

# Bursledon Windmill Conservation Area Appraisal and Management Proposals

Supplementary Planning Document



**ADOPTED**

DECEMBER 2011

## Preface

### Title of Document

Bursledon Windmill Conservation Area Appraisal and Management Proposals SPD.

### What is it about?

This document reviews the existing Bursledon Windmill conservation area and uses this information to formulate management proposals to improve and enhance the area.

### What is it for?

- To provide additional guidance supplementary to the council's local plan saved policies and the future local development framework.
- To assist residents and developers when considering development within the conservation area.
- To assist the borough council, as local planning authority, with planning decisions and future development.

### Adoption

Consultation for this document has taken place between Thursday 17th March 2011 to Thursday 28th April 2011, during which interested parties and statutory consultees had the opportunity to comment. The revised supplementary planning document (SPD) was approved for adoption by the Local Area Committee (LAC) and the Council's Cabinet and was formally adopted 1<sup>st</sup> December 2011.

### Background information

The evidence for this SPD was drawn from national conservation guidance and local information.

### Statement of Publication

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Figure 1. Bursledon Windmill 2010

## 1 - Introduction

### Purpose of conservation area appraisal

- 1.1 This appraisal has been carried out to re-assess the existing Bursledon Windmill conservation area and to re-evaluate its special interest. The review will provide a basis for management proposals that are aimed at preserving or enhancing the character and appearance of the designated area.

### Role of final document

- 1.2 A final version of the document was approved for adoption by the Council's Cabinet on 01/12/11. It provides additional guidance supplementary to the council's local plan saved policies. In due course these saved policies will be superseded by the Local Plan. This SPD will continue to provide supplementary guidance to the Local Plan.
- 1.3 It will be a tool to be used by residents and developers when considering development within the conservation area. The borough council, as the local planning authority, will use it to inform planning decisions and future development.

## 2 - Background

### Statutory context

- 2.1 Conservation areas are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, as defined by section 69 of *The Planning (Listed Buildings and Conservation Areas) Act 1990* (The Act). Further information and advice relating to the Government's aims for heritage conservation is provided in *Planning Policy Statement 5 (PPS5): Planning for the Historic Environment* and the associated practice guide, *PPS5 Planning for the Historic Environment: Historic Environment Planning Practice Guide*.
- 2.2 The statutory duty of the local planning authority (LPA) is set out in section 71 of the Act. It requires LPAs to review the designation of conservation areas, formulate and publish proposals for the preservation and enhancement of conservation areas, and submit them for consideration to a public meeting in the area to which they relate.
- 2.3 Section 72 of the Act requires LPAs to pay special attention to the character and appearance of the conservation area and to the need to preserve or enhance it when exercising their planning powers.

### Planning policy context

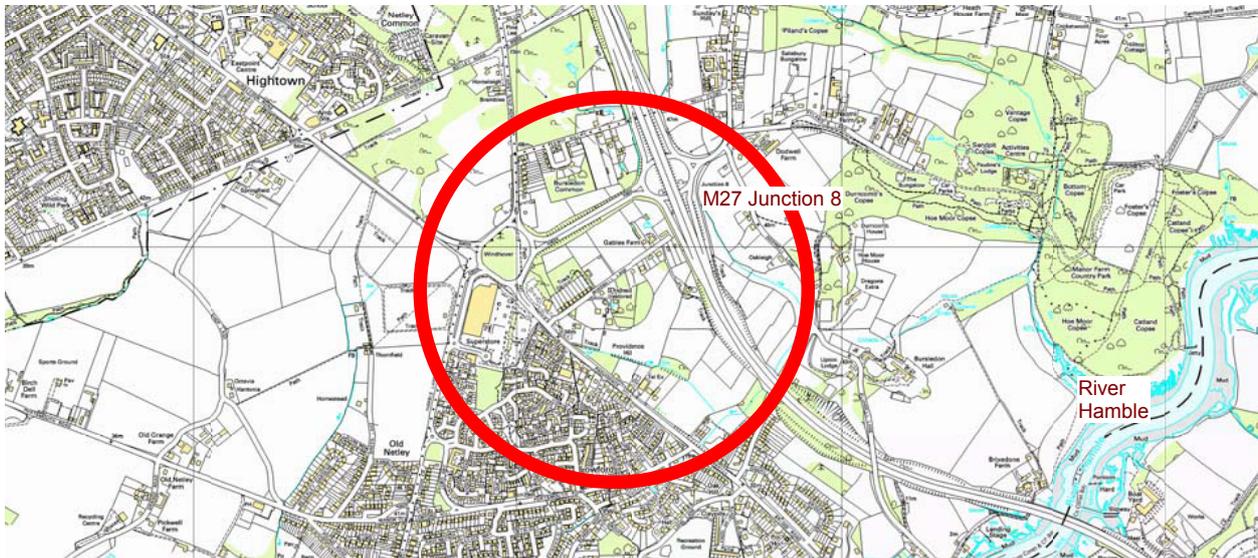
- 2.4 A SPD cannot create new policy. It does however, provide additional guidance supplementary to the saved policies in Section 11 of the *Eastleigh Borough Local Plan Review 2001-2011*, (adopted May 2006 and saved by the Secretary of State on 25 May 2009).
- 2.5 These policies, which impose a greater level of control on development in a conservation area, are: **168.LB, 169.LB, 170.LB, 171.LB, 172.LB, 173.LB, 174.LB, 175.LB and 176.LB**. See Appendix A ,page 24 for full details of policies.
- 2.6 In due course, the saved Local Plan Review policies will be replaced by the Local Plan. This SPD will remain as guidance and will continue to be a material consideration when making planning decisions in the conservation area.
- 2.7 English Heritage produces guidelines for conservation area appraisals and their management: '*Guidance on conservation area appraisals*', published February 2006, (product code 51185) and '*Guidance on the management of conservation areas*', published February 2006, (product code 51184). This document takes account of these and is set out in two parts – the Character appraisal and the Management proposals.

## Status of the Conservation Area

- 2.8 The Bursledon Windmill Conservation Area was designated on 25 January 1990. Following designation any development within the conservation area should have been carried out with regard to its conservation status and the relevant local plan saved policies.

### 3 - The Local Context

#### History of Bursledon Windmill



Map 1. Location of Bursledon Windmill Conservation Area

- 3.1 Bursledon Windmill is a rare surviving example of a traditional tower mill containing its original timber machinery.
- 3.2 Constructed before the introduction of cast-iron machinery, the mill was considered archaic by Victorian standards and following a short working life fell into disuse in 1885. The Mill is five storeys high and its main structure is a circular tapering brick tower. It displays other design features typical of the ancient tradition of millwrights and, now restored, is unique among British windmills. Associated with eighteenth century windmills, these features include the cap which is used instead of a fantail to turn the sails into the wind manually by a means of an endless chain mill and gearings.



*An old photograph of the Bursledon Windmill, taken in 1872 when the windmill was still in use, grinding the villagers' corn.*

Figure 2. Bursledon Windmill 1872

- 3.3 The original windmill was a post mill erected in 1766 by a William Fry following a request to the Bishop of Winchester for a windmill, 'where such a convenience is wanted'. In 1814 Phoebe Langtry asked the Bishop for a grant of 30 poles of land (approximately 750m<sup>2</sup>) 'on top of the free hill in Bursledon upon which lately stood a windmill'. In the same month the mill was mortgaged for £800 by William Langtry, Phoebe's son, who is believed to have become the miller. The Langtrys failed to redeem the mortgage and the mill passed out of their hands in 1821. At the end of its working life the mill was owned by the Gosling family who took over the mill in 1872.

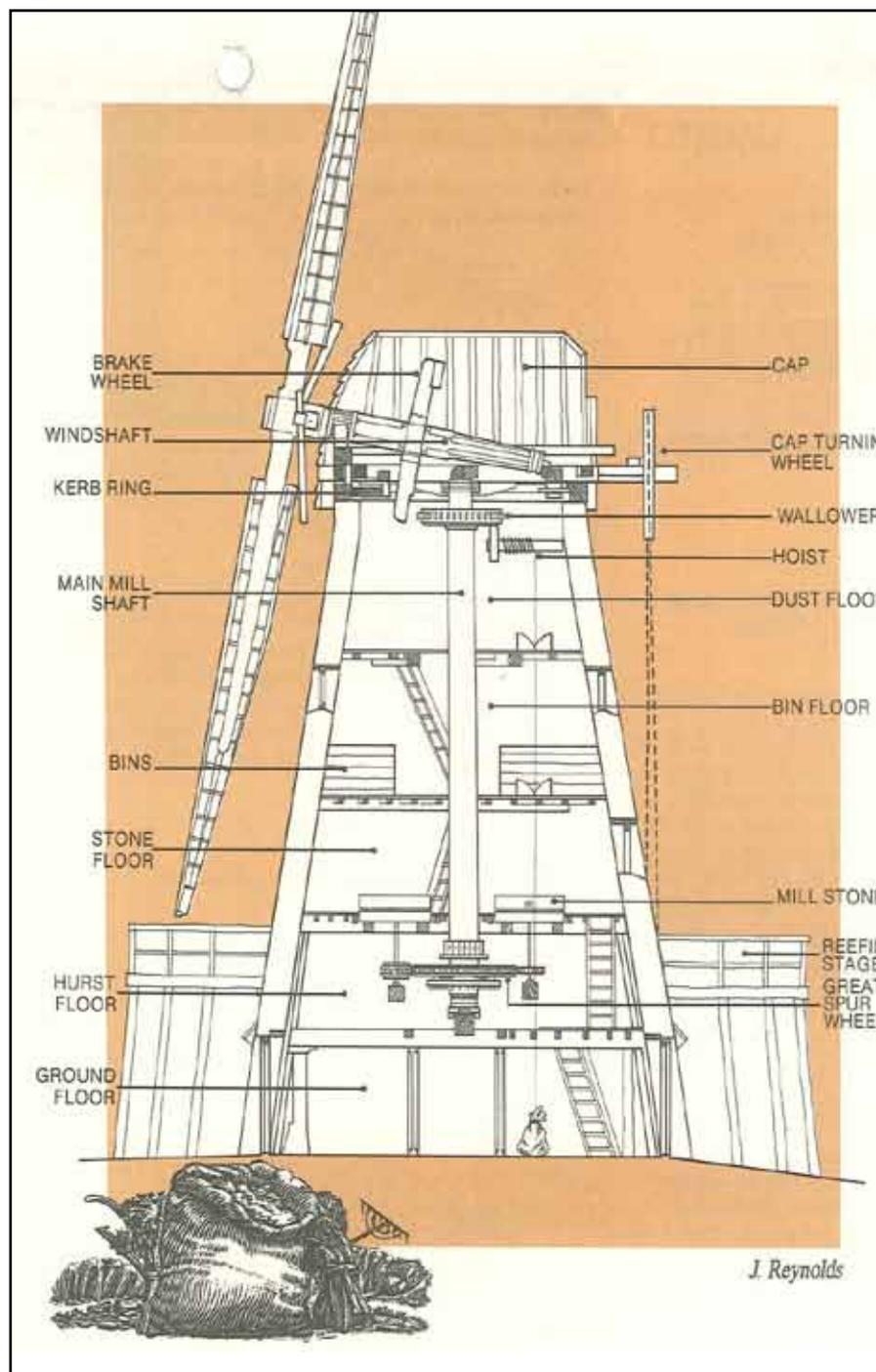
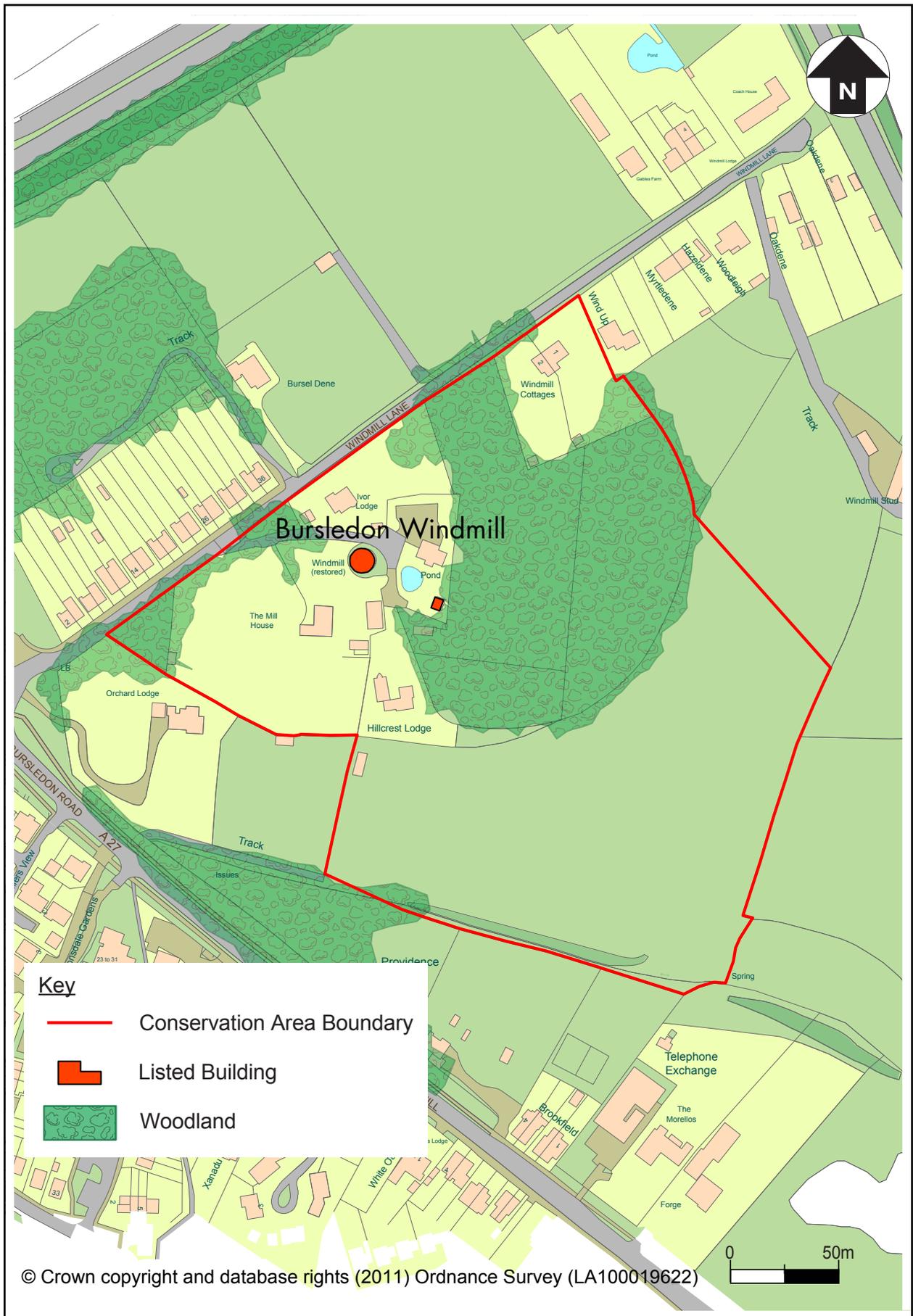


Figure 3. Bursledon Windmill 1872

- 3.4 A temporary roof structure was built over the cap top in the 1930s thereby ensuring the preservation of the mill and particularly the internal mill machinery.
- 3.5 Prior to the acquisition of the mill by Hampshire Buildings Preservation Trust from the former owners, Mr and Mrs J.D. Jenkins, for a 'peppercorn' price, emergency repairs were undertaken to avoid the windmill's collapse. Since acquisition the Hampshire's Buildings Preservation Trust have completed a comprehensive restoration programme (1976-91) retaining as much of the original fabric as possible, to re-establish the windmill as a working mill able to produce stone-ground flour.
- 3.6 Bursledon windmill is one of only a handful of operational windmills in Great Britain and as a Grade II\* listed building of national significance represents a link with Bursledon's industrial past. It is also the only windmill in Hampshire in working order.
- 3.7 The mill is now managed and run as a working mill and museum. It provides the opportunity to pass an understanding and working knowledge of this industry to future generations.



Figure 4. Mill Stones



Map 2. Existing Bursledon Windmill Conservation Area

## The Conservation Area

- 3.8 The conservation area consists of an area of approximately 5.85 hectares (14.47 acres), incorporating the Bursledon Windmill, its immediate surroundings & settings. Designated in 1990 and extended in 2011, it is located between the M27 and the A27 Bursledon Road to the south east of Windhover roundabout.
- 3.9 The conservation area bounds Windmill Lane in the northeast as far as Windmill Cottages and includes the surrounding woodland Windmill Wood, to the southeast. The boundary then runs across the field to the southeast, around the edge to include 'Hillcrest' to the south and the landscape area to the southwest with the Mill House.
- 3.10 The windmill, sited on a hill top, is a landmark when viewed from the A27 to the south and from the west on the A3024 road serving M27 junction 8. Elsewhere the windmill is hidden by a surrounding belt of trees and by Windmill Wood to the east.
- 3.11 The windmill sits in a small clearing, with the ancillary buildings, pond, car park, access road and adjoining woodland. There are limited views out of the site to the south beyond Hillcrest.
- 3.12 A significant contribution to the informal character of this site is made by boundaries of hedges, timber rail fences and gravel dressing to the access road and car park.
- 3.13 As the immediate surroundings, largely unspoilt by development, contribute to the special character of the area, the conservation area was designated to safeguard the setting of the mill.

## Listed Buildings

- 3.14 The following buildings in the conservation area are on English Heritage's statutory list of buildings of architectural and historic interest ([www.english-heritage.org.uk](http://www.english-heritage.org.uk)).
- 3.15 The Granary, Adjacent Bursledon Windmill (Date of listing: 14/02/1983): Late C18 timber-framed and clad rectangle on 9 straddles. Half-hipped slate roof. Relocated from Hiltonbury Farmhouse, 11/12/84.



Figure 5. The Granary

- 3.16 This building is listed as Grade II, meaning it is a building of special interest that warrants every effort to preserve it.

- 3.17 Bursledon Windmill (Date of listing: 14/02/1983): Built in 1813-1814, 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 original external features (cap, sails, chain gear and timber gallery), having gone since the termination of use in 1907, were replaced in 1977 as part of a full restoration.



Figure 6. Bursledon Windmill

- 3.18 This building is listed as Grade II\*, meaning it is a building of more than special interest and so has a higher level of protection than grade II. It is starred in particular for its early date and rare machinery.

## 4 - Part One: Appraisal

### Character of the Conservation Area

#### Form

- 4.1 Due to the nature and function of a windmill, it was necessary for Bursledon Windmill to be located in an area with good strength of wind and few obstructions. As such, it was erected on a hilltop in an exposed location. Since the 1880s, when use of the mill ceased, a wood has grown to the east. However, the level of built development around the mill is low with open fields behind of the woodland.

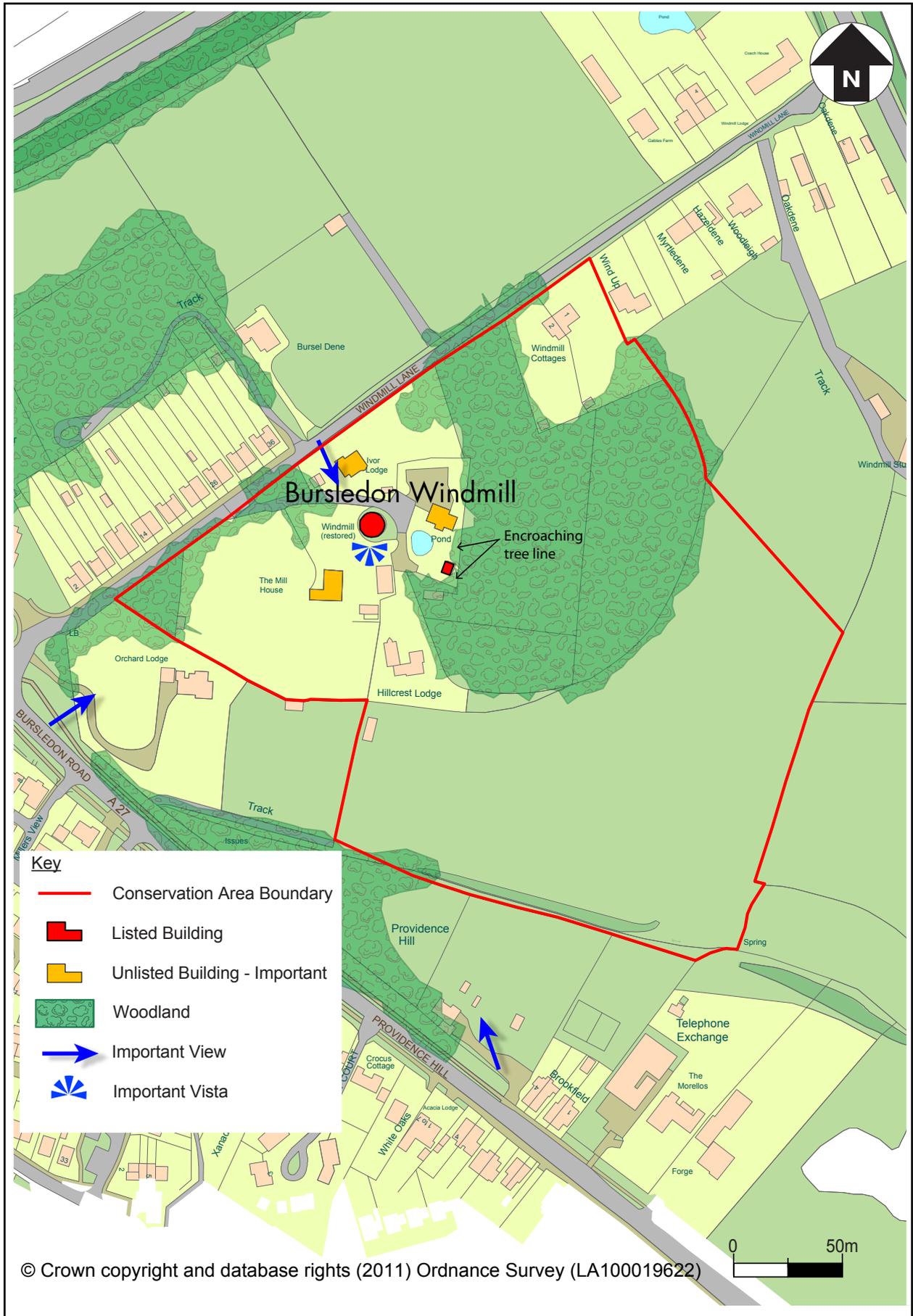


Figure 7. Seasonal views of the windmill from Providence Hill

- 4.2 There are two larger properties within the conservation area. One of which, the Mill House, would have been associated with the mill and has a sizable plot that bounds the mill very closely. The other, Hillcrest Lodge, is more modern with a smaller plot, although it is sizeable by current standards (see Architectural Character and Landscape map, page 11).

#### 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.



Map 3. Architectural Character and Landscape Map

## 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 to Bursledon Recreation Ground and across to the Isle of Wight on a clear day.
- 4.5 However, in places, the views of the windmill from outside the conservation area



Figure 8. Seasonal views of the windmill from Providence Hill

are quite extensive. The windmill can be highly visible when the sails are set and the mill is working.

## 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.

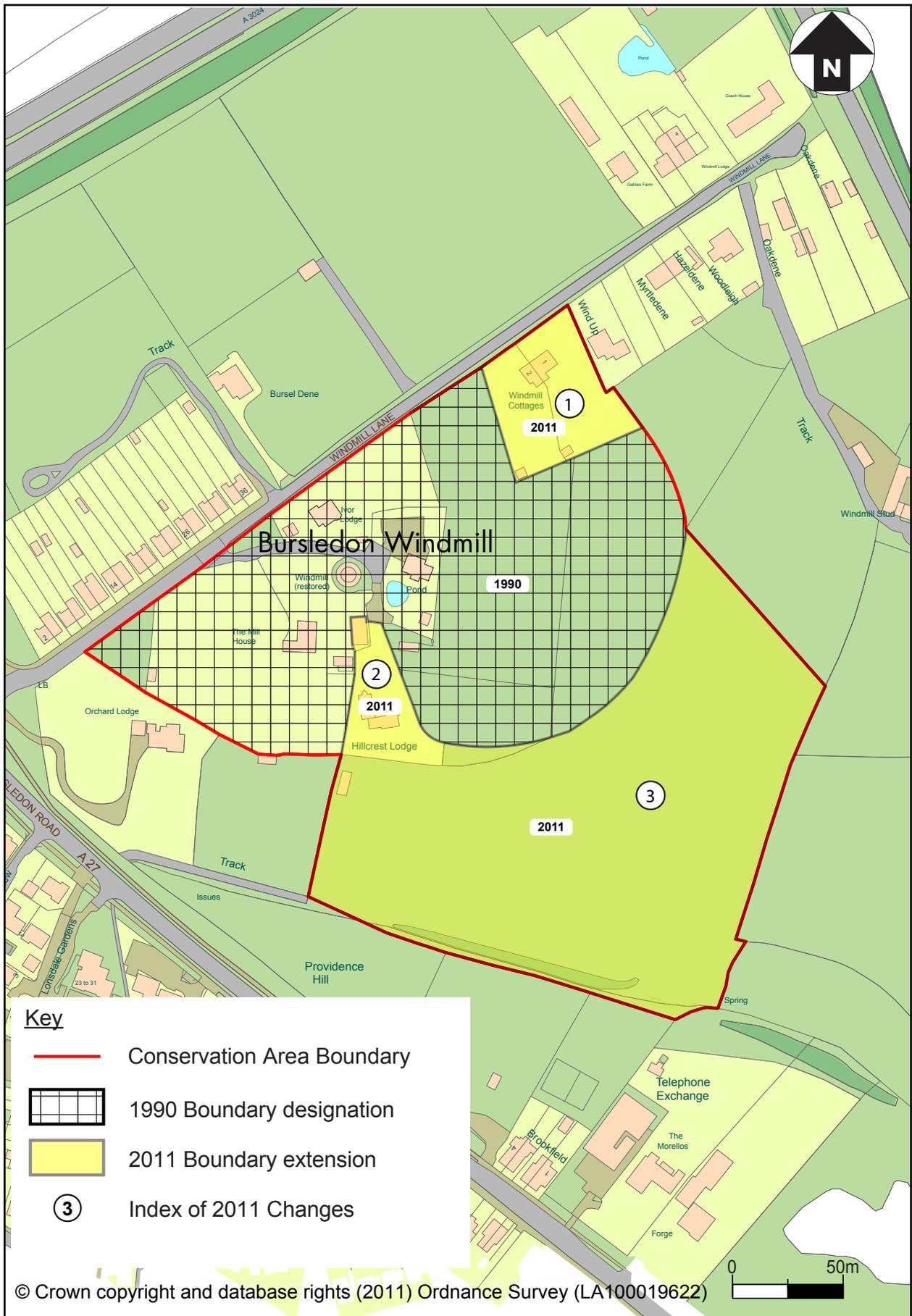
- 4.8 To the northeast of the mill is woodland, Windmill Fields Woods, approximately 1.5 hectares, which occupies a similar role, both in terms of screening and to a lesser extent, inhibiting wind flow. A usable wind from this direction is normally experienced for a minimum of one month a year.

### Biodiversity Value

- 4.9 The primary biodiversity value of the conservation area is found in the Windmill Fields Wood to the northeast of the mill. This woodland has been designated a Site of Interest for Nature Conservation (SINC). It is diverse in terms of its structure and species content, which is surprising for its relatively small size. It contains Oak, Birch, Ash, Wild Cherry and Aspen. The shrub layer includes Coppiced Hazel, Crab apple, Rowan and Whitebeam. The wood has 12 ancient woodland plant indicator species, including locally abundant bluebells.

## The Boundaries of the Conservation Area

- 4.10 The boundary of the conservation area was designated in 1990 and has not been amended since. However, as a result of this appraisal, a number of changes to the boundary of the conservation area have been made:
- 4.11 1 - Inclusion of 1 and 2 Windmill Cottages:  
The extensions have been recommended because of the importance of the setting of the windmill (both as a listed building and the main feature in the conservation area). The cottages are in close proximity to the windmill, as they bound the site. They therefore have the potential to enhance or harm the character of the conservation area.
- 4.12 2 - Inclusion of Hillcrest Lodge:  
As with Windmill Cottages, Hillcrest Lodge bounds part of the windmill site. If the mill is viewed from Providence Hill in the south, this site becomes particularly significant in allowing or obstructing views of the mill and contributing to the setting.
- 4.13 3 - Inclusion of field behind Windmill Fields Wood:  
The fields similarly have the potential to enhance or harm the character of the conservation area. At present it provides important open views through to the windmill from the south. These should be retained.



Map 4. Boundary Changes Map

## Buildings and Structures

### Archaeological Value

- 4.14 There are no sites in the conservation area that are specifically noted for their archaeological value, nor are there any scheduled monuments. Listed buildings are discussed in section 3.3.

### Unlisted Buildings

- 4.15 Other buildings of significance that make a positive contribution to the conservation area are:
- 4.16 A late 16<sup>th</sup> century barn dismantled in 1984 from a farm at Chineham, Basingstoke. It was brought to the site at the same time as the grade II listed Granary, where they were re-erected not far from the mill, for use as ancillary buildings to provide visitor facilities, displays and storage.



Figure 9. The Barn

- 4.17 The Mill House is a residential building built in the mid-19<sup>th</sup> century in traditional style retaining its character, despite being enlarged at the turn of the century. It was originally directly associated with the mill and occupied by the Gosling family.



Figure 10. Mill House

- 4.18 Ivor Lodge is a residential building, built in the late 19<sup>th</sup> century. It is located outside the curtilage of the mill.



Figure 11. Ivor Lodge

## Intrusion and Damage to Character

- 4.19 Due to the size of the conservation area and the limited development in it, there are few harmful or intrusive elements.



4.20 The lack of maintenance of the tree screens and woodland surrounding the windmill has created tall, dense barriers that inhibit both the level of wind flow to the sails and the visibility of the mill. This contrasts with the open nature of the hill top when the mill was first erected.

Figure 12. Unmanaged tree screen on Windmill Lane

- 4.21 Conversely, the sparse treatment of the landscape surrounding the barn and granary has a limited contribution to the mill's historic setting.



Figure 13. Poor landscaping around The Barn



Figure 14. Gates to Mill House

- 4.22 The gates to the Mill House, which open onto the driveway to the mill, are not of the most appropriate design for the setting of the mill.



Figure 15. Shed in Ivor Lodge

- 4.23 The roof of Ivor Lodge has, at some time, been replaced with inappropriate concrete tiles. There is also a dilapidated garage/shed within the curtilage of the lodge that needs replacement.

## 5 - Adopted Proposals (Dec 2011)

### Boundary changes

- 5.1 The following extensions to the boundary have been recommended due to the impact on the setting of the conservation area (see section 4.2 for more information):
- 1 and 2 Windmill Cottages and curtilage
  - Field behind Windmill Fields Wood
  - Hillcrest Lodge.

### Listing

- 5.2 As the sixteenth century barn falls within the curtilage of the listed windmill and the granary barn, it receives a similar level of protection. As such, it is not proposed to seek listing for any additional buildings in the conservation area.

### Article 4 Direction

- 5.3 In light of the nature of this conservation area and the statutory protection already afforded to Bursledon Windmill, it is not proposed that an article 4 direction be sought for this conservation area.

## 6 - Part Two: Management proposals

### Format of the management proposals

- 6.1 Part 1 of this document, the Character Appraisal, has identified the special positive qualities of the Bursledon Windmill conservation area, which make the conservation area unique. It has noted where issues have arisen that negatively impact on this area.
- 6.2 Part 2 of this document, the management proposals, builds upon the positive features and addresses the negative features which have already been identified, to offer a series of issues and proposals to guide improvement and change.
- 6.3 Both the conservation area character appraisal and the management proposals will be subject to monitoring and reviews on a regular basis.

### Issues and proposals

#### Buildings that make a positive contribution

- 6.4 As part of the appraisal process recommended by English Heritage, listed and unlisted buildings which make a positive contribution to the character of the area have been identified and are marked on the Architectural Character map (Map). These are individual buildings that retain a high proportion of their original architectural detailing and that add interest and vitality to the appearance of the conservation area. As with listed buildings, there is a general presumption in favour of retaining all historic buildings which make a positive contribution to the character of conservation areas. Any application for the demolition of one of these buildings will therefore need to be accompanied by a reasoned justification as to why it cannot be retained, similar to that required for a listed building. Further information can be found in the *Eastleigh Borough Council Local Plan Review (2001-2011): Chapter 11, Conservation and Listed Buildings (LB)*, policy **169.LB**, **170.LB** and **175.LB**.
- 6.5 **Proposal – In implementing policies, particular regard will be had to the positive buildings identified on “Architectural Character and Landscape Map” on page 11) to ensure that any alterations or extensions to existing positive buildings are very carefully designed and detailed.**

#### Tree Management

- 6.6 Trees make an important contribution to the special character and appearance of the conservation area. However, in order for the windmill to function as a working mill grinding grain for flour, a sufficient level of wind flow needs to be maintained. Management of the surrounding tree screens and woodland is required to thin out the trees, improving wind flow and visibility of the mill. Some of these trees are within private ownership and so not under direct control of the council. However,

the council is directly involved with the board formed to manage the running of the mill, together with Hampshire County Council who are responsible for repair and maintenance. The woodland to the east is in private ownership and the council is in discussion with the owner.

- 6.7 Proposal – Eastleigh Borough Council will work with local residents, the owner of the woodland, Hampshire County Council and the Hampshire Buildings Preservation Trust to successfully manage the trees surrounding the mill to improve its function and visibility.**

#### Landscape Management

- 6.8 The landscape immediately surrounding the mill contributes significantly to its setting. A management strategy designed to preserve the essential elements of the area, buildings, trees, hedges, fences and gravel surfaces which combine to give it special character would benefit the mill.
- 6.9 Proposal: To encourage the production of a comprehensive landscape management strategy that addresses the need to provide access with the need to provide an appropriate historic setting.**

#### Management of the Windmill

- 6.10 Heritage assets such as the windmill are costly to maintain and manage. Funding to the windmill has recently been reduced. In order for this asset to continue to function as a working windmill, careful marketing and promotion would benefit this site and help to provide funds for its future maintenance and retention. It would be worth examining how other assets of a similar nature have been successful in generating income.
- 6.11 Proposal: To encourage the production of a marketing and management strategy focused on promotion of the windmill and its future success.**

#### Monitoring and Review

- 6.12 This document will be reviewed regularly. It will need to be assessed in the light of the emerging Local Plan and government policy generally.

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## 7 - References

### Publications

Eastleigh Borough Council (2000) *Bursledon Windmill Conservation Area*.

English Heritage (2006) *Guidance on the Management of Conservation Areas*. English Heritage.

English Heritage (2006) *Guidance on Conservation Areas Appraisals*. English Heritage.

English Heritage (2008) *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment*. English Heritage.

### Websites

Archaeology Data Service - <http://ads.ahds.ac.uk>

English Heritage – [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

Hampshire County Council - [www.hants.gov.uk](http://www.hants.gov.uk)

Hampshire Buildings Preservation Trust - [www.hampshirebuildings.org.uk](http://www.hampshirebuildings.org.uk).

## Appendix A - Saved Planning Policies

From 2006 Local Plan Review (which will be superseded by the new Local Plan in due course)

### Local Plan Policies

- 168.LB** Planning applications for development affecting a site where there is evidence that archaeological remains may exist but whose extent and importance are unknown, will only be permitted if the developer arranges for an appropriate level of evaluation to be carried out. This will enable the Borough Council to be fully informed about the likely effect that the proposed development will have upon such remains.
- 169.LB** Planning applications for new buildings, and alterations and extensions to existing buildings, within, or affecting the setting of, Conservation Areas, will be permitted, provided all the following criteria are met:
- i. the proposal preserves or enhances the character or appearance of the Conservation Area or its setting;
  - ii. any new building or extension does not detract from the character of the area and where appropriate retains the existing street building line and the rhythm of the street-scene;
  - iii. the mass, materials and form of the building and associated landscape features are in scale and harmony with the existing and adjoining buildings and the area as a whole and the proportions of its parts relate well to each other, to the existing building and to adjoining buildings;
  - iv. architectural details on buildings of value are retained;
  - v. with regard to retail premises, a high standard of shop front design and signing, relating sympathetically to the character of the building and the surrounding area, is required;
  - vi. the materials to be used are appropriate to and in sympathy with the existing buildings and the particular character of the area;  
and,
  - vii. they do not generate excessive traffic, car parking, noise or cause detriment to the character of the local environment. Existing inappropriate uses will not be allowed to expand or intensify and the Borough Council may encourage their relocation if serious loss of amenity is occurring.
- 170.LB** Development which involves the demolition of any building or important feature within a Conservation Area will not be permitted unless:

- i. it can be shown that the building is wholly beyond repair, or incapable of reasonable beneficial use;**
    - ii. its removal or replacement would enhance the appearance of the area;**
  - or,**
  - iii. it is essential to enable a redevelopment scheme to take place, provided the scheme for redevelopment has already been or is concurrently approved and such a scheme would positively enhance the character or appearance of the Conservation Area.**
- 171.LB Applications for development which affect important townscape or landscape features in Conservation Areas will only be permitted where the qualities of those features are retained.**
- 172.LB Applications for advertisements and fascia signs in Conservation Areas will only be permitted if they meet all the following criteria:**
- i. the proliferation of signs will be discouraged and signs will be restricted to the ground floor wall area;**
  - ii. fascias and advertisements should be designed as an integral part of the shop front and in keeping with the character of the surrounding area. Box signs will not be permitted and traditional signs and fascia details should be retained wherever possible;**
  - iii. illuminated signs will not be permitted. Where consent is given in exceptional circumstances, the sign should take the form of spot or halo lighting or rear illumination cut-out lettering;**
  - iv. the Borough Council will only accept 'Corporate Imaging' advertising where it is not detrimental to the character of the building and surrounding area; and,**
  - v. consent will only be granted for advertisement hoardings, if it can be demonstrated to the satisfaction of the Borough Council, that no harm to amenity or public safety will be caused.**
- 173.LB Proposals which include the total demolition of a listed building will not be permitted unless it can be shown to the satisfaction of the Borough Council that their condition makes it impracticable to repair, renovate or adapt them to an appropriate beneficial use.**
- 174.LB The alteration or extension of a listed building or any development within the curtilage of a listed building including display of an advertisement will not be permitted if it would result in a detrimental impact on the building or its setting.**
- 175.LB Development which would have a detrimental impact on a building of local importance or its setting will not be permitted.**

**176.LB** In exceptional circumstances the Council may permit the following development in order to secure the future of a listed building or other heritage asset:

- i. a conversion or change of use which may not otherwise be permitted;
- ii. a sympathetic extension of an appropriate scale and design which does not detract from the intrinsic value of the building or asset; or,
- iii. appropriate development within the curtilage of the property which is subservient to and does not detract from the character of the building or its grounds.

The Council must be satisfied that all alternative solutions and sources of funding have been thoroughly investigated; that the applicant will enter into a legal agreement to ensure that the envisaged conservation benefits are delivered, and that the enabling development is demonstrably the minimum necessary to secure the future of the building or asset.

## Appendix B – General Information

### Local Generic Guidance

Eastleigh Borough Council is in the process of producing a Quality Places Supplementary Planning Document which will offer advice and guidance on general design issues. For advice on specific issues pertaining to a conservation area, please contact the borough's Architectural Design and Conservation Officer on 023 8068 8247.

### Useful Information and Contact Details

#### General Information

Eastleigh Borough Council, [www.eastleigh.gov.uk](http://www.eastleigh.gov.uk).

Hampshire County Council, <http://hants.gov.uk/>

Bursledon Parish Council, <http://bursledon.org/>

#### Conservation Information and Advice

The Borough's Architectural Design and Conservation Officer, 023 8068 8247

English Heritage, [www.english-heritage.org.uk](http://www.english-heritage.org.uk),  
(General Enquiries) 0870 333 1181

#### Local Historic Information

Hampshire Buildings Preservation Trust, [www.hampshirebuildings.org.uk](http://www.hampshirebuildings.org.uk),  
01489 576 248

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