



Appeal Decisions

Site visit made on 15 January 2024

by **P N Jarratt BA (Hons) DipTP MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 7 February 2024

Appeal A Ref: APP/Z0116/W/23/3319425

Worlds End House, Worlds End Lane, Clifton, BRISTOL, BS8 4TH

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for planning permission.
 - The appeal is made by Mr Peter Lovering against Bristol City Council.
 - The application, Ref 22/04816/H, is dated 4 October 2022.
 - The development proposed is: Works including repair/replacement of lean-to roof, doors and windows, construction of single storey rear extension. Repair refurbishment and re-ordering of interior, and external landscaping.
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Appeal B Ref: APP/Z0116/Y/23/3319426

Worlds End House, Worlds End Lane, Clifton, BRISTOL, BS8 4TH

- The appeal is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a failure to give notice within the prescribed period of a decision on an application for listed building consent.
 - The appeal is made by Mr Peter Lovering against Bristol City Council.
 - The application Ref 22/04817/LA is dated 4 October 2022.
 - The works proposed are: Works including repair/replacement of lean-to roof, doors and windows, construction of single storey rear extension. Repair refurbishment and re-ordering of interior, and external landscaping.
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Decisions

Appeal A Ref: APP/Z0116/W/23/3319425

1. The appeal is dismissed and planning permission for works including repair/replacement of lean-to roof, doors and windows, construction of single storey rear extension; repair refurbishment and re-ordering of interior, and external landscaping is refused.

Appeal B Ref: APP/Z0116/Y/23/3319426

2. The appeal is dismissed and listed building consent is refused for works including repair/replacement of lean-to roof, doors and windows, construction of single storey rear extension; repair refurbishment and re-ordering of interior, and external landscaping.

Procedural Matters

3. The description of the proposed development/proposed works in both applications is the same and is for the "repair of existing lean-to roof to rear of property and replacement with newterne coated stainless steel lean-to-roof with conservation rooflights, replacement of existing exterior door with new

timber door and incorporation of glazed side panel; construction of a rear single storey green roof extension linked to existing kitchen, replacement of 1st floor north facing bathroom window to its original size with new painted and double glazed timber windows, refurbishment and minor reordering of the ground, 1st and 2nd floor interiors, interior repair work including the conservation and repair of the existing fireplaces to the ground floor sitting room, lime plaster repair work on an ad hoc basis to each floor and repairs to floorboards, removal of modern ceiling deck to the bedrooms and bathroom at 2nd floor level to reinstate original ceiling heights, relocation of the boiler and heating appliances to the basement/cellar level and associated landscaping including remodelling and repair of existing steps leading to the south entrance of the house and the cellar; removal of an existing shed and greenhouse, planting of new native species trees to replace small trees, incorporation of a planted bank with a retaining wall and the construction of a new external stair and buttress to replace an existing metal spiral stair.

4. However, this has been summarised in the appellant's descriptions in the appeal statements as "Works including repair/replacement of lean-to roof, doors and windows, construction of single storey rear extension. Repair refurbishment and re-ordering of interior, and external landscaping". I have used the summarised descriptions in the headings above.
5. The Council's representative failed to attend the site inspection so in these circumstances I carried out an access required visit.
6. As the proposal is in a conservation area and relates to a listed building, I have had special regard to sections 16(2), 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act).

The appeal site and relevant planning history

7. World's End House was Grade II listed in 1977 and described as being C17-C18 although it was not internally inspected at the time of listing.
8. It is a two storey with attic and cellar property in domestic use with gardens at different levels. It is located on a steep site accessed from the White Hart Steps and from Southernhay Avenue at a higher level. It is attached to and historically associated with Cliftonwood Cottage, which is not listed. To the southeast is Avon Cottage which is Grade II listed. The White Hart Steps, flanking walls and railings are also Grade II listed.
9. The appeal property is in a prominent location in a generally residential area characterised by terraces to the north and west. To the south of the property is a more mixed areas close to the River Avon and the Floating Harbour.
10. Recent listed building consents have been granted for both external and internal work to the building. Ref 23/024/70/LA is for cement replacement with a lime render; re-roofing works; refurbishment of bathroom, interior repair works, replacement of skirtings, shutters and architraves, relocation of boiler; and the repair and tanking of the north wall. Ref. 23/01643/LA is for emergency stitching and stabilisation of the building.
11. The details of these have not been submitted by the parties but there is a clear overlap with the works proposed in these appeals.

Main Issues

12. The main issues are whether the proposal would preserve a Grade II listed building, World's End House, and any of the features of special architectural or historic interest that it possesses; the effect on the setting of nearby listed buildings; and the extent to which it would preserve or enhance the character or appearance of the Clifton and Hotwells Conservation Area.
13. The Conservation Area covers an extensive area encompassing a wide range of buildings largely Georgian and Victorian, with many being listed, and having a number of distinctive character areas of which the appeal property is within the Clifton Wood Slopes character area. It centres on the development of terraces, crescents and streets that rise from Hotwells in the south to meet the open landscape provided by the Avon Gorge and Clifton Down. Its significance is derived from a residential townscape of great contrasts and memorable settings. Given the above, I find that the significance of the Conservation Area, insofar as it relates to these appeals, to be primarily associated with the steep slopes north of the river that provide a characteristic image of Bristol.
14. The building has a complex history which has led to alterations over its lifetime. I find that the special interest of the listed building, insofar as it relates to these appeals, to be primarily associated with its recognition as a "garden House" or lodge typology that developed in the 17th century as second homes for the merchant classes. The architectural character of the building is that of a relaxed and informal type of living, with domestic scaled spaces and architectural treatment, albeit that the principal garden elevation has a degree of rhythm and proportion to its facade. The garden is fundamental to the significance of the building and its principal façade. The curtilage listed walls and retaining structures contribute to the historic character and laying out of this steep hillside position for this sort of recreational property.
15. The appellant's Design and Access Statement (Benjamin & Beauchamp September 2022); the Heritage Impact Statement (GBH Historic Building Advice); World's End House Architectural Study 23 November 2020 and update of 11 February 2023 (Dr Roger Leech, Cultural Heritage Services); and, Remedial Works Strategy (KB2 January 2023), provide detailed appraisals of the history of the building and the nature and impact of the proposals.

Proposed Extension

16. A flat green roof extension of the kitchen of contemporary design is proposed on the west side of the principal façade of the house. It would have a linear glazed rooflight and sliding doors to the garden. Its construction involves a significant structural intervention which would lead to a loss of existing wall fabric and two sash windows. Coupled with the removal of the Victorian style canopy over the entrance door (which is a modern reproduction) and its replacement with a timber pergola, the change to this elevation would be significant. The extension would have an unbalancing visual effect on the property and appear incongruous.
17. It is acknowledged that the principal elevation has altered over time and windows may have changed but it remains that it was intended to be the principal elevation of the property, with an elevated location visible from the docks, and with views to be enjoyed from it. Earlier fenestration patterns would have capitalised on these views and express a degree of formality similar to

other examples of this type. Any previous window openings would perhaps have been reinstated in the mid C20 rather than created afresh and this is reflected by the symmetrical arrangement of windows to each of the internal spaces.

18. The garden has been truncated in the past when the original dwelling was separated into the appeal property and Cliftonwood Cottage. Nevertheless the garden setting is fundamental to the significance of the property as it was an intrinsic element of these 'garden houses' and its partial loss through the construction of an extension and the erosion of its setting is harmful to its significance.
19. I note that the appellant is seeking to create modern day kitchen and dining facilities and the re-purposing of other rooms. However the proposed extension, by virtue of its size and location on the principal elevation, would be a significant and harmful addition to the listed building which would fail to preserve its significance.
20. The extension would be visible within parts of the Conservation Area and to some extent from more distant views, such as from the docks where the flat roofed addition would appear moderately prominent and disrupt the rhythm of the principal elevation and be harmful to the wider character and appearance of the Conservation Area.
21. Due to the difference in levels between the appeal property and the adjacent listed Avon Cottage, the effect on the setting of that building would not be sufficiently great to lead to harm and I note the expression of support for the extension from the occupant of the cottage.

Entrance Lobby

22. The existing single storey lobby is behind a substantial stone wall having a cock and hen coping with a solid timber entrance door to the White Hart Steps. It has an existing shallow pitch, pantile roof which it is proposed to replace with a new terne coated stainless steel lean-to-roof with conservation rooflights at a slightly lower pitch than at present but with the external wall increased in height slightly. A new door with a glazed side panel is also proposed. The cock and hen coping would be replaced with a dressed stone coping.
23. This element of the proposed works with the loss of the pantile roof and its replacement with steel roof materials would lead to the erosion of the traditional materials in the Conservation Area albeit that the location of the roof behind the flank wall would not make this change too readily apparent. The Council has concern that the loss of the traditional cock and hen coping would undermine the rugged character of the Conservation Area and harm the appearance of the listed White Hart Steps. Whilst there may be some changes in the appearance of the wall, on balance, this would have a neutral effect on the character and appearance of the Conservation Area. I also note that the appellant would be willing to consider alternative materials for the roof.

Other Works

24. Various internal and external works are proposed but many of these already appear to benefit from the recent listed building consents described above. As part of these appeals the Council has raised objections to the new internal hallway door subdividing the original space; the use of lime-based render

(although it seems that the appellant would now be willing to use non-hydraulic lime render); the loss of built in cupboards in the living room; the plastering of revealed stone in fireplaces; and new openings between rooms on upper floors. I note that the Council implies that some of those works now having consent lessen the degree of harm detailed in the appeals.

25. The proposed external works include the removal of a shed and greenhouse, the replacement of a metal spiral staircase with a new stair, repairs to the existing steps leading to the cellar and associated landscaping. These works would preserve the setting of the listed building and improve the appearance of the Conservation Area.
26. However, in the absence of clarity of which of these works still require listed building consent (or possibly planning permission) I am determining the applications on what is before me. My decisions on these appeals does not remove the appellant's right to carry out the approved works in accordance with any extant listed building consents.

Conclusions

27. The main concern in respect of both appeals relates to the impact of the single storey extension. On the basis of the submitted plans, this is unacceptable for the reasons expressed. Although a number of the other aspects of the development such as the entrance lobby proposals and the internal works could be the subject of appropriate conditions attached to a listed building consent or a planning permission, I have determined the applications as a whole as it would not be appropriate to grant split decisions because of the lack of clarity over what has already been granted consent.
28. The National Planning Policy Framework December 2023 (the Framework) requires great weight to be given to a heritage asset's conservation, irrespective of the level of harm. I have identified that there would be harm arising from the proposed development taken as a whole to the significance of the listed buildings and to the Conservation Area. This level of harm would be less than substantial harm but against this it is necessary to weigh this harm against the public benefits of the proposal.
29. The appellant clearly wishes to carry out repair and improvement work which will secure the future of the building and in general terms this is to be welcomed and is a public benefit, as would be the removal of previous inappropriate works. However, the desire to achieve a modern internal arrangement that satisfies personal desires for living space is difficult to achieve without harm to the very characteristics of a property that makes it special. In this case, the extension of the living space and other proposed works provide limited public benefits and taken together do not outweigh the harm identified.
30. Given the above, I conclude on balance that the proposal would fail to preserve the special historic interest of the Grade II listed building and the character and appearance of the Clifton and Hotwells Conservation Area, thus failing to satisfy the requirements of the Act, the Framework and development plan policies insofar relevant, including the Bristol Core Strategy Policy BCS22 regarding the approach to conservation and the historic environment , and to Development Management Policy DM31 regarding heritage assets (Site Allocations and Development Management Policies, 2014).

Conclusions

Appeal A Ref: APP/Z0116/W/23/3319425

31. For the reasons given above I conclude that the appeal should be dismissed.

Appeal B Ref: APP/Z0116/Y/23/3319426

32. For the reasons given above I conclude that the appeal should fail.

P N Jarratt

INSPECTOR