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Also contributing to the investigation was Victoria Borwick (Conservative).

Terms of Reference for the investigation
To examine:

• Demand for and supply of moorings on London’s canals and rivers, and factors behind them

• The impacts of increasing boat numbers on canal infrastructure, existing boaters and canal-side properties, particularly:
  – Air and noise pollution from stoves, diesel engines and generators on boats, and compliance with and enforcement of rules governing these
  – Overcrowding and congestion of canal-side moorings and their associated services

• Steps that responsible bodies could take to alleviate these problems

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Rapporteur’s foreword

London’s waterways are one of the hidden gems of our capital and they are becoming increasingly popular as a place for people to spend their leisure time and to live. This is understandable given London’s growing population and house prices and rents that have risen to record levels – many more people are choosing to live on a boat as a more affordable housing option.

But when reading this report, it’s important to remember that the canals are for all Londoners; land, river and canal based, and while this debate is mostly about boat living, it’s not about encouraging our canals to be the automatic overspill for those unable to find affordable housing on land.

I have been a narrow boater for many years and it’s hard to find a more peaceful way to move around London. From the outside narrow boats might sometimes seem cramped, but they are often comfortable homes, combined with a sense of freedom.

During this review, we heard about the many challenges the boating community faces and about the important role they play in keeping the London canal network vibrant. For example, their presence can discourage crime and anti-social behaviour along dark and secluded towpaths. However, we also heard how the multiple uses of the water can lead to crowding and subsequent efforts to regulate or ration future users.

Evidence submitted to this review indicates that the number of moorings and facilities, such as water supply and waste disposal, has not increased in line with this demand. These are urgently needed to help address hotspots of overcrowding and to redistribute boats across the canal network. In certain popular temporary moorings the number of boats has doubled since 2011 and boats may be moored up to four deep from the bank. Some permanent mooring sites have waiting lists of several years.

Nevertheless a careful balance must be struck between this growing demand and the potential impact that ever greater concentrations of boats lining canal banks could have to the charm, tranquillity and biodiversity of these green corridors.

This review has heard how this can contribute to local environmental and nuisance issues such as air and noise pollution from generators, stoves
and engines, as well as navigational challenges for those trying to use the waterways.

This report highlights ways in which local solutions to these issues can be worked out by all the people involved including boaters, land residents, navigation authorities, boroughs and other official bodies.

We have set out a number of recommendations, including a call for additional moorings that we think can help address the overcrowding and improve relations between the different people who use the waterways. We urge people to use this report as a catalyst to work together so the capital’s waterways can continue to be a place for all to enjoy.

I should like to thank the members of the London Assembly Environment Committee, and the Deputy Mayor Victoria Borwick for their input; their enthusiasm and support has been very helpful. I also want to thank The Canal & River Trust and all the other organisations and boaters and residents who have contributed to this report.

Jenny Jones AM
Introduction

London has approximately 100 miles of canal corridor, covering 270 hectares. The River Thames is 42 miles in length in Greater London. In all, about 3 per cent of London’s area is water (twice the size of the central London Congestion Charge Zone). A map showing London’s canals and a section of the Thames appears on page 8 overleaf. These waterways are managed, in different stretches, by the Canal and River Trust (CRT, formerly British Waterways BW), the Port of London Authority (PLA) and the Environment Agency (EA). Their roles and boundaries are outlined in more detail in the Annex 1.

The relationship of London to its waterways has changed over time. Once the centre of commerce and transport, they are much quieter now – no longer crowded by a myriad of freight carrying craft. At their peak London’s canals probably carried some 5 million tonnes of freight every year. That trade had effectively collapsed to nothing by the 1960s. The water freight industry is now being mobilised for a revival but, at the same time, the waterways have a new focus as a haven of biodiversity, as a playground for sail boats, kayaks and canoes, and a space for cultural and educational initiatives. And they are a home and refuge to thousands of Londoners who seek an alternative or complementary living place.

The commercial craft, leisure cruisers, people living on boats (live-aboards), and sailors and rowers all want to make best use of what is a limited resource, but at times their individual interests may conflict. There are also non-waterborne users such as local residents, people using adjacent green or public spaces, towpath walkers and cyclists, anglers and others. Many of these users form associations, clubs and other groups, creating a complex set of stakeholders.

These multiple uses of the water can lead to crowding and a degree of competition, particularly at specific mooring locations, and there are contested efforts to regulate or ration future users. Some activities can have environmental impacts which are detrimental for others, such as litter, or air or noise pollution. The waterway infrastructure requires investment and maintenance, and ways of raising income from users can be controversial.

‘Boat ownership is not an inexpensive option if craft are to be kept in a safe and acceptable condition and does require a degree of commitment and knowledge.’
The investigation
These concerns prompted Assembly Member Jenny Jones to initiate and lead a ‘rapporteurship’ – an investigation reporting to the London Assembly Environment Committee.

The investigation has taken views, in writing and through an informal meeting at City Hall, from many stakeholders, including the user types and managing authorities listed above.¹ Quotes in the sidebars of this report are taken from written contributions or from the transcript of the meeting.

Themes
The findings of this investigation are outlined in the rest of the report, but some main themes emerge.

London’s waterways form a network and many of their users move around, so the provision of infrastructure for boaters requires strategic planning with consistent management across London. However, there are also many localised issues and stakeholders with an interest in one particular part of the network, so tensions and difficulties often require local solutions.

Finding these local solutions is a matter of communication and negotiation, often between quite different social worlds and conflicting positions. Implementing the solutions will require different groups and organisations to work more effectively together. Therefore there is an important role for active efforts by the representative organisations to facilitate and work at positive communications and partnership.

People are passionate about the waterways that shape their lives and there are many different views of how future use should be determined. This London-wide asset needs sensitive but effective management and this report puts forward a number of ideas to enhance the quality of life for those “on the water” and those “close to the water”.

¹ Link to evidence web page www.london.gov.uk/moorings
London waterways
Map: Canal &
River Trust
Mooring supply and demand

‘A residential mooring in London would be very difficult to find and very expensive - £10,000 plus per year. As property to rent has become expensive in London more and more people have bought canal boats and live on board with a continuous cruising licence.’

There is a high demand for permanent residential and temporary moorings in London. With house prices and rents rising to record levels in the capital, some people choose living on a house boat as a more affordable option. However, the number of moorings available has not increased in line with this greater demand.

London is the permanent or winter home for at least 4,000 to 5,000 residential boats. It is difficult to estimate how many people live on London’s waterways but it is certainly several thousand, possibly up to 10,000. In the summer cruising season, the demand for temporary moorings surges as many boats leave home moorings and travel round the country.

This mooring pressure leads to tensions between boaters. Some contributors report that it is difficult to find a suitable temporary mooring while passing through parts of London, to the extent that they avoid the area. We heard reports that some canal stretches have boats two, three or even four deep from the bank. This can have the effect of significantly narrowing the navigation channel. Dense mooring of boats can also contribute to local quality of life impacts such as air and noise pollution and waste mismanagement. These are discussed in the chapter below on environmental impacts.

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2 Permanent moorings are assigned to a single boat year-round, and may or may not have permission for residential use. Temporary moorings are used by different boats at different times.


4 The Canal Boatbuilders Association estimates there are nearly 4,000 commercially-managed permanent residential moorings (http://www.c-b-a.co.uk/content/view/22/33/). The CRT counted nearly 1,000 temporarily-moored boats in March 2013, at a season when there are few holiday boaters on the waterways and so most of these boats are likely to be live-aboards. There are also many permanent moorings without residential permission, an unknown but significant number of which are unofficially in residential use.

5 This estimate is based on a figure of 2.1 residents per boat, from a 2011 survey on the Kennet and Avon canal http://kanda.boatingcommunity.org.uk/wordpress/wp-content/uploads/2011/10/KA-boaters-survey-interim-report.pdf

6 This issue was raised particularly by cruisers based either outside London or in private moorings; some other boaters said moorings were available. One London boater suggested that London towpath regulars are more willing to double-moor, alongside other boats, and therefore find places on stretches that appear fully occupied.

7 This issue was particularly raised in writing by members of the Broxbourne and Lee Rowing Clubs – rowers could be in serious danger in collision with much larger craft.
Permanent moorings
Demand for permanent residential moorings in London is high – mooring managers do advertise vacancies, but some sites have waiting lists of several years and often command high rents. This has been the situation for several years, though there seems to have been a gradual increase in demand and an increasing commercialisation of what were previously little-known low-cost moorings.

Temporary moorings
Boaters can moor temporarily without specific permits along the towpaths of waterways managed by the CRT. Visitor moorings are designated sites with specific time limits or other restrictions; the remainder of the towpath is generally available for casual mooring for up to 14 days at a time in one place.

Demand for temporary mooring is rising. According to CRT data, in 2011 there were 626 boats sighted at casual and visitor moorings across their London waterways, and this number increased by over half to 957 in 2013. The same survey found that the number of moored boats had more than doubled in that period on the most popular waterways such as the Regent’s Canal and the Paddington Arm. The local figures also show a sharp increase on the length of the Lee Navigation through Hackney, closest to the junction with the Hertford Union Canal. Density of moorings is much lower in other parts, especially in outer London.

As boat numbers have increased, there have been few new moorings provided. To make matters worse, some stretches of towpath reportedly no longer allow mooring due to silting up, objects in the waterway or modification of the bank. Boats can tie up at mooring rings or bollards, or can put pegs in a soft bank, but cannot moor to a hard surface. On some stretches of London canal, the whole bank and towpath is now a hard surface, as shown in the photograph. In some cases this is associated with Transport for London (TfL) cycle paths. We strongly support cycling and walking on towpaths as sustainable transport, as a

Photograph: Mike Wells

Hard surface preventing mooring

8 The CRT has provided snapshot data for boats moored on its waterways from typical days in March each year from 2010 to 2013. As 2010 was the first year of the system the figures are less reliable and the CRT recommends taking 2011 as the base year for comparisons.
good use of the waterway corridor and as supporting use of the waterway by boaters. But the detailed design is crucial, and TfL and other transport organisations will be important partners in ensuring that this loss of moorings stops and is reversed.

The mooring situation is different along the river Thames. There are temporary visitor moorings, encouraged by the PLA at commercial piers or provided by the EA or others. However, casual mooring is rarely permitted or even viable along the banks (which are generally in private ownership and experience tide and wash in many spots which can disturb occupants and damage boats). Although some contributors saw the potential to increase moorings along empty stretches of riverbank, suitable permanent moorings would command commercial rates as sought-after riverside property, where they could be established at all.

**Increasing mooring supply**

We have heard calls for the creation of more moorings on the inland waterways, especially in central London and including the Thames docks. More ‘off-line’ mooring places (in basins or marinas coming off the main waterway route), for residential as well as visitor use, could help to relieve the pressure on towpaths. Navigation authorities, planning authorities and waterside landowners can all have a role in this. As waterside developments gain value from their attractive situation by the waterway, resources could be obtained from waterside developers as part of the planning process.

**The Blue Ribbon Network**

At a strategic level, the Blue Ribbon Network is how London’s main waterways are designated in the London Plan, with the intention of protecting them and promoting their many benefits.

The London Plan emphasises the transport function of the Blue Ribbon Network, as well as its environmental, economic, heritage and neighbourhood benefits – but it does not include residential use alongside these functions. While Policy 7.27 does state that existing moorings should be protected, there is scope for a future revision of the plan to give greater prominence to the residential function of the waterways.

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9 The London Plan, paragraphs 7.70-7.102
http://www.london.gov.uk/sites/default/files/LP2011%20Chapter%207.pdf
10 A review of the extent to which the policies in the London Plan relating to the Blue Ribbon network have been implemented was carried out by Tony Arbour AM behalf of the London Assembly’s Planning Committee in 2006.
The policy should however include the aim to provide additional residential moorings, as well as protect them, while preserving the open character of waterway corridors and protecting the diversity of uses – we are not calling for the waterways to be entirely lined with residential boats. An enumeration or mapping of moorings should inform the plan, and there could potentially be an indication given of the possible increase in number of moorings over the longer term.

The investigation also heard that planning authorities could implement the protections that the London Plan provides for waterways more strongly. For any development there are usually multiple planning considerations in play, and some feel that planners do not give enough weight to the Blue Ribbon protections, compared to other factors.

Accessibility of moorings is important, as well as supply. There are few moorings designed for boaters with disabilities and this could be an area for development in future.\(^\text{11}\)

**Recommendation 1**
To increase mooring supply on London’s canals, the Canal and River Trust should ensure as far as possible that towpaths have soft verges, mooring rings or bollards, are free of debris or silting up in the waterway and, where possible, are accessible to boaters with disabilities.

On the Thames, the Port of London Authority and Environment Agency should look to increase the supply and accessibility of moorings where possible, including visitor moorings.

\(^{11}\) http://canalrivertrust.org.uk/news-and-views/blog/how-can-we-make-our-canals-as-accessible-as-possible;
Recommendation 2
Planning authorities should use the development control process to apply the London Plan Blue Ribbon Network policies more strongly, to ensure that waterside developments enhance and do not detract from the waterways and their uses, including residential mooring use.

The Mayor should, in the next set of amendments to the London Plan, more fully reflect the residential value of London’s waterways, and include a policy to increase the number of moorings.

Affordability
Prices have risen at permanent moorings. Given trends in the wider property market in London, especially many of the relevant areas close to the river Thames and other waterways, this is perhaps unsurprising.

Rising mooring prices, alongside the lack of tenure security, may price boaters out of their home moorings. Some may move to cheaper permanent moorings, most likely in other areas, but others may become continuous cruisers and seek to remain in or close to their home areas. This would likely increase pressure on temporary moorings in popular parts of London’s waterway network.

Mooring auctions
The CRT auctions its permanent moorings when they become available, creating a market that can drive up prices at times and places of high demand. It could be fairer, perhaps on a proportion of moorings, to give priority to users who have waited a long time, used the waterway extensively, or contributed to the usage or upkeep of the waterway.

Recommendation 3
The CRT should review its system of auctioning moorings, and seek a system that is fairer to those using and contributing to the waterway network.

Community moorings
One potential model for affordable mooring would be a ‘community mooring’. Such a mooring would be run by a non-profit organisation. The managers could spread costs and optimise usage by issuing permits to
moor along the community mooring stretch for a certain number of days per year, at an appropriate fraction of the cost of a year-round mooring. The Inland Waterways Association has published a list of sites in the London area that it identifies as potentially suitable for community moorings.

The investigation heard concerns that the sites identified by the IWA are currently available for casual mooring at no charge and therefore this model effectively introduces mooring charges where there were none before. Some boaters fear that, once established, community moorings might also increase prices over time.

However, this model has good potential to deliver affordable base moorings for part-time cruisers. It could be fair to charge a modest fee for the additional peace of mind and access to local services and opportunities offered by a community mooring.

**Recommendation 4**
The CRT should encourage a trial of community moorings. The costs of community moorings, and the process for setting them, should be transparent.

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**Mooring concentration**
Boats concentrate in particular areas because of specific local factors. These include facilities, security and transport links.

**Boater facilities**
Boaters staying on board for any length of time require supplies of fuel and water, as well as food and other purchases. They must also recycle or otherwise dispose of domestic rubbish. Cruising boats are not connected to a sewage system, and so on-board toilets require access to sluices for emptying toilet cassettes or to pumping internal waste tanks out at regular intervals.\(^\text{12}\)

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\(^{12}\) The vast majority of boaters observe appropriate sanitation. Suspicions, and a very few observations, of boaters allowing human waste into the waterway generated strong disapproval in contributions to this investigation. However, we do not have evidence that the practice is widespread, and heard from the Environment Agency that boat waste is not thought to be a significant contributor to water quality problems. The main sources of sewage contamination in London’s waterways as a whole are
There are facilities for these purposes at points along the waterway network. However, facilities are located some distance apart; there are only five water taps for boaters in central London, four rubbish and toilet cassette points, and three pump-out facilities. The number of sites has not increased in line with the increase in boater numbers or the opportunities provided by waterside development.

Boaters often like to moor close to facilities so, as there are few facilities for the number of boaters in London, nearby moorings are often full. Therefore many contributors to the investigation called for an increase in boater facilities and other attractive or enabling features for moorings.

However, creating new facilities requires investment. Navigation authorities have limited resources, but more boaters means increased income from mooring fees and in particular licence payments to the CRT. Therefore navigation authorities, particularly the CRT and perhaps in partnership with commercial or public sector providers, could take a more strategic approach to making more facilities available by setting out where they want to see more facilities and how they will be paid for.

There may also be ways to increase the accessibility of existing facilities. Some facilities, located near to permanent moorings, are perceived by many cruisers to ‘belong’ to the occupants of the permanent moorings, and are therefore under-used. Appropriate signage or other communication could help.

Facilities are also vulnerable to vandalism or breakdown from other causes. It can be some time before they come back into use – there is generally no repair response at weekends, and there are reports of longer waits.

As with moorings, waterside developments may provide opportunities to provide more facilities for boaters. The Queen Elizabeth Olympic Park could be an example – currently, the London Legacy Development Corporation proposes to include some moorings where the Lee Navigation passes through the park, but not facilities.

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13 The CRT’s online map shows facilities http://canalrivertrust.org.uk/in-your-area
14 For example, the CRT’s government funding as a charity is only just over half what the government was spending on the waterways about six years ago; its £800m settlement is spread over 15 years.
http://www.thirdsector.co.uk/Management/article/1215972/Interview-Richard-Parry/
As well as fixed facilities, there are service boats that ply the waterways offering similar services to moored boats. These can therefore have an important role in enabling mooring at more dispersed locations. However, their operations may be jeopardised by reduction in the numbers or operating hours of wharves where they can load and unload.

**Transport links**
Those moorings next to other transport connections such as railway and Tube stations are particularly congested. Leisure boaters visiting London may wish to access the attractions of the capital, and live-aboards may need to access employment, education or other off-waterway destinations regularly.

Better awareness of transport links all around London’s waterways might help boaters to diversify their moorings. A well-publicised map of moorings and their transport connections could help.

**Safety and security**
Boaters tend to cluster together as they perceive there to be safety in numbers. Waterway towpaths can be dark and secluded, and boaters may choose stretches with lighting in preference to dark stretches. Also, the presence of boaters and other people along the waterway discourages crime and anti-social behaviour, and so boaters may choose to moor where other boats are already moored. The investigation heard of a case where a rash of boat break-ins in a particular area led to a number of boaters leaving that location and moving along the waterway, causing crowding at another popular mooring spot. Therefore if waterways feel safer, that could help open up more stretches of towpath and alleviate local crowding.

‘Many London residents like the boats and feel that we are making the canals safer for pedestrians’
Recommendation 5
The Canal and River Trust should review the provision of facilities and lighting, and lead the production and implementation of a facilities strategy for London waterways. It should aim to ensure that facilities are:

- sufficient to cope with increasing boater numbers and encourage less concentrated mooring
- readily-available and well-signposted for cruisers and accessible to all boaters including those with disabilities
- available when needed, with prompt maintenance seven days a week

The facilities strategy should also seek to support the operation of service boats and the wharves they need.

The Canal and River Trust should also publicise a map of transport links for different London mooring locations, including those not currently overcrowded.

The Canal and River Trust should work with the London Legacy Development Corporation to seek boater facilities and sufficient moorings at the Queen Elizabeth Olympic Park, and the London Legacy Development Corporation should support this aim.
Communication

Communication is of central importance to tackling the issues highlighted in this report. Inadequate or confrontational communications contribute to some of the problems, and improved communication offers potential solutions.

Communication could contribute by generating awareness and goodwill so that people and organisations minimise the negative impacts of their actions and become more accepting of the actions of others. It could also help to generate more creative solutions.

Communication ‘vertically’ between the authorities, boaters and residents is crucial. Peer-to-peer communication amongst boaters, amongst land residents, and between boaters and land residents is equally important.

Communication difficulties
However, there can be obstacles to communication by or to boaters, especially the most itinerant. Many have no postal address or have infrequent access to a postal address. They are likely to have no landline telecommunications and may have erratic, if any, connection to a mobile network. Even face-to-face contacts can be transient. Interaction over difficult issues such as pollution, nuisance or changes to mooring rules can be emotive. If it takes place face-to-face, where and when the problem is occurring, it can be confrontational.

Also, many issues have been persisting for years, and there is a legacy of mistrust, misunderstanding and bad feeling between some of those concerned. Both boat and land residents can feel under threat in important aspects of their quality of life. Land residents and various types of boaters are to some extent separate communities, with limited communication between them and with authorities.

Examples of good communication
This investigation has found that goodwill can be built up and issues explored by actively bringing together waterway stakeholders. This is starting to happen – examples of current excellent work include the Better Relationships on the Waterways project and the CRT’s appointment of a Boater Liaison Manager.
The Better Relationships meetings took place in 2012, involving cruising clubs, canal-side residents, traders, live-aboard boaters and the Canal and River Trust. An independent community organiser facilitated the meetings, and the group reported that its participants had a fair say of their points of view and built relationships. The meetings identified some potential ways forward, including emphasising how better communication and awareness can lead to behaviour change so that waterway users can live together more harmoniously.

The work of this group shows great promise and all those concerned with London’s waterways, including the Mayor and the London Waterways Commission, should support it. Co-operation by other agencies, particularly the police (canal-side boroughs and the marine unit) is also very important; by participating they can identify needs, share good practice, and secure community co-operation.

The Canal and River Trust has appointed a Boater Liaison Manager, who has contributed significantly to this investigation and is working on building relationships with the boating community. This post will need the full organisational support of the CRT for its work and to take forward the outcomes of discussions with boaters and others.

**Opportunities for better communication**

There are a number of important points that could be communicated more effectively:

- Awareness of waterway issues such as local crowding, air and noise pollution, and rubbish disposal
- Ways to tackle these problems
- What others are doing to tackle the problems
- What facilities, information and support are available
- What can be expected
- When changes are proposed, what they are and what they mean
Useful means of communication may include:

- Waterside signage
- Face-to-face communication at the waterside
- Delivery of literature with boat licences and to boats at moorings and passing through locks, to support face-to-face communication or fill gaps in it; multiple copies can be offered to pass on to other boaters
- Geography-independent telecommunications such as mobile phone, email or social websites
- Social and community contacts such as boatyards and shops, waterside pubs, cafes and galleries, and boater groups

It is also important to inform boaters at the start of their live-aboard life, or when they are still deciding to make this shift. People should know what to expect in terms of finding moorings and facilities, rules and neighbourliness issues, and what they need to do as responsible boaters. This should include knowing how to operate locks and the reasons for not mooring at lock landings, and how to maintain their boats.

There may be further potential in the warden model. In the past, experienced boaters have had the job of informing others about local mooring and other rules. Some of them are still part of the boating community and their experience could be valuable. Where wardens or ex-wardens are closely familiar with particular waterway stretches, there could be good potential to explore local solutions to the issues there.

**Recommendation 6**
Relevant authorities, particularly the Canal and River Trust, the Mayor and London Waterways Commission, Transport for London and the police, should support work to engage boating and waterside communities, particularly the Better Relationships on the Waterways project and boater wardens. Support could include attending meetings, taking forward conclusions and agreements, and potentially some small financial or organisational resources.
Mooring regulation

‘The worst polluters are generally the over-stayers and these tend to be continuous cruisers... an inherently unsustainable lifestyle in urban areas’

‘Resilient Londoners are finding solutions to the housing crisis by moving onto the so far little regulated waterways. It is a good thing and a social safety valve and we don’t need the authorities messing things up for us.’

The application of the law to mooring regulation can be contentious. The issues discussed in this chapter are specific to those waterways managed by the CRT. The river Thames is not subject to the same rules and so the issues do not arise in the same way.

There are polarised views as to the role of regulation in making improvements. Several contributors to this review believe that non-compliance with the CRT’s regulations is a major contributor to the problems of mooring pressure and environmental impacts discussed in this report. Others see the CRT as acting unreasonably against legitimate waterway users.

Continuous cruising

There is a complex and contested legal underpinning to the regulation of continuous cruising.

If a boat on a CRT waterway does not have a home mooring, it must ‘be used bona fide for navigation throughout the period of the licence’ – commonly known as continuous cruising. The CRT’s interpretation, on legal advice, is that this means the boat must always (except for stops of up to 14 days) be in passage or transit, and may not only make short trips within the same neighbourhood or shuttle backwards and forwards along a small part of the network.

However, others argue that such specific stipulations were deliberately excluded by Parliament from the 1995 British Waterways Act, and that the CRT’s stance represents an excessive interpretation of the law. On 23 July 2013, leave was granted for a judicial review of the CRT’s interpretation of the Act.

In practice, cruising patterns vary. Some continuous cruisers move fairly frequently and range widely around the waterway network. Others move less and stay in a smaller area most or all of the time: some do not

15 British Waterways Act 1995, specifically section 17(3)(c)(ii)
17 Guidance for Boaters Without a Home Mooring
18 Written contributions from the National Association of Boat Owners, the National Bargee Travellers Association
19 http://canalrivertrust.org.uk/statement-on-judicial-review-guidance-for-boaters-without-a-home-mooring
comply with the CRT’s guidance, and therefore there is a question over whether they comply with the law.

Legal questions aside, the benefits of staying in one area (including residential permanent mooring and potential future community moorings) can include:

- Boat residents can pursue employment, education or other activity at a regular site, and can access services such as health care
- Boat residents can become familiar with their local waterways and how to live in harmony with their neighbours
- Boat residents can be part of a local community and participate in citizenship activities such as voting or community forums
- The use of waterways is enhanced, directly by residential use and in improving community safety by making waterways less deserted

There can also be drawbacks to living on a boat that moves little, without the facilities offered by some permanent moorings. Regarding some of the issues addressed in this report:

- On-board electrical appliances typically run from a battery charged by the boat’s engine. Limited cruising time means more need to run the engine or a generator while moored (see the next chapter for issues with engines and generators).

- When boaters have regular work or education at fixed sites, it increases the preference for mooring close to these sites and/or transport links to them, concentrating mooring demand, sometimes to the detriment of visiting boats.

- Low-movement boats do not regularly pass facilities such as rubbish points, sanitation and water. Therefore they may have more need to concentrate near facilities, rely more on service boats, or be more likely to use inappropriate rubbish points such as towpath bins.

These factors lead some contributors to condemn the longer-term presence in an area of boats without a home mooring there. Some

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19 The Inland Waterways Association, Islington Councillor Martin Klute and individuals from both boater and waterside resident backgrounds. On the other hand, this kind of
argued that this way of life did not qualify as ‘bona fide navigation’. The CRT, in particular, does not consider that a need to stay within commuting distance of a place of work or study are reasonable circumstances for staying for longer than 14 days in a neighbourhood.\textsuperscript{20}

\textit{Roving mooring permits}

Roving mooring permits may be a solution for continuous cruisers with a need for more permanence. The Canal and River Trust plans to pilot ‘roving mooring permits’ from April 2014 for some boaters in the Cowley and Uxbridge area on the edge of Greater London on the Grand Union Canal. These expressly permit a boat without a home mooring to remain within a certain waterway stretch. Roving permits offer a way to allow a local towpath lifestyle while raising revenue for waterway management.

But many who say that continuous cruising in a limited area is allowed under the existing rules do not see that there is a legitimate basis for roving permits, which would make an extra charge for this pattern of movement and entrench prohibition of it outside the permit. There were also other contributors who argued against roving permits, on the grounds that the proper use of existing regulations would make them unnecessary.\textsuperscript{21}

\textit{Visitor moorings}

To ease congestion and ensure fair access to popular mooring spots, some points on the towpath are designated as visitor moorings, with stay restrictions tighter than the usual 14 days.

Visitor mooring restrictions may include:

- Maximum stay shorter than 14 days – at some sites such as shops, as short as a few hours
- A minimum period before the boat can return to the same mooring
- A maximum stay in total days over a year
- Charges for boats overstaying the limits

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\textsuperscript{20} CRT General Terms and Conditions for Boat Licences http://canalrivertrust.org.uk/media/library/654.pdf. See in particular pages 10-11

\textsuperscript{21} Residential Boat Owners Association, and further individual boaters
Visitor moorings are intended to provide for stops ranging from a few hours to a few days, for purposes such as shopping, travelling through and tourism. The stay restrictions are to prevent all the moorings in an area being taken up by boats mooring for longer than a week. Visitor mooring restrictions therefore serve a useful purpose, as they facilitate a diversity of important waterway uses.

As with other aspects of waterways regulation, there are polarised views over visitor mooring rules. Some say they are not enforced enough; others question whether they are enforceable at all.

Many cruisers, whether itinerant live-aboards or holiday cruisers, wish for more consistent and effective enforcement of visitor moorings so that they are more often available when needed. There are also calls for more of the towpath to be designated as visitor mooring. And there are concerns that allowing breaches of visitor mooring restrictions encourages non-compliance with other rules such as not mooring at lock landings, or rules on rubbish and pollution.22

However others, particularly those who are concerned for the principle of free towpath mooring or who do wish to stay for up to 14 days in these popular locations, argue that some or all visitor mooring restrictions are unenforceable or should be regarded as advisory.23

The CRT’s position is that the law does not make specific provision regarding moorings along its canals, and that as landowner it has discretion to manage moorings and impose conditions, including charges and stay limits shorter than 14 days.24

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22 See evidence from the Inland Waterways Association, National Association of Boat Owners, Residential Boat Owners Association, Councillor Martin Klute and a number of individual contributors. Not all of these support all the points about strict enforcement of visitor moorings.
23 Brentford Waterside Forum, London Boaters, National Association of Boat Owners, National Bargee Travellers Association
Obstructive mooring

On the issue of obstructive moorings there is greater consensus. Boats obstruct canal navigation if they moor in the wrong places – including bends, narrow stretches and lock landings. Lock landings are moorings for boats to tie up so their crew can get off to operate the lock mechanism and get the boat through the lock – they should only be for boat/s about to use the lock.

These problems may be exacerbated by local crowding, as boaters moor in marginal places if the most suitable ones are taken. But there is also an issue of awareness and attitudes to the rules and guidelines.

The CRT has powers to remove obstructing boats without notice, but these are not seen to be used, or are used inconsistently.25

Recommendation 7

The CRT should ensure that its action to regulate restricted moorings (including visitor moorings, lock landings, bends and narrow waterways) is effective. It should be:

- Consistent over time and between areas
- Well-understood by boaters, and communicated locally such as by clear consistent signage and local wardens
- Timely and efficacious, particularly where navigation is obstructed

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25 See transcript of informal meeting 12 July 2013, pages 25 and 30-33
Environmental issues

Environmental issues around waterway moorings include air and noise pollution, and waste management.

Air and noise pollution
Along most stretches of waterway, air and noise pollution from boats is not an issue. However, in some locations where it is a problem, for permanent residents it is a legitimate and serious concern.

Air and/or noise pollution issues are likely to occur:

- Where there are one, or especially multiple, moored boats running appliances; and
- Where homes are very close to the waterway, or fairly close to the waterway at a point where surrounding high ground or buildings prevent emissions dispersing.

In London, these problems occur on parts of the Regent’s Canal between the King’s Cross area in central London and Victoria Park at the border of Hackney and Tower Hamlets. At one site, Noel Road in Islington, there have been persistent issues and strong local concerns. The CRT and the London Borough of Islington have secured funding from the Department for the Environment, Food and Rural Affairs for a project to promote the use of cleaner fuel and discourage the use of diesel, wood and other more polluting fuels while moored at this site. Information is to be provided to boaters on the health effects of air pollution, which affects boaters as well as their neighbours.

Contributors also reported environmental problems on the Thames in south-west London, particularly from unauthorised moorings. Somewhat similar issues at Hormead Road and Meanwhile Gardens on the Paddington Arm came to the attention of the investigation at a late stage and there may be other sites of concern.

The case of waterside residents objecting to the environmental effects of moored boats is strongest where the homes predate 1995 (when the current revival in waterway use began) or where the mooring rules or facilities have changed, so that residents could not have anticipated the effect of moored boats when they moved into the homes.

‘the air and noise pollution from double and triple parked boats in the narrow gully threatens the health of young children and elderly residents’

‘the smoke causing most offence is from the burning of waste wood and non-smokeless fuel’
Regulation and enforcement

Both the CRT and local authorities have rules aimed at avoiding air pollution, but enforcement on waterways is problematic. Nuisance legislation is applicable but there is a laborious process to enforce it, involving an officer from the local council attending the complainant’s home to witness the nuisance taking place. When approached, the polluting boat can end the enforcement process by moving on, but in certain locations the problem recurs with other boats, requiring fresh action each time.

Some contributors to this investigation have called for the emissions legislation that governs domestic buildings or that applicable to road vehicles, to be applied to boats. There is legislation that does apply to boats, but it is dated and is not universally known.

Noise and air pollution from waterways is a local problem requiring local solutions. The case has not been made for this investigation to recommend changes to national or EU legislation. However, we would welcome any support that can be extended to boaters to replace older, more polluting energy sources on their boats with cleaner, more modern sources such as solar panels.

Local solutions

Navigation authorities, local authorities, boaters and other partners should work together (as many already are, for example in the Better Relationships Group) to find local solutions to air and noise pollution issues.

Some contributors have called for action to limit the length of stay of boats in areas where pollution is a problem. The Committee’s view is that this would not be desirable for the low-polluting majority of boaters, and might have limited effect since, where mooring is popular, a boat moving on is likely to be replaced. However, there may be specific mooring rules or guidelines that could limit the density of mooring in problem areas and thereby limit the overall emissions from boats.

Such rules or guidelines might be especially effective if a) aimed at boats that are not minimising emissions through maintenance and appropriate fuel, and b) accompanied by help for these boats to find another mooring in a less sensitive location nearby.
An example exists on the Kennet and Avon Canal, where on a certain stretch boaters are asked not to run engines or generators while moored, because of the proximity of homes to the canal. This is operated through local boaters themselves, and could be a role for boater wardens if they are used in London. It has been reported locally as a success.26

Contributors proposed that mains electricity connections should be made available (for a charge) at towpath moorings in pollution problem areas. There could be challenges but, if possible, this could have significant benefits.

Some boats operate on more sustainable energy sources such as solar panels. They are not eligible for the same help to cut emissions as houses and flats, but boaters would welcome support in the form of grants, loans or advice.

Waste management
Improved waste management facilities are needed to keep up with increasing demand, and to encourage and enable more dispersed mooring.

Boaters living on their boats generate domestic rubbish (including much that can be re-used, recycled or composted), but cruisers do not have access to the same doorstep collection services as land residents. Cruisers therefore take their rubbish to various deposit points including:

- Purpose-provided boater rubbish points
- Other waterway facilities such as shower points
- Municipal recycling banks and disposal sites
- Private bins of nearby buildings
- Towpath or other near-waterway litter bins
- (in a few cases) burning

Clearly, some of these are not legitimate means of disposal and cause nuisance to waterside residents or other users, and potentially environmental harm.

26 http://www.bbc.co.uk/news/uk-england-wiltshire-23285546
Boater rubbish points (and public sites such as recycling banks easily accessible to waterways) are the appropriate disposal points, but:

- They are relatively few and can be far between along the waterway
- They have not increased in line with boater numbers
- Cruisers not familiar with the area may not know where to find them

A crucial part of the waterways facilities strategy (see recommendation 5) will be waste disposal facilities. Boaters need easier access to appropriate waste disposal.

Boaters also need awareness of the waste disposal facilities that there are, and of the problems caused by inappropriate disposal. Waste issues will be an important part of communication work between waterway stakeholders.

Problems with road access to take away rubbish have been cited as an obstacle to the provision of waterway rubbish points. Consideration should be given to using water transport, as well as road, to enable the management of waste from more waterside deposit points.
Annex 1 – London waterways

The largest waterway in London is the river Thames, which can be divided into tidal (as it passes through east London, central London and west London up to Teddington Lock) and non-tidal (upstream of Teddington, of which only a relatively short stretch is in Greater London, in the southwest). The tidal Thames, up to a boundary point near Teddington Lock, is managed by the PLA, and the rest of the Thames by the EA.

London also has several canals. These include:

- the Lee Navigation, a channel of the river Lea or Lee modified to take boats, which runs from the Thames at Limehouse north to the Greater London boundary near Enfield

- the Grand Union Canal (main line), which runs from the Thames at Brentford north-west to the Greater London boundary in the Colne Valley (with a branch towards Slough exiting Greater London near West Drayton)

- the Grand Union Canal (Paddington arm), from Hayes in west London to Paddington in the centre

- the Regent’s Canal, from near Paddington around the north of central London to the Thames at Stepney or Limehouse

- the Hertford Union Canal, linking the Regent’s Canal with the Lee Navigation in east London

There are a number of bodies responsible for London’s waterways. A key organisation for each waterway is the navigation authority, which maintains the waterway and associated infrastructure for navigation and manages the rules. For the tidal Thames (most of the river within London), the navigation authority is the Port of London Authority (PLA). For the non-tidal Thames, the navigation authority is the Environment Agency (EA). For the river Lea and London’s canals, the navigation authority is the Canal and River Trust (CRT).  

27 The PLA works for navigational safety, the environment and use of the river for trade and travel on the tidal Thames. PLA website: http://www.pla.co.uk/
Annex 2 – Blue Ribbon Network

The Annex presents selected elements of the London Plan policies on the Blue Ribbon Network.  

**Blue Ribbon Network**

7.70 The Blue Ribbon Network (BRN) is London’s strategic network of waterspaces (see Map 7.5) and covers the River Thames, canals, tributary rivers, lakes, reservoirs and docks alongside smaller waterbodies. The network is of cross cutting and strategic importance for London; every London borough contains some element of the network – 17 border the Thames and 15 contain canals. The nature of waterbodies is that they are linked, natural or semi natural systems, therefore the concept of the network is of vital importance.

**Policy 7.24 – Blue Ribbon Network**

Strategic

A. The Blue Ribbon Network is a strategically important series of linked spaces. It should contribute to the overall quality and sustainability of London by prioritising uses of the waterspace and land alongside it safely for water related purposes, in particular for passenger and freight transport. Regard should be paid to the Thames River Basin Management Plan.

7.71 The Blue Ribbon Network is multi functional. It provides a transport corridor, drainage and flood management, a source of water, discharge of treated effluent, a series of diverse and important habitats, green infrastructure, heritage value, recreational opportunities and important landscapes and views. The starting point for consideration of development and use of the Blue Ribbon Network and land alongside it must be the water. The water is the unique aspect and consideration.

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The CRT is a charitable body established by the government to care for 2000 miles of waterway in England & Wales. It replaces the former government agency British Waterways and in July 2012 took over BW’s role and assets; in future it is expected to take over EA waterways as well. CRT website: [http://canalrivertrust.org.uk/](http://canalrivertrust.org.uk/)

28 Full text can be found at [http://www.london.gov.uk/sites/default/files/LP2011%20Chapter%207.pdf](http://www.london.gov.uk/sites/default/files/LP2011%20Chapter%207.pdf) (paragraphs 7.70 to 7.102)
must initially be given as to how it can be used, maintained and improved.

7.72 The Environment Agency has published the first Thames River Basin Management Plan. This covers all the waterbodies within London. It includes actions, which aim to improve their ecological status and potential (see paragraph 5.58).

**Policy 7.27 – Blue Ribbon Network: supporting infrastructure and recreational use**

Planning decisions

Development proposals should enhance the use of the Blue Ribbon Network, in particular proposals:

A. that result in the loss of existing facilities for waterborne sport and leisure should be refused, unless suitable replacement facilities are provided.

B. should protect and improve existing access points to (including from land into water such as slipways and steps) or alongside the Blue Ribbon Network (including paths). New access infrastructure into and alongside the Blue Ribbon Network will be sought.

C. should protect waterway support infrastructure such as boatyards, moorings, jetties and safety equipment etc. New infrastructure to support water dependent uses will be sought. New mooring facilities should normally be off line from main navigation routes, i.e. in basins or docks.

Local Development Frameworks (LDF) preparation

B. Within LDFs boroughs should identify the location of waterway facilities and any opportunities for enhancing or extending facilities, especially within opportunity areas.

7.80 In order to make the maximum use of the Blue Ribbon Network, particularly for effective transport, a range of supporting infrastructure is required. The infrastructure includes, but is not limited to: boatyards, jetties, slipways, steps and water side paths/cycleways.

7.81 The Mayor commissioned research in 2007 to investigate the provision of boatyards in London. From this it is clear that there is a
particular shortage of boatyard facilities that are capable of inspecting, maintaining and repairing the larger passenger craft on the Thames. One of the actions in the Implementation Plan (see Chapter 8) will be to promote such a new facility.

7.82 Similarly, the historic steps and slipways to the Thames foreshore are often overlooked, neglected or even removed. These facilities are vital for enabling access to the Thames foreshore given the huge tidal range of the river and the Mayor wishes to see these facilities retained, improved and where disused, brought back into use.

7.83 The promotion of the use of the Blue Ribbon Network for leisure facilities is an important objective. Water provides opportunities for particular types of leisure and sporting activities such as rowing, canoeing and sailing. Water-based sport and recreation should be prioritised and facilities that enable or enhance these activities should be supported.

7.84 The range of permanently moored vessels, for example residential barges, restaurants, bars and offices, can add to the diversity and vibrancy of waterways and London in general. However, their siting needs careful consideration so that the navigation, hydrology and biodiversity of the waterways are not compromised. New moorings should be managed in a way that respects the character of the waterways and the needs of its users. The BRN should not be used as an extension of the developable land in London nor should parts of it be a continuous line of moored craft.

Policy 7.30 - London’s canals and other rivers and waterspaces
A Development proposals along London’s canal network and other rivers and waterspace (such as reservoirs, lakes and ponds) should respect their local character and contribute to their accessibility and active water related uses, in particular transport uses, where these are possible.

Development within or alongside London’s docks should protect and promote the vitality, attractiveness and historical interest of London’s remaining dock areas by:

A. preventing their partial or complete infilling
B. promoting their use for mooring visiting cruise ships and other vessels
C. encouraging the sensitive use of natural landscaping and materials in and around dock areas
D. promoting their use for water recreation

E. promoting their use for transport.

C. Within LDFs boroughs should identify any local opportunities for increasing the local distinctiveness and use of their parts of the Blue Ribbon Network.

7.99 London’s wide diversity of waterspaces that constitute the Blue Ribbon Network require a careful approach to their planning and management. Rivers, lakes and ponds are heavily affected by natural forces such as flooding and erosion, even manmade canals and reservoirs are affected to some degree. It is important to see these as dynamic systems and ensure that development in or close to the network respects its particular characteristics (see also policies 5.12-5.15). There are some aspects of the management of the Blue Ribbon Network – cleaning of rivers, for example – where lines of responsibility are blurred. The Mayor will work with the relevant organisations to seek to clarify these responsibilities.

7.100 The Mayor places great emphasis on ensuring that new development utilises the water space; primarily for transport purposes where that is possible, but also for active water based leisure, for informal waterside recreation or access, for regeneration purposes through water-related development, and for the protection and enhancement of biodiversity. The facilities supporting recreational use mentioned in Policy 7.27 have significant value on canals supporting the visitor economy.

7.101 The Blue Ribbon Network is also a valuable educational resource and several organisations have been established which specifically promote water-based educational programmes. The Blue Ribbon Network is often an appropriate setting for public art and performance. People generally like to gather by the waterside and opportunities for this should be encouraged.

7.102 The Mayor is particularly mindful that the very nature of the Blue Ribbon Network is that it flows into London from adjoining regions and that the Thames flows out of London in the two adjoining regions. Communication across regional and local authority boundaries will be important to sustainable management of the system.
Appendix 1 Recommendations

Recommendation 1
To increase mooring supply on London’s canals, the Canal and River Trust should ensure as far as possible that towpaths have soft verges, mooring rings or bollards, are free of debris or silting up in the waterway and, where possible, are accessible to boaters with disabilities. On the Thames, the Port of London Authority and Environment Agency should look to increase the supply and accessibility of moorings where possible, including visitor moorings.

Recommendation 2
Planning authorities should use the development control process to apply the London Plan Blue Ribbon Network policies more strongly, to ensure that waterside developments enhance and do not detract from the waterways and their uses, including residential mooring use. The Mayor should, in the next set of amendments to the London Plan, more fully reflect the residential value of London’s waterways, and include a policy to increase the number of moorings.

Recommendation 3
The CRT should review its system of auctioning moorings, and seek a system that is fairer to those using and contributing to the waterway network.

Recommendation 4
The CRT should encourage a trial of community moorings. The costs of community moorings, and the process for setting them, should be transparent.

Recommendation 5
The Canal and River Trust should review the provision of facilities and lighting, and lead the production and implementation of a facilities strategy for London waterways. It should aim to ensure that facilities are:

- sufficient to cope with increasing boater numbers and encourage less concentrated mooring
- readily-available and well-signposted for cruisers and accessible to all boaters including those with disabilities
- available when needed, with prompt maintenance seven days a week

The facilities strategy should also seek to support the operation of service boats and the wharves they need.
The Canal and River Trust should also publicise a map of transport links for different London mooring locations, including those not currently overcrowded.
The Canal and River Trust should work with the London Legacy Development Corporation to seek boater facilities and sufficient moorings at the Queen Elizabeth Olympic Park, and the London Legacy Development Corporation should support this aim.

**Recommendation 6**
Relevant authorities, particularly the Canal and River Trust, the Mayor and London Waterways Commission, Transport for London and the police, should support work to engage boating and waterside communities, particularly the Better Relationships on the Waterways project and boater wardens. Support could include attending meetings, taking forward conclusions and agreements, and potentially some small financial or organisational resources.

**Recommendation 7**
The CRT should ensure that its action to regulate restricted moorings (including visitor moorings, lock landings, bends and narrow waterways) is effective. It should be:
- Consistent over time and between areas
- Well-understood by boaters, and communicated locally such as by clear consistent signage and local wardens
- Timely and efficacious, particularly where navigation is obstructed
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Chinese
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Vietnamese
Nếu ông (bà) muốn nhận bản đầy đủ được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặcทาง điện tử để chỉ rõ tên.

Greek
Εάν επιθυμείτε περισσότερα στοιχεία αυτού ή θέλετε να δείξουμε στην κλίμακα της παραπάνω ιστοσελίδας προκειμένου μπορούμε να σας παράσχουμε βιβλίο μεγέθους μεγέθους με κοσμηματοζών και την ηλεκτρονική διαδίκτυο.

Turkish
Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle iletişime geçin.

Punjabi
ਇੱਕ ਸੀ ਹੇਠ ਮੂਲਕਾਂ ਦਾ ਮਸ਼ਹਰ ਨਵਾਂ ਕਲਕਤਾ ਦਿਨਾਂ ਦੇ ਹੱਦ ਤੋਂ ਆਪਣੀਆਂ ਨਵਾਂ ਕਲਕਤਾ ਦੇ ਦੇਹ ਨਵਾਂ ਦੀਆਂ ਜੋੜ ਦੇ ਕੋਡੀਆਂ ਦੇ 

Hindi
वह आपको इस उत्तरदायित्व का सारांश अपनी भाषा में महसूले तो उपर दिये हुए गंगा पर फॉन करने या उपर दिये 

Bengali
অপরিমেক করা ও পরিবর্তনের একটি সংখ্যাদিক নিয়ম নিয়ম ব্যবহার করা, সম্ভবত গভীর বোঝানো। অন্তত ব্যাপার উপলক্ষে একটি উন্মুক্ত ইন্টারনেট অফিসে ইন্টারনেট অফিস নামক হল 

Urdu
اگر آپ کو اس نشانی کا خلاصہ اپنی زبان میں درکار ہو تو، بجائے کہ پر فون کریں 

Arabic
الحُسُوْل الصَّنْبَرِيَةِ لِلْمَجِتْرِيَةِ بَلِ الْمِلْث، 

Gujarati
શું તમાર આ હેઠળના સંખ્યાઓ પાસે સંખ્યાઓ 

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