

Development Control B Committee Agenda



Date: Wednesday, 5 April 2023

Time: 6.00 pm

Venue: The Council Chamber - City Hall, College Green, Bristol, BS1 5TR

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If you ask a question or make a representation, then you are likely to be filmed and will be deemed to have given your consent to this. If you do not wish to be filmed you need to make yourself known to the webcasting staff. However, the Openness of Local Government Bodies Regulations 2014 now means that persons attending meetings may take photographs, film and audio record the proceedings and report on the meeting (Oral commentary is not permitted during the meeting as it would be disruptive). Members of the public should therefore be aware that they may be filmed by others attending and that is not within the council's control.

Councillors: Ani Stafford-Townsend (Chair), Chris Windows (Vice-Chair), Lesley Alexander, Fabian Breckels, Andrew Brown, Lorraine Francis, Katja Hornchen, Guy Poultney and Chris Jackson

Copies to: Gary Collins, Matthew Cockburn, Jeremy Livitt, Rachael Dando, David Fowler (Members' Office Manager (Conservative)), Stephen Fulham, Paul Shanks, Stephen Peacock (Chief Executive), Philippa Howson and John Smith (Executive Director: Growth & Regeneration)

Issued by: Jeremy Livitt, Democratic Services

City Hall, PO Box 3399, Bristol, BS1 9NE

E-mail: democratic.services@bristol.gov.uk

Date: Tuesday, 4th April 2023



Agenda

8. Public Forum

Any member of the public or councillor may participate in public forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Please note that the following deadlines will apply in relation to this meeting:

(Pages 3 - 18)

Questions:

Written questions must be received three clear working days prior to the meeting. For this meeting, this means that your question(s) must be received at the latest **by 5pm on Thursday 30th March 2023.**

Petitions and statements:

Petitions and statements must be received by noon on the working day prior to the meeting. For this meeting, this means that your submission must be received at the latest **by 12 Noon on Tuesday 4th April 2023.**

The statement should be addressed to the Service Director, Legal Services, c/o The Democratic Services Team, City Hall, 3rd Floor Deanery Wing, College Green,
P O Box 3176, Bristol, BS3 9FS or email - democratic.services@bristol.gov.uk

PLEASE NOTE THAT IN ACCORDANCE WITH THE NEW STANDING ORDERS AGREED BY BRISTOL CITY COUNCIL, YOU MUST SUBMIT EITHER A STATEMENT, PETITION OR QUESTION TO ACCOMPANY YOUR REGISTER TO SPEAK.

In accordance with previous practice adopted for people wishing to speak at Development Control Committees, please note that you may only be allowed 1 minute subject to the number of requests received for the meeting.

11. Amendment Sheet

(Pages 19 - 21)



Public Forum

D C Committee B

6.00pm 5th April 2023



1. **Members of the Development Control Committee B**
Councillors: Ani Stafford-Townsend (Chair), Lesley Alexander, Chris Windows, Fabian Breckels, Andrew Brown, Lesley Alexander, Lorraine Francis, Katja Hornchen and Guy Poultney

2. **Officers:**
Gary Collins - Development Management, Peter Westbury, Matthew Cockburn, Luke Phillips, Stephen Rockey, Phillipa Howson, John Smith, DSO

No.	Speaking	Name	
		A – 22/02320/F – 10 Melvin Square and 1 Illminster Avenue	
A1	S	John Rooney	
A2		Jade Bailey	
A3		Jake Britt	
A4		Becky Britt	
A5		Tharindu Jayawarna	
A6	S	Councillor Zoe Goodman	
		B – 22/05628/LDO – Various Sites Across the City	
B1	S	Andrew Foulkes, Vattenfall	
B2	S	Len Wyatt, Chair – Bristol Parks Forum	
B3	S	Dominic Hogg	

**List of People Requesting to Speak – Public Participation – DC B Committee –
5pm on Thursday 30th March 2023 for Questions, 12pm on Tuesday 4th April
2023)**

A – 22/02320/F - 10 Melvin Square/1 Illminster Avenue

A1 – John Rooney

A6 – Councillor Zoe Goodman

B – 22/05628/LDO – Various Sites

B1 – Andrew Foulkes

B2 – Len Wyatt

B3 – Dominic Hogg

STATEMENT NUMBER A1 - 10 Melvin Square and 1 Ilminster Avenue, Bristol BS4 1LZ (22/02320/F)

This statement is submitted to the committee in support of the above application, behalf of the applicant, Mr Keven Patel. It provides some background to the application, and addresses the two reasons for refusal proposed by the planning officer.

Background and proposal

The proposal seeks to redevelop the site, which plays a key role in the local community, and has been run by the Patel family since 1979. In addition to the retail, the shop provides a Post Office Counter service, parcel collection service (open until 11pm, enabling people to redirect deliveries to the shop and collect after work), money transfer service and cashpoint (dispensing £7m a year – the importance of this cashpoint will increase further given the announced closure of the Nat West at Broad Walk). During Covid, the shop delivered groceries to vulnerable customers within the community.

The shop desperately needs to expand, to be able to provide more fresh produce, have wider aisles to allow space for buggies and wheelchair users, to cater for the new secondary school due to open on Daventry Road in September, to cope with the increase in redirected online deliveries, and to provide a more pleasant shopping environment in general.

To facilitate these investments in the local area, the applicant is seeking to extend the building at first and second floor levels, to create 6 additional flats (4 one-bed and 2 two-bed), in an area where three-bed houses account for the vast majority of housing. These smaller flats are perfect for first time buyers looking to move out of home but remain within the community they grew up in.

The scheme has been designed sensitively, taking its cue from Carpenters Place, on the opposite side of Melvin Square, and seeking to add some real design quality to help with the regeneration of the area, and support the local centre, as identified in the draft Local Plan.

Local support

The application was supported by 29 individual local residents, and a petition signed by over 200 customers. Many of the individuals, having been notified of this committee, have contacted the applicant asking how they can further help support the application.

Design (proposed reason for refusal 1)

The report to councillors acknowledges that, “The rationale behind the design detail and appearance is understood and not objectionable when considered in isolation.” (page 11) Officers have though objected to the prominence of

the three storey development, and being out of character with the two-storey housing to the rear. In discussions, a preference has been indicated for a scheme similar to the rank of shops on the north side of Melvin Square.

As the attached photos show, this is a tired and dated rank of shops, and is not something to aspire to. The best building on Melvin Square is Carpenters Place. The applicant wants something that can be the equal of that, and that can lead to further development and investment in the area, to the benefit of the proposed local centre. If the design is not objectionable, then it is reasonable to ask, why not allow strong, contemporary, architectural design, rather than simply copying what is already there and never achieving any change? The building was designed originally as a detached shop as part of an inter-war housing estate. 90 years later, it is time to support this high quality re-design to allow it to continue to serve its function for the next 90 years.

Neighbour impact (proposed reason for refusal 2)

On dismissing the previous appeal on the site, the Inspector found that the only harm to amenity was to 85 Daventry Road, through overshadowing of the rear garden.

The architects sought to address this by reducing the height of the building, and pulling it away from the boundary. Following an objection from 85 Daventry Road, the scheme was reduced further, and now no part of the new building will be any close to the rear garden of 85 than the existing extension (as the attached images show). The additional floorspace will only be forward of the rear elevation, towards the front of the area of garden to the side of the house. As the case officer has confirmed, no new objection was received from 85 Daventry Road, following the submission of the revised plans.

The case officer has raised the issue that no shadow study was provided, however this was never requested from the applicant, but has since been supplied. As can be seen, given that the extension will not now be next to the rear garden, there would be no additional impact with regards to overbearing, and minimal shadow impact, and the development could proceed without harming the amenity of neighbours.

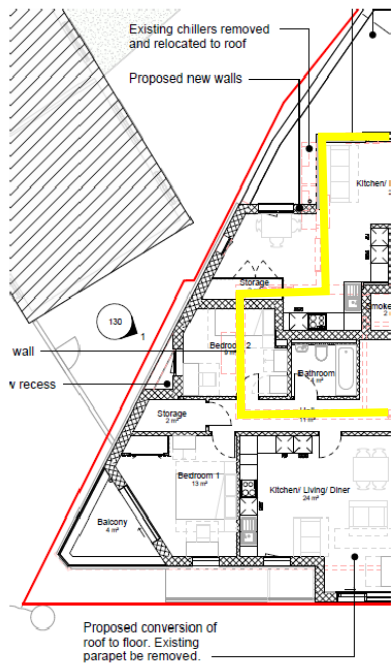
Conclusion

The Council has not delivered sufficient housing in any of the last three years, and has only a 3.7 year housing supply. There is a desperate need for houses and flats in the city that the average person can afford. These six flats would meet that need.

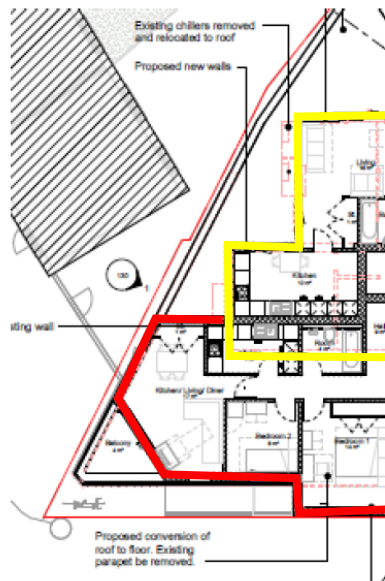
Equally, a valuable local community resource needs to redevelop to be able to continue to serve that community- the strength of local support clearly indicates this value. This proposal would allow the shop to move forward.

Your officer recognises that this is a good design in isolation. The applicant considers that it is a good design for Melvin Square and for the local community, and will lift the appearance of the area, and can help bring the area up with it. And it can do this whilst respecting neighbour amenity. For these reasons, he kindly asks for your support.

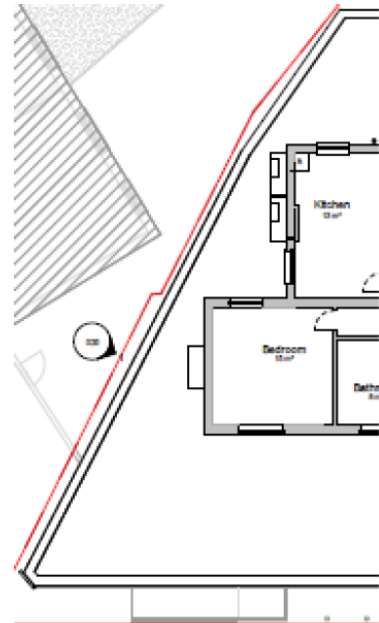
Photo sheet



First floor as submitted



First floor as revised



Existing first floor

(Existing walls highlighted yellow, new-build highlighted red on revised plan)





STATEMENT NUMBER A2

I am a local support manager for the children in the community. My family has known the Patel family for years. This application should be approved. We need more housing. Extra space for shop is very much needed. It gets really busy & the cash machine creates queues. I have to travel to get products I can't get at the shop which is pretty annoying as i feel with the space in the design could resolve that. This is my statement with my full support along with the rest of the community. I do not want to speak at the meeting.

Regards,

Jade Bailey

STATEMENT NUMBER A3

I am for this new plan at Melvin Square. The design looks really good & is similar to the old venture pub which is now called carpenters place. The shop is busy so more space is much needed. Hopefully this means more range of stock. We need more homes in Bristol. The plans show flats above which I'm in support of to. I don't want to speak but I support this.

Jake Britt

STATEMENT NUMBER A4

I am with the community at Melvin square. This build needs to happen. Looks similar to the building across the road. The shops on the right side need this sort of revamp. The shop is used by myself, family & my friends. Although it's a great shop but it's needs more space as it's pretty busy. I have known Kevin's father Raj since I was a child. Now my children know Kevin as he manages the business. The generation has been passed on. I won't be speaking but my statement is to support this. Wish you the best.

STATEMENT NUMBER A5

I am Tharindu Jayawarna supporting for this plan at Melvin square. for many reasons I support this project to be successful , such as how plan looks and mainly how busy this place everyday gets it need more space plus more stock to be available in store. Also as planning explained flats above will be a massive help for the community, thanks

STATEMENT NUMBER A6

I wish to submit the following statement to Development Control B Committee on Wednesday, 5 April 2023 in respect of 22/02320/F - 10 Melvin Square and 1 Illminster Avenue.

With respect to the officer's report and conclusions, I would counter that the uniformity of the rhythm and balance of the existing streetscene is already disrupted by the development at Carpenter's Place on the opposite side of Melvin Square, which itself is not detrimental to the Square. It is thus not highly incongruous in that context.

It could also be argued that there is too much uniformity in Filwood, which stifles provision of a diversity of accommodation types, particularly one- and two-bedroomed properties. As the officer notes, there is an under-prevalence of flats, and of one and two-bedroom units, at both the local lower super output area and the ward level. As noted by the officer, the creation of the self-contained flats would provide additional accommodation and add to the mix of available accommodation in the area.

The scale, massing and proximity to the boundary with neighbouring properties has been reduced from the original application and earlier applications.

The improved layout for this popular local convenience store will provide more than 50% additional floorspace, from 147sqm to 234 sqm, an increase of 87 sqm – a significant and needed increase. The current limited floorspace and the resulting narrow aisles currently leads to a feeling of overcrowding at times, which I have experienced myself. The expansion of floorspace will allow expansion of its produce range, particularly fresh produce, an important consideration given that Filwood currently has no supermarkets.

I consider that these benefits outweigh the perceived harm to the character of the surrounding area and the detriment to residential amenity and therefore would like to recommend its approval by the committee, with suitable conditioning by officers as noted in the report.

Regards

Cllr Zoe Goodman

Filwood ward

STATEMENT NUMBER B1

Statement of support - 22/05628/LDO

In July 2019, Bristol adopted the goal of becoming a carbon neutral city by 2030 and then set out a clear pathway of action – in the Bristol One City Climate Strategy - for how Bristol could become carbon neutral by the end of the decade.

The studies on which this strategy were based found that heating buildings and hot water in the city accounted for about 45% of the city's carbon emissions. To decarbonise the heat used in the city by 2030 would require the replacement of all fossil-fuelled heating systems with efficient electric heating, either as individual systems serving properties or as part of district heating networks as their heat supply.

The council has since invested in the developing of Bristol Heat Network, that now serves over 2000 homes in the city centre with reliable low carbon heat. The Local Development Order is critical to the next phase of development, as it will enable the rapid expansion of the network to serve more businesses and residents across the city, without which we cannot contemplate reaching the 2030 target.

Additionally, the proposed LDO takes in to account the varied stakeholder needs across the city and helps put the network more on a par with other utilities. Combine this with the fact that Vattenfall, now as Bristol's heat network operator, has a wealth of experience from operating networks reliably and safely for 2 million customers in Europe (for over three decades), should give the confidence that any works carried out under the LDO will be done so under the highest possible standards.

Many thanks

Andrew

Andrew Foulkes

Account Director – Business Development

Vattenfall Heat UK, Bristol



Bristol Parks Forum

*Campaigning to protect and enhance all public green space
in the City of Bristol.*

See our Vision for Parks & Green Spaces at

www.bristolparksforum.org.uk/vision

DCB COMMITTEE 5TH APRIL 2023 - STATEMENT NUMBER B2

Agenda Item 9b – Local Development Order – Bristol Heat Network.

22/05628/LDO

The Bristol Parks Forum is the only community voice dedicated to all publicly owned parks and green spaces in Bristol. We work with Bristol City Council to ensure our spaces are well looked after and to help local groups to enhance their green space. Further information about the Forum can be found at <http://www.bristolparksforum.org.uk/>

The Bristol Parks Forum submitted an objection to the above 19 January 2023.

Following discussions with the Bristol City Council I am pleased to confirm that the majority of our concerns have been met.

The main outstanding item is whether there should be a requirement for consultation with local communities from the start of the design proposals, through construction and into maintenance for individual areas as they come forward. We feel that this would bring benefits to the projects as issues of importance are likely to be highlighted earlier, rather than left undiscovered until works have started.

The way our objection has been dealt with by the Council, shows the value of discussions between parties in the period between the objection period closing and the decision being made.

Bristol Parks Forum Committee
03 April 2023

STATEMENT NUMBER B3 - Local Development Order relating to District Heating

As I said in my initial response, people like me should be in a position where we're applauding the Council's ambition to implement a heat network across various parts of the City. The fact that I'm unable to give this proposal support, and indeed, why I object to it, is that I simply don't think the plans have been properly thought through, and where some planning has been done, they suggest a worrying outcome, which I believe the Council has to take into consideration in making its decision.

Not only is the application effectively giving extraordinarily sweeping powers to the Council, but the plans of City Leap are to base much of the heating around the use of heat from an incinerator in Avonmouth. The use of an incinerator as an anchor source of heat for a heat network – whatever its merits may have been in the 1970s and 1980s – is seems foolish, unless there is a clear plan to replace it with an alternative source of heat (in a similar location) over the course of, say, the next ten years.

A heat network isn't automatically low carbon. The carbon intensity of heat delivered through heat pumps is determined by the carbon intensity of the source of electricity used to run the pump and the seasonal coefficient of performance of the pump itself. Where an incinerator is concerned, roughly one tonne of CO₂ will be emitted per tonne of waste combusted. Of this, roughly half is of fossil origin. If we look only at the fossil CO₂, then even if 90% of the heating value of the fuel was converted into heat, the carbon intensity of the heat generated would be roughly the same as for heating from a gas boiler (see Table below). Including non-fossil CO₂ implies that waste is twice as carbon intense than gas-fired boilers.

Basic Estimation of CO₂ intensity of Heat Delivered from Incineration and Gas-fired Boilers Based on Carbon Content of Energy Source, and Generation Efficiency

	kg CO ₂ e per GJ (NCV)	Efficiency of generation (relative to NCV)	kg CO ₂ e per GJ delivered	kg CO ₂ per kWh heat delivered
Natural Gas	56.4	95%	59.3	0.214
Waste, excl biogenic CO ₂	50.0	90%	55.6	0.200
Waste, incl biogenic CO ₂	100.0	90%	111.1	0.400

Note: biogenic = non-fossil sources in waste, such as paper, wood, garden waste, food waste;

Source: D. Hogg (2023) Debunking Efficient Recovery: The Performance of EU Incineration Facilities, Report for Zero Waste Europe, January 2023.

In its June 2021 Progress Report to Parliament, the Climate Change Committee noted:¹

'Decisions on...planning and expansion of waste incineration are not only potentially incompatible with the overall need to reduce [GHG] emissions but also send mixed messages and could undermine public buy-in to the Net Zero transition'.

¹ Climate Change Committee (2021) Progress Report to Parliament, June 2021
<https://www.theccc.org.uk/publication/2021-progress-report-to-parliament/>

In the medium- to long-term, there is a risk that the Council helps to lock in reliance on incineration as a means to treat waste at a time when Government has just signed into law a measure, pursuant to the Environment Act 2020, which aims to halve residual waste by 2042 (The Environmental Targets (Residual Waste) (England) Regulations 2023). For a Council that was the first to declare a climate emergency, to do this would be to demonstrate a serious lack of understanding of the nature of that emergency, and appropriate ways to address it.

So, before the Council consents to digging up all the roads for the sake of installing a heat network, it would be an incredible oversight if, having declared a climate emergency, the Council gives the green light to install something that does little or nothing to address the problem of climate change.

As a helpful suggestion, if the intent is to consent to the streets being dug up for the purpose of enabling the supply of heat to homes and businesses, conditions should be attached such that no activity is undertaken which would facilitate the supply of heat sources into the network which have a carbon intensity – sensibly measured - above a threshold value. Given that, for many households or businesses, the alternative might be a heat pump run off grid average electricity, then that ought to provide some form of benchmark if the aim is to address CO₂ emissions, recognizing also that the carbon intensity of grid average electricity is set to decline. Given that heat pumps will generate heat at some 60-70gCO₂ / kWh today, and given that the intensity is set to decline, a figure of the order 60g CO₂/kWh where supplied by grid electricity would seem appropriate (with the figure declining as the carbon intensity of the grid falls).

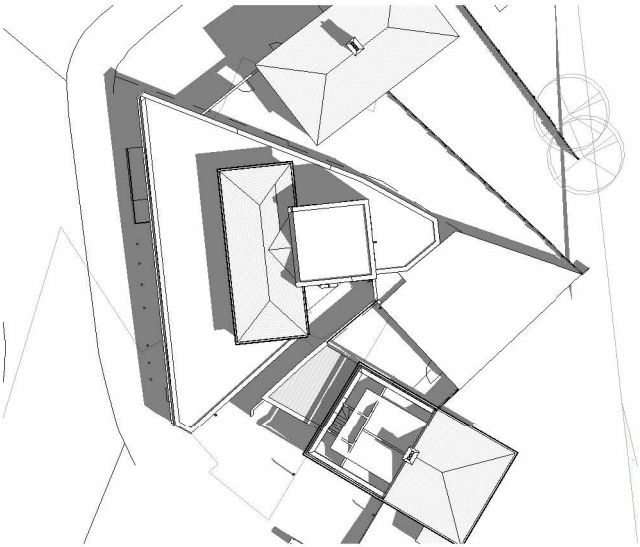
Amendment Sheet 5 April 2023

Item 1: - 10 Melvin Square And 1 Ilminster Avenue Bristol BS4 1LZ

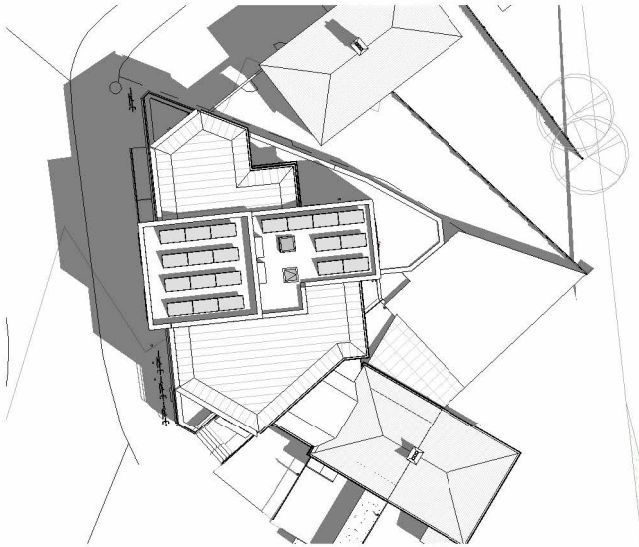
Page no.	Amendment/additional information
36	<p>KEY ISSUE D, 4th paragraph</p> <p>Since the writing of this report, the applicant has provided a shadow diagram showing the level of overshadowing from the existing site and proposed development at 10:00, 13:00 and 16:00 which is attached to the back of this amendment sheet. The diagrams suggest that the rear of 85 Daventry Road is already overshadowed. However, this only shows the impact at the equinox, which whilst useful does not provide officers with the assurance that the proposed development would not have a worse impact throughout other times of the year such as the summer months. Therefore, officers remain of the view that this does not change the assessment on the issue of overshadowing or the overall officer recommendation for a refusal.</p>

Item 2: - Various Sites Across The City

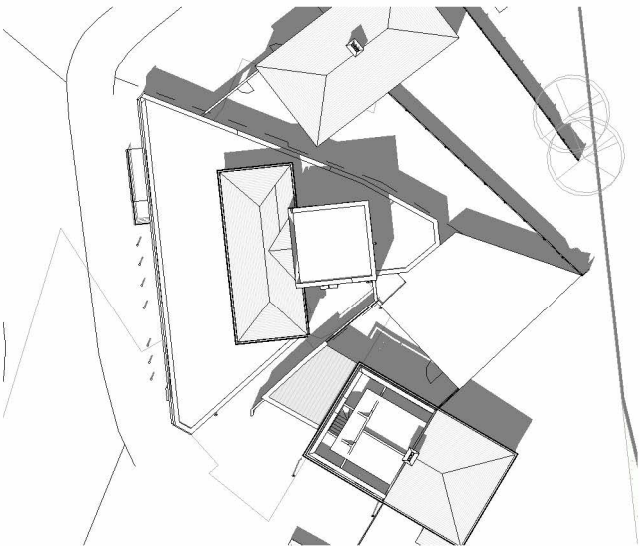
Page no.	Amendment/additional information
	No amendments



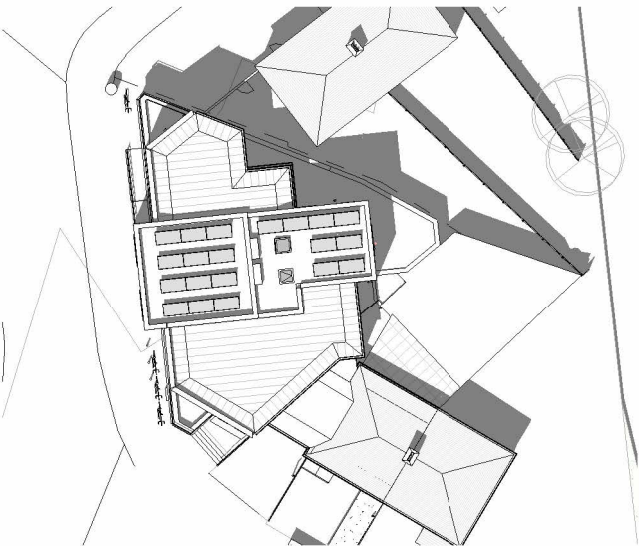
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SCALE: 1 : 500



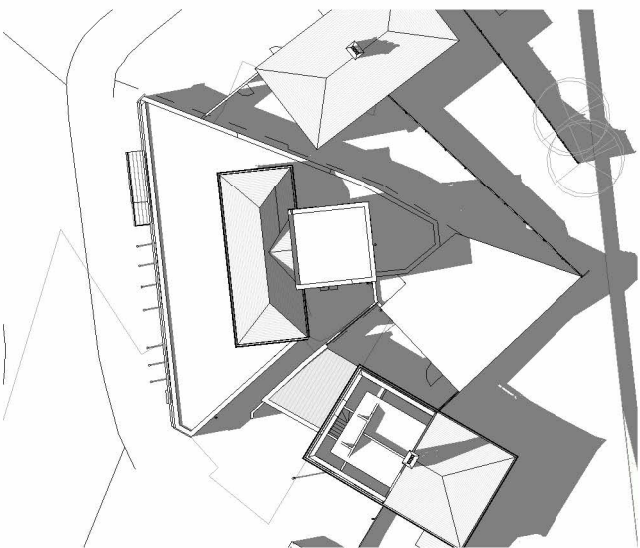
4 Shadow Study - Summer 10-00
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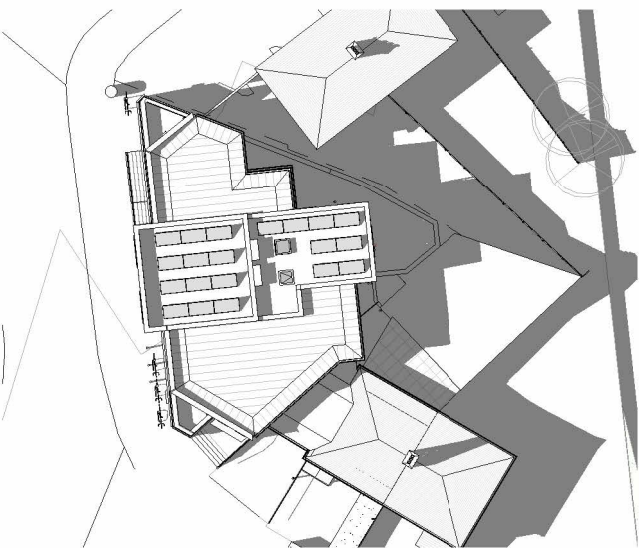
2 Shadow Study Existing - Summer 13-00
SCALE: 1 : 500



5 Shadow Study - Summer 13-00
SCALE: 1 : 500



3 Shadow Study Existing - Summer 16-00
SCALE: 1 : 500

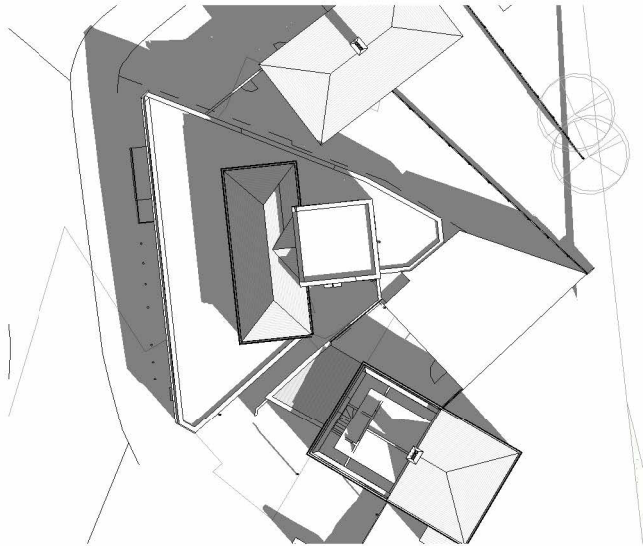


6 Shadow Study - Summer 16-00
SCALE: 1 : 500

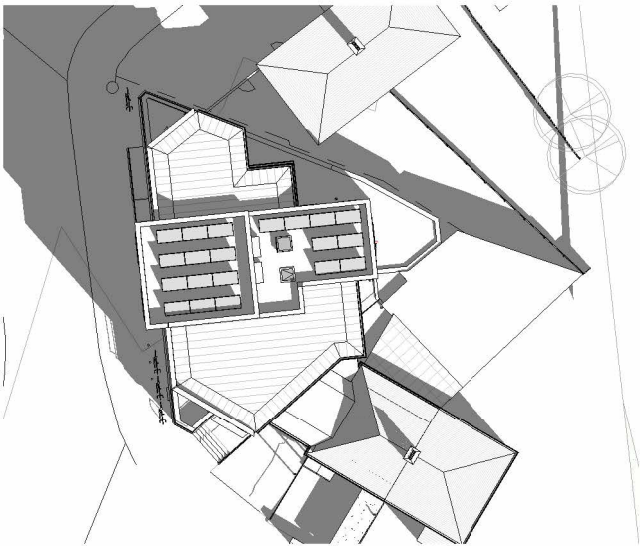
Notes:

Confirm all dimensions on site prior to any off site manufacturing.
At construction phase do not scale from drawing, use figured dimensions only.
Dimensions are in millimetres and to structure unless stated otherwise.
Report any discrepancies, conflicts or errors to architect prior to proceeding.
Refer to structural engineers design for all load bearing elements, bracing, movement joints and below ground drainage.
Refer to mechanical and electrical engineers design for all building services.
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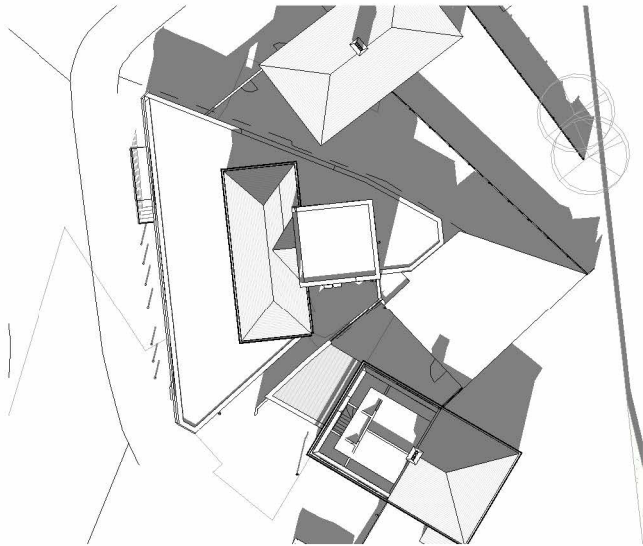
Rev	Description	Date
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Client KEVIN PATEL		
Project 10 MELVIN SQUARE, KNOWLE WEST		
Drawing Title SHADOW STUDY - SUMMER		
Drawing Number 532-PLA- 230		Rev.
Date FEB 2023	Scale 1 : 500@ A3	Drawn DF
		Chkd DF



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231
Shadow Study Existing - Equinox 10-00
SCALE: 1 : 500



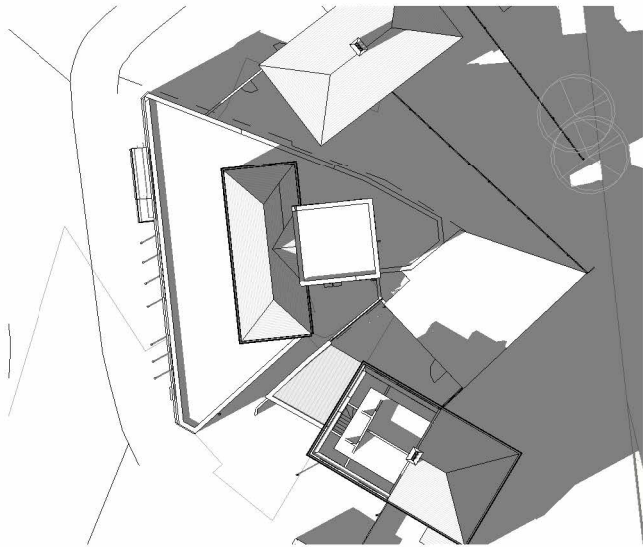
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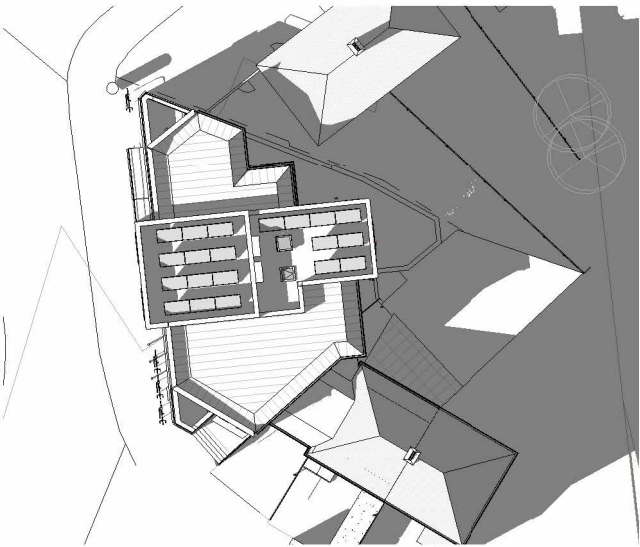
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231
Shadow Study Existing - Equinox 13-00
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Shadow Study - Equinox 13-00
SCALE: 1 : 500



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Shadow Study Existing - Equinox 16-00
SCALE: 1 : 500



6
231
Shadow Study - Equinox 16-00
SCALE: 1 : 500

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Client KEVIN PATEL		
Project 10 MELVIN SQUARE, KNOWLE WEST		
Drawing Title SHADOW STUDY - EQUINOX		
Drawing Number 532-PLA- 231		Rev.
Date FEB 2023	Scale 1 : 500@ A3	Drawn DF
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