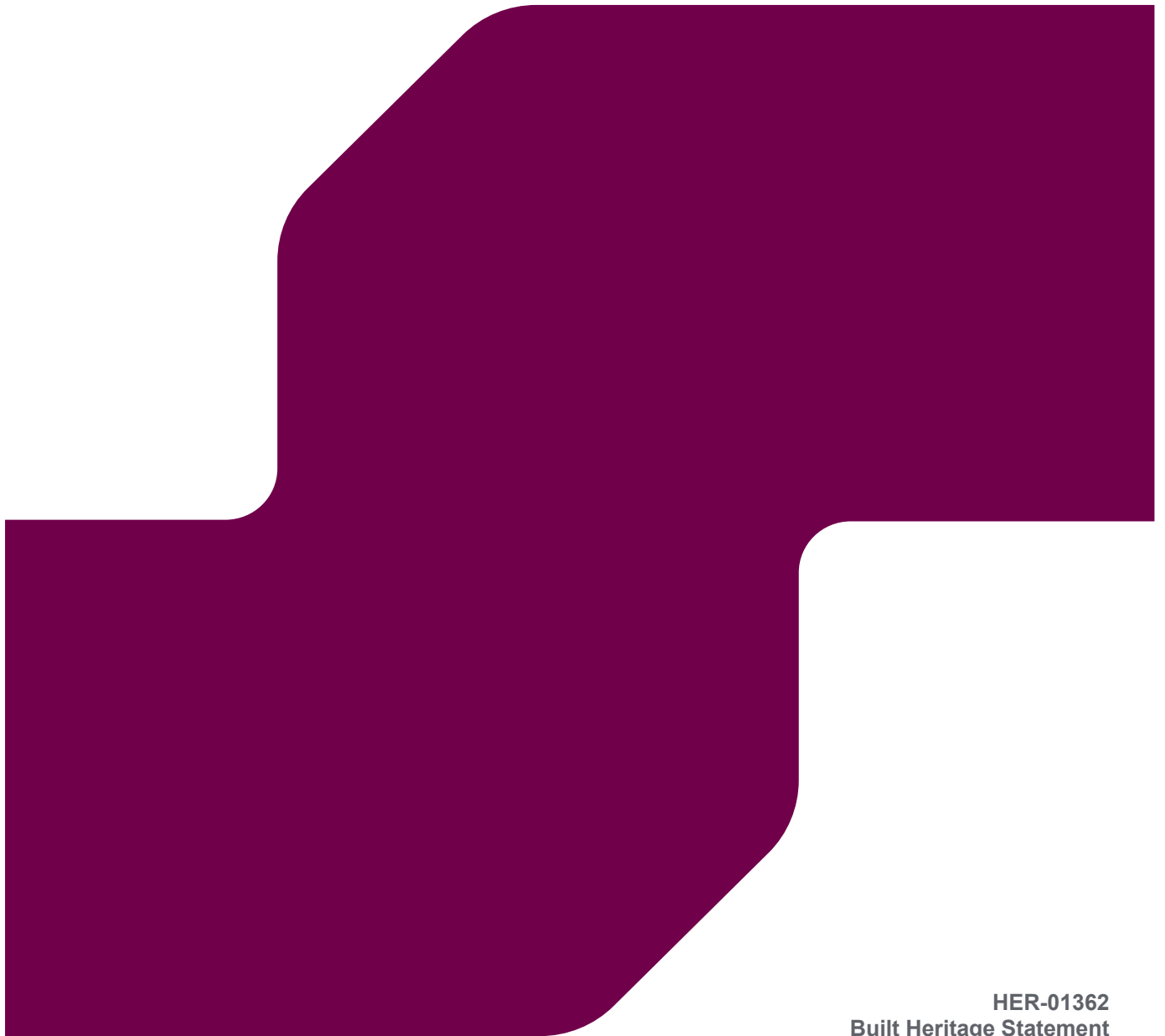


BUILT HERITAGE STATEMENT

Land adjacent to Windhover Roundabout, Bursledon



HER-01362
Built Heritage Statement
Land adjacent to Windhover Roundabout
March 2026

BUILT HERITAGE STATEMENT

Document status

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EXECUTIVE SUMMARY

This Built Heritage Statement has been prepared in accordance with paragraph 207 of the National Planning Policy Framework, which requires that:

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

The proposal is described thus:

"Outline planning application (all matters reserved except for access) for employment development (Use Class B2/B8) of up to 18,580 square metres together with ancillary offices (Use Class E(g)(iii)) and other ancillary buildings, structures, parking, servicing and manoeuvring areas, landscaping and sustainable urban drainage features, following demolition of existing buildings"

The Site lies some c.375m to c.640m north-west of the Bursledon Windmill Conservation Area (including the Grade II* Bursledon Windmill) and some 290m north-west of the locally-listed Miller & Carter roadhouse (formerly Windhover Manor). No other designated or non-designated built heritage assets have been identified as being relevant to this assessment.

This report includes an appraisal of the relevant legislative framework and planning policy at national and local levels, with special regard to policies that relate to developments affecting the setting and significance of built heritage assets. This report also provides a proportionate overview of the history of the Site and its surroundings, an appraisal of the Site's significance and contribution to the significance of other relevant built heritage asset, and an assessment of the potential impacts of the proposed development on that significance.

As a result of intervening distance and modern built development and other visual barriers such as treelines, notably around the Bursledon Windmill Conservation Area, beside the A27 and A3024 and within and around the Windhover Roundabout, the Site has been assessed as making no contribution to the significance of any nearby built heritage assets.

Because of distance, natural screening and intervening modern development, the proposed development will not alter or diminish any existing opportunity to appreciate or understand the significance of any nearby built heritage assets. No change will occur to the character or significance of the Bursledon Windmill Conservation Area. There will be no change to the way in which any built heritage asset within the conservation area, including the Grade II* Bursledon Windmill, is appreciated or understood within its setting. The Site's relationship with all relevant built heritage assets will be unchanged by the proposed development.

The proposed development has been assessed as having no impact (causing no harm) to the significance of any relevant built heritage asset.

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1 INTRODUCTION

- 1.1 This Built Heritage Statement has been researched and prepared by Rob Kinchin-Smith and reviewed by Edward Hawkins of RPS Consulting Services Ltd, on behalf of Wates Developments Limited.
- 1.2 This Built Heritage Statement assesses the potential impacts upon the significance of relevant built heritage assets arising from the proposed development of circa 4.63ha (11.4 acres) of predominantly undeveloped agricultural pasture land at the Windhover Roundabout, Bursledon (the 'Site'). The Site (Fig.1) lies at the intersection of two arterial road routes where the A3024 Bursledon Road and A27 West End Road converge. The Site is located close to Junction 8 of the M27 motorway, which is approximately 450m to the north-east of the Site, connected to Windhover Roundabout via the A3024 Bert Betts Way dual-carriageway.
- 1.3 The built-up edge of the settlement of Bursledon is located to the south and south-west of the Site, on the opposite side of the Windhover roundabout. The Site lies adjacent to a 21st Century residential development and a large Tesco supermarket to the south. To the north and north-east of the Site is deciduous woodland as well as open grassland. To the east is a row of mid-20th-century detached and semi-detached houses with fields and woodland to the rear.
- 1.4 This report includes an appraisal of the relevant legislative framework and planning policy at national, strategic and local levels, with special regard to policies that relate to developments affecting the significance of built heritage assets. This provides an overview of the history of the Site and its surroundings, an appraisal of the Site's significance and contribution to the significance of other relevant built heritage assets, and an assessment of the potential impacts of the proposed development on that significance.
- 1.5 This report satisfies the requirements of paragraph 207 of the NPPF and provides sufficient information to reach a decision in respect of built heritage matters.
- 1.6 This Built Heritage Statement should be read in conjunction with the other supporting documents that accompany this planning submission.
- 1.7 All photos, maps and plans are for illustrative purposes only.

2 LEGISLATIVE AND PLANNING POLICY FRAMEWORK

- 2.1 The current national legislative and planning policy system identifies, through the National Planning Policy Framework (NPPF), that applicants should consider the potential impact of development upon 'heritage assets'. This term includes: designated heritage assets which possess a statutory designation (for example listed buildings and conservation areas); and non-designated heritage assets, typically identified by Local Planning Authorities (LPAs) and incorporated into a Local List and/or recorded on the Historic Environment Record.

Legislation

- 2.2 Where any development may affect certain designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard to their impact on designated heritage assets. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.3 The relevant legislation in this case extends from section 66 of the 1990 Act which states that special regard must be given by the decision maker, in the exercise of planning functions, to the desirability of preserving or enhancing listed buildings and their setting.
- 2.4 The meaning and effect of these duties have been considered by the courts, including the Court of Appeal's decision in relation to Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council [2014] EWCA Civ 137.
- 2.5 The Court agreed within the High Court's judgement that Parliament's intention in enacting section 66(1) was that decision makers should give '*considerable importance and weight*' to the desirability of preserving (i.e. keeping from harm) the setting of listed buildings.

National Planning Policy

National Planning Policy Framework (Ministry of Housing, Communities and Local Government, December 2024)

- 2.6 The NPPF is the principal document that sets out the Government's planning policies for England and how these are expected to be applied.
- 2.7 It defines a heritage asset as a: '*building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest*'. This includes both designated and non-designated heritage assets.
- 2.8 Section 16: Conserving and Enhancing the Historic Environment relates to the conservation of heritage assets in the production of local plans and decision taking. It emphasises that heritage assets are '*an irreplaceable resource, and should be conserved in a manner appropriate to their significance*'.
- 2.9 For proposals that have the potential to affect the significance of a heritage asset, paragraph 207 requires applicants to identify and describe the significance of any heritage assets that may be affected, including any contribution made by their setting. The level of detail provided should be proportionate to the significance of the heritage assets affected. This is supported by paragraph 208, which requires LPAs to take this assessment into account when considering applications.
- 2.10 Under '*Considering potential impacts*' paragraph 212 states that '*great weight*' should be given to the conservation of designated heritage assets, irrespective of whether any potential impact equates to total loss, substantial harm or less than substantial harm to the significance of the heritage assets.
- 2.11 Paragraph 214 states that where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is

necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 215 requires this harm to be weighed against the public benefits of the proposed development.

- 2.12 Paragraph 219 of the NPPF states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
- 2.13 Paragraph 220 of the NPPF states that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 214 or less than substantial harm under paragraph 215, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

National Guidance

Planning Practice Guidance (DCLG)

- 2.14 The Planning Practice Guidance (PPG) has been adopted to aid the application of the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle.
- 2.15 The PPG defines the different heritage interests as follows:
- archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
 - architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
 - historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.
- 2.16 Key elements of the guidance relate to assessing harm. It states that substantial harm is a high bar that may not arise in many cases. It also states that while the level of harm will be at the discretion of the decision maker, generally substantial harm is a high test that will only arise where a development seriously affects a key element of an asset's special interest. It is the degree of harm, rather than the scale of development, that is to be assessed.

Overview: Historic Environment Good Practice Advice in Planning

- 2.17 Historic England have published a series of documents to advise applicants, owners, decision-takers and other stakeholders on managing change within the historic environment. These include Historic Environment Good Practice Advice in Planning (GPAs) documents and Historic England Advice Notes (HEANS).

GPA2: Managing Significance in Decision-Taking in the Historic Environment (March 2015)

- 2.18 This document provides advice on numerous ways in which decision making in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to that significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured, staged approach to the assembly and analysis of relevant information:
1. Understand the significance of the affected assets;
 2. Understand the impact of the proposal on that significance;
 3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
 4. Look for opportunities to better reveal or enhance significance;
 5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance balanced with the need for change; and
 6. Offset negative impacts to significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

GPA3: The Setting of Heritage Assets (Second Edition; December 2017)

- 2.19 This advice note focuses on the management of change within the setting of heritage assets. This document replaces GPA3: The Setting of Heritage Assets (March 2017) and Seeing History in the View (English Heritage, 2011) in order to aid practitioners with the implementation of national legislation, policies and guidance relating to the setting of heritage assets found in the 1990 Act, the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 and 2015 documents and does not present a divergence in either the definition of setting or the way in which it should be assessed.
- 2.20 As with the NPPF the document defines setting as *‘the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve’*. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset, or the ability to appreciate that significance. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.
- 2.21 While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, and thus the way in which an asset is experienced, setting also encompasses other environmental factors including noise, vibration and odour. Historical and cultural associations may also form part of the asset’s setting, which can inform or enhance the significance of a heritage asset.
- 2.22 This document provides guidance on practical and proportionate decision making with regards to the management of change within the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects.

- 2.23 The document also states that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting, and that different heritage assets may have different abilities to accommodate change without harming their significance. Setting should, therefore, be assessed on a case-by-case basis.
- 2.24 Historic England recommends using a series of detailed steps in order to assess the potential effects of a proposed development on significance of a heritage asset. The 5-step process is as follows:
1. Identify which heritage assets and their settings are affected;
 2. Assess the degree to which these settings and views make a contribution to the significance of a heritage asset(s) or allow significance to be appreciated;
 3. Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;
 4. Explore ways to maximise enhancement and avoid or minimise harm; and
 5. Make and document the decision and monitor outcomes.

HEAN12: Statements of Heritage Significance: Analysing Significance in Heritage Assets (October 2019)

- 2.25 This advice note provides information on how to assess the significance of a heritage asset. It also explores how this should be used as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).
- 2.26 Historic England notes that the first stage in identifying the significance of a heritage asset is by understanding its form and history. This includes the historical development, an analysis of its surviving fabric and an analysis of the setting, including the contribution setting makes to the significance of a heritage asset.
- 2.27 To assess the significance of the heritage asset, Historic England advise to describe various interests. These follow the heritage interest identified in the NPPF and PPG and are: archaeological interest, architectural interest, artistic interest and historic interest.

Adopted Local Planning Policy

- 2.28 In considering any planning application for development, the planning authority will be mindful of the framework set by government policy, in this instance the NPPF, by the relevant Local Plan and by other material considerations.

Eastleigh Borough Local Plan (2016-2036)

- 2.29 The Eastleigh Borough Local Plan (2016-2036) was adopted in April 2022 and contains the following policies relevant to this assessment:

Strategic policy S1, Delivering sustainable development

1. *To be sustainable, new development in the Borough should:*
 - i. *maintain local environmental quality, including avoiding damage to, and where possible enhancing, the existing valued urban and rural environments in the Borough and heritage assets;*

Strategic policy S5, New development in the countryside

2. *In permitting new development in the countryside the Borough Council will seek to:*
 - a. *avoid adverse impacts on the rural, woodland, riparian or coastal character, the intrinsic character of the landscape including the avoidance of adverse landscape impacts on areas*

adjoining national parks and their settings, the significance of heritage assets and on the biodiversity of the area;

Strategic Policy S8, Historic environment

1. *The Borough Council will continue to conserve and/or enhance the Boroughs heritage assets in a manner appropriate to their significance. This includes all heritage assets including listed buildings and structures, Conservation Areas as designated on the policies map, landscapes and archaeology. This will be through the preparation of Conservation Area Appraisals and Management Plans and other strategies and in the determination of planning applications for new development (see policy DM12). This will involve:*
 - a. *identifying the assets by means of an on-going programme of survey and review;*
 - b. *identifying their key features and measures to manage and enhance these, e.g. through Conservation Area Appraisals;*
 - c. *restricting development likely to harm them or their settings through management of development proposals; and*
 - d. *encouraging development that enhances them, ensures their long-term management and maintenance and where possible, enables public enjoyment and the interpretation of the asset.*

Policy DM1, General criteria for new development

1. *All new development should (as relevant):*

iii. the significance of heritage assets;

Policy DM12, Heritage assets

1. *Development of a heritage asset or within its setting will be permitted provided it does not harm or detract from the significance or special interest of the asset, and sustains and enhances its special character and qualities. The more important the asset, the greater the weight that should be accorded to this criterion. Permission for development which results in substantial harm to, or loss of, designated assets of the highest significance will be wholly exceptional. Development which involves the demolition or destruction of any part of other heritage assets will not be permitted unless its removal or replacement would enhance or better reveal the significance of the asset. In these circumstances, the developer will be required to record and advance understanding of the significance of any heritage assets to be lost, in a manner appropriate to their importance and the impact, and to make this evidence publicly accessible.*
 - a. *Development that affects an archaeological site either above or below ground that is already identified or discovered through development proposals will only be permitted provided:*
 - i. *if the remains cannot be preserved in situ, the clear and convincing overriding public benefits of the development that cannot be achieved by any other means is sufficient to outweigh the value of the remains; and*
 - ii. *prior to the commencement of the development, provision has been made for a programme of archaeological investigation and recording and for this evidence to be made publicly accessible;*
 - b. *It achieves a high standard of design which respects and complements the character and qualities of the heritage asset(s);*
 - c. *Where necessary, it secures the long-term future maintenance and management of the asset;*
 - d. *Where possible, it enables public enjoyment and interpretation of the asset; and*

- e. A heritage statement is submitted with the application explaining the significance of the assets affected including the contribution made by their setting, at a level of detail proportionate to the asset's significance; the impact of the proposal on the significance of the asset; and how proposals have been developed to avoid harm or, if this is not possible, minimise the harm; with mitigation measures proposed.*
- 2. In permitting development involving a heritage asset the Borough Council may seek a legal agreement to secure the long-term management and enhancement of the asset.*
- 3. The Council will monitor buildings or other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk through discussions with owners and willingness to consider positively development schemes that would ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers.*

3 HISTORIC BUILT ENVIRONMENT APPRAISAL

Introduction

- 3.1 This Section (3) provides an overview of the historical development of the Site and vicinity, and identifies the relevant built heritage assets. Subsequently, an assessment of the significance of any relevant built heritage assets, is given, including an assessment of the contribution of their setting and the Site to that significance.
- 3.2 An assessment of the potential impacts of the proposed development on the significance of relevant built heritage assets is given in Section 4.

Historic Development

Historic Map Regression Exercise

- 3.3 Historic mapping of the Site and its surroundings is provided at Figures 3 to 15 below.
- 3.4 The earliest maps (Taylor's 1759 Map of Hampshire of 1759 (Figure 3) and Thomas Milne's 1791 Map of Hampshire (Figure 4) are very small scale and lacking in detail. They nevertheless suffice to show the Site as lying in the vicinity of the boundary between the historic Netley and Bursledon Commons. The Milne map is the first to show the original Bursledon post mill of 1758.
- 3.5 The 1806 Ordnance Survey Drawing (Figure 5) and C. & J. Greenwood's 1826 Map of Hampshire (Figure 6) are more detailed and topographically reliable, and both show the Site as undeveloped common heathland, bounded by Bursledon Road (now the A3024) and West End Lane (now the A37). The 1838 Hound Parish, Hampshire Tithe Map (Figure 7) shows the Site as being bisected by a minor footpath. The 1869 Ordnance Survey map (Figure 8) shows further development of the local road network, but the Site remains shown as undeveloped common / heath, with no nearby buildings.
- 3.6 The 1896 Ordnance Survey (Figure 9) shows several small dwellings and gardens where the Windhover Roundabout now is, whilst a large villa set in wider grounds and named Bursledon Towers has been built over the present site of a Tesco superstore. By the 1908 Ordnance Survey map (Figure 10) this little nucleus of development had been joined by a villa called Windhover (subsequently lost to the Windhover Roundabout) and by the locally-listed Miller & Carter Steakhouse, then a villa called Evysley. The 1967 Ordnance Survey map (Figure 11) shows the construction of a ribbon of development on the east side of West End Road and on Peewit Hill; and construction of other houses that were later lost to the Windhover Roundabout. Bursledon Road had been widened significantly by this time, removing the Site's earlier western boundary.
- 3.7 The 1978 Ordnance Survey map (Figure 12) shows the Site as comprising a 'Smallholding', together with the larger of the modern barns that at present occupy the south-eastern corner of the Site. West End Road is shown to have been widened, removing the Site's earlier eastern boundary. The most notable change to the area has been the construction of the M27, the A3024 Bert Betts Way dual-carriageway and the Windhover Roundabout to the Site's south.
- 3.8 The 1999, 2018 and 2024 aerial photographs (Figures 13-15) do not show any notable change, other than the construction of several small barns on the Site. These aerial photographs also indicate the maturation of the tree-screening within and around the Windhover Roundabout, and on the modern A3024 Bert Betts Way dual-carriageway.

Site Assessment and Identification of Built Heritage Assets

Site Assessment

- 3.9 The Site comprises circa 4.63ha (11.4 acres) of predominantly undeveloped agricultural pasture land on the north side of the Windhover Roundabout, at the intersection of two arterial road routes into Southampton, where the A3024 Bursledon Road and A27 West End Road converge. The Site is located close to Junction 8 of the M27 motorway, which lies approximately 450m to the north-east of the Site, connected to Windhover Roundabout via the A3024 Bert Betts Way dual-carriageway.
- 3.10 The built-up edge of the settlement of Bursledon is located to the south and south-west of the Site, on the opposite side of Windhover roundabout, including much modern residential development and a large Tesco supermarket. To the north and north-east of the Site is deciduous woodland as well as open grassland. To the east is a row of detached and semi-detached mid-century houses. The few mid-century farm buildings on the Site are of no architectural or historic interest.
- 3.11 The Site is characterised in the Hampshire Historic Landscape Characterisation as ‘Parliamentary Fields’. It is unrelieved by any earthworks of note and all buildings and boundaries within the Site are modern, as are the Site’s boundaries to Bursledon Road (A3024), West End Road (A27) and the Windhover Roundabout.
- 3.12 The Site does not contain any designated or non-designated built heritage assets, nor does it lie within or adjacent to any conservation area. The Site forms no part of the way in which any built heritage asset is experienced or understood within its setting.



Plate 1: View looking west across the Site from the A27 West End Road



Plate 2: View looking south-east across the Site to the wooded Windhover roundabout, as seen from the Site's north-western boundary



Plate 3: Zoomed view looking south-east across the Site, looking south-east towards the Bursledon Windmill Conservation Area and Miller & Carter (both screened from view by mature and semi-mature trees on and around the Windhover Roundabout and on Providence Hill)

Identification of Built Heritage Assets

- 3.13 A plot of designated built heritage assets within an 1km radius of the Site is given as Figure 2. This radius was informed by a site visit and is proportionate to the scale of the proposed development and Site context to identify potentially relevant built heritage assets. Not all built heritage assets shown on Figure 2 have the potential to be affected by the proposed development.
- 3.14 Built heritage assets that are not considered to have the potential to be affected by the proposed development are not carried forward for detailed assessment. Specifically, the proposed development is not considered to affect the significance of an asset where the proposals have been

assessed as not changing the way in which that asset is presently experienced or understood.

Dodwell Cottage (Grade II) and Crofton House (local list), Dodwell Lane

- 3.15 The Grade II Dodwell Cottage and locally-listed Crofton House (now Freehills Lodge) respectively lie 690m and 750m E.N.E. of the Site. The former is a 2.5 storey vernacular brick farmhouse dating to 1716, the latter a small mid-Victorian painted brick villa. Both lie on the edge of modern residential development characterised by the available Hampshire Historic Landscape Characterisation Data as 'Recent Settlement'. Both are entirely screened from the Site by the dense woodland planting surrounding the M27, Junction 8 and the A3024 Bert Betts Way dual-carriageway and by further woodland to the south of Peewit Hill to the Site's east. Because of distance, more proximate modern development and experiential and visual separation, the experience of these building within their setting has no potential to be changed by the proposed development. As the Site does not form part of the setting of these built heritage assets, proposed development will have no impact or effect on their significance, these heritage assets are therefore not discussed further in this Built Heritage Statement.

Redcross Farmhouse and The Thatched Cottage, Portsmouth Road (both Grade II) and Laurel House, Brook Cottage, Rose House, Idaho, Nevada, The Linden Tree PH and Pine View (local list), Bursledon

- 3.16 This cluster of Listed and locally-listed dwellings lie between Portsmouth Road and the northern edge of the Old Bursledon Conservation Area lie at distances of between 850m and 1km south of the Site. The Listed buildings comprise a 17th-century vernacular former farmhouse and an 18th-century cottage orné, both now subsumed by 20th-century urban development on Portsmouth Road and a small cluster of mid- and later-Victorian brick cottages, within further 20th-century development on School Lane, Bursledon. As a result of intervening distance, modern development and experiential and visual separation, the experience of these buildings within their settings has no potential to be changed by the proposed development. As the proposed development will have no impact or effect on the significance of these heritage assets, these heritage assets are not considered further in this Heritage Statement.

Bursledon Windmill (Grade II*), Granary at Bursledon Windmill ('Hiltingbury Granary') (Grade II), 'Chineham Barn' (undesignated) and Bursledon Windmill Conservation Area, Windmill Lane, Bursledon

- 3.17 This group of assets lies some 375m to 640m south-east of the Site. The group comprises the Grade II* Bursledon Windmill, a tower mill of 1813-14 that has been restored to working order by the Hampshire Buildings Preservation Trust between 1978 and 1991, together with a relocated Grade II-Listed 18th-century timber-framed granary, a relocated non-designated 16th-century threshing barn and a small conservation area encompassing the immediate setting of these designated and non-designated heritage assets, and including a 19th-century former Mill House and nos.1 and 2 Windmill Cottages and a more modern property, Hillcrest Lodge.
- 3.18 Due to the nature and function of a windmill, Bursledon Windmill was erected on a hilltop in an exposed location. Whilst the Site is not currently visible from the Bursledon Windmill Conservation Area or its immediate surroundings, the proposed development has the potential to change the setting, and affect the significance, of this group of assets by virtue of its height. These assets are therefore carried forward in this Built Heritage Statement
- 3.19 While there is no legislative imperative to conserve the settings of conservation areas, the alteration of the settings of conservation areas is acknowledged in the NPPF and Local Planning Policy as having the potential to affect their significance. The potential impacts arising from change to the setting of a conservation areas is understood in terms of the impact arising to their significance as a whole, i.e. the significance of the entire designation.

- 3.20 The degree to which the proposed development would change the setting and affect the significance of the Bursledon Windmill Conservation Area and its historic buildings, if any, is assessed in Section 4 below.

Miller & Carter (formerly Windhover Manor), Providence Hill

- 3.21 The Miller & Carter steakhouse on Providence Hill is a locally-listed late-Victorian, red brick and faux timber frame arts-and-crafts-inspired villa, latterly converted and extended as a roadhouse. Whilst the building's use and setting have undergone extensive change during the 20th Century, the building lies only some 270m south of the Site, separated by an extensive and well treed customer carpark and the Windhover Roundabout. Because of this physical proximity, there is the potential for the proposed development to represent a change to the building's setting, and thus affect the significance, of this locally-listed building. This building is therefore carried forward for detailed assessment in Section 4 below.

Old Bursledon Conservation Area

- 3.22 The Old Bursledon Conservation Area lies more than 1km from the Site, separated by extensive 20th-century suburban development and local tree-cover and topography. It thus falls outside the scope of this Built Heritage Statement



Plate 4: View of the Grade II* Bursledon Windmill, looking north-west towards the Site



Plate 5: View looking south-east showing the non-designated 16th-century 'Chineham Barn' (left) and Grade II Granary at Bursledon Windmill ('Hiltingbury Granary'), with the posts of the reefing stage of the Bursledon Windmill just visible on the far right



Plate 6: View of the non-designated Mill House at Bursledon Windmill, as seen looking south from, Windmill Lane. The house is now a private residence and is separated from the windmill with a belt of trees



Plate 7: View of the locally-listed Miller & Carter steakhouse (formerly Evysley), looking north-west towards the Windhover Roundabout and the Site from the junction of Windmill Lane and Goslings Turning



Plate 8: View of the large modern rear extensions to the locally-listed Miller & Carter steakhouse (formerly Evysley), looking south-east from its extensive car-parking



Plate 9: View looking north-west from the locally-listed Miller & Carter steakhouse (formerly Evysley), looking over its extensive car-parking towards the Windhover Roundabout and the Site beyond

4 PROPOSALS AND ASSESSMENT OF SIGNIFICANCE AND IMPACT

Proposals

- 4.1 For the purposes of this outline planning application, the Description of Development is as follows:
- 4.2 *“Outline planning application (all matters reserved except for access) for employment development (Use Class B2/B8) of up to 18,580 square metres together with ancillary offices (Use Class E(g)(iii)) and other ancillary buildings, structures, parking, servicing and manoeuvring areas, landscaping and sustainable urban drainage features, following demolition of existing buildings”*
- 4.3 In particular, the Proposed Development will mainly comprise:
- Site preparation works, including vegetation removal and creation of development plateaux;
 - Provision of up to circa 18,580 sqm (200,000 sq ft) of floorspace comprising up to circa 17,187 sqm (185,000 sq ft) of B2 / B8 accommodation with a maximum ridge height of 15 metres and circa 1,393 sqm (15,000 sq ft) of ancillary office and other space;
 - Provision of private vehicle car parking and HGV spaces, together with service yards and HGV loading spaces;
 - Provision of ancillary external structures such as sprinkler tanks;
 - Creation of site access from A3024 Bursledon Road and A27 West End Road, together with provision of signals and other works to the existing highway; and
 - Provision of hard and soft site landscaping, including new planting and provision of swales and other sustainable urban drainage features.

Assessment of Significance and Potential Impacts

Significance and the Potential Impacts to the Significance of Bursledon Windmill (Grade II*), Granary at Bursledon Windmill (‘Hiltingbury Granary’) (Grade II), ‘Chineham Barn’ (undesigned) and Bursledon Windmill Conservation Area, Windmill Lane, Bursledon

Significance

- 4.4 Bursledon Windmill (NHLE ref. 1281479) is listed at Grade II* for its more than special significance in a national context. It is a rare surviving example of a traditional tower mill containing its original timber machinery, the latter of which being the principal reason for the Grade II* Listing.
- 4.5 The present mill, dating to 1813-14, is thought to incorporate some machinery from an 18th-century post mill that had been located at this position. With its wooden machinery, the mill was considered archaic by Victorian standards and fell into disuse as early as 1885. A flat roof was placed on the cap frame, preserving the machinery within the tower. Between 1978 and 1991, the mill was restored by the Hampshire Buildings Preservation Trust, with assistance from the County Council. The sails were replaced in 1990 and the mill opened to the public in May 1991. Extensive further restoration was carried out 2012-14, restoring the mill to full working order.
- 4.6 Today the windmill, barn and granary are owned by Hampshire Buildings Preservation Trust (Ltd). In 2014 the windmill was sublet by Hampshire County Council to the Hampshire Cultural Trust as part of a larger transfer of museums from Hampshire County Council and Winchester City Council. In April 2024 the windmill closed to the public for financial reasons. The sails have been removed for safe-keeping and there are no plans for them to be put back in situ.

- 4.7 Being Listed at Grade II* on account of its early and relatively complete historic internal machinery, the windmill is clearly of enhanced architectural, evidential and historical significance. The tall, tapering form of the brick tower is of aesthetic value, but its aesthetic value is currently diminished with the sails having been removed for storage. Whilst the Hiltingbury Granary and Chineham Barn have both been relocated to the windmill site from other locations, the collection of buildings now have value as a group of vernacular grain-related structures. When in working order and open to the public, the group possesses a degree of communal value as a heritage attraction, marketed as Hampshire's only working windmill.

Setting

- 4.8 Despite the group's hilltop location c.375m to c.640m of the Site, the Bursledon Windmill Conservation Area is very largely enclosed by trees and built development and the group's setting makes only a negligible contribution to the group's heritage significance. This is confirmed by the Conservation Area Appraisal, which states:

- Spaces

4.3 Space is constrained around the windmill, with the boundary to the Mill House within a metre of the structure; and a small area of grass around the barn and granary. The gravelled car park is also small. The site feels more constrained due to the height and density of the surrounding tree screens and woodland. To the north east, the woodland is privately owned and public access is restricted.

- Views

4.4 Views within the conservation area are severely constrained as a result of the tree screens and woodland. The view from the reefing stage of the windmill offers views (south) to Bursledon Recreation Ground and across to the Isle of Wight on a clear day.

- Landscape Setting

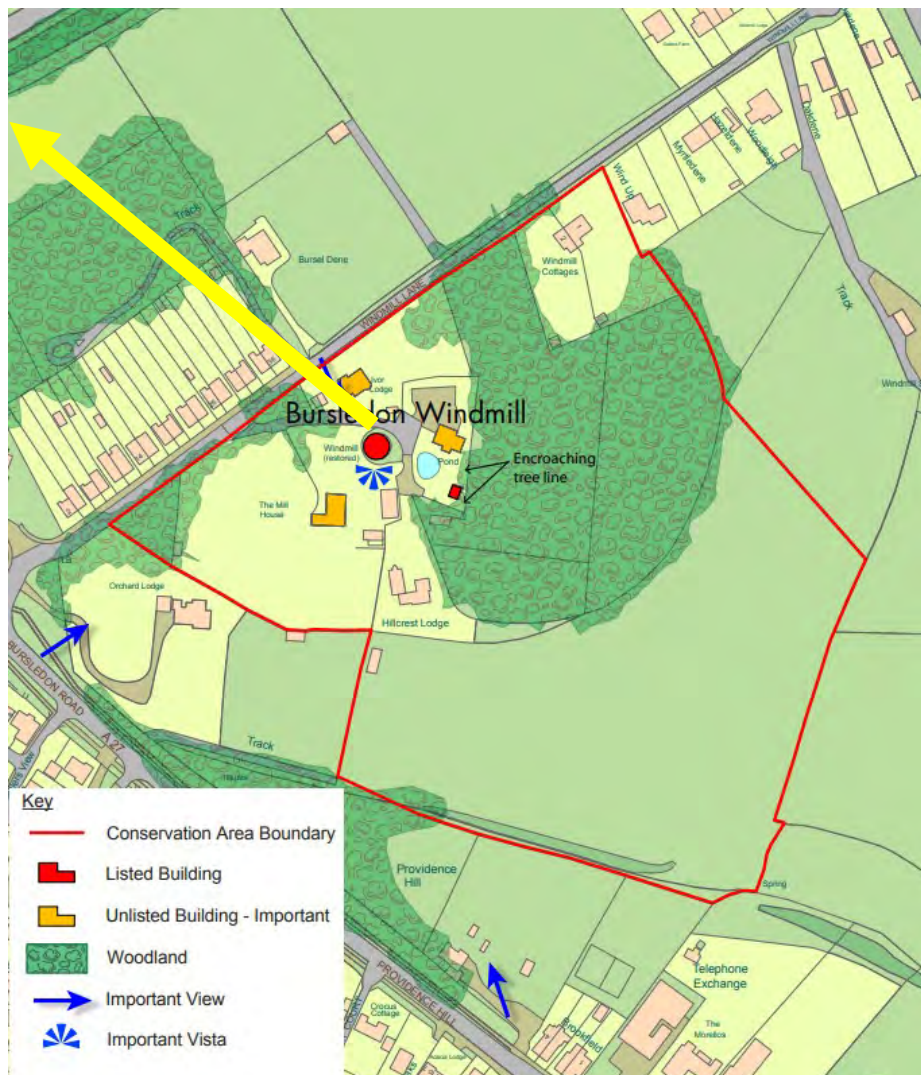
4.6 Whilst the mill is sited on the top of a hill, in what would have originally been a very exposed position, the tree growth since the 1880s has created tall, dense screens, meaning the mill is hidden from view in many areas and the wind power needed to turn the sails is inhibited.

4.7 The conservation area has tree screens along the northwest and southwest boundaries which form part of the immediate setting of the mill and hide it from general view. At present the northwest screening does not inhibit wind flow because it is not too densely packed. However, if the line of trees to the southwest were to increase in height, the wind flow would be obstructed. As this is the main wind corridor for milling this would cause considerable problems for the working mill. Beyond the site, to the north-northwest, there is another line of trees that will cause a problem to the wind corridor in that direction if it continues to grow.

4.8 To the northeast of the mill is woodland, Windmill Fields Woods, approximately 1.5 hectares, which occupies a similar role, both in terms of screening and to a lesser extent, inhibiting wind flow. A usable wind from this direction is normally experienced for a minimum of one month a year.

Contribution of Setting, Including the Site to Significance

- 4.9 The only views outward from within the Conservation Area or its vicinity are those towards the south, as shown below, and even this is strongly filtered by trees.



Map 3 of the Bursledon Windmill Conservation Area Appraisal – “Architectural Character and Landscape”, with direction to the Site shown arrowed in yellow, showing woodland, ‘Important Views’ and ‘Important Vista’



Plate 10: Oblique drone view looking north-west towards the Site over the Bursledon Windmill, showing the extensive tree-cover to the north and west of Bursledon Windmill. The curved horizon is a product of the fish-eye technology. The Windmill sits on a relatively flat plateau

Potential Impacts of the Proposed Development on the Significance of the Bursledon Windmill (Grade II*), Granary at Bursledon Windmill ('Hiltingbury Granary') (Grade II), 'Chineham Barn' (undesigned) and Bursledon Windmill Conservation Area, Windmill Lane, Bursledon

- 4.10 The proposed development will not change the experience of being within this conservation area in any notable way, as no change to its overall character will occur, nor will the proposed development alter or detract from the experience of any designated or non-designated built heritage asset within the conservation area.
- 4.11 Because of distance, topography and established tree-cover between the Conservation Area and the Site, as well as more proximate modern development including the Windhover Roundabout and A3024 Bert Betts Way dual-carriageway, no potential impacts (causing no harm) to the heritage significance of the Bursledon Windmill (Grade II*), Granary at Bursledon Windmill ('Hiltingbury Granary') (Grade II), 'Chineham Barn' (undesigned) and Bursledon Windmill Conservation Area are identified as arising from the proposed development.

Significance and the Potential Impacts to the Significance of the locally-listed Miller & Carter (formerly Windhover Manor), Providence Hill

Significance

- 4.12 As noted in Section 3, the Miller & Carter Steakhouse on Providence Hill is a locally-listed late-Victorian, red brick and faux timber-frame arts-and-crafts-inspired villa (formerly named Evysley, later named Windhover Manor). The building has been converted and greatly extended to function as a restaurant / roadhouse. Whilst the building's use and setting have undergone extensive change during the 20th Century, the building lies only some 270m south of the Site, separated by an extensive and well treed customer carpark and the Windhover Roundabout.
- 4.13 Whilst greatly extended in modern times as a roadhouse, the building remains a legible example of a larger 19th-century house, that pre-dating the establishment of Eastleigh as a railway town 1891-1910. Because of its modern alterations, including substantial internal changes, the building's significance is largely architectural and artistic, stemming from the building's external quality of build, steeply sloping pitched roofs and decorative faux timber-framing, which are illustrative of some architectural trends in the period to which it belongs and utilised for residences toward the upper end of the local social scale at its time of construction.
- 4.14 The building also has a degree of communal value as a popular and well-frequented restaurant.

Setting

- 4.15 The setting of this building has substantially changed in the 20th Century through the loss of surrounding settlement and landscape when the modern A3024 dual-carriageway (Bert Betts Way) and Windhover Roundabout were constructed and the A27 Providence Hill was widened circa.1975. Further change occurred when the present large customer carpark was built to the north of the locally-listed building.

Contribution of Setting, Including the Site to Significance

- 4.16 Whilst the setting has changed substantially since the 1970s, the building retains an attractive setting, due to extensive retention of mature trees and the strong buffer planting beside the A27 A3024 and within and around the Windhover Roundabout, thereby not adversely affecting the locally-listed building's architectural and artistic values. Because of the strong intervening tree-cover and modern trunk roads, the Site makes no contribution to the building's significance.

Potential Impacts of the Proposed Development on Significance of the locally-listed Miller & Carter

- 4.17 Because of distance and the physical and visual separation between the building and the Site

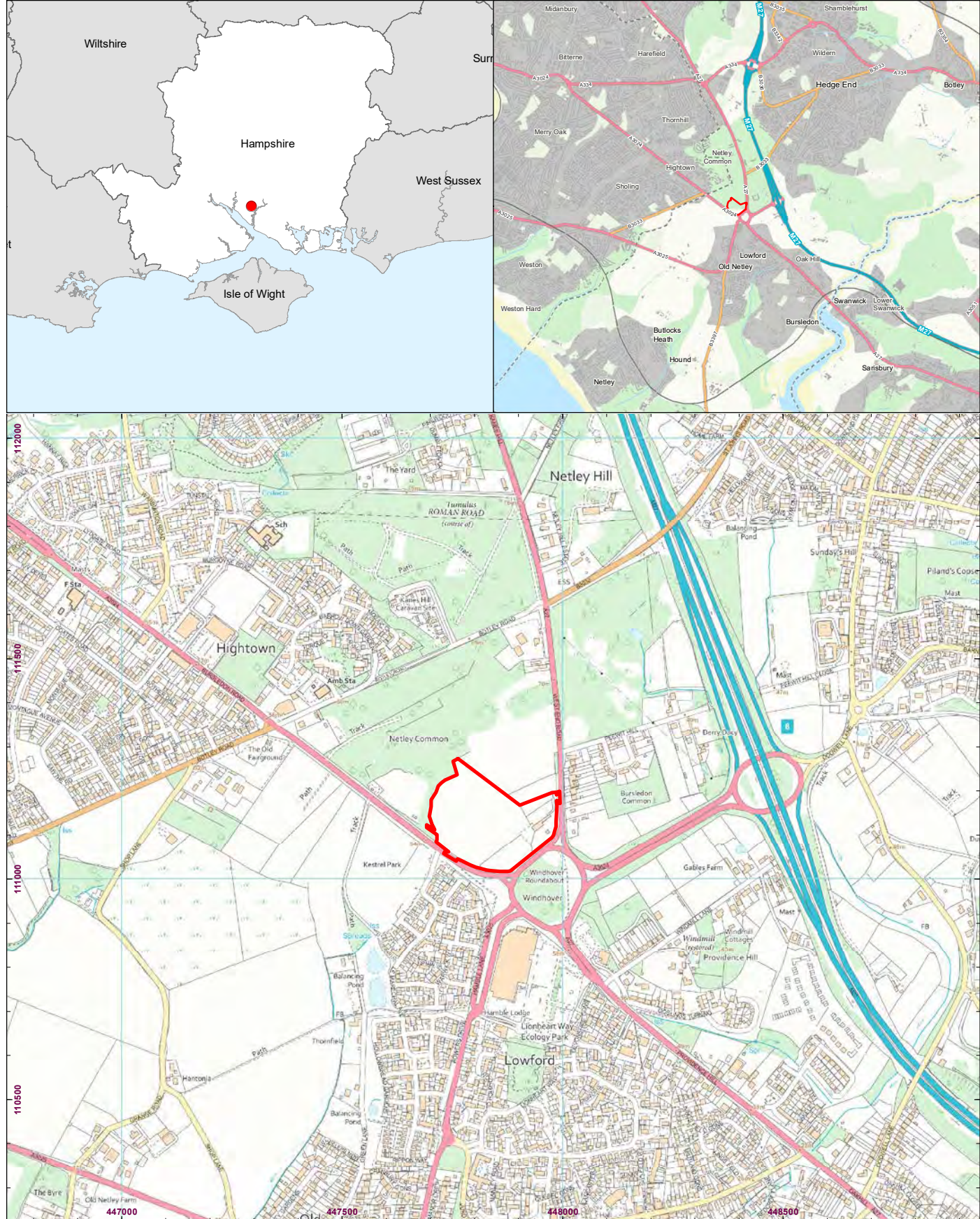
caused by the modern road network and its associated strong buffer planting, the proposed development will not change the way in which this building's intrinsic architectural or historic interest is appreciated or understood. The proposals will also not diminish the positive contribution of this building to the streetscene.

- 4.18 The proposed development is considered to cause no potential impacts (causing no harm) to the significance of the locally-listed Miller & Carter Roadhouse are identified as arising from the proposed development.

5 CONCLUSIONS

- 5.1 This Built Heritage Statement has been prepared by RPS Consulting Services Ltd, on behalf of Wates Developments Ltd. to assess the potential built heritage impacts arising from the proposed development at Land North of Windhover Roundabout, SO31 8BN.
- 5.2 This Built Heritage Statement has been prepared in accordance with paragraph 207 of the National Planning Policy Framework.
- 5.3 As a result of intervening distance, modern development and intervening strong buffer planting, notably around the Bursledon Windmill Conservation Area, beside the A27 and A3024 and within and around the Windhover Roundabout, the Site has been assessed as making no contribution to the setting or significance of any nearby built heritage assets.
- 5.4 The proposed development will not alter or diminish any existing opportunity to appreciate or understand the significance of any relevant built heritage asset. No change will occur to the character or significance of the Bursledon Windmill Conservation Area, nor any of the assets that it contains, including the Grade II* Bursledon Windmill. The Site's relationship with all relevant built heritage assets will be unchanged by the proposed development.
- 5.5 The proposed development has been assessed as having no impact (causing no harm) to the significance of any relevant built heritage asset.

FIGURES



 Site Boundary

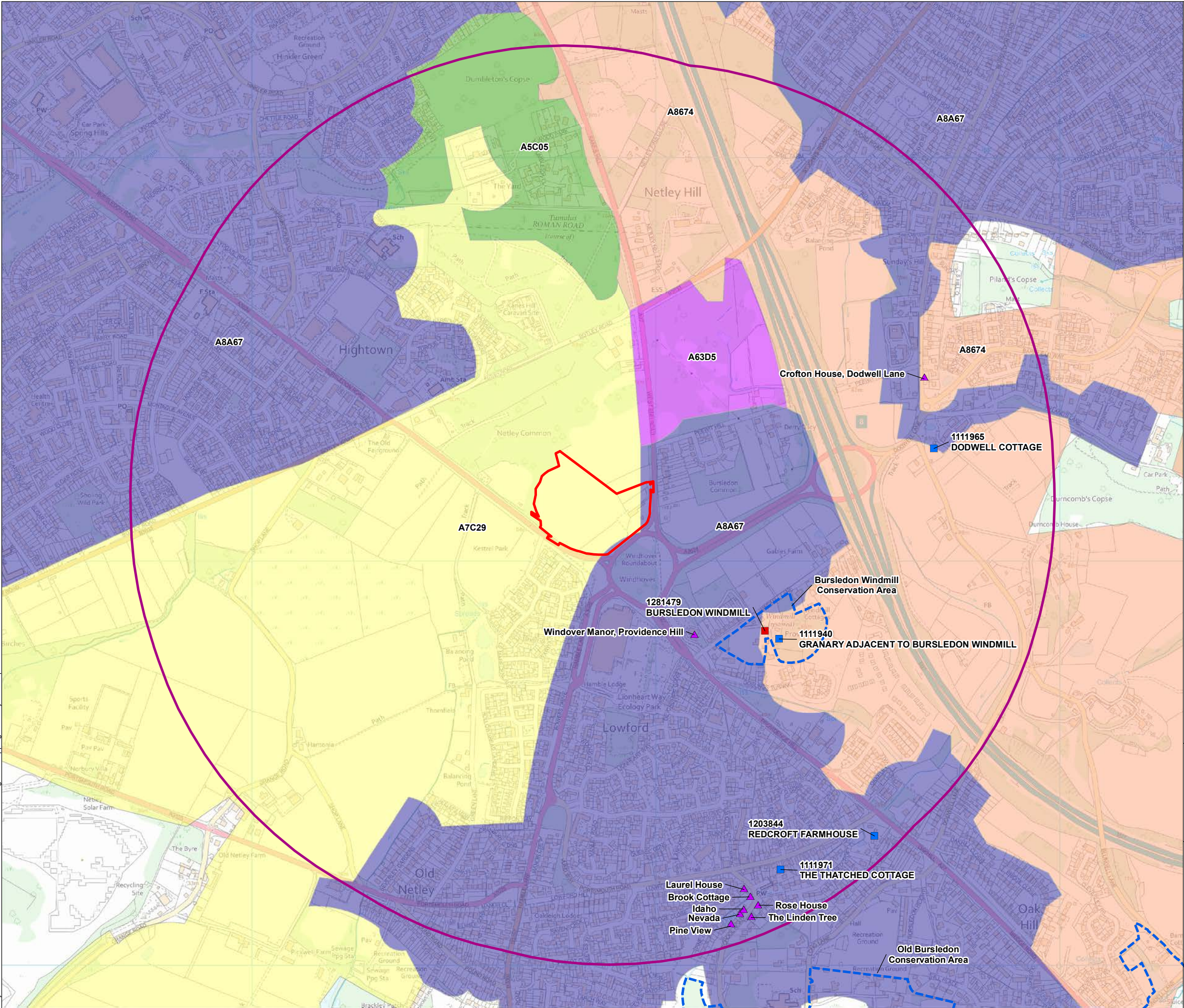


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RPS
A TETRA TECH COMPANY

Figure 1
Site Location

Project Ref: N:\1794-PL\N-HER-01000-01999\01362 - Bursledon\Figures\Mapping\GIS\Projects\HB plot.mxd



Legend

- Site Boundary
- 1km search buffer

Designated Heritage Assets:

- Conservation Areas

Listed Buildings

Grade

- II*
- II

Non-designated Heritage Assets:

- Locally Listed Buildings

Historic Landscape Characterisation:

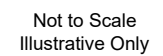
- Other old woods
- Parliamentary fields
- Plantations
- Recent Settlement
- Small parliamentary



0 100 200m
Scale at A3: 1:9,000



Figure 2
Built Heritage Assets Plot



A TETRA TECH COMPANY

Figure 3

1759 Taylor's Map of Hampshire



○ Site Location



Not to Scale
Illustrative Only



Figure 4
1791 Thomas Milne's Map of Hampshire

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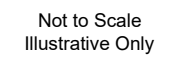
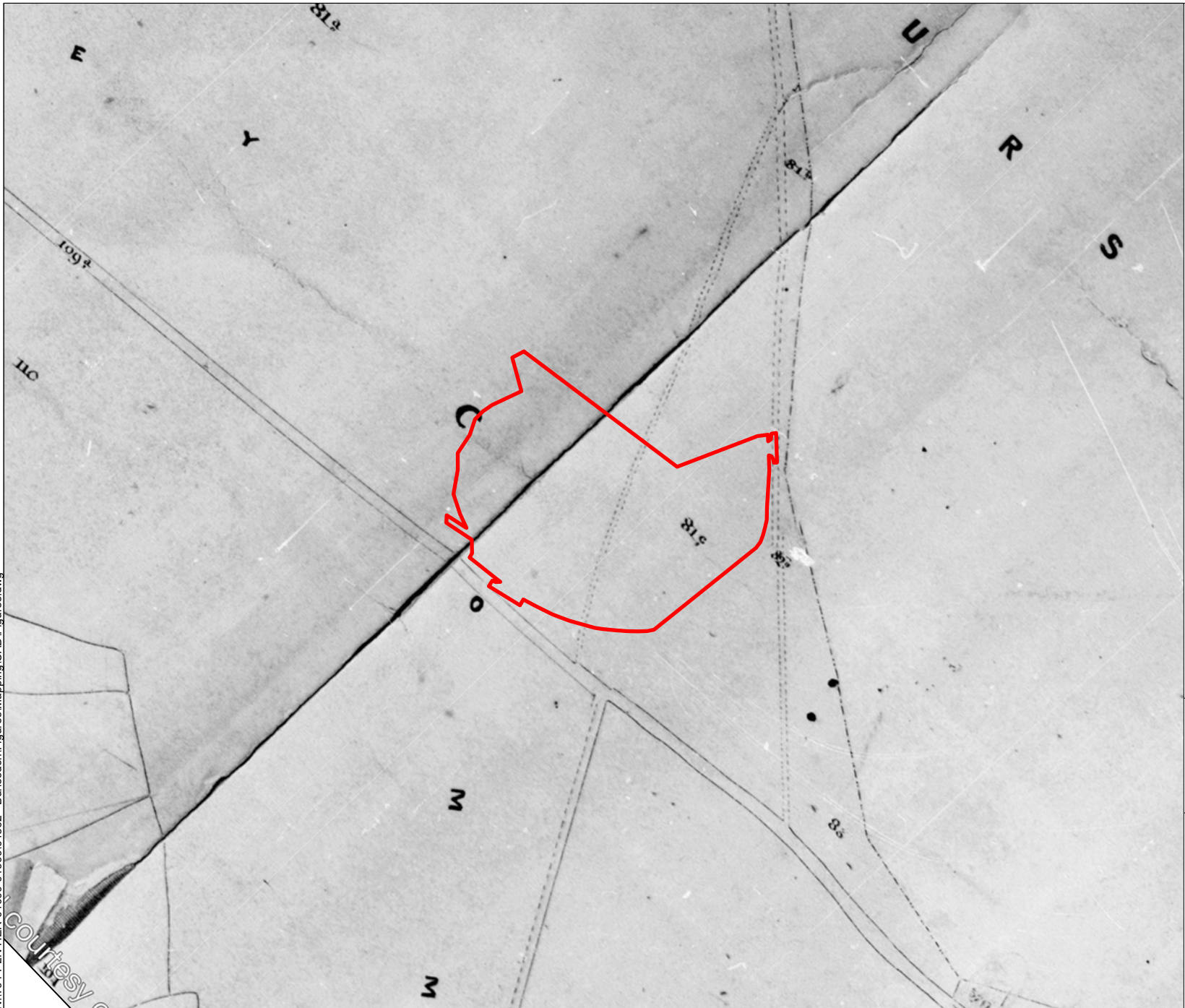


Figure 5

1806 Ordnance Survey Drawing



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 Site Boundary

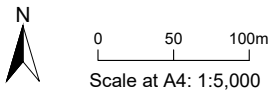
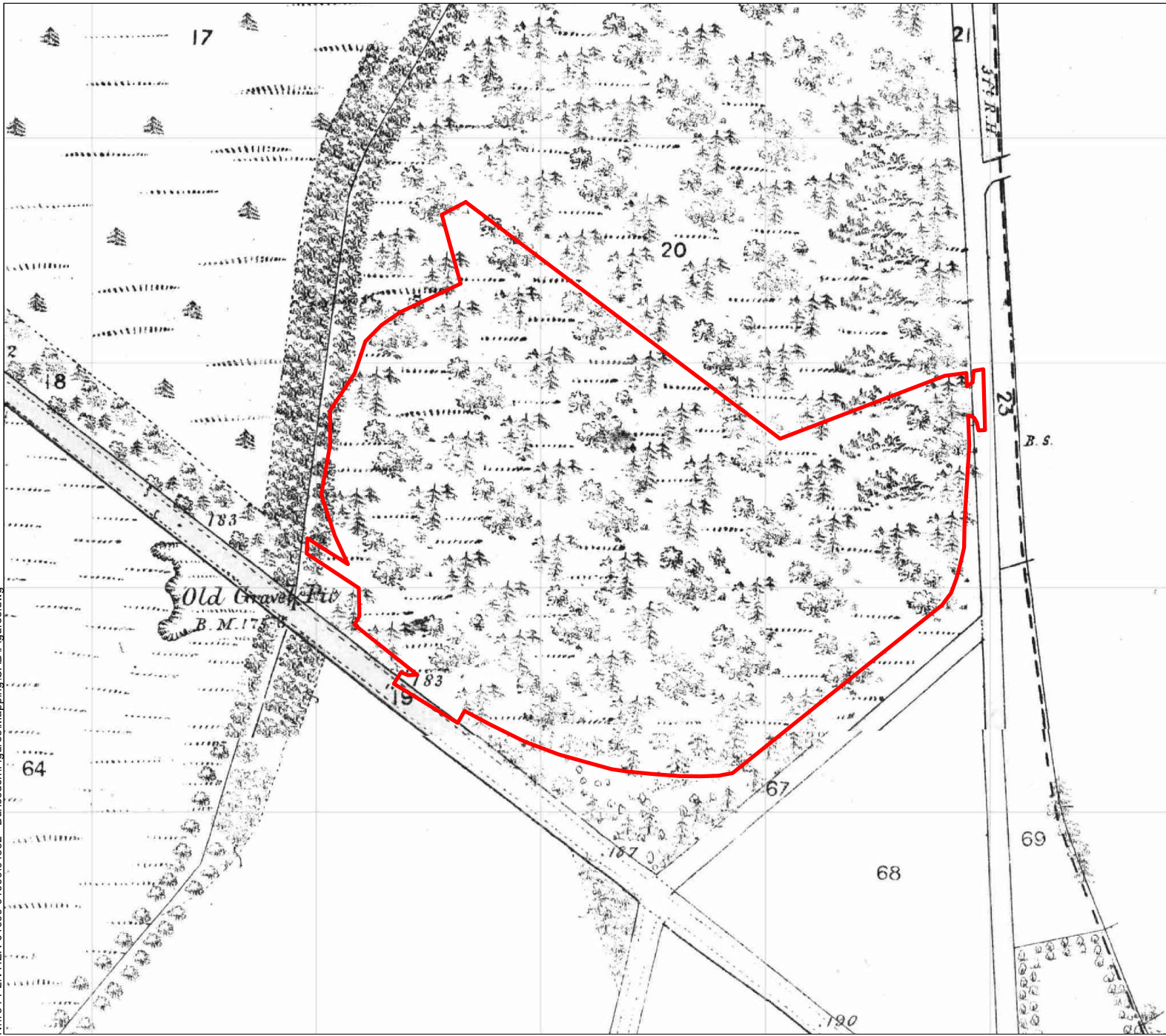


Figure 7
1838 Hound - Hampshire Tithe
Map

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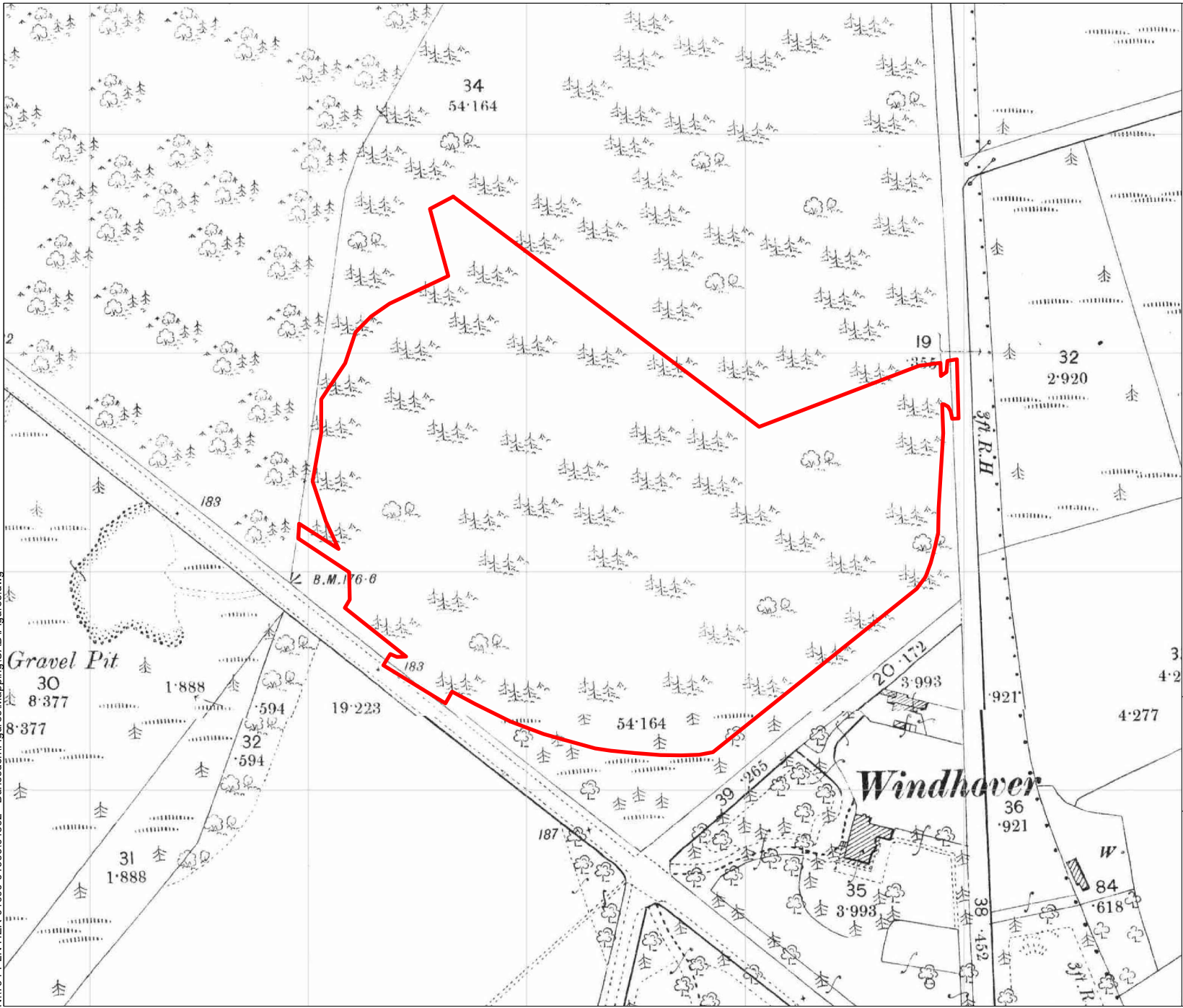


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Figure 8
1867 Ordnance Survey

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 Site Boundary

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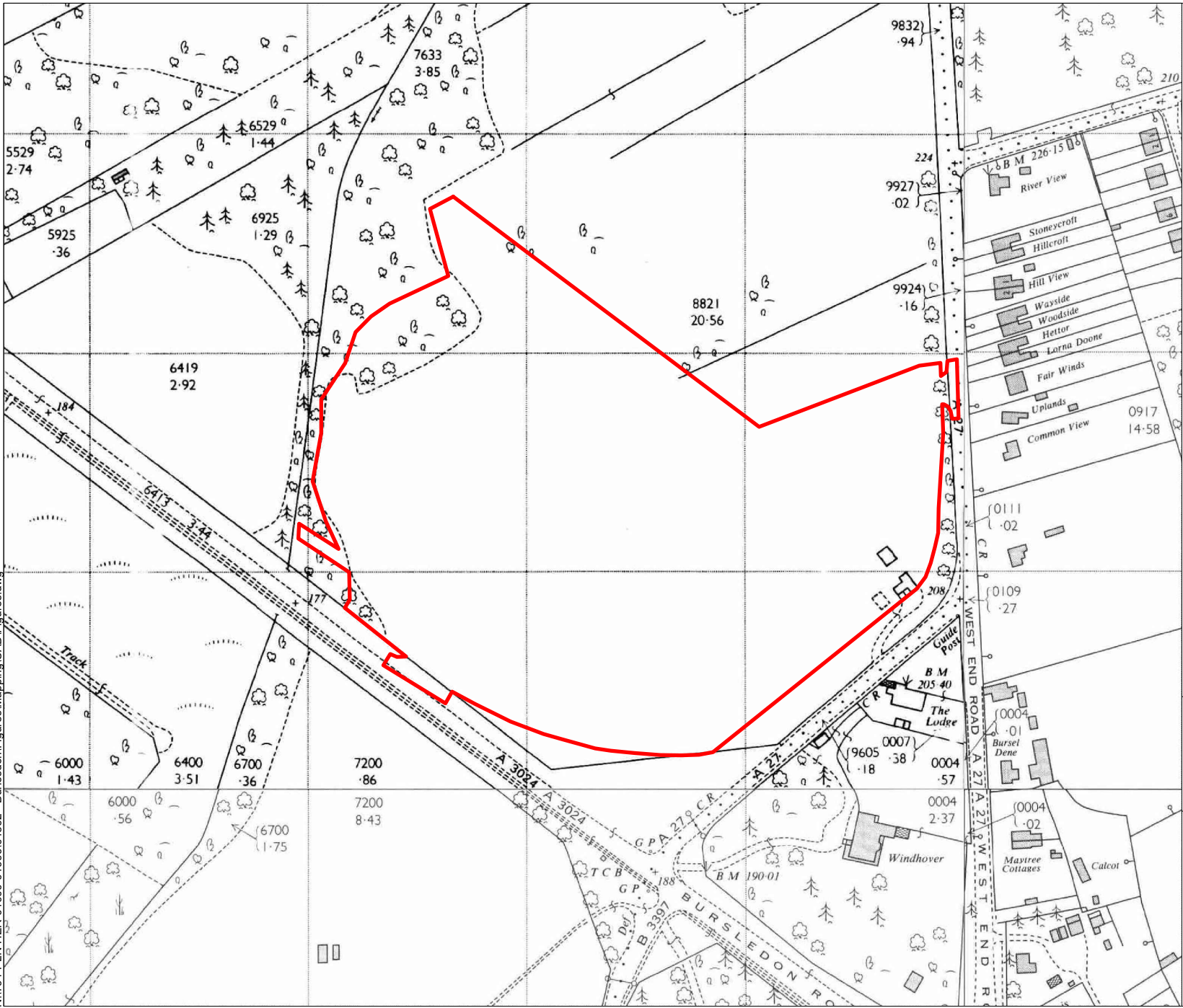
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Figure 9
1897 Ordnance Survey



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 Site Boundary



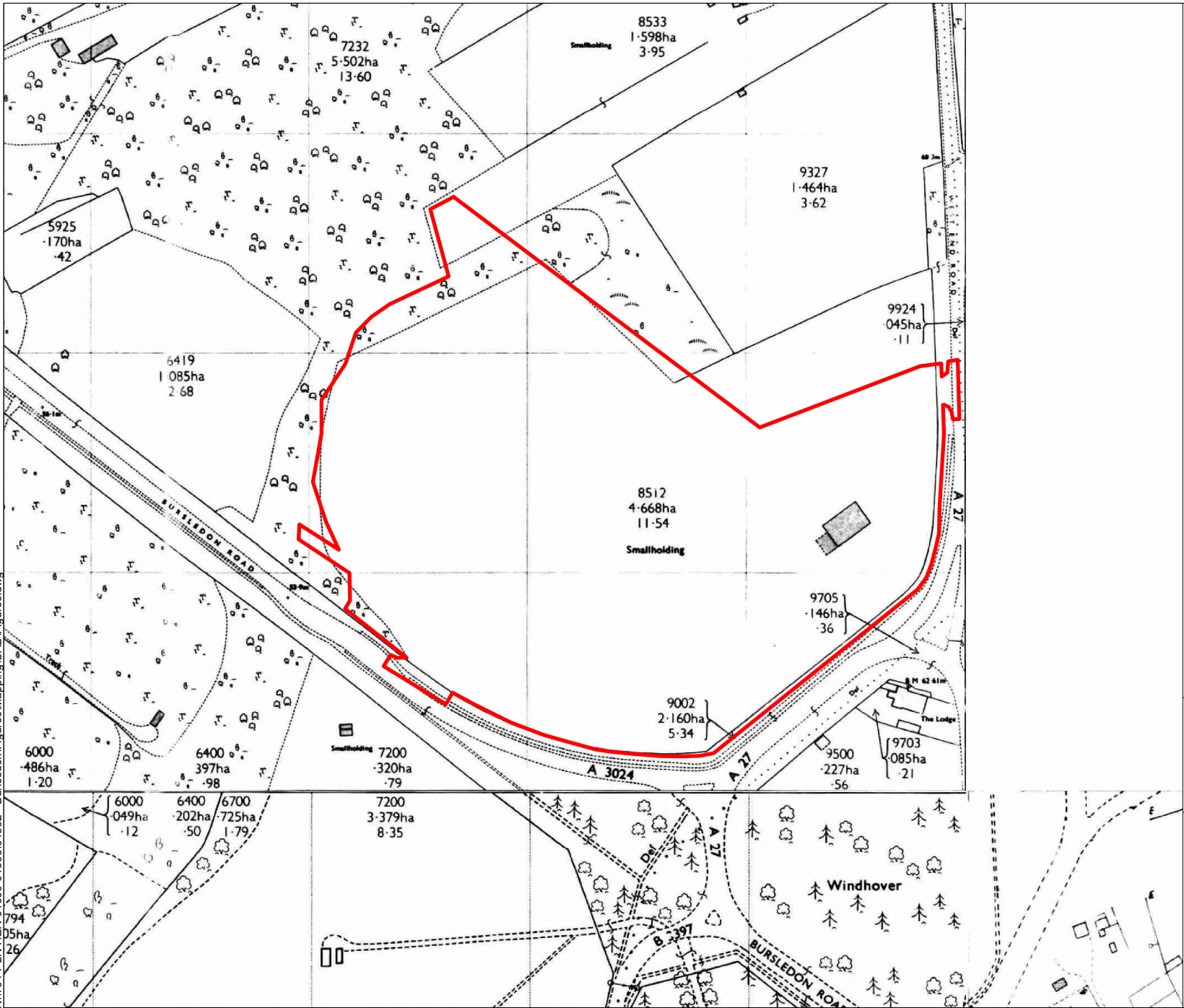
0 25 50m
Scale at A4: 1:2,500



Figure 11

1965 Ordnance Survey

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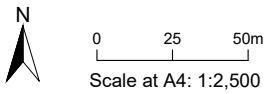


Figure 12
1972-77 Ordnance Survey

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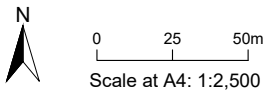


Figure 13
1999 Aerial Photograph
(Google Earth)

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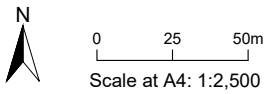


Figure 14
2018 Aerial Photograph
(Google Earth)



 Site Boundary

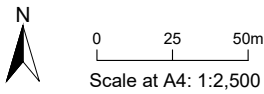


Figure 15
2024 Aerial Photograph
(Google Earth)

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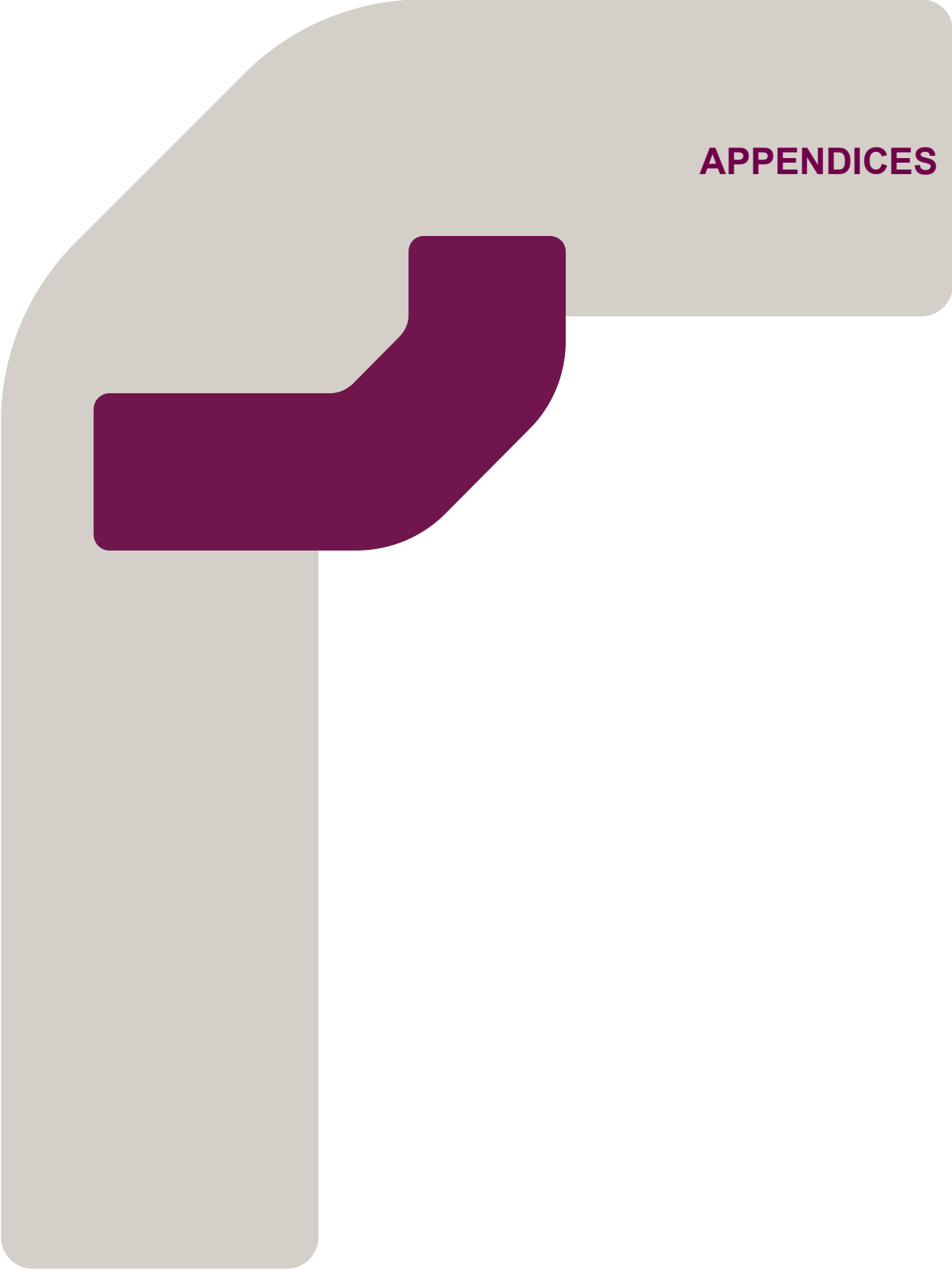


Site Boundary



Figure 16
Development Proposals

D: 19/06/2025 Lighten existing mail app
C: 19/06/2025 Footpath/cycleway width
B: 20/06/2025 Layout finish, Unit border
A: 20/06/2025 Finishing structures update



APPENDICES

Appendix A References

Ordnance Survey

Historic England

Bursledon Windmill Conservation Area Appraisal and Management Proposals Supplementary Planning Document, 2011, Eastleigh Borough Council

Appendix B

Statutory List Entries

BURSLEDON WINDMILL, WINDMILL LANE

<https://historicengland.org.uk/listing/the-list/list-entry/1281479>

Official list entry

Heritage Category: **Listed Building**
Grade: **II***
List Entry Number: **1281479**
Date first listed: **14-Feb-1983**
List Entry Name: **BURSLEDON WINDMILL**
Statutory Address 1: **BURSLEDON WINDMILL, WINDMILL LANE**

The building or site itself may lie within the boundary of more than one authority.

County: **Hampshire**
District: **Eastleigh (District Authority)**
Parish: **Bursledon**
National Grid Reference: **SU 48270 10829**

Details

1. 5230 BURSLEDON WINDMILL LANE

Bursledon Windmill SU 41 SE 6/74

II*

2. 1741. Built on the site of a post-mill, this is an example of an early tower mill, a comparatively rare structure within a county rich in water mills. Of 5 storeys, the main structure is a circular tapering brick tower. The interior contains a full set of timber machinery virtually unaltered and of national importance the external features (cap, sails, chain gear and timber gallery) having gone since the termination of use in 1907. Restoration scheme in progress 1979. Starred for its early date, and rare machinery.

Listing NGR: SU4825010796

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: **354920**
Legacy System: **LBS**

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

GRANARY ADJACENT TO BURSLEDON WINDMILL, WINDMILL LANE

<https://historicengland.org.uk/listing/the-list/list-entry/1111940>

Official list entry

Heritage Category:	Listed Building
Grade:	II
List Entry Number:	1111940
Date first listed:	14-Feb-1983
List Entry Name:	GRANARY ADJACENT TO BURSLEDON WINDMILL
Statutory Address 1:	GRANARY ADJACENT TO BURSLEDON WINDMILL, WINDMILL LANE
The building or site itself may lie within the boundary of more than one authority.	
County:	Hampshire
District:	Eastleigh (District Authority)
Parish:	Bursledon
National Grid Reference:	SU4830510809

Details

This list entry was subject to a Minor Amendment on 18/10/2016

SU 42 SW 1/87

EASTLEIGH WINDMILL LANE Granary adjacent to Bursledon Windmill

(Formerly listed as Granary to south of Hiltonbury Farmhouse, HURSLEY ROAD)

GV II Late C18 timber-framed and clad rectangle on 9 staddles. Half-hipped slate roof. Relocated to its current location 11/12/1984.

Listing NGR: SU4830510809

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: **354937**

Legacy System: **LBS**

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.



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