
Appeal Decision

Site visit made on 11 November 2025

by **B Phillips BSc MSc MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 02 December 2025

Appeal Ref: APP/Z0116/Y/24/3356276

Basement Flat, South Parade Mansions, 49 Oakfield Road, Clifton, Bristol BS8 2BA

- The appeal is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) against a refusal to grant listed building consent.
 - The appeal is made by Miss Rachel Bell against the decision of Bristol City Council.
 - The application Ref is 23/04284/LA.
 - The works proposed are the replacement of two casement windows, one set of French doors and one rear entrance door.
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Decision

1. The appeal is dismissed.

Preliminary Matters

2. I have removed wording from the works proposed above which does not describe development or work.
3. The appeal site forms part of the Grade II listed building known as 'South Parade (terrace) and attached front area railings, 47-71 Oakfield Road' which is located within the Whiteladies Conservation Area (CA). In reaching my decision, I have considered the statutory duties under sections 16(2) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act, 1990 (the Act).
4. Whilst the appellant sets out in the heritage statement that listed building consent may not be required, I have considered the proposal on the description and proposed plans before me.

Main Issues

5. The main issues in this case are whether the proposed works would preserve the listed building, or any features of special architectural or historic interest that it possesses and would preserve or enhance the character or appearance of the Whiteladies CA.

Reasons

6. The appeal property consists of the basement apartment within No 49 Oakfield Road, part of an imposing and substantial terraced building that is Grade II listed¹. The formal terrace, 'South Parade (terrace) and attached front area railings, 47-71 Oakfield Road' was constructed in approximately 1840, was first listed in 1977 and comprises of 13 dwellings, 3 storeys in height (with basements and attics), of

¹ List Entry Number 1282191

limestone ashlar, with party wall stacks and pantile double-pile roofs. The decorative frontage includes a rusticated ground-floor and plat band, second-floor sill band, bracketed cornice and coped attic. There are steps up to a right-hand doorway with plate-glass overlights and 6-panel doors. The listing description refers to tripartite ground-floor windows with 2/2-pane sashes, architraves to upper windows with 6/6-pane sashes, and 3/3-panes in the attic.

7. Given the above, I find that the special interest and significance of the listed building to be primarily associated with its historic and architectural interests as a fine illustration of mid-19th century domestic architecture. Important contributors in these regards are its architectural detailing, consistency, symmetry and group value. Particularly pertinent to the appeal, the historic timber fenestration, as outlined above, contributes to the authenticity and coherence of the terrace. In these respects, they are important components of the property which contribute in a significantly positive way to the listed building's architectural merit and significance. Despite its conversion to flats and subsequent internal alterations, No 49 retains these external architectural qualities.
8. The rear of the terrace evidently does not contribute to its special interest to the same extent as the decorative frontage. This is the conscious design factor in the status differentiation reflected in the building's front and rear elevations. Whilst the rear is not included in the list description, this does not indicate a lack of special interest or significance.
9. The appeal property has a single storey rear extension, which the submitted heritage statement puts at 1987², which contains the kitchen of the appeal property. As such, the original form of the building has been slightly compromised, however the extension is replicated across the terrace to maintain a coherence and symmetry. I observed that the extension is modest in scale and its simple lean-to form and use of traditional materials, such as timber six pane single glazed casement windows and multi pane timber door, are largely sensitive to the building's historic aesthetics, and match the historic timber fenestration on the upper floors. This means that the original architectural form and detailing of the wider terrace remains legible.
10. As a part of the terrace, No 49, including the basement flat, makes a valuable contribution to the architectural consistency of the listed terrace and is integral to the special architectural and historic interest, and group value, of South Parade (terrace) and attached front area railings, 47-71 Oakfield Road' as an entity.
11. The Whiteladies CA Character Appraisal (2008) is split into four areas, which vary from one another in respect of their character, however in general the CA is significant due to its role as part of the Georgian expansion of the city, as well as its high concentration of listed buildings. Despite the modern additions to the rear, the appeal property, as part of this prominent historic and coherent building, contributes positively to the character and appearance of the surroundings and CA as a whole.
12. Consent is sought for the replacement of 2 existing timber casement windows, one set of French doors and one entrance door to the rear of the property, within the extension, with uPVC double glazed units.

² Application reference 3864F/87C and 3863L/87C

13. The replacement units would have plastic frames with deep double glazed units incorporating seals and spacers, trickle vents, external hinges, and the incorporation of encapsulated plastic glazing bar inserts.
14. Whilst generally replicating the historic glazing patterns in terms of visible panes, the use of uPVC would result in a smooth, shiny, modern appearance that would not satisfactorily capture the appearance of the traditional painted timber finish of the historic windows. These windows and French doors would also have bulkier frames than that of the current windows, with less elegant and deeper profiles that would appear visually different to a single pane of glass in terms of their reflective qualities. The trickle vents would also have a conspicuously modern and ungainly appearance which would fail to reflect the simple wooden frames of the existing traditional windows.
15. Overall, they would appear as inauthentic and overtly contemporary double glazed units that would be incongruous in the context of the historic building and the remaining timber single glazed units to the upper floors.
16. It is imperative that proposals are accompanied by drawings and specifications of sufficient detail to illustrate and/or describe the proposed works in order to avoid any uncertainty over what is proposed, and to allow a robust assessment of any consequent effects. In assessing whether the proposed units would be appropriate replacements, the omission of detailed drawings (in elevation and section) of the existing windows means that it is not possible to make any full comparisons and meaningfully assess any changes to the appearance of this element of the building.
17. There is also a lack of full section drawings for each proposed unit, and whilst the appellant states that there would be 'an average reduction in window area of approximately 3%', the on plan annotation that '*the dimensions shown will vary slightly after a technical survey has been completed*' gives rise to ambiguity and doubt regarding their individual dimensions, glazing pattern and overall appearance. This is highly undesirable in general terms but especially given that the property is a Grade II listed building of national importance.
18. Given the rear boundary walls, I observed that the proposal would not be particularly conspicuous when viewed from adjacent properties or the public highway. However, listed buildings are safeguarded for their inherent architectural and historic interest irrespective of whether changes to them are apparent from public vantage points.
19. Without giving specific examples, the appellant sets out that there are numerous examples of similar materials being used for windows or doors, and I did observe some limited examples at the rear of the terrace, which were obvious in their use of modern materials. However, this is not a sufficient justification for the further weakening of the architectural and historic interest of the listed building.
20. I conclude that the proposed works would fail to preserve the special architectural and historic interest of the Grade II listed building, South Parade (terrace) and attached front area railings, 47-71 Oakfield Road and would harm its significance as a designated heritage asset.
21. The above harm to significance would result in some residual harmful effect to the character and appearance of the CA. It would not therefore preserve the character

and appearance of the CA as a whole and would harm its significance as a designated heritage asset.

22. Given the siting of the works within the extension and the fairly localised nature of the works relative to the building and CA as a whole, I find the harm to both heritage assets to be, individually and cumulatively, at a minor level of 'less than substantial' but nevertheless is of considerable importance and weight.
23. It is not demonstrated that the proposed scheme is the only way of achieving cost affective improvements in relation to matters such as improved maintenance and energy efficiency. As such, these benefits each carry modest weight in favour of the appeal.
24. There would be some economic benefits brought about through the investment into the property and the construction phase. Also, social benefits would be gained through improvements to the local housing stock. Given the scale of development, these benefits would each be small. There is no substantive evidence before me that the development and works are required to secure the optimum viable use of the listed building.
25. Paragraph 212 of the National Planning Policy Framework (the Framework) indicates that, when considering the impact on the significance of a designated heritage asset, great weight should be given to the asset's conservation irrespective of whether any harm amounts to less than substantial harm to significance. Overall, the weight I ascribe to the public benefits is not sufficient to outweigh the considerable importance and weight I attach to the harm to significance I have found.
22. Consequently, the harm identified to the significance of the designated heritage assets has not been supported by clear and convincing justification. The works and development therefore would conflict with the statutory presumptions set out in sections 16(2) and 72(1) of the Act and fail to satisfy the historic environment conservation and enhancement policies of the Framework. There is also conflict with Policies BCS22 of the Site Allocations and Development Management Policies (2014) and DM31 of the Local Plan (2014), which amongst other matters, requires development proposals to safeguard or enhance heritage assets.

Other Matters

23. I note that the appellants comments on the Council's processing of the original application and the lack of engagement with post-decision dialogue, however this is a matter for local government accountability, not for the appeal in front of me and is not a matter for consideration under this appeal.

Conclusion

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

B Phillips

INSPECTOR