

# South Holland District Council



Statement of reasons in support of a review of the South Lincolnshire Food Enterprise Zone, Holbeach Local Development Order 2023

32 High Street, Helpringham,  
Sleaford, Lincolnshire NG34 0RA  
Tel: 01529 421646  
Email: [admin@rdc-landplan.co.uk](mailto:admin@rdc-landplan.co.uk)  
Web: [www.rdc-landplan.co.uk](http://www.rdc-landplan.co.uk)

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town planning



landscape architecture



architecture

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## **1. CONTEXT**

- 1.1. The Holbeach Food Enterprise was created by South Holland District Council in 2018. It will deliver key aims of the Greater Lincolnshire Agri – foods Sector Plan 2014-20 (Refresh 2017). Development on the SLFEZ was promoted through the Local Development Order, which came into force on 20 November 2018.
- 1.2. The purpose of the SLFEZ is to be the centre for agri-food industry support in South Holland and the surrounding area, offering a spectrum of accommodation, business support, technology, training and networking for this key sector – to maximise the impact of this sector on the local economy and to act as a focus for future development in the economic sector.
- 1.3. Since the LDO came into force development has commenced, most notably with the development of two new buildings for the University of Lincoln Holbeach Campus and the delivery of the Hub Building by Lincolnshire County Council. The Delivery of key infrastructure, including the internal access road and pumping station, is facilitating development by the private sector, with a new building for AWS underway and a proposal for 12 new business units currently under consideration.
- 1.4. Progress on the LDO is set out in the Monitoring Report prepared to support the review, which demonstrates the progress made in the last four years, which has included the worldwide pandemic. The monitoring report also addresses the change in policy, both nationally, with the amendment of the National Planning Policy Framework and Locally, with the adoption of the South East Lincolnshire Local Plan. These and other changes affect the status of the LDO.
- 1.5. The LDO is due to expire in November 2023, but not all the site will have been developed by that time. South Holland District Council have decided, in light of the progress set out in the monitoring report, to review the LDO to support growth beyond November 2023. The review provides an opportunity to update the document to ensure it reflects policy current at the time of its adoption, including changes to the National Planning Policy Framework, the Use Classes Order and the adopted Local Plan policies.

## **2. THE SOUTH LINCOLNSHIRE FOOD ENTERPRISE ZONE AND THE LOCAL DEVELOPMENT ORDER**

- 2.1. The Holbeach Area continues to be a key location in the agri-food industry operating in the greater Lincolnshire area, producing 1/8<sup>th</sup> of the nation's food including 25% of the vegetables and 70% of the fish.
- 2.2. Holbeach is the base of the University of Lincoln's Holbeach Campus and the National Centre for Food and Manufacturing, which plays a major role in supporting innovation, training and investment in this key sector, providing links to business skills, engineering and computing departments. The Holbeach SLFEZ is expected to deliver accommodation for new, relocated and expanding companies. Together with the support infrastructure, in terms of research, testing, business support, marketing, conference facilities, the SLFEZ will support existing and future businesses in the wider area. Investment by the University of Lincoln and Lincolnshire County Council has strengthened this role.
- 2.3. The Local Development Order (LDO) will facilitate the delivery of new development by granting outline planning permission for a range of appropriate uses, subject to a range of conditions. The LDO is supported by a range of background reports, covering land conditions, ecology, access, archaeology, flooding and drainage, to inform the preparation of detailed reserved matters applications by identifying relevant development parameters, as set out in the appendices to the LDO.

## **3. LIMITATIONS**

- 3.1. The LDO provides outline planning permission only for those uses specified in Schedule 1, parts 1 to 8 of the Order. It does not remove the need to obtain other statutory consents from the Council or other organisations, such as Building Regulations, highways consents, environmental permits or Integrated Pollution Prevention and Control licences.
- 3.2. Each specific development will need to be subject to detailed submissions to be approved by the Local Planning Authority.
- 3.3. The LDO does not limit any person's ability to submit planning applications for alternative development on the LDO site. The LDO,



- 4.2. The A17 Junction is subject to an approved planning application to upgrade the junction to a three-arm roundabout. As part of this scheme the northern extent of the A151 will be improved and a new four arm roundabout constructed to provide access to the SLFEZ site and a new residential development to the east of the A151.



Figure 2 Composite plan showing SLFEZ site, proposed residential development, Peppermint Junction improvements and University of Lincoln scheme

- 4.3. The Holbeach SLFEZ site has been allocated as a Prestige Employment Site under Policies 7 and 8 of the South East Lincolnshire Local Plan, 2019. The site to the east of the A151 is allocated as Holbeach West Sustainable Urban Extension under Policy 16 of the Local Plan.



within the SLFEZ or to another appropriate site. The rest of the site is in agricultural use, characterised by fields, dykes, hedge lines and a small stand of trees set back from the A151 boundary.

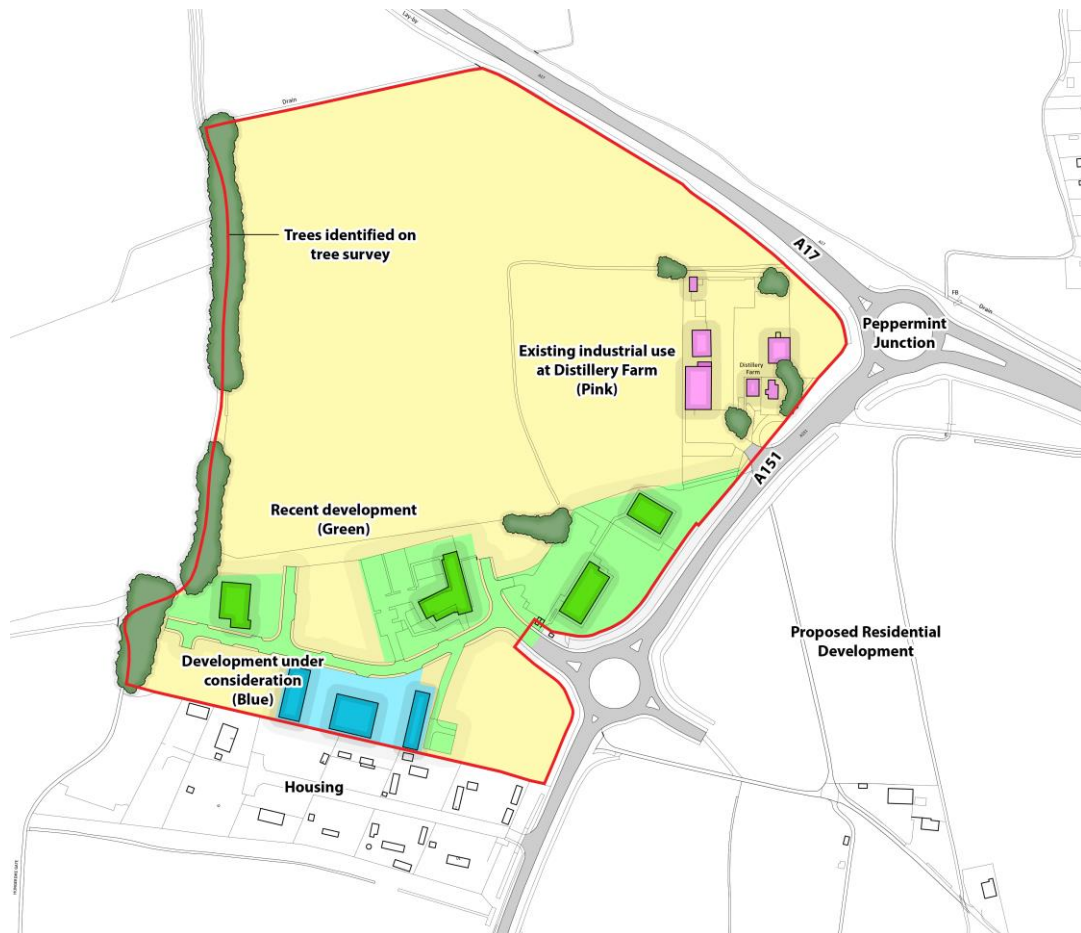


Figure 4 Constraints Plan

- 4.6. Although the site could be considered to be remote from Holbeach, the delivery of the residential development and the Junction improvement scheme will ensure that the SLFEZ is part of a planned extension of Holbeach that will function as part of the town.
- 4.7. The South Lincolnshire Food Enterprise Zone is owned by Lincolnshire County Council and South Holland District Council.
- 4.8. Although the site has previously been farmed for peppermint, coriander and dill, which was distilled to produce gripe water at the farm (explaining the names), the agricultural part of the site is currently cropped for potatoes, grain and flowering bulbs.

## **5. WHY DEVELOP HOLBEACH SLFEZ**

- 5.1 Holbeach, being the home of the University of Lincoln's Agri Food campus is a major focus for support services for the industry, which plays such a significant role in the local economy. The University is delivering its aspirations to expand the role and activities it carries out at Holbeach, with the construction of two new buildings on the SLFEZ (The National Centre for Food Manufacturing and the Centre of excellence in Agri-food technology).
- 5.2 The proposed SLFEZ is more visually prominent being located at a major road junction on the edge of the town. The Development of the Holbeach West Sustainable Urban extension will provide connections between the heart of Holbeach and the proposed SLFEZ. The co-location of the different developments will allow for efficient use of resources in the improvements of infrastructure.
- 5.3 Although the site lies in the open countryside in the adopted Local Plan, it is promoted for development in the emerging South-East Lincolnshire Local Plan. The LDO proposals are promoted in response to the Greater Lincolnshire Agri Foods Sector Plan 2014-20, the vision of which is stated as:
- "The Greater Lincolnshire agri-food sector will double its contribution to the economy by 2030 through an ambitious programme of investment in productive capacity, skills and knowledge to drive an increase in high value added sales to UK and export markets".
- 5.4 The LDO provides the opportunity to facilitate parallel developments by different developers and investors to meet a common aspiration set out in the Greater Lincolnshire Local Enterprise Partnership (GLLEP) Agri Food Plan. The LDO and its background evidence will give certainty to investors and funding bodies to accelerate the development of the SLFEZ and associated activities.
- 5.5 The Holbeach SLFEZ is a key local action to meet the Objectives of DEFRA, as put in place in September 2016 to deliver:
- Cleaner, healthier environment, benefitting people and the economy.
  - A world leading food and farming industry.

- A thriving rural economy, contributing to national prosperity and wellbeing.

5.6 Specifically, the SLFEZ provides an opportunity to:

- Provide support for Research and Testing establishments and test kitchens to support innovation in the agri-food sector regarding product, process and logistics.
- Provide skills, training and (secondary and further) education facilities to support workforce development in existing and new businesses.
- Provide conference, meeting and networking facilities.
- Provide business support, in terms of financial, professional and promotion, including support to meet regulatory requirements, etc. specifically related to agri-food businesses.
- Provide "whitewall" accommodation to allow creation of new, and re-location of existing, food based businesses in the area.
- Provide accommodation for business start-ups and grow-ons.

## 6. DESCRIPTION OF DEVELOPMENT TO BE PERMITTED

6.1. This section describes the development granted outline planning permission by the LDO. The LDO, including its appendices, provides the full details of development permitted by the order.

6.2. The LDO will grant outline planning permission, with all matters reserved, for an employment and education led scheme, for the following uses (note the Uses listed in the original LDO have been updated to reflect the changes introduced by the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020:

E (g) (i) (ii) (iii) Office, Research and Development and "Quiet Industries"	Business -	20,000 m sq
B2	General Industry	20,000 m sq

F1 Non-residential Institutions – Non-residential education and training	9500 m sq
F1 Conference facilities	1500 m sq
E(c)(i) Financial and E(c)(ii) Professional Services	1500 m sq
C1 Hotels or Motels	3000 m sq
B8 Storage and Distribution will be allowed where they are ancillary to a larger operation	Not specified
E(b) Restaurants and Cafes will also be permitted where they are ancillary to a D1 Non Residential institution or a D2 Conference facility	Not specified

- 6.3. The LDO will also grant planning permission in principle for associated infrastructure and site preparation works.
- 6.4. In the period the LDO has been in force development has taken place, which in addition to providing the access and circulation roads and a foul water pumping station, reduces the capacity for some of the uses. The amount of development that has taken place is set out in the monitoring report but is summarised in the table below.

<b>Use Class (Current in brackets)</b>	<b>GIA Approved (sq m)</b>	<b>Delivered (Under consideration in brackets) (sq m)</b>	<b>Residue GIA and comments (sq m)</b>
E (g) Business Office, Research and developme	20,000	800 (334.4)	19,200 remains (or 18,865.6 if current submission approved.

<b>Use Class (Current in brackets)</b>	<b>GIA Approved (sq m)</b>	<b>Delivered (Under consideration in brackets) (sq m)</b>	<b>Residue GIA and comments (sq m)</b>
nt and "Quiet Uses"			
B2 General Industry	20,000	1,800 (1,421.7)	18,100 remains (or 16,178.3 if current submissions are approved)
(F1) non residential education and training	9,500	1,818	7,682 remains.
D2 (F1) Conference Facilities	1,500	None	The Hub and the University both provide meeting spaces, although perhaps not meeting the full requirements for an independent "conference facility" with less flexible uses. 1,500 remains
A2 Financial (E(c)(i)) and Professional Services (E(c)(ii))	1,500	None	1,500 remains
C1 Hotels or Motels	3,000	None	3,000 remains
B8 Storage and Distribution (ancillary to larger operation)	Not specified	None	Some storage is to be provided as part of the development on Plot 9 (for local company AJS). This is ancillary to the wider operation and not a freestanding use.
E(b) Restaurant and Cafes (where ancillary to D1 Non Residential Institution or a D2 Conference facility )	Not Specified	135 sq m is provided as part of the Hub, and will be available to other users of the SLFEZ. A small refectory forms part of the University of Lincoln building, but is not open to other users.	Further provision on site may be appropriate as part of any conference facility, or to meet the wider needs of the SLFEZ as more development takes place.

<b>Use Class (Current in brackets)</b>	<b>GIA Approved (sq m)</b>	<b>Delivered (Under consideration in brackets) (sq m)</b>	<b>Residue GIA and comments (sq m)</b>
Crop research	Not specified	Although not listed in uses by the LDO some land was reserved on the Masterplan for Crop research. No such use has come forward yet.	It is possible future users will engage in crop research. Depending on the scale of the land requirements this may be provided as part of the SLFEZ or may utilise agricultural land outside the SLFEZ without any need for planning permission.

- 6.5. Just over 4,000 sq m of development has been delivered on site, with a further 1,756 sq m under consideration.
- 6.6. The development is subject to the limitations and conditions detailed in Schedule 2 of the LDO and the general conditions set out in schedule 2 of the LDO. In addition, development must comply with the Conditions Schedule 2 of the LDO.

## **7. LOCAL DEVELOPMENT ORDER TIMESCALES**

- 7.1. The LDO originally took effect on 20 November 2018 and was in effect for five years. The review will come into effect on 19 November 2023 and will be valid for a fifteen-year period, following which the LDO will expire.
- 7.2. Provided reserved matters approval has been obtained, any development commended under the LDO but not completed by its expiry is permitted to be completed but must be done to within a reasonable timescale. Any proposed development not commenced before the expiry of the LDO will require express planning permission and therefore a formal full planning application will need to be submitted to the Council.
- 7.3. The initial five year period has demonstrated the SLFEZ to be a coming forward as initially envisaged, with demand for more development. The LDO can be extended with confidence that further development will come forward and will not result in a long term permission with no further development.

- 7.4. Following the expiry of the LDO no new uses or changes of use will be permitted unless permitted by virtue of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).
- 7.5. South Holland District Council, as the Local Planning Authority, will be able to consider whether the LDO needs further review at any time within the 15 year lifetime of the document, in response to changes in the market and national and local planning policy.
- 7.6. The Council has the power to revoke or modify the LDO at any time before its expiry or if directed to do so by the Secretary of State. Revocation or modification of the LDO would be subject to notification via the Council's website and local press notice.

## **8. LEGISLATIVE FRAMEWORK**

- 8.1. LDOs were introduced in the 2006 through the Planning and Compulsory Purchase Act 2004. LDOs grant planning permission for specific types of development as detailed in the order. These primary powers were amended by s188 of the Planning Act 2008 in June 2009.
- 8.2. The detailed legislative framework for LDOs is contained in sections 61A to 61D and Schedule 4A of the Town and Country Planning Act 1990 (as amended) and in Articles 38 to 41 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (the DMPO).
- 8.3. Article 38(1) of the DMPO states that where a Local Planning Authority proposes to make an LDO, they shall first prepare:
  - A draft order.
  - A statement of their reasons for making the order.
- 8.4. Article 38(2) states that the statements of Reasons must contain:
  - a description of the development which the order would permit;  
and
  - a plan or statement identifying the land to which the order would relate.
- 8.5. This document satisfies the requirements of Article 38(1) and 38(2) of the DMPO.

- 8.6. The Growth and Infrastructure Act 2013 removed the requirement to consult with the Secretary of State prior to the adoption and enables Local Planning Authorities to approve an LDO immediately. The requirement was replaced by the notification to the Secretary of State, through the National Planning Casework Unit, as soon as practicable after adoption.

## **9. STATEMENT OF RELEVANT PLANNING POLICIES**

- 9.1. The relevant planning policies considered for the LDO are as follows:

### National Planning Policy Framework

Paragraph 11 – The presumption in favour of sustainable development

Section 5 – Delivering a sufficient supply of homes

Section 6 – Building a strong, competitive economy

Section 12 – Achieving well-designed places

Section 14 – Meeting the challenge of climate change, flooding and coastal change

### South East Lincolnshire Local Plan (2019)

POLICY 1: Spatial Strategy

POLICY 2: Development Management

POLICY 3: Design of New Development

POLICY 4: Approach to Flood Risk

POLICY 5: Meeting Physical Infrastructure and Service Needs

POLICY 7: Improving South East Lincolnshire's Employment Land Portfolio

POLICY 8: Prestige Employment Sites

POLICY 28: The Natural Environment

POLICY 30: Pollution

POLICY 33: Delivering a More Sustainable Transport Network

POLICY 36: Vehicle and Cycle Parking

## **10. ENVIRONMENTAL IMPACT ASSESSMENT**

- 10.1. Development which is likely to have an impact on the environment is required to be subject to an Environmental Impact Assessment (EIA).
- 10.2. Regulation 29(2) of the Town and Country Planning (Environmental Impact assessment) Regulations 2011 (as amended) (the EIA regulations) provides that where a Local Planning Authority proposes to grant planning permission by local development order for development falling within schedule 2 of the EIA regulations, the local planning authority should not make the LDO unless they have adopted a screening opinion and, if required, an Environmental Statement has been prepared in relation to the LDO.
- 10.3. The uses and scale of development that are to be permitted within this revised LDO exceeds the threshold stated in 10(a) of Schedule 2 of the regulations where the development exceeds 0.5ha. Therefore, in accordance with the EIA regulations, an EIA screening request was submitted on 29 December 2022. The conclusion, set out in the decision letter, dated 27 January 2023, was that, in the opinion of the Local Planning Authority, the proposal does not fall under schedule 1 or 2 of the 2017 Environmental Impact Regulations and is therefore not an Environmental Impact Assessment (EIA) development.

## **11. PLANNING HISTORY**

- 11.1. Extant Planning permissions that were in place before the LDO came into force in 2018 are:
  - H09-0771-16 Proposed Centre of Excellence in Agri Food with associated roads, car parking and landscaping.  
Location: Land West of A151, Holbeach.  
Approved: 8th November 2016
  - H09-1169-15 Junction Improvements to the A151 and A17  
Location: A151/A17 junction.  
Approved 11 January 2016
- 11.2. The Council is considering a planning application for approximately 650 dwellings on land to the east of the A151 at its Planning Committee meeting on the March 2023, and was minded to approve the application, subject to the agreement of a Section 106 agreement.

11.3. Since the LDO has come in force a number of other detailed proposals have been proposed and developed. These include the two buildings for the University of Lincoln, the Hub Building, a Foul Water Pumping Station and distribution road. These have been delivered on site, whilst a new building is currently being completed on site for a local business AJS Control and Automation. A detailed proposal for 12 units is currently under consideration. Details of planning history since the LDO came into force are set out in the Monitoring Report for the Local Development Order.

## **12. DEVELOPMENT CONSIDERATIONS**

- 12.1. The site is a green field site on a major road junction near Holbeach. Most of the site is used for agriculture, although the former farm buildings in the north-east corner of the site are now used for residential purposes and light industrial uses. Although the site appears to be in the open countryside, it abuts the settlement boundary at a point where development of approximately 1000 houses are being promoted. The Local Planning Authority has indicated that it is minded to approve an application for approximately 650 dwellings on land immediately to the east of the A151, which would provide a built connection between Holbeach and the SLFEZ.
- 12.2. The visually prominent site on the A151 and A17 will provide an opportunity to promote the modern nature of agri-food industry to passers-by and local people, whilst being accessible to residents and the services in Holbeach and providing access to visitors from a much wider area without necessitating an increase in traffic within the town itself.
- 12.3. Paragraph 11 of the NPPF emphasises the principle of presumption in favour of sustainable Development. The NPPF includes core planning principles including:
- Help create the conditions in which businesses can invest, expand and adapt (paragraph 80).
  - The need to recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements. (paragraph 84)

- Significant development should be focussed on locations which are or can be made sustainable. (paragraph 103)
- 12.4. The SLFEZ site is part of a co-ordinated growth strategy for Holbeach which will help deliver sustainable economic development to support activity in the town and the wider Greater Lincolnshire area, within the context of an actively managed pattern of growth. Adoption of the LDO is part of the Local Planning Authorities' drive to deliver new employment development.
- 12.5. Paragraph 80 of the NPPF stresses the government's commitment to securing economic growth to create jobs and prosperity, taking into account both local business needs and wider opportunities for development. The SLFEZ will deliver the aspirations of The Greater Lincolnshire Agri Foods Sector Plan 2014-20 and meet the needs identified in the Humber and Greater Lincolnshire Area Business Premises Study 2015. Policy 1 – Settlement Hierarchy and Policy 7 of the South-East Lincolnshire Local Plan (2019) highlight the role and importance of Holbeach in the local area and the SLFEZ site specifically, due to its size, the services it provides to a wide hinterland and the specific importance arising from the presence of the University of Lincoln Holbeach Campus. The LDO will reinforce these strategic aims, generally, whilst also being in general conformity with Policy 7 – Improving South East Lincolnshire's Employment Land Portfolio of the Local Plan.
- 12.6. The SLFEZ may generate some local requirements for retail/town centre uses, especially in relation to restaurants, cafes, and conference facilities. The level and variety of main town centre uses proposed should be ancillary to the main uses on the site and should not have an adverse impact on the vitality of Holbeach Town Centre.

#### Character and Setting

- 12.7. The LDO grants planning permission, with all matters reserved. This means that layout, scale, appearance, means of access and hard and soft landscaping will be provided in one or more reserved matters applications. The scale, height and massing of the potential development will be dictated by the parameter plans attached to the LDO. Reserved matters applications will also have to be supported by a Design and Access statement setting out how detailed proposals

comply with the parameter plans, the design principles attached to the LDO and relate to other development, existing or proposed, on the site.

- 12.8. The University's new building, the Hub Building and the ongoing development of AJS Control and Automation are setting a standard for development in the SLFEZ.
- 12.9. The site was selected because of its visually prominent location, with good access to the road network and the facilities provided in Holbeach. Holbeach is set in the Lincolnshire Fens, part of the Settled Fens character area defined by Natural England.

#### Landscape setting

- 12.10. The site is a large area of land, visible from the A17 as one approaches the town from the west, and the A151 from the south. The site, however, is not prominent from a wider area. This is a common feature of the Settled Fens Character Area, where longer distance views are punctuated and interrupted by scattered settlements, woods and shelter belts, such as the stand of trees within the site and the line of poplars to the west. The fact that the neighbouring roads are also on slight embankments restricts views to the roads adjacent to the site. There are limited public views from within the existing built up areas, although these are limited to views from a few domestic properties on the western fringe of the town. These views will be lost when the residential development between Holbeach and the A151 is completed. The residential scheme will include a 35m wide buffer to west, as part of the landscape scheme and noise mitigation measures. This should reduce the direct visual link between the SLFEZ and the built-up area of Holbeach. This is again a feature of settlements in the "settled fens" which are inward looking with limited awareness of their wider fenland setting. As such, the principle of the SLFEZ is different to the normal character setting, because of the importance of projecting an image to outside the site.
- 12.11. The site is similar with its wider setting, being level agricultural land crossed by drainage ditches, hedge lines and containing tree belts and agri-industry buildings around Distillery Farm and displays the character of the wider area. The openness of the area is defined by large skies due to the low horizon, with longer distance vistas being

curtailed by development and vegetation, as well as the level topography.

- 12.12. Although there several isolated farmsteads and residential properties in the surrounding area, it is very common for these premises to be screened by significant hedging and tree planting, with beech and leylandii being common hedging plants.

#### Internal Arrangements

- 12.13. The site is agricultural land with a farmstead, now partially converted to an employment use, that has been enclosed in modern times by the construction of both the A151 and the A17. The land was previously remote from major thoroughfares, with links provided by Northons Lane and Welbourn Lane, both of which have been significantly affected by the construction of the "A" roads. Other than the farm access road, field ditches around Distillery Farm and the field accesses, there were no existing internal arrangements until the works authorised under the Local Development Order were built out. Even the existing field drains run around the site boundaries.

#### Neighbour Uses

- 12.14. The surrounding area is pre-dominantly agricultural land. To the south is an area of residential caravans and it is essential to maintain the amenity of the residents of the caravans. The current boundary is marked by a brick wall and hedgerows, but this may need supplementing to protect residential amenity and to protect against potential noise generation from the SLFEZ.

#### Flood Risk and Drainage

- 12.15. Like much of the Fens, the site is within Flood Zone 3 on the Environment Agency's indicative floodplain maps. Much of the South Holland area is at some risk of flooding and, as such, the district was one of the first to prepare a strategic flood risk assessment. Since that time, the Authority has been refining an approach to flood risk that acknowledges the unique characteristics of the area. The current site, however, is considered to be at relatively low risk in the context of South Holland. The Flood Risk Assessment prepared to support the Local Development Order concludes that some parts of the site will be at risk of flooding in a 100 years' time and identifies the appropriate

mitigation measures, which will both defend the proposed development from flooding and safeguard against an increase in flood risk elsewhere, in accordance with the Flood Risk Assessment.

- 12.16. Floor levels within new buildings will be at a minimum of 3.2m AOD for less vulnerable uses and 3.3m AOD for more vulnerable uses, such as hotels, with a further 500mm of flood resilient measures within the buildings. Attenuation lagoons will manage surface water runoff to limit the discharge from the site to greenfield rates in accordance with policies in the adopted Local Plan. Surface water will ultimately discharge at an agreed rate to the existing Internal Drainage Board resource at the north-eastern corner of the site. The hazard mapping and detailed flood risk for this site and the surrounding area, however, have concluded that flood is a low risk that can be mitigated in this area, both in terms of the risk to the new properties themselves, and their users, or from increased flood risk off site arising from displaced flood waters or increased discharge rates.

#### Ground Conditions

- 12.17. The Preliminary Geo-Environmental Risk Assessment (December 2022) has investigated possible contaminants on the site. The main risk arises from the current use of the site for agriculture and related uses, specifically regarding fuel (spillages and tanks) pesticides, and herbicide storage, together with possible Asbestos and ACMs.
- 12.18. Potential receptors are identified as: construction workers, future site users, controlled water, water supply pipes, plants in the surrounding area, and buildings.
- 12.19. The Phase 1 Study recommends:
- an environmental investigation at the time of any geotechnical investigation to advise on the soil quality beneath the site to assess the risk to the identified receptors. A ground gas assessment is also recommended to assess the risk from any made ground/organic deposits present below the site;
  - a 'Hot Spot' protocol is recommended for dealing with encountering any unforeseen contamination during ground works at the site;
  - any construction workers should be made aware of the possibility of encountering localised contamination, specifically ACMs, and

appropriate safe working methods should be in place with appropriate PPE provided as and when necessary. A hotspot protocol should be implemented to address any localised areas of unforeseen contamination;

- existing topsoil from across the wider development area may be suitable for re-use subject to appropriate testing;
- upgrading of potable water supply pipes subject to confirmation from the local water authority; and
- an appropriate asbestos survey and removal of any identified ACMs should be undertaken prior to the redevelopment of existing buildings.

#### Transport and Access

12.20. Paragraph 102 of the NPPF identifies the need to consider transport issues from the earliest stages of plan-making and development proposals. Paragraph 111 of the NPPF and Policy 33 of the existing Local Plan both require all development that generates a significant amount of traffic movement to be supported by a Transport Assessment. An assessment has been prepared and undertaken for this site. The assessment concludes that there will be no severe impact on the local highways network because of the development. Some arms of the Peppermint Junction will be operating at above 85% of its capacity but will not exceed the theoretical capacity of the junction. Delivery of the SLFEZ can begin at the same time as the Peppermint Junction scheme, which is anticipated to deliver improvements to sensitive junctions in the town.

12.21. Services within the town are accessible by foot along Northons Lane. The development of the major residential scheme to the east of the A151 will provide several other potential cycling and walking routes between the LDO site and the rest of Holbeach. Roads through the housing and industrial estate will be of a capacity to support buses, therefore allowing for possible new bus routes in and around the town.

12.22. The site is well placed to provide access both to the major road network whilst also, as part of the wider residential development, to link to the facilities in the wider locality by foot, bicycle and, potentially, public transport.

12.23. The access road for an industrial development will need to be 7.3m to allow for HGV traffic, with a minimum centre line radius of 75m. Junction spacing to access the different sections of the development will be 75m or 43m if on opposite sides of the road, with a kerb radius at junctions of 12.5m. For those areas where regular HGVs are not anticipated, the carriageway width will be 6m, with a 35m centreline radius with junction spacings of 43m (25m if on opposite sides of the road) with junction kerb radius of 10.5m. The road layout should facilitate access by buses, to allow the site to be integrated with a public transport network at some stage in the future. Because there will only be one site access, there will be a need for buses to turn around on the site in forward gear, either in the form of a roundabout or by the provision of a loop road within the site.

12.24. New roads will be expected to provide footways to either side of the main carriageways as part of a wider pedestrian network, linking to the rest of Holbeach, and the wider network of footpaths and bridleways.

12.25. Car parking spaces will need to be provided in accordance with the minimum parking standards (Appendix 6 South East Lincolnshire Local Plan), depending on the use as follows:

- E(g) business 1 space per 30sqm
- B2 general industrial 1 space per 65sqm
- B8 storage or distribution 1 space per 150sqm
- F1 higher and further education 1 space per 2 staff +1 space per 15 students

#### Cycle parking

Cycle parking spaces will need to be provided in accordance with the minimum parking standards as follows:

- E(g) business 1 space per 200sqm
- B2 general industrial 1 space per 200sqm
- B8 storage or distribution 1 space per 1000sqm
- F1 higher and further education 1 space per 3 staff + 1 space per 15 students

### Servicing

Servicing bays will also need to be provided. The typical minimum standards are as follows:

- E(g) business 1 space per 500sqm
- B2 general industrial 1 space per 400sqm
- B8 storage or distribution 1 space per 400sqm

### Archaeology and Heritage

- 12.26. The site was subject to an Archaeological Appraisal, including a Desk Top Study, Geophysical Survey and field walking when the original LDO was prepared.
- 12.27. The site is set in a long standing agricultural area, which has been influenced by the expansion of Holbeach and the growth in vehicular traffic. The A151 and the A17 are both relatively new roads and are not, in this location, upgrades of more historic routes, as is the case with the Spalding Road to the south, for instance. The A151 and A17 have changed the longer standing historic context and will not be the focus for historic activity, unlike some of the smaller roads in the area. Beyond the western boundary of the site, is an area marked Watson's Grave, which marks a long standing cross road in the minor roads around Holbeach.
- 12.28. The significant feature in the area is Distillery Farm, which gave rise to the name, Peppermint Junction, as the farm was the focus for growing peppermint, fennel and cumin to produce gripe water. The distillery was put in place in the 1920s and was removed in the 1970s and, as such, is a relatively modern and short lived activity.
- 12.29. Archaeological investigation in the wider area has identified occupation and activity, including salt production and agriculture from Roman times onwards. Older activity is hidden by the underlying silts which overlay activity from inundation in the area, although evidence of pre-historic watercourses has been identified on the site.
- 12.30. The Archaeological Survey of the site, including Desk Based Analysis, Geophysical Survey and Walkover Survey, has identified little of immediate interest in the area, although a potential pond has been identified at the confluence of pre-historic water channels and a

collection of positive readings near the western boundary of the site, which will need further investigation.

- 12.31. There are no listed buildings or other designated sites within the development area. The nearest listed buildings are the Old Cottage to the east and the milestone to the south. The Old Cott will be screened from new development by the approved residential development, whereas the milestone is some considerable distance away, to the south of Spalding Road and, as such, is screened by the existing residential caravans.
- 12.32. No archaeological features have been revealed during development of the SLFEZ to indicate any updated archaeological survey was required to support the review of the LDO.

#### Ecology

- 12.33. An ecology and protected species survey was undertaken to support the review of the LDO and published in January 2023.
- 12.34. The survey indicated there was potential for bats, badgers and water voles. Detailed proposals will need to be cognisant of this potential, especially along the western tree belt and the ditches around the site.
- 12.35. Any detailed proposal will need to demonstrate how the potential impact on habitat has been assessed.
- 12.36. There was no evidence that the site was used by schedule 1 birds.
- 12.37. The habitats and plant species identified on the site were common and widespread in the area.
- 12.38. The development approved by the LDO will not cause significant harm to biodiversity and, therefore, accords with Section 15 of the NPPF. A new condition "7.a" has been added to the LDO to require Reserve Matters to include a scheme of mitigation and enhancement of Biodiversity in accordance with Policy 28 of the adopted Local Plan (2018).

#### Trees

- 12.39. An Arboricultural survey was undertaken in January 2023 to update the study 2016. There are limited numbers of trees on the site.
- 12.40. The woodland copse to the south of Distillery Farm makes a significant contribution to the current local landscape setting and should be

retained as a basis for the wider landscape for the SLFEZ site. The development of the site will clearly change the landscape setting of the copse, which is made up of semi mature trees.

- 12.41. There are some sensitive trees along the site frontage that will be affected by the site access, but these are to be removed during the delivery of the Peppermint Junction Highways scheme, approved under application H09-1169-15.
- 12.42. The existing small woodland and belt of poplars lying to the west of the site should influence the design of the landscaping of the SLFEZ scheme itself.

## **APPENDIX 1**

### Holbeach South Lincolnshire Food Enterprise Zone Local Development Order 2018

1. This Order is adopted by South Holland District ("the Council") under the powers conferred on the Council as Local Planning Authority by Sections 61A-61D and Schedule 4A of the Town and Country Planning Act 1990 (as amended) ("the Act") and pursuant to the Town and Country Planning (Development Management Procedure) (England) Order 2015 and shall be Known as the Holbeach South Lincolnshire Food Enterprise Zone Local Development Order (the "Order").

2. In this Order:

*Definitions in the Town and Country Planning (Use Classes) order 1987 (as amended) apply to the interpretation of this Order and references in this Order to a "Use Class" are accordingly a reference to the relevant Use Classes set out in the Town and Country Planning (Use Classes) order 1987 (as amended): and*

*Subject to Article 3 below, planning permission is hereby granted for the development within the Holbeach South Lincolnshire Food Enterprise Zone set out in all Parts of Schedule 1 subject in each case restriction and conditions set out in the relevant Part of Schedule 2.*

3. The Grant of Permission under any part of Schedule 1 is subject to the General Conditions set out in Schedule 2.
4. All development permitted by this Order may be undertaken on within the SLFEZ area and agreed by the Local Planning Authority.
5. Where a material operation has been initiated in respect of any development permitted by this Order at the time this Order expires is revoked or is revised, that said development may be lawfully completed.
6. This Order comes into force on 20 November 2018. This review came into force the date on which it is made as indicated below and, subject to the Council's power to revoke this Order under s.61A(6) of the Act, will remain in force for a period of 15 years from that date, expiring on the fifteenth anniversary thereof.
7. Adopted by the Council on **25<sup>th</sup> September 2023**.

## **SCHEDULE 1**

### **PERMITTED DEVELOPMENT**

#### **PART 1 – Business Development**

##### Permitted Development

Units up to a total of 20,000 m sq of E(g)m (i), (ii) and (iii) business use fulfilling the opportunities set out in the table in paragraph 6.2 of the LDO, including research and development, business start-ups and expansions of businesses in the agri-food Sector.

##### Development not permitted

B1 uses not related to food and farming and agri-business will not be supported on the site.

#### **PART 2 – General Industry**

##### Permitted Development

Units up to a total of 20,000 m sq of B2 business use fulfilling the opportunities set out in table paragraph 6.2 of the LDO, including business start ups and expansions of businesses in the agri-food sector.

##### Development not permitted

B2 uses not related to food and farming and agri-business will not be supported on the site.

#### **PART 3 – Storage and Distribution**

##### Permitted Development

B8 uses will only be permitted where the use is ancillary to a B1 or B2 use on the site.

##### Development not permitted

Independent and freestanding B8 businesses, including new business and relocated businesses.

#### **PART 4 – Hotels or Motels**

##### Permitted Development

A C1 hotel or motel for business use up to a maximum of 3,000 sq m will be permitted if it supports business visitors to the agri-food industry and it supports the wider operation of the South Lincolnshire Food Enterprise Zone.

Development not permitted

A free standing budget hotel that does not support business visitors will not be permitted.

**PART 5 – Non-residential Institutions – Non-residential education and training**

Permitted Development

F1 units associated with agri-food industry will be supported up to a maximum of 9,500 sq m.

Development not permitted

F1 uses unrelated to the operation of the South Lincolnshire Food Enterprise Zone will not be permitted.

**PART 6 – Conference facilities**

Permitted Development

A F1 conference facility up to a total of 1,500sq m will be permitted.

Development not permitted

Other F1 uses will not be permitted.

**PART 7 – Financial and professional services**

Permitted Development

E(c)(i) and (ii) financial and professional services to support agri-food industry will be permitted.

Development not permitted

E(c)(i) and (ii) uses not related to the support of the agri-food industry will not be permitted.

**PART 8 – A3 Restaurants and Cafes**

Permitted Development

Provision of cafes and restaurants will be provided in association with, and ancillary to, the provision of F1 non-residential institutions and C1 hotels or motels.

Development not permitted

Freestanding developments that predominantly function as roadside services or as freestanding destinations in their own right.

## **SCHEDULE 2**

### **CONDITIONS**

1. Application for approval of reserved matters (access, appearance, landscaping, layout and scale) must be made not later than fifteen years beginning with the date of the adoption of the LDO, and the development must be begun before the expiration of two years from the final approval of reserved matters or in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason: As required by Section 92 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out within the identified red line of the SLFEZ (Plan 1202-1-LP101) and in accordance with the following technical reports:
  - Arboricultural Impact Assessment (20 January 2023)
  - Arboricultural Method Statement (24 January 2023)
  - Formal Arboricultural Report/Survey (20 January 2023)
  - Surface water Drainage Strategy (June 2023)
  - Holbeach Flood Mitigation Strategy (June 2023)
  - Preliminary Ecological Appraisal: land off the A151, Holbeach, Lincolnshire (January 2023)
  - Preliminary Geo-Environmental Risk Assessment: Holbeach Food enterprise Zone (December 2022)
  - Holbeach Food enterprise Zone: Transport technical Note (23 February 2023)

Reason: For the avoidance of doubt and in the interests of proper planning.

3. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (dated June 2023) and in particular the following mitigation measures:
  - Finished floor levels shall be set no lower than 3.2m AOD for 'less vulnerable' uses and 3.3m AOD for 'more vulnerable' uses;
  - Flood resilient and resistant construction measures shall be incorporated throughout the development as stated within the FRA;
  - A Flood Warning and Evacuation Plan (and for Safe Refuge) will be submitted to and agreed by the Local Planning Authority.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

Reason: To reduce the risk of flooding to the proposed development and future occupants. This condition is imposed in accordance with national guidance contained in Section 10 of the National Planning Policy Framework 2021.

4. No development shall take place until the internal circulation road for the site, based on the principles set out in the Transport Technical Note for the LDO, has been submitted to and approved in writing by the Local Planning Authority.

Reason: To enable vehicles to access all parts of the site, and to allow vehicles to enter and leave the highway, in a forward gear in the interests of highway safety.

This Condition is imposed in accordance with Policies Policy 33 of the South East Lincolnshire Local Plan, 2019.

5. When the application is made for approval of the 'Reserved Matters' for any part of the Local Development Order, that application shall show details of the arrangements for the parking/turning/manoeuvring/loading/unloading of vehicles within the site. These arrangements shall be provided before the development is occupied and shall be kept permanently free for such use at all times thereafter.

Reason: To enable calling vehicles to wait clear of the carriageway of A151 and to allow vehicles to enter and leave the highway in a forward gear in the interests of highway safety.

This Condition is imposed in accordance with Policy 33 of the South East Lincolnshire Local Plan, 2019.

6. No development shall take place until a surface water drainage scheme for the site, based on sustainable urban drainage principles and an assessment of the hydrological and hydrogeological context of the development has been submitted to and approved in writing by the Local Planning Authority.

The scheme shall:

- I. Provide details of how individual sites will drain into the overall development drainage scheme for the site set out in the Drainage Strategy for the whole LDO site.
- II. Provide details of how run-off will be safely conveyed and attenuated during storms up to and including the 1 in 100 year critical storm event, with an allowance for climate change, from all hard surfaced areas within the development into the existing local drainage infrastructure and watercourse system without exceeding the run-off rate for the undeveloped site;
- III. Provide attenuation details and discharge rates which shall be restricted to 1.4 litres per second per hectare;
- IV. Provide details of the timetable for and any phasing of implementation for the drainage scheme; and
- V. Provide details of how the scheme shall be maintained and managed over the lifetime of the development, including any arrangements for adoption by any public body or Statutory Undertaker and any other arrangements required to secure the operation of the drainage system throughout its lifetime.

- VI. Provide details of the treatment train to clean run-off before it is discharged from the site. This will include measures to reduce the avoid, minimise, prevent and capture material from potential fuel/oil spills.

The development shall be carried out in accordance with the approved drainage scheme and no building shall be occupied until the approved scheme has been completed or provided on the site in accordance with the approved phasing. The approved scheme shall be retained and maintained in full in accordance with the approved details.

Reason: To ensure that the site is adequately drained, to avoid pollution, and to prevent increased risk of flooding. This issue is integral to the development and therefore full details need to be finalised prior to the commencement of works.

This Condition is imposed in accordance with Policies 3 and 4 of the South East Lincolnshire Local Plan, 2019 and national guidance contained in Section 10 of the National Planning Policy Framework, 2021.

7. When application is made to the Local Planning Authority for approval of reserved matters, that application shall be accompanied by a scheme of landscaping and tree planting indicating, inter alia, the number, species, heights on planting and positions of all trees in respect of the land to which that application relates, together with details of post-planting maintenance and such a scheme shall require the approval of the Local Planning Authority before any development is commenced. Such scheme as is approved by the Local Planning Authority shall be carried out in its entirety within a period of twelve months beginning with the date on which development is commenced. All trees, shrubs and bushes shall be maintained by the owner or owners of the land on which they are situated for the period of five years beginning with the date of completion of the scheme and during that period all losses shall be made good as and when necessary.

Note: The applicant is recommended to employ a qualified and experienced landscape designer to produce a landscaping scheme for the development.

Reason: To ensure that the development is adequately landscaped, in the interests of its visual amenity and that of the area in which it is set. This issue is integral to the development and therefore full details need to be finalised prior to the commencement of works.

This Condition is imposed in accordance with Policy 3 of the South East Lincolnshire Local Plan, 2019.

- 7(a) When application is made to the local planning authority for reserved matters, that application shall be accompanied by a scheme to demonstrating the measures to mitigate and enhance biodiversity. The scheme shall be in accordance with the recommendations for ecological enhancements set out in Section 5.6 of the submitted Preliminary Ecological Appraisal (prepared by CGC Ecology, dated January 2023).

Reason: In the interests of biodiversity. This Condition is imposed in accordance with Policy 28 of the South East Lincolnshire Local Plan, 2019.

8. The development hereby permitted shall not be commenced until a scheme to deal with any contamination of land or pollution of controlled waters has been

submitted to and approved in writing by the Local Planning Authority (LPA) and until the measures approved in that scheme have been implemented. The scheme shall include all of the following measures:

- I. a desk-top study carried out to identify and evaluate all potential sources of contamination and the impacts on land and/or controlled waters, relevant to the site. The desk-top study shall establish a 'conceptual site model' and identify all plausible pollutant linkages. Furthermore, the assessment shall set objectives for intrusive site investigation works/Quantitative Risk Assessment (or state if none required). Two full copies of the desk-top study and a non-technical summary shall be submitted to the LPA without delay upon completion.
- II. if identified as being required following the completion of the desk-top study, a site investigation shall be carried out to fully and effectively characterise the nature and extent of any land contamination and/or pollution of controlled waters. It shall specifically include a risk assessment that adopts the Source-Pathway-Receptor principle, in order that any potential risks are adequately assessed taking into account the site's existing status and proposed new use. Two full copies of the site investigation and findings shall be forwarded to the LPA without delay upon completion.
- III. thereafter, a written method statement detailing the remediation requirements for land contamination and/or pollution of controlled waters affecting the site shall be submitted to and approved in writing by the LPA, and all requirements shall be implemented and completed to the satisfaction of the LPA. No deviation shall be made from this scheme. If during redevelopment contamination not previously considered is identified, then the LPA shall be notified immediately and no further work shall be carried out until a method statement detailing a scheme for dealing with the suspect contamination has been submitted to and agreed in writing by the LPA.
- IV. two full copies of a full closure report shall be submitted to and approved in writing by the LPA. The report shall provide verification that the required works regarding contamination have been carried out in accordance with the approved Method Statement(s). Post-remediation sampling and monitoring results shall be included in the closure report to demonstrate that the required remediation has been fully met.

Note:

The applicant is advised that the phased risk assessment required by the Contaminated Land Scheme Condition should be carried out in accordance with the procedural guidance of the Environmental Protection Act 1990 Part 11A. The applicant's attention is also drawn to the document entitled "Developing Land Within Lincolnshire - A guide to submitting planning applications to develop land that may be contaminated", which can be obtained through the Local Environmental Health Department.

Reason: To assess whether the site is polluted and to address any pollution to ensure a satisfactory development. This issue is integral to the development and therefore full details need to be finalised prior to the commencement of works.

This Condition is imposed in accordance with Policy 30 of the South East Lincolnshire Local Plan, 2019.

9. Before the commencement of the development hereby permitted, full details of the existing and proposed site levels and proposed floor levels of the buildings and hard surfaced areas shall be submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the details so approved.

Reason: To reduce the risk of flooding of the development. This issue is integral to the development and therefore full details need to be finalised prior to the commencement of works.

This Condition is imposed in accordance with national guidance contained in Section 10 of the National Planning Policy Framework, 2021.

10. A detailed scheme of construction management to minimise disturbance during the construction process through noise, dust, vibration and smoke shall be submitted to and approved in writing by the Local Planning Authority before the development commences and the construction process shall be carried out in accordance with the scheme so approved.

Reason: In the interests of the amenity of local residents. This issue is integral to the development and therefore full details need to be finalised prior to the commencement of works.

This Condition is imposed in accordance with Policy 2 of the South East Lincolnshire Local Plan, 2019.

11. During the construction of the development no tree or shrub felling, lopping or clearance shall take place between mid-February and the end of July.

Reason: To ensure that birds and their nests are protected during the nesting season.

This Condition is imposed in accordance with national guidance contained in Section 11 of the National Planning Policy Framework, 2021.

12. No development shall commence until a foul water strategy has been submitted to and approved in writing by the Local Planning Authority. No part of the premises shall be brought into use until the works have been carried out in accordance with foul water strategy so approved unless otherwise approved in writing by the Local Planning Authority.

Reason: To prevent environmental and amenity problems arising from flooding.

This Condition is imposed in accordance with national guidance contained in Section 10 of the National Planning Policy Framework, 2021. An application to discharge trade effluent must be made to Anglian Water and must have been obtained before any discharge of trade effluent can be made to the public sewer.

Anglian Water recommends that petrol/oil interceptors be fitted in all car parking/washing/repair facilities. Failure to enforce the effective use of such facilities could result in pollution of the local watercourse and may constitute an offence.

Anglian Water also recommends the installation of properly maintained fat traps on all catering establishments. Failure to do so may result in this and other properties suffering blocked drains, sewage flooding and consequential environmental and amenity impact and may also constitute an offence under Section 111 of the Water Industry Act 1991.

13 Where appropriate, prior to the commencement of demolition works a method statement outlining:

- I. The method of demolition;
- II. Measures to identify and remove asbestos if present; and
- III. Measures to prevent nuisance from dust and noise to the site operatives and the surrounding occupiers

shall be submitted in writing to the LPA for approval. Once approved the scheme shall be carried out in accordance with the details approved.

Reason: In the interests of public safety, to protect the amenities of nearby residents and to accord with Policy 2 of the South East Lincolnshire Local Plan, 2019.

## APPENDIX 2

### GLOSSARY OF TERMS

Department for Environment, Food and Rural Affairs.	DEFRA	The Government Department responsible for environmental protection, food production and standards, agriculture, fisheries and rural communities.
Environmental Impact Assessment	EIA	A procedure to be followed for certain types of project to ensure that decisions are made in the full knowledge of any likely significant effects on the environment.
South Lincolnshire Food Enterprise Zone	SLFEZ	A Government policy tool to promote and support development in the food and farming economic sector.
Greater Lincolnshire Local Enterprise Partnership	GLLEP	A public and private partnership with the purpose of delivering growth in the area covered by Lincolnshire County Council, North East Lincolnshire and North Lincolnshire.
Local Development Order	LDO	An order made by a Local Planning Authority (under the Town and Country Planning Act (1990) that grants planning permission for a specific development proposal or classes of development.
National Planning Policy Framework	NPPF	The statement of national planning policy
Peppermint Junction		The junction of the A151 and A17 at Holbeach.
South East Lincolnshire Local Plan	SELLP	The document setting out planning policies for the areas covering by South Holland District Council and Boston Borough Council.
Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended)	DMPO	The document setting out the processes and procedures to be followed by local planning authorities when processing planning applications, preparing Local Development Orders, etc.
Use Classes Order	UCO	The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning Permission is not needed for changes of use with the same use class.

A design consultancy specialising in  
Town and Country Planning,  
Landscape Architecture and  
Architecture