	£0

Some assumptions have been applied when making the above calculations:

- The uses of the minimum wage for B and C.
- Where reference is made to average wage, £27,000pa has been used.
- Based scenario's A-D on a single person over 25 (of working age), with no disabilities.
- Each scenario is based on a Band A liability which equates to £20.43 pw. Scenario's A-D includes the 25% single person's discount.
- Assumed a rent of £40.85 pw, which comes from an annual mooring fee of £900+ a river licence fee of £1224+ 2%.

Other variables such as disabilities, child care costs, different income, then the entitlements would vary. If the amount of earnings varies from those given above, then the amount of CTS and HB would also vary. The amount of HB would also vary if the river licence fee was different.

The CTR is a significant change to the established principle of discretionary discount agreed in 2006 and was not identified in the recent consultation as an issue for consideration. As the CTR is a discount for individuals and not categories of persons, it is therefore recommended in the Action Plan that the Council works with Camboaters and other stakeholders to better understand the impact of any change from the current discount and the possible introduction of the CTR scheme on individuals and in the context of other changes made in the revised RMP.

**Mooring Fees and Charges**

Under the Moorings Policy individual boats will be charged by the length of the boat rather than by a flat rate basis. The introduction of a length tariff allows the Council to offer reduced fees for smaller boats. Charging by length is the industry standard mechanism for charging for permanent moorings and is the basis for the setting of the Cam Conservators licence fees. Given the limited space available for moorings, charging by length is the fairest option.

Most boats fall within a small range of lengths however the wide beam boats are nearly

**(j) Other factors that may lead to inequality – in particular – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):**

always amongst the longer vessels and will pay more under the policy of charging by length.

The annual River Moorings Licence fee increase will have a negative impact on some boaters, as mooring will be more expensive. However, this still provides an affordable option when considered in the context of a range of means tested benefits.

**8. If you have any additional comments please add them here**

As there are many inter relationships between River Moorings and other services within the Council, it is therefore recommended that a full equalities audit of RML holders and those on our waiting lists be carried out to support the immediate implementation of the RMP and also the longer term Needs and Welfare Assessment as required by the Housing and Planning Act 2016 and the possible introduction of the Council Tax Reduction Scheme.

It is recommended that officers work with the Conservators of the River Cam and Cam Boaters to monitor equality impacts at the implementation and management phases of the proposed RMP, as they emerge.

## 9. Conclusions and Next Steps

No disproportionate negative impacts have been identified at the principle stage, only potential negative impacts if equalities issues are not taken into account during implementation and delivery. Further consideration to equalities issues will be given during the implementation and delivery stages.

We have now clarified the position in relation to assessing and meeting housing need for dwellers and potential dwellers of houseboats.

Councils have a duty to periodically assess housing needs, including need for houseboats/moorings. This includes not only needs of those who have reasons for needing that type of accommodation due to race or origin, but also those who have a personal preference for that style of living. In carrying out a need assessment it is recommended close engagement with the communities throughout the process, and suggests some potential sources of data.

In carrying out a needs assessment it recommends close engagement with the communities throughout the process, and suggests some potential sources of data.

Policy 54 in the emerging Local Plan, which allows for new residential moorings if they meet certain criteria, and that a site in Fen Road is allocated for off-river residential moorings.

Once needs are assessed, City Council can plan for how those needs can be met.

All completed Equality Impact Assessments must be emailed to Suzanne Goff, Equality and Anti-Poverty Officer, who will arrange for it to be published on the City Council's website.

Email [helen.crowther@cambridge.gov.uk](mailto:helen.crowther@cambridge.gov.uk)

## 10. Sign off

Alistair Wilson – Streets and Open Space Development Manager:

Names and job titles of other assessment team members and people consulted:

- Helen Crowther - Equality and Anti-Poverty Officer
- Helen Reed – Housing Strategy Manager
- Kevin Jay - Local Taxation Manager

Date of completion: 23/02/2017

Date of next review of the assessment: Summer/ Autumn 2017

## Action Plan

**Equality Impact Assessment title:** Review of the River Moorings Policy

Equality Group	Age
Details of possible disadvantage or negative impact on equalities groups	Need to assess and understand the needs of different age groups of people residing in the City, to identify impact from mooring policy changes
Action to be taken to address the disadvantage or negative impact	Monitoring the impacts on boaters of different ages, particularly older boaters and those with school age children
Officer responsible for progressing the action	Asset Development Officer
Date action to be completed by	Annually at licence renewal

Equality Group	Disability
Details of possible disadvantage or negative impact on equalities groups	To consider a range of improvements to access and egress and to consider reasonable adjustments.
Action to be taken to address the disadvantage or negative impact	Consider improvements with a particular focus on the two groups identified above (people with disabilities impacting on their mobility and those who need access to health services)
Officer responsible for progressing the action	Asset Development Officer
Date action to be completed by	Annually at licence renewal

Equality Group	All
Details of possible disadvantage or negative impact on equalities groups	Need to assess and understand the accommodation needs of people residing in the City, to identify scale and mix of housing to include mooring
Action to be taken to address the disadvantage or negative impact	Explore further with sub-regional partners in the Cambridge sub- Regional Housing Board the possibility of carrying out a needs assessment in relation to houseboats in the SHMA
Officer responsible for progressing the action	Housing Strategy Manager & Streets and Open Space Development Manager
Date action to be completed by	Annually at licence renewal

**Appendix C – River Moorings Policy 2017 – 2023**  
**Equalities Impact Assessment**

<b>Equality Group</b>	Low Income
Details of possible disadvantage or negative impact on equalities groups	Changes in regulations related to the Council's discretionary discount for Council Tax.
Action to be taken to address the disadvantage or negative impact	Work with Camboaters and other stakeholders to better understand the impact of any change from the current discount and the possible introduction of the Council Tax Reduction scheme on individuals and in the context of other changes made in the revised RMP
Officer responsible for progressing the action	Local Taxation Manager & Asset Development Officer
Date action to be completed by	31 <sup>st</sup> December 2017

Date of completion: 3rd March 2017