



REPORT TO: Scrutiny and Overview

10 September 2019

LEAD CABINET MEMBER: Deputy Leader of Council (Statutory)

LEAD OFFICER: Joint Director for Planning and Economic Development

Bourn Airfield New Village Supplementary Planning Document

Executive Summary

1. The adopted South Cambridgeshire Local Plan allocates land south of the A428 for the development of a new village under Policy SS/7: 'New Village at Bourn Airfield'. This policy requires the preparation of a Supplementary Planning Document (SPD) to provide further guidance and detail to supplement its provisions and requirements. The SPD will help guide the development of the area and will provide greater detail to support delivery of the site. It outlines the aspirations for the new village, as well as the key issues, constraints and opportunities that will influence how new development will take place. A draft SPD has been prepared and consulted upon.
2. Committee are requested to consider and comment upon the summary of representations made on the draft SPD during the public consultation held between 17 June and 29 July 2019, the officers' emerging response to key issues.
3. This is a key decision and was first published in the July 2019 Forward Plan.

Recommendations

4. That Scrutiny and Overview Committee:
 - (a) Consider the responses raised in the public consultation, (See Appendix 1);
 - (b) Provide comments in relation to the key issues and emerging officers' response from paragraph 18 before Cabinet's consideration of these matters at its meeting on 2 October 2019.

Reasons for Recommendations

5. Scrutiny and Overview Committee received the draft SPD on 21 May 2019 for comment. Committee did not feel it could endorse the draft SPD for consultation and raised concerns about:
 - Transport, including in regard to junction access to the A428, modal shift, the provision of new transport infrastructure and proposed public transport services;
 - Health care;
 - The location of the village centre and its nature;
 - Provision for young people and the aged; and

- The green buffers between the new village and its neighbours Highfields/Caldecote and Cambourne.
6. Cabinet on 5 June 2019 approved the SPD for consultation. The report stated that before Cabinet makes a decision on the adoption of the SPD it should be considered again by Scrutiny and Overview Committee.

Details

Background

7. The South Cambridgeshire Local Plan was adopted in September 2018. Policy SS/7 allocates land for a new village at Bourn Airfield and requires that a Supplementary Planning Document is prepared to guide and support the delivery of the new village. The policy allocates land to the south of the A428 based on Bourn Airfield for the development of approximately 3,500 dwellings. The final number of dwellings will be determined through a design-led approach and spatial framework diagram included in the SPD. These new homes are to be supported by a range of infrastructure and community facilities and services.
8. The majority of the land allocated by Policy SS/7 is subject to an option agreement with Countryside Properties (UK). An outline planning application for the development of a new village at Bourn Airfield was submitted in September 2018, with all matters reserved except for the principal highways junctions from the St Neots Road roundabout and onto the Broadway. There are some differences between the site allocated in the Local Plan (and the Major Development Site it identifies) and for which guidance is provided in the draft SPD, and the submitted planning application. This will be a matter for separate consideration through the planning application process.
9. The existing employment area on the site is owned by Diageo Holdings (the former Thyssen Krupp site) and an outline planning application has recently been submitted for its development for B1 business uses. The DB Group (formerly David Ball group) have stated that at this stage they intend to remain in this location and are currently considering their future prospects and plans.
10. The provisions and requirements of policy SS/7 have been found to be 'sound' through the Local Plan examination process and these cannot now be amended or changed by the SPD. Public consultation on the main Local Plan modifications needed to make the plan 'sound' (including modifications to policy SS/7 for the new village at Bourn Airfield) took place between January and February 2018, and the responses to the consultation were considered by the Local Plan Planning Inspector.
11. A draft Bourn Airfield New Village SPD was prepared with Arup and working in collaboration with technical and community stakeholders and the site promoters. Cabinet agreed the draft SPD for consultation on 5 June 2019. Public consultation on the draft Bourn Airfield New Village SPD was held for 6 weeks between 17 June 2019 and 29 July 2019. Consultation on the SPD was undertaken in accordance with the Greater Cambridge Statement of Community Involvement adopted in July 2019 and included staffed public exhibitions in Cambourne on 27-June, in Highfields Caldecote on 3 July, and in Bourn on 10 July.

Results of Consultation

12. During the consultation, 312 representations were received, made by 71 respondents. Of the representations 36% were objections, 56% were comments and 8% were supports. 8 comments were also received to the Sustainability Appraisal (SA) and Habitat Regulations Assessment (HRA) Screening Documents and the Equalities Impact Assessment (EQIA). Summaries of the representations received are attached at Appendix 1.
13. A Consultation Statement is being prepared in accordance with the Town and Country Planning (Local Plan) (England) Regulations 2012. Regulation 12 requires that SCDC prepare a consultation statement setting out the persons consulted when preparing the SPD, a summary of the main issues raised by those persons and how these have been addressed in the SPD. The response to representations will be completed and provided to Cabinet, drawing on the key issues and emerging officer responses identified in this report.
14. All of the SPD representations are available to be read in full on our online consultation system at <https://scambs.jdi-consult.net/localplan/>. The main issues raised include:
 - Transport
 - Public transport
 - Spatial layout
 - Village centre
 - Local character / village separation
 - Schools
 - Health
 - Heritage
 - Employment
 - Sustainability
 - Delivery

Considerations

15. The representations received have been considered and this report highlights the key issues raised in the representations and provides officers' emerging response for consideration by Scrutiny and Overview Committee. A number of possible changes have so far been identified in response to the key issues where this is consistent with the Local Plan. No substantive changes are currently proposed regarding other issues raised in representations.
16. Having considered the results of consultation, officers' view remains that the SPD is consistent with Local Plan Policy SS/7 and the evidence supporting the plan and tested through the examination process. The role of an SPD as set out in regulations is to provide guidance about environmental, social, design and economic objectives which are relevant to a Local Plan allocation.
17. Scrutiny and Overview Committee is recommended to consider and comment on the outcome of the consultation and the emerging response to key issues raised and possible changes to be proposed before Cabinet considers the adoption of the SPD.
18. The main issues raised are summarised below together with an emerging officer response which identifies where changes to the SPD are under consideration. Where

changes have spatial implications, these are included in the final section about the Spatial Framework Diagram, and a cross reference is included under the relevant topic.

Transport – key issues raised:

- There should be direct access onto A428 (serious consequences of having only 2 junctions, plenty of room, safety issues of not implementing, environmental costs from congestion more than actual cost, numerous examples of close junctions)
- Concerns about A428 / A14 Girton interchange single lane & lack of access onto M11
- Impacts of rat running traffic through villages
- Need to mitigate southbound & northbound traffic
- Childerley roundabout needs upgrade
- The Broadway junction design and preventing 'u' turning traffic at St Neot's Road junction
- Concerns about traffic through St Neots Road, Hardwick
- No easily accessible Park and Ride
- Too much strategic thinking (Bedford to Cambridge) and no local focus
- Electric vehicles do not reduce congestion
- Concerns about the modelling / modal shift assumptions
- Consider wider destinations – not everyone is headed towards Cambridge
- More detail needed on parking provision, e.g. close to HQPT stops.

Officers' emerging response:

- Highways England has provided a clear position in its responses to the consultation that direct access onto A428 is not policy compliant or needed. This confirms advice received during preparation of the draft SPD. Their response states:

“Policy is set out in DfT Circular 02/2013 The Strategic Road Network and the Delivery of Sustainable Development.

The policy states proposals for the creation of new junctions or direct means of access may be identified and developed at the plan-making stage in circumstances where it can be established that such new infrastructure is essential for the delivery of strategic planned growth.

Policy also requires consideration of the standard of road. For motorways and routes of near motorway standard development access is limited to the use of existing junctions with all-purpose roads. Modifications to existing junctions will be agreed where these do not have an adverse impact on traffic flows and safety. In line with the standards contained in the Design Manual for Roads and Bridges, for safety and operational reasons, direct connections to slip roads and/or connector roads will not be permitted. For other roads there is a graduated approach.

The A428 is part of the Cambridge to Oxford expressway which has a high status, and therefore in line with policy there is a presumption against a new junction at this location. This position needs to be balanced with strategic need, and whilst within the context of the local plan, Bourn Airfield New Village can be considered as a strategic site,

its wider strategic importance is more limited. Consequently, the case for a new junction is not made.”

- Transport modelling was undertaken to support the preparation of the Local Plan and did not identify a need for a new junction onto the A428. The modelling did identify a need for a dedicated high quality public transport route to link with jobs and services in and around Cambridge, within the Local Plan policy. The overarching vision for the adopted Local Plan, including for the new settlements, is to secure a modal shift away from use of the private car. This is also consistent with the recent declaration by the Council of a “climate emergency” alongside an adaptation to achieve net zero carbon for the district by 2050. Major new car-based infrastructure would not be compatible with that vision.
- Notwithstanding the principle of whether a major new junction onto the A428 is necessary to serve the development, such provision would have significant land take implications and contribute to a car dominated independent gateway to the site from the A428.
- Officers are not proposing to recommend any changes to include a junction onto A428. Changes to the text at section 1D could be made to replace existing text that says that “the new village will not be served by direct access from the A428” with text that explains the Local Plan process for context and a factual statement that no new access to the A428 is included in the Local Plan policy.
- Amend text in section 1D of the SPD to reflect the Infrastructure Delivery Plan (IDP) item No.14 and be clear that traffic calming and other measures should be implemented in surrounding villages if required and that appropriate monitoring will also be needed.
- Amendments will be proposed to strengthen the wording in respect of the western access to the site in Fix A. These will include that the detailed design of the junction on the Broadway should incorporate physical islands, or similar, to prohibit traffic movements to the south (location 1). Amendments will also be proposed in respect of the junction with St Neots Road to clarify that measures should be included to deter and hamper as far as possible any u-turns that would enable southern movements (location 3). The detail will be a matter for the planning application process, which will be supported by a detailed Transport Assessment.
- Parking provision is to be determined through a design-led approach, consistent with Local Plan Policy TI/3, with the aim of providing shared use parking where possible to minimise provision (for example provision to serve the mixed-use area and HQPT stop).

Public transport – key issues raised:

- Concerns over delivery of GCP Cambourne to Cambridge scheme & impacts of busway proposals (particularly loss of trees) and that it only gets to Grange Road and not wider destinations
- Cost of bus travel prohibitive
- Relocation of Childerley bus stop with HQPT stop? Distance for Caldecote residents. Caldecote desperately needs a better bus service.
- Concerns about how modal shift will be achieved
- Not joined up with East-West Rail
- Potential impacts on rail – including car park provision
- Alignment of HQPT through site and location of stops – not accessible

- Broad support for walking, cycling and horse-riding routes, although also some detailed comments about their design and further improvements which could be provided to ensure all inclusive

Officers' emerging response:

- The Greater Cambridge Partnership (GCP) confirms delivery intentions for completion of Cambourne to Cambridge scheme by 2024. It forms part of a future network of public transport improvements being delivered by GCP, Combined Authority etc. to reach a range of destinations in and around Cambridge, South Cambridgeshire and the County.
- HQPT alignment through the site agreed with GCP and County Council as the most appropriate and future proofs Mayor's Cambridge Autonomous Metro (CAM) metro proposals. To address concerns about accessibility to the stops it is proposed to move the eastern HQPT stop eastwards, closer to Highfields Caldecote.
- Concerns raised about the impacts off site in respect of the Cambourne to Cambridge HQPT scheme are outside the scope of the SPD. They will be matters for the separate GCP processes.
- Amendments to the text to provide clarity on the types of walking, cycling and horse-riding routes, and their design.
- Include additional text on East-West Rail to address how any proposed new station at Cambourne (if that is announced as the preferred alignment) would be accessible from Bourn Airfield. It is anticipated that this could be appropriately achieved using the movement network proposed in the SPD, including new HQPT, cycle and walking routes that will connect to Cambourne.

Village centre – key issues raised:

- Locate village centre more centrally within the site accessible to majority of residents
- Concern that location is too close to Cambourne
- Suggestion to move to North East corner, further from the Broadway
- Concern whether Neighbourhood hub would be viable

Officers' emerging response:

- The broad location is an appropriate balance between proximity to the HQPT stop and proximity to the rest of the new village including to its areas of higher density housing. A change to the shape of the Village Centre to make it more elliptical would maintain the relationship with the HQPT stop and runaway park, whilst enabling a spread of retail and service uses towards the centre of the site. See the Spatial Framework Diagram section.

Health – key issues raised:

- Village centre should include a health centre (local alternatives cannot cope)
- Monkfield Medical Practice, Cambourne already being expanded for Cambourne West.
- Support for dementia friendly design
- Clarify intentions towards fast food outlets

Officers' emerging response:

- In respect of the capacity concerns raised with existing local medical centres, discussions will continue with health providers to inform consideration through the planning application process.

Schools – key issues raised:

- Should be in car-free zones, to encourage walking, cycling and "park and stride".
- Nursery, school and college on or nearby roads – pollution – in direct conflict with CCC signing UK100 clean energy pledge and protection of young.
- Potential dual use of secondary school sports pitches would mean not all sports pitches shown on draft spatial framework diagram would be needed – provide more flexibility / certainty in either event.

Officers' emerging response:

- Strategic objective focusses on maximising opportunities for travel by sustainable modes, including walking and cycling. SPD includes provision of a comprehensive network of direct routes, and priority is given to these modes over the car.
- Proposed to revise the locations where formal playing pitches will be provided, whilst ensuring provision at a level that would meet full requirements under circumstances where dual use of the secondary school pitches were not secured. See the Local Character / Distinctiveness and the Spatial Framework Diagram sections.

Employment – key issues raised:

- Existing employment providers concerned to ensure that the SPD considers existing employment operations & planned proposals and does not hinder future operations / aspirations.
- Provide more local employment opportunities

Officers' emerging response:

- Note the concerns of existing employment providers. Additional text to be provided concerning the existing employment uses, the nature and scale of any new uses and any mitigation that would be required, eg. noise bunding.
- Local employment opportunities are provided for in the Village Centre, Neighbourhood Hub and mixed-use areas. A new mixed-use area is proposed in the north west corner of the site (see Spatial Framework Diagram section below). This reflects that it is located between transport routes away from the main part of the site. This approach will integrate new employment into the development rather than create zones of mono-use which are less intensively used throughout the day and night. Changes to the text at section 2A will be proposed to make clear that this would include compatible residential and other uses including C1 hotels, C2 residential care homes, C3 dwelling houses and small offices.

Responsive and sustainable – key issues raised:

- Broad support for vision and objectives, although also some detailed comments about wording.

- Support for measures to protect and enhance natural environment, including biodiversity net gain.
- Concerns about the types of sustainability measures required & viability, and whether there is enough flexibility to respond to advances in technology.
- Concerns about potential noise, air quality and light impacts, particularly from existing employment site, road infrastructure and open space uses.
- Comment about how the Council will reconcile its aspirations for zero carbon with building 3,500 houses with 70% of residents using their cars.

Officers' emerging response:

- SPD is sufficiently flexible in that it notes that consideration should not be limited to the technologies and methods listed in the SPD. The Council will be open to alternative technologies available at the time of individual reserved matters applications which can be used to meet, and where possible exceed, policy requirements.
- Some amendments are proposed to closer align with Local Plan policy, for example in relation to sustainable show homes and site wide energy strategy.
- Additional text is proposed to give consideration to the existing employment uses on site and the potential need to retain the noise bund / whether any new bund may be required, and to ensure sufficient separation from residential uses. In addition, to require planning applications to be accompanied by a Noise Impact Assessment and Air Quality Assessment.
- The recent Council objective to move towards net zero carbon by 2050 is clear that this is a matter to be addressed through the next Local Plan, although all possible opportunities will be taken to secure enhanced sustainability measures in developments already allocated in the adopted Local Plan.

Local character / distinctiveness – key issues raised:

- Support for landscape-led approach and provision of substantial open space, green infrastructure.
- Concern about the North Eastern corner and maintaining openness and separation
- The promoters comment that the Spatial Framework Diagram excludes any indicative development within the MDS as defined on the Local Plan Policies Map in the north-east gateway into the site. Particularly important to create a sense of arrival into new village by a combination of built form within an appropriate landscape-led setting. For design flexibility and conformity with the adopted Local Plan, the Spatial Framework Diagram should be revised to accord with the extent of MDS as shown on Adopted Policies Map.
- Separation and uses along eastern boundary – impact on residents.
- Opportunities to make more use of heritage assets - heritage trails and interpretation
- Concern about densities – 3-4 storeys unsuitable in village, lower density around the edge of the site. Would like more detail on high-density including height and storey limits.
- Road alignment on the eastern side should be amended so that it does not pass so close to the Bucket Hill Plantation.

Officers' emerging response:

- North East corner – The provision of a large area of landscaped open space in this location will provide both a strategic landscape area and informal recreation area to serve the new village and will also be a positive benefit for

many residents from Highfields Caldecote for whom it will be closer than their existing village recreation ground which is located towards the south west corner of Highfields Caldecote. See also Spatial Framework Diagram section below.

- The Major Development Site (MDS) identified on the adopted Local Plan Policies Map includes a relatively narrow area of land in the north east part of the site. Local Plan Policy SS/7 states that the built area of the new settlement will be contained within the MDS. The draft SPD for consultation did not identify any built development in this narrow area. Officers consider that in policy terms some development could be appropriate in this north east area within the MDS but that given the sensitivity of this location and its role as both a gateway to the new village and separation between it and Highfields Caldecote, the appropriate approach to this area should be considered through a design-led approach as part of the planning application process. No change is therefore proposed to the Spatial Framework Diagram although consideration is still being given to whether any wording changes should be made to the text of the SPD.
- Following the review of sport pitch provision referred to in the Schools section above, sports pitches would not be needed on the western or eastern boundaries. On the eastern boundary, this provides an opportunity for a reshaping of the open space in this location to a rectangular area running north-south closer to the employment area and more elongated along the eastern boundary, and more informal in character to provide further separation with Highfields. The sports pitches in the south west of the site would be extended northwards. See Spatial Framework Diagram section below.
- Provide additional text to elaborate on the site's historic context and encourage greater incorporation of the heritage within the new village, for example through the provision of heritage trails.
- Densities and building heights allow for a range across the site to add visual interest and legibility across the site. In some areas, such as in and around the Village Centre, higher densities and building heights are appropriate to make effective use of land and maximise accessibility to services and facilities and the HQPT stop by sustainable modes. More sensitive areas, such as on the fringes of the site, will have lower densities and building heights.
- Amend the road alignment on the eastern side so that it does not pass so close to the Bucket Hill Plantation. See Spatial Framework Diagram below.

Delivery – key issues raised:

- Detailed comments on items included / missing from the Infrastructure Delivery Plan, trigger points and ensuring provision for longer-term maintenance

Officers' emerging response:

- Officers are reviewing the Infrastructure Delivery Plan to ascertain whether any further clarity can be provided considering ongoing discussions with stakeholders and service providers.

Consistency with Waterbeach New Town SPD and Caldecote Village Design Statement SPD (VDS SPD) – key issues raised:

- Concern that the SPD will not be consistent with the emerging Caldecote VDS SPD.
- Concern that SPD wording is more onerous and less flexible in some instances than that included in the Waterbeach New Town SPD.

Officers' emerging response:

- Additional text will be provided in section 1.6 Planning Policy Context to outline the relationship between the Bourn Airfield and Caldecote VDG SPDs.
- Officers will ensure that the SPD and the Caldecote VDG SPD brought to Cabinet for approval are consistent, e.g. in the alignment of walking and cycling connections.
- Officers will review the SPD to ensure an appropriate level of consistency with the approach included in the Waterbeach SPD.

Spatial Framework Diagram - Officers' emerging response:

Proposed refinements to the Spatial Framework Diagram which are under consideration in response to issues raised in representations are outlined below (the possible changes are illustrated on the annotated Spatial Framework Diagram in Appendix 2):

North West corner

- Show an area of mixed use area in North West corner north of the site, bounded by the HQPT route, (shown in orange).

North East corner

- Amend the alignment of the road slightly northwards, closer to the A428 and the HQPT route.
- Move the eastern HQPT stop slightly eastwards to improve accessibility to Caldecote residents, whilst serving the existing employment and mixed use hub.
- Realign the walking / cycling routes from the existing employment site and Highfields Caldecote to serve the relocated HQPT stop.
- Move the primary school slightly to the east to front the primary road.

Village Centre

- Revise the shape of the Village Centre to be more elliptical, towards the centre of the site, whilst maintaining the relationship with the western HQPT stop and runway park.

Sports pitches

- Delete the sports pitches on the eastern boundary and replace with an area of rectangular informal open space running north to the employment area and more elongated along the eastern boundary.
- The western pitches be removed and replaced with residential use.
- The south western sports pitches to be extended northwards.

Secondary road alignment

- Amend the road alignment on the eastern side so that it does not pass so close to the Bucket Hill Plantation.

Walking and cycling routes

- Amend pedestrian routes connecting eastern boundary to Caldecote for consistency with Highfields Caldecote VDS.

Wider context

- Show the staggered junction at the top of the Broadway towards Knapwell.

Next Steps

19. Informed by the comments of Scrutiny and Overview Committee, Cabinet will consider a report concerning the adoption of the draft SPD on the 2 October 2019.
20. On adoption the SPD is capable of being a material planning consideration in the determination of planning applications for the development of the site. The Council's position is that the determination by Planning Committee of planning applications covering the site cannot take place until there is considerable certainty as to the content of the SPD.

Options

21. Members may decide to:
 - Comment on the proposed changes to the SPD;
 - Not comment on the proposed changes to the SPD.
 - Make additional comments on other matters raised in representations.

Implications

22. In the writing of this report, taking into account financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered: -

Risk Management

23. Following adoption of the SPD planning decisions will be able to be made which take its guidance into account.

Equality and Diversity

24. The SPD has been subject to an Equalities Impact Assessment, as was the Local Plan 2018 which allocates the site for development. The EqIA will be updated as part of the adoption process.

Climate Change

25. The SPD responds to climate change consistent with the provisions of the Local Plan 2018 including Policy SS/7.

Effect on Council Priority Areas

Priority 1 - Growing local businesses and economies

26. The SPD includes provisions and proposals to address the needs of businesses both existing and future. Business and economic growth across Greater Cambridge relies upon the provision of local housing for staff to minimise commuting from the wider sub-region.

Priority 2 - Housing that is truly affordable for everyone to live in

27. The new village will provide a wide range of housing to address the needs of different households including those requiring housing for rent and ownership at less than market cost.

Priority 3 – Being green to our core

28. The SPD seeks to ensure a development that integrates with the natural environment, which meets and where possible exceeds sustainability policy targets, and which secures net gains in biodiversity.

Priority 4 – A modern and caring Council

29. The SPD has been prepared in accordance with the recently adopted Greater Cambridge Statement of Community Involvement which sets out how and when we will involve the community and key stakeholders in preparing, altering and reviewing our plans and guidance to guide future development.

Background Papers

Where [the Local Authorities \(Executive Arrangements\) \(Meetings and Access to Information\) \(England\) Regulations 2012](#) require documents to be open to inspection by members of the public, they must be available for inspection: -

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
 - (b) on the Council's website; and
 - (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.
- South Cambridgeshire Local Plan 2018 - <http://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/the-adopted-development-plan/south-cambridgeshire-local-plan-2018/>
 - Consultation Draft Bourn Airfield New Village SPD - <https://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/bourn-airfield-spd/>
 - Emerging Caldecote Village Design Guide SPD - <https://www.scambs.gov.uk/villagedesign>
 - Draft Bourn Airfield New Village SPD Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA) Screening Report June 2019 –

<https://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/bourn-airfield-spd/>

- Draft Bourn Airfield New Village SPD Equalities Impact Assessment - <https://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/bourn-airfield-spd/>
- Draft Bourn Airfield New Village SPD Consultation Statement - <https://www.scambs.gov.uk/planning/local-plan-and-neighbourhood-planning/bourn-airfield-spd/>
- Representations to the Draft Bourn Airfield New Village SPD - <https://scambs.jdi-consult.net/localplan/>

Appendices

- Appendix 1 Summary of Bourn Airfield New Village SPD representations
- Appendix 2 Annotated emerging Spatial Framework Diagram

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