



Cymdeithas y
Cyfreithwyr
The Law Society



From Caernarfon to Caerdydd:
Reimagining Justice in Wales 2030
A Consultation & Discussion paper



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**To read the complete From Caernarfon to Caerdydd
Reimagining Justice in Wales Suite of papers please scan
the QR code below:**



Foreword

The following collected discussion papers have been developed by The Law Society Wales Office as both a suite of standalone documents for members and key stakeholders in Wales and as a supporting contribution to the 21st Century Justice and Reframing Justice projects being delivered by colleagues in London for members in both England and Wales.

The overarching aim of *Reimagining Justice in Wales* is to detail the unique challenges facing the legal sector in Wales over the next decade and the opportunities for growth amidst the wider political context. Underfunding of the legal system across Wales and England has created and magnified numerous issues that need to be rectified and in which the devolution of some parts of the justice system to the Welsh Government is an increasingly likely outcome.

The most promising solutions to the long-standing problems currently facing the justice system in Wales are not groundbreakingly new or especially provocative. While this suite of papers attempts to offer new perspectives on how to reimagine the next decade or so of justice in Wales, the most fundamental changes required are in many ways already known and are systemic in nature.

The scale of the current problems facing the justice system in Wales, coupled with a drive for reform that has lagged behind other professional sectors, mean that in many cases, straightforward system solutions have significant potential to lead to a significant transformation across Wales.

The headline direction of 2030 permits a strong public affairs strategy to mirror the political cycle of the next full Senedd term. This term will be the first full term of under the terms of the Senedd Reform Act 2024 and the first full term of the Senedd following the recent UK General election. It is in this landscape that the devolution of justice to Wales is likely to become a key policy matter.

These papers will ask pertinent questions around identified key legal policy issues which, we hope, will be engaged with, and answered by members and key stakeholders and built upon further as we move through this discussion process.

These papers, whilst detailed, should be viewed as part of a wider discussion initiation, that are open to challenge and further discussion and should certainly not be considered as the final word on any of the areas covered.



A handwritten signature in black ink that reads "Jonathan Davies".

Jonathan Davies
Head of Wales

From Caernarfon to Caerdydd:

Reimagining Access to Justice

Background

- It is widely accepted that the significant issues currently facing the legal profession in Wales originate from the lack of long-term investment by the UK Government.

Paper perspectives

- This paper reviews the current state of access to justice in Wales, exploring reform to both civil and criminal legal aid.

Suggestions

- The key theme of the suggestions in this paper are that basic funding reform and creativity to approaching legal aid structures would result in significant changes.

Reimagining Courts

Background

- There exists a series of issues facing the courts in Wales, stemming from a lack of long term investment and vision.

Paper perspectives

This paper reviews the current issues facing:

- Infrastructure
- Backlogs
- Staffing shortages
- Hurdles to reform
- Tribunal reform
- Digitalisation and technology

Solutions

- This paper explores a series of solutions present in other jurisdictions in each of the key areas above.

Reimagining Courts

Background

- The key problem in Wales regarding technology is that solicitors have their expertise and experience grounded in solving legal problems, not in implementing the latest technologies.

Paper perspectives

- This paper provides examples of transformative legal technology that is easily accessible, understandable, and implementable within the context of the legal sector in Wales.

Solutions

- This paper demonstrates how successful jurisdictions have used technological solutions to improve efficiency, access, and sustainability.

Reimagining Justice in Wales 2030

Making Devolution Work

Background

- The Welsh Government has repeatedly called for the devolution of various justice functions from UK Government.

Paper perspective

- As a matter of urgency, the Welsh Government ought to undertake significant political and civil service preparations for devolution
- The Law Society believes that the part or full devolution of justice, if implemented and funded appropriately, offers significant potential opportunities to the people of Wales, alongside significant risk if not planned, funded, and implemented in a coherent and timely way.

The Law Firm of 2030

Background

- Law firms operating in Wales will face a series of external challenges by the end of the decade.
- These include specialisation, recruitment and retention, technology (including AI), and the sustainability of the small, local high street firms.

Paper perspectives

- The Welsh Government is well placed to support the legal sector through increased support as an essential sector.
- We believe that The Welsh Government could make renewed attempts at working in collaboration with the UK Government around these issues

Reimagining Data

Background

- There exists little to no contemporary data pertaining to the legal sector in Wales. This alone makes issue identification and solution much more difficult.
- Data from of a series of areas, from economic trends and their influence on the demand for legal services to the cost of civil legal aid in Wales, per annum, is at best uncollated and unreviewed, and at worst undocumented.
- Rigorous and up-to-date data would allow us to fully ground our eventual recommendations in fact, targeting the exact issues present in each of the papers in the Reimagining justice series.

To read the complete From Caernarfon to Caerdydd Reimagining Justice in Wales Suite of papers please scan the QR code



Reimagining Consultation

Launched in January 2024, the Reimagining Justice in Wales Internal Member Consultation ran for six weeks, followed by a period of additional responses from external stakeholder organisations collated between March and April 2024. In May and June these submissions were scrutinised and implemented accordingly.

Relevant consultation responses have been integrated into this paper where applicable. Further information on the Reimagining Justice in Wales consultation can be found in the document: Reimagining Justice in Wales 2030 the consultation.

We received consultation responses from:

Law Society Organisations

- *The National Board for Wales*
- *Subgroup for In House*
- *Subgroup for Policy*
- *Subgroup for Managing Partners*
- *Subgroup for Member Experience*

Local Law Societies

- *Cardiff Law Society*
- *Swansea Law Society*
- *Mid Wales Law Society*
- *Gwynedd Law Society*
- *Chester and North Wales Law Society*
- *Junior Lawyers Division*

External Organisations

- *Law Council for Wales*
- *National Advice Network*
- *Citizen Advice Cymru*
- *Speakeasy Law Centre*
- *The Solicitors Regulatory Authority*

Government organisations

- *Mick Antoniw MS, Counsel General*
- *Welsh Local Government Lawyers Association*
- *Welsh Government Justice Policy*
- *Crown Prosecution Service*

External Individuals

- *Carolyn Kirby, Former Law Society president, current president of the Mental Health Review Tribunal for Wales.*
- *Emma Waddingham, founder and Editor of Legal News Wales*
- *Damon Rands, Pure Cyber Founder*
- *Dame Vera Baird, Justice Adviser to Welsh Govt.*
- *Fran Targett, Chair of the Welsh Government's National Advice Network*

Partners, directors and solicitors

- *Robert D. Williams, Partner, GHP legal*
- *Rachel Phillips FALA, Partner, Agri Advisor*
- *Emily Littlehales, Director, Celtic Law*
- *Daniela Mahapatra, deputy director of Legal and Risk NHS*
- *Tom Black, Partner, Eversheds*
- *Kelly Byrne, Legal Services Manager, Pembrokeshire County Council*
- *Catrin Williams, Solicitor, Gamlins Law*
- *Hannah Newberry, Chair of JLD / Member of the National Board for Wales*
- *Ffion Williams, Head of Corporate, EBCPCW,*
- *Mark Davies, Partner and Director Goldstones*



The most significant challenges facing law firms currently are those regarding technology, retention of lawyers, practically junior talent. Challenges of the transparency as to succession planning and opportunities available further compound issues. In Wales, the ability to administrate justice and tackle Welsh issues is absolutely paramount.

Hannah Newberry,

Family Solicitor Hugh James / Chair of JLD / Member of
the National Board for Wales



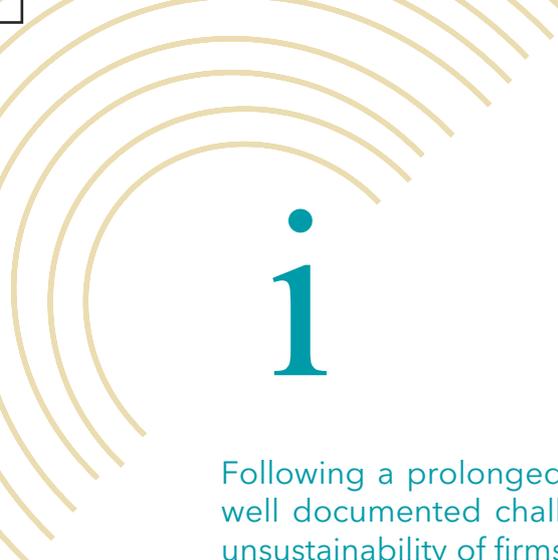
As a small firm, I feel that the biggest challenge for those like me, is the ability to keep up with the development of technology and funding it.

Professional indemnity insurance is forever on the rise - and I fear that there will be a diminution in small firms (increased mergers and so on) and generally, solicitors choosing to set up their own practice.

I have some reservations about AI, but the client application process could be made easier with AI for the client. Software could be developed for use by legal aid practitioners specifically, which uses AI for preparing documents and research etc. The software would need to be affordable (possibly funded in part).

Emily Littlehales,

Family Solicitor & Advocate at Hugh James / Chair of
JLD / Member of the National Board for Wales



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Reimagining Access to Justice

Following a prolonged period of underinvestment, legal aid faces numerous well documented challenges, including a growing shortage of solicitors, the unsustainability of firms providing legal aid and an increasing number of court closures. This paper reviews the current state of access to justice in Wales. Highlighted are where services are failing and offering solutions to rectify present issues.

Legal aid provision, predicated on supporting those who seek to explore disputes outside of court, and in early stages of cases can be cost effective in terms of advice saved down the line, reducing the court backlog, resolving cases quicker and assisting those who need support.

Following a prolonged period of underinvestment, legal aid faces numerous well documented challenges, including an ever-growing shortage of solicitors, the unsustainability of firms providing legal aid and an increasing number of court closures.

Restrictions on the scope of and eligibility for legal aid has rendered access to justice all-but impossible for Welsh society's most vulnerable, a situation further exacerbated by a difficult geography and an inconsistent and expensive public transport infrastructure.

The current model of predominantly funding legal aid services by funding individual cases, often via fixed fees, will not enable providers to meet the need or demand for legal aid services.

These fixed fees assessments rarely consider the geography or context of the area they are assigned. The extensive bureaucracy of the Legal Aid Agency system on each individual case leads to further additional and unnecessary cost.

The Nordic model of justice is just one excellent example that provides real systemic alternatives for reform to the justice system in Wales by either UK Government or in the event of devolution of justice to Welsh Government.

The Law Society Wales office, having contributed to the Ministry of Justice's review of Criminal legal aid is providing similar support, including running focus groups for the current review of Civil legal aid being undertaken by the UK Government.

As of 2023 across England and Wales

- 53m people (90%) do not have access to a local education legal aid provider.
- 49.8m people (84%) do not have access to a local welfare legal aid provider.
- 42m people (71%) do not have access to a local community care legal aid provider.
- 39m people (66%) do not have access to a local immigration and asylum legal aid provider.
- 25.3m people (42%) do not have access to a local legal aid provider for housing advice, up 5% since 2019.

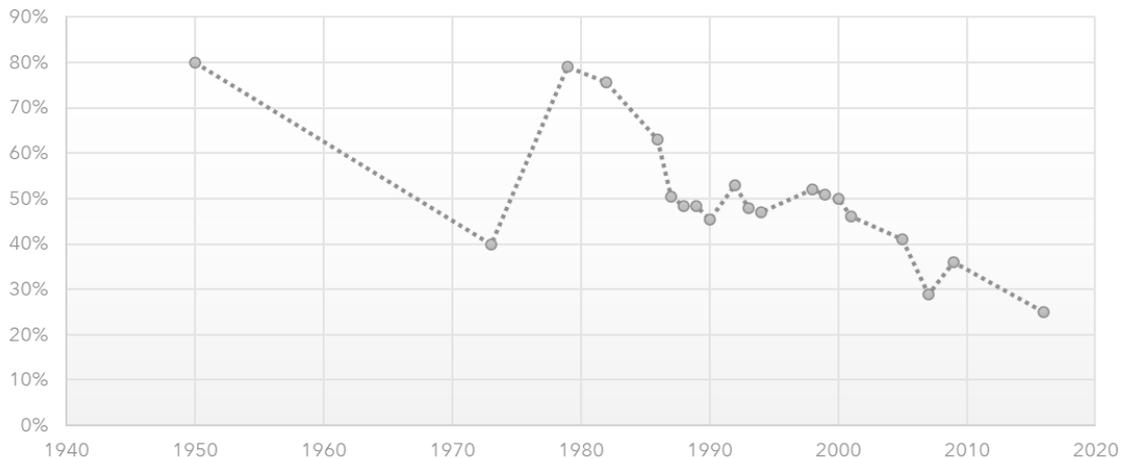
¹ <https://www.lawgazette.co.uk/news/laspo-turns-10-legal-aid-deserts-expanding/5115622.article>



Many have argued that the structure of legal aid does not have much longer before breaking down completely. As the Legal Cheek states, ambiguity surrounds only what will give first: the sector, its lawyers, or the vulnerable people whom the system was designed to serve.

The goal in Wales ought to be early legal advice availability alongside mediation and other forms of dispute resolution, resulting in an increase in the numbers using dispute resolution successfully.

% Estimates of Civil Legal Aid Eligibility, 1945 - 2016



Criminal legal aid

Criminal legal aid faces many of the same challenges as civil legal aid that includes an ever-growing shortage of criminal duty solicitors.

The erosion of the level of remuneration received by criminal legal aid solicitors such as the inability to provide pre-charge advice has led to very poor relative earnings and has driven the reduction in the numbers of qualified solicitors who feel able to work in this area.

This coupled with the backdrop of increasing court closures, inadequate prison provision and a 3% rise in arrests in the last 12 months in England and Wales has brought the criminal legal aid provision to the crisis point we now face.

The Legal Aid Transformation (LAT) tranche of reforms in 2013 introduced an upper eligibility threshold for the first time. Any defendant with a disposable household income of £37,500 or more would now be ineligible for legal aid.

A fair criminal justice system needs to be predicated on the ability of those to have fair access to justice without impediment.

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Reimagining Courts in Wales

Our courts in Wales are plagued by a myriad of deficiencies, further exacerbated by a lack of clear overall strategic direction, budget allocation or ambition for change. This paper establishes a framework for reimagining the court system in Wales, beginning with documenting current failures in the system and highlight international success stories.

Court infrastructure

The justice system across England and Wales is currently experiencing significant court backlogs and delays in case resolution. There is a shortage of solicitors, barristers, and judges, alongside court staff.

Worsening Court Backlogs

The justice system across England and Wales is currently experiencing significant court backlogs and delays in case resolution.

Criminal Justice System Reform

Issues to address in this area include overrepresentation of certain groups within the prison population, improving rehabilitation and reintegration programs, and ensuring consistent, fair, and equitable sentencing.

Overcoming hurdles to resolution

The justice system across England and Wales is currently experiencing significant court backlogs and delays in case resolution.

Tribunal reform in Wales:

As a devolved area of competency, the latest tribunal reform proposals in Wales must address longstanding funding and capacity issues, to both improve outcomes and demonstrate that Welsh Government is able to seek further devolution of justice functions.

Digitalisation and Technology

The justice system in Wales, is in the process of varying degrees of digital transformation; however, the data necessary to make informed strategic decisions remains very scarce.

Examples of court reform

Programmes of reform have emerged designed to equip the judiciary with the most up-to-date modern technology and structures. In many cases, these modern reforms have created an efficient and coherent court process and strengthened access to justice that could offer some solutions for court reform in Wales.

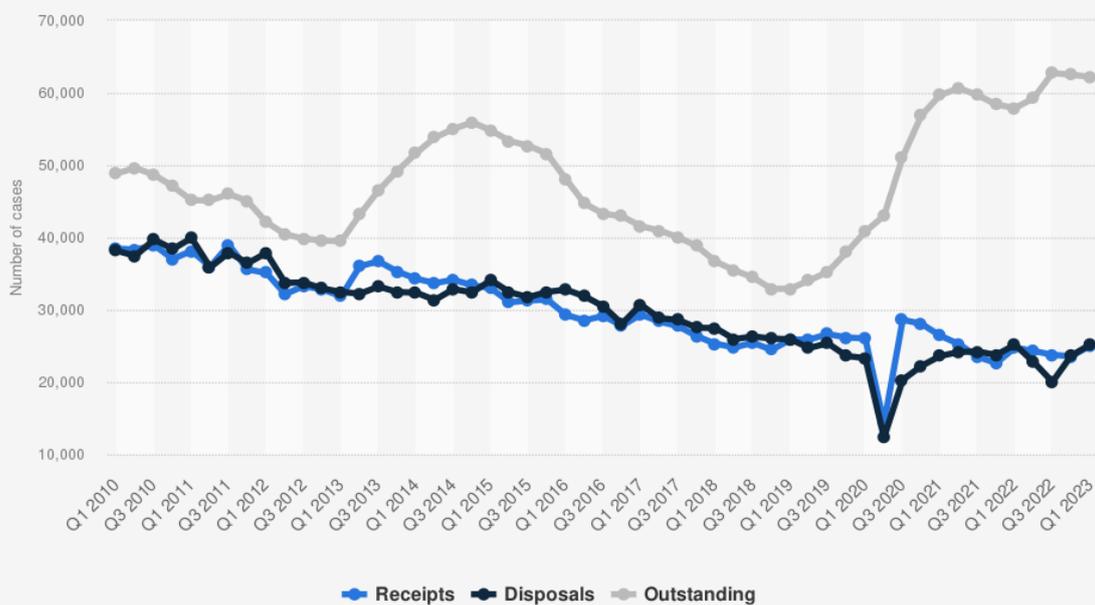




An ever-increasing backlog

New figures published 14 December 2023 on the Crown Court backlogs show they have grown over the last quarter to 66,547, an increase of 3% on the previous quarter and the highest Crown Court outstanding caseload on record. The gap between spiralling numbers waiting in the queue and the UK government's own unambitious target of reducing the Crown Court backlog to 53,000 by March 2025 continues to widen.

Number of receipts, disposals, and outstanding cases in the crown court of England and Wales from 1st quarter 2010 to 1st quarter 2023



Sources
Ministry of Justice UK; GOV.UK
© Statista 2024

Additional Information:
United Kingdom; Q1 2010 to Q1 2023

Reimagining Justice in Wales 2030 | July 2024



Reimagining Technology

The current complex and rapidly evolving technological environment in which solicitors are currently operating adds to the already substantial set of issues being faced. The ambition of this paper is to provide examples of transformative legal technology that is easily accessible, applicable understandable, and implementable within the context of the legal sector in Wales.

Key findings:

Data

An improved data set of the current state of technology in the legal sector in Wales, would better provide a more detailed plan for both potential usage and implementation of technology.

Technology as an assistant

Technology alone will not fix the numerous current issues facing the justice system in Wales, but can allow for the exploration of new forms of working that are more efficient and cost effective.

Accessible tools

There are a series of widely available and easily accessible legal tech tools available for use by law firms in Wales.

Market Disadvantages

Where firms in Wales are not using the latest technology, they risk being at a market disadvantage.

Slow implementation

The main reason behind the slow implementation of improved information technology solutions includes funding, a lack of knowledge and understanding of the latest technological innovations and anticipated barriers of cost.

Basic Upgrades

The technological improvements required in the legal sector in Wales are basic such as the upgrading of the operating software and IT hardware across the justice system.

Key proposals:

Collaboration

Collaboration between law firms and technology companies must increase, leading to the development of custom legal software, case tools, website client portals and platforms that cater to the specific needs of the legal industry.

Did you know?

According to research undertaken by the Legal Services Board, a mere 8% of legal service providers across England and Wales currently provide online services to clients.



Legal Services Board. Technology and innovation in Legal Services - Main report, November 2019, p8



The future of data generation, the ability to utilise automation and artificial intelligence to streamline contract analysis, legal research, and administrative work are all areas of technology with which the Law Society could work with the Welsh Government to support firms.

Accessible Legal-Tech

AI legal assistants

AI assistants can automate legal tasks like research and document review. These usually take the form of an AI chatbot, like ChatGPT for lawyers.

Contract review and analysis

AI contract tools can automate time-consuming processes like contract review and analysis.

Automated workflows

No-code automation platforms can streamline manual processes, improving tasks like inquiry handling and triage.

Automated risk and compliance

This type of legal automation can assist businesses when tackling risk and compliance. It can quickly identify these risks and highlight them to the relevant stakeholders.

Knowledge management.

Legal automation can automate research processes, compiling and delivering knowledge and precedents to busy legal teams.

eDiscovery

Discovery, as a process has historically been largely manual in nature. The rise of eDiscovery occurred as technology evolved that could automate many of the processes involved in discovery, and as the landscape of work changed so that most of the data and information that needed to be collected, produced, and reviewed become electronic. In eDiscovery, data sampling and statistical analysis require new resources in the form of data analysts.



iv

Making Justice Devolution Work

The prospect of the devolution of full or partial justice powers from the UK Government to Welsh Government has remained a topic of ongoing debate for several years.

The case for the devolution of justice must be predicated upon the idea that justice in Wales would be run more **effectively, efficiently** and with far greater levels of **reform** and **innovation** than it has currently been the case across England and Wales.

The Law Society believes the following tests must be met before this current support in principle can become unqualified support:

1

Any devolution of justice functions must be accompanied by an adequate commitment to a rigorous costing exercise followed by full and fair funding from UK Treasury and meaningful intergovernmental collaboration with the legal sector to ensure its success.

2

The ability of solicitors in Wales and England to practise across the border without any impediment must be maintained without restriction.

3

The current single regulatory framework for solicitors across Wales and England should be preserved whilst recognising the unique circumstances of Welsh law.



Furthermore, the Law Society has noted five recommendations for the process of devolution, alongside the above three 'red lines' on devolution based on the knowledge and experience of our membership:

i. Evolution not revolution

The Law Society asks that any devolution of justice functions take place as part of a planned and incremental process built on the principle of evolution, rather than a sudden devolutionary spasm.

ii. Full generational costing and sequencing

The Law Society asks that the costing and sequencing of any future plan for the devolution of justice is built for a 'generation', not just the immediate period following devolution.

iii. Aligning policy implementation and resources

The Law Society asks that the Welsh Government works through Business Wales and its Ministry of Economy to build the business capacity and sustainability of the legal sector in Wales, identifying areas which will require additional support before, during and after the devolution of further justice functions.

iv. Apprenticeships and legal sector recognition

The Law Society strongly believes that the implementation of a level 7, degree equivalent, legal apprenticeship (as is already available in England) is a Welsh Government policy decision that is vital to the transformation and sustainability of the legal sector in Wales.

v. 'Distinct' not 'separate' jurisdiction.

The Law Society strongly believes that any moves towards a separate jurisdiction carries great risk. Our paper clarifying the current operation of justice in Wales as a distinct jurisdiction is outlined in the annex: "A Distinct Jurisdiction".

V

Reimagining the Model Law Firm of 2030

As we progress towards the end of the decade and begin to examine the future policy and operational direction of the legal sector in Wales, it is useful to identify the support that both Welsh Government and UK Government are able, if so minded, to provide to improve the strength and sustainability of Law Firms operating in Wales, alongside the self-development of firms many will wish to undertake.

The top 5 significant issues facing law firms in Wales:

1. Recruitment and retention

Our consultation highlighted retention and training of legal talent in Wales as one of the most prominent issues.

2. Operation Costs

Those challenges born from operational and financial costs were the second most cited challenge, with issues of energy costs, the cost-of-living crisis, and interest rate hikes noted.

3. Technology

Many of the medium to large firms interviewed noted they were investing heavily in the latest technology and IT software to gain a competitive edge on their rivals. Several noted they had brought in external consultants to identify the most useful and efficient technology for their practice.

4. Client demands and expectations

An additional concern raised was over what some participants termed “changing client expectations.” Trends in this category include downward pressure on fees, demands for quicker turnarounds, and delayed payments

5. Growth and succession planning

As we move towards 2030, there will be considerable political and economic drivers for law firms in Wales to become more environmentally sustainable in their practice and operation, including reduced paper usage, energy-efficient operations, and digital document management.

Our work with UK and Welsh Governments

Support procured and administered by the Law Society and fully funded by the Welsh Government in the shape of the current program of Cyber essential grants have been a resounding success with take-up of almost 30% of eligible firms, with a strong geographical distribution across the entirety of Wales. The continuation and development of funded initiatives such as this will significantly support the legal sector in Wales.





Responses to our consultation detailed the following issues:



- *Ineffective IT and data management/storage systems in courts*
- *Challenges of hybrid working and succession planning / transparency of opportunities available*
- *Adapting to modern technology, ensuring practitioners are competent with evolving platforms.*
- *Potential utilisation of AI*
- *A decrease in sole practitioners and small firms*
- *Recruitment and retention of workforce*
- *Access to practitioners*
- *The loss of talent to overwhelming number of England based firms*
- *Dilapidated Court estate with a lack of investment in Wales*
- *Staff wellbeing, mental health and cost of occupational health support*
- *Cost of maintaining premises in light of increases to utility costs*
- *Areas where the broadband provision remains poor/slow or non-existent*
- *Inflation affecting overheads and salaries, and revenue not keeping up or even within our control.*
- *Constant, ill-thought out legal reform.*
- *Barely operational HMCTS portals*



Reimagining the potential of Data

To fully comprehend the scale of the legal system in Wales including areas of potential decline and necessary improvement, one must fully understand the successes and failures of the current operational arrangements.

There exists little to no current Wales specific data detailing the full extent of issues and successes across Wales. Without this data it is very difficult to develop fully detailed improvement plans for the legal sector. This lack of data can be clearly seen in the following areas:

The role of the legal sector in Wales

- The total revenue of the legal sector in Wales
- Growth rates and trends in revenue 2015-2025 in Wales
- Breakdown of revenue by practice area
- Wales market share of major law firms or legal service providers
- Economic trends and their influence on the demand for legal services.
- Comparisons of each of these (a-e) per head with England

Solicitors and Law firms

- The number of solicitors practicing in Wales, per annum
- The number of law firms with headquarters in Wales, per annum
- The number of law firm offices in Wales, per annum
- The number of branch offices in Wales that belong to law firms based in England
- The geographical distribution of where each of those law firm offices are based
- The percentage split between local authority areas divided into regions.
- The percentage split between regions in Wales (North, mid, Southwest, etc)
- The geography and concentration of Welsh-headquartered law firms.
- Total number of lawyers, paralegals, and support staff, per annum
- Trends in employment numbers and changes over time, per annum
- Data on gender, ethnic, and demographic diversity within the legal workforce,

Areas of practice

- Percentage of firms in each practice Area
- Breakdown of legal services offered (e.g., transactional, advisory, litigation).
- Data on the most active practice areas in terms of caseload or revenue.
- Emerging areas of law (e.g., technology law, environmental law)
- Percentage comparison of specialisms with English firms
- Geographical distribution of areas of practice

Firm turnover and size

- The total annual revenues generated by English and Welsh Law firms per annum
- The revenues of law firms compared (<£100,000, >=£100,000 and £500,000)
- Legal market firm size breakdown by employee numbers per annum and trends (e.g. *A total of 43% of all Welsh firms employ 10 solicitors or less*)
- Ownership models, percentages, and changes over time

Adoption of technology

- Adoption rates of legal technology solutions (e.g., AI, legal research tools, document management)
- Investment in legal tech startups and innovative projects.
- Impact of technology on legal service delivery and client interactions.
- Software / hardware used in Wales (e.g. use windows 7 or 8, or 10,)

Clients

- Types of clients served (individuals, corporations, government entities)
- Geographic distribution of clients
- Client feedback and satisfaction levels

Cross-Border Services and Globalization

- Data on international legal services and cross-border transactions
- Top countries for legal outsourcing and collaboration

Legal Education and Training

- Data on law school enrolment and graduation rates
- Qualifications and certifications required for legal professionals
- Ongoing professional development trends

Access to justice

- Trends in access to legal representation for different socioeconomic groups

Civil Legal aid

- The eligibility percentage for civil legal aid for those living in Wales
- The cost of civil legal aid in Wales, per annum 2015 - 2025
- The number of civil legal aid cases, per annum 2015-2025
- The number of civil legal aid cases in receipt of 'early advice', 2015 - 2025
- The number of Third Sector advice providers including Law Centres

Criminal legal aid

- Percentage of population eligible for criminal legal aid
- The percentage of recipients of pre-charge advice at police stations
- The percentage of trials where criminal legal aid representation was used
- How many prisoners accessed legal aid provisions 2015-2025
- Budget expenditure on Criminal legal aid Wales 2015-2025
- Litigants in person and McKenzie Friends, 2015 - 2025
- Number of Duty solicitors in Wales, in each area

Courts

- Court infrastructure budget, 2015 - 2025
- The current backlog, compared to annual reports 2015-2025
- Number of courts in Wales 2015 - 2025 in each section (magistrate, county, crown)
- Number of courts utilising digital technology
- Youth justice statistics in Wales, convictions

Current challenges facing the legal sector

- Challenges facing the accessibility of Welsh law
- Challenges facing criminal and legal aid
- Criminal and Legal aid / alternative models for access to justice



Reimagining Justice in Wales 2030
Consultation & Discussion paper

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