

Section 62A Applications Team
The Planning Inspectorate
3rd Floor
Temple Quay House
2 The Square
Temple Quay
Bristol
BS1 6PN

Our ref: PR02485
Date: 14th May 2024

Sent via e-mail

Dear Sir/Madam,

Town and Country Planning Act 1990

87 Queenshill Road, Bristol BS4 2XQ

Erection of a two-storey side extension comprising 1no. self-contained dwellinghouse

I write on behalf of my client, Mr Paul Rhodes, to apply for the erection of an attached two-bedroom dwellinghouse, to the side of the existing property. The appellant has chosen to take the Section 62A route and submit the proposal directly to the Planning Inspectorate. Notice of this intention was given on the April 2024. I can confirm that the development would be liable for CIL, and that a draft Heads of Terms accompanies this application confirming that the applicant would commit to a S106 payment equivalent to the CIL payment due. I attach the following documents as part of this application:

- Application forms and certificates;
- Drawing no. 24149-PL01 – existing floor plans and elevations;
- Drawing no. 24149-PL02 – proposed floor plans and elevations;
- Drawing no. 24149-PL03 – existing and proposed streetscenes;
- Drawing no. 24149-PL04 – existing site plan;
- Drawing no. 24149-PL05 – proposed site plan;
- Drawing no. 24149-PL06 - indicated drainage plan;

- Drawing no. 24149-PL07 – site location plan;
- Drawing no. 24149-PL08 – existing block plan;
- Drawing no. 24149-PL09 – proposed block plan;
- Energy statement;

Site and planning history

The site comprises a semi-detached dwellinghouse on the junction of Queenshill Road with Crossways Road, in the Knowle ward of Bristol. There is a block paving driveway to the front of the property, and a large lawned rear garden, enclosed by a 2-metre-high concrete wall addressing Crossways Road. There is an existing garage and parking space to the rear (accessed from Crossways Road) and a conservatory to the side of the dwelling.

The surrounding area is largely residential, forming part of the planned Knowle West inter-war garden suburb, though there are playing fields to the northwest, and the Knowle Park primary school lies a short distance to the northeast. The section of Crossways Road to the north originally provided pedestrian access through to the Teignmouth Road Recreation Ground, which lies to the west of the site, and through to Teignmouth Road. However, the Council approved a 35-dwelling scheme on the southern section of the field in 2015, which has since been built out and is now known as Paignton Square. The access through to the field remains pedestrian only (though parking is available on this section of Crossways Road), and the vehicular access for Paignton Square is from Teignmouth Road.

The site is not within a Conservation Area, there are no Tree Preservation Orders, and no other policy designations apply. It falls within Flood Zone 1, and is at very low risk from surface water flooding.

There are inbound and outbound bus stops within a short distance (150 metres) to the west on Teignmouth Road), with the 73 service running every 30 minutes and providing a cross-city (north-south) service between Bradley Stoke and Whitchurch via the City Centre. respectively. Further services are available from Broad Walk/Wells Road (designated town centre), 650 metres to the northeast. The site is within 60 metres of the nearest primary school and a convenience shop and Post Office (Morrisons) lies 300m to the east on The Square.

Planning permission was recently refused for a similar proposal, together with a detached dwelling in the rear garden (ref: 23/00867/F). Otherwise, there is no planning history for the site.

Proposal

My client proposes the erection of an attached dwellinghouse, to the side of the existing dwelling. The dwelling would extend the existing semi-detached pair to create a terrace of three, with matching fenestration and materials. The existing hip would be replicated on the new dwelling.

The dwelling would provide three bedspaces across two bedrooms and 75sqm of internal floorspace (in excess of the National Space Standard of 70sqm). The bedrooms (14sqm and 11.46sqm) would exceed requirements for double and single bedrooms as appropriate.

Externally, one parking space is proposed for the new dwelling, and two for the existing (with the existing front driveway parking reconfigured accordingly). A 42sqm rear garden is proposed for the new dwelling, with closed timber board fencing to replace the existing concrete wall. The front boundary hedge would otherwise be retained, with the rear garden enclosed by a 1.8m high closed timber board fencing. Refuse, recycling and secure cycle storage is proposed to the rear garden.

Planning analysis

The current proposal seeks to address the previous reasons for refusal attached to planning application 23/00867/F. These related to design, residential amenity, and parking. The applicant now only seeks permission for the attached dwelling, and therefore the second reason for refusal (impact from the rear garden dwelling on the amenity of 85 and 87 Queenshill Road) is no longer considered relevant. This section will therefore address the design and parking issues, before summarising the remaining issues and whether the revisions necessitate a new assessment.

Design

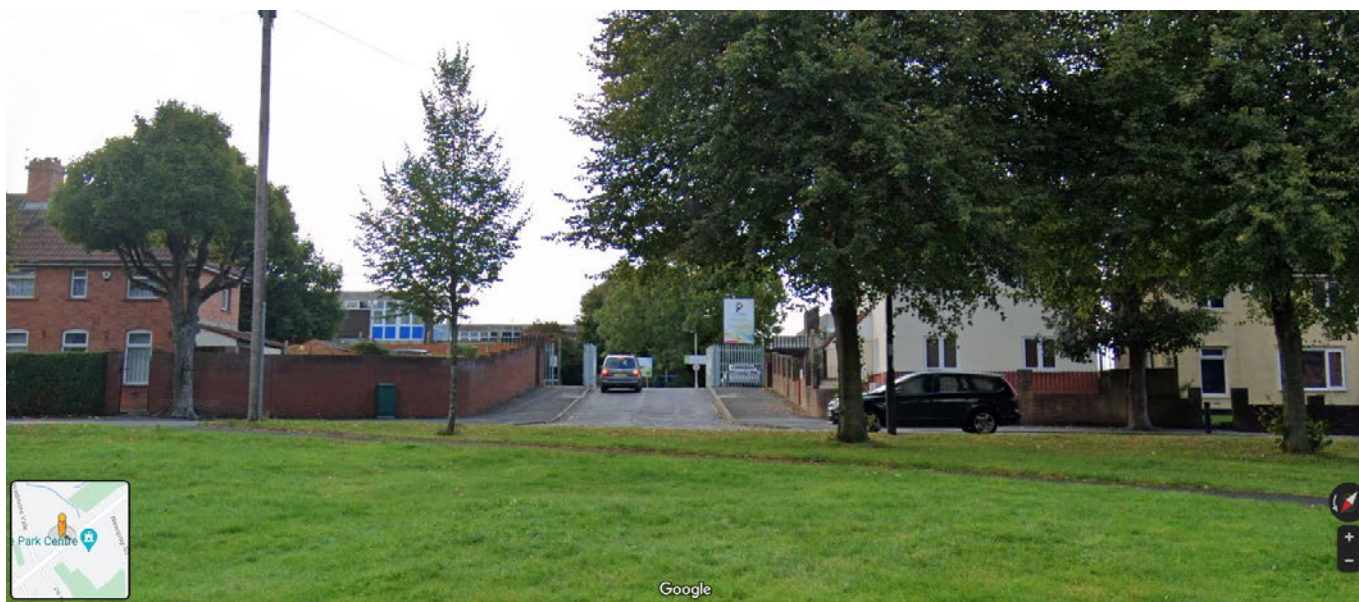
In assessing the character of this section of Queenshill Road previously, the Council stated that it comprised uniform, two storey semi-detached dwellings, with junctions characterised by spacious open corner plots. The Paignton Square development, approved in 2015, was acknowledged, and similarly described as uniform semi-detached style dwellings (NB - whilst there are semi-detached pairs within the development, the building nearest to the application site is a two-three storey flatted development).

Objections were raised to the loss of the open corner plot, unbalancing of the semi-detached pairs, and encroachment upon the established building line along Crossways Road.

Overall, the proposal is deemed to be of high quality, fully in accordance with the policy expectation for a high standard of design, responsive to the local context.

This section of Knowle was one of several garden city suburbs erected in Bristol during the inter-war years, along with Hillfields, in the east of the city, and Southmead and Sea Mills in the north. It is pertinent that of these, only Sea Mills has been designated as a Conservation Area, in 1981 (the 33 Conservation Areas in Bristol cover over 30% of the city). The Conservation Area Appraisal for Sea Mills identifies key characteristics as *“Views along streets terminated by the curve of the road closing the view, or, at the end of straight streets, by the planned placement of houses or a prominent public building; and, Road junctions designed to be attractive features, with a deliberate clear line of vision across corner plots to enhance the spacious and verdant appearance.”*

Whilst Sea Mills was designated as a Conservation Area, Knowle was not, and it can be assumed in part this was because the garden suburb principles had not been maintained to the same extent. Whilst it is acknowledged that design principles and policies apply equally to all dwellings regardless of designation, this still remains material.



47 Daventry Road (RHS) – two flats on corner plot approved 2015



Entrance to Corsley Walk – householder extensions across corner plots



Entrance to Hurst Walk – garages breaking building line



Entrance to Tyrone Walk – two-storey extensions breaking building line



Entrance to Instow Walk – garage breaking building line



Entrance to Green Walk - garage breaking building line



Entrance to Newlyn Walk (35 Kingshill Road, new dwelling allowed on appeal)

The seven images above show various key-hole cul-de-sacs around the wider estate, and demonstrate that many open corners have been developed, either through residential extensions, new dwellings or outbuildings. There are further examples of boundary treatment incursions across building lines, which the Inspector is invited to view on their site visit. Due to

Knowle not being designated as a Conservation Area, there are no restrictions on outbuildings and extensions to the sides of properties under permitted development rights. As a result, it is clear that the original character of the area with regards to open corners has changed significantly.

Attached at **Appendix 1** is the appeal decision for 35 Kingshill Road¹, which occupies a similar position to the current proposal, and which supports the above assessment in relation to the character of the area.



Completed development at 35 Kingshill Road (white rendered house)

At paragraph 9, the Inspector stated:

"I saw on my site visit that there have been many alterations and extensions to individual properties throughout the estate and, to my mind, this has become part of the character of the area. Nevertheless, I saw that the estate does still derive its character from its overall planned layout and the retention of spacious and open corner plots on significant junctions in the area."

The Inspector went on to state that:

¹ APP/Z0116/W/18/3199404

“The undeveloped corner space which would be built over is not particularly prominent when travelling through the estate along Kingshill Road. In my view, it does not therefore make a significant contribution to the overall garden suburb character of the area.” (para 10).

It is acknowledged that there have also been refused applications and dismissed appeals relating to corner plots in the area however, these have tended to relate more to the keyhole cul-de-sacs, where houses on the main thoroughfare adjoin the cul-de-sac dwellings at a 45 degree angle, and there are houses at the top of the cul-de-sac turning head, designed to be seen from the main road (and even then, as the Kingshill Road appeal demonstrates, this has not been fatal to the proposal). In comparison however, the section of Crossways Road adjoining the application site is more of a functional cut-through to the field beyond, rather than an open corner displaying the strong characteristics more readily identifiable in other parts of the suburb. There are no building lines along the road, as there are no buildings - or at least there were no buildings until Paignton Gardens was developed, which in case, clearly breaches the building line and presents a large gable end which commences outside of the line of the side elevation to the application site, and projects beyond the pavement. The context can no longer be considered an open corner, and the proposed dwelling would not breach any building lines along this section of Crossways Road.



With regards to the context of semi-detached pairs, whilst the road was originally designed as such, this is no longer strictly the case. Notwithstanding the flatted development at Paignton Gardens, opposite the site is a terrace of three dwellings (66, 68 and 68A Queenshill Road), 68A having been built as an extension to 68 in 2017 (planning permission 17/03726/F), under the current local plan. The delegated report to that permission is attached as **Appendix 2**, and the section on design states:

“...it is considered that the proposed design of the extension, in mimicking the existing dwelling, would successfully read as an end-of-terrace property. It is considered that the unique shape and layout of the semi-detached pairs on this road are such that a policy-compliant subservient extension would appear more at odds with the property, the pair, and the streetscene. Furthermore, the building line of the existing plot is set back in comparison to the general pattern of development, resulting in a larger open corner plot than is generally characteristic of the area (for example as demonstrated on the corner of Crossways Road and Queensdale Close).

It is felt that while the retention of semi-detached pairs would be preferred, the harm caused by the conversion of this pair into a three dwelling terrace would not be significant enough to warrant refusal of the scheme, particularly given its sustainable location, the city-wide need for housing and that it is not located within a designated Conservation Area. Furthermore, effort has been made by the applicant to retain and respect the character and unique architectural style of the host dwelling, including the use of matching materials.”

It should be noted that, at the time the above application was approved, unlike now, the Council was able to demonstrate a 5-year supply of housing. Given that the housing supply currently stands at 2.2-2.4 years, and the site is still not within a Conservation Area, the extension of the semi-detached pair to create a terrace of three dwellings of the same design and proportions should similarly be supported.

The applicant therefore considers that the proposal would fully comply with the Council's suite of design policies, and would not be harmful to the character and appearance of this corner plot.

Highway safety and parking

In refusing the previous application, the Council considered that the 5 parking spaces proposed would result in an overprovision of parking (though went on to say that, based on the 2011 Census Data, the site would generate 5 vehicles, and that as four of the spaces were not of an adequate size, a parking survey would be required to demonstrate that there was space available on street for four additional vehicles). Concerns were also raised with regards to the access to the cycle storage. It should be noted however that concerns were raised by local residents with regards to additional vehicles on Crossways Road obstructing access to the park, no objections were raised with regards to a shortage of on-street parking in the area.

The site currently has four parking spaces on site; two accessed from Queenshill Road, and two accessed from Crossways Road (one to the front and one to the rear), plus an undersized garage. It is acknowledged that the two spaces in front of the existing dwelling, at 4.7 metres, are under the 4.8 metre requirement, though this is true of all the spaces on the street. Despite this, there is little evidence of cars overhanging the pavement being a major issue in the area.

The proposed scheme would see the host dwelling retain 3 spaces (two to the front and one to the rear garden), with the new dwelling allocated the parking space to the front forecourt which is accessed from Crossways Road.

DM23 requires parking to be provided in accordance with the standards set out in the parking schedule at Appendix 2 of the SADMP. For C3 dwellings, the requirement is a maximum provision of 1.25 spaces for a two-bedroom dwelling, and 1.5 spaces for a three-bedroom dwelling. It goes on to state that, *"In respect of individual or small-scale developments these standards will be applied flexibly to allow for the best layout of the site. On occasion this may result in the provision of driveway space which exceeds that specified in the guidelines."*

There is no Census data available which cross references the number of cars within a household with the number of bedrooms within that house. However, the details available (2021 Census) on levels of car ownership at LSOA level, relative to the city as a whole (below), show that whilst multi-vehicle ownership is slightly more prevalent locally, 66% of properties have no car or one car. Given that the existing dwelling is a three-bedroom dwelling, and the proposed a two-bedroom dwelling, it is not unreasonable to assume that the site would generate between 1 and 3 vehicles.

TS045 - Car or van availability [i](#)

ONS Crown Copyright Reserved [from Nomis on 14 May 2024] [i](#)

Population All households
Units Households
Date 2021

Number of cars or vans i	Isoa2021:E01014646 : Bristol 042B	Iacu2023:Bristol, City of
Total: All households	100.0	100.0
No cars or vans in household	21.5	26.2
1 car or van in household	44.5	45.8
2 cars or vans in household	25.6	21.6
3 or more cars or vans in household	8.4	6.4

The proposed dwelling would neither exceed the maximum parking standard, nor likely result in additional vehicles parked on the highway. In respect of the existing dwelling, it would not exceed the maximum parking standard if the shortened spaces were excluded, however these spaces would still provide usable parking which would reduce the likelihood of additional cars parking on the highway.

In any case, the Council's guidance on on-street parking allows for spaces with 150 metres walking distance of the site to be included. This would equate to 300 metres on Queenshill Road (broadly, from the junction with Broad Walk to the north, to the junction with Somerdale Avenue), 190 metres of Crossways Road (from the entrance to the playing fields to the junction with The Square, and the first 60 metres of Queensdale Crescent. Given that there is no evidence of parking pressures in the area, no evidence of higher levels of multi-car ownership, and no previous objections on parking grounds, the applicant considers that it would be unreasonable to require a parking survey to demonstrate that there was capacity on the road for, at most, one additional vehicle.

It is also noted that, when assessing 68 Queenshill Road in 2017 under the same local plan, the Council stated;

"The Transport Development Management (TDM) team has been consulted as part of the assessment of this application.

One off street parking space is proposed to serve the resulting two dwellings. This is considered acceptable given the sustainable location of the dwellings and TDM have raised no objection."

With regards to the cycle storage, the rear access gate has been increased in width to 1200mm, in compliance with the Council's (albeit unadopted²) "Bristol Transport Development Management Guide" guidance on cycle parking.

Other issues

The Council has previously accepted that the principle of housing in this location would be in accordance with DM21. No concerns were raised in respect of any impact on amenity or privacy from the attached dwellinghouse proposed as part of this dwellinghouse, nor to the amenity

² The introduction to the guidance states, "this guidance alongside the Supplementary planning documents, practice notes and other planning guidance for developments... This Transport Development Management Guide (TDMG) is not a Design Code. However, it will likely influence future planning design guidance when it comes forward."

space proposed. The current proposal once more accords with National Space Standards. The design of the dwelling in and of itself was considered acceptable, with the Council objecting only in terms of the impact on the streetscene from the extension of the semi-detached pair on this corner plot.

The proposal is once more accompanied by an energy statement confirming that a 20% reduction in carbon emissions can be achieved, and the same drainage strategy that was accepted by the Council.

As of the 2nd April 2024, all sites are required to achieve 10% biodiversity net gain. Exemptions apply, including proposals which do not impact a priority habitat and impacts less than 25 square metres of on-site habitat, or less than 5 metres of on-site linear habitats such as hedgerows. As the new dwelling would replace the existing conservatory and footpaths (sealed surfaces), the proposals would not impact more than 25sqm of on-site habitat, and would be exempt from BNG.

Planning balance and conclusion

The Council has a stated 2.2-2.4 year housing supply, has not met any of the most recent Housing Delivery Test, and has an out-of-date Local Plan. As such, the presumption in favour of sustainable development contained within paragraph 11d of the NPPF is currently engaged.

The proposal would provide economic benefits in the form of construction jobs and local investment, increased local spending, and the inward investment that this invariably attracts.

In terms of social benefits, significant weight should be given towards the provision of housing in an area that has not delivered a sufficient supply of housing in any of the previous four years and has a shortfall of housing land supply of almost three years. Moderate weight should also be given to the contribution the development would make towards the mix and balance of the local area. The Council has recently published the "*City of Bristol Local Housing Needs Assessment Report of Findings*" (November 2023), as a background paper to the new Local Plan. This predicts that, for the period 2020-2040, single person households will represent almost a third of the overall household growth (15,000, 32%), and couples without dependent children will represent almost a further third of the growth (13,600, 29%). The proposed two-bedroom dwelling would meet both of these requirements.

Environmental benefits would ensue from the provision of an energy-efficient dwelling, and the more efficient use of land in a built-up area.

These benefits would not be significantly outweighed by the two undersized parking spaces, and for this reason, it follows that consent should be granted.

The fee of £568 will be paid directly to the Planning Inspectorate on request. If you have any further queries, then please do not hesitate to contact me.

Yours faithfully,

Stokes Morgan Planning Ltd



Appeal Decision

Site visit made on 11 July 2018

by I Bowen BA(Hons) BTP(Dist) MRTPI

an Inspector appointed by the Secretary of State

Decision date: 25 September 2018

Appeal Ref: APP/Z0116/W/18/3199404

35 Kingshill Road, Knowle, Bristol BS4 2SJ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Harry Sedman against the decision of Bristol City Council.
 - The application Ref 17/04579/F, dated 14 August 2017, was refused by notice dated 10 November 2017.
 - The development proposed is demolition of outbuildings and erection of a 2 storey, one bed dwelling house; erection of single storey rear extension to existing property along with other external alterations.
-

Decision

1. The appeal is allowed and planning permission is granted for demolition of outbuildings and erection of a 2 storey, one bed dwelling house; erection of single storey rear extension to existing property along with other external alterations at 35 Kingshill Road, Knowle, Bristol BS4 2SJ in accordance with the terms of the application, Ref 17/04579/F, dated 14 August 2017, subject to the conditions set out in the attached Schedule.

Preliminary matter

2. In July 2018 a revised National Planning Policy Framework (the revised Framework) replaced the previous version (the 2012 Framework). The main parties have had opportunity to comment on the significance or otherwise of the changes and I have had full regard to the revised Framework in determining this appeal.
3. During the appeal, I requested clarification from the main parties on the correct plans which had formed the basis of the local planning authority's (LPA) decision as I noted there were multiple versions before me bearing the same references. Accordingly, the appellant submitted correctly annotated plans and the LPA did not dispute these. I therefore refer to them in the Schedule of Conditions attached.
4. I have used the description of development as it appears on the appeal form and the LPA's notice of decision as it is clearer compared to the original application form.

Main Issue

5. The main issue is the effect of the proposed development on the character and appearance of the area.

Reasons

6. The appeal site lies on a corner plot within a large, planned inter-war housing estate in the south of Bristol. The area is characterised by long, sweeping and intersecting street patterns, hosting carefully positioned dwellings generally conforming to uniform building lines.
7. The appeal property currently comprises a modest 2 storey semi-detached house on the intersection of Kingshill Road, a main estate road with Newlyn Walk, a side road. The proposed dwelling would be sited on what is currently a reasonably generous strip of side garden land running parallel to Newlyn Walk and on land currently forming part of the rear of No 35. There are currently 2 outbuildings which would be removed and 2 trees which would be retained.
8. The LPA is concerned that the development would fail to respect the established layout of this historic garden suburb, in particular through the loss of the open corner plot and through disruption of the existing building line.
9. I saw on my site visit that there have been many alterations and extensions to individual properties throughout the estate and, to my mind, this has become part of the character of the area. Nevertheless, I saw that the estate does still derive its character from its overall planned layout and the retention of spacious and open corner plots on significant junctions in the area.
10. In this respect, with the exception of the gap created by Newlyn Walk, No 35 is positioned amongst a continuous row of dwellings on the east side of Kingshill Road between Crossways and Greenleaze. The undeveloped corner space which would be built over is not particularly prominent when travelling through the estate along Kingshill Road. In my view, it does not therefore make a significant contribution to the overall garden suburb character of the area.
11. Moreover, the existing boundary treatment along Newlyn Walk is currently a mixture of blockwork walling, a sliding vehicular access gate to the rear of the property and sporadic hedge planting. As such, no unacceptable harm would result from the proposed development in consolidating this boundary.
12. A further reason for refusal relates to the LPA's concern that the proposed development would disrupt the established building line along Newlyn Walk. The appellant's evidence shows there is already a divergence in the building line of the existing dwelling of 1.7m and further points to 2 existing outbuildings which currently exceed the proposed building line.
13. To my mind, the positioning of the existing outbuildings does not constitute a strong building line as they are clearly ancillary domestic buildings in form and scale. Nevertheless, No 1 is positioned some distance away and is also orientated at right angles to the proposed development as it relates to a different street frontage. I also observed that the properties beyond No 1 themselves do not conform to a uniform building line in any event, given the configuration of that street as a double cul-de-sac. The construction of the southern elevation of the proposed building close up to the pavement edge and the consequent increased variation in the building line between No 35 and No 1 would not therefore appear unduly discordant or harmful to the street scene of either Kingshill Road or Newlyn Walk.
14. The LPA has is also concerned that the design of the proposed development would be cramped and incongruous by virtue of it appearing neither

- subservient to No 35, nor a continuation of the existing semi-detached properties.
15. The submitted plans show the proposed dwelling would accommodate parking to the rear and retain a modest area of open planting to the new property's frontage on Kingshill Road. The proposal would also ensure sufficient outdoor garden space is retained for both the existing and proposed dwelling. The design of the building itself would be such that its ridge height would be set below that of the existing dwelling and its front building line would be set back somewhat from it, reflecting its corner position.
 16. The LPA have referred to Supplementary Planning Guidance 'SPD2: A Guide for Designing House Alterations and Extensions' (October 2005) (SPD) which was adopted in 2005. The LPA have not confirmed the status of this document but it does not appear to have been cancelled despite having been adopted in 2005. I therefore regard the SPD as a material consideration in the determination of this appeal to be weighed alongside the policies of the Development Plan. I acknowledge that, in failing to be set back at least 1m from the existing dwelling, the scale and proportions of the proposed dwelling would not strictly accord with the LPA's general guidance on house extensions set out in its SPD.
 17. However, the SPD acknowledges that this is general guidance which may not be applicable in every case. Furthermore, the appeal development would not function as an extension to the existing dwelling but, in line with the revised Framework, would seek to make effective use of urban land to provide an additional dwelling. In this regard, the context of this proposal is that it lies in an area where there is a strong demand for additional housing in a location where new housing is supported by the LPA in principle.
 18. Accordingly, given the particular circumstances of the site, I find that the overall scale and proportions of the proposed development would not appear unacceptably cramped or be overbearing in the street scene. It would not therefore give rise to unacceptable harm to the character and appearance of the area in making effective use of urban land to provide an additional dwelling.
 19. My attention has been drawn by the appellant to 9 other examples in the area where, it is contended, similar side extensions to that proposed in this appeal have taken place. I do not have full details of these cases but on the basis of what I could view from public vantage points, many of these examples are on larger plots and/or resulted in relatively generous spaces being retained on the street corners. They are not therefore directly comparable with the appeal site. Nevertheless, the examples show that a wide variety of changes have been made to properties throughout the estate and, as detailed above, I have assessed the effects of the appeal proposal on its merits within its own context.
 20. Overall, therefore, I therefore find the proposed development would accord with the adopted Bristol Core Strategy (June 2011) (BCS) Policy BCS21, and the adopted Bristol Local Plan Site Allocations and Development Management Policies (July 2014) (BLP) Policies DM21, DM26, DM27 and DM30. It would also accord with the overall aims of the Supplementary Planning Document: SPD2 'A Guide for Designing House Alterations and Extensions' (October 2005). Together, these policies require development to contribute to character and local distinctiveness and deliver high quality design through safe, healthy, attractive streets and environments. They also promote the development of

gardens in locations where higher densities are appropriate where it would not lead to inadequate functional gardens or harm the character and appearance of the area. Alterations to existing buildings in particular are required to respect the character of the host building, its curtilage and the broader street scene.

Other matters

21. Representations have been made by interested parties raising concerns over the future access by emergency services to Newlyn Walk. However, the proposed development would incorporate off-road parking and makes adequate provision in this regard to meet the LPA's standards. Any pre-existing or future obstructions are matters dealt with under other legislation.
22. Similarly, any unacceptable disruption which might arise during the construction phase is a matter that can be addressed if necessary under other legislation.
23. I understand concern was raised about the extent of consultation which the LPA had undertaken on receipt of the planning application. However, I have no substantive information to suggest that it did not discharge its statutory responsibilities in this regard and so this is not a matter for this appeal.

Conditions

24. The LPA did not submit any suggested conditions for me to consider in the event of the appeal being allowed. However, I sought the views of the main parties in relation to this matter during the course of the appeal.
25. In addition to the standard period for implementing the permission, I have considered the need for conditions against advice in paragraph 55 of the revised Framework. As a result I have attached 5 conditions for the reasons given below.
26. A condition would be necessary requiring the development to be carried out in accordance with the approved plans in the interests of certainty and proper planning. It would also be necessary, in the interests of safeguarding the character and appearance of the area, for details of external materials to be submitted to the LPA for approval prior to any development above ground level. Similarly, given the planned nature of the estate, it would be necessary for details of hard and soft landscaping and boundary treatment to be submitted to the LPA for approval prior to occupation of the development in the interest of the character and appearance of the area. A condition securing the provision and retention of the proposed parking area would also be necessary in the interests of highway safety. Whilst the LPA alluded to the need for cycle, refuse and recycling storage in the officer report, no further justification in terms of why these would be necessary was offered. Accordingly, I have omitted any such conditions.

Conclusions

27. For the reasons given, the appeal is allowed, subject to the imposition of necessary conditions.

Ian Bowen

Inspector

Schedule of conditions

- 1) The development hereby permitted shall begin not later than 3 years from the date of this decision.
- 2) The development hereby permitted shall be carried out in accordance with the following approved plans: Plan – ‘Location Plan’ (received by the LPA 18 September 2017), 001_A (*‘Proposed Site Plan’ - November 2017*), 002_A (*‘Proposed Ground Floor’ - November 2017*), 003_A (*‘Proposed First Floor’ - November 2017*), 004_A (*‘Proposed SW Elevation’ - November 2017*), 005_A (*‘Proposed SE Elevation’ - November 2017*), 006_A (*‘Proposed NE Elevation’ - November 2017*), 007 (*‘Existing Site Plan and Ground Floor’ - February 2017*), 008 (*‘Existing First Floor - February 2017*), 009 (*‘Existing SW Elevation’ - February 2017*), 010 (*‘Existing SE Elevation’ - February 2017*), 011 (*‘Existing NE Elevation - February 2017*).
- 3) No development above ground level shall take place until samples of all external facing materials have been submitted to and approved by the local planning authority in writing. The relevant works shall be carried out in accordance with the approved sample details.
- 4) The new dwelling hereby approved shall not be occupied until there shall have been submitted to and approved in writing by the local planning authority a scheme of hard and soft landscaping including planting, screen walls and/or fences and the management and maintenance thereof. The landscaping works shall be carried out in accordance with the approved scheme before the new dwelling is occupied and shall be retained and maintained as such at all times thereafter in accordance with the approved scheme of management and maintenance.
- 5) No part of the new dwelling hereby permitted shall be first occupied until the access, turning area and parking spaces have been completed in accordance with the details shown on the approved plans. The areas shall be maintained for those purposes at all times thereafter.

DEVELOPMENT CONTROL () DELEGATED
68 Queenshill Road Bristol BS4 2XQ

RESPONSE TO PUBLICITY AND CONSULTATION

There was one objection in response to public consultation, which objected on the basis of:

- light and privacy impact on 101 Crossways road
- increased demand for parking
- overdevelopment of the area

There was one response in support of the application, which related to the suitability of the site for additional housing.

OTHER COMMENTS

BCC's Transport Development Management (TDM) officers were consulted as part of this application and verbal comments sought. They raised no objection subject to amendments to the vehicular parking to be located a minimum of 11 metres from the Queenshill Road/Crossways Road junction, and the provision of policy compliant cycle and bin parking.

BCC's Sustainability Team were consulted and verbal comments sought. The officer raised no objection provided a sustainability statement complying with the requirement for 20% reduction of CO2 emissions through on-site renewable provision was submitted.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017.

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

KEY ISSUES

(A) IS THE PRINCIPLE OF RESIDENTIAL USE ACCEPTABLE?

Policy BCS20 sets out that higher densities of development will be sought close to centres and along or near main public transport routes.

Policy DM21 states that development involving the loss of private gardens will only be permitted in locations where higher densities are appropriate; where the development would result in significant improvement to urban design of the area; or the proposal is an extension to an existing single dwelling and would retain an adequate area of functional garden.

The proposed development is located 0.5 miles from Broad Walk Shopping Centre, defined as the Wells Road town centre in the Core Strategy (2011). Bus stops available on Broad Walk road serve main public transport routes to the city centre, and there is both a primary school and open recreation space adjacent to the site. Therefore it is considered that higher density development is appropriate in this location as per BCS20.

The proposed development is an extension of an existing dwelling and would retain an acceptable amount of private garden space for each dwelling. This meets the criteria of policy DM21 with regard to development of garden space and is therefore acceptable.

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The principle of residential development in this location is supported.

B) IS THE PROPOSED DESIGN ACCEPTABLE AND WOULD THE PROPOSED DEVELOPMENT HARM THE CHARACTER OR APPEARANCE OF THIS AREA?

Section 7 of the NPPF outlines the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Policy BCS21 of the Core Strategy promotes high quality design, requiring development to contribute positively to an area's character.

Policy DM30 sets out that alterations to existing buildings will be expected to respect the siting, scale, proportions, form and overall design and character of the host building and surrounding area. Policies DM26 has regard to layout, character and distinctiveness, stating that new development should reflect locally characteristic architectural styles, rhythms and scales of development.

SPD2 states that side extensions to semi-detached dwellings should appear subservient to the existing dwelling to retain the balance of the pair and character of the street.

The proposed side extension to the existing dwelling is not compliant with SPD2 insofar that it would not be subservient to the host dwelling; rather it would be of the same dimensions (less 0.5 in width) in order to convert the semi-detached pair to a terrace of three. Furthermore, this does not achieve one of the goals of policy DM26, as it would deviate from the existing pattern of development, which is of semi-detached pairs and large open corners.

However, it is considered that the proposed design of the extension, in mimicking the existing dwelling, would successfully read as an end-of-terrace property. It is considered that the unique shape and layout of the semi-detached pairs on this road are such that a policy-compliant subservient extension would appear more at odds with the property, the pair, and the streetscene. Furthermore, the building line of the existing plot is set back in comparison to the general pattern of development, resulting in a larger open corner plot than is generally characteristic of the area (for example as demonstrated on the corner of Crossways Road and Queensdale Close).

It is felt that while the retention of semi-detached pairs would be preferred, the harm caused by the conversion of this pair into a three dwelling terrace would not be significant enough to warrant refusal of the scheme, particularly given its sustainable location, the city-wide need for housing and that it is not located within a designated Conservation Area. Furthermore, effort has been made by the applicant to retain and respect the character and unique architectural style of the host dwelling, including the use of matching materials.

In summary, the proposal is considered, on balance, to be an acceptable design.

(C) WOULD THE PROPOSAL UNACCEPTABLY AFFECT THE RESIDENTIAL AMENITY OF THE AREA?

Policy BCS21 of the Core Strategy, as well as requiring development to provide a good quality residential environment for future residents, but also requires new development to safeguard the amenities of existing residents.

The proposed development would not result in any loss of light or harm to amenity to the host dwelling.

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An objection was received relating to the potential harm to 101 Crossways Road by virtue of overshadowing and loss of privacy.

It is recognised that the proposed development would be located close to the boundary with 101 Crossways Road, at a right angle. It is also recognised that this could result in some overshadowing to the rear of the dwelling. However, it is also considered that the rear garden of 101 Crossways Road is a small portion of the overall amenity space of the property. Furthermore, the rear of No.101 is south-facing and this aspect would not be interrupted by the development.

With regard to privacy and overlook, the proposed dwelling would be located at a 90 degree position relative to No.101 and would therefore not have direct views into any living space of the dwelling. At ground floor level, a boundary treatment would reduce overlook into the garden, while the upper floor windows would be obscure glazed to prevent unacceptable overlook into the garden. It must also be recognised that the layout of the existing site is such that the rear of No.101 would be visible from the existing dwelling, while their garden boundaries share a 45 degree angle. The area, generally, is laid out such that there is considerable indirect overlook possible between corner properties and their rear gardens, while their side gardens face the public realm.

Finally, it must be considered if the proposal would result in unacceptable overbearing resulting in sense of enclosure to No.101 Crossways Road. The proposed new dwelling would extend beyond the rear wall of No.101 by 1.7 metres and so would represent the closing of an open outlook currently available (albeit indirectly) from the rear windows. While some harm resulting from this is recognised, it must also be appreciated that the shape of the proposed dwelling is such that it has a steeply sloped roof profile for much of its width. As such, it is considered that the dwelling would not result in an unacceptable overbearing impact nor a sense of enclosure such to warrant refusal of the scheme.

In summary, it is recognised that the extension and creation of a new dwelling on this corner plot would result in some potential harmful impact to the dwelling at 101 Crossways Road with regard to overshadowing and overbearing. However, it would not result in direct overlook or loss of privacy on account of mitigation measures (such as obscure glazing), while the design and position of the dwellings would mitigate the potential for loss of light or the sense of enclosure. It is also recognised that the existing pattern of development, including that of the properties at 68 Queenshill and 101 Crossways is such that overlooking of gardens and to the rear of properties is already possible. As such, it is considered that on balance, the proposal would not cause unacceptable harm to neighbouring residential amenity such to justify refusal of the scheme.

(D) WOULD THE PROPOSED DWELLING CREATE AN ACCEPTABLE STANDARD OF AMENITY FOR FUTURE OCCUPIERS?

The adopted Bristol Core Strategy Policy BCS18 makes specific reference to residential developments providing sufficient space for everyday activities and space which should be flexible and adaptable, by meeting appropriate space standards. The Core Strategy states that building to suitable space standards will ensure new homes provide sufficient space for everyday activities.

The proposal will construct a two bedroom, three bed space dwelling at the site. In accordance with Core Strategy Policy BCS18 and the national space standards, all new 3-bed space, two storey residential units should contain 96 square metres internal floor space as a minimum in order to meet space standards.

The proposed dwelling houses would have an internal floorspace of 88 square metres and subsequently would accord with the minimum space standards. Furthermore, all of the habitable rooms would have direct outlook and natural light.

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The site would create a garden for each dwelling of a reasonable size given its sustainable location.

The proposal is acceptable with regard to residential amenity.

(E) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Policy BCS10 states that developments should be designed and located to ensure the provision of safe streets. Development should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

Policy DM23 states that parking must be safe, secure, accessible and usable.

The Transport Development Management (TDM) team has been consulted as part of the assessment of this application.

One off street parking space is proposed to serve the resulting two dwellings. This is considered acceptable given the sustainable location of the dwellings and TDM have raised no objection. The parking space location was amended by the applicant in response to the TDM requirement that it be set 11 metres from the Queenshill Road and Crossways Road junction, as well as avoiding the loss of a street tree. This is considered acceptable.

Cycle parking for 2no. cycles is proposed in a secure store to the side of the dwelling. This would meet the minimum requirement of provision of 2no. cycles per two bedroom dwelling. Bin storage would be located next to the cycles. These are both considered acceptable.

The proposal is acceptable with regard to transport and movement.

(F) DOES THE PROPOSED DEVELOPMENT ADEQUATELY MEET OBJECTIVES OF SUSTAINABILITY AND CLIMATE CHANGE?

Policies BCS13 to BCS15 of the Bristol Development Framework Core Strategy forms a suite of planning policies relating to climate change and sustainability. It requires development to both mitigate and adapt to climate change. This includes new development to minimise its energy requirements, address issues of sustainable design and construction and also water management issues to reduce surface-water run-off.

The proposed development would result in the reduction of CO2 emissions by 20% through on site renewables (PV Panels). This is considered acceptable.

CONCLUSION

The proposed development would deliver additional housing in a sustainable location and within an acceptable design. It would not result in unacceptable harm to residential amenity and would provide an high quality living environment for future occupants, with adequate parking and bin store arrangements. It is therefore recommended for approval.

COMMUNITY INFRASTRUCTURE LEVY

The CIL liability for this development is £5979.91

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RECOMMENDED GRANTED subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

The development hereby permitted shall begin before the expiration of three years from the date of this permission.

Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Pre commencement condition(s)

2. Further details of bin store facility before relevant element started

Detailed drawings of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

- a) Bin and recycle store details

Reason: In the interests of highway safety

3. Photovoltaic Panels

Prior to the commencement of the relevant part of the works hereby approved details relating to the photovoltaic panels (including the exact location, dimensions, design/technical specification and method of fixing) shall be submitted to and agreed in writing by the Local Planning Authority. The approved equipment shall be installed and operational prior to the first occupation of the use which they serve and retained as operational thereafter in perpetuity.

Reason: To ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions and to ensure that the external appearance of the building is satisfactory.

Pre occupation condition(s)

4. Completion of Vehicular Access - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of vehicular access has been constructed and completed in accordance with the approved plans and the said means of vehicular access shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

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5. Installation of vehicle crossover - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the vehicular crossover(s) has been installed and the footway has been reinstated in accordance with the approved plans.

Reason: In the interests of pedestrian safety and accessibility

6. Reinstatement of Redundant Accessways - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the existing accesses to the development site has been permanently stopped up and the footway reinstated in accordance with the approved plans.

Reason: In the interests of pedestrian safety.

7. Implementation/Installation of Refuse Storage and Recycling Facilities - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the refuse store, and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans. Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the public highway or pavement, except on the day of collection.

Reason: To safeguard the amenity of the occupiers of adjoining premises, protect the general environment, and prevent obstruction to pedestrian movement, and to ensure that there are adequate facilities for the storage and recycling of recoverable materials.

Post occupation management

8. Non opening and obscured glazed window

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and/or re-enacting that Order) the proposed upper floor rear windows shall glazed with obscure glass to a specification to be agreed with the Local Planning Authority and shall be permanently maintained thereafter as non opening and obscure glazed.

Reason: To safeguard the amenities of the adjoining premises from overlooking and loss of privacy.

9. No Further Windows

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and/or re-enacting that Order) no windows, other than those shown on the approved plans shall at any time be placed in the rear or side elevation of the building/extension hereby permitted without the grant of a separate planning permission from the Local Planning Authority.

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Reason: To safeguard the amenities of the adjoining premises from overlooking and loss of privacy.

10. External Works to Match

All new external work and finishes and work of making good shall match existing original work adjacent in respect of materials used, detailed execution and finished appearance except where indicated otherwise on the approved drawings.

Reason: In the interests of visual amenity and the character of the area.

List of approved plans

11. List of approved plans and drawings

The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision.

P17/02/01 A Site location and existing site plan, received 17 July 2017
P17/02/02 REV E Proposed site plan, received 25 September 2017
SK17/02/04 REV C Proposed plans, received 11 September 2017
P17/02/05 REV E Proposed elevations, received 25 September 2017
P17/02/07 cycle store details, received 17 July 2017
Energy Statement, received 25 September 2017

Reason: For the avoidance of doubt.

Advices

- 1 Alterations to vehicular access: There is a requirement to make alterations to vehicular access(es). Applicants should note the provisions of section 184 of the Highways Act 1980. The works should be to the specification and constructed to the satisfaction of the Highway Authority (Telephone 0117 9222100). You will be required to pay fees to cover the councils costs in undertaking the approval and inspection of the works.

Case Officer: [REDACTED]

Authorisation: [REDACTED]

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