

DELEGATED OFFICER REPORT

Application Ref: F/26/101854

Site Address: Land located on Allington Lane, West End, Southampton

Case Officer: David Huckfield

Description: Retrospective application for creation of additional hardstanding for vehicular turning (to be used in conjunction with development approved under application F/24/96845 for change of use of land from agricultural to equestrian use and construction of stables with associated access track and turning area and widening of existing access from Allington Lane).

Relevant Site Constraints	Yes ☒	No ☐
• Within Designated Countryside • Adjacent to Copse by Oaklands House SINC (1A/1Cii)		

Relevant Planning History?	Yes ☐	No ☒
F/24/96845 - Change of use of land from agricultural to equestrian use and construction of stables with associated access track and turning area and widening of existing access from Allington Lane – PERMIT (6 September 2024)		
DC/24/98618 - Application to discharge conditions 6 (Biodiversity Enhancement and Management Plan), 7 (Surface water drainage scheme) and 8 (Surface water drainage scheme maintenance) of planning permission F/24/96845 which granted consent for the change of use of land from agricultural to equestrian use and construction of stables with associated access track and turning area and widening of existing access from Allington Lane – DISCHARGED (18 March 2026)		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
No representations were received in relation to the application.			
Consultation Responses (Summarised)			
West End Parish Council	No comments received.		
EBC Ecologist	Although the tree and native hedge planting (mitigation for loss of habitat and enhancements for the original application for stables and drive) are not affected by the increase in hard standing, the area of grassland which was expected to remain on site has been reduced therefore there has been an additional decrease in biodiversity above what was agreed in the previous application and additional enhancements would therefore have been required. Although this retrospective application is exempt from providing 10% BNG by the Environment Act, Local Plan policy DM 11 and NPPF (December 2024) paragraphs 187d and 192 b require no net loss of biodiversity and some net gain. Additional biodiversity enhancements are required to mitigate for the loss of this additional area. An amended surface water drainage report is required to take account of the increase in hardstanding.		
Tree Officer	No objection to the retention of the hardstanding.		
HCC Highways	In regard to application F/26/101854, having reviewed the information contained within the application pack, there would be no objection to the proposals from a highway perspective.		

	No changes are proposed at the access to the highway and the increase to the on-site hard surfaced area will enable easier on-site turning which will be beneficial for users of the site.
HCC Flood and Water Management	No objection.
Environment Agency	No objection.
British Horse Society	No comments received.

Policy:

Legislative Background:

Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

The Development Plan:

The Development Plan comprises of the Policies of the adopted Eastleigh Borough Local Plan 2016-2036 with the following policies being of relevance to the application: S1 (Delivering Sustainable Development), S5 (Development within the countryside), DM1 (General criteria for new development), DM11 (Nature conservation), DM13 (General development criteria – transport), DM14 (Parking).

National Planning Policy and Guidance:

The latest iteration of the National Planning Policy Framework (the NPPF or Framework) was published in August 2026 and, as set out within paragraph 1 of Appendix A, the policies contained within it are material considerations which should be taken into account in dealing with applications from the day of its publication. The Planning Practice Guidance (PPG) provides additional guidance in support of the policies within the Framework and is also a material consideration in the determination of the application.

Site Visit

Yes ☒

No ☐

A site visit was undertaken by the Case Officer to assess the proposals in context.

Assessment:

The application is considered to accord with the relevant national and local planning policies for the following reasons:

- The principle of the development is considered to be acceptable. The site falls within an area designated as countryside within the Council's adopted Local Plan where Policy S5 seeks to prevent inappropriate development in order to maintain the rural character of the countryside and limit urbanisation, whilst facilitating and controlling development for which a countryside location is genuinely and justifiably required. Planning reference F/24/96845 allowed for the change of use of the site to equestrian use along with the construction of new stables and associated work.

The grazing, keeping and breeding of horses is a use which is, in principle, acceptable within the countryside, and as the hardstanding proposed is to be used in conjunction with that approved development, its construction is also deemed acceptable in principle, with any planning approval being subject to the particular proposal put forward being considered appropriate in respect of its other planning

related impacts.

- The proposals are to provide for an increased turning area for vehicles associated with the aforementioned approved development, for example, agricultural vehicles, horse boxes, and trailers, etc., in order to enable them to turn more easily within the site and ensure that they can access and egress out onto Allington Lane in a forward gear, thereby removing any potential need to reverse onto the highway. Whilst this matter was considered as part of the original application, in practice additional space for this purpose has been identified as being necessitated and the proposals are supported by the Highway Authority in this respect.
- Whilst the development does increase the extent of hardstanding on the site and the loss of a currently grassed area, this is relatively modest in size, and some partial screening is provided by the existing hedging along the Allington Lane frontage. The development will also be viewed in the context of the wider green field which surrounds it and will be further softened by the landscaping provisions approved as part of application F/24/96845.
- In respect of the comments of the Council's Ecologist in relation to drainage, an updated detailed drainage strategy and maintenance scheme has been provided. This shows that the hardstanding will be constructed of a permeable material (comprising of a 300mm-deep excavation filled with compacted scalpings) and, as there is no increase in impervious area, there will be no increase in runoff and the existing drainage for the stables (approved under ref. DC/24/98618) therefore remains adequate. Hampshire County Council as the Lead Local Flood Authority and who commented on the original scheme (F/24/96845) and the surface water drainage provisions it included have raised no objection to the application and the information provided is therefore considered to be acceptable and will be secured by condition.
- In terms of the ecological impacts of the proposals and as noted by the Council's Ecologist, as a retrospective development the application is exempt from the mandatory Biodiversity Net Gain (BNG) requirements imposed by the Environment Act. Notwithstanding this the Council's Ecologist has also highlighted the loss of grassland that has resulted from the provision of additional hardstanding and, thereby, that further ecological mitigation measures for this loss and enhancements above and beyond those secured for application F/24/96845 should be provided. None are, however, proposed as part of the application. Whilst this is a negative factor which counts against the proposals, given the modest extent of the development and the enhancement measures secured as part of the original scheme which will still benefit the wider site as a whole, very much on balance and in this particular case, it is not considered that the application could be justifiably refused on this basis.
- Finally, as a result of the nature of the development and its siting relative to the nearest residential properties, it is not considered that the proposals would unduly impact upon the amenity of their occupiers.

Equalities Act:

Section 149 of the Equalities Act 2021 created the public sector equality duty. Section 149 states:

- A public authority must, in the exercise of its functions, have due regard to the need to:
 - a. Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

- b. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications.

Climate Change:

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other this, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020-2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF and development plan do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and Local Plan policy. When considering the impact of climate change, the proposals are expected to be resilient to its potential effects and to limit their impacts on climate emissions as a result of the development or its use.

Recommendation:

PERMIT ☒

REFUSE ☐