



## **Communities and Local Government: Policy options for geographic information from Ordnance Survey**

### **Response from The Ramblers**

11 March 2010

The Ramblers is pleased to be able to respond to this consultation as an organisation for whom mapping is of considerable importance, with a long relationship with the Ordnance Survey (OS). We have noted the invitation to share views more generally about the market and the future role of OS in addition to the specific consultation questions, and consequently begin this response with a more general discussion on the importance of promoting walking and the role that mapping plays in this.

The Ramblers operates in England, Scotland and Wales. Please note that this response is on behalf of the Ramblers as a whole. A complementary response making some points specific to Scotland is being submitted separately by Ramblers Scotland.

#### ***About the Ramblers and its work***

The Ramblers works to help everyone realise the pleasures and benefits of walking, and to enhance and protect the places where people walk, whether rural or urban. As Britain's walking charity, the Ramblers is at the heart of walking with around 125,000 members and a network of around 500 local Groups across England, Scotland and Wales. We campaign for good quality walking environments in both urban and rural areas, as well as working to make walking accessible to all. We are committed to the principles of volunteering and have many thousands of regular volunteers including around 10,000 walk leaders. Established in 1935, we are currently celebrating our 75<sup>th</sup> anniversary.

Ramblers volunteers pursue individual cases of path and access problems as well as sitting on local access forums and lobbying local authorities to ensure that they deliver on their statutory duties. We also work with authorities, for example by carrying out practical footpath work. Access to public data in the form of maps is vital to this work.

We promote walking by offering an extensive led walks programme with over 500 walks a week, including an increasing number of shorter and easier walks and walks suitable for families with children. And we deliver projects that specifically target insufficiently active people, those from socially excluded communities and those that suffer from health inequalities, such as our Lottery-funded Get Walking Keep Walking project, based on a 12-week walking plan (see [www.getwalking.org.uk](http://www.getwalking.org.uk)). We have recently completed a pilot Families Walk4Life project funded by the Department of Health and in partnership with children's charity Action for Children (Milton et al 2009).

The Ramblers has an ongoing interest in mapping issues and a long and productive relationship with Ordnance Survey. We lobbied successfully for the inclusion of public rights of way on large scale OS maps used by walkers in England and Wales, and continue to consult with OS on various ways of improving maps to meet walkers' needs, including the representation of access land on Explorer maps following the Countryside and Rights of Way Act 2000. For many years Ramblers volunteers have provided free of charge an indispensable service to OS by voluntarily checking proofs of new editions of

maps. We recommend Explorer maps as the best maps for walkers in rural areas and regularly use them under license in many of our publications.

### ***The benefits of walking***

**Health.** Regular walking can improve performance of the heart, lungs and circulation; lower blood pressure; reduce the risk of coronary heart disease and strokes; help manage weight; reduce the risk of Type 2 diabetes and certain cancers; improve flexibility of and strength of joints, muscles and bones; boost the immune system; improve mood; reduce anxiety; aid sleep; and improve self image (Department of Health 2004, Cavill and Foster 2009). 'Walking is the nearest activity to perfect exercise' (Morris and Hardman 1997).

**Sustainable transport.** Walking is free, doesn't use vehicles or fuel, doesn't produce excess carbon dioxide or cause noise pollution. It is also a vitally important component of all public transport journeys (Department for Transport 2003), and facilitating walking can help facilitate public transport use. If we all swapped one car journey a week for walking instead, car traffic levels would reduce by at least 10% (Sustrans 2009).

**Economic benefits.** A healthier, more physically active population would generate less demand on the NHS and cost less to employers in terms of reduced sick days, with savings that could amount to billions. Walkers also contribute to local economies. We discuss the economic benefits of walking further under Question 3 below.

**Other social benefits.** Walking is sociable and inclusive, improving our sense of community, increasing our local networks of friends (Appleyard 1981) and helping tackle crime and the fear of crime through the "eyes on the street" effect.

However overall walking levels in Britain are in long term decline, part of an overall trend of decline in everyday physical activity that is now having serious implications for public health. Between 1986 and 2005, the average proportion of journeys on foot fell from 34% to 23%, a decrease of 32%, with most walking journeys being replaced by car trips (Department for Transport 2003, 2007). Leisure walking is still Britain's most popular outdoor recreation by far (Sport England 2009), though there is evidence to suggest participation is decreasing particularly among families (Roberts 2010).

The Chief Medical Officer recommends at least 30 minutes of moderate physical activity, which could include walking, on five days a week for adults, and at least 60 minutes every day for children (Department of Health 2004). Only around a third of adults and, even more worryingly, a third of children currently achieve the minimum recommended levels (Craig et al 2009).

For most people, including those suffering deprivation and social exclusion, walking is the easiest way to meet physical activity recommendations. Walking is free and requires no special equipment, training or gym or club memberships. It is available to almost everyone; safe and low-impact, with a low risk of injuries and accidents; easy to start slowly and build up gradually; and one of the easiest activities to fit into everyday life. "Brisk walking has the greatest potential for increasing the overall activity levels of a sedentary population...[and] is most likely to be adopted by a range of ages, socioeconomic and ethnic groups" (Hillsdon and Thorogood 1996).

Further information on the benefits of walking can be found in the Ramblers' factsheet *Walking Facts and Figures 1* (Ramblers 2009).

## ***The role of mapping in walking promotion***

Lack of information on the walking environment, and the resulting lack of confidence in attempting journeys on foot, are frequently cited as barriers to walking. For decades the design of our built environment has prioritised the motorised user, with the result that much of it is unwelcoming to walkers, yet people tend to know the geography of their surroundings through major roads and public transport routes and are often unaware of the more attractive routes and spaces for walking. The following are typical statements from participants in our Get Walking Keep Walking programmes (de Moor 2007):

- “I’ve lived three streets away for over 10 years and never realised this park existed.”
- “I drive past this every day and never noticed it was here.”
- “I never realised the shopping centre was just across the park – I usually take the bus.”

Similar issues have been noted in other work on improving mapping and navigation for walkers, for example in the Legible London wayfinding studies (AIG 2006). A study in Cheshire focusing on public rights of way found lack of knowledge and worries about potentially challenging terrain dissuaded use of off-road paths (Faber Maunsell 2003). A recent study has identified “not knowing where to walk” as a reason why families walk less than they used to (Roberts 2010).

Mapping is clearly a vital tool for communicating walking geography to the public as one of the means of overcoming this barrier. It is also a vital tool for professionals and volunteers researching and recording walking geography in order to promote walking opportunities to the public, whether this is through printed and online walk descriptions or, as in the case of literally thousands of Ramblers volunteers, planning led walks.

While many people have low levels of map literacy, necessitating other ways of communicating geographical information, maps remain a core reference for generating other representations.

## ***Consultation questions***

### **1. What are your views or comments on the policy drivers for this consultation?**

We are in complete agreement with the statement that “Public data – for example about council services – can empower citizens to challenge decisions, push for change and become smarter customers of public services. This in turn drives better services for everyone.” Some of the problems and frustrations we ourselves have encountered with the current arrangements for OS licensing in the course of our own work to help deliver better services and improve quality of life are outlined under Question 4 below.

We think the policy context could be strengthened by reference to the growing role of the voluntary and not-for-profit sectors in delivering public services and government public benefit objectives, itself the result of a government policy driver. This sector has as great a need for access to public information as statutory bodies in order to work effectively, yet in the case of OS is left “outside the loop” in respect of local authority service level agreements.

The document could also make specific reference to the role that mapping can play in furthering government objectives around promoting walking as everyday physical activity and a means of creating sustainable communities. These include:

- The Obesity Strategy target to reduce the proportion of overweight and obese children to 2000 levels by 2020, including through promoting walking (HM Government 2008).
- The London 2012 Legacy Action Plan target to help at least 2million more people in England be more active by 2012 (DCMS 2008).
- The Physical Activity Strategy commitment to enhance opportunities for physical activity including through walking, also highlighting the need to engage with key target groups without widening health inequalities (HM Government 2009a).
- The Active Travel Strategy aim to get more people walking more often (Department for Transport 2010), building on the commitment to promote active travel in *Building Britain's Future* (HM Government 2009b).
- The NHS commitment to close unjustified gaps in health status between individuals, whatever their background (Department of Health 2007), and the recommendation in the Marmot Review of health inequalities to improve active travel across the social gradient as a means of tackling both climate change and inequality (Marmot 2010).
- The Play Strategy vision of creating opportunities for play and learning and helping families to appreciate the proximity of local play amenities on foot (DCSF 2008).
- Similar policies to promote active travel and physical activity in Wales and Scotland (Scottish Executive 2003, Welsh Assembly Government 2006, 2009).

The document could also consider further the social value of mapping information to individuals, not only as a practical means to accessing healthy physical activity such as walking but also as a way of developing a sense of place and feeling part of a community.

## **2. What are your views on how the market for geographic information has evolved recently and is likely to develop over the next 5- 10 years?**

It is clear that technology and particularly the development of GPS, the internet and web-enabled mobile devices has not only seen some migration from paper maps to electronic devices for local navigation, but has also opened up a new market for interactive geographic content in which there is not only considerable consumer interest but considerable potential for taking forward our own charitable aims. Taking advantage of new technology can also help get messages about walking to new and younger audiences who are familiar with and excited by these channels of communication. We are actively exploring these new opportunities with projects now under development. Useful, good quality and authoritative content will be key to realising the potential of new technological opportunities and a well-established organisation such as ourselves with a very large national volunteer body and long experience of engaging volunteers should be well placed to provide it, so long as the legal framework is supportive.

## **3. What are your views on the appropriate pricing model for OS products and services?**

We strongly believe that OS pricing should not be considered in isolation, but in terms of the wider social benefits that OS can assist in delivering.

Low physical activity levels, and their results such as the rise in overweight and obesity, are a major economic burden. Physical inactivity currently costs the NHS in England between £1billion and £1.8billion a year, and around £8.3billion to the wider economy in sick days and premature deaths (Allender et al 2007, HM Government 2009). 61% of English adults and 30% of children are overweight or obese (National Statistics 2008). Obesity alone already costs the economy £16billion, and if current trends continue this may rise to £50billion by 2050 (Foresight 2007).

There are also more localised economic benefits to walking which help drive sustainability. Walkers in the English countryside spend around £6.14billion a year, generating income in excess of £2billion and supporting up to 245,000 full time jobs (Christie and Matthews 2003). Walking brings economic benefits to town and city centres as people on foot tend to linger longer and spend more. Walking and cycling route projects typically yield a benefit to cost ratio of 20:1, compared to road and rail schemes' typical 3:1 ratio (Sustrans 2006).

This wider context is important given that so far no sector has successfully found a long term way to retain a high premium on the delivery of digital information.

#### **4. What are your views and comments on public sector information regulation and policy, and the concepts of public task and good governance as they apply to OS?**

The current arrangements for licensing of Ordnance Survey data are a major barrier to the effective delivery of work to promote walking within the voluntary sector. The issue is not only one of expense but of complications that arise over complex restrictions to particular licenses and intellectual property rights for re-use and adaptation when new maps for specific purposes are generated using OS base maps.

Throughout the Ramblers wide use is made of base mapping to generate maps illustrating specific routes, both printed and online and both centrally, in connection with projects like Get Walking Keep Walking and our magazine, and locally, in numerous local guide produced by volunteers to promote walking in their immediate area. Due to the complexities of OS licensing we have never succeeded in putting in place a single consolidated license meeting all our mapping needs. Consequently we have a large number of separate licenses both directly with OS and with OS partners (for example Anquet Maps).

The cost of licensing is prohibitive, especially for volunteers in our local Groups, some of whom have resorted to cheaper but unsatisfactory solutions such as using old out of copyright maps or producing very basic maps from GPS traces. Centrally we now use Google Maps online despite their limitations in showing walking infrastructure. In Scotland our work on the Active Scotland legacy around the 2014 Glasgow Commonwealth Games has been hampered by major difficulties in obtaining licensing for active walking route maps (see separate Ramblers Scotland response).

OS licensing also puts a barrier in the way of collaboration. We have an ambition to create a more comprehensive online database of routes researched by volunteers, including a collaborative process where volunteers can directly enter routes and point of interest information through a web interface. Under the current system, obtaining an appropriate license for such a project, and determining the intellectual property rights for

the resulting routes, would be a complex and expensive process and has proved one of the obstacles to moving the project forward.

A further opportunity frustrated by the current arrangements is the creation of improved area maps specifically oriented to walkers' needs. Explorer maps are an essential tool for experienced countryside walkers but they are still a multi-purpose map and not ideal for the beginner. In urban areas they are only of limited use, but the alternative commercially available street atlas style mapping is also unsatisfactory, being primarily aimed at drivers and leaving out much information of use to walkers. Surveying and mapping additional walking information on a commercial basis is also prohibitively costly.

There is an ideal opportunity here for involving volunteers to work collaboratively on truly fit-for-purpose walking maps using an OS base. Such a project could also involve the collection and publication of information of particular interest to the less mobile and people with disabilities, who experience very sharply the barrier of lack of knowledge of the walking environment when planning a trip. Yet under the current system licensing such a project would be complex and doubtless expensive. The situation would be further complicated since such a project would of necessity involve local authorities, whose service level agreements with OS preclude extending the terms of their licenses to third parties including third sector organisations with whom they are working in partnership.

There is a further specific area where OS licensing has proved a challenge for our work. **Definitive maps** are the legal record of public rights of way in England and Wales which are held by county and unitary authorities. In recent years, the Ramblers and other voluntary organisations which seek to protect public rights of way have been involved in long-term discussions with OS, the Improvement and Development Agency (I&Dea) and individual local authorities about access to public rights of way information, and in particular about the supply of copies of definitive maps. These maps use OS base mapping and there has been a great deal of confusion about whether or not local authorities can make copies of them available to volunteers and other third parties undertaking public rights of way work.

Eventually I&Dea and OS produced a 15 page booklet explaining the legal situation (Donn and Gray 2008), referring to at least five separate Acts of Parliament. Whilst it eventually concludes that a member of the public or path user group can be supplied with a copy of a definitive map extract without breaking copyright, there are many caveats attached. In our view, it is not in the public interest for information gathered by public bodies such as OS and local authorities to be restricted in its availability to the public in this way.

We have encountered less obstacles of this kind in our work on access land designated under the Countryside and Rights of Way Act 2000 (CRoW) as the official mapping of access land is available online. However we are now approaching a decadal review of CRoW mapping and it may be that there are difficulties with volunteers producing adapted versions of maps in order to show proposed amendments to designated land.

If OS's public task is to be defined as (i) the creation, maintenance and provision of any information for free in the national interest, including any welfare-enhancing services; and (ii) to the extent that it is not included in the first category, the continued creation, maintenance and licensing of the national large-scale topographic database, which underpins essential government activities, such as land registration; then it should be the case that the complex licensing agreements which presently exist between OS and other public partners such as local authorities should be either simplified or abolished.

No matter which option is pursued as a result of this review, it is essential that OS or CLG make a clear and explicit ruling that local authorities are permitted to provide hard copies of definitive maps to organisations such as ourselves without breach of copyright.

Overall, as a charity dedicated to promoting walking and improving the walking environment, activities which the government itself recognises can deliver major social benefits, we believe it would be make better sense if government worked seamlessly to ensure that maximum benefit is derived from OS mapping, with as many barriers as possible, such as the need for the self generation of income by OS, removed.

**5. What are your views and comments on the products under consideration for release for free re-use and the rationale for their inclusion?**

The Ramblers is generally in favour of as wide a freeing-up as possible of OS data for personal and not-for-profit use, so long as the quality of mapping can be maintained and paper maps remain available (see Question 6 below).

We would certainly welcome the proposed list of products in Section 7 being released on a Creative Commons license with provision for unlimited use, re-use and “mash-ups” as this appears to solve many of the problems we have already identified with current OS licensing and to provide for our current and envisaged potential applications of OS data in our own printed and online publications. We would particularly welcome the inclusion of 1:25 000 and Streetview data and Boundary-Line as these are the most important products both as base maps for walking promotion purposes and as references for walking environment work. The vector products suggested would also be useful for producing simple base maps.

The list of products omits Grid Reference data which should also be free of copyright.

It would be helpful to include 1:10 000 colour raster mapping of the sort that is often used to map access land, along with contour data, particularly a concern when producing materials for people with disabilities and others with mobility issues.

The license should include the right to produce derived printed versions of maps as these are still an important channel of communicating walking information, particularly to specific audiences including some socially excluded audiences. Code-Point would also be extremely useful for online searching applications.

**6. How much do you think government should commit to funding the free production set? How might this be achieved?**

Whilst the Ramblers fully supports the concept of the free production set, we do have very strong concerns about the ability of OS to maintain the high standards of quality of its research and data collection if the funding streams for the free data disappeared, and in particular maintain the integrity of 1:25 000 Explorer maps. Government must therefore make a considerable commitment to making good the shortfall in consideration of the public interest, taking account of the wider social benefits of mapping such as those outlined above. Standards of quality and accuracy for the various products will need to be defined, and closely monitored in a publically accountable way.

It will, we imagine, be the case that the removal of complex licensing agreements and the payments for them from elsewhere in the public sector will result in some savings. With the loosening of copyright restrictions, there should also be more room to think imaginatively about engaging the community and volunteers in the production of maps.

**7. What are your views on how free data from Ordnance Survey should be delivered?**

The delivery mechanisms proposed are well thought-out and, depending on the functionality of the proposed API, adequate for our needs as currently envisaged. We would recommend that OS works in consultation with a sounding board of developers with experience of the potential applications in order to ensure the API service is fit for purpose.

We are a little concerned that the volume of free data via the API would be to “an agreed limit”, in the absence of any detailed indication as to what that limit is envisaged to be, and what would be the scale of charges if the limit were exceeded.

**8. What are your views on the impact OS Free will have on the market?**

We are very concerned by the suggestion that the availability of the free service may result in OS paper maps being withdrawn and in these circumstances we would certainly be looking to the government to ensure the continued availability of at least the 1:25 000 Explorer national map series, especially in areas outside the well-known walking tourism “honeypots” which are less likely to be of interest to commercial publishers.

Paper maps are of higher print quality than can be achieved on typical domestic printers, are sturdier for outdoor use particularly in laminated form and show a wider geographical area. This is not only a matter of preference and convenience but can also be safety critical. Many emergency incidents in the outdoors result from people becoming lost: 1 in 4 mountain incidents recorded by Mountain Rescue in England and Wales are due to navigation failures (Mountain Rescue 2007). A sturdy paper map giving a broad view of the surrounding area clearly provides a much better aid to navigation than a home-printed A4 sheet that is highly vulnerable to bad weather.

Paper maps are also available to those who do not have access to online mapping. Print on demand services may provide a solution if they can equal the quality and durability of traditionally printed versions.

**9. What are your comments on the proposal for a single National Address Register and suggestions for mechanisms to deliver it?**

The addition of a free National Address Register would certainly be welcomed by us. It would be of benefit to our internal administration as well as to our mapping offer.

**10. What are your views on the options outlined in this consultation?**

The “status quo” of Option 1 does not seem compatible with current technological developments and the Government’s aspirations for greater democratic accountability and wider accessibility of public data, and perpetuates the situation where organisations

working for the public good and in accordance with government objectives do not enjoy the sort of open access to public mapping data that statutory bodies take for granted.

Option 2 appears the most clear and internally consistent and addresses all the problems we have identified with current OS licensing arrangements, including the availability of more specialised public data such as definitive maps. It also seems to stand the best chance of sustaining a commitment to providing high quality base data in the long term.

However, given our concerns about the potential impact on quality and accuracy and the continued availability of paper maps, Option 3 offers a workable compromise and one that on balance we are in favour of, provided it is also accompanied by a clarification on the situation regarding definitive maps as detailed above. From our point of view it would still deliver many immediate benefits, particularly in freeing up the frameworks under which maps are used for the purposes of promoting walking. Standards will need to be in place as recommended above, and the situation should be closely monitored in a publically accountable way, both in terms of standards and financial viability.

#### **11. What will be the balance of impact of these proposals on your costs and revenues?**

This question is intended for local authorities and is therefore not applicable to us.

#### **12. Will these proposals have any impact on race, gender or disability equalities?**

Yes, a positive one, by increasing opportunities to promote walking and to raise awareness of the local walking environment. The inclusion of map layers containing accessibility information surveyed by volunteers would vastly improve the ability of people with disabilities, the less able and those with children (often women) to make informed decisions about potential walking trips and visits. Low levels of physical activity and poorer health are particularly associated with deprived and socially excluded communities including certain black and minority ethnic communities (Department of Health 2007, HM Government 2009). Walking is the cheapest and most accessible form of physical activity and targeted promotion of it is an excellent way of addressing such inequalities. The ability for communities and organisations to “mash up” mapping information by overlaying geographically-linked information of specific community interest also opens up the possibility of creating very targeted interactive mapping presentations that are more likely to engage particular groups in behaviour change.

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