

Bristol City Council Statement of Case

Appeal Ref: 25/13332/PINS

Site Address: 87 Queenshill Road, Bristol, BS4 2XQ

Proposal: Erection of a detached bungalow in rear garden



SITE DESCRIPTION

The application site is located on Queenshill Road, adjacent to the junction with Crossways Road, to the south of Knowle Park Primary School. The surrounding area is a primarily residential area, apart from the primary school and Knowle Community Centre. The site is currently occupied by one semidetached dwelling that benefits from a front and rear garden, and a garage and driveway access in the rear garden, off Crossways Road. The site backs onto Paignton Square, a development of approximately 35 residential dwellings approved in 2015.

APPLICATION

The application was made under Section 62A of the Town and Country Planning Act 1990, which allows for applications to be made directly to the Planning Inspectorate where a Council has been designated by the Secretary of State. Bristol City Council (the Council) have been designated for non-major applications since 6 March 2024.

The application seeks permission for erection of a detached bungalow in rear garden.

Background

A previous application for a detached dwellinghouse in the rear garden, together with an attached dwellinghouse to the host dwelling was refused in April 2024. (ref: 23/00867/F). A subsequent S62A application, for the attached dwelling only (ref: S62A/2024/0044) was refused on the 19th of August 2024, due to the impact of the development on the streetscene, and highway safety. Following submission of a revised scheme which addressed the highways issues and reduced the width of the dwelling, permission was granted for an attached dwellinghouse to the host dwelling in January 2025 (ref: S62A/2024/0064).

Assessment

PRINCIPLE

The development of private gardens is however assessed against Policy DM21 of the Site Allocations and Development Management Policies 2014, which states that development will not be permitted unless:

- (i) the proposal would represent a more efficient use of land where higher densities are more appropriate; or
- (ii) the development will result in a significant improvement to the urban design of the area; or
- (iii) the proposal is an extension to an existing dwelling.

The policy also states that in all cases any development of garden land should not result in harm to the character and appearance of the area.

Policy states that higher densities of development are appropriate in and around the city centre, in or close to other centres and along or close to main public transport routes. The proposed site in this instance is located within approximately 450m of the Wells Road/Broad walk Town Centre and is within walking distance to good public transport links to the city centre. In this case, it is subsequently considered that the proposal would result in the more efficient use of land in an area where higher densities are appropriate. The loss of garden space and creation of new dwelling is therefore considered acceptable in regard to criterion i) of Policy DM21 in principle in this instance.

MIX AND BALANCE

The National Planning Policy Framework (2023) and Policy BSC18 of the adopted Core Strategy highlight the importance of delivering a diverse mix of housing types, tenures, and sizes to support inclusive and balanced communities. Strategic guidance from the Strategic Housing Market Assessment (SHMA) identifies broad housing needs across six city zones, including the Knowle Ward, where the application site is located.

The site lies within the Knowle Park LSOA, where 2021 Census data indicate a predominance of three-bedroom houses (71%), with limited provision of one- and two-bedroom units. Although the proposed development does not directly address this local imbalance, the introduction of additional housing is considered acceptable in light of the city-wide demand for varied accommodation types, particularly family-sized homes. A flexible approach to housing mix is therefore appropriate, recognising the dynamic and evolving nature of local housing needs.

The proposal comprises a bungalow situated within the rear garden of the host property, fronting Crossways Road. To facilitate this new dwelling, the existing garage would be demolished. The site has already been physically separated from the rear garden of 87 Queenshill Road through the installation of new timber fencing. Although the front elevation of the bungalow would not align with the side elevation of the approved dwelling adjacent to 87 Queenshill Road, it is acknowledged that the westernmost section of Crossways Road lacks a consistent building line due to recent residential developments to the west of the site.

The proposed dwelling would include one double bedroom measuring 11.7sqm (including a built-in wardrobe), exceeding the minimum requirement of 11.5sqm, and one single bedroom of 8.2sqm. The total internal floorspace would be 63sqm, surpassing the Nationally Described Space Standard of 61sqm for a two-bedroom, single-storey dwelling.

Given the Council's continued inability to demonstrate a five-year housing land supply, the proposal benefits from the presumption in favour of sustainable development under paragraph 11d of the NPPF. The bungalow would contribute positively to housing delivery in a sustainable and well-connected urban location.

CHARACTER , DESIGN AND AMENITY

The original proposal for dwelling 87B, as assessed in application 23/00867/F, sought to introduce a two-storey, four-bedroom dwelling within the rear garden of 87 Queenshill Road. This scheme was refused on grounds of excessive scale, bulk, and massing, which failed to appear subservient in the context of backland development. The design was considered incongruous with the prevailing character of the area, particularly at the junction of Queenshill Road and Crossways Road, where open corner plots and coherent building lines define the streetscape. The proposal was deemed to result in overdevelopment, contrary to:

- NPPF (2023) – Paragraph 135 (design quality and local character)

- Core Strategy Policy BCS21 – Urban design and safeguarding amenity
- Site Allocations and Development Management Policies:
 - DM21 – Development of private gardens
 - DM26 – Local character and distinctiveness
 - DM27 – Layout and form
 - DM30 – Residential amenity

In contrast, the revised proposal submitted under S62A/2025/0044 introduces a single-storey bungalow with a modest footprint and low-profile hipped roof. The dwelling provides 63sqm of internal floorspace, meeting Nationally Described Space Standards, and includes one double and one single bedroom. The design adopts a simple square plan, with a front bay window and materials that complement the surrounding built form.

Crucially, the bungalow is now visually subservient, with an eaves height of 2.6m and ridge height of 4m, ensuring it sits comfortably within the rear garden setting. The revised siting and reduced massing address previous concerns regarding overbearing impact, overshadowing, and loss of privacy to neighbouring properties, including 85 Queenshill Road and the flats at Paignton Square.

It is noted that the westernmost section of Crossways Road lacks a strong or consistent building line, owing to recent residential developments to the west of the site. This fragmented streetscape context provides greater flexibility in assessing the siting and form of new dwellings. In this regard, the proposed bungalow—with its modest footprint, low-profile hipped roof, and recessed positioning—appears visually subservient and contextually appropriate comparing to the new developments in the westside. Its scale and massing are significantly reduced compared to the previously refused two-storey scheme, ensuring the development sits comfortably within the rear garden setting without appearing overbearing or incongruous.

The revised scheme is now considered acceptable in design and amenity terms, aligning with the following policies:

- NPPF (2023) – Supporting sustainable development and high-quality design
- BCS21 – Promoting good urban design and safeguarding amenity
- DM21 – Acceptable use of garden land where higher densities are appropriate
- DM26 & DM27 – Respecting local character, building lines, and massing
- DM30 – Protecting residential amenity

In conclusion, the transition from a two-storey dwelling to a single-storey bungalow represents a significant reduction in scale and visual impact, resulting in a development that is subservient, contextually appropriate, and policy-compliant.

TRANSPORT DEVELOPMENT MANAGEMENT (TDM)

TDM has been consulted on this case and provided the following response:

The concerns set out in TDM's most recent comments on an application this site (24/02222/PINS) were largely addressed in 24/03891/PINS by removing the off-street car parking spaces from the 87a corner plot. The Inspector in their letter dated 19 August 2024 in response to 24/02222/PINS appeared to accept at paragraph 26 that the existing spaces to the front of no.87 were acceptable in that form, despite our

concerns. The applicant now proposes to reduce the height of the existing blockwork boundary wall along Crossways Road to 0.6m to improve visibility from off-street car parking spaces.

In summary, TDM's previous concerns appear to have been resolved or rebutted, and we can only recommend approval subject to the conditions and advices which are outlined in conditions section.

BIODIVERSITY NET GAIN

The proposal affects less than 25sqm of habitat and does not impact any priority habitats, qualifying for the de minimis exemption under Schedule 7A of the Town and Country Planning Act 1990. The new soft landscaping offers potential for biodiversity enhancement.

SUSTAINABILITY

According to the submitted Sustainability Statement, the proposed bungalow at 87 Queenshill Road aligns with Bristol Core Strategy Policies BCS13, BCS14, and BCS15 by incorporating low-carbon technologies and resource-efficient design. The statement proposes that the development will achieve a 20% reduction in carbon emissions through the use of an air source heat pump. Water usage will be restricted to 110 litres per person per day, and surface water will be managed via soakaways, ensuring compliance with sustainable drainage principles.

Conditions

Pre occupation conditions

- a. Further details of Refuse Storage and Recycling Facilities before occupation

No building or use hereby permitted shall be occupied or use commenced until detailed designs of the following have been submitted to and approved in writing by the Local Planning Authority:

- Dedicated, suitably screened, ventilated and secure storage for each dwelling of a 180L refuse bin, two dry-recycling boxes (44L & 55L), a kitchen waste bin (23L) and a cardboard waste sack (90L) that complies with the Council's [Waste & Recycling Guidance](#).

The detail thereby approved shall be carried out in accordance with that approval, and 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 buildings that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the adopted highway (including the footway), except on the day of collection.

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

- b. Further details of Cycle Parking Provision before occupation

No building or use hereby permitted shall be occupied or use commenced until detailed designs of the following have been submitted to and approved in writing by the Local Planning Authority:

- The intended location, dimensions, layout, and capacity of cycle storage for at least 2x cycles per dwelling, using the preferred 'Sheffield stand' design or metal cycle lockers, in compliance with the Council's [Guidance on Cycle Storage](#).

The detail thereby approved shall be carried out in accordance with that approval, and thereafter be kept free of obstruction and available only for the parking of cycles.

Reason: To ensure the provision and availability of adequate cycle parking.

- C7B Completion of Vehicular Access – Shown on Approved Plans
- C8A Completion of Pedestrians/Cyclists Access – Shown on Approved Plans
- C9B Installation of vehicle crossover – Shown on Approved Plans
- C10B Reinstatement of Redundant Accessways – Shown on Approved Plans
- C12A Completion and Maintenance of Car/Vehicle Parking – Shown on Approved Plans
- D19A Restriction of Parking Level on site

ADVICES

- I021B Excavation and Installation of Dropped Kerbs
- I043B Impact on the highway network during construction
- I055 Street Name and Numbering

I. Risk Assessment (GQRA or DQRA);

II. Remediation Strategy & Verification Plan;

If remediation is required, it shall be carried out in accordance with the approved Remediation Strategy. Upon completion of remediation works, a Verification Report shall be submitted for approval.

The actions required above shall be completed in full accordance with the following guidance: Land Contamination Risk Management (Environment Agency, 2023).

Reason: To prevent unacceptable risk to Human Health and Controlled Waters and to prevent pollution of the environment in accordance with the aims and Paragraphs 124 (c), 180 (e & f) , 189 & 190 of the National Planning Policy Framework (2024).

Radon Advice:

The site falls within a radon referral area, the applicant is advised to undertake a radon risk assessment to establish if radon protection measures are required as part of the development. An initial risk assessment can be undertaken by visiting <https://eur03.safelinks.protection.outlook.com/?url=http%3A%2F%2Fwww.ukradon.org%2F&data=05%7C02%7C%7C20ad7bc7cd3b492e6e9008dc943f26b1%7C6378a7a50f214482aee0897eb7de331f%7C0%7C0%7C638548246164444250%7CUnknown%7CTWFpbGZsb3d8eyJWIjojMC4wLjAwMDAiLCJQIjoiV2luMzIiLCJBTiI6Ik1haWwiLCJXVCI6Mn0%3D%7C0%7C%7C%7C&sdata=xViCBsGJTHhNdIH%2BC66xLdashipJYWCpEiZSCJV6F%2Bw%3D&reserved=0> or contacting UK Radon on 01235 822622.

In accordance with the Bristol City Council Sustainable Drainage Standing Advice Matrix, the LLFA's comments for this application will be provided via our Standing Advice. The LPA and applicant must ensure the proposal meets the requirements of the Standing Advice, found in section 4.3 of the level 1 SFRA. (Level 1: Citywide Strategic Flood Risk Assessment (bristol.gov.uk)).