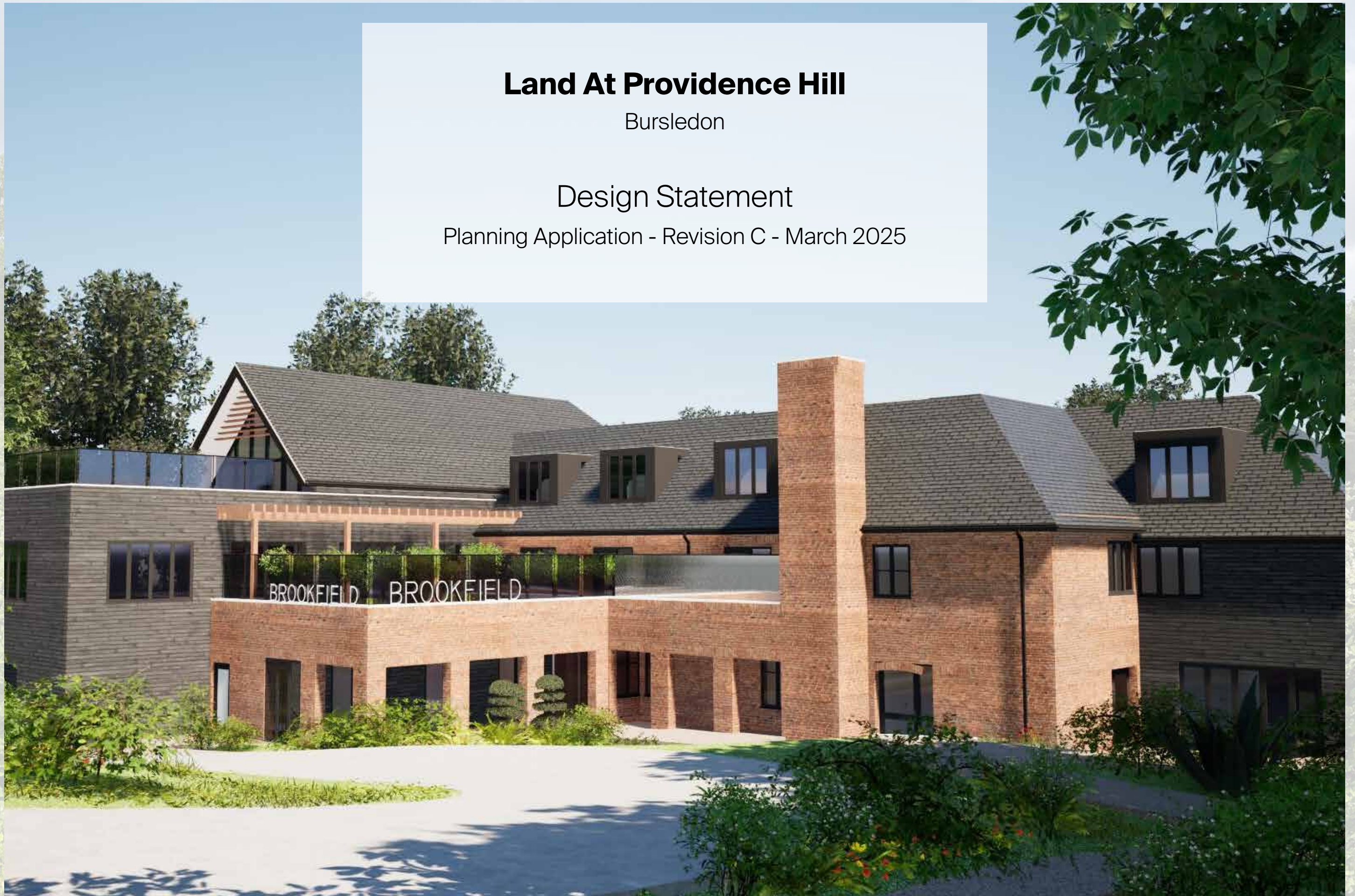


Land At Providence Hill

Bursledon

Design Statement

Planning Application - Revision C - March 2025



Foreword

This statement has been prepared by Williams Lester Ltd. on behalf of Colten Care Limited and details the proposed development of land at Providence Hill, Bursledon. The report has been prepared following a process of pre-application consultation with Eastleigh Borough Council and reflects how the outcomes of that process have led to the proposals presented here, in particular how the identified important view of the Grade II* Listed Bursledon Windmill can be protected in perpetuity.

The principle of residential lead development on the land is set out in policy BU1 of the adopted local plan. The main components of this scheme are a 68 bed C3 residential nursing care home, 3 no. age restricted C3 cottages and associated infrastructure.

The design development has been informed by a Settings Assessment prepared by the Planning and Heritage Consultancy, Pegasus Group. The Setting Assessment accompanies the planning application submission and should be read in conjunction with this statement. The proposals submitted here are the result of a design process in response to the refusal of previous proposals for a 73 bed care home and 5 cottages.

The applicant encourages and looks forward to further dialogue with Eastleigh Borough Council to assist in the efficient delivery of care accommodation on this important allocated site.

This documents contents must not be copied or reproduced in whole or in part without the written consent of Williams Lester Ltd. or Colten Care Ltd.

Plans are reproduced from Ordnance Survey digital map data: Ordnance Survey © Crown Copyright 2021. All rights reserved. Licence number 100022432

01	Introduction.	4
02	Assessment.	7
	- Context	8
	- Site	10
03	Historic Interpretation Of Important View.	12
04	Design Development.	23
	- Pre-Application Enquiry Proposals	24
	- Conclusion, Proposed Option 3	28
05	Response to Refusal.	29
	- Application 1 Proposals	30
	- Reasons for Refusal	31
	- Response to Reasons for Refusal	32
06	Proposals.	42
	- Use and Amount	43
	- Layout	44
	- Landscaping	48
	- Appearance	50
	- Access	57

01

INTRODUCTION

“New development should seek to respond to the requirements of an ageing population by increasing the supply of specialist housing and accessible housing.”

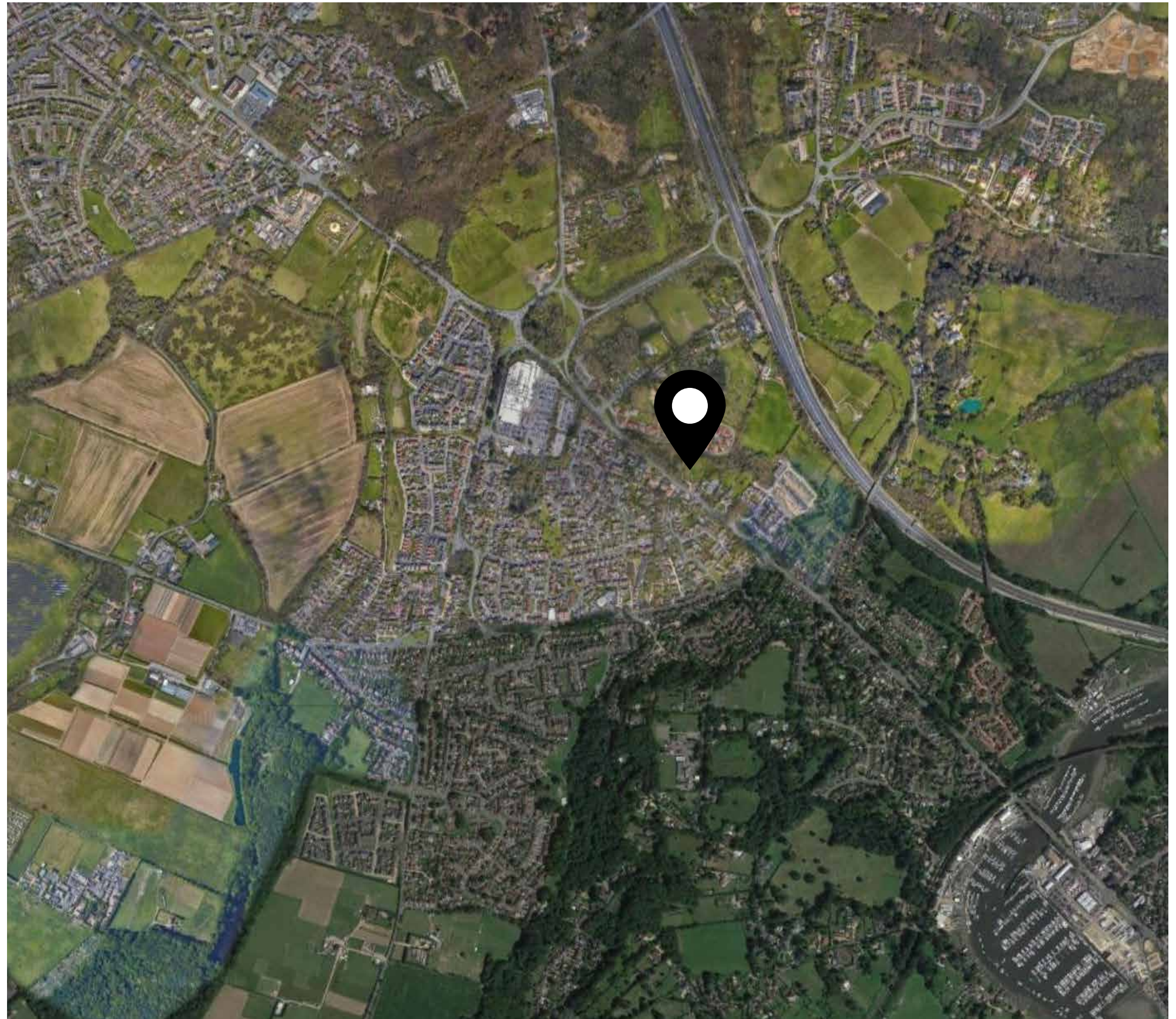
Site address

Land adj. 4 Brookfield
Providence Hill
Bursledon
SOUTHAMPTON
SO31 8AU

Project information

In summary, the main components of the scheme are:

- 68 Bed C3 Residential Nursing Care Home
- 3 no. Age Restricted C3 Cottages
- 40 Car Parking Spaces





Introduction

This Design & Access Statement is prepared by Williams Lester Architects on behalf of Colten Care in support of their planning application for a new care home at Providence Hill, Bursledon.

The development proposals will provide a comprehensive care facility at Providence Hill. It is proposed that a new care home is built that will be a state of the art facility to meet modern high standards of care.

The development will comprise a new care facility set in the eastern part of the site, and 3 chalet bungalows on the west part of the site, while the central part of the site will be given over to landscaping, parking and access.

Client: Colten Care

Colten Care is a family-owned, independent, award-winning care home provider founded in Lymington in 1981. Colten provide nursing, residential and dementia care with a difference, and in more than 40 years in the care sector, they’ve built up an outstanding reputation.

Colten Care design, build and currently operate 21 homes to the highest standard across Hampshire, Dorset, Wiltshire and West Sussex - continuously re-investing in their portfolio, and having been rated in the Top 20 care home providers in the UK for the last eight years. Seven of their care homes are rated ‘Outstanding’ by the CQC, the national care regulator, with all other homes rated ‘Good’.

Colten employ their own nurses 24 hours a day, seven days a week in every home, because safety and comfort of residents is at the heart of everything they do. Each home is individually designed with bespoke high-quality interiors and beautiful landscaped gardens to create a real ‘home from home’ feeling for residents and their guests.

Project Brief Summary

The brief for this project is to create a new stand-alone care facility that sits comfortably on the site and respects its neighbours and context.

Key criteria are:

- View to the windmill.
- Address the sloping / stepped levels across the site to minimise the impact of the building on the surrounding area.
- Provide easy level access to the home from parking and from the street.
- Ensure that all residents have easy access to outdoor amenity space and indoor social spaces regardless of what floor they live on.
- Provide a safe environment for residents including those with sensory, cognitive and physical impairments.
- Ensure privacy, dignity and independence for residents.
- A non-institutional scale and environment.
- Good daylighting to all bedrooms and communal spaces.
- Clear way-finding both inside and outside the home.
- A home set in a gardens of mixed character and use.
- A design language that respects the surrounding development and the rural agricultural character of the area.

02

ASSESSMENT

“Planning policies and decisions should aim to achieve healthy, inclusive and safe places”

Site Setting

The site comprises 1.1ha of land located to the north east of Providence Hill in Bursledon, Southampton. Land immediately north of the site is designated within the Bursledon Windmill Conservation Area. From a vantage point along Providence Hill, across the site, there is a protected view of the Grade II* listed Bursledon Windmill, which dates from 1741, alongside it is an associated Granary (Grade II listed) and woodland. The site, in its current state, is an undulating field laid to grass with largely overgrown shrubs and bracken, with many well established trees lining the site boundary. The site noticeably slopes downwards from the north western corner, with a brook running along the northern edge. It is important that the proposals reflect the sites sensitive setting.

Despite the relatively urban character along the two-way carriageway of Providence Hill, there is a rural vernacular to Bursledon as well, which is identified in the assessment of the view to the windmill. Having explored the local area, there still largely remains a sense of sensitivity towards former agricultural areas and a nod to former rural character and architectural aesthetics. Notable rural characteristics observed included;

- Historic rural agricultural / industrial buildings around Bursledon and surrounding area give precedent for a design language for a building in this location. The sort of old agricultural industrial buildings historically found in the countryside, on farms, around waterways, along service routes, barns, workshops, and mills etc.
- Black timber cladding on new dwellings to north, as well as on listed windmill.
- Mix of red brick, flint and timber.
- Large detached properties.
- Linear runs of dwellings along Providence Hill, Gosling Turning and Windmill Lane.

[1] Google 3D of site from North East showing the surrounding rural edge context of established suburbia, new housing developments, wetlands and countryside.



[2] Bursledon Windmill seen amongst summer trees with old house in front.

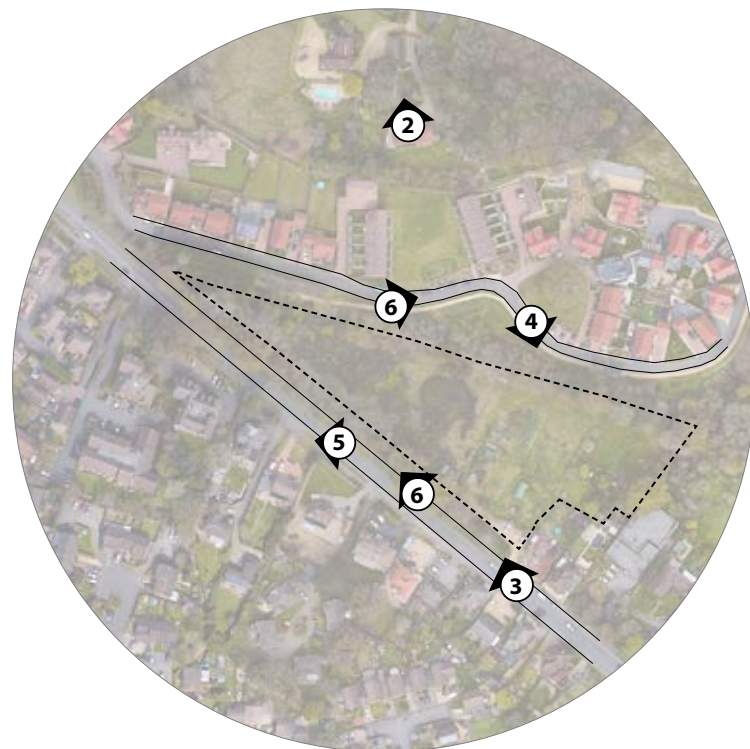
[3] Key view to windmill from Providence Hill past no. 4 Brookfield.

[4] View into site from Goslings Turning. The ground drops sharply to the brook and tree line.

[5] Houses and flats on the south side of Providence Hill. Large houses and small blocks of flats set well back from the road frontage.

[6] Recently built Goslings Turning estate. Mix of house types and materials. Winding street and use of established landscape.

[7] Site frontage along Providence Hill. Narrow footpath set off the busy road. Line of established trees along the site boundary.



Site

[1] Existing site access and parking area at the south corner of the site.

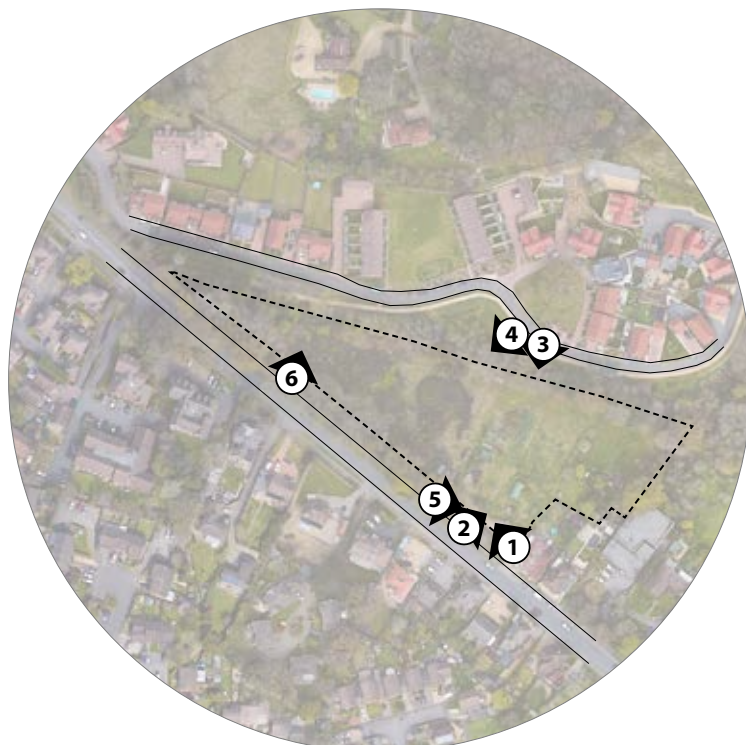
[2] Side of no. 4 Brookfield facing onto the site.

[3] Existing access gate at location of proposed main vehicular access from Providence Hill.

[4] Retaining walls and boundary fences in south part of site, looking towards the wetlands beyond.

[5] Utilitarian exchange building on east boundary of site.

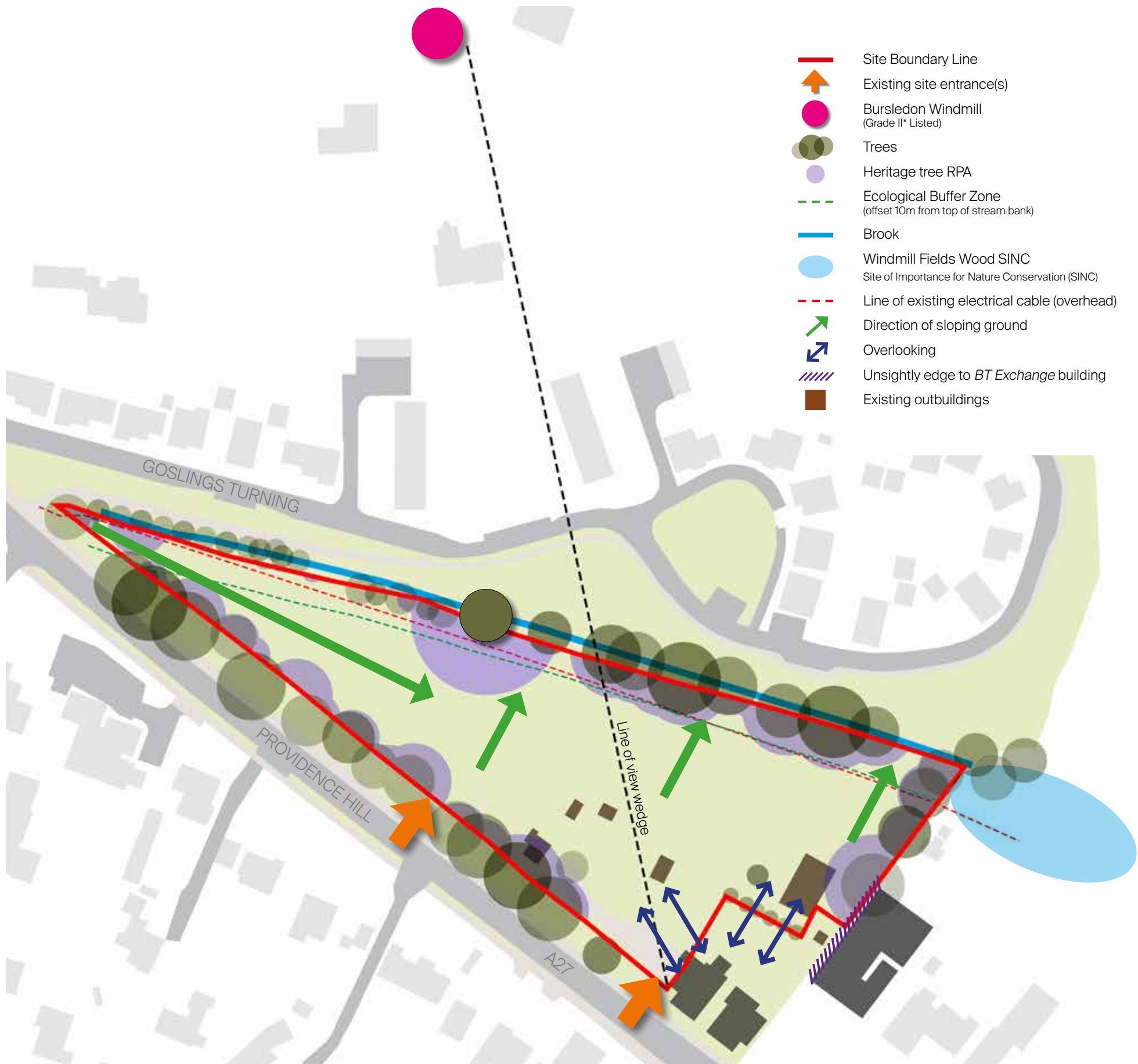
[6] An overhead electricity cable runs across the site from the wetlands to the east to a substation to the west of the site. This will need to be replaced with a buried cable as part of the development.



Site Considerations

Key site considerations include ;

- Key views into and out of the site need to be respected, particularly the view towards the Grade II* listed Bursledon Windmill. This protected view corridor up to the windmill will restrict certain areas available for development. It is our intention that the proposal will benefit from, no built form within the view cone and a soft green landscape scheme will be adopted.
- There are Category A, B and C trees around the perimeter of the site. Some of these trees are on steeply sloping ground and should be retained where possible. It should also be noted that Root Protection Areas (RPAs) do apply on the site. Of particular note, a veteran oak with an extended root protection zone of 21m. Other mature trees and hedgerows around the periphery contribute to visually containing the site.
- Ground across the site slopes and falls steeply from the south to the north and down to a brook along the northern boundary that runs west to east towards the Windmill Fields Wood Site of Importance for Nature Conservation (SINC) in the east of the site). The extent of risk of flooding for the site however, is very low. Therefore, risk of flooding does not pose as a constraint to the site.
- A proposed 10m ecological buffer zone is situated along the line of the brook. There will be a need to protect and enhance existing habitats for wildlife, including reptiles.
- Adjoining properties which back onto the site. Potential overlooking to/from dwellings to the south at 1-4 Brookfield, Providence Hill. The proposal will need to ensure the amenity and privacy of existing and new residents. Suitable distances between south facing windows of care home and rear facing windows of houses will need consideration.
- The BT Exchange - A large unattractive building immediately adjacent to the east boundary of the site.



Site Assessment | Constraints & Opportunities | Not To Scale

03

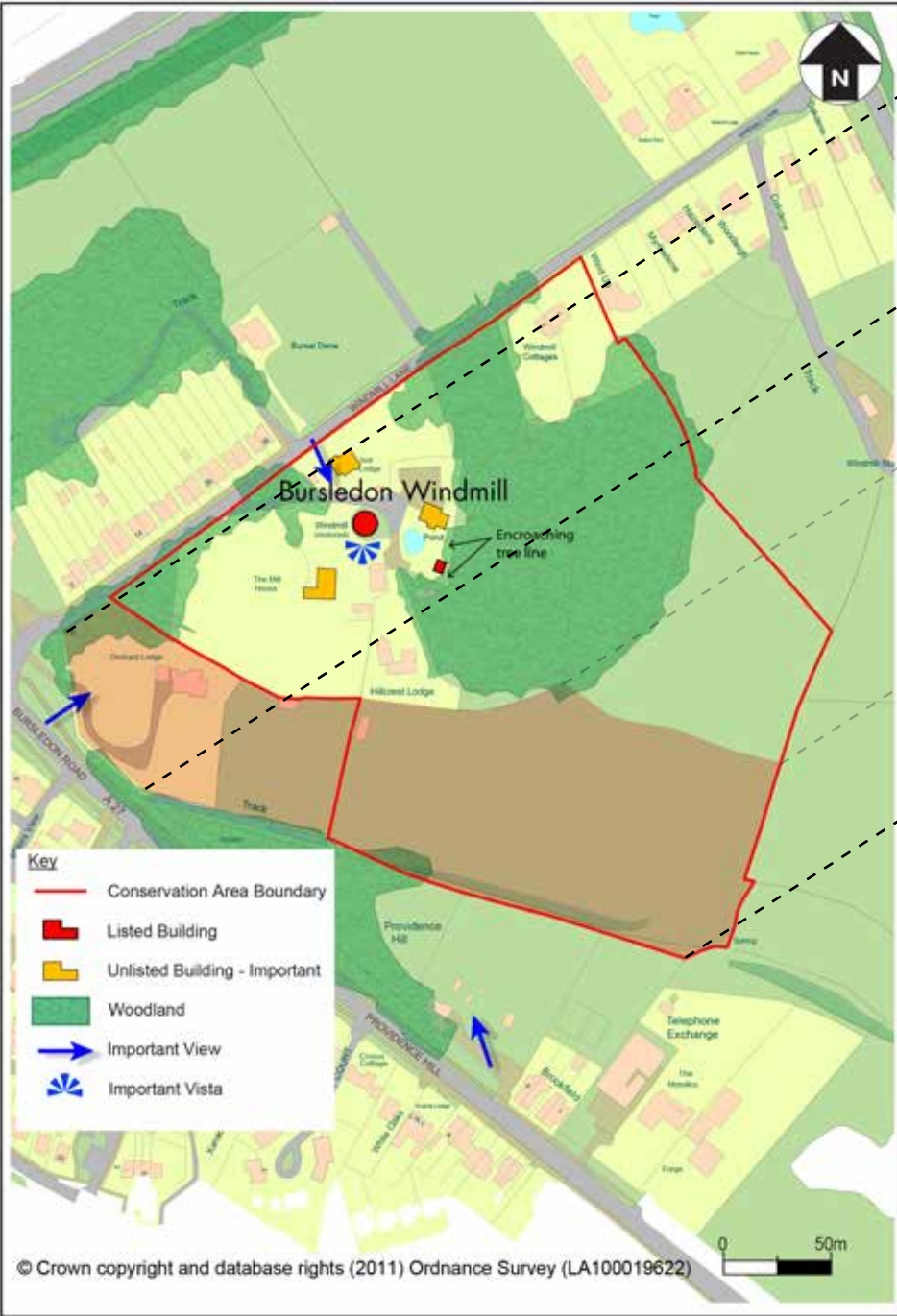
INTERPRETATION OF IMPORTANT HISTORIC VIEW

“ Heritage assets and their settings must be respected and the design of a scheme must be sensitive to these landmarks and complement their character. ”

Bursledon Windmill Conservation Area
(Adopted 01 December 2011)

- Bursledon Windmill Conservation area appraisal and management plan identifies the important view across the proposal site to Bursledon Windmill. The important view is defined as being to the west of property no. 4 Brookfield's front driveway on Providence Hill.
- Since the adoption of the conservation area appraisal, the neighbouring land at Goslings Turning, which forms part of the conservation area, has been developed as 29 houses (application reference C/14/74932). This recent built form within the Conservation area separates the proposal site from Bursledon Windmill.
- Eastleigh Borough Council have recently consented 92 dwellings on open land that borders the conservation area to the East (application reference RM/21/91772).
- Recent developments have changed the setting of the Windmill, both in its immediate context within the conservation area, and within its wider setting.

Extract from | **Bursledon Windmill Conservation Area Appraisal and Management Proposals Document** |
Page 11 & 12 | December 2011



Map 3. Architectural Character and Landscape Map

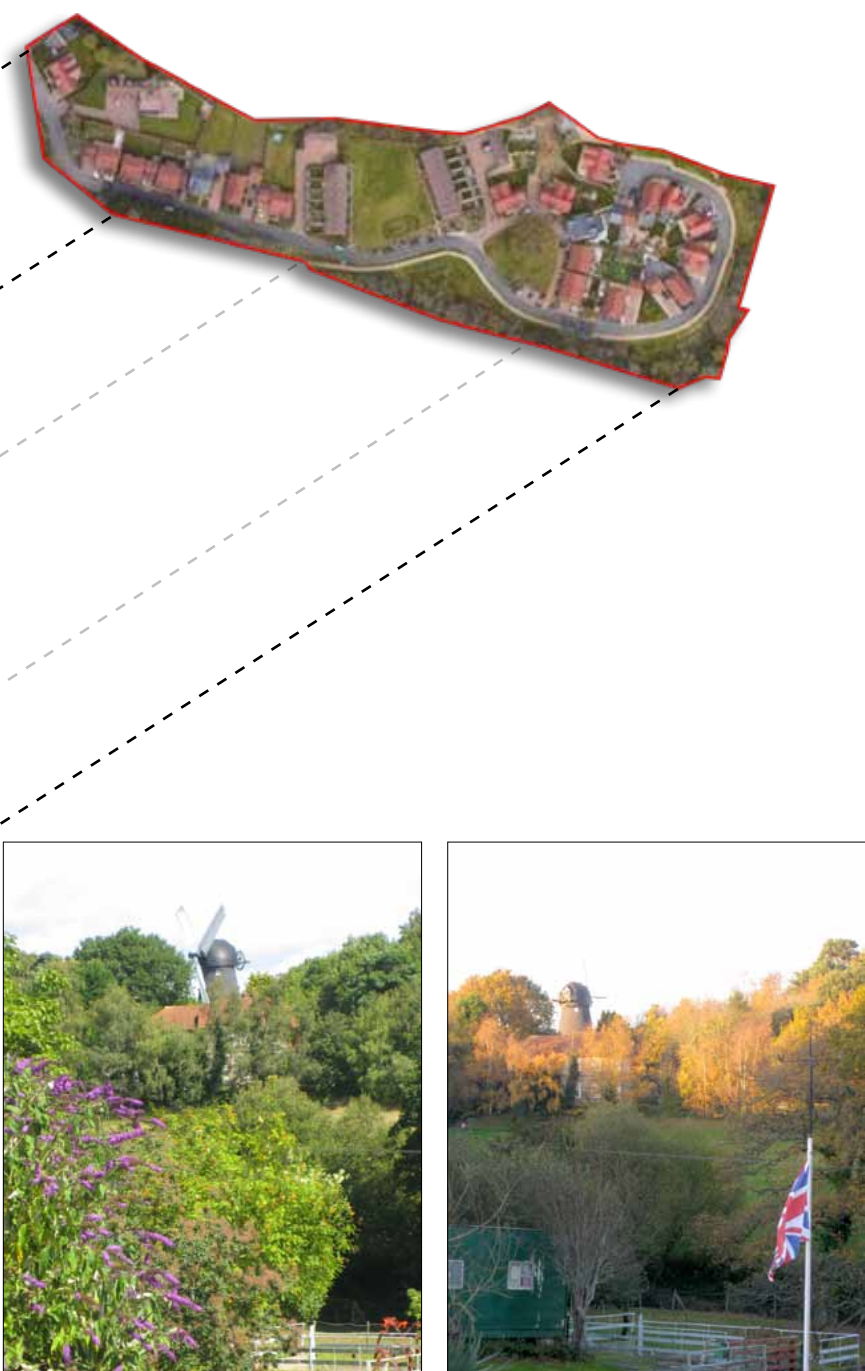
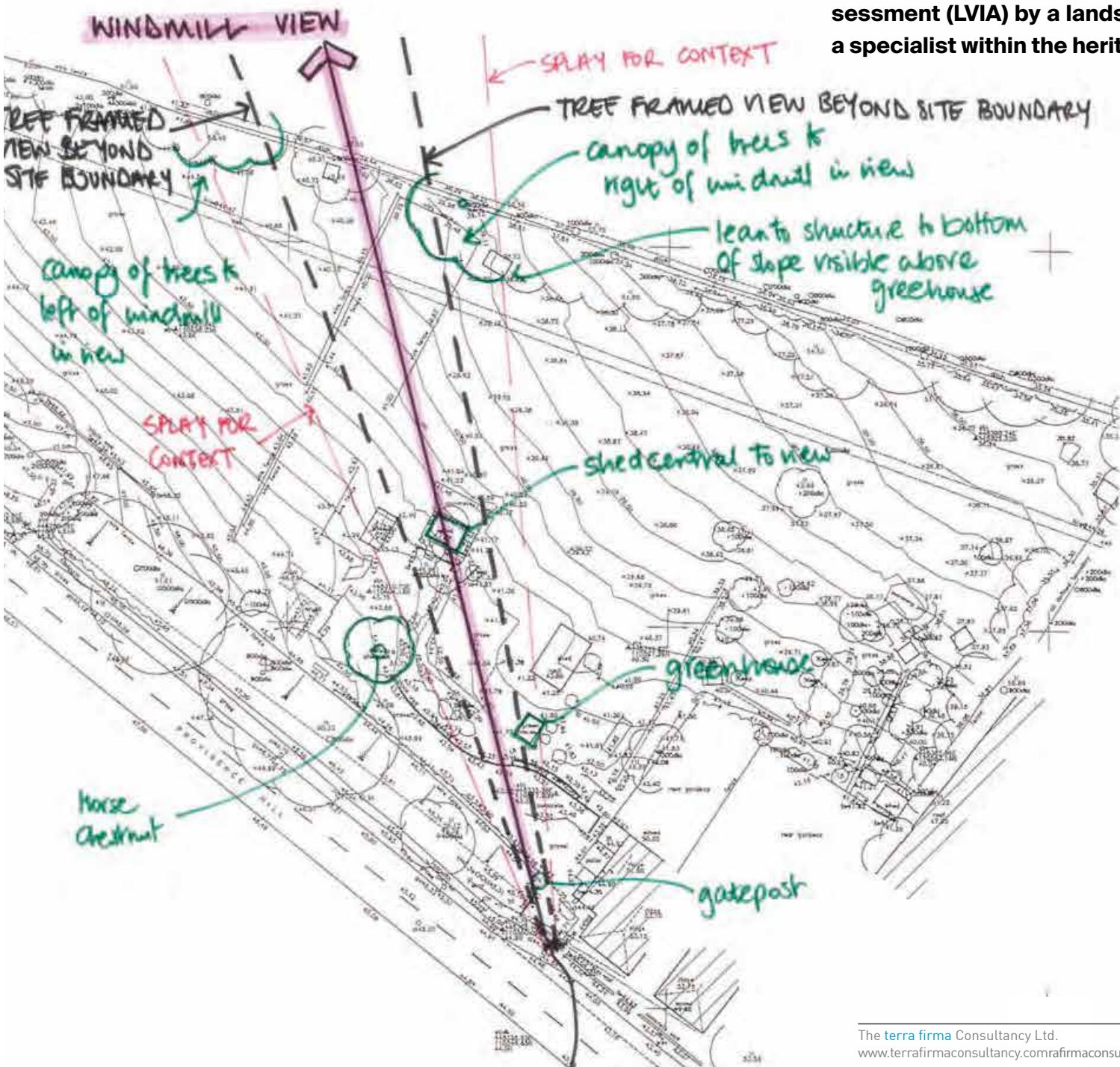


Figure 8. Seasonal views of the windmill from Providence Hill

2017 - Windmill View Analysis Diagram -
Application Number - O/17/80899

Previous applications on the proposal site have endeavoured to define the Windmill view and the spatial constraints associated. Both applications O/17/80899 and F/22/93160 presented the same site constraints in regard to the Windmill view analysis undertaken. Importantly the analysis was undertaken as part of a landscape visual impact assessment (LVIA) by a landscape architect, and not a specialist within the heritage field.



The salient points:

- The diagram indicates the direction of the view (pink highlighted line) from the viewpoint to the windmill.
- The view of the land beyond the site boundary is framed and restricted by the mature trees on the site boundary.
- The splay of this view is shown on the diagram as a pair of dashed black lines.
- The diagram considers that the perceived context, including land on site, is wider than the framed view described above. This is shown as a red dashed line and is constrained by the existing vegetation and mature trees along the Northern boundary.
- It is considered that any built form developed within the identified view area and context splay will intervene in the view.
- The ‘framed view’ and ‘context splay’ should be avoided for the purposes of built form and vertical elements, such as light columns and trees, however lower features such as low vegetation, hedges and roadways may be accommodated.

Importantly, this analysis was undertaken prior to the construction of Goslings Turning, located between the view point and the heritage asset. Surprisingly the same analysis was reiterated to accompany the 2022 application F/22/93160 and makes no reference to the intervening development.

Extract from | Landscape and Visual Appraisal Document | Page 30 | April 2022



2017 - Important View Plan - Application Number - O/17/80899

Application number O/17/80899 proposed in outline the erection of 20no dwellings and associated parking, creation of new access from Providence Hill, sub-station, and attenuation pond. Eastleigh Borough Council recommended grant of outline planning permission but the application was withdrawn as the S106 Agreement was not signed.

Date: 08 October 2020

[Above] Tree framed important view relative to the layout proposed as application O/17/80899.



**2022 - Important View Plan -
Application Number - F/22/93160**

Despite the same supporting evidence in regard to the Windmill view, inexplicably the tree framed view cone is moved to the West of the existing driveway. Presumably this alteration to the viewpoint was a result of the intervening development at Goslings Turning restricting the view with built form.

Site Boundary Line
**Please note the parameters of this boundary line have since been adjusted, albeit marginally, as necessary.*

[Above] The important view relative to the existing site plan.



[Above] The diagram indicates the Eastern extent of the view as defined by the existing property No. 4 (Brookfield) and the intervening built form at Goslings Turning.

2023 - Framed View requested by Urban Design Officer

In response to our pre-application enquiry, the Urban Design officer proposes a further observation in regard to the spatial constraint of the Important View. The urban design officer comments,

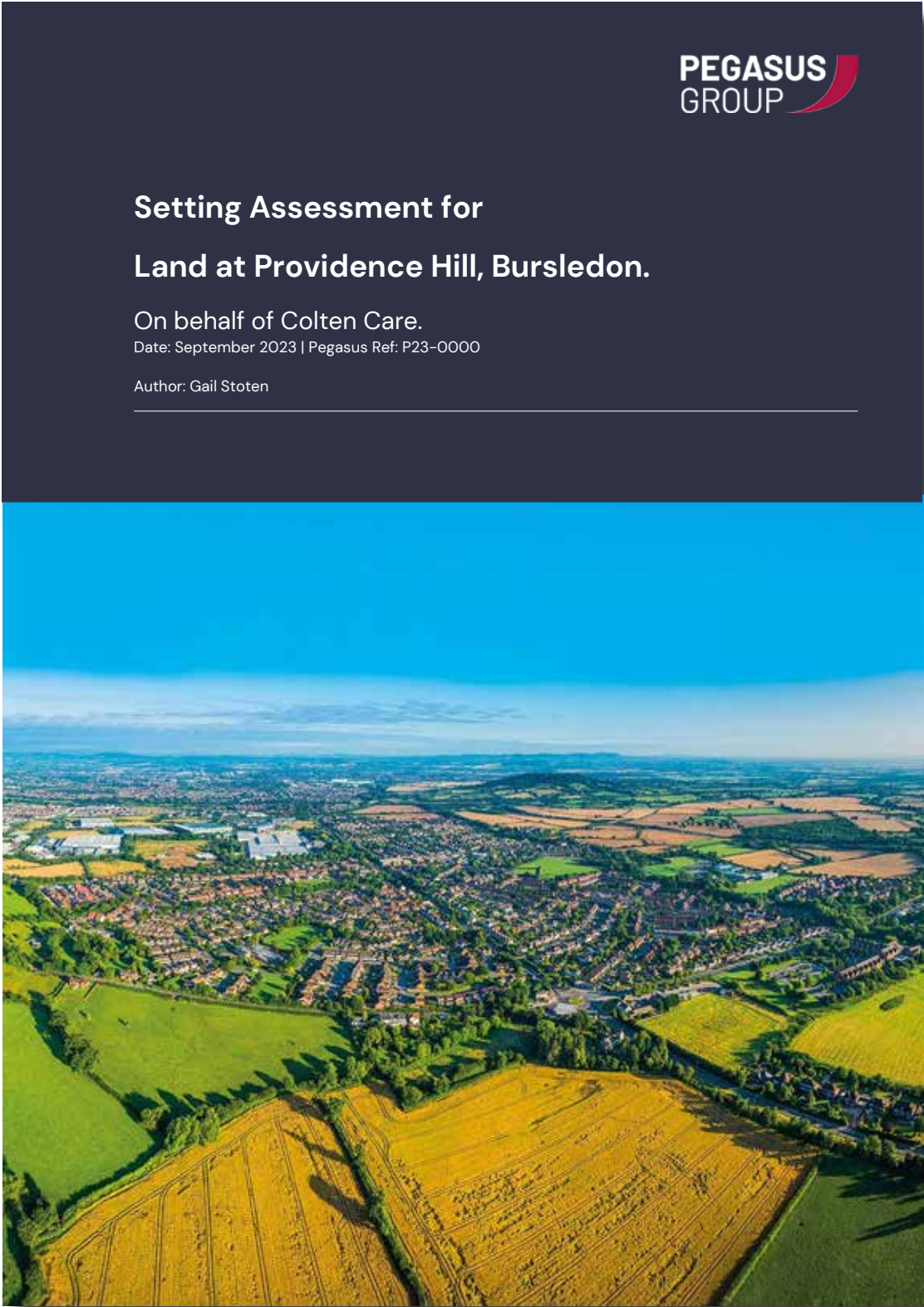
“The view cone to the heritage asset, is wider than shown. In effect the pavement next to no 4 (Brookfield) is also a public viewpoint with views towards the heritage asset. This will affect the building line for the main building but is also an opportunity to show enhancement with a place to pause and look at the view.”

**Tim Dyer, Urban Design Officer,
Eastleigh Borough Council, July 2023.**



Important Views as defined by Historic Interpretations

The illustration adjacent indicates the combination of how the important view has been defined, both in regard to this application, and previous applications on the site. The overlay indicates successive view cones relative to each other.



Setting Assessment for Land at Providence Hill

In preparation for a future application on this site, Pegasus Group, a respected Heritage consultancy, have been commissioned by the applicant to undertake a Heritage Setting Assessment for land at Providence Hill. The assessment is informed by a site visit and references the historic environments record.

The salient points within the document include;

- **"2.37.** - Due to the intervening development of Goslings Turning, the intrinsic character of the site is not considered to contribute to the significance of the windmill through setting."
- **"2.39.** - In these views, it is the appreciation of the fall then rise in topography which contributes to the heritage significance of the asset."
- **"2.41.** - Any heavily filtered inter-visibility between the closest part of the Conservation Area, comprising Goslings Turning, and the site is not considered to contribute to the significance of the Conservation Area through setting."



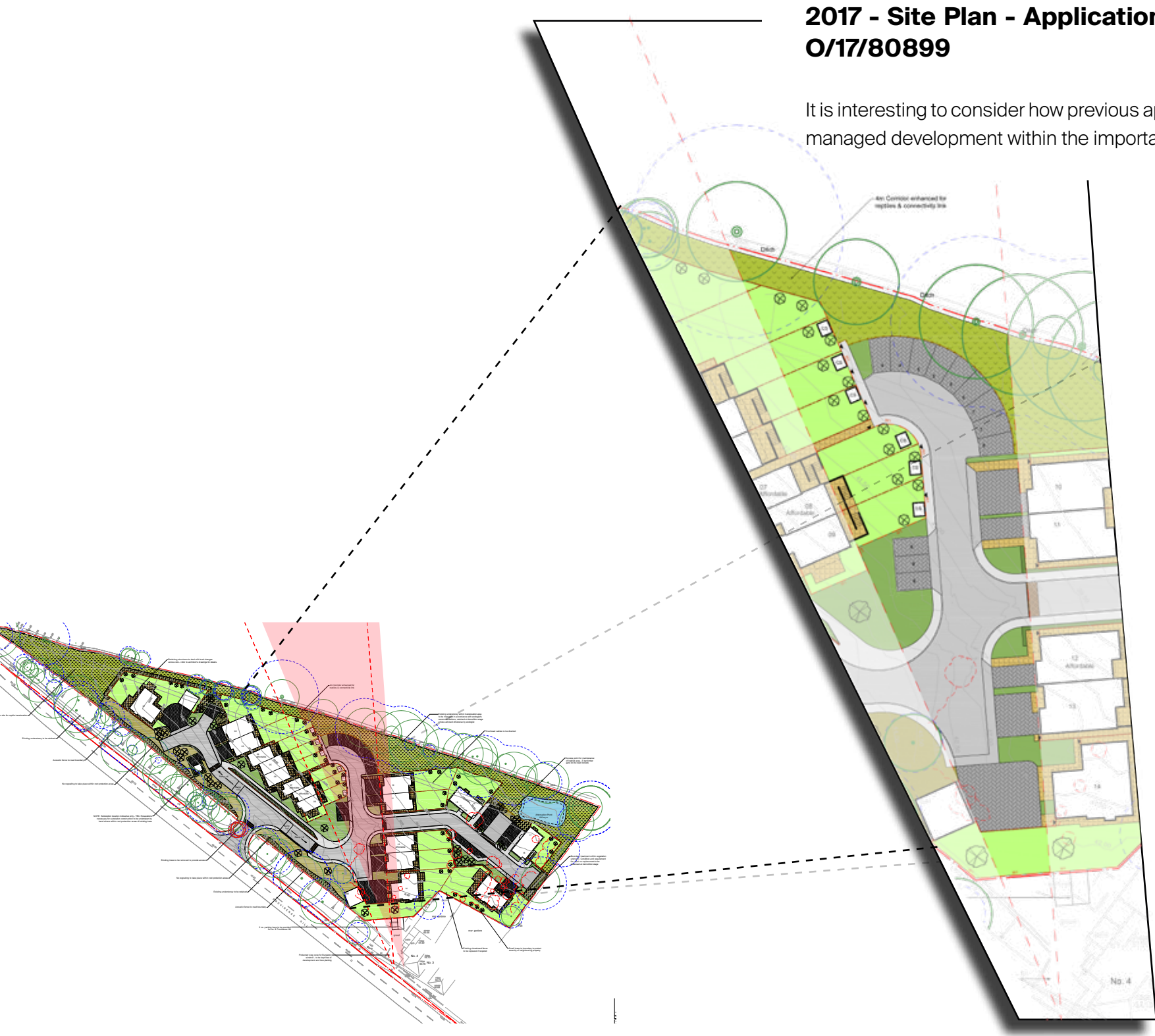
Summary of the Historic Interpretation of Important View

The splay for context that is defined in the 2017 application is no longer considered relevant due to the intervening new development of Goslings Turning, North of the site.

The settings assessment prepared by the applicant's heritage consultant proposes that, "Due to the intervening development of Goslings Turning, the intrinsic character of the site is not considered to contribute to the significance of the windmill through setting."

This opinion is reinforced by Eastleigh Borough Council in the case officer's report for application F/22/93160, where they find specific to Bursledon Windmill that:

"Although a wider treed vista would be preferable, on balance the introduction of the extensive landscaping is considered sufficient to maintain an appropriate green setting for Bursledon Windmill."



Critical analysis of application layout O/17/80899:

- Two storey residential houses are proposed hard against the splay for context.
- A significant proportion of the site area within the view splay is proposed as hard surfacing. Road junctions, turning heads, and pedestrian paving on both sides extend the carriageway width.
- Approximately 19 parking space and a garage forecourt are located in the view splay.
- A double garage is located hard against the view splay in the immediate foreground.
- Gardens extend into the context splay presenting eight runs of 1.8m high closeboard fence and associated storage sheds.

Impact on Heritage Asset as considered by Eastleigh Borough Council;

"The clearest view of the windmill is available roughly where the existing access to 4 Brookfield is located. This view was sought to be protected as part of the development to the north which sits in a more prominent location on the hillside, through retaining a zone free of development. The same approach has been taken here, which is assisted by the lower ground level and site topography in limiting the impact on the view of the mill."

The report continues;

"On balance, while there is an impact on the setting of the Listed Building and Conservation Area, steps have been taken to protect the most significant view of the windmill, an approach which was accepted as an appropriate solution as part of the 'Orchard Lodge' permission to the North."

Recommendation – Grant



2022 - Site Plan - Application Number - F/22/93160

Critical analysis of application layout F/22/93160:

- The view cone has moved further to the West as previously identified.
- A large proportion of the foreground within the view cone is given over to a hard surfaced dead-end street. As the street functions as a manoeuvring aisle to serve the adjacent parking spaces it must have a minimum carriageway width of 6.1m - which is excessively wide for a street of residential character.
- The hard surfacing is extended by twelve parking spaces which sit within the defined important view.
- Tree planting is proposed along the eastern side of the view to soften the impact of built form beyond

Impact on Heritage Asset as considered by Eastleigh Borough Council;

"Although a wider treed vista would be preferable, on balance the introduction of the extensive landscaping is considered sufficient to maintain an appropriate green setting for Bursledon Windmill."

Recommendation – Refusal

The reasons for refusal did not include any mention of harm to the Grade II* Bursledon Windmill.

04

DESIGN DEVELOPMENT

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve.”

Pre-Application-EastleighBoroughCouncil

The development proposals submitted here for consideration have been developed through a process of engagement with the local authority and with the assistance of a team of professional consultants.

The first stage of the process was to identify and define the key view to the windmill and the design constraints relating to that view. We worked with the local authority conservation officer and our own heritage consultant to arrive at an agreed definition of the key view and the characteristics of the setting of this view across the proposal site.

As the pre-app consultation process progressed design options were tabled for consideration. Overall 3 options were put forward, which are set out on the following pages. Each option responded to the feedback from the previous one, identifying key constraints and opportunities for the development, and refining the design to a preferred option to take forward to detailed design and planning.

Option 1 was the first plan submitted to the local authority to establish developable areas and identify basic principles. Following feedback and a developing understanding of the site and the key view to the windmill, option 2 proposed a change of approach to the care home responding directly to the view cone by aligning to the view.

As part of further discussion with the local authority and conservation team we submitted option 3 which was based upon all the outcomes and ongoing issues through the pre-app.

By the end of the pre-app process a general agreement had been reached that Option 3 was the most suitable option and should form the basis for further design development. The councils pre-app response is based upon option 3 and has been used to inform our final designs as submitted here.

Proposed Option 1



Opportunities

- The falling topography across the site allows the proposed care home to be set lower than the existing properties identified as 1-4 Brookfield.
- The care home sits subservient within the landscape and avoids detrimental impact on the skyline.
- The building configuration is arranged around a series of courtyards offering landscape opportunities both to the North and South.
- Only two corners of the building touch the view cone as defined for the 2022 application. The built form is relieved from the view cone to create an entrance courtyard with a strong sense of arrival.
- The foreground view to the windmill is soft landscaped with opportunities for (low) planting.
- The hard surfaced access road and the parking within the important view is earth sheltered beyond planted, battered landscape.
- Parking is broken down with fingers of landscaping defining clear parking courts.

Considerations

- The proximity of the care home to residential property 4 Brookfield (The opinion of Eastleigh Borough Council)
- The two storey wing is separated from the rear boundaries of Brookfield by 12m. The return is separated by 15m from the side boundary.

Proposed Option 2

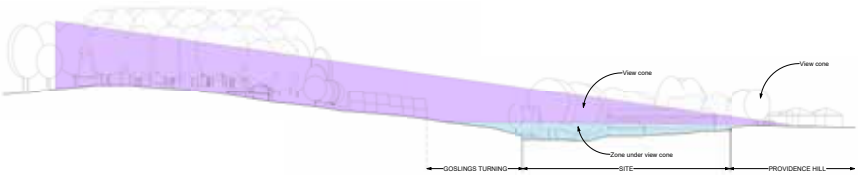


Opportunities

- The care home is rotated to increase the distance to the residential boundary of 4 Brookfield.
- The number of age restricted cottages is reduced from eight to five.
- The parking court is more confined than option 1 and is located within the important view.
- The mass of the care home is broken down into smaller, interconnected pavilions.

Considerations

- Low level-built form within the important view. This could potentially have a green roof, green wall or be filtered with planting.
- The built form is aligned to the important view
- The lower built form will obscure the falling topography within the important view



Pre-Application Response

Principle concerns of Eastleigh Borough Council relating to proposed options:

- The parking layout needs to be carefully considered in terms of surfacing materials, landscaping and retaining features to ensure that the parking would not dominate the site or views into it.
- The access and internal drive layout needs to ensure good connectivity with Providence Hill for vehicles, pedestrians and cyclists.
- Concern that if amenity areas are on the southern side of the dwellings, they would be highly shadowed by the boundary trees.
- Concern about the visual mass of the building, when viewed from within the site and from the adjacent dwellings, Providence Hill and Goslings Turning.
- Questions about the projecting element of the care home on the south-east side of the site, which would appear to increase the building mass close to the site boundaries and neighbouring residents.
- Another matter for further consideration is the external amenity space for the care home. If this is to be focused on the north side of the building then the concern is that it would be highly shadowed by the care home itself and may not provide an attractive environment.
- Eastleigh Borough Council’s Heritage Consultant has requested that the western projecting section of the building should have a hipped roof to reduce its ‘bulk’ adjacent to the Bursledon windmill view.
- It is felt that the building would still appear bulky when viewed from these adjacent dwellings and there could be an increased sense of overlooking due to the likely number of windows that would be facing towards them. Appropriate boundary treatments and landscaping may help to mitigate such impacts.
- At this stage it is not clear where or how drainage would be accommodated regarding ecological buffer zones, or how the landscaped areas of the site would be laid out and used. These matters will require detailed consideration as the scheme progresses.
- Concern that the removal of vegetation on the west side of the site to accommodate the proposed development would make it difficult to achieve a biodiversity net gain.
- The plans currently show 28 parking spaces, and it is not clear if this would be an appropriate level of parking taking account of staffing numbers and the parking for the cottages. The level of parking needs to be balanced against the desire to achieve a landscaped and attractive setting and potential impacts of under-provision in terms of overspill on surrounding roads.
- Opportunities to promote sustainable transport options for staff and visitors should be considered and incorporated as part of a Green Travel Plan.

Principle Concerns Word Cloud:

Bursledon Windmill
Protected View
Visual Mass Boundary Treatments
Built Mass Materiality
Projections Line Of View Wedge
Landscape Strategy
Overlooking 1-4 Brookfield
Hipped Roofs Attractive Environment
Overshadowing Protected Trees
DrainageStrategy BNG
Connectivity Providence Hill
Parking Strategy On-Site
Sustainable Transport Strategy
Pedestrians Green Travel Plan Cyclists
Through Routes Goslings Turning



WLA | **Proposed Site Section Plan - Option 3** | 2023
Do Not Scale.

In response to the pre-application feedback received specific to Option 2, the adjacent layout was proposed.

Option 3 responds to the following comments;

- The view wedge should remain undeveloped.
- Built form adjacent to the retained view should ideally be kept to a minimum.
- The planning officer proposes a balanced approach to protect the Windmill view and the amenity of 4 Brookfield.
- Suggested care home to be re-orientated away from the edge of the view wedge.

DESIGN RESPONSE:

- The siting of the care home is located deeper within the valley.
- Located at the lowest part of the site, the building is subservient to surrounding mature planting and the existing neighbouring properties.
- The east west wing is located further from the residential boundary of Brookfield and proposes a back-to-back distance of 36m.
- The building, in proximity to the important view, is limited to two storeys. Furthermore, the end of the wings are terminated with one and half storey projections to reduce the scale in relation to the important view.
- As Option 1, the built form is relieved from the important view to define a soft landscaped courtyard.
- No built form is proposed within the central part of the site to protect the historic view. Parking and roading shall be battered into the landscape
- The number of age restricted cottages is reduced from eight to five.
- The building configuration is arranged around a series of courtyards offering landscape opportunities both to the North and South of the building.
- The important view is largely soft landscaped and is unconstrained to the east.

Pre-Application Conclusion

Proposed Option 3 was recieved most favourably by Eastleigh Borough Council.

Through an understanding and analysis of the key views and the potential impact from built form within the site, the preferred option has been developed.

DESIGN RESPONSE:

- The siting of the care home is located deeper within the valley. Located at the lowest part of the site, the building is subservient to the surrounding mature planting and the existing neighbouring properties.
- The majority of the built form is hidden by the topography of the site, the dense boundary planting and the existing built form fronting Providence Hill.
- The building height is constrained to 1.5 and 2 storeys adjacent to the important view.
- The roof forms are angled away from the key views presenting less built form whilst framing the views.
- At the request of Eastleigh Borough Council's Heritage Consultant the western projecting section of the building, see image **[A]**, has been designed with a hipped roof, reducing any 'bulk' at the line of the view wedge up to the Bursledon windmill.
- A large amount of soft landscaping is present within the view range, softening and minimising any hard landscaping and built form.
- The amenity of properties at Brookfield is protected.
- The fall, then rise in topography, which contributes to the heritage significance, is appreciated.



[A] View of the Windmill from within the site.



[B] View from within the courtyard looking back towards Brookfield.



[C] Tidying the boundary foliage along Providence hill will provide filtered views across the undeveloped area of the site.



Location of the proposed views.