



PROMETHEAN
PLANNING

JHB Planning

**“Land south of Grange Road,”
Netley Abbey,
Title number: HP153408**

**Retrospective application for extension to area of
hardstanding.**

Planning Statement

23rd December 2025

Prepared by James Brazil, C-SPS, JHB Planning on behalf of Promethean Planning
07472613721 / James@JHBplanning.co.uk

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Introduction

This planning statement is provided in support of a retrospective planning application for an extension to an area of hardstanding at the property known as “Land south of Grange Road”.

This planning application is submitted concurrently with an application for a Certificate of Lawful Existing Use relating to a dog exercise arena located within the same wider parcel of land.

This statement sets out the proposed scheme in detail with regard to the following aspects: the planning history of the site, the development that has occurred, relevant planning legislation, relevant planning policy, and the developments overall compliance with local and national policies.

Site and existing use

The application area amounts to approximately 2043 sqm, contained within a larger holding of land under the applicant's ownership amounting to approximately 0.5 hectares. The site is located to the south of Grange Road opposite a recycling centre. The site has an established access at the north eastern most point from Grange Road.

The wider site to the south west, outside of the redline boundary, is currently used as a dog exercise arena (of which lawfulness is being established under a concurrent application) comprising of an area of grassland with associated paraphernalia. This application refers to the eastern side of the site, contained within the redline boundary, comprising of an area of hardstanding. A mature hedge/treeline exists at all boundaries.

The surrounding area is of unique character; immediately north of the site is a waste recycling centre for household waste, a solar panel farm is located just north of the waste centre, and a mix of caravan camping and storage, farmsteads, and agricultural land with surrounding residential development lie further afield.

Planning history:

After completing a planning history check using the LPA's online register of planning applications, the following items were returned.

Property Unique Reference Number: **010022809776**

Ref.	Proposal	Decision	date	Notes
F/14/74042	Change of use of agricultural field to dog training facilities (Sui Generis)	refused	14/03/2014	This application was retrospective for works having taken place in 2012

In 2014 a planning application was refused for retrospective use (having taken place in 2012) of the land as a dog training facility, however, the reason for refusal stemmed from the applicant's inability to provide sustainable transport contributions at that time, not the proposed use of the site. The application was assessed as acceptable in policy terms for change of use within the countryside.

No formal enforcement notice has been served on the land.

Site constraints and designations

After completing constraints checks using Land stack (an online site sourcing and planning data platform), EA flood risk, Historic England, Magic map, LA PROW, and LPA mapping, the following constraints on and nearby the site have been identified.

Constraint	Feature	Description/location
Pond	Pond	A small pond is located some 30m south of the hardstanding, however this does not result in any flood risk or surface water flooding on site.
Surface water flooding	Area of surface water flooding nearby	Located immediately east of the application area is a small area of woodland at risk of surface water flooding but not within a flood zone. The amount of risk is so minimal that even in a 1 in 1000 annual likelihood of flooding there is no risk of surface water flooding at the application area.
TPO	TPO tree ref. 820-E	A singular tree protected by way of TPO is located approx. 80m north east of the site along Grange Road. The tree is not deemed to be impacted by the development having taken place.

Current planning policy context and relevant policies

This section aims to set out the most up-to-date policy/guidance documents and significant changes that may affect this proposal.

Legislation:

Section 171B of the Town and Country Planning Act 1990 sets out that breaches of planning control are exempt from enforcement action and established as lawful where development has been substantially completed for a period exceeding 10 years.

National:

At the national planning level, the National Planning Policy Framework 2024 (hereon referred to as NPPF 2024) sets out the Government's planning policies for England and shapes local planning policy.

As the LPA has an up-to-date local plan policies are deemed to be in line with national policy.

Local level:

The Eastleigh Borough Local Plan 2016-2036 was adopted on 25 April 2022. It sets out the policies and plans to guide future development to 2036. Given the date of adoption, the local plan is less than 5 years old and is considered to be up to date.

While the local plan should be read as a whole, the relevant policies apply.

Retrospective development and historic development context.

The application is made retrospectively for an extension to an area of hardstanding to aid a dog exercise arena (of which lawfulness is being established under a concurrent certificate of lawful existing use application).

The application is deemed an extension to an area of hardstanding as certain areas of the hardstanding shown on the site plan have long existed on the site, some areas dating back to 1999 and therefore benefiting from lawfulness established under section 171B of the Town and Country Planning Act 1990 (this is discussed in greater detail throughout this document).

While areas of hardstanding have been long existing, this application aims to address the lawful hardstanding and more recent retrospective hardstanding that forms an extension in one statement.



Block plan of all hardstanding, for reference only.

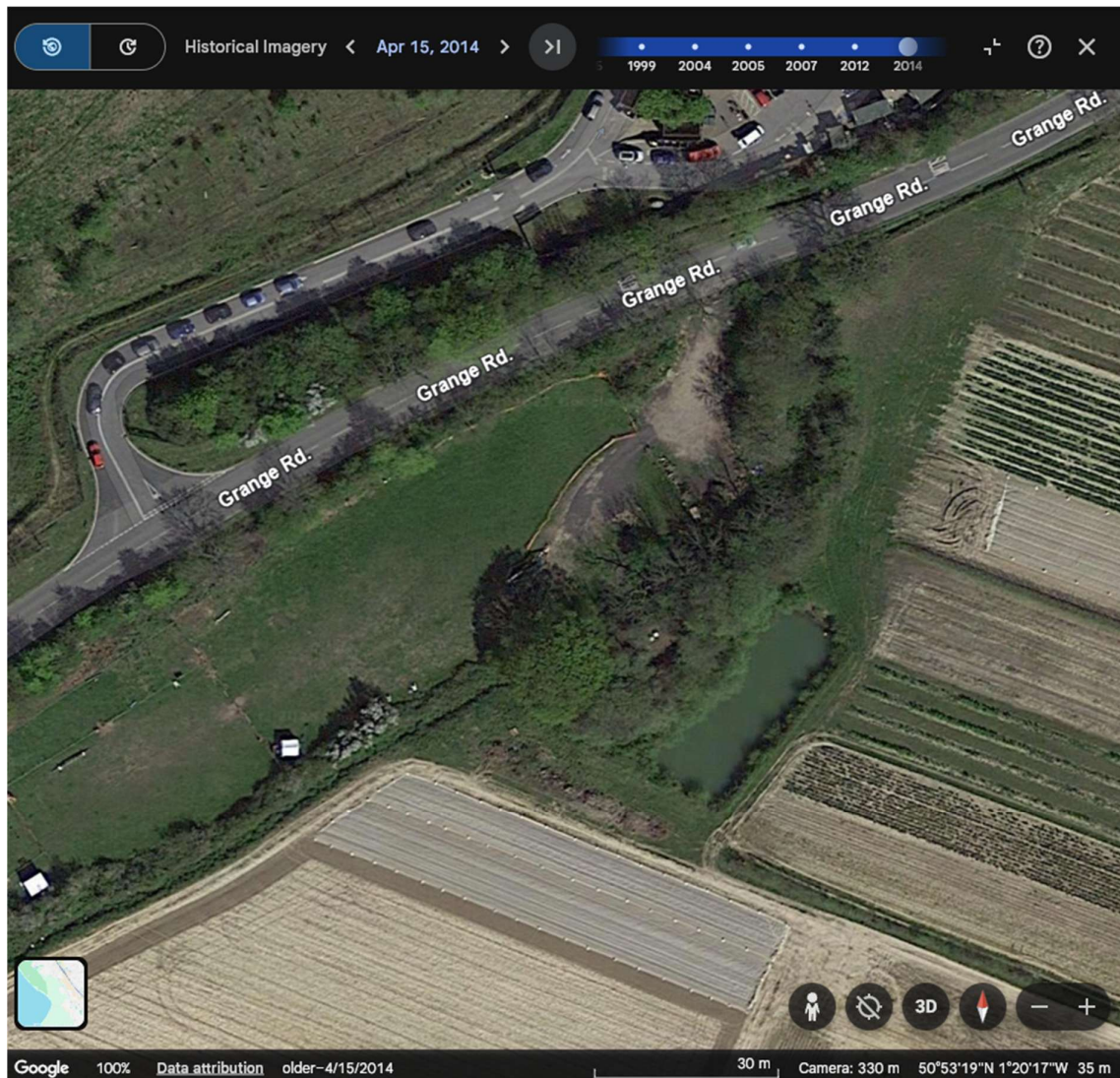
Historic hardstanding

As stated above some areas of the hardstanding date back to 1999. Evidence of this can be provided by historic satellite and street view images. Please see **Appendix 1: Historic Images** attached to this document.

As can be seen from the images, hardstanding had initially existed on the site in 1999 at the entrance to the site, likely in association with an agricultural/equestrian use, however use of the land as a dog exercise arena started in 2012, evidenced through google earth and street view imaging from 2012 showing signage at the property advertising use as a dog exercise arena.

Further evidence for the hardstanding being used in aid with the dog exercise arena is provided within **Appendix 2 - application form for planning application ref. F/14/74042**, stating that the change of use and development of the “car parking area” (the hardstanding) had taken place in 2012. While the plans for the 2012 application showed a greater amount of development than that in the satellite images, it still evidences that the area of hardstanding shown in the 2012 satellite image had been completed and in use to aid the dog exercise arena specifically in 2012 and was not in agricultural use.

The area of hardstanding was extended in 2014 from just the entrance area of the site to a greater area heading further south and west into the site, more aligned with that shown in the plans for application ref. F/14/74042.



Historic satellite imaging dated 2014 – Google earth

The satellite image shown above displays most clearly the full extent of hardstanding that benefits from lawfulness. While more recent satellite images appear to show greater areas of greenery, this is simply from overgrown vegetation on the hardstanding.

The Hardstanding shown above had existed on site since 2014 and has never been removed. The slow creep of this overgrown vegetation can be seen throughout the years in the various satellite

images. The satellite images also display that no sudden changes were made to the area of hardstanding, further reinforcing that they are shown in 2014 had never been removed.

Given that the area of hardstanding shown in the 2014 satellite image has existed to the extent shown and was used in conjunction with the dog exercise arena since 2014, with concrete evidence displaying completion at the latest in 2014, this part of the hardstanding benefits from lawfulness under section 171B of the Town and Country Planning Act 1990 and the “10-year rule” having been substantially completed for a period exceeding 11 years.

Given the above, the area of hardstanding shown in 2014 to aid the dog exercise arena can be established as lawful, and therefore this application aims to apply for retrospective permission for an extension to the area hardstanding used conjunctively with the dog exercise arena to create the amount shown within the accompanying site plan.

This changes the principle of this application as it is no longer development of an undeveloped site and is rather the further extension to that which is lawful in aid to a local business that supports the rural economy, therefore relevant weight can be afforded in favour of the proposal where planning policies support this kind of development.

Retrospective extension to hardstanding to which this application addresses.

As detailed above this application is made in support of the extension of an area of hardstanding to make up the extent shown within the accompanying plans. The overall area of hardstanding that now exists as result of the extension is shown within the accompanying plans.

Reference is made that during planning investigation it was raised by the planning authority that some infilling had occurred to a ditch that may have contributed to some localised flooding. The council are aware that the ditch has been reinstated and the flooding issue has now subsided, as well as the fact that some of the flooding would have occurred due to abnormally wet weather and other local infrastructure issues. Nevertheless, remedial works have taken place in cooperation with the council, and therefore this application does not address any infilling of ditches.

The need for Hardstanding

The site is currently used as an established dog exercise arena and previously had an area of hardstanding. Given the nature and scale of the operations there is a need for extension to the hardstanding for the following reasons:

- Provision of parking space.
- Improve visual amenity by formalising and tidying the existing hardstanding through extension.
- Providing more formal designated parking.
- Provide a safe, and accessible environment that overcomes the limitations of grass or mud, and especially through surfacing the area between the existing hardstanding and the dog exercise arena reducing the need to walk through mudded areas which proves an accessibility issue for those with limited mobility.
- Providing an accessible environment that allows for easier cleaning and easier parasite control, as unlike grass the hardstanding can be more easily cleaned (which is a necessity given the public are expected to use the area of hardstanding, and dog waste when improperly cleaned can result in health hazards).
- Ensure that the premises can be used year round despite wet weather, supporting the business.
- Highways cleanliness by preventing tracking of mud from grassland to the highway.
- Canine safety, as for senior dogs or dogs with joint issues having an area of flat firm surface can be easier to navigate than grassland.

The area of hardstanding is related to, and reasonably necessary for, the existing business on site and provides necessary facilities for the business and evidence of how they support the rural economy.

Principle of development

The site is located within the countryside and also within a settlement gap in policy terms, therefore policies S5 and S6 apply regarding the principle of development.

Policy S5 states that In permitting new development in the countryside the Borough Council will seek to: avoid adverse impacts on the character, intrinsic character of the landscape, heritage assets, and on the biodiversity of the area; secure long-term management practices that will enhance the landscape and biodiversity; safeguard the best and most versatile agricultural land unless the benefit of the development clearly outweighs the loss; and protect soils during construction.

Policy S6 states that Development within a Settlement Gap as set out in the policies map will be permitted provided that: it would not undermine the physical extent and/or visual separation of settlements; and it would not have an urbanising effect detrimental to the character of the countryside or the separate identity of the adjoining settlements.

Additionally, in the absence of a specific local policy regarding dog exercise arenas, the criteria of Policy DM17, DM18, and DM19 (Rural economy policies) can reasonably be afforded weight when assessing the principal development in the countryside. These policies generally support development that changes use from agriculture to other uses where agriculture is not viable, development that supports the rural economies, and development that provides other material benefits such as improvements to highway traffic/safety, and where development is not urbanising.

As above the use of the site as a dog exercise arena is being formally established in a concurrent application and the area of hardstanding present on site since 2014 can be established as lawful.

The principle of development for the addition of the extension to hardstanding can be deemed acceptable given the hardstanding is of a reasonable size to provide facilities for the above operations and supports the rural economy. Additionally, there has been long established precedent for hardstanding on site as already established as lawfully existed prior to the extension.

As further discussed below the proposal is of a design suitable to the local character of the area and does not detract from the surrounding landscape character.

For these reasons, the retrospective development is deemed acceptable in principle according to Policies S5, S6, DM19, and requirements of the NPPF (2024) to support the rural economy.

Landscape impact

Policy S5 states that in permitting new development in the countryside the Borough Council will seek to: avoid adverse impacts on the character, intrinsic character of the landscape, and policies DM17, DM18, DM19 (Rural economy policies) support development where it is not urbanising.

Policy S6 states that Development within a Settlement Gap as set out in the policies map will be permitted provided that: it would not undermine the physical extent and/or visual separation of settlements; and it would not have an urbanising effect detrimental to the character of the countryside or the separate identity of the adjoining settlements.

Given that the character of the site has already been established as a dog exercise arena, the increase in amount of hardstanding presents only as small impact to the character. Furthermore, while the site is in the open countryside in policy terms, there are various other nearby developments of much more intense nature. Immediately north of the site is a waste recycling site, north of that is a solar farm. Heading east of the site approximately 200m along Grange Road is a farm yard that contains a mechanics workshop, and only 400m west of the site along Grange Road is a caravan camping and storage site.



Google earth satellite imagery 2025. Site circled in red.

As seen above the area the site is located in is already very intensely developed and therefore changes to the character through regularisation of the hardstanding are not deemed to be detrimental or further the urbanisation of the area.

The development is also of such a small scale and does not contain any “built form”, so therefore maintains a rural appearance and does not constitute any “urbanising effect”.

When assessing at the impact of the hardstanding on the visual amenity it is noted that the site is not readily visible from any public vantage points. There are no PROW around or nearby the site that have a view of the area of extension to hardstanding. When looking at the site from various points along Grange Road the site is heavily screened by a mature hedgerow and treeline, and the area where the new hard surface is located is not visible. When looking directly into the site from the entrance some of the intensification of hardstanding is visible, but this forms improvement to the hardstanding that has been present at the entrance of the site since 1995 (as shown in images from Appendix 1) and therefore visual presence has already been established.

For the reasons above it can be established that there is limited impact to public amenity.



Looking into site from north eastern most point from Grange Road – Google street view



Looking at the site at the location where the retrospective hardstanding is located, view point from the entrance to waste recycling centre – Google street view

The site is not located within any statutory designation including National Landscapes or National Park boundaries.

No works to the existing hedgerow or treeline have taken place or are proposed.

Overall, the development is well suited to the location and results in negligible visual impact. Further, this type of development is exactly what is expected within such an area, given the rural nature of a dog exercise arena and necessity for a hard surfaced area.

Taking into account the context of the site; the nature of the development being an extension to an existing area of hard surfacing, the fact the hardstanding relates to and aids a dog exercise arena, that the development maintains the rural character of the site, and that the site is not located in any statutory designation, it is considered that the proposal would not have an adverse effect on the character and appearance of the area.

Whilst any form development will result in some change to the character of a site and the visual amenity of the area, the proposal is not considered to harm the character of the area or sense of place and is in compliance with policies S5 and S6, and DM 17, DM18. DM19 (Rural economy policies)

Impact On trees

The site is bound by mature trees and contains an area of woodland which screen it well from the surrounding area and contribute to the character of the site and the wider area. In addition, a small area of woodland, is located at the southern boundary at the eastern most extent.

There is ample distance between the build development and the hedgerow/treeline and woodland present on site and no works to trees have been carried out or are intended. Therefore, no damage has occurred to trees on site.

Ecology

As the application is a retrospective under section 73A of the Town and Country Planning Act 1990 the requirement to achieve at least a 10% biodiversity net gain under the Environment Act 2021 does not apply.

Given the extent of works carried out and the existing use of the wider land parcel as a dog exercise arena, no impact on trees or habitats has occurred as result of additional hardstanding.

Highways and Access

The proposed development would utilise the existing vehicular access from Grange Road at the north eastern corner of the site.

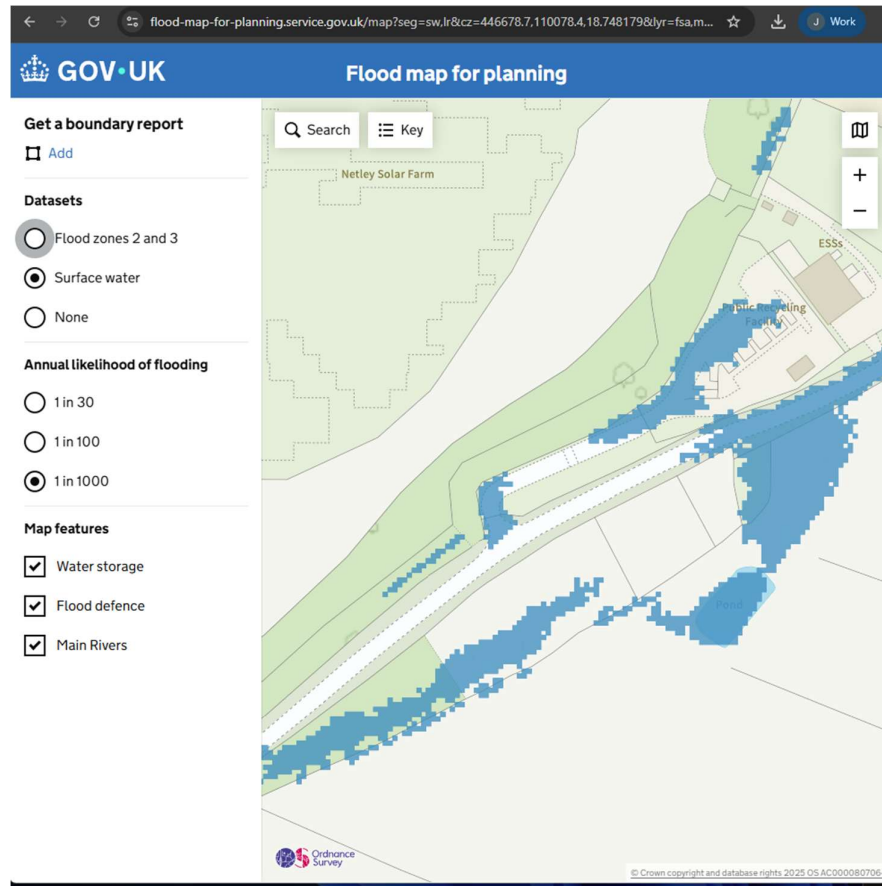
The hardstanding provides ample space for parking on the site, and the regularisation would limit mud tracked onto the road through reducing the need for cars to drive onto grassland at the site.

There would be no additional traffic generated than existing as the dog exercise arena is already operational.

Flooding and surface water Drainage

The development area is not within a flood zone as identified by the Environment Agency flood risk information for planning.

Small areas of land surrounding the hardstanding face a very low risk of surface water flooding, so low that even the extent of flooding prevalent in a 1 in 1000 annual likelihood would not make contact with the application area. In any case, the permeable nature of the land would adequately address any surface water concerns.



EA surface water flooding, 2025.

The development in question does not involve the construction of soakaways. Rather, surface water drainage utilises the existing properties of rainfall infiltration through the moderate permeability ground. The development would not significantly change the existing infiltration mechanism. The proposal will not increase flood risk in the 1% climate change event, either through uncontrolled increase in surface run-off or by increasing the risk of groundwater flooding.

Reference is made that during planning investigation it was raised by the planning authority that some infilling had occurred to a ditch that may have contributed to some localised flooding. The council are aware that the ditch has been reinstated and the flooding issue has now subsided, as well as the fact that some of the flooding would have occurred due to abnormally wet weather and other local infrastructure issues. Nevertheless, remedial works have taken place in cooperation with the council, and therefore this application does not address any infilling of ditches.

All surfacing materials are permeable and will allow the ground to drain by infiltration.

Heritage

The site is not within a Conservation Area or within the setting of any listed buildings. The hardstanding would not negatively impact on any heritage assets.

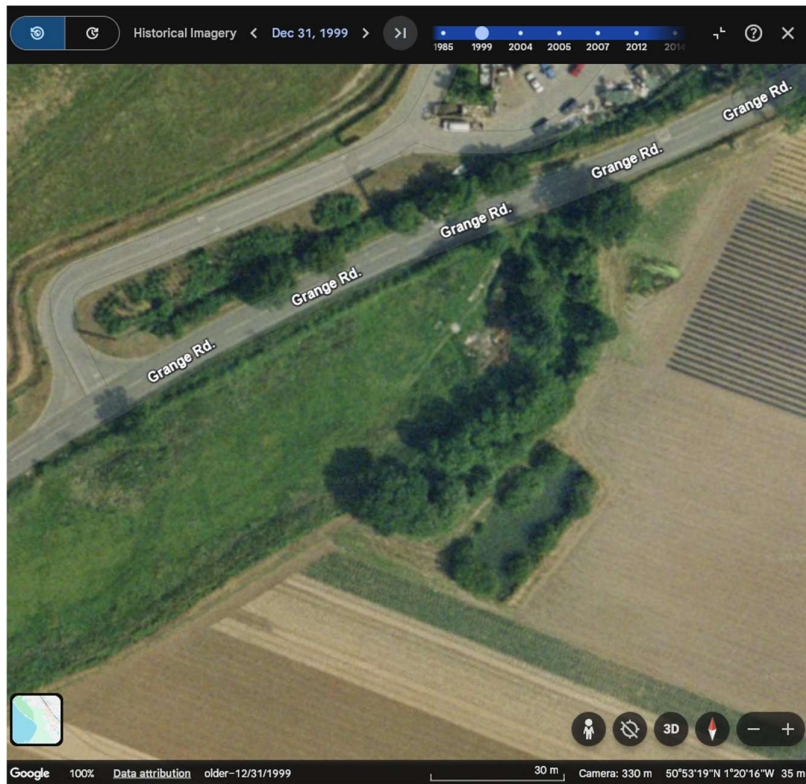
Summary and conclusion

The following factors weigh in favour of the application:

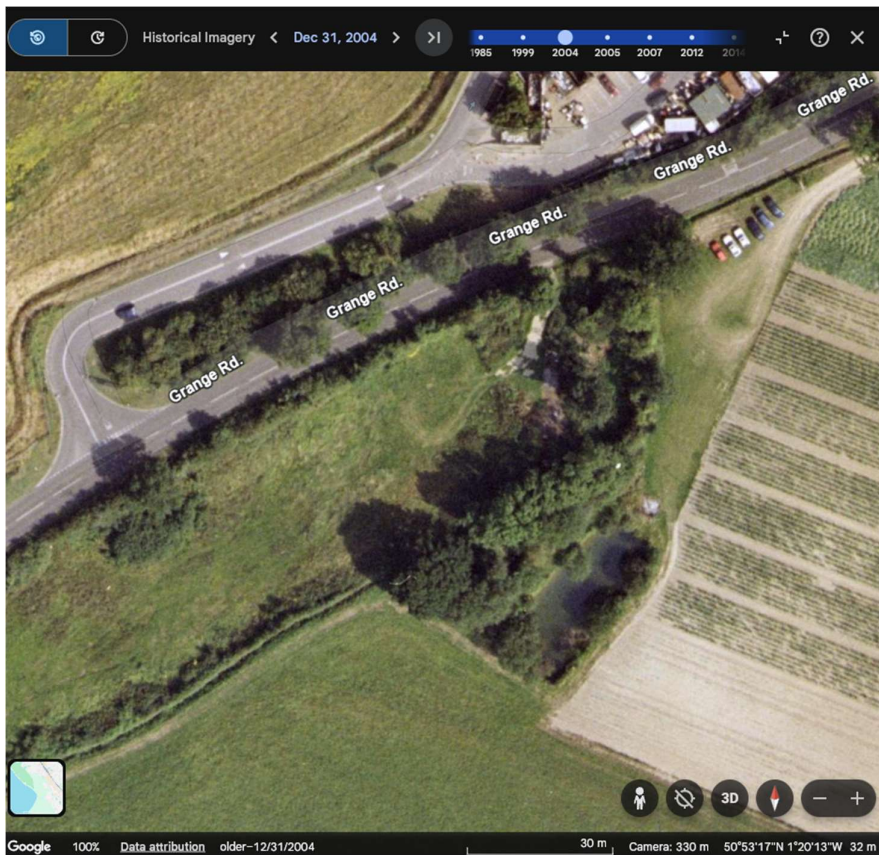
1. The principle of development is established as acceptable given the long existing area of hardstanding and use of the site as a dog exercise arena.
2. That part of the hardstanding completed in 2014 benefits from established lawfulness under section 171B of the Town and Country Planning Act 1990 (immunity from enforcement having been substantially complete for a period exceeding 10 years for a breach of planning control) and sets precedence for the improvements/extension made to the hardstanding.
3. The hardstanding provides facilities for the existing dog exercise arena and supports the rural economy.
4. The impact on landscape character is deemed negligible given the existing uses on site, scale, mass, and amount of development.
5. The likely location of any development in relation to dog exercise arenas will be in the countryside. Simply because a site is within the countryside is not an automatic assumption that it will be harmful to the character of the area. In this instance, it can be displayed that the proposal does not lead to unacceptable harm to the open countryside or settlement gap.
6. The development has not led to any harm of nearby heritage assets or their settings.
7. The development is not at risk of flooding as defined by the environment agencies flood maps for planning and remediation work has been carried out to reinstate existing ditches on site.

Overall, therefore, the limited impacts of the development far outweigh the significant benefits as identified above. It is, therefore, considered that planning permission should be approved.

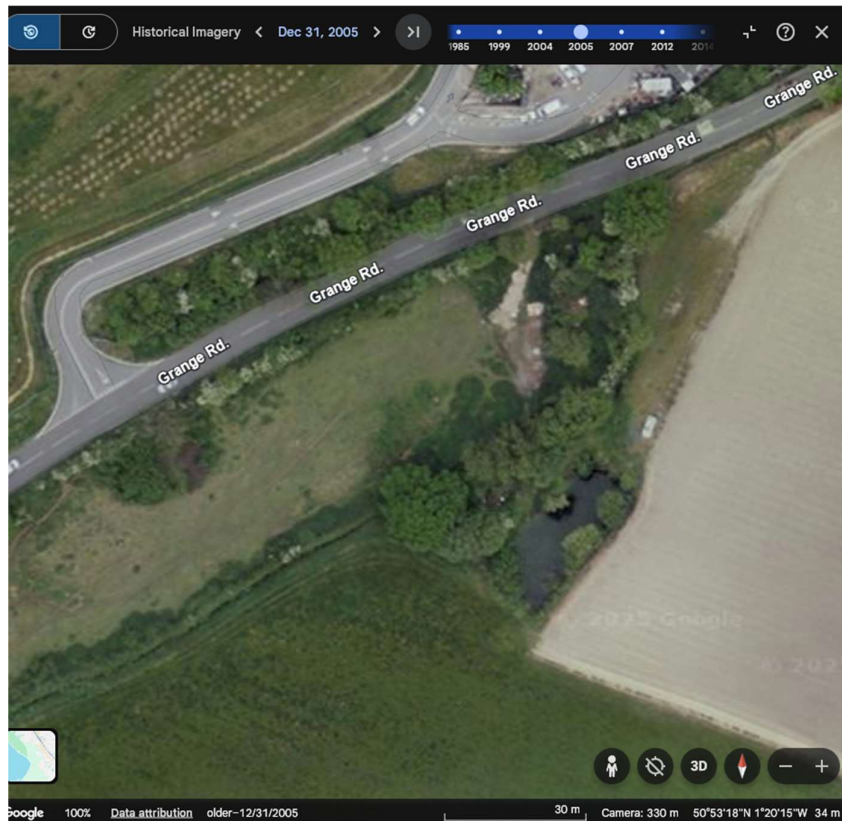
Appendix 1: Historic Images



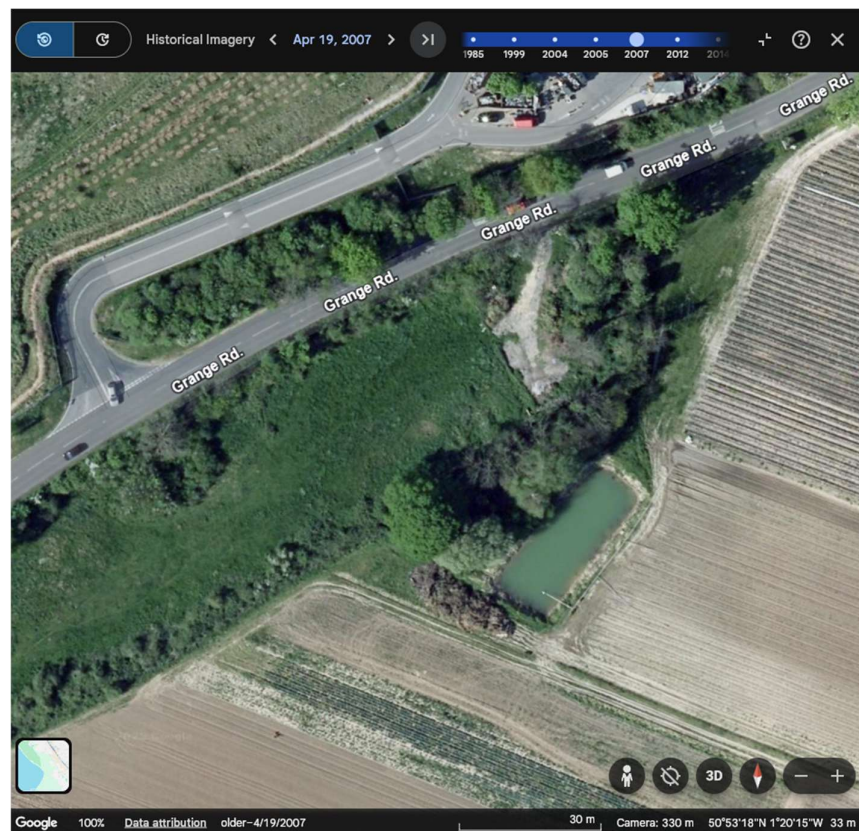
Historic satellite imaging dated 1999 – Google earth.



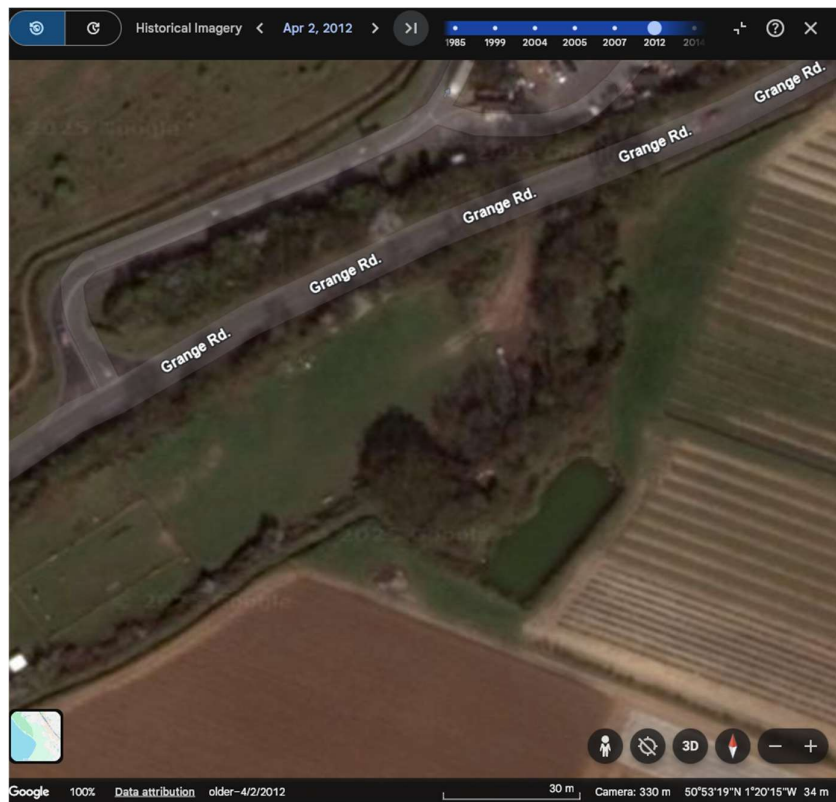
Historic satellite imaging dated 2004 – Google earth



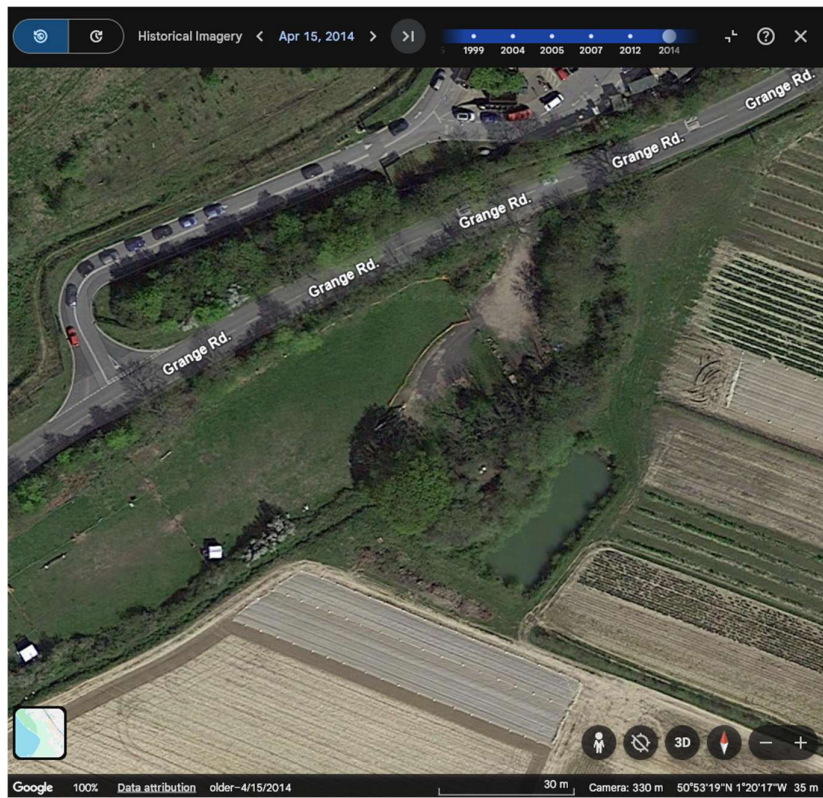
Historic satellite imaging dated 2005 – Google earth



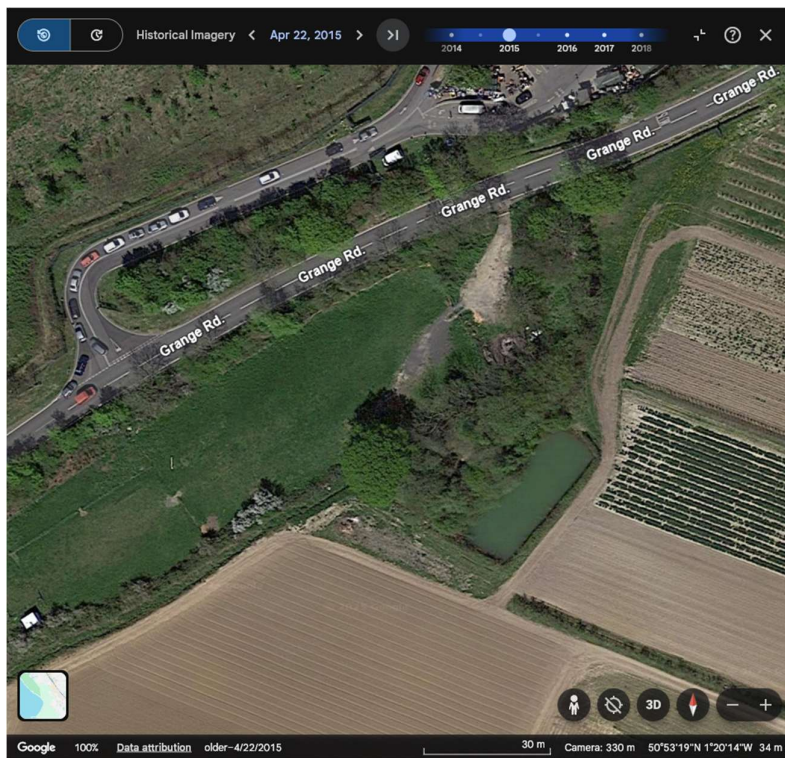
Historic satellite imaging dated 2007 – Google earth



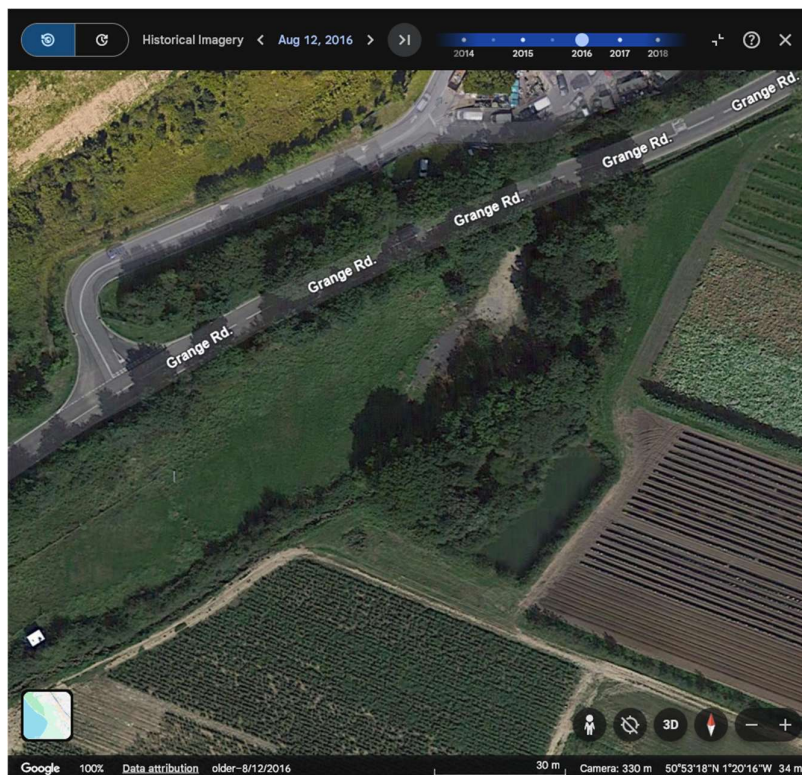
Historic satellite imaging dated 2012 – Google earth



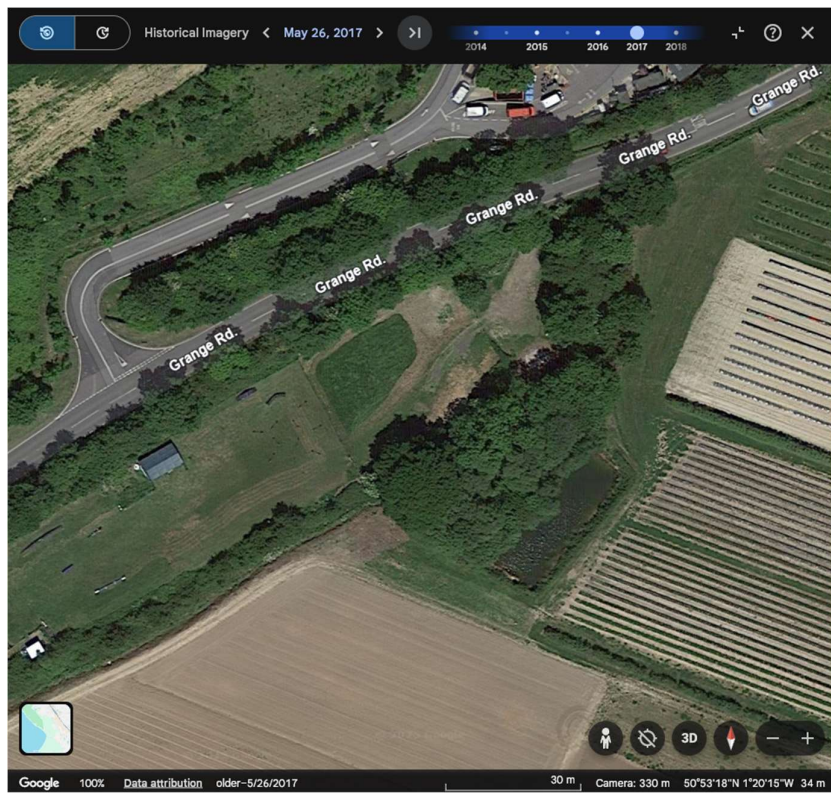
Historic satellite imaging dated 2014 – Google earth



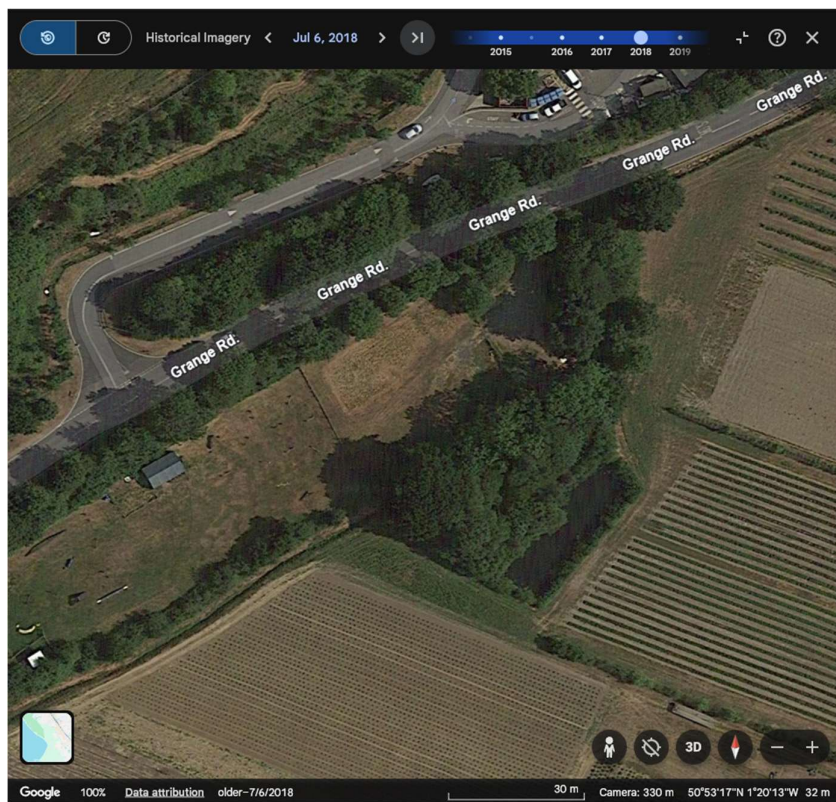
Historic satellite imaging dated 2015 – Google earth



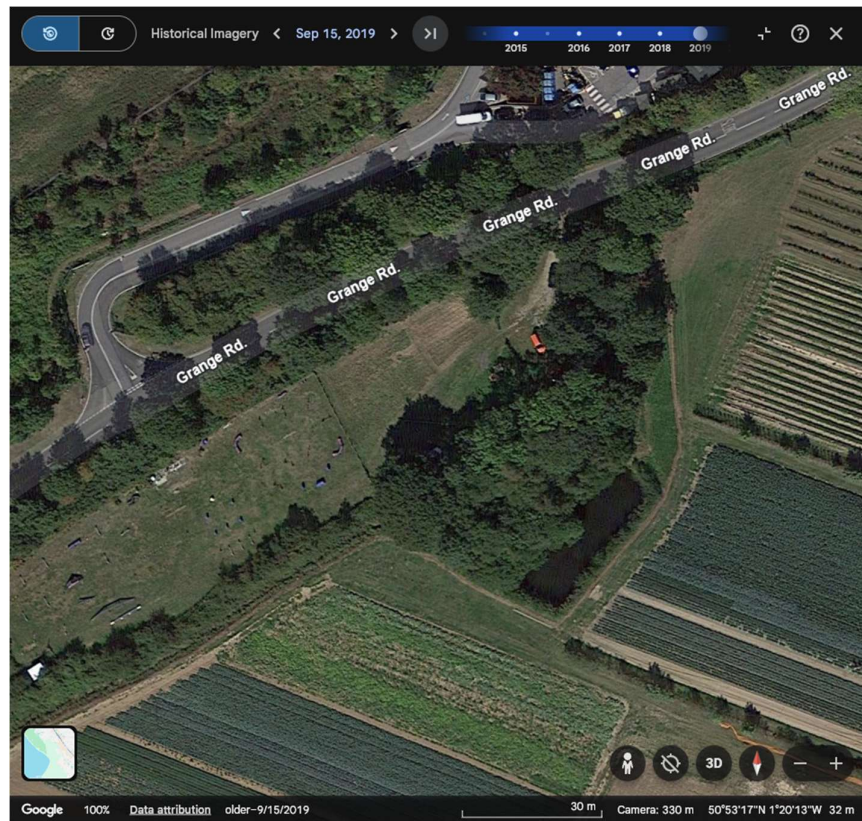
Historic satellite imaging dated 2016 – Google earth



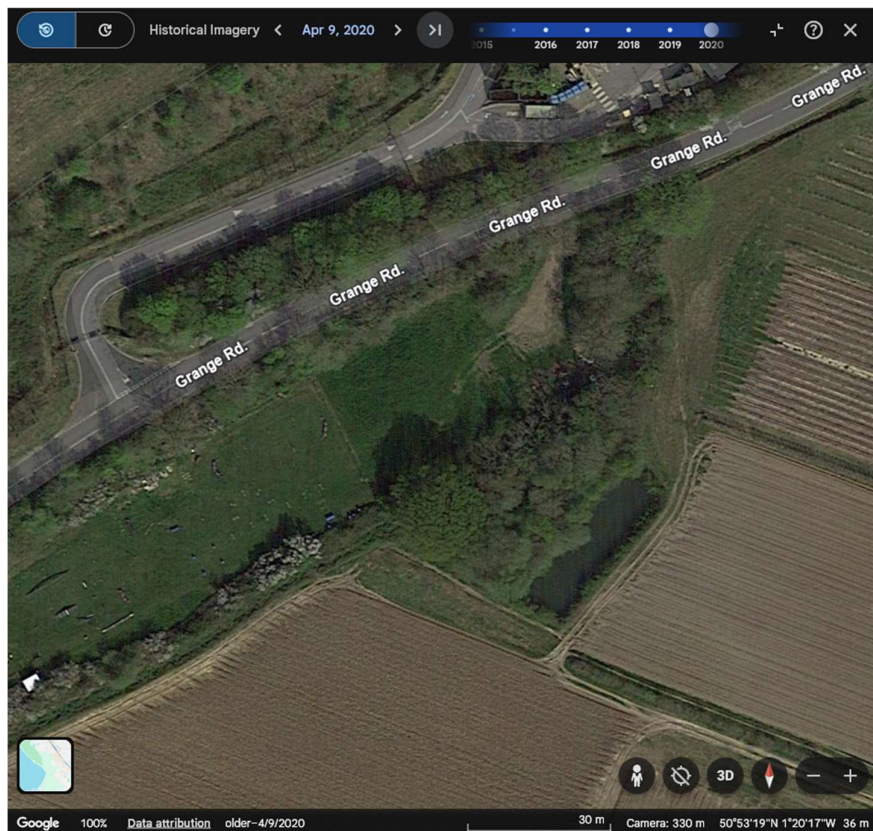
Historic satellite imaging dated 2017 – Google earth



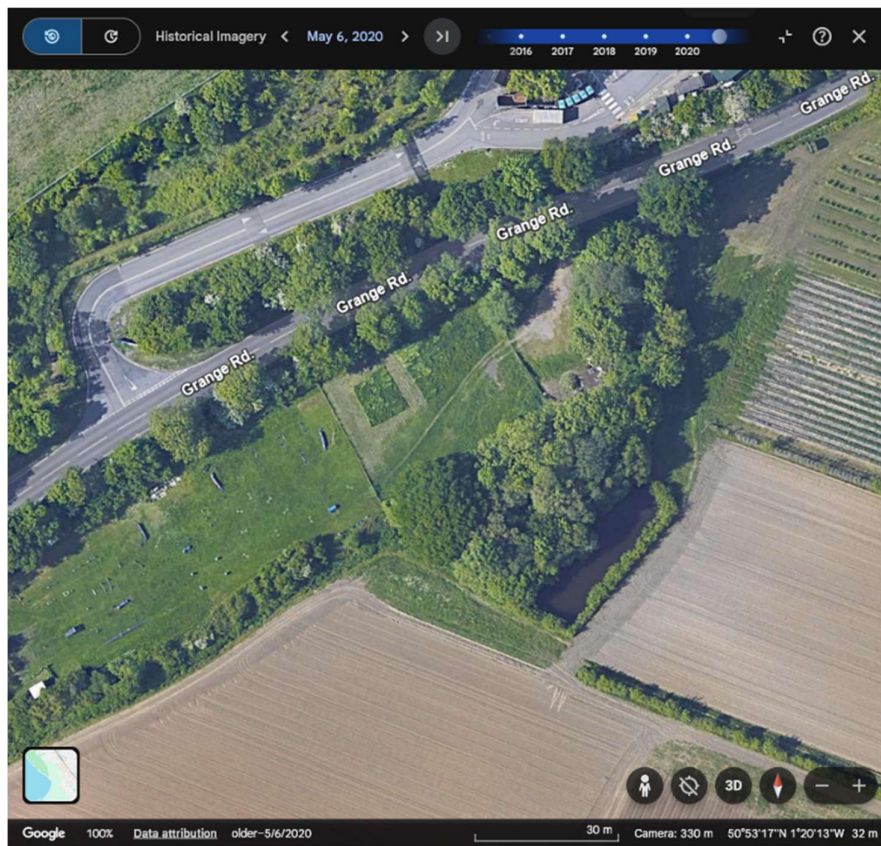
Historic satellite imaging dated 2018 – Google earth



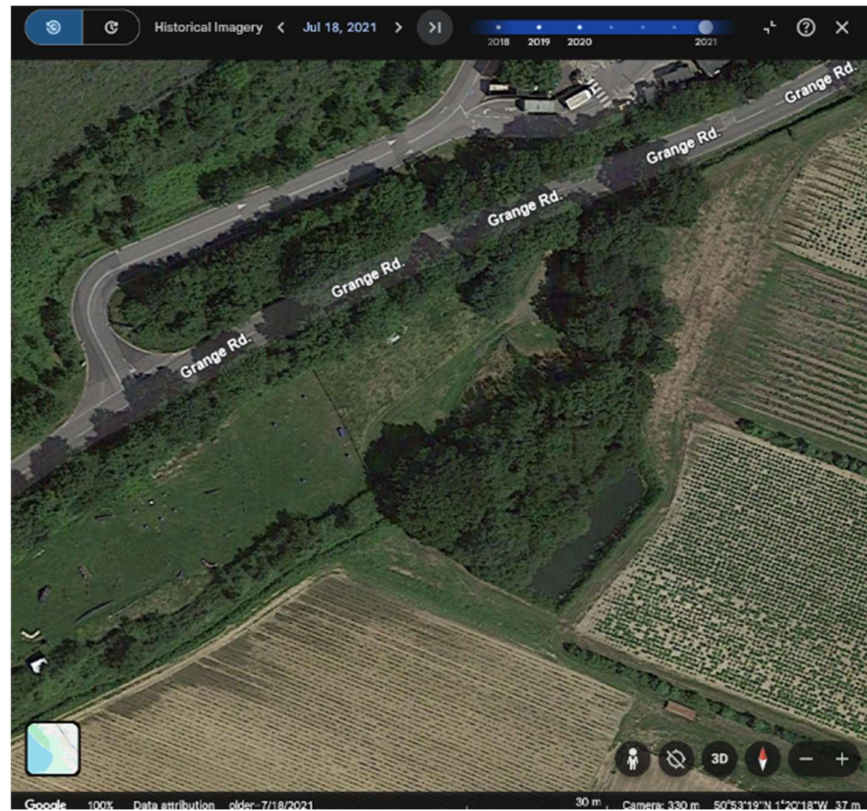
Historic satellite imaging dated 2019 – Google earth



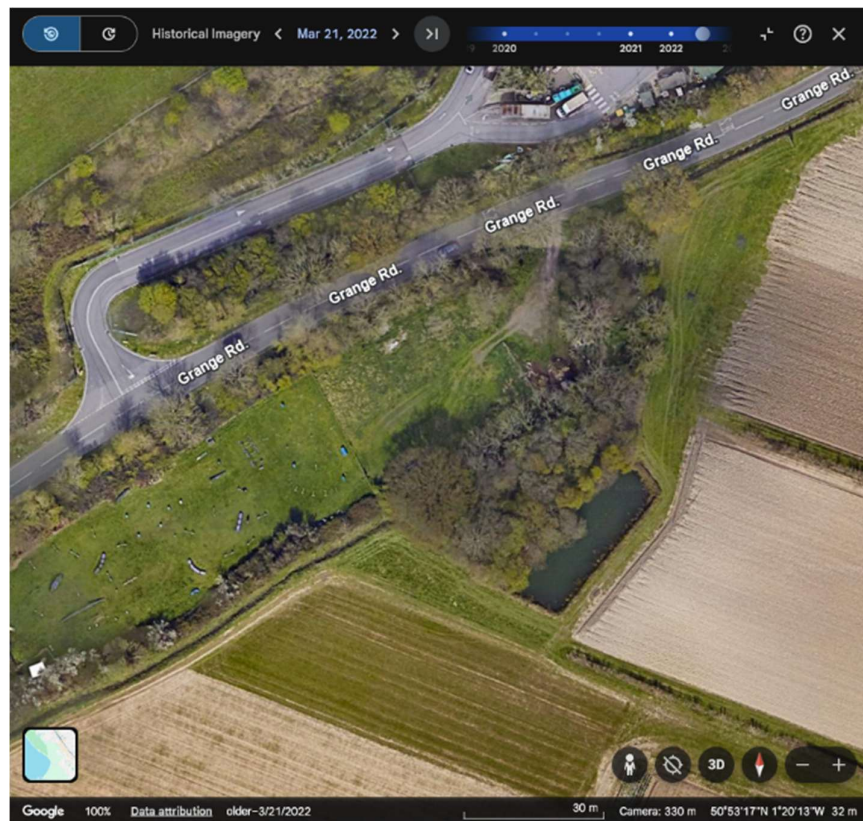
Historic satellite imaging dated April 2020 – Google earth



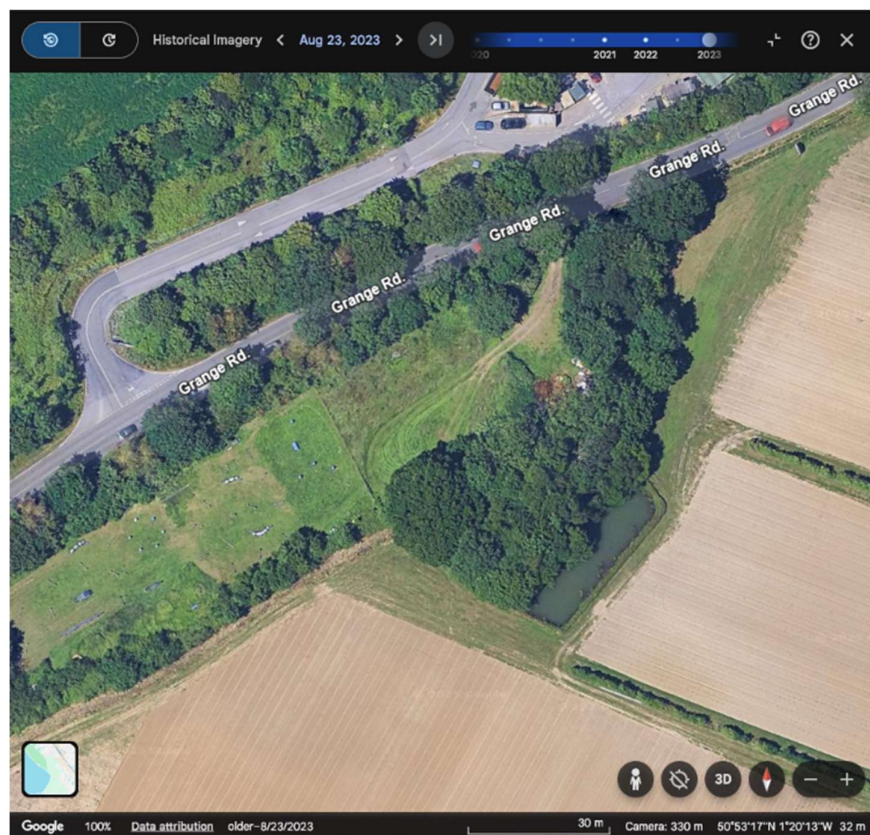
Historic satellite imaging dated May 2020 – Google earth



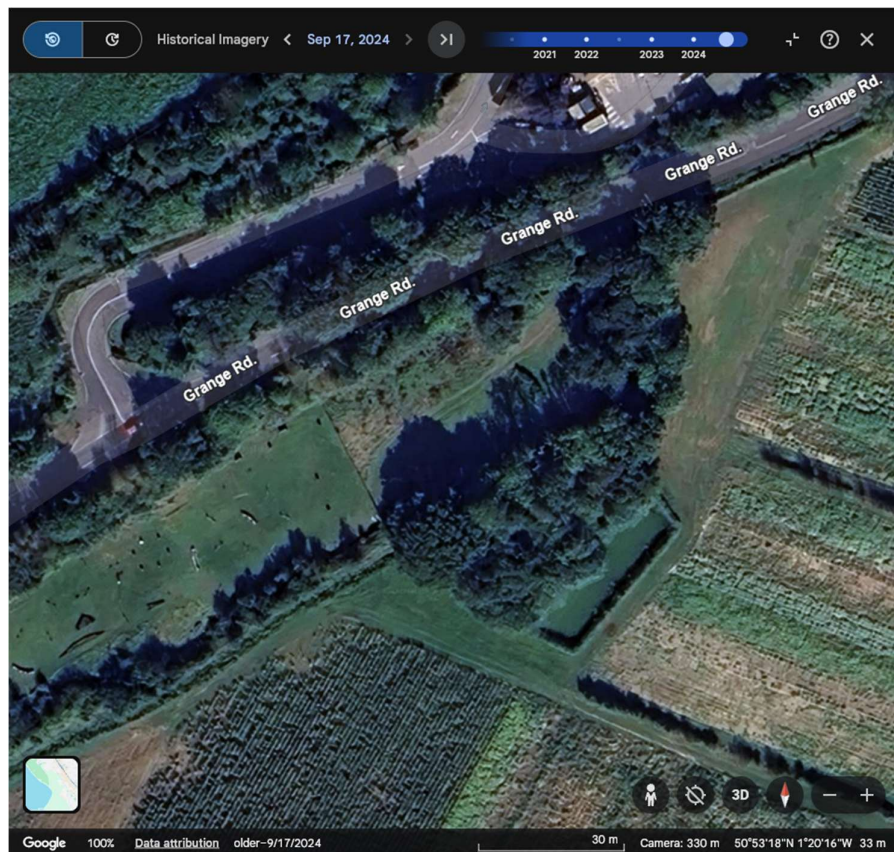
Historic satellite imaging dated 2021 – Google earth



Historic satellite imaging dated 2022 – Google earth



Historic satellite imaging dated 2023 – Google earth



Historic satellite imaging dated 2024 – Google earth



Historic image of entrance dated 2008 – Google street view



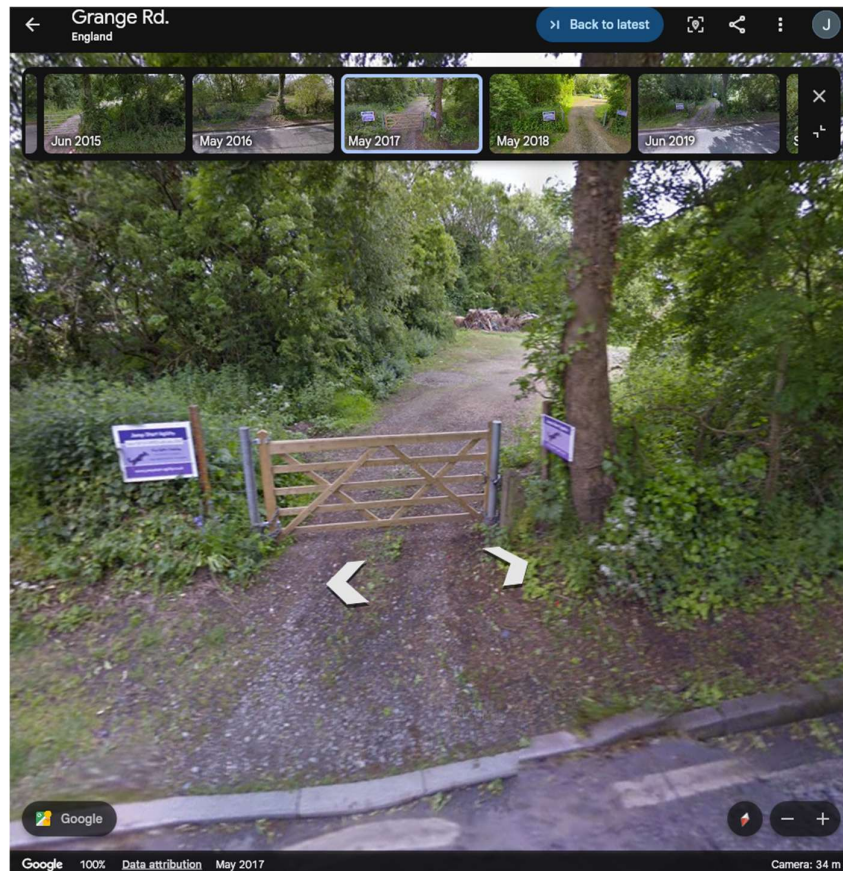
Historic image of entrance dated 2011 – Google street view



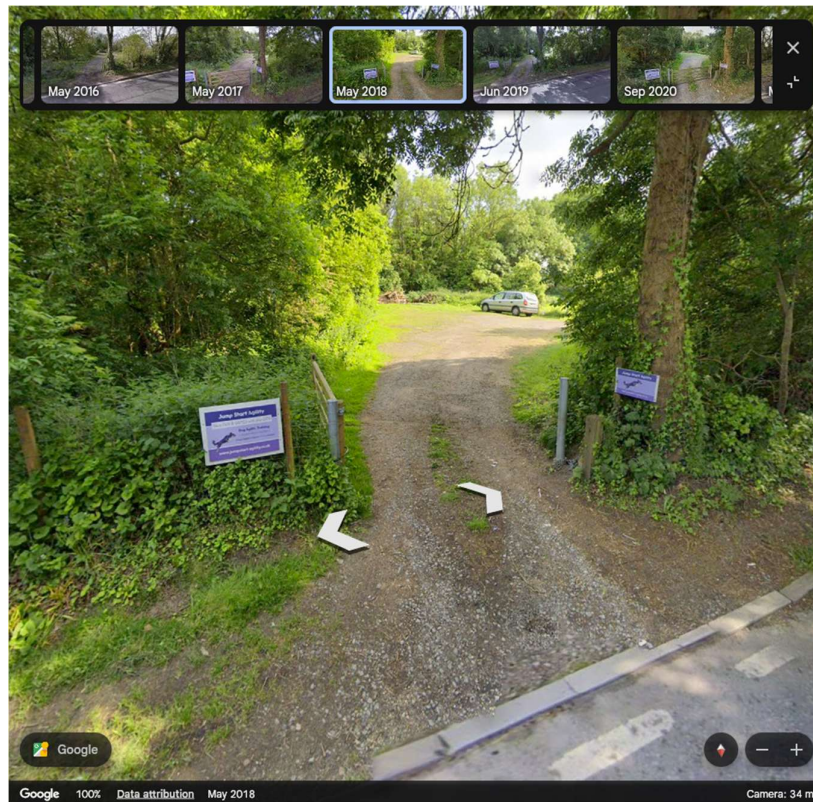
Historic image of entrance dated 2012 – Google street view



Historic image of entrance dated 2014 – Google street view



Historic image of entrance dated 2017 – Google street view



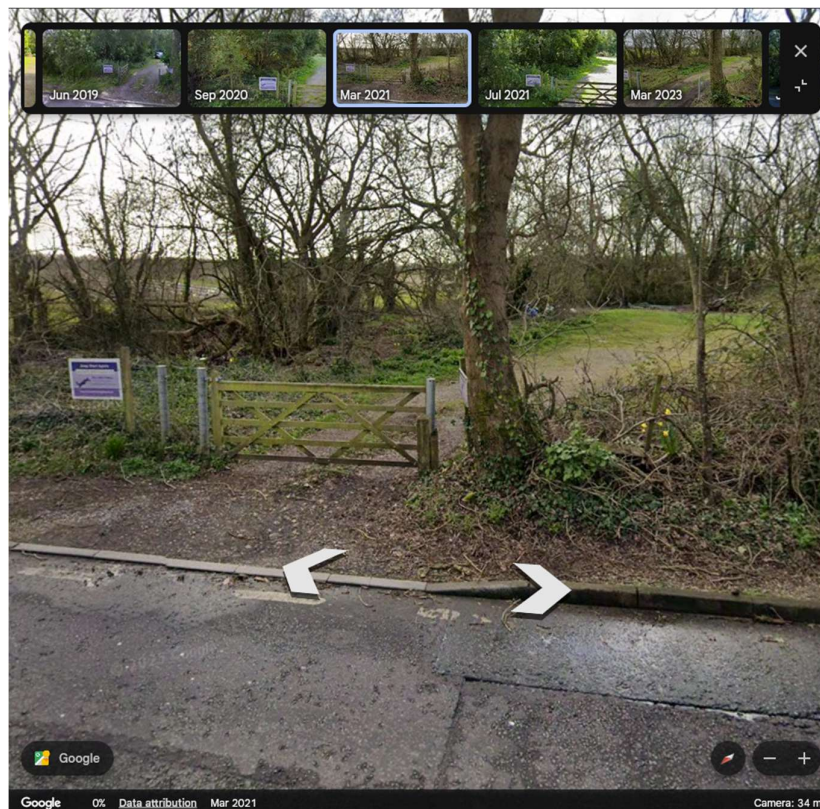
Historic image of entrance dated 2018 – Google street view



Historic image of entrance dated 2019 – Google street view



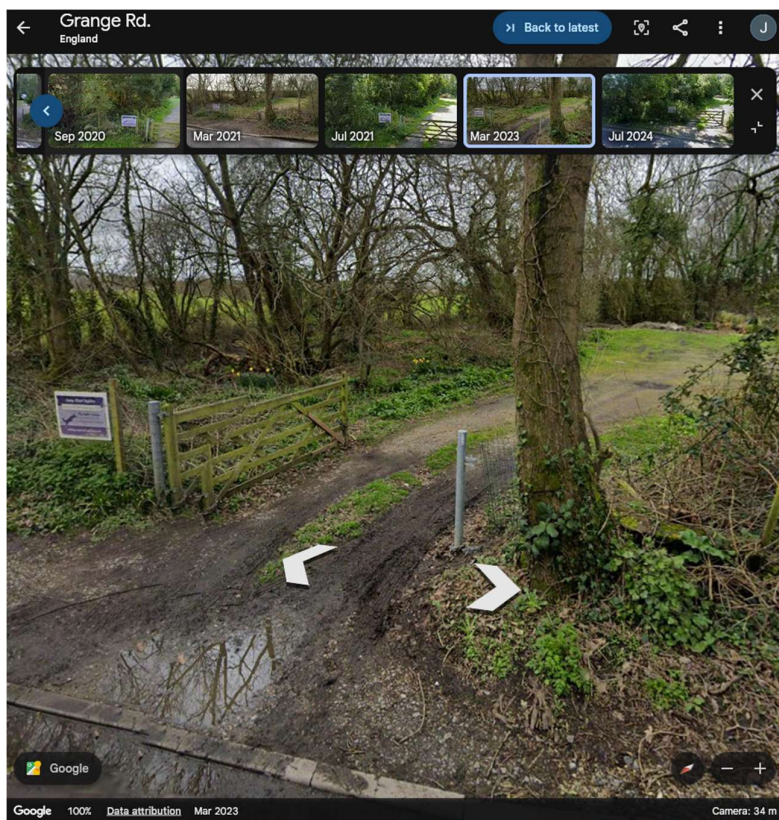
Historic image of entrance dated 2020 – Google street view



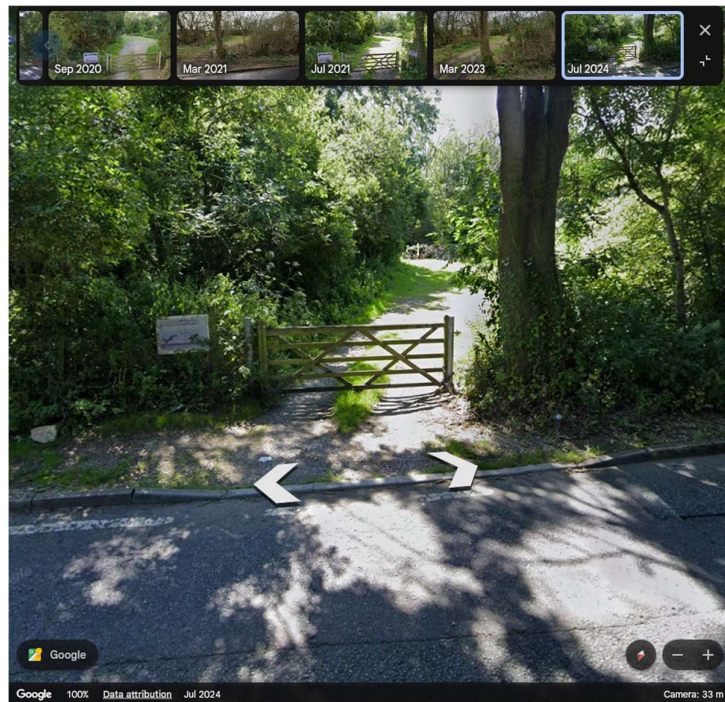
Historic image of entrance dated March 2021 – Google street view



Historic image of entrance dated June 2021 – Google street view



Historic image of entrance dated 2023 – Google street view



Historic image of entrance dated 2024 – Google street view

Appendix 2: Application documents for application F/14/74042

Application documents including Application Form, Plans, and the delegated report accompany this application with references as follows:

APPENDIX 2 PLANNING HISTORY - F1474042 - Officers report

APPENDIX 2 PLANNING HISTORY - F1474042 - Submitted plans

APPENDIX 2 PLANNING HISTORY - F1474042 - Application form