

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

Sent via e-mail

Dear Sir/Madam,

Town and Country Planning Act 1990

Erection of a two-storey end-of-terrace dwelling house (self-build)

15 Sterncourt Road, Bristol BS16 1LB

Introduction

On behalf of our client Imperial Developments (Bristol) Ltd, please find enclosed an application for the erection of a two-storey dwellinghouse, attached to 15 Sterncourt Road. The following documents accompany this application:

- Completed Application Form and Ownership Certificates
- CIL Form 1
- Drawing no. 3865.16 – Site Location Plan
- Drawing no. 3865.10 – Existing Site Plan
- Drawing no. 3865.11 – Existing Plans & Elevations
- Drawing no. 3865.12c – Proposed Plans & Elevations
- Drawing no. 3865.13d – Proposed Site Plan
- Drawing no. 3865.14 – Proposed Bike and Bin Store Details
- BNG Exemption Statement

- Tree Survey
- Energy statement

The remainder of this letter explains how the proposal addresses the key legislation and how the proposal complies with the planning policy framework.

Site and planning history

The application site comprises an end-terrace and corner property, in the Frome Vale ward of Bristol. The area comprises a 1950's housing development, with a wooded area lying to the southwest.

The site is not within a Conservation Area (though the wooded area to the southwest of Sterncourt Road is within the Stapleton and Frome Valley Conservation Area), there are no Tree Preservation Orders, and no other policy designations apply. It falls within Flood Zone 1, and is shown to be at very low risk from surface water flooding.

There are inbound and outbound bus stops within a short walking distance, 200 metres to the west on Frenchay Park Road (accessed via footpaths through Begbrook Green Park), with the 19 service operating half hourly between Bristol Parkway Station and Bath, via Bristol City Centre, and the 50 service operating hourly between the City Centre and Frenchay. There is a petrol station with convenience store 200 metres to the north (also on Frenchay Park Road). Begbrook Primary School lies 600 metres to the south, and Bristol Metropolitan Academy (secondary school) lies 1.4km to the south.

This current application follows two refused planning applications (25/12124/F and 25/14124/F), for similar developments, both of which are appended to this letter.

The first application (25/12124/F), for a detached dwelling was refused on four grounds; impact on the setting of the Conservation Area, failure to provide 10% biodiversity net gain, failure to comply with the Bristol Tree Replacement Strategy, and highways impacts.

The second application (25/14124/F) was for an attached house, and was refused on the same four grounds.

Proposal

My client once more proposes the erection of a two-storey attached dwellinghouse. Compared with the most recent scheme, the refuse and cycle storage has been relocated. Otherwise, the proposal

is unchanged. The applicant has chosen to pursue a Section 62 application, over an appeal, in the interests of expediency.

Planning analysis

As noted above, the site has been the subject of two previous planning applications, and this current application seeks to address the four reasons for refusal. The applicant considers that three of these reasons were unjustified, however in the interests of expediency, it is considered that a Section 62 application would be quicker than an appeal. The bin and bike storage has been relocated; and no other revisions have been made. In every other respect, the scheme is as per the 25/14124/F, which was found to be acceptable in terms of principle, housing mix, neighbour amenity, occupier amenity, climate change and sustainable energy. The following analysis therefore concentrates largely on the four reasons for refusal, other than when changes to the scheme require a new assessment.

Principle of development

Whilst out-of-date, policies BCS1-BCS4 identify the priority areas for development; the site does not fall within any of these areas, and therefore the spatial strategy and development principles apply as a whole. Policy DM21 relates to the loss of gardens, and states that development will be acceptable where, *inter alia*, it would represent a more efficient use of land at a location where higher densities are appropriate. The LPA has previously accepted that the site is situated where higher densities are appropriate. As such the proposal would continue to comply with DM21, subject to an assessment of impacts to the character and appearance of an area.

Design and heritage (reason for refusal 1)

The LPA refused the previous two applications on the grounds that the erection of the dwelling would result in the erosion of an open, verdant corner feature, whilst failing to respond to the established rhythm and building line, serving to ultimately harm and degrade the character of the streetscene, and prejudicing the setting of the neighbouring Stapleton and Frome Valley Conservation Area.

With regards to the Conservation Area (SFVCA), the attached delegated report refers to the “*Stapleton and Frome Valley Conservation Area Enhancement Statement (SFVCAES, 1993)* [which] states that a key issue within the area is unsympathetic extensions that threaten the character of the Conservation Area. The statement expands on this issue, stating that since the designation, residential development often does not respect the open space and traditional layout of the Conservation Area. It's therefore concluded that the proposed development would not preserve or

enhance the character of this Conservation Area, and the public benefit of a new dwelling does not outweigh the harm. Although the site is not explicitly within the boundaries of the designation, the development would be prejudicial to the setting of the Conservation Area."

It should be noted that the SFVCAES (which formed part of the 1997 Bristol Local Plan and has not been updated with a character appraisal) relates to development *within* the Conservation Area, not, as is the case here, *without*. The proposal would have no impact on open space and traditional layout of residential dwellings within the SFVCA, as it is not a residential dwelling within the CA, nor is it viewed in the context of any dwellings within the CA. The LPA did not provide an assessment of the level of harm (none, less than substantial, or substantial); the applicant considers that the proposal would have little to no impact on the CA. It would simply be seen as an end-of-terrace extension to a 1950's terrace, against the backdrop of trees forming the boundary to, but giving no obvious impression of being part of, the Conservation Area. For this reason, the previous refusal on heritage grounds was clearly unwarranted.

In terms of the design more broadly, the LPA accepted that the dwelling would follow the overall scale of the existing terrace row, but concluded that it would fail to adhere to the building line that exists on the northern stretch of Sterncourt Road, thereby removing the visual separation between these corner plots and neighbouring dwellings, resulting in the reduction in the spacious quality of the street scene on this corner.

The applicant considers that the LPA has overstated the strength of the building line, which comprises only the application site (an end-terrace), and 31/32 Bradeston Grove (two flats forming a semi-detached pair with 29-30), 30 metres to the northeast. Whilst it is acknowledged that the new dwelling would project beyond the side elevation of 31-32, any impact is mitigated by the distances between the properties, the trees on the boundary (G01 – the 7no. Chamaecyparis lawsoniana which are to be retained), and the outbuildings to the side of 31-32, which the proposed dwelling would be in line with.

Furthermore, a 3.8-metre gap between the building and the pavement edge would be maintained, and a hedgerow provided to the side boundary. This would ensure that the corner remains relatively open and spacious. It is not clear whether the LPA objected to the closing of the gap between the site and 16 Sterncourt Road to the north, but given that this lies on the opposite side of the road, and does not form part of any building line with the application site, there would be no impacts in this respect.

As such, the proposed development would be in accordance with Policies BCS20 and BCS21, and Policies DM26-29 and would be acceptable in design terms, and 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.

Highways and access (reason for refusal 2)

The second reason for refusal related to the visibility splays for the two parking spaces, and the location of the refuse storage, which would have required occupants to bump their bins down steps.

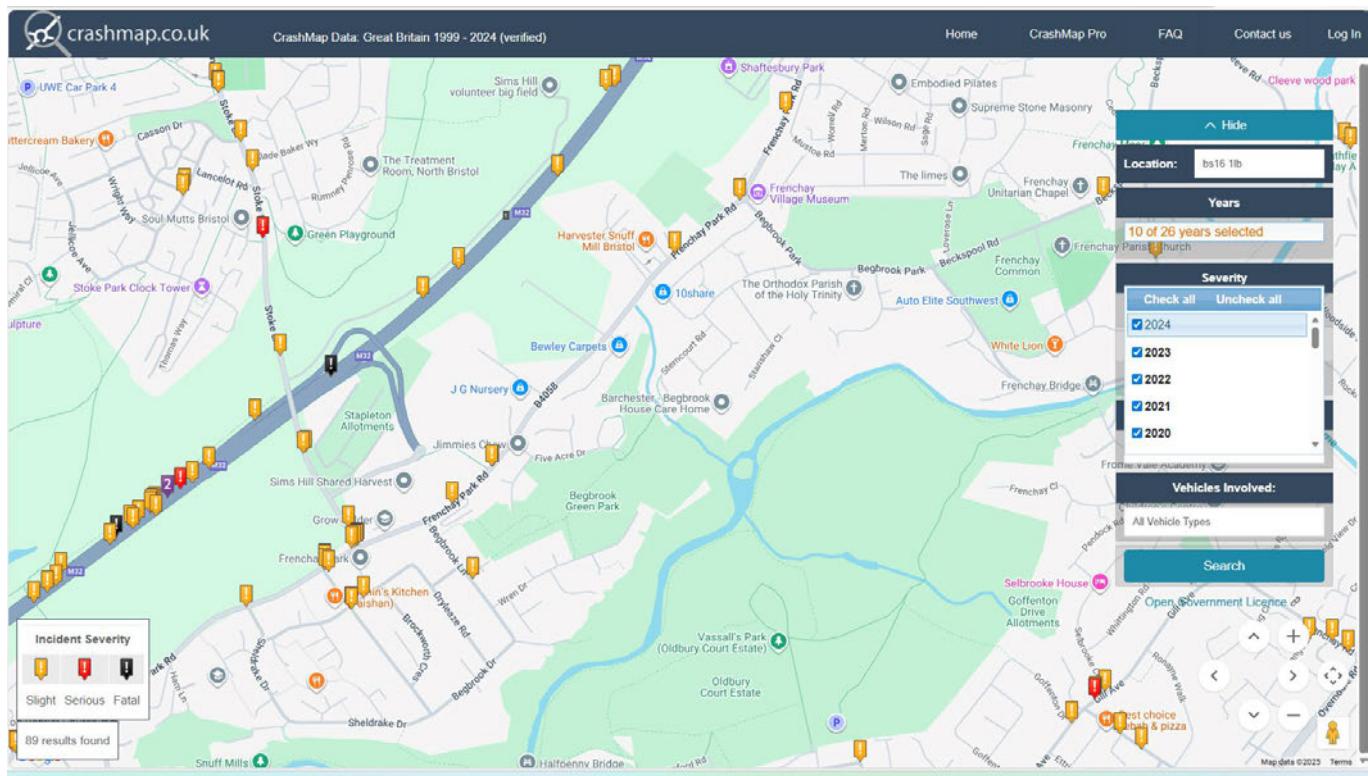
Visibility splays of 2 metres x 15 metres can be achieved from the parking spaces. Views to the southwest are limited by the curve of the road, and to the northeast by the boundary fence with 31/32 Bradeston Grove.

Manual for Streets recommends a minimum visibility splay of 2.4 metres x 25 metres for roads subject to a 20mph speed, though it does not necessarily follow that splays below this will result in unacceptable impacts on highway safety. The site is located towards the end of a cul-de-sac, with cars generally parking to the northwest side of the road, effectively reducing the road to a single lane. Given this, and the bend in the road, 85th percentile speeds are likely to be below 20mph.

The cul-de-sac, beyond the site, serves 10 dwellings (excluding the application site), and the Begbrook Nursing Home, for which planning permission was recently granted for the demolition of a 32-bed nursing home, and the erection of a new 60-bed care home (ref: 23/03723/F). The Transport Statement for that application calculated that the proposed use would generate 5 peak-hour vehicle trips (for both the morning and the evening), whilst the LPA calculated that the site would generate 13 total people trips (car, pedestrian and cycle) in the morning peak hour, and 8 for the evening peak hour.

Using these figures, and taking into account the 10 dwellings beyond the site, it is unlikely that there would be approximately 15 peak hour vehicle trips past the parking spaces, which equates to a vehicle movement every four minutes during the peak hour.

The website Crashmap records that there have been no accidents on Sterncourt Road in any of the last ten years for which data is available (see extract below). It should also be noted that 16 Sterncourt Road, directly opposite the site, has parking within its side garden, and due to the 1.8 metre-high boundary fence, also has a similar visibility splay to that proposed.



Notwithstanding the visibility splay below that recommended within Manual for Streets, given the local road conditions (limited number of dwellings served by Sterncourt Road, the fact that it is a cul-de-sac, a road layout which restricts speeds, and no history of accidents), the applicant considers that the introduction of two parking spaces (which could be provided for 15 Sterncourt Road without the need for planning permission in any case) would not result in any significant impacts on highway safety such as to warrant refusal.

To address the previous objection to the siting of the refuse storage, it is now proposed to provide storage areas (within purpose-built stores) for both properties adjacent to the highway, with level access to the pavement.

Trees (reason for refusal 3)

The third reason for refusal related to the failure to mitigate the loss of T02 and T03, respectively, category C2 Acer pseudoplatanus and Fraxinus excelsior, and assessed as being in poor physiological condition.

The LPA, within its report, referenced the felling of two trees, and the lopping of the retained trees on site. For the avoidance of doubt, these works were carried out by the previous owner. No authorisation in and of itself (for example by virtue of falling within a Conservation Area or being protected via a Tree Preservation Order) was required for these works. It should also be noted that the trees were

immediately to the south of the properties to the north, and would have restricted natural light to these dwellings, and their gardens, and that they were also in close proximity to power lines.

Whilst not specifically identifying rear garden trees as green infrastructure assets, BCS9 states that individual green assets should be retained wherever possible. DM17, which deals with 'existing GI' seeks to make provision for tree replacement or mitigation where loss is necessary. The supporting text to this policy sets out that it seeks to protect the most valuable trees and mitigate the loss of other important trees.

The previous scheme proposed 6no. replacement trees, to replace T02 and T03. This was in excess of the Bristol Tree Replacement Standard, which requires 2 replacement trees for every tree with a stem diameter between 200 and 299mm (T02 has a stem diameter of 280mm (at 1.5 metres above ground level), and T03, 240mm. T03 is multi-stemmed, and the measurement refers to the diameter immediately above the root flare, in accordance with BS5837:2012).

The LPA stated that replacement trees were also required for the trees (lawfully) felled in 2024, however this would clearly go beyond BCS9 and DM17, which both refer to existing GI, not works to individual garden trees previously carried out by householders as part of their regular garden maintenance. As the trees were not protected in any way (and a felling licence would not have been required, as the cubic content of wood was clearly less than 5 cubic metres), the previous owner was perfectly entitled to fell these trees without consent from the LPA, and there is no mechanism within the local plan for the LPA to seek replacements for those trees.

Accordingly, this application is accompanied by a draft S106, which proposed 6 replacement trees. For these reasons, there would be no conflict with BCS9 or DM17.

Ecology and BNG (reason for refusal 4)

The fourth reason for refusal related to the failure to provide an Ecological Impact Assessment (EIA), a Biodiversity Net Gain Report, or a comprehensive Exemption Statement providing baseline information of existing habitats and substantive evidence that the proposed development would be self-build and consequently exempt from BNG requirements.

The LPA's validation checklist states that an EIA is required when an Ecological Screening Assessment (ESA) confirms that it is necessary. The LPA has yet to publish its ESA template. Furthermore, the justification for the EIA as a validation requirement lists draft policies from the, as yet, unadopted draft Bristol Local Plan.

Notwithstanding, the site is an existing residential garden, there are no special nature conservation or identified habitat designations on this site, and no wildlife networks in the immediate vicinity (the nearest, Begbrook Green Park, lies 75 metres to the southwest). Whilst there could be some loss of habitat or features, these are localised to this site, and an ecology survey should not be required as there are no designations on this site. As such, there would be no unacceptable harm on designated habitat, species or features as a result of the proposed dwelling.

With regards to BNG, an Exemption Statement has been provided confirming that the proposal is for a self-build dwelling, and therefore exempt from BNG requirements. There is no requirement to provide baseline information in this instance. The LPA has commonly attached a condition to other similar applications (e.g. 25/11917/F, for a recently approved self-build at 24 Armoury Square), stating:

"The development hereby approved shall be constructed and occupied as a self-build or custom housebuilding development (as defined in The Self-Build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) or other equivalent superseding legislation) for a period of three years commencing on the date of completion of the [development] (as evidenced by the date that a Building Control Completion Certificate is first issued.)"

The applicant considers that a similar condition would pass the relevant tests.

Finally, the applicant notes that draft policy N1 of the new NPPF states that, "Development plans should only set local standards for biodiversity net gain which are in excess of the statutory net gain requirement where this is for specific site allocations, and is fully justified and deliverable. Any such requirements should not extend to categories of development which are exempt from statutory biodiversity net gain."

Furthermore, at §41 of IN11: Final advice and actions arising from the Council's responses to IN7 to IN10 (Examination of the Bristol Local Plan 2022-2040), the examining Inspectors stated, "At the hearing sessions, the Council indicated that one purpose of Policy BG3 was to capture how development which falls outside the scope of the Environment Act 2021 would be expected to deliver net gains in biodiversity. We do not consider the policy as submitted or modified would be effective in this regard and the Council should draft additional modifications to address how BNG would be assessed, if at all, for schemes outside the scope of the Act."

These comments, and the recent proposed modifications to the NPPF, give a clear direction of traffic as to how BNG should be dealt with on exempt sites. Other than the provision of swift bricks, the

applicant considers that, as the proposal would be exempt from BNG, no further ecological measures are required.

Planning balance and conclusion

The Council has had a housing supply shortfall since June 2021, when changes to the standard method published in December 2020 came into force. At the time, its supply was at 3.7 years, and it has not updated its website with a five year housing land supply report since June 2021. It has dropped as low as 2.2 years, and the latest position made available is 4.14 years (BCC Examination note – 5 year housing land supply (prepared in response to Inspectors' document IN9), as part of the current Local Plan examination). Furthermore, its housing delivery test results for the last six years are (in chronological order from 2018 to 2023) are 99%, 87%, 72%, 74%, 88% and 75%.

Furthermore, draft policy S4 of the new NPPF states that development proposals within settlements should be approved unless the benefits of doing so would be substantially outweighed by any adverse effects, when assessed against the national decision-making policies in this Framework. This is a clear steer from the government that it expects the default answer to housing in sustainable locations to be 'yes'.

The Planning Inspectorate recently published IN11 (Final advice and actions arising from the Council's responses to IN7 to IN10), as part of Examination of the Bristol Local Plan 2022-2040), which stated that the plan's aim to deliver just 34,650 homes by 2040 (compared to the standard method requirement of 54,080) was not positively prepared or justified. Modifications were requested to set a housing requirement of 39,915 (an increase of 15%, but a shortfall still of 26% against the actual requirement), followed by an immediate review of the plan.

In this context, and with §11d of the NPPF thus engaged, the provision of an additional dwelling, would make a more efficient use of the land. Too often, limited weight is given to the provision of single dwellings, however when viewed collectively, these windfall sites make a significant contribution to housing figures, and help to preserve greenfield sites. They are often more affordable (being smaller, and constructed quickly by SME developers), and are in sustainable locations with existing infrastructure, as is the case with the application site. In the context of the Council's current Housing Delivery and Land Supply issues, and draft policy S4 of the new NPPF, this should be given significant weight.

The proposal would provide a high standard of accommodation and represent a valuable addition to the housing stock in a sustainable location, within easy reach of sustainable transport links.

Weighted against the proposal would be a loss of openness to the corner plot, and provision of a visibility splay below the recommended 2.4 metres x 25 metres for the two parking spaces. In respect of the former, the impact of the loss of openness is mitigated by the retained 3.8 metre gap between the side elevation and the highway, and new hedgerow planting. In respect of the latter, this is mitigated by the low number of vehicle and pedestrian trips associated with the local area, and the road layout which naturally curtails speeds. It is the case for the applicant that neither of these adverse effects would substantially outweigh the benefits.

This letter outlines how the current proposal has addressed the previous reasons for refusal, and raises no new issues that would justify refusal. For these reasons, the application should be supported.

The fee will be paid on request. If you have any further queries, then please do not hesitate to contact me.

Yours faithfully,

Stokes Morgan Planning Ltd

Extension: Revised expiry date	7 August 2025
'Hold Date'	

Bristol City Council

Development Management

Delegated Report and Decision

Application No: 25/12124/F **Registered:** 29 May 2025

Type of Application: Full Planning
Case Officer: [REDACTED] **Expiry Date:** 24 July 2025

Site Address: **Description of Development:**

15 Sterncourt Road
Bristol
BS16 1LB

Detached two storey house.

Ward: Frome Vale

Consultation Expiry Dates:

Advert 30 Jul 2025 **Neighbour:** 26 Jun 2025
and/or Site 30 Jul 2025
Notice:

Description of site

15 Sterncourt road is an end of terrace post war 3-bedroom dwelling previously extended to the rear. The property has no vehicular access. Pedestrian access is stepped. The property has brick elevations and pitched gabled tiled roofs set back from Sterncourt Road. In front of the dwelling is roadside parking. To the north are two storey semi-detached residential properties with brick elevations and tiled gabled roof. Immediately to the east is the remainder of the terrace which in total comprises No(s) 15 - 33 Sterncourt Road built in similar style. To the south on the opposite side of Sterncourt Road is public open space which extends to and beyond properties on Kynges Mill Close. To the rear is no 32 Bradestone Grove a semi-detached home. The site lies beyond the boundary to the neighbouring Stapleton and Frome Valley Conservation Area, and the designated SNCI open space, Oldbury Court and Frome valley. Oldbury court is designated as a Historic Park and Garden.

Planning History

An enforcement complaint was registered on 7th April 2025, alleging unauthorised commencement of works.

Proposals

The proposal is to form a vehicular access to serve both No 15 and the new dwelling to

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

provide 2 vehicle spaces. Covered cycle and refuse storage would be in the garden. The new house would be detached with 3 bedrooms, pitch and gabled roof. No landscaping drawing has been presented. A tree survey has been supplied post registration detailing the intent to fell two trees and retain one.

At the time of writing both trees scheduled for removal had been felled.

Response to publicity and consultation.

7 replies, 5 in support 2 opposed.

Among the replies written supporting the scheme is a rebuttal statement. One neighbour object to a loss of privacy, residential amenity, as well as detriment to streetscape. Those writing in support indicate that the new dwelling would enhance the street scene.

Other consultees.

TDM identify potential problems with both access and service provision, including both refuse and cycle storage.

The Nature Conservation Officer recommends refusal because of a failure to address both ecology and landscape issues including Biodiversity Net Gain

The Public Protection Officer recommends a precautionary approach with regulatory conditions re possible ground contamination.

RELEVANT POLICIES

National Planning Policy Framework – December 2024

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation 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 2015 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

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

(A) PRINCIPLE OF DEVELOPMENT

The absence of a 5-year supply of new homes across the City is acknowledged and thereby the titled balance is of relevance in this case. It is evident that there would be discernible harm to the

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

street scene, including the verdant open space setting to the neighbouring Conservation area. There is a resultant corresponding need to identify an overriding or counter vailing public benefit. The resulting addition to the housing stock would bring discernible and regressive harm to the public realm without such overriding benefit. The status of the Frome Valley open space as an SNCI both informs and adds weight to this conclusion.

On other matters, highway safety, ecology and trees insufficient information has been provided to demonstrate compliance with policy

(B) WOULD THE PROPOSALS BE DETRIMENTAL TO THE CHARACTER AND APPEARANCE OF THE AREA TO INCLUDE THE SETTING OF THE NEIGHBOURING STAPLETON AND FROME VALLEY CONSERVATION AREA?

Development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting. Paragraph 195 of the NPPF states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Local and national planning policies require development to preserve or enhance designated heritage assets, including conservation areas, listed buildings, and in respect of policy NE9, historic landscapes.

The new dwelling would be prejudicial to the established setting of the Conservation area, and particularly the neighbouring publicly accessible space. When viewed both from within and upon approach to the open space the new dwelling would appear at once to be a somewhat arbitrary addition to the street, more visually prominent than its immediate neighbour(s). Policy DM26 requires development to respond appropriately to the height, scale, shape, form and proportion of existing buildings, building lines and setbacks from the street, skylines and roofscapes. As existing the host dwelling conforms to this intentional urban design choice, as an integral part of an undistinguished but well-established terrace setback from the road with an open side garden. The proposal would remove much of the existing garden and diminish the spatial setting to the terrace that is a positive and important characteristic and at once emblematic of the wider residential estate. From both public and private realms the new gable would be a discordant and uncharacteristic addition on the back edge of the footpath. Proposals are contrary to policies B21, DM26, DM27, DM29 and DM31.

© DOES THE PROPOSAL PROVIDE A SATISFACTORY LEVEL OF RESIDENTIAL ACCOMMODATION WITHOUT DETRIMENT TO NEIGHBOURING OCCUPIERS?

The new dwelling would accord with National Space internal standards. The external recreational space for each property is judged as modest but adequate given the proximity to publicly accessible open space. The revision proposed by the agent would remove secondary windows from the flank elevation. This would be in part to the detriment of the new occupiers. The contrary opinion from the neighbouring occupier, concerned over a loss of privacy if the windows were retained is acknowledged but not shared. The juxtaposition with neighbouring homes would not give rise to any significant shading nor would it be, when viewed from the private realm of neighbouring gardens, overbearing.

(D) DO PROPOSALS DEAL SATISFACTORILY WITH TRAFFIC AND MOVEMENT ISSUES?

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

The nearest bus stops are located at a walking distance of around 10 minutes. Begbrook Park and Five Acre Drive host the bus services 50, 19 and SB5 that connect to the city centre, Bristol Parkway train station and Frenchay. In numerical terms the intended provision of two off street vehicles, to be shared between the existing and new household(s), would comply with the Local Plan's standards. To date insufficient information has been provided to demonstrate that access and egress to these spaces could be made without detriment to the safety of pedestrians' cyclists and motorists. This conclusion is informed in part by, the character and location of trees upon the common boundary, of street furniture in the footpath and the absence of any visibility splay from the drawings. The intended cycle and refuse storage are to date insufficiently detailed. Both need to be weatherproofed, enclosed and secure. Further information is required to detail the intended access to and design of waste storage. Refusal of planning permission is recommended to avoid possible highway hazard.

DO THE PROPOSALS DEAL SATISFACTORILY WITH THE ECOLOGY OF THE SITE?

The NPPF (MHCLG, 2023) emphasises that planning decisions should contribute to and enhance the natural and local environment by protecting and enhancing sites of biodiversity value (in a manner commensurate with their statutory status or identified quality in the development plan) and "minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures" (paragraph 180 refers). The NPPF advises that when determining planning applications, local planning authorities should aim to protect and enhance biodiversity by applying the following principles (paragraph 186 refers): "a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused

To date no Ecological Impact Assessment (EIA) and or Biodiversity Net Gain Report has been provided. In the absence of this information and or any clear and reasoned justification why it is absent refusal of planning permission is recommended. One possible alternative means of providing the requisite data and information would have been in a comprehensive BNG Exemption Statement, in this regard the BNG Statement too is judged inadequate. Both the previous tree cover to the site, that described in the accompanying tree survey, and the proximity and juxtaposition of the site to the boundary of the neighbouring SNCI inform this conclusion. Bristol Local Plan policy BCS9 states development must mitigate against the loss of existing biodiversity and nature habitats. (The Site Allocations and Development Management Policies: DM15 Green infrastructure Provision and DM17 Development also apply. 'All new development should integrate important existing trees. DM19 states that development will be expected to be 'designed and sited, in so far as practicably and viably possible, to avoid any harm to identified habitats, species and features of importance' and 'Take opportunities to connect any identified on-site habitats, species or features to nearby corridors'; Policy DM29 states that: 'Proposals for new buildings will be expected to incorporate opportunities for green infrastructure');

Bristol City Council (BCC) operate a Tree Replacement Standard (BTRS) to ensure that trees lost in the interest of development are replaced (DM17). Replacement trees can either be planted on site, if there is room to do so, or if replacement trees cannot be planted on site BCC will plant them in nearby council owned land at cost. The number of replacement trees required depends on the stem diameter of the trees lost to development, Hedges and shrubs do not incur liability under BTRS.

The tree survey that accompanies the drawings was submitted post registration of the scheme describes the tree cover present on the site in May 2025 and does not appear to have adequately informed the design. The potential space for possible successful long term replacement trees on the site, without amendment of the scheme, appears to be heavily and unduly constrained by

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

servicing needs.

Refusal is recommended.

WOULD PROPOSALS SATISFACTORILY ADDRESS CLIMATE CHANGE ISSUES?

Policy BCS14 sets out that development in Bristol should include measures to reduce carbon dioxide emissions from energy use by minimising energy requirements, incorporating renewable energy sources and low-energy carbon sources. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%. Policy BCS14 states that new development will be expected to demonstrate that the heating and cooling systems have been selected according to the following heat hierarchy:

1. Connection to existing CHP/CCHP distribution networks
2. Site-wide renewable CHP/CCHP
3. Site-wide gas-fired CHP/CCHP
4. Site-wide renewable community heating/cooling
5. Site-wide gas-fired community heating/cooling
6. Individual building renewable heating

A Sustainability Statement accompanies the proposals. The document refers without any commitment to any provision of a PV array. None is detailed either on the drawings or on the accompanying design statement. The heating system is to be served by a ground source heat pump. The heat pump does accord with the heat hierarchy set out in Policy BCS14. The 20% reduction in CO₂ emissions required in policy is inferred from building fabric alone. Proposals are judged to be policy compliant.

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation to this particular proposed development. Overall, it is considered that this application would not have any significant

DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB

adverse impact upon different groups or implications for the Equality Act 2010.

RECOMMENDED REFUSED

The following reason(s) for refusal are associated with this decision:

Reason(s)

1. The proposed dwelling by nature of its prominent siting, excessive height, scale and massing would be prejudicial to the setting of the neighbouring Stapleton and Frome Valley Conservation Area. contrary to the requirements of Policy BCS21 of the Bristol Development Plan: Core Strategy (Adopted) June 2011; and Policies DM21, DM26, DM27 and DM31 of the Bristol Development Plan: Site Allocations and Development Management Policies Document (Adopted) July 2014,
2. Insufficient information has been provided with which to detail the ecology of the site. No Ecological Impact Assessment (EIA) and or Biodiversity Net Gain Report has been provided. For the reasons given proposals are contrary to policy NE9 of the Bristol Development Plan Core Strategy Adopted June 2011 as well as DM15 and DM17 of the Site Allocation Development Management Policies 2014 and the NPPF.
3. Insufficient information has been provided to demonstrate an ability to provide for adequate and satisfactory replacement of trees felled to accommodate development, to include compliance with the Bristol Tree Replacement Strategy (BTRS). For the reason given proposals are contrary to policies NE9 of the Core Strategy Bristol Local Plan 2011 as well as policies DM15, DM17, DM19 and DM29 of the Site Allocation Development Management Plan 2014.
4. Insufficient information has been provided with which to demonstrate safe vehicular access and egress from the site together with satisfactory provision for cycle and refuse storage. For the reasons given proposals are contrary to policies B10 of the Core Strategy Bristol Local Plan 2011, together with DM23 and DM32 of the Site Allocations Development Management Policies 2014.

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-
 Arboricultural Report, received 4 July 2025
 3865 16 Location plan, received 29 May 2025
 3865 10 Existing site plan, received 29 May 2025
 3865 11 Existing plans and elevations, received 29 May 2025
 3865 12a Proposed plans and elevations, received 4 July 2025
 3865 13 Proposed site plan, received 29 May 2025
 3865 14 Bin store details, received 29 May 2025
 3865 15 Bike store details, received 29 May 2025

2. Refused applications deposited plans/documents: The plans that were formally considered

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

as part of the above application are as follows:-
(SPECIFY)

Case Officer: [REDACTED]

Authorisation: [REDACTED]

commpref
V1.0211

Extension: Revised expiry date	25 November 2025
'Hold Date'	

Bristol City Council

Development Management

Delegated Report and Decision

Application No: 25/14124/F **Registered:** 22 September 2025

Type of Application: Full Planning
Case Officer: [REDACTED] **Expiry Date:** 17 November 2025

Site Address: **Description of Development:**

15 Sterncourt Road
Bristol
BS16 1LB

Attached two storey house.

Ward: Frome Vale

Consultation Expiry Dates:

Advert and/or Site Notice: **Neighbour:** 20 Oct 2025

SITE DESCRIPTION

The application site relates to land to the north/west of 15 Sterncourt Road, located within the Frome Vale Ward. The host building is a circa 1950s two storey, end of terrace dwelling located on a corner plot on the eastern side of Sterncourt Road. The application site is elevated above Sterncourt Road with a set of steps facilitating pedestrian access into the building.

Directly opposite the application site, on the western side of Sterncourt Road, lies multiple designations, including the Snuff Mills Historic Park and Gardens, the Oldbury Court Estate and Frome Valley Site SNCI and important open space and Begbrook Green Park Wildlife Corridor. The Stapleton and Frome Valley Conservation Area abuts Sterncourt Road, opposite the application site.

APPLICATION

This application seeks full planning permission for the construction of an attached two storey dwelling to be sited within the side garden of the property known as no. 15 Sterncourt Road.

The application has been revised within its lifetime relating to design, transport and arboricultural matters.

Further details are contained within the submitted plans and documentation.

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

RELEVANT PLANNING HISTORY

25/12124/F - Detached two storey house. (Refused)

1. The proposed dwelling by nature of its prominent siting, excessive height, scale and massing would be prejudicial to the setting of the neighbouring Stapleton and Frome Valley Conservation Area. contrary to the requirements of Policy BCS21 of the Bristol Development Plan: Core Strategy (Adopted) June 2011; and Policies DM21, DM26, DM27 and DM31 of the Bristol Development Plan: Site Allocations and Development Management Policies Document (Adopted) July 2014,
2. Insufficient information has been provided with which to detail the ecology of the site. No Ecological Impact Assessment (EclIA) and or Biodiversity Net Gain Report has been provided. For the reasons given proposals are contrary to policy NE9 of the Bristol Development Plan Core Strategy Adopted June 2011 as well as DM15 and DM17 of the Site Allocation Development Management Policies 2014 and the NPPF.
3. Insufficient information has been provided to demonstrate an ability to provide for adequate and satisfactory replacement of trees felled to accommodate development, to include compliance with the Bristol Tree Replacement Strategy (BTRS). For the reason given proposals are contrary to policies NE9 of the Core Strategy Bristol Local Plan 2011 as well as policies DM15, DM17, DM19 and DM29 of the Site Allocation Development Management Plan 2014.
4. Insufficient information has been provided with which to demonstrate safe vehicular access and egress from the site together with satisfactory provision for cycle and refuse storage. For the reasons given proposals are contrary to policies B10 of the Core Strategy Bristol Local Plan 2011, together with DM23 and DM32 of the Site Allocations Development Management Policies 2014.

Enforcement history:

25/30142/MINOR - Development and extension to property without planning permission. (CLOSED)

The enforcement case related to the works within the site and following the submission of application 25/12124/F, the case was closed.

RESPONSE TO PUBLICITY AND CONSULTATION

A) NEIGHBOURS

Neighbour notification letters were issued to properties in the immediate vicinity of the application site, but no representations were received.

B) BRISTOL CITY COUNCIL'S ARBORICULTURAL OFFICER

1st Consultation Response - 07/11/2025:

The proposal is to build a house on a side plot of land next to an existing house. The applicants wish to remove two trees that were recently topped. In the last few years the site has gone from very green, with multiple trees, to its current denuded state, clearly in order to prepare it for development. The two trees they wish to remove could have been protected with a Tree Preservation Order, but the way they have been pruned (following advice in a previous application that more consideration needed to be given to tree protection) is so harmful to their value that they cannot now be protected.

We have an arboricultural report from Silverback that states incorrect diameters for these trees,

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

simply giving the diameter of the largest stem rather than taking account of the trees being multistemmed. Rather than these trees requiring two replacements each, they should each have been measured at effective diameters of at least 300mm, meaning that at least three replacements are needed for each. Further removals had happened prior to the previous application, with at least two ash trees and a sycamore removed from the site for development. The diameter of these was unknown but we can ask for at least one replacement for each of these trees. I therefore calculate that under the Bristol Tree Replacement Standard the applicant will need to replant at least nine trees. It will not be possible to do this on site so they will be required to pay for offsite planting, probably for at least six of them.

If the proposal is approved we will therefore need an onsite planting plan, with a condition to ensure adherence to it, and an agreement to pay for offsite planting (soft landscaping).

2nd Consultation Response - 18/11/2025

The revised arboricultural report has not resolved the previous issues nor amended the incorrect tree diameters. The previous reason for objection is upheld on the basis of loss of tree cover and failure to recognise the extent of the loss or other sufficient mitigation.

C) BRISTOL CITY COUNCL'S TRANSPORT DEVELOPMENT MANAGEMENT OFFICER

1st Consultation Response - 11/11/2025:

Principle / Property History

This application seeks the approval of the construction of an attached 3-bedroom self-contained house with associated parking located adjacent to 15 Sterncourt Road.

The application 25/12124/F for 15 Sterncourt Road was previously submitted in 2025 for an attached two storey house. The application was REFUSED, as it failed to the requirements of several policies within the Local Plan.

Local Conditions

The site is located on 15 Sterncourt Road, an unclassified road with a speed limit of 20 mph. The nearest bus stops are located at a walking distance of around 10 minutes. Begbrook Park and Five Acre Drive host the bus services 50, 19 and SB5 that connect to the city centre, Bristol Parkway train station and Frenchay.

Access

Main access to the property is through Sterncourt Road. The applicant proposed a new access that will serve the new and existing property, in addition to allocate a new ramp for cycles.

Car Parking

Two parking spaces are proposed on the lateral side of Sterncourt Road. These comply with the Local Plan's standards of number of parking spaces for the new and existing dwellings. However, the applicant did not provide further information on visibility emerging from these parking spaces. The applicant should demonstrate that visibility splays are acceptable due to the location of the parking spaces, and these will not impact on the highway safety.

Cycle Parking

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

The cycle storage with capacity for 2 bicycles for the new and existing dwelling, complies with the Local Plan's cycle parking standards. However, the location is not acceptable as residents will have to push/carry the bicycles through the steps located on the side access. The proposed cycle storage should have a step-free access.

The application demonstrates non-compliance with the requirements of policies DM23 and the NPPF (Chapter 9, paragraph 115) for the provision of an appropriate level of accessible and usable cycle parking. Therefore, TDM is unable to approve the proposed cycle storage.

Additionally, the proposed access from the front of the property via cycle ramp is not compliant with TDM 3.5.1 guidelines on access to cycle parking.

Waste

Further information is required regarding the location of the bins located at the front of the property as TDM note that the proposed location has a gradient and it is unclear how the door will open and how residents will be able to move the bins and bags to the collection point. Please note that if steps are proposed, these are not compliant with TDMG 3.6.1 guidance on waste management, because this will result in bins left on the footways at all times. Additionally, further details are required regarding the collection point during collection days as bins or bags left on the footway will interfere with the pedestrian flow.

Recommendation

TDM recommends REFUSAL for this application on the grounds the proposal does not comply with policies DM23, DM32, BCS10 of the Bristol Local Plan and Chapter 9 of the NPPF, the Transport Development Management Guide and the Council's Waste Guidance.

TDM notes that the proposed location of the cycle storage will not encourage residents to cycle regularly but look for other modes of transportation. This is contrary to policies BCS10, DM23 and Chapter 9, paragraph 115 of the NPPF.

Additionally, further information is missing regarding the location of the proposed bin storage as it is not clear how residents will push/carry bins and bin bags to the collection point. As it stands, the proposal does not meet the requirements of policies DM23, BCS10 and DM32, TDMG 3.6.1 and the Council's Waste Guidance.

2nd Consultation Response - 18/11/2025

The visibility splays are below the required visibility splay for 20mph, which are required to be 2m x 25 (Manual for Streets). Therefore, we can't support this, contrary to DM23, BCS10.

RELEVANT POLICIES

PAN 2 Conservation Area Enhancement Statements (November 1993)
 Planning (Listed Buildings & Conservation Areas) Act 1990
 National Planning Policy Framework – December 2024
 Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation 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 2015 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

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

ASSESSMENT

A) PRINCIPLE OF DEVELOPMENT

Section 2 of the National Planning Policy Framework (2024) outlines that housing applications should be considered in the context of the presumption in favour of sustainable development. With a focus on a social objective to support strong, vibrant, and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well - designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural wellbeing.

Section 11 of the National Planning Policy Framework (2024) promotes more sustainable patterns of development, including development on previously developed. The framework states that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs.

Policy BCS5 (Housing Provision) of the Core Strategy (2011) outlines that delivery of housing to meet the Council's housing targets will primarily be focused on previously developed sites however some open space will be utilised for housing development.

Policy BCS20 (Effective and Efficient Use of Land) of the Core Strategy (2011) states that effective use of brownfield sites should be sought by promoting development on previously used land. The policy also refers to the factors influencing appropriate housing density for a site, including the need to provide an appropriate housing mix. The appropriate density for development on any individual site will be informed by:

- I. the characteristics of the site
- II. the local context
- III. its current and future level of accessibility by walking, cycling and public transport to a range of employment, services and facilities
- IV. The opportunity for a mix of uses across the site
- V. The need to provide an appropriate mix of housing to meet the community's needs and demands
- VI. The need to achieve high quality, well designed environments.

Policy DM21 (Development of Private Gardens) of the Site Allocations and Development Management Policies (2014) states that development involving the loss of gardens will not be permitted unless:

- i. The proposal would represent a more efficient use of land at a location where higher densities are appropriate; or
- ii. The development would result in a significant improvement to the urban design of an area; or
- iii. The proposal is an extension to an existing single dwelling and would retain an adequate area of functional garden.

In all cases, any development of garden land should not result in harm to the character and appearance of an area.

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

The application site is located within the Oldbury Court LSOA with the Frome Vale Ward. An up-to-date picture of the proportion of different residential accommodation types in the LSOA can be obtained by assessing the 2021 Census data. The Oldbury Court LSOA still has a proportion of 79.8% houses to 17.1% flats. Although the development would contribute to the high proportion of houses in the LSOA, it's recognised there is a city wide need for family sized housing, so is acceptable in this instance.

However, in terms of compliance with DM21, the proposed dwelling is concluded to represent a sub-optimal and over-intensive approach to development of a corner site which would fail to preserve the character and appearance of the established street scene and nearby Conservation Area. The proposal fails to accord with the tests of policy DM21.

Tilted Balance

Section 5 (delivering a sufficient supply of homes) of the NPPF supports housing delivery. Until the new local plan is adopted, the council is expected to identify and update annually a supply of specific deliverable sites to meet its local housing need for the next few years. If it cannot do this, the presumption in favour of sustainable development applies. For Bristol, only a four year supply must be demonstrated, as the emerging local plan has reached the Publication (Regulation 19) stage (NPPF, Paragraph 226).

Currently, Bristol is currently unable to demonstrate a five year supply of housing land. As a result, Paragraph 11(d) of the NPPF is engaged and the tilted balance applies.

There are two aspects to understanding whether planning permission as prescribed by Paragraph 11(d) should be granted and whether policies which are most important to determining the application are out of date. In this case section i) of Paragraph 11d does not apply. Section ii) of the same paragraph requires an assessment of whether any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits of providing housing, when assessed against the policies in the NPPF taken as a whole.

The assessment required by Paragraph 11d(ii) has been undertaken. In this case, as set out in the officer assessment to follow, there are a number of serious concerns relating to design, highway safety and ecological and arboricultural impacts. The adverse impacts of approving the case would significantly and demonstrably outweigh the benefits flowing from the provision of new housing. This assessment has been undertaken in light of the NPPF as a whole, as well as Local Plan policies.

B) DESIGN AND HERITAGE

The Authority is therefore required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area. The case of *R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin)* ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48].

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) 2024 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. The NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Furthermore, the NPPF states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Finally, the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Section 12 of the NPPF outlines that; 'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities'.

Section 12 of the NPPF also states that; 'Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes'.

Policy BCS21 (Quality Urban Design) of the Core Strategy (2011) advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing development.

Policy BCS22 (Conservation and the Historic Environment) of the Core Strategy (2011) and Policy DM31 (Heritage Assets) of the Site Allocations and Development Management Policies (2014) outline that all development proposals related to heritage and conservation are expected to safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance. This is particularly important given the location of the site within the Bedminster Conservation Area.

Policy DM26 (Local Character and Distinctiveness) and Policy DM27 (Layout and Form) of the Site Allocations & Development Management Policies (2014) outline that all development is expected to contribute positively to an area's character and identity. This should be achieved by responding to the existing built environment. In particular, development should respect the local pattern and grain of existing buildings and respond to the local scale and character created by height, massing, shape and form, proportion, building lines, set-backs from the street, skylines and roofscapes.

The application site abuts the boundary of the Stapleton and Frome Valley Conservation Area. The surrounding development, particularly to the north and east of the site, consists of an established build form of terrace and semi detached dwellings with pitched gable roofs. The area is characterised by open, verdant corners with established building lines and organised gaps, with buildings set behind front gardens, that benefit from large trees and hedgerows. The application site is a corner plot on the internal bend of Sterncourt Road. Directly opposite the application site, on the western side of Sterncourt Road, lies multiple designations, including the Snuff Mills Historic Park and Gardens, the Begbrook Green Park Wildlife Corridor and the Oldbury Court Estate and Frome Valley Site SNCI and important open space.

The proposed development seeks to erect an attached dwelling within the side garden of the host property, which contributes to the open, verdant character of these corner plots. Policy DM26 highlights that infill development should be compatible with the open character of corner sites and be subservient in height, scale and massing. Although the dwelling would follow the overall scale of the existing terrace row, the proposed dwelling fails to adhere to the building line that exists on the northern stretch of Sterncourt Road. The dwelling would therefore remove the visual separation between these corner plots and neighbouring dwellings, resulting in the reduction in the spacious quality of the streetscene on this corner. The Stapleton and Frome Valley Conservation Area Enhancement Statement (1993) states that a key issue within the area is unsympathetic extensions that threaten the character of the Conservation Area. The statement expands on this issue, stating

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

that that since the designation, residential development often does not respect the open space and traditional layout of the Conservation Area. It's therefore concluded that the proposed development would not preserve or enhance the character of this Conservation Area, and the public benefit of a new dwelling does not outweigh the harm. Although the site is not explicitly within the boundaries of the designation, the development would be prejudicial to the setting of the Conservation Area.

The proposed development has not sufficiently addressed the refusal reason set out in the previous application 25/12124/F and is contrary policies BCS21 and BCS22 of the Bristol Core Strategy (2011), policies DM21, DM26, DM27 and DM31 of the Site Allocations and Development Management Policies (2014) and the National Planning Policy Framework (2024).

C) OCCUPIER AMENITY

Policy DM27 (Layout and Form) of the Site Allocations & Development Management Policies (2014) expects proposals to enable existing and proposed development to achieve appropriate levels of privacy, outlook and daylight; enable the provision of adequate appropriate and usable private or communal amenity space, defensible space, parking and servicing where necessary. Policy DM14 (Health Impacts of Development) in the same document requires developments to deliver a healthy living environment.

The adopted Bristol Core Strategy Policy BCS18 (Housing Type) 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. Under the 2015 Housing Standards Review a new nationally described space standard was introduced and in March 2015 a written ministerial statement to parliament confirmed that from 1 October 2015 existing Local Plan policies relating to internal space should be interpreted by reference to the nearest equivalent new national technical standard.

Policy DM29 (Design of New Development) in the Site Allocations and Development Management Policies (2014) also states that new development should be dual aspect where possible, particularly where one of the aspects is north-facing. This policy, as well as DM27, further states that new buildings will be expected to ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight.

Planning permission is sought for the construction of a two storey, two-bed dwelling. The proposed dwelling would meet the required minimum space standards as set out within the NDSS and consequently the proposed dwelling would provide sufficient internal space for future occupiers. Furthermore, all habitable rooms will contain sufficient number of windows and provide adequate levels of light, ventilation and outlook for occupants.

The proposal is therefore acceptable with regards to future occupier amenity.

D) IMPACT ON AMENITY OF SURROUNDING PROPERTIES

Policy BCS21 in the Bristol Core Strategy (Adopted 2011) advocates that new development should deliver high quality urban design and safeguard the amenity of existing development. Policy DM29 in the Site Allocations and Development Management Policies (2014) states that proposals for new buildings will be expected to ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight. This policy, as well as DM27, further states that new buildings will be expected to ensure that existing and proposed development achieves appropriate levels of privacy, outlook and daylight. Policy BCS23 in the Bristol Core Strategy and Policy DM35 in the Site Allocations and Development Management Policy also state that new development should also not

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

lead to any detrimental increase in noise levels.

The application proposes a new end of terrace dwelling situated within the side garden of the existing property no. 15 Sterncourt Road. The proposed windows serving habitable rooms would not create harmful levels of overlooking to existing dwellings within the vicinity of the site. Furthermore, the dwelling runs flush with no. 15 Sterncourt Road and due to its north / western orientation, the building would not result in a harmful level of overshadowing or overbearing impacts.

The application is therefore acceptable in regards to neighbouring residential amenity.

E) DOES THE PROPOSAL ADDRESS MOVEMENT, TRANSPORT AND HIGHWAY SAFETY ISSUES?

Policy BCS10 (Transport and Access Improvements) in the Bristol Core Strategy (2011) states that developments should be designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles such as excessive volumes, fumes and noise. Proposals 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 (Transport Development Management) in the Site Allocations and Development Management Policies (2014) in addition states that development should not give rise to unacceptable traffic conditions. Examples of unacceptable traffic conditions referred to in the policy include the introduction of traffic of excessive volume, size or weight on to unsuitable highways/or in to residential or other environmentally sensitive areas. This could result in high levels of transport noise and disturbance, a decrease in air quality and unsafe conditions both on the highway and for pedestrians. This policy further states that development proposals will be expected to provide an appropriate level of safe, secure, accessible and usable parking provision (including cycle parking) and that proposals for parking should make effective and efficient use of land and be integral to the design of the development. The approach to the provision of parking aims to promote sustainable transport methods, such as walking, cycling and public transport, as encouraged by Core Strategy Policy BCS10.

Policy BCS15 (Sustainable Design and Construction) in the Bristol Core Strategy states that all new development will be required to provide satisfactory arrangements for the storage of refuse and recyclable materials as an integral part of its design. Policy DM32 (Recycling and Refuse Provision in New Development) in the Site Allocations and Development Management Policies states all new developments will be expected to provided recycling facilities and refuse bins of sufficient capacity to serve the proposed development.

This policy further states that the location and design of recycling and refuse provision should be integral to the design of the proposed development. In assessing recycling and refuse provision, regard will be had to the level and type of provision, having regard to the above requirements and relevant space standards; and the location of the provision, having regard to the need to provide and maintain safe and convenient access for occupants, while also providing satisfactory access for collection vehicles and operatives. Policy DM23 also states that the provision in new development of safe, secure, well-located cycle parking can be very important in encouraging people to cycle regularly. It is important that development proposals incorporate these facilities and parking at the outset of the design process. Applicants should refer to the council's 'Guide to Cycle Parking Provision' for guidance on this matter.

The application has been considered by Bristol City Council's Transport Development Management Officers who have objected to the proposal.

Following the submission of revised plans, the cycle storage proposed for the new and existing

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

dwelling would comply with BCC's standards in terms of quantum, access and location. However, the bin storage would remain located within the front of the property, which would lead to future occupiers wheeling bins up and down stairs for collection, contrary to the TDMG 3.6.1 guidance on waste management. This will therefore result in bins being left on the footway at the risk to safe pedestrian flow.

Two parking spaces are proposed which comply with the Local Plan's standards of number of parking spaces for the new and existing dwellings. However, insufficient information has been provided to demonstrate that access and egress to these spaces could be made without detriment to the safety of pedestrians, cyclists and motorists. The visibility splays shown on the submitted site plan are below the required visibility splay for 20mph, which are required to be 2m x 25 as set out in guidance within Manual for Streets. This formed part of the refusal reason for the previous application 25/12124/F, so this remains unresolved.

For the reasons above, the proposal is contrary to policy BCS10 of the Bristol Core Strategy (2011), policy DM23 of the Site Allocation Development Management Plan (2014) and the National Planning Policy Framework (2024).

F) SUSTAINABILITY AND CLIMATE CHANGE

Policy BCS13 (Climate Change) in the Bristol Core Strategy (2011) sets out that development should contribute to mitigating and adapting to climate change, and to meet targets to reduce CO2 emissions.

Policy BCS15 (Sustainable Design and Construction) in the Bristol Core Strategy (2011) sets out that sustainable design and construction should be integral to new development in Bristol. Consideration of energy efficiency, recycling, flood adaption, material consumption and biodiversity should be included as part of a sustainability or energy statement. Policy BCS15 also aims to ensure that development proposals are designed and constructed to minimise their environmental impact.

Policy BCS14 (Sustainable Energy) in the Bristol Core Strategy (2011) states that new development will be expected to demonstrate that the heating and cooling systems have been selected according to the following heat hierarchy:

1. Connection to existing CHP/CCHP distribution networks
2. Site-wide renewable CHP/CCHP
3. Site-wide gas-fired CHP/CCHP
4. Site-wide renewable community heating/cooling
5. Site-wide gas-fired community heating/cooling
6. Individual building renewable heating

The development proposes an air source heat pump and PV solar panels, which would result in the development exceeding the 20% CO2 residual emissions threshold as per policy BCS14. This net carbon reduction is to be secured via condition, along with further details of the proposed ASHP's and PV panels prior to first occupation.

The proposal is therefore considered acceptable with regards to sustainability and climate change.

G) FLOOD RISK

Bristol Core Strategy (2011) Policy BCS16 states that all development will also be expected to incorporate water management measures to reduce surface water run-off and ensure that it does not increase flood risks elsewhere. This should include the use of sustainable drainage systems (SUDS).

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

The site lies in Flood Zone 1 and is therefore at the lowest risk of flooding events from rivers. If an approval was to be forthcoming, a pre-commencement condition should be imposed requiring full details of a sustainable drainage strategy for the management of surface water drainage.

H) ARBORICULTURE, ECOLOGY AND BIODIVERSITY

Section 12 of The National Planning Policy Framework (2024) states that existing trees should be retained wherever possible. Applicants and local planning authorities should work with highways officers and tree officers to ensure that the right trees are planted in the right places, and solutions are found that are compatible with highways standards and the needs of different users.

Section 15 of the National Planning Policy Framework (2024) states that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity. The framework goes on to state that in order to protect and enhance biodiversity and geodiversity, plans should identify and pursue opportunities for securing measurable net gains for biodiversity.

Policy BCS9 (Green Infrastructure) of the Core Strategy (2011) states that the integrity and connectivity of the strategic green infrastructure network will be maintained, protected and enhanced. The policy outlines that national and local sites of biological and geological conservation importance will be protected having regard to the hierarchy of designations and the potential for appropriate mitigation. Individual green assets should be retained wherever possible and integrated into new development. Loss of green infrastructure will only be acceptable where it is allowed for as part of an adopted Development Plan Document or is necessary, on balance, to achieve the policy aims of the Core Strategy. Appropriate mitigation of the lost green infrastructure assets will be required. Development should incorporate new and/or enhanced green infrastructure of an appropriate type, standard and size. Where on-site provision of green infrastructure is not possible, contributions will be sought to make appropriate provision of green infrastructure off site.

Policy DM15 (Green Infrastructure Provision) of the Site Allocations and Development Management Policies (2014) states that the provision of additional and/or improved management of existing trees will be expected as part of the landscape treatment of new development. The design, size, species and placement of trees will be expected to take practicable opportunities to create a strong framework of street trees to enclose or mitigate the visual impact of a development.

Policy DM17 (Development Involving Existing Green Infrastructure) of the Site Allocations and Development Management Policies (2014) states that all new development should integrate important existing trees. Development which would result in the loss of Ancient Woodland, Aged trees or Veteran trees will not be permitted. Where tree loss or damage is essential to allow for appropriate development, replacement trees of an appropriate species should be provided, in accordance with the Bristol Tree Replacement Standard.

Policy DM19 (Development and Nature Conservation) states that development which would be likely to have any impact upon habitat, species or features, which contribute to nature conservation in Bristol will be expected to:

- i. Be informed by an appropriate survey and assessment of impacts; and
- ii. Be designed and sited, in so far as practicable and viably possible, to avoid any harm to identified habitats, species and features of importance; and
- iii. Take opportunities to connect any identified on-site habitats, species or features to nearby corridors in the Wildlife Network.

Bristol City Council (BCC) operate a Tree Replacement Standard (BTRS) to ensure that trees lost in

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

the interest of development are replaced (DM17). Replacement trees can either be planted on site, if there is room to do so, or if replacement trees cannot be planted on site BCC will plant them in nearby council owned land at cost. The number of replacement trees required depends on the stem diameter of the trees lost to development, Hedges and shrubs do not incur liability under BTRS

The application has been considered by Bristol City Council's Arboricultural Officer who has objected to the proposal.

The application site is located within an existing garden on a corner plot. The site lies adjacent to the Snuff Mills Historic Park and Gardens, as well as the Oldbury Court Estate and Frome Valley Site SNCI and important open space and the Bebroke Green Park Wildlife Corridor. Whilst the site itself does not fall within these designations, the mature tree cover and verdant character of Sterncourt Road form part of the wider green infrastructure network and provide a strong visual and ecological link that underpins the significance of the adjoining designations.

In recent years, the site has been significantly altered, transitioning from a heavily treed and green environment into its current denuded state, clearly in order to prepare for development. This change has diminished its contribution to the local character and green infrastructure network, contrary to policy BCS9. Photographic evidence obtained via Google Earth shows that at least 2no. large trees were located within the application site, however since 2024 these have been topped and the site cleared of considerable existing habitat. Additionally, further tree removals have happened prior to the previous application (25/12124/F) including at least 2no. ash trees and 1no. sycamore tree.

A revised Arboricultural Report was submitted during the lifetime of the application to respond to BCC's Arboricultural Officer's initial objection to the proposal on the basis of the failure to accurately measure the onsite trees and provide sufficient mitigation for the loss including proposing the correct number of replacement trees in line with Bristol's Tree Replacement Standard. However, the revised Arboricultural Report remains inadequate in addressing the Officers objection and the previous refusal reason within decision 25/12124/F which determined the development failed to propose a satisfactory level of replacement trees. The revised report proposes the planting of 6no. replacement trees, however this falls short of the required number necessary to mitigate both the trees recently removed and those proposed for removal.

A Biodiversity Net Gain (BNG) Exemption Statement has been submitted with the application, claiming self-build, as defined in The Self-Build and Custom Housebuilding Act 2015. The previous application 25/12124/F refused the proposal on the grounds of insufficient information relating to ecology in the form and failure to provide an Ecological Impact Assessment (EIA), A Biodiversity Net Gain Report or a comprehensive Exemption Statement. Within this revised scheme, the Exemption Statement does not provide any baseline information of existing habitats nor any substantive evidence that the proposed development is self-build and consequently exempt from BNG requirements.

For the reasons above, the proposal is contrary to policy BCS9 of the Bristol Core Strategy (2011); policies DM15, DM17 and DM19 of the Site Allocation Development Management Plan (2014) and the National Planning Policy Framework (2024).

CONCLUSION

The application is recommended for refusal.

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation to this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

RECOMMENDED REFUSED

The following reason(s) for refusal are associated with this decision:

Reason(s)

1. The proposed dwelling would result in the erosion of an open, verdant corner feature, whilst failing to respond to the established rhythm and building line, serving to ultimately harm and degrade the character of the streetscene. In addition, the proposed development would also be prejudicial to the setting of the neighbouring Stapleton and Frome Valley Conservation Area. The proposal is therefore contrary to policies BCS21 and BCS22 of the Bristol Core Strategy (2011) and policies DM21, DM26, DM27, DM28, DM29, DM30 and DM31 of the Site Allocations and Development Management Policies (2014).
2. Insufficient information has been provided to demonstrate safe vehicular access and egress from the application site onto the highway. The proposed development would therefore give rise to unacceptable conditions of highway safety resulting in an increased risk of conflict between pedestrians and vehicles. Additionally, occupiers would be required to wheel bins up and down steps for collection, resulting in receptacles being left on the footway to the detriment of pedestrian safety. The proposal is therefore contrary to policy BCS10 of the Bristol Core Strategy (2011) and policy DM23 of the Site Allocation Development Management Plan (2014).
3. Arboricultural Impacts

The development would result in significant loss of trees which contribute positively towards the character and appearance of the townscape and the setting of the Stapleton and Frome Valley Conservation Area. The development would fail to maintain, protect and enhance the integrity and connectivity of the strategic green infrastructure network and fails to propose sufficient mitigation for the loss in line with Bristol City Council's Tree Replacement Standard. The proposal is therefore contrary to policies BCS9, BCS21 and BCS22 of the Bristol Core Strategy (2011) and policies DM15, DM17, DM19 and DM31 of the Site Allocations and Development Management Policies (2014).

4. Insufficient information has been provided with which to detail the ecology of the site. No Ecological Impact Assessment (EIA) and or Biodiversity Net Gain Report has been provided, nor is there any substantive evidence that the proposed development is exempt from BNG requirements. The proposal is therefore contrary to Biodiversity Gain (Town and Country Planning) (Consequential Amendments) Regulations (2024), Biodiversity Gain Requirements (Exemptions) Regulations 2024, and Policy DM19 of the Site Allocations and Development Management policies (2014).

**DEVELOPMENT CONTROL () DELEGATED
15 Sterncourt Road Bristol BS16 1LB**

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-

3865/16 Site location plan, received 22 September 2025

3865/10 Existing site plan, received 22 September 2025

3865/11 Existing floor plans and elevations, received 22 September 2025

3865/12C Proposed floor plans and elevations, received 18 November 2025

3865/13C Proposed site plan, received 18 November 2025

3865/14 Typical bin store details, received 22 September 2025

3865/15 Typical bike store details, received 22 September 2025

Arboricultural report, received 18 November 2025

Design and access statement, received 18 November 2025

Energy and sustainability statement, received 22 September 2025

Biodiversity exemption statement, received 22 September 2025

Case Officer: [REDACTED]

Authorisation: [REDACTED]

commrepref
V1.0211