

THE MATERIAL CHANGE OF USE OF LAND TO USE AS A CARAVAN SITE FOR RESIDENTIAL PURPOSES.

WAYSIDE, JAMES RD, CROWLAND, PETERBOROUGH PE6 0AA

September 2026

GPS REF: 20_1141D
CLIENT: PETER FOSTER

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DOCUMENT INFORMATION

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NATIONAL GRID REFERENCE	525164 , 310847
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1. INTRODUCTION

- 1.1. Green Planning Services Ltd (“**GPS**”) have been instructed by Peter Foster (“**the Applicant**”) to submit an application for ‘*the material change of use of land to use as a caravan site for residential purposes*’ (hereafter referred to as “**the Application**”) at Wayside, James Rd, Crowland, Peterborough PE6 0AA (“**the Site**”).
- 1.2. This Planning Statement has been produced to support the Application, which will be determined by South Holland District Council (“**the Council**”) as the Local Planning Authority.
- 1.3. The extent of the Site is shown indicated by a red line on drawing 20_1141D_001 Site Location Plan P02, which is submitted as part of the Application.
- 1.4. Layout plan 20_1141D_003 Proposed Site Plan P02 shows a layout of 19 static caravans and 8 touring caravans, with access.

2. THE SITE

- 2.1. The application site is located on south side of James Road, on the outskirts of Crowland, to the rear of the property known as ‘Wayside’.
- 2.2. The site will be accessed via the existing access off James Road. Vehicles accessing the site are able to enter the site without blocking the highway, turn, and leave in a front facing gear. The proposed development has been designed to be in keeping with the character of the area and positioned to limit its visual impact.
- 2.3. The Site comprises Previously Developed Land.

3. PLANNING HISTORY

Reference	Notes	Decision Date	Decision
H02-0505-21	Use of land for touring caravans without limitation on the number of caravans for 12 months a year, except that this use shall not extend to cover the permanent residential occupation of any caravans on site, nor the standing of any static mobile homes.	22-07-21	Granted

H02-1096-95	Details of landscaping for touring caravan site (conditions 2 and 3 of application h02/0858/95)	01-12-95	Approved
H02-0858-95	Continuation of use of land for 9 touring caravans increasing to 15 touring caravans at bank holidays	16-10-95	Approved
H02-1068-94	Increase of 9 touring caravans to 15 for annual bank holidays only	13-12-94	Approved
H02-0882-93	Touring caravan park for 9 pitches (Temporary for two years)	15-10-93	Approved
H02-0492-93	Use of land as touring caravan site	11-08-93	Refusal

4. **PROPOSAL**

4.1. The Site benefits from a Lawful Development Certificate of proposed use, for:

“Use of land for touring caravans without limitation on the number of caravans for 12 months a year, except that this use shall not extend to cover the permanent residential occupation of any caravans on site, nor the standing of any static mobile homes”

4.2. A site licence for 33 touring caravans was issued 27th September 2022 (“**the Site Licence**”).

4.3. The Application seeks full planning permission for the ‘*the material change of use of land to use as a caravan site for residential purposes*’.

4.4. The Applicant seeks planning permission to replace the 33 lawful touring caravans, as established by the Site Licence issued by the Council, with 19 Static Caravans and 8 Touring Caravans, as shown on the Proposed Site Plan, ref: 20_1141D_003 Proposed Site Plan P02.

4.5. The caravans proposed will conform to the definition within Section 29(1) of the Caravan Sites and Control of Development Act 1960 and Section 13(1) of the Caravan Sites Act 1968 and therefore plans and elevations of individual units are not required.

5. POLICY

NATIONAL POLICY

NATIONAL PLANNING POLICY FRAMEWORK

- 5.1. The revised National Planning Policy Framework (“**NPPF**”) was published on 17th of August 2026, coming into effect immediately. The 2026 NPPF replaces the previous NPPFs published in 2024, 2023, 2021, 2019, 2018 and 2012.
- 5.2. Paragraph 1.1 of the NPPF states that it is a material consideration of ‘**critical importance**’ in both plan-making and decision making.
- 5.3. Key elements of the NPPF relevant to this appeal are:

- **DM3: Determining development proposals**

1(b): That a proportionate approach should be taken to the consideration of the planning matters raised by the proposals, in a way that reflects their scale, complexity and potential impact

- **S3: Presumption in favour of sustainable development**

Decisions on development proposals should apply a presumption in favour of sustainable development. This means:

- a) Policy S4 in the Framework should be applied when considering development proposals within settlements;
- b) Outside settlements, policy S5 should be applied; and
- c) In all locations, development proposals that accord with both an up-to-date development plan and the decision-making policies in the NPPF should be approved without delay.

- **S5: Principle of development outside settlements**

1: That the redevelopment of previously developed land (including a material change of use to residential or mixed-use including residential) should be approved unless the benefits of doing so would be substantially outweighed by

any adverse effects, when assessed against the national decision-making policies in the Framework.

- **CC2: Mitigation of climate change**

Sets out that development proposals should contribute to climate change mitigation and the transition to net zero

- **CC3: Adaptation to climate change**

Sets out that development proposals should take into account the current and potential impacts of climate change over the lifetime of the scheme.

- **HO7: Assessing the need for homes**

Sets out that substantial weight should be given to the benefits of providing homes which will contribute towards meeting the evidenced accommodation needs of the community, as identified through needs assessments prepared for the area of the local planning authority and other relevant evidence.

- **HO8: Providing affordable homes**

Sets out that development proposals should meet or exceed up-to-date development plan requirements for the proportion and mix of affordable housing tenures relevant to the location

- **L3: Achieving appropriate densities**

2(b): Outside settlements, development footprints should make the best use of a site's development potential, taking into account the policies in the Framework

- **DP3: Key principles for well-designed places**

Sets out that proposals should respond to their context (the history, character and features of their site and its setting), so that they integrate with and enhance their surroundings

- **TR3: Locating development in sustainable locations**

Sets out that developments should support sustainable patterns of movement.

- **TR6: Assessing transport impacts**

Sets out that Transport assessments and statements, and travel plans, should reflect the transport vision for the development

- **F4: Assessing flood risk for decision-making**

A detailed, site-specific Flood Risk Assessment should inform and accompany all development proposals in Flood Zones 2, 3a, and 3b

- **F7: Ensuring development is safe from flooding**

2(b): The development will be safe throughout its lifetime taking account of the vulnerability of its users

- **N2: Improving the natural environment**

Sets out how development should contribute positively to the natural environment, and support nature's recovery

5.4. The NPPF makes it clear that development plan policies have to be considered in the light of the publication of the NPPF.

Presumption in favour of sustainable development

5.5. Policy S3 confirms that:

1. Decisions on development proposals should apply a presumption in favour of sustainable development. This means:

- a) Policy S4 in this Framework should be applied when considering development proposals within settlements;*
- b) Outside settlements, policy S5 should be applied; and*
- c) In all locations, development proposals that accord with both an up-to-date development plan and the decision-making policies in this Framework should be approved without delay.*

5.6. A High Court Judgement ***Monkhill Limited v Secretary of State for Housing, Communities and Local Government and Waverley Borough Council*** [2019] EWHC 1993 (Admin) (Appendix 1), dated 24th July 2019, sets out a staged approach to the presumption in favour of

sustainable development at paragraph 39. Whilst now outdated by the 2026 NPPF, this is still a relevant consideration.

NATIONAL PLANNING PRACTICE GUIDANCE

- 5.7. The **National Planning Practice Guidance (PPG)** was published on the 6th of March 2014 and runs alongside the NPPF in order to make the planning process more accessible.

LOCAL POLICY

- 5.8. The South East Lincolnshire Local Plan 2011-2036 ("**the Local Plan**"), adopted March 2019, sets out a long-term strategic vision, objectives and the spatial strategy as well as the planning policies and site allocations that will guide future development of the district.

- 5.9. Annex A paragraph 2 of the NPPF states that:

*'Development plan policies (or parts of those policies) which are materially inconsistent with national decision-making policies in this Framework should be given **very limited weight**.'*

- 5.10. The following policies will be of relevance to this Application.

- **Policy 4:** Approach to Flood Risk

This Policy is not consistent with the NPPF, as it does not reflect the recent changes to the sequential test and flood risk. It is, therefore, materially inconsistent with national decision-making policies.

- **Policy 10:** Meeting Assessed Housing Requirements

This Policy states that provision will be made for a net increase of 11,681 dwellings in South Holland. However, it does not identify how that will be achieved, nor does it specify the need for different housing types to respond to local requirements. Furthermore, the figures stated are based on outdated assessments under superseded methodology. Therefore, it is materially inconsistent with national decision-making policies.

- **Policy 11:** Distribution of New Housing

This Policy is predicated upon Policy 10 in order to direct housing allocations. As Policy 10 is out of date, Policy 11 is also materially inconsistent with national decision-making policies.

- **Policy 1: Spatial Strategy**

This is a general Policy, which identifies Crowland as a '*Main Service Centre*'.

- **Policy 2: Development Management**

This is a general Policy, which identifies wide-ranging development management principles.

- **Policy 3: Design of New Development**

This is a general Policy, which identifies wide-ranging design principles.

- **Policy 17: Providing a Mix of Housing**

This Policy is largely consistent with the NPPF. However, its reliance on outdated housing needs assessments means that it is materially inconsistent with national decision-making policies.

6. **PLANNING ASSESSMENT**

ECOLOGY AND BIODIVERSITY

- 6.1. An Ecological Impact Assessment ("**EIA**") has been submitted to accompany this application.
- 6.2. The EIA did not recommend any follow-on surveys and did not find evidence of protected species. The recommendations of the EIA can be secured by suitable conditions.
- 6.3. The proposed development, being retrospective in terms of its operational development, is exempt from Biodiversity Net Gain assessments.

FLOOD RISK

- 6.4. Flooding is not a pass/fail decisive issue as is often the approach taken by the Environment Agency, this is shown in the Secretary of State's ("**SoS**") decision in the **Staples Vegetables** case (Appendix 2) which set out the balancing exercise made by the SoS in allowing that appeal, albeit for a temporary period. The SoS agreed with the Inspector that the scheme comprised

highly vulnerable development in Flood Zone 3a and whilst recognising that carried considerable weight the SoS identified that flooding (even in Flood Zone 3) was just one material consideration in reaching a planning judgement.

- 6.5. Although the Site is in flood zone 3, the Flood Risk Assessment (“the FRA”) accompanying this Application rates the flood risk from all sources as being Very Low to Low.
- 6.6. The FRA considers that the reduction in the number of caravans over the 33 permitted by the Site Licence presents a reduction in the potential risk to life from flooding
- 6.7. This means that the Application presents a more acceptable form of development than the lawful development it seeks to replace. This is a material consideration which should be given significant weight in the planning balance.
- 6.8. The FRA also sets out a number of mitigation measures, which can be secured by planning conditions.
- 6.9. There is no harm (policy or actual) that can be attributed to the sites location in terms of flood risk.
- 6.10. As a result, it can be established that the principle of the proposed development is acceptable in terms of flood risk.

CHARACTER AND APPEARANCE

- 6.11. When considering character, all nearby and adjacent land uses and buildings should be considered as part of the character of an area, regardless of whether they are considered positive or not. It should also take into account the pattern of development in the immediate area whether it is visible or not.
- 6.12. The Site itself benefits from a Lawful Development Certificate for an unlimited number of touring caravans, set within open countryside. It is therefore established that the stationing of caravans already forms part of the character of the immediate area.
- 6.13. The impact of a development on appearance should be assessed from public viewpoints. In this case, such viewpoints are limited to those from James Road. These views would, at worst, be glancing, due to the existing and proposed boundary features, and the speed of passing vehicles.

- 6.14. The Site has been designed to meet the minimum distancing required between units and minimise the visibility of the development from the public realm. The proposed design represents an improvement in design and amenity from the lawful development. This is a material consideration which should be given significant weight in the planning balance.
- 6.15. Any wider views of the site would be limited by the existing and proposed planting surrounding the application site, representing an improvement over the lawful development. This is a material consideration of significant weight in the planning balance.
- 6.16. Any perceived residual harm to the appearance of the area could be mitigated further by the imposition of a landscaping and planting condition
- 6.17. As a result, it can be established that the principle of the proposed development is acceptable in terms of the effect on Character and Appearance.

SUSTAINABLE LOCATION

- 6.18. The reduction in the number of units from 33 to 27 represents a lowering of the impact of the development in terms of sustainability.
- 6.19. Although the Site is outside the settlement boundary, the nearest bus stop is located 600m away on Postland Road, providing services to Crowland, Peterborough and Spalding.
- 6.20. Crowland is designated as a Main Service Centre in Policy 1: Spatial Strategy of the South East Lincolnshire Local Plan 2011-36 and has all the necessary facilities and services, including:
- 2 convenience stores within 1.6km of the Site
 - The nearest School is 1.1km away
 - A GP surgery is 1.7km away
- 6.21. As a result, it can be established that the principle of the proposed development represents an improvement to the sustainability of the Site. This net improvement should be given significant weight in the assessment of sustainability.

LACK OF A FIVE YEAR HOUSING LAND SUPPLY

- 6.22. The Council concede with the South Holland District Council 5 – year Housing Land Supply Assessment as at 31 March 2026 that they are unable to demonstrate a five-year housing land supply. This failure of policy weighs in favour of the development.

- 6.23. The proposal would make a meaningful contribution to the lack of a five year housing land supply.
- 6.24. The additional units also bring the obvious social benefit of providing suitable, much-needed homes. The proposals provide an economic benefit as each additional person residing in the district, spends additional money in local businesses within the district, providing a clear economic benefit to the local economy. These are all material considerations of significant weight in favour of the development.

7. PLANNING BALANCE

- 7.1. The baseline for assessing the Application should be the lawful development which it seeks to replace.
- 7.2. The proposed development represents a wholesale improvement over the currently lawful development, which should be given significant weight in the planning balance.
- 7.3. The reduction in the potential risk to life from flood risk in the proposed development means that although the risk from flooding should be given great weight, the improvement in circumstances from the lawful development to the proposed development should be given *significant* weight.
- 7.4. The improvement in amenity and the lessening of the impact of the Site in sustainability terms combine to make the proposed development an opportunity to remediate some of the harmful impact of the current lawful use.
- 7.5. No significant harms could be identified which would outweigh the benefits of the proposal, either jointly or individually.

8. CONCLUSION

- 8.1. Green Planning Services Ltd have been instructed by Peter Foster to submit an application for '*the material change of use of land to use as a caravan site for residential purposes*' at Wayside, James Rd, Crowland, Peterborough PE6 0AA
- 8.2. The applicant seeks to replace the 33 lawful touring caravans, as established by the Site Licence issued by the Council, with 19 Static Caravans and 8 Touring Caravans, as shown on the Proposed Site Plan, ref: 20_1141D_003 Proposed Site Plan P02.

- 8.3. The proposed development represents an improvement in terms of flood risk, amenity and sustainability.

9. **APPENDICES**

1. ***Monkhill Limited v SSHCLG and Waverley Borough Council*** [2019] EWHC 1993 (Admin), dated 24/07/2019
2. Appeal Ref. APP/Z2505/V/09/2119176: ***Staples Vegetables*** v Boston Borough Council, dated 24/03/2011