NORTH KESTEVEN DISTRICT COUNCIL

Planning Enforcement Policy

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EXECUTIVE SUMMARY

This Planning Enforcement Policy provides guidance to officers, businesses and the general public on the range of options available to achieve compliance with planning control enforced by North Kesteven District Council.

This Policy addresses the Council's approach to enforcing breaches of planning control only. Control of listed buildings and advertisements are specialised areas of planning enforcement that will be explored in more detail in other policies.

The Council's primary objective is to achieve regulatory compliance. Where it becomes necessary to take formal action in respect of breaches of planning control, the Council will ensure such action is taken. This Policy has been written in accordance with the Council's Corporate Enforcement Policy, and therefore general enforcement principles have not been included.

There are a wide range of enforcement tools available to the Council to remedy breaches of planning control, with prosecution and 'direct action' being the most serious. The Council will always choose an enforcement sanction that is commensurate with the breach of planning control to which it relates.

This policy is built around a process of escalation. In most circumstances the Council will only issue a formal notice where a breach of planning control has caused or is likely to cause material loss or harm to amenity, and where informal negotiations have been or are expected to be unsuccessful. Consideration will also be given to whether the actions of those responsible for breaches of planning control have endangered the health, safety or wellbeing of people or the environment.

All of the Council's decisions will have regard to the following current statutory guidance and codes of practice:

- Enforcing Planning Control: A Good Practice Guide
- The Statutory Code of Practice for Regulators
- The Code for Crown Prosecutors
- The Human Rights Act 1998.
- Circular 10/97 : Enforcing Planning Control

1 Key principles of planning enforcement

1.1 The purpose of planning enforcement

The planning system in England and Wales comprises three key elements:



In almost all cases the Council is responsible for all three elements of the planning process.

National and local planning policy sets out the types of development that are aceptable for different parts of North Kesteven, and provides a framework that enables the Council's Development Management Team to assess and determine planning applications. This approach ensures that only acceptable development is approved in the District, and that this development shapes the District in a way that benefits residents and the local economy as a whole. Provision for enforcement is therefore essential to ensure that where development is undertaken without planning permission, action is taken to minimise or remove any harmful effects.

The Council's planning enforcement function is the responsibility of the Environment and Public Protection Division. The Council receives approximately 300 planning enforcement complaints each year, and has a statutory duty to ensure that these complaints are investigated and the appropriate action taken.

1.2 Scope of the Council's planning enforcement function

The Council's planning enforcement function is responsible for the investigation and enforcement of 'breaches of planning control'. Breaches of planning control are restricted to matters falling within the scope of 'development'.

Development is defined as:

"Except where the context otherwise requires... the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land" (s. 55 Town and Country Planning Act 1990).

A breach of planning control is either:

- Carrying out development without the required planning permission; or
- Failing to comply with any condition or limitation subject to which planning permission has been granted

All development requires a planning permission, of which there are two types:

1.2.1 'Deemed' planning permission

Some operations or changes of use of land can be carried out without having to apply to the Council for planning permission. This is more commonly known as 'permitted development'. In these circumstances permission is deemed to have already been granted by legislation. There are many different types of permitted development, including but not limited to works within the domestic curtilage of residential properties, works by statutory undertakers, changes of use of land, agricultural building operations, and minor building operations.

The legislation that defines the scope of 'permitted development' consists of:

- The Town and Country Planning (General Permitted Development) Order 1995 (as amended), and
- The Town and Country Planning (Use Classes Order) 1987 (as amended).

1.2.2 'Express' planning permission

All development that is not granted by a deemed planning permission will require 'express' permission from the Council. In these circumstances such development should not be carried out prior to this permission being obtained. Applications for express planning permission are determined by the Council's Planning Committee, and the Committee will often delegate their decision making powers to the Council's Development Management Team. Generally only those applications that are non contentious will be determined by delegation. All applications are subject to public consultation with residents, other public authorities and local elected District Councillors and Parish Councils.

1.3 Statutory duties of the enforcement function

The Council is responsible for the investigation of all breaches of planning control that are 'District matters'. District matters comprise all breaches of planning control, with the exception of mining and mineral extraction, and waste deposit and disposal. These are 'County matters' that are investigated and enforced by Lincolnshire County Council. Often District and County matters will overlap, and in these circumstances should enforcement action be required the District Council will act as the lead authority.

The Council has a statutory duty to investigate alleged breaches of planning control, to determine whether a breach has taken place and to also determine whether enforcement action is necessary. The Council does not have a duty to take enforcement action, and it is not a criminal offence to undertake development without the benefit of planning permission. For all investigations where a breach of planning control has been identified, the Council must assess any actual and/or potential harm caused by the breach. This assessment of 'expediency' ensures that the Council fully considers the implications of each breach of planning control before determining the most appropriate course of action.

Former national planning policy guidance, namely 'PPG18', stated that planning enforcement should not be a punitive system, and that breaches of planning control which are acceptable based on their planning merits should not be subject of enforcement action. Conversely, PPG18 also stated that harmful unauthorised development should be pursued to ensure it is

either made acceptable by imposing additional requirements or limitations; or if this is not possible action will be taken to require the unauthorised development to cease or be removed. This good practice has been adopted in North Kesteven.

1.4 'Loss' of a planning permission

The Council has powers to withdraw or discontinue a planning permission only in exceptional circumstances. However, circumstances may arise where a planning permission is 'lost' due to the actions of the developer.

Most planning permissions are subject to conditions, of which some may be 'pre commencement' requiring things to happen before development commences. Some pre commencement conditions may be particularly important, where a failure to comply would result in the development as a whole being unlawfully implemented. Such conditions are referred to as 'conditions precedent', of which common examples are those requiring remediation of contaminated land, preservation of archaeological remains, or retention of specific features on the land subject of the planning permission. Failure to comply with a 'condition precedent' may result in significant harm, and where these works cannot be undone the planning permission is likely to have been made invalid.

The Council therefore seeks to ensure developers are aware of the consequences of failing to comply with pre commencement conditions; as such breaches can be very costly to resolve. This is particularly relevant where the breach relates to a larger development scheme, as planning application fees and the costs incurred by a developer's contractual obligations can be significant. Furthermore should a planning permission be lost, there is no guarantee that permission would be granted if a new application were to be submitted.

1.5 Maladministration

Failure to properly assess the expediency of a breach of planning control may constitute 'maladministration' by the Council. In these circumstances the Council is liable to investigation and action by the Local Government Ombudsman. Where such an investigation determines that maladministration has occurred, and that this has led to injustice, the Council may be required to pay compensation to any parties affected.

1.6 Civil disputes

It is not the role of the Council to protect the interests of one party against those of another. The Council therefore will not intervene in private civil disputes such as breaches of restrictive covenants, boundary disputes or disputes that relate to damage to or reduction in value of land or property.

2 Legislation and Government guidance

2.1 Primary legislation

When investigating breaches of planning control, the Council will act in accordance with the provisions of both primary legislation (Acts of Parliament) and secondary legislation (Statutory Instruments).

The primary legislation is the Town and Country Planning Act 1990 (as amended). This legislation sets out the definition of 'development', and provides the Council with the majority of its planning enforcement powers.

2.2 Secondary legislation

Key secondary legislation includes:

2.2.1 The Town and Country Planning (Use Classes) Order 1987, and all amendments

The Use Classes Order (UCO) separates the many different uses of land into 'classes', and sets out which changes of use of land are outside of the scope of development. The UCO deals only with 'primary' uses of land; any use class that is not listed or constitutes a 'mixed use' is defined as 'sui generis' and sits within its own class. The UCO defines the changes of use that cannot be 'material', and therefore only advises which changes of use are excluded from development. The UCO does not define what constitutes a material change of use, therefore if a change of use is not excluded it must be assessed on its own merits and as a matter of fact and degree.

2.2.2 The Town and Country Planning (General Permitted Development) Order 1995, (as amended)

The General Permitted Development Order (GPDO) sets out what forms of development have the benefit of 'deemed' planning permission (see 1.2.1). All works or activities that are defined as being 'development' that are not covered by the GPDO will require express planning permission.

2.3 Government guidance

2.3.1 Planning Policy Guidance 18: Enforcing Planning Control

Until March 2012, PPG18 was the Government's national enforcement policy. PPG18 set out the general approach to planning enforcement and assessing expediency. The new National Planning Policy Framework has formally withdrawn PPG18, however the key principles of this guidance should still be followed.

2.3.2 Government Circulars

When enforcing breaches of planning control, the Council will have regard to the principles set out in relevant Government circulars.

The most relevant circulars are:

- 10/1997 (Enforcing Planning Control)
- 02/2002 (Enforcement Appeals Procedure)
- 02/2005 (Temporary Stop Notices)

The Council will also have regard to 'Enforcing Planning Control: A Good Practice Guide'. The Good Practice Guide is no longer available in electronic format, but can be purchased from The Stationary Office.

2.3.3 Other Legislation, Guidance and Codes of Practice

When investigating breaches of planning control the Council will also act in accordance with the following:

- Code of practice for regulators
- Code for Crown Prosecutors
- Human Rights Act 1998
- Equality Act 2010

2.4 Case law and legal precedent

The UK planning system has generated a significant amount of case law. Case law derived from the High Court and above sets legal precedent, which dictates how the law should be interpreted by decision makers and investigators. Legal precedent is subject to continual change as new cases are put before the Courts, and it is in the best interests of the Council to be well informed on this subject as such changes can significantly enhance or impair the actions of the Council when dealing with breaches of planning control.

3 Investigating breaches of planning control

Upon receipt of a complaint officers will initially undertake research of the Council's planning records, to establish the planning history of the land under investigation. This research may reveal that no breach of planning control has occurred; however in most cases further investigation will be necessary.

3.1 Site visits

In all but the most straightforward cases, officers will undertake a site visit to try to establish whether a breach of planning control has taken place. The majority of site visits are made without prior arrangement, and officers are required to identify themselves as enforcement officers as soon as they enter land.

3.1.1 Powers of Entry

The Council's planning enforcement officers have powers of entry under the provisions of the Town and Country Planning Act 1990, to enter premises for the purpose of investigating alleged breaches of planning control. Where site visits are made and no occupier can be found at the time of visit, officers have powers to inspect the land in their absence. Officers do not have powers to force entry into any dwelling house. Where appropriate, officers will leave a calling card requesting the occupier of the land to contact the Council.

If during a site visit officers are refused entry onto land or buildings, the Council has the right to apply to the Magistrates' Court for a warrant to enter the property. This course of action will only be taken in cases where it is considered both necessary and proportionate to the alleged breach under investigation.

Whilst on site, officers may ask questions of any present occupiers, and may take photographs or measurements. Any information gathered will be used to ascertain whether a breach of planning control has taken place. If a breach has occurred, this information will be used to assess the most appropriate course of action to resolve the matter.

3.2 Gathering evidence

Where a complaint relates to an alleged unauthorised use of land, officers will make a reasonable attempt to determine whether a breach has taken place. A 'reasonable attempt' will consist of an appropriate number of site visits at days and/or times deemed most suitable by the complainant and will be dependent on available resources. This approach ensures that the Council's limited resources are used efficiently. Where officers can find no evidence of a breach of planning control, the investigation will be closed and no further action taken. Such cases will not be reinvestigated unless the complainant is able to provide more substantive evidence of the alleged breach of planning control.

Officers will also make use of the 'planning contravention notice' if they have reasonable suspicion that a breach of planning control is likely to have occurred (see 3.4). Planning contravention notices will be used by officers in accordance with Government guidance and best practice.

3.3 Research

Officers may use a variety of other methods to determine whether or not a breach of planning control has taken place, including obtaining information from witnesses to an alleged breach, and by consultation with the Council's Development Management Team.

The Council may also seek clarification from case law or obtain legal advice where the subject of an investigation is complicated or contentious.

3.3.1 Immunity from enforcement action

When investigating breaches of planning control, officers must identify whether or not a breach is immune from enforcement action.

Breaches of planning control will become lawful by the passage of time. When this occurs the breach is immune from enforcement action and the Council is unable to remove or mitigate the development. Immunity from enforcement action for all building and engineering operations occurs four years from the date the development was substantially completed. The four year rule also applies to any breach of planning control that involves the change of use of any building to a dwelling house. All other breaches of planning control are subject to immunity after ten years have passed.

3.4 Planning Contravention Notices

The Council has powers to issue planning contravention notices on owners or occupiers of land where they believe a breach of planning control is likely to have occurred. The Council may ask questions regarding the alleged breach, to acquire information necessary to determine whether a breach has taken place. A planning contravention notice is a formal notice and failure to respond, or to knowingly provide false information, is a criminal offence. Failure to comply with the requirements of a planning contravention notice may not preclude the Council from taking enforcement action.

Issuing a planning contravention notice does not constitute the Council taking enforcement action. A planning contravention notice is not registerable as a land charge, and is not included on the Council's Enforcement Register.

4 Assessing expediency

An assessment of 'expediency' will be required in all cases where a breach of planning control has been identified. An 'expediency' test involves the Council assessing the planning merits of the unauthorised development and the impact of the Council's enforcement powers, to determine whether action is required to control the unauthorised development or require its cessation/removal. The Council has a statutory duty to assess the expediency of enforcement action, and expediency is assessed following consultation with the Council's Development Control Team to ensure consistency and quality of decision making. The assessment of expediency is based on a variety of factors, including:

4.1 How the unauthorised development complies with relevant national and local planning policies

For unauthorised development to be considered acceptable, it must comply with relevant national and local planning policies. Breaches of planning control will likely need to be regularised where the unauthorised development is considered to be contrary to planning policy. Common policy considerations include (this list is not exhaustive):

- Development within/outside of settlement curtilage
- New development in the countryside
- Residential amenity
- Employment sites
- Highway safety
- Landscape conservation
- Design

4.2 How the unauthorised development affects any 'material considerations'

Unauthorised development must be assessed against a list of statutory 'material considerations'. These material considerations are the same criteria used by the Council when determining a planning application. These material considerations are restricted to the following:

- Visual impact
- Privacy/overbearing
- Daylight/sunlight
- Noise/smell etc.
- Access/traffic
- Health and safety
- Ecology
- Crime (or fear of)
- Economic impact
- Planning history
- Related decisions
- Cumulative impact
- Personal factors (only in exceptional circumstances)

The Council has a duty to ensure proper consideration is given to all relevant planning policies and material considerations. Officers when assessing expediency must determine how these factors are weighted for each case, and provide justification for any weighting given. If it is determined that further action is expedient, the Council then has a duty to ensure the necessary steps required to regularise the breach of planning control are taken. Assessments of expediency are carried out in accordance with government guidance (see 2.3).

4.3 Factors not taken into account when assessing expediency

All planning enforcement decisions must be made with regard to the interests of the public as a whole. It is not the role of the planning system or planning enforcement to protect the interests of one party against those of another. As such, breaches of planning control are not subject to public consultation. The following factors will not be taken into account when assessing expediency:

- Breaches of restrictive covenants
- Private disputes
- Competition between businesses
- Damage to property

- Boundary or other land disputes
- Reduction in value of land or property

Where necessary the views of various partner agencies such as Lincolnshire County Council, the Environment Agency and English Heritage may be sought in order that the Council makes a well informed decision. The views of other agencies will be of particular importance where their technical or specialist knowledge is required.

5 Use of enforcement powers

The Council has a variety of enforcement options that may be utilised when resolving a breach of planning control. Following an investigation of each breach planning control, a decision will be made by the Head of Environment and Public Protection regarding the most appropriate enforcement action. In accordance with the Council's Corporate Enforcement Policy, enforcement decisions will be made based on the circumstances of each individual investigation, and the planning merits of the unauthorised development. When a decision has been reached, Ward Members will be notified of the Council's intended course of action.

The Council has a statutory duty to hold and maintain an Enforcement Register. The enforcement register is a public record and can be viewed at the District Council Offices. Any enquiries regarding this register should be made to the Planning Enforcement Manager.

Any action taken in relation to planning enforcement will be in full accordance with both this policy and the Council's Corporate Enforcement Policy.

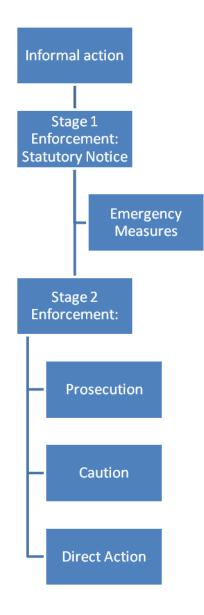
5.1 No action

No action will be taken by the Council if it is determined that no breach of planning control has taken place. Similarly no action will be taken where, following an assessment of expediency, it is determined that an unauthorised development is acceptable based on its planning merits. In these circumstances land owners and/or occupiers will be advised that retrospective planning permission should be sought to regularise the breach, and a note will be added to the Council's land charges register in respect of the land in question.

5.2 Enforcement action

The Council's approach to planning enforcement is built around a process of escalation. The following diagram sets out this escalation process. This process applies only to breaches of planning control that have been subject to an assessment of expediency (as defined in chapter 4 above); and, where following this assessment it has been determined that enforcement action is expedient.

(Continued overleaf)



5.2.1 Informal action

In the majority of cases where it has been established that further action is expedient, the Council will seek informal resolution of the breach of planning control. Informal resolution may be by way of requesting a retrospective application in order that the development may be controlled either with or without conditions, or by requesting cessation or removal of the breach of planning control within a specified deadline. The time allowed will be reasonable and will take into account the amount of work required, the seriousness of the contravention and the implications of non-compliance. All requests will be made by the Council in writing, and failure to achieve informal compliance may result in formal action being taken.

5.2.2 Statutory Notices

The Council has powers to issue breach of condition notices and enforcement notices to remedy breaches of planning control. The type of notice issued will be dependent on the nature of the breach of planning control, and in most cases such action will only be taken where attempts to negotiate an informal resolution have been unsuccessful.

5.2.3 Emergency Measures

Where a breach of planning control is causing significant harm, the Council has powers to take emergency action to compel it to stop. This action may be by way of a notice or injunction, and dependant on the circumstances of the case it may be temporary or permanent. Emergency action is only taken in exceptional circumstances, where the risk of irretrievable harm is real or considered imminent.

5.2.4 Direct Action

Where the Council has issued a statutory notice and those responsible for the breach have failed to comply, the Council has powers to carry out the works specified in the notice. This is referred to as 'direct action'. Direct action is a useful tool that can resolve many different breaches of planning control, and is generally most effective when used to remove unauthorised building operations. The Council has powers to recover from those responsible any expenses incurred as a result of direct action, and unpaid expenses can be either pursued in the County Court or registered as a land charge payable when the land is sold.

5.2.5 Cautions

In some instances the Council may have sufficient evidence to prosecute an individual or business for failing to comply with a notice, yet it may not be considered to be in the public interest to do so. Where this applies, the Council may offer a simple caution to the offender(s). A simple caution is not a criminal conviction, rather an admission of guilt, and remains on the Council's Cautions Register for three years. If further similar offences are committed within this three year period, the Council is permitted to bring the caution to the attention of the Court on conviction. This may result in a harsher sentence for the latter offence(s). A caution will likely be administered in addition to direct action.

If any individual or business refuses to accept a caution, the Council will review the case and prosecution may ensue.

5.2.6 Prosecution

A prosecution will normally ensue where the individual or organisation has:

- Deliberately or persistently ignored written warnings or formal notices;
- Endangered, to a serious degree, the health, safety or well being of people or the environment; and/or
- Assaulted or obstructed an Officer in the course of their duties.

Prosecution may also be the most appropriate course of action in other circumstances, or where direct action is considered inappropriate or has proved ineffective in resolving the breach. The Council will only pursue a prosecution where there is a realistic prospect of conviction, and where it is in the interests of the wider public to do so.

6 Reporting breaches of planning control

6.1 How to report breaches of planning control

The Council encourages the reporting of suspected breaches of planning control. As development can gain immunity from enforcement action over time (see 3.3.1: Immunity), it is important that any suspected breaches are reported as soon as possible in order that harmful development can be removed or minimised. Those reporting a breach of planning control are asked to provide the following information:

- Their name, address and contact details complainant details will be kept confidential, however in many cases due to the close proximity of some neighbours the subject of a complaint will already be aware of the identity of a complainant
- The precise location where the suspected breach of planning control is taking place
- How long the suspected breach has been taking place
- Details of the person(s) responsible for the breach, if known
- Any planning history the complainant may be aware of

In accordance with the Data Protection Act 1998, the Council will not disclose any information relating to the identity of a complainant. However, as any occupiers of land or buildings close to the breach of planning control will usually be the most affected, it is possible that an individual subject of an investigation will make their own assumptions as to who may have brought the matter to the attention of the Council.

6.2 **Prioritisation of complaints**

The Council aims to acknowledge all complaints in writing within two working days, unless the complainant states they do not wish to receive written communication. Some breaches of planning control can take a long time to resolve, however in all cases complainants will be kept informed at each stage of an investigation.

To ensure the most efficient use of Council resources, all planning enforcement complaints are priority assessed. This approach ensures that those breaches of planning control that are causing the greatest harm are acted upon as quickly as possible. Less harmful breaches of planning control are afforded a lower priority, however in all cases the Council will aim to undertake a site visit within no more than five working days. Some of the factors considered when assessing the priority of a complaint are:

- Highway safety
- Environmental harm
- Public health
- Affects on listed buildings

6.3 Anonymous complaints

The Council will investigate anonymous complaints where they relate to building operations or uses of land that can be proven without a need to exchange further information with the complainant. The Council will not investigate if it reasonably suspects the complaint is malicious or spurious.

6.4 Keeping people informed

The Council aims to keep both complainants and those in breach of planning control informed at each stage of an investigation. This will always be communicated in writing to the subject, and will also be communicated in writing to the complainant unless they inform the Council that they do not wish to receive it. As planning matters have an impact on communities, the Council also provides case updates to local Ward Councillors and Parish Councils throughout an investigation.

6.5 Complaints against the service

The Council aims to fully investigate and assess all breaches of planning control, and to take enforcement action where it is considered expedient to do so. The Council also aims to ensure high customer service standards are maintained for all parties to an enforcement investigation. Where customers are not satisfied with the way an enforcement investigation has been carried out, the Planning Enforcement Manager will undertake a review of the investigation and advise the complainant what action will be taken. If this does not resolve the matter, the complaint will be investigated in accordance with the Council's Corporate Complaints Policy. Details of the Complaints Policy can be found at <u>www.n-kesteven.gov.uk/complaints</u>, or by contacting the Council on 01529 414155.

7 Legal Status of this Policy

- 7.1 This Policy was approved by the Council's Executive Board on 12 April 2012, and is currently under review.
- 7.2 This policy is intended to provide guidance for officers, businesses, consumers and the public. It does not affect the discretion of the Council to take legal proceedings where this is considered to be in the public interest.

8 How to obtain a copy of the Policy or make comments

8.1 This Policy is available on the Council's website at:

www.n-kesteven.gov.uk

If you would like a paper copy of the Policy and/or you would like to comment on the Policy, please contact us by:

- e-mail: <u>customer_services@n-kesteven.gov.uk</u>
- telephone: 01529 414155
- in writing to the Planning Enforcement Manager, C/o Environment and Public Protection Division, Kesteven Street, Sleaford, Lincs, NG34 7EF

9 Review of this Policy

This Policy will be reviewed annually.

10 Useful links

10.1 Council web links

North Kesteven Adopted Local Plan 2007 http://n-kesteven.devplan.org.uk/document.aspx?document=48&display=contents

To make a complaint to North Kesteven District Council <u>www.n-kesteven.gov.uk/complaints</u>

10.2 Legislation

Town and Country Planning Act 1990 http://www.legislation.gov.uk/ukpga/1990/8/contents

Town and Country Planning (Use Classes) Order 1987 http://www.legislation.gov.uk/uksi/1987/764/contents/made

Town and Country Planning (General Permitted Development) Order 1995 <u>http://www.legislation.gov.uk/uksi/1995/418/contents/made</u>

Human Rights Act 1998 http://www.legislation.gov.uk/ukpga/1998/42/contents

Equality Act 2010 http://www.legislation.gov.uk/ukpga/2010/15/contents

10.3 National Guidance

Planning Policy Guidance 18: Enforcing Planning Control http://www.communities.gov.uk/publications/planningandbuilding/planningpolicyguidance18

Circular 10/1997: Enforcing Planning Control http://www.communities.gov.uk/publications/planningandbuilding/circularenforcingplanning

Circular 02/2002: Enforcement Appeals Procedure http://www.communities.gov.uk/publications/planningandbuilding/circularodpmenforcement

Circular 02/2005: Temporary Stop Notice http://www.communities.gov.uk/publications/planningandbuilding/circulartemporarystop

Regulators' Compliance Code http://www.bis.gov.uk/files/file45019.pdf

The Code for Crown Prosecutors http://www.cps.gov.uk/publications/code for crown prosecutors/