

WARD: Central **CONTACT OFFICER:** Peter Westbury
SITE ADDRESS: City Point Temple Gate Bristol BS1 6PL

APPLICATION NO: 16/05382/A Advertisement
EXPIRY DATE: 10 February 2017

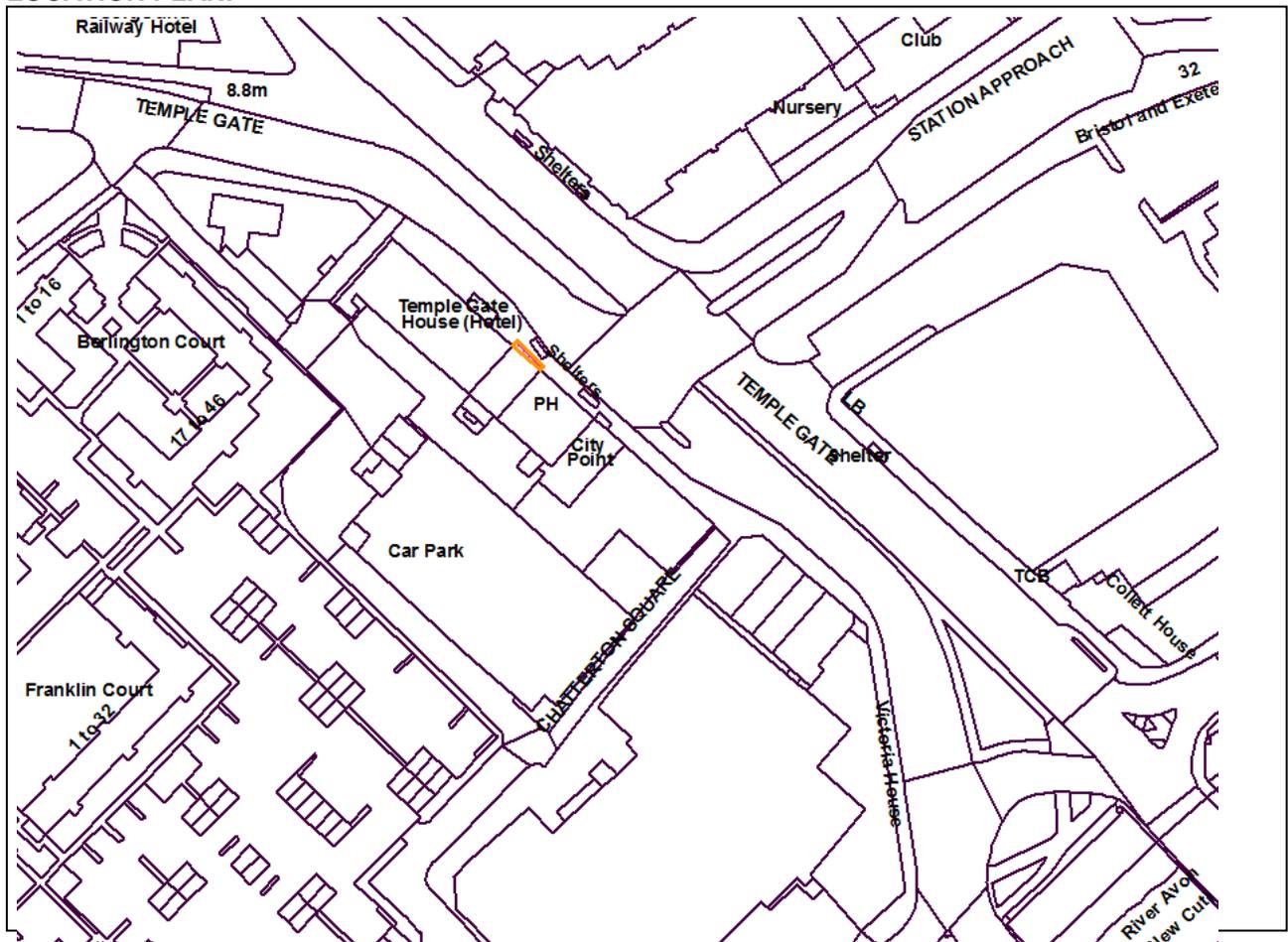
Application for consent to display an LED digital smartscreen.

RECOMMENDATION: Grant subject to Condition(s)

AGENT: ECE Planning Limited
Brooklyn Chambers
11 Goring Road
Worthing
BN12 4AP
APPLICANT: Maxx Media Limited
C/O ECE Planning

The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.

LOCATION PLAN:



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INTRODUCTION AND SUMMARY

This application is being brought before the planning committee due to the importance of the site as it influences a key gateway into the city, and because of the concerns raised as a result of consultation. The application is for a new digital advertising screen located on the City Point building opposite the ramp at Bristol Temple Meads Station.

SITE DESCRIPTION AND AREA CONTEXT

The site of the proposed digital advertising screen is on the north-eastern façade of the City Point building, which is located on Temple Gate (which is the name of this section of the A4), opposite the ramp up to the main entrance of Bristol Temple Meads Railway Station. The site itself is an area of grey concrete panelling which was previously the location where an above-the-road elevated walkway entered into the building.

The City Point Building consists of 7 storeys, with retail and commercial uses predominantly at ground floor. On the left side of the building, the first to seventh storey is occupied by offices while on the right side of the building, the first to seventh storey is occupied by a hotel 'Holiday Inn Express'. The whole building including its associated parking area at the rear is property of Bristol City Council.

The site is within Central Ward, and is also within the Bristol Temple Quarter Enterprise Zone.

The site is not within a conservation area, and is not on a listed building. However there are a number of important listed buildings in close proximity to the site, including:

- Diagonally opposite the site is the grade I listed 'The British Empire and Common Wealth Museum' (i.e. Brunel's original Bristol Temple Meads Station) is approximately 40m away from the site).
- The grade I listed Bristol Temple Meads Station is opposite the site, approximately 150m away from the site.
- The grade II* listed Bristol and Exeter Building is approximately 130m away from the site.
- The grade II former George and Railway Hotel is approximately 90m away from the site. A further building to the immediate north of this building (and on the same traffic island as this building) is locally listed as the 'Grosvenor Hotel'.

APPLICATION DETAILS

The application is for an LED digital advertisement screen on the north-eastern façade of the City Point building, specifically occupying the space where currently grey concrete panelling has been placed, which was the 'making good' following the removal of the elevated walkway.

The screen is to be 4m high by 8m wide, with a maximum protrusion from the façade of the building of 0.15m. A frame of 0.3m is also proposed to surround the screen, to be made of 17mm thick Eco Font composite panels with a vinyl wrap to achieve an appearance of perforated metal. The base of the screen is to be 4.4m from ground level.

The screen will be used to display static images for advertisement purposes. The different advertisements are to be separated by a fading transition effect, and the proposals are that the screen will change after displaying an advert for 10 seconds. The transition effect takes 1.8 seconds, including a 0.4 second fade to a grey background, a 1 second display of the grey background, and a 0.4 second fade into the next advertisement. Because the screen is digital it will appear so as to be backlit.

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The screen will include a sophisticated sensor system to allow adaptation to light levels, so as to amend the luminance in real time to the surrounding light levels.

The advertisement is only proposed to operate between the hours of 0600 to 2300 daily.

RELEVANT PLANNING HISTORY

There is a long history of advertisement applications in the area surrounding and including the site. This has resulted in the refusal of 7 of 8 nearby similar applications (over the past 20 years) on either public safety or visual amenity grounds (or both). These reasons have been tested at appeal, with the planning inspectorate dismissing 3 out of 4 appeals. The appeal that was allowed was for a 2-year temporary advertisement hoarding at the garage opposite the former George and Railway hotel. Similarly the only application granted by the planning authority was for the site where the appeal was successful.

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 the approval / refusal of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

PRE-APPLICATION CONSULTATION

The submitted information does not include any evidence of pre-application consultation on behalf of the applicant.

NEIGHBOUR AND PUBLIC CONSULTATION

151 Neighbouring occupiers were notified of the planning application by post. In addition, the proposals were advertised by site and press notice. The key dates for these were as follows:
Neighbour notification – sent 20.10.2016, response date 10.11.2016
Site notice – printed 26.10.2016, response date 16.11.2016
Press notice – printed 20.10.2016, response date 16.11.2016

In addition the application has been available to view and comment upon on the city council's planning webpages since approximately 12.10.2016, until present.

In response to this advertisement, two comments have been received, both objecting to the application. One set of comments was from the Bristol Civic Society, and the other from the Totterdown Residents Environmental & Social Action 'TRESA'. The comments are summarised as:

- The signs will be a distraction at a very busy junction for car drivers, and at a site where pedestrians and cyclists also need to cross the road. This is a potentially dangerous situation.
- The proposed location is close to a busy junction where it could distract road users, prejudicing their safety.
- Temple Meads station is a Grade 1 listed building, and there are other historic buildings in the area. The signs are not in keeping with the wider historic environment.
- The proposed screen, with its intense, far reaching light, would harm the amenity of the surrounding area, particularly the setting of the Listed Brunel office building. It would also dominate the view of people leaving Bristol Temple Meads.

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CONSULTEE CONSULTATIONS

Bristol Transport Development Management

The city council transport development management team has objected to the proposals. The full response is as follows:

“The principle of digital advertising at this site is not established. There are concerns about the driver distraction associated with such a sign on the exit to a major transport interchange, which used by those not entirely familiar with the site.

A Driver Behaviour report has been prepared and submitted to support the application. This goes into considerable detail about research and driver behaviour. The report acknowledges that drivers' attention will be drawn to the sign over and above additional distractions on the highway network, but concludes that it will be a relatively small risk of accidents occurring arising from the additional distraction of the advertising. This is drawn from conclusions from various research studies, although many of these have been undertaken prior to the advent of digital advertising, which is inherently different in its nature by the introduction of several different messages being displayed over a period of time, and more intense illumination.

The report also includes visual mock-ups of the proposed digital sign in relation to the signal heads. This shows clearly the sign being directly behind signal heads. The signal heads are lit using LED technology similarly to the proposed illuminated digital screen. This has the potential to distract or confuse a driver. This is contrary to the NPPG guidance on advertising.

What the report does not include is an assessment of the existing highway network and current driver patterns at this junction.

Whilst the report concludes that the risk of 'external distraction' being a causal factor in accidents, it also acknowledges that there is a potential for demanding media to increase the cognitive demand on a driver by a significant proportion. In locations where the cognitive demand is already at a high level, it is the view of the Highway Authority that additional distraction is not acceptable.

The right turn from Station Approach into Temple Gate filters one lane of right turning traffic into three lanes, each lane leading to a separate destination. There are numerous conflicts at this location as the lane markings are not immediately visible to drivers emerging until after the box junction. Accident statistics for this junction indicate a number of pedestrian accidents occurring within this area of conflict.

It is the Highway Authority's view that the local conditions require a high level of concentration, particularly as this junction is likely to be used by those who are not entirely familiar with it, given that it serves a regional train station. The impact of such accidents has the capacity to be severe given the vulnerable road users currently being involved in traffic accidents at the location at present.

In view of this I cannot recommend approval of this application on highway safety grounds insofar as its presence is likely to increase the likelihood of distraction to drivers to the severe detriment of road safety, in particular vulnerable road users. The advert by its presence and nature is considered prejudicial to road safety contrary to Paragraph 68 of The Planning Practice Guidance on advertising. This impact on safety on Temple Gate and subsequent deleterious impact on the safe and effective operation of the Bristol's highway network is therefore contrary to policy BCS10 of the Core Strategy (June 2011), DM23 of the Site Allocations and Development Management Policies (July 2014), and paragraph 32 of National Planning Policy Framework (March 2012)".

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Historic England

Historic England were consulted on the application and responded as follows:

“The proposed (potentially moving) LED sign will be on the face of a modern building, but within the setting of the Grade I buildings of Bristol Temple Meads Station, as well as the Grade II* Bristol & Exeter House. It is also in the Bristol Temple Quarter Enterprise Zone.

It will be prominent in views as one leaves the main entrance of the Station, almost on axis on the walk down the pavement on the Station Approach ramp. It will impact on one's experience of the listed Station and on what is many people's first point of arrival in the city. Large scale advertisements, especially when attached to buildings, have the potential to be discordant elements in the streetscape.

We would recommend that you consider whether the proposed signage accords with the wider vision, of a high quality urban environment, for the Enterprise Zone; or whether such a sign would contribute further visual clutter, on a key arrival point to the city, and thus detract from the setting of the Station.

Recommendation

We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice. It is not necessary for us to be consulted again. However, if you would like further advice, please contact us to explain your request”.

Bristol City Design Group – Conservation

The city design group have commented on the proposals. This is summarised as follows:

The site is in close proximity to Grade I Listed Temple Meads station, and immediately opposite the Brunel-designed office wing which forms one of the more significant elements of the asset. The complex of buildings has extremely high aesthetic, evidential, communal, and historic value. It has a long and complex phasing of high-quality railway architecture, and has National importance as one of the earliest surviving railway termini in the world and as one of the key works of Isambard Kingdom Brunel.

We accept that the concrete host building on the site is of poor design and material quality, and has a negative impact on the setting of the Listed station complex. This notwithstanding we feel that the addition of an illuminated, moving advertisement board would be an additional visual distraction, incongruous in this sensitive heritage setting. The proposals would fail to preserve or enhance the setting of the Grade I Listed station complex and, through its close proximity to one of the most sensitive elements, pose a degree of harm to that setting. There appears to be no significant public benefit to the proposals that could be considered as outweighing the degree of harm posed.

Regarding the degree of harm: it does not pose “substantial harm” under NPPF criteria, however the degree of harm posed is not considered to be outweighed by the public benefit of a commercial advertising sign. We do not believe that the application has provided a balanced assessment of the significance of the neighbouring building or the impact of the proposals upon it. There can be few instances where an illuminated advert of this size and prominence would be acceptable in such close proximity to the main façade of a Grade I Listed building. We do not consider that there is any public benefit from an illuminated screen sign which can measurably contribute to “economic, social or environmental progress” for the wider city, and therefore a weak justification that this could outbalance the degree of harm it poses.

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We do not believe the proposals to represent an enhancement of an already brutal building. Rather they will increase its prominence in the streetscape. Rather than “reinforcing the...character... of the adjacent Listed building” it will be intrusive in its setting and likely to distract from the significance of the main Brunel station façade. This proposal will fail to enhance the setting of the listed building, nor will it preserve the existing setting. It is incongruous in this setting and we support Historic England’s assessment.

As such we recommend that this application is withdrawn or refused.

RELEVANT POLICIES

- National Planning Policy Framework – March 2012
- Bristol Local Plan Comprising Core Strategy (Adopted June 2011), Site Allocation and Development Management Policies (Adopted July 2014) and the Bristol Central Area Plan (Adopted March 2015) - In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.
- Planning (Listed Buildings & Conservation Areas) Act 1990

KEY ISSUES

In accordance with The Town and Country Planning (Control of Advertisements) (England) Regulations 2007, applications for advertisement consent should be considered in light of their impact on public safety and amenity. The key issues for this application therefore relate to these issues.

A. ARE THE PROPOSALS ACCEPTABLE IN TERMS OF PUBLIC SAFETY?

The significant majority of the area surrounding the proposed sign is public realm in use as public highway, or is transport infrastructure associated with Temple Meads railway station. As such, consideration of highway related matters encompasses the relevant public safety risks. National Planning Practice Guidance states that the main types of advertisement which may cause danger to road users are:

- (a) those which obstruct or impair sight-lines at corners, bends or at a junction, or at any point of access to a highway;
- (b) those which, because of their size or siting, would obstruct or confuse a road-user’s view, or reduce the clarity or effectiveness of a traffic sign or signal, or would be likely to distract road-users because of their unusual nature;
- (c) those which effectively leave insufficient clearance above any part of a highway, or insufficient lateral clearance for vehicles on the carriageway (due allowance being made for the camber of the road-surface);
- (d) those externally or internally illuminated signs (incorporating either flashing or static lights) including those utilising light emitting diode technology:
 - i. where the means of illumination is directly visible from any part of the road;
 - ii. which, because of their colour, could be mistaken for, or confused with, traffic lights or any other authorised signals;
 - iii. which, because of their size or brightness, could result in glare and dazzle, or distract road-users, particularly in misty or wet weather; or
 - iv. which are subject to frequent changes of the display;
- (e) those which incorporate moving or apparently moving elements in their display, or successive individual advertisements which do not display the whole message;
- (f) those requiring close study (such as Public Information Panels), which are situated so that people looking at them would be insufficiently protected from passing vehicles; or those advertisements sited on narrow footpaths where they may interfere with safe passage by causing pedestrians to step into the road;

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(g) those which resemble traffic signs, as defined in section 64 of the Road Traffic Regulation Act 1984, and may therefore be subject to removal by the traffic authority under section 69 of that Act, for example:

- i. those embodying red circles, crosses or triangles, or any traffic sign symbol; or those in combinations of colours which might otherwise be mistaken for traffic signs; or
- ii. those incorporating large arrows or chevrons with only the arrow or chevron made of retroreflective material or illuminated, causing confusion with similar signs in use at, or approaching roundabouts.

(h) those which embody directional or other traffic elements and which need special scrutiny because of possible resemblance to, or confusion with, traffic signs

The basis of whether or not the proposals are acceptable in highways terms is therefore considered in light of the above. For simplicity, the provisions (a-h) above are discussed in turn.

Provisions a) and c)

In terms of the structure and design of the sign, it will be fixed to an existing building at the back of a footway. It will protrude from the front of the façade of the building by 15cm and the base of the screen will be 4.4m from the ground. The building and therefore sign are set at the back of the footway, which is behind a bus shelter which itself is behind a bus layby – therefore the sign is approximately 6.5m from the nearest general traffic lane. As such, it is extremely unlikely that the structure itself will cause a visual obstruction to the highway or create any clearance issues (points a and c).

Provision b)

Regarding point b, the Transport Development Management Team has commented that the location of the screen is likely to create a distraction for drivers. The comments go on to state that due to the nature of road which is at times affected by speeding traffic and accidents, that the creation of any distraction here would be dangerous. However it is important to consider the specific viewpoints of drivers travelling in different directions.

View from the station ramp

The 'driver behaviour' report submitted in support of the application sets out that the sign will most readily be viewed by pedestrians walking down the station ramp, and by drivers exiting from the ramp onto Temple Gate. It is considered possible that drivers will have time whilst waiting for a green light to assimilate the advertisement information in a manner that will not cause immediate distraction from their driving environment.

View for drivers travelling along Temple Gate

Immediately in front of the sign is a bus stop with bus shelter, and a relatively wide footway. The sign will therefore be set back from the closest general traffic lane by approximately 6.5 metres. In addition, the sign will not face traffic travelling along Temple Gate, but instead will face north-east (towards the station). As such, drivers travelling along Temple Gate in either direction will most likely have only angled views of the screen up until the traffic light junction. At this point traffic is likely to be stopped waiting at lights or progressing through the junction.

Provisions d) – h)

Regarding the remaining provisions of the national planning practice guidance, it is considered that the design of the display will suitably mitigate the issues identified, as set out below.

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Regarding the method of illumination from the screen itself; the screen is to be fitted with a light monitor that will monitor the level of light available at any given time. Software will then be used to ensure that the screen will not cause undue brightness. This is to be controlled by conditions recommended below.

The frequency of change proposed is 10 seconds per advertisement, with a transition involving fading between advertisements of approximately 1.8 seconds. However, it is considered that in this particular location, the advertisements should be changed less frequently than this. This will help to reduce the number of times a highway user may be distracted by a new advertisement. As such, the conditions recommended below set out that an advert cannot be changed more frequently than 30 seconds.

The transport team has also commented that the screen will be visible behind the traffic light signal heads and therefore has the potential to distract or confuse drivers. The conditions recommended below will restrict the content of advertisements displayed on the screen, specifically to ensure that no advert looks like or appears to include a traffic sign or signal.

In addition to this control measure, the recommended conditions will preclude the display from including interactive messages, or displaying advertisements that form a sequence (for example one advert leading into another for the same product so as to create a story board effect). The screen is proposed to only show static images, rather than moving, and this will also be controlled by the conditions recommended below.

Conditions will also be used to ensure that the screen is well fixed to the building accounting for strong winds or other events.

Condition 12 recommended below requires a highway safety assessment to be carried out after 3 years of operation. This will help to ensure that any impacts from the proposed screen are recognised after a three year period. If it can be shown that the screen causes undue highway risks, this can be dealt with at the time, potentially by removal of the advertisement.

As such, it is considered that with the imposition of the conditions recommended below, that impacts on the public safety will be acceptable.

B. ARE THE PROPOSALS ACCEPTABLE IN AMENITY TERMS?

A number of applications for advertisement displays in the vicinity of the site have been refused over time, and this approach has been supported at appeal. In a number of these cases, public amenity has been a key consideration. In this regard, amenity includes the impact on the public realm, including the impact on heritage assets.

In general the area surrounding the site is considered to be dominated by highway infrastructure, as the wide road with associated street signage, lining, guard rails, lighting, bus stops and traffic signals takes up the majority of public space in the area; and the level of traffic creates noise, odours and demands on a person's attention. This said, the site is surrounded by a number of important historic listed buildings and the proposals have the potential to distract from these.

Section 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act (1990) impose the following duties on Local Planning Authorities when considering applications affecting the designated heritage assets of Listed Buildings and Conservation Areas. Section 66(1) of the Listed Buildings Act provides: 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority' shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

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Relevant local plan policies include BCS22 and DM31, these both state that development proposals will safeguard or enhance heritage assets and the character and setting of historic listed buildings. Policies go on to state that alterations, extensions or changes of use to listed buildings, or development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings. Specifically, developments which may affect historic assets should:

- i. Demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and
- ii. Demonstrate that the works proposed are the minimum required to secure the long term use of the asset; and
- iii. Demonstrate how those features of a heritage asset that contribute to its historical, archaeological, social, artistic or architectural interest will be retained; and
- iv. Demonstrate how the local character of the area will be respected. This accords with the requirements of the National Planning Policy Framework (NPPF) paragraph 128, which sets out that applicants should assess the impact of their development on historic assets.

The application is supported by a heritage assessment. In summary the assessment sets out that listed buildings around the station (the Grade I listed British Empire and Common Wealth Museum' (i.e. Brunel's original Bristol Temple Meads Station), the grade I listed Bristol Temple Meads Station and the grade II* listed Bristol and Exeter Building) are most significantly seen as a group, associated with railway travel. The assessment goes on to state that whilst the new digital display screen would be visible it would not detract from the significance of these buildings. The assessment also sets out that no physical changes would be made to the listed buildings.

Regarding the George and Railway hotel, the assessment sets out that the sign would not be visible from the hotel, and because of its alignment, would not be visible down the A4, looking from the south-east towards the hotel.

Considering the impact of the proposal on listed buildings, it is clear that the sign will not itself affect the fabric of a listed building. It is therefore not considered that the impact of the proposal would be 'substantial', to use the terms of the NPPF. As such, the NPPF sets out that such development proposals should be considered against the public benefits.

The application is also supported by a planning statement, and this sets out that the display will include advertisements for local charities and local businesses, which will be provided at either low cost or free of charge. It is therefore considered that the development will bring about some benefits to the public.

It is also important to note that many of the other advertisements that have been refused by the city council have been for free standing billboards. Part of the reason for refusing these is that these would add to the clutter of the general environment. The proposal will be attached to an existing building and therefore it is not considered that this will add to the number of individual structures and therefore street clutter. It is also worthwhile to note that the proposed screen is smaller in size than most of the advertisement hoardings which were previously refused.

The advertisement screen will feature a frame surrounding it. This is proposed to be 0.3m wide. It will be clad in a vinyl wrap so as to give the appearance of perforated metal. This frame will be an important element of the proposals, as it will provide the transition between the screen and the building. The exact material specifications and finishing details will be controlled by recommended condition, below.

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On balance it is considered that due to the smaller scale of advertisement in the context of the overall building and its surroundings, together with the fact that it is not proposed as a free standing structure; the proposals are acceptable with regards to the amenity of the area.

COMMUNITY INFRASTRUCTURE LEVY

As a digital advertisement screen the proposal is not one to which CIL is applicable. Therefore the CIL liability will be £0.

CONCLUSION

It is considered that so long as the conditions below are applied to any consent, the proposals can be approved.

RECOMMENDATION

RECOMMENDED GRANTED subject to condition(s)

Time limit for commencement of development

1. Standard Advertisement time condition

This consent shall be restricted to a period of five years from the date of the consent.

Reason: This condition is specified by the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

Pre commencement condition(s)

2. Structural details

Prior to development taking place, further details relating to surrounding structure including but not limited to fixings, structural integrity, effects of wind and maintenance and construction methods shall be submitted to and approved in writing by the Local Planning Authority.

The development will be carried out in accordance with the approved details prior to the first use to display an advertisement and thereafter maintained as such.

Reason: In the interests of highway safety.

3. Details of Frame

Prior to the commencement of the development, further details of the proposed frame surrounding the digital advertising screen will be submitted to and approved in writing by the local planning authority. The details shall set out:

- The dimensions of the frame
- How the frame will be attached to the building and to the digital advertising screen
- The material proposed to be used for the frame
- The colour and finish of the proposed material

In addition, a sample of the proposed appearance of the frame shall be submitted to and approved in writing by the local planning authority.

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The development will be constructed in strict and full accordance with the afore-mentioned details as approved prior to the first use of the screen to display an advertisement, and shall thereafter be maintained as such.

Reason: to ensure that the design of the frame is appropriate to the surrounding context, in order to safeguard the visual amenity of the area.

Pre occupation condition(s)

4. Luminance

Prior to first use of the screen, it will be fitted with a dimmer control and photo cell which shall constantly monitor ambient lighting conditions and adjust screen brightness accordingly.

Prior to first use of the screen, a scheme to control the luminance of the display during daytime and the hours of darkness shall be submitted to and agreed in writing by the Local Planning Authority. The development shall be undertaken and operated in accordance with the approved details.

Reason: In the interests of highway safety.

Post occupation management

5. Standard advertisement conditions

1. No advertisement is to be displayed without the permission of the owner of the site or any other person with an interest in the site entitled to grant permission.

2. No advertisement shall be sited or displayed so as to:-

(a) endanger persons using any highway, railway, waterway, dock, harbour or aerodrome (civil or military);

(b) obscure, or hinder the ready interpretation of any traffic sign, railway signal or aid to navigation by water or air; or

(c) hinder the operation of any device used for the purpose of security or surveillance or for measuring the speed of any vehicle.

3. Any advertisement displayed, and any site used for the display of advertisements, shall be maintained in a condition that does not impair the visual amenity of the site.

4. Any structure or hoarding erected or used principally for the purpose of displaying advertisements shall be maintained in a condition that does not endanger the public.

5. Where an advertisement is required under these Regulations to be removed, the site shall be left in a condition that does not endanger the public or impair visual amenity.

Reason: These conditions are specified by the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

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6. Illumination assessment

Within six months of the first advert being displayed on the sign hereby approved, an assessment will be provided to the local planning authority setting out the impacts of the illumination from the sign on the surrounding highway, with recommendations. Any requirement of the local planning authority sent in writing in relation to the illumination of the sign shall be complied with fully and strictly.

Reason: in the interests of amenity and highway safety.

7. Intensity of illumination

The intensity of illumination of the advertisement shall not exceed 600 cd/sqm in daylight hours and 300cd/sqm from dusk to dawn, unless otherwise agreed through approval of matters relating to other conditions applied to this consent.

Reason: in the interests of highway safety

8. Transitions

Any change in advertisement display shall be instantaneous in that they will begin and complete within 2 seconds and will not give the appearance of movement.

Reason: In the interests of highway safety.

9. Advertisement content restriction

The sign shall not display any moving or apparently moving images; nor shall they display any telephone number, website or other social media messages.

The sign shall not display any interactive messages or messages that form a sequential message or form a continuous series of advertisements that are related due to similarities between their content, product or company.

Reason: In the interests of highway safety.

10. Advertisement content restriction

Any images displayed shall not resemble road signs or traffic signals.

Reason: In the interests of highway safety.

11. Transition frequency

The advertisements displayed shall not change more frequently than once every 30 seconds.

Reason: In the interests of highway safety.

12. Comprehensive highway safety audit

Notwithstanding the consent time restriction set out in Condition 1, within 3 months following the third year of operation, a comprehensive highway safety audit that compares and analyses accident data covering a period of 6 years (three years prior to operation and three years post operation) shall be submitted to the local planning authority. Any alterations required by the local planning authority, including the removal of the display entirely, resulting from the

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analysis shall be implemented in accordance with any deadline specified in writing by the local planning authority.

Reason: In the interests of highway safety.

13. Other emissions

No advertisement shall emit sound, smoke or odours.

Reason: in order to safeguard surrounding amenity and in the interests of highway safety.

14. In case of malfunction

If the advertisement malfunctions in any way it will display only a dark blank screen.

Reason: in order to safeguard surrounding amenity and in the interests of highway safety.

15. Hours of operation

The digital display screen shall only be used between the hours of 0600 to 2300 inclusive. At other times the screen will display only a dark blank screen.

Reason: in order to safeguard surrounding amenity and in order to ensure that the development is brought forward as proposed.

List of approved plans

16. List of approved plans and drawings

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

1508 01A Existing and proposed elevations (also includes site location and block plans), received 5 October 2016

Reason: For the avoidance of doubt.

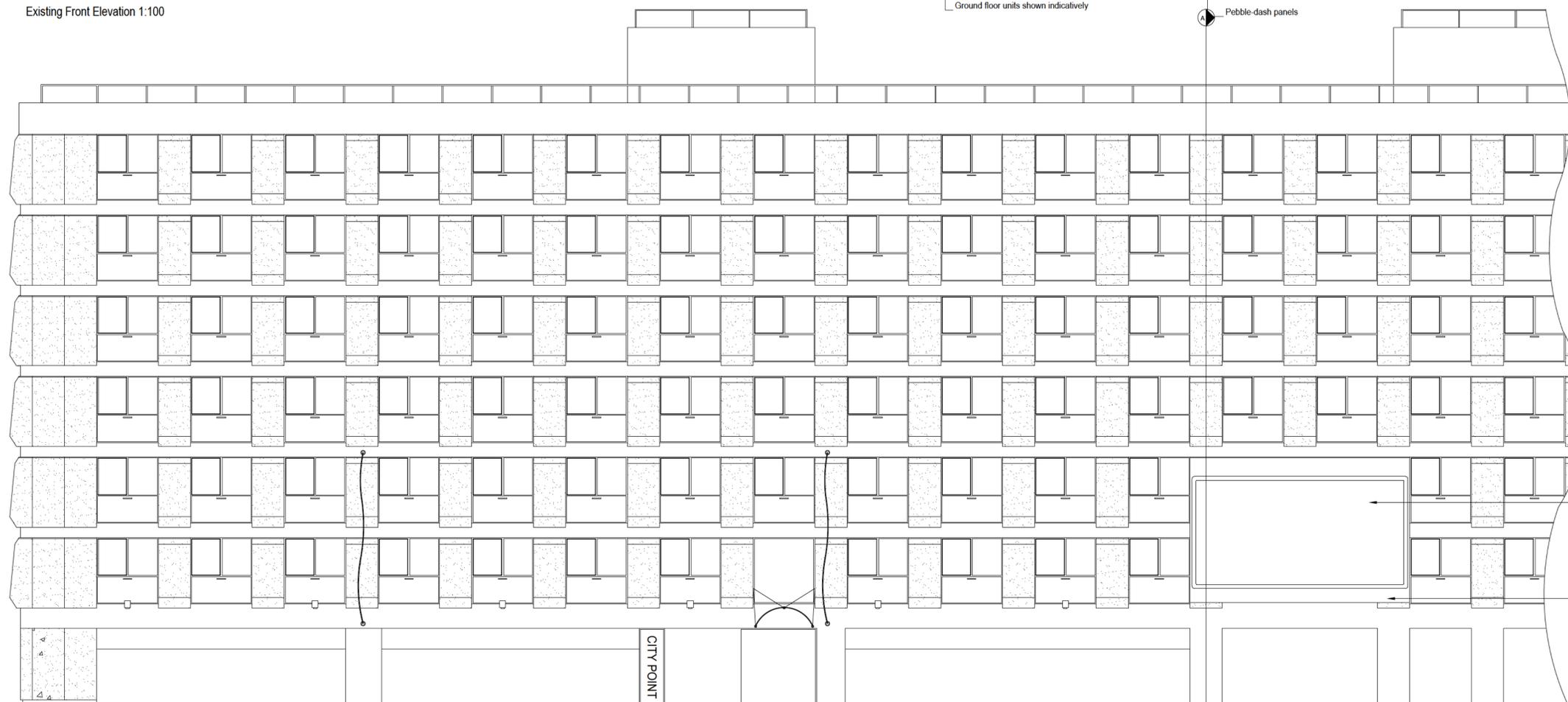
Supporting Documents

1. City Point, Temple Gate

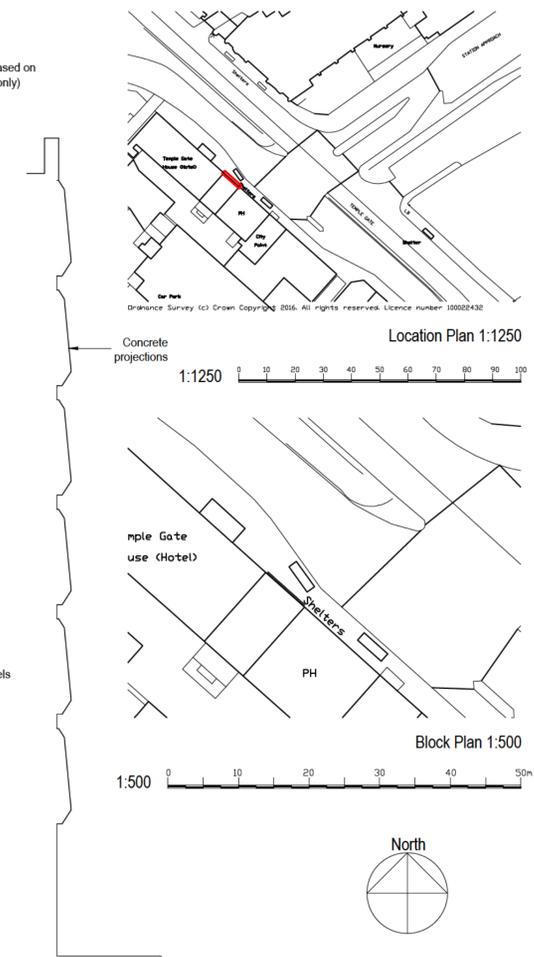
1. Existing and proposed plans submitted by applicant
2. Visualisation of development proposals submitted by applicant
3. Driver behaviour report submitted by applicant
4. Heritage assessment submitted by applicant (part 1 of 2)
5. Heritage assessment submitted by applicant (part 2 of 2)
6. Planning Statement submitted by applicant



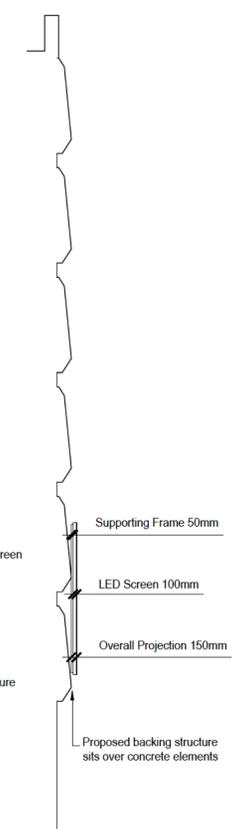
Existing Front Elevation 1:100



Proposed Front Elevation 1:100



Existing Part Section A 1:100



Existing Part Section A 1:100

Rev. A - 25.08.16 - Projection Section Added
amendments

bpm
Architectural Services Limited

| | |
|------------------|---|
| client | Maxx Media |
| project | City Point Temple Gate Bristol BS1 6PL |
| project ref | 1508 |
| drawing title | Existing & Proposed Elevations |
| drawing No | 01A |
| drawn by | DH / C Darby |
| date | May 16 |
| scale | 1:50/100@ A1 |
| www.bpmnet.co.uk | info@bpmnet.co.uk |

Do not scale off drawing, check all goods materials workmanship to all dimensions on site before all conform with current building regs BSS and COP's work is commenced

1:100 0 1 2 3 4 Existing Part Section A 1:100 10m



ECKESS ENGINEER *Over Food & Wine*

First

TAXI

Proposed SmartScreen display 8300 x 4300mm

City Point, Temple Gate, Bristol BS1 6PR



City Point, Temple Gate, Bristol
Driver Behaviour Report
30, September 2016

Dr Terry C. Lansdown

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Qualifications and Experience

1. I am Dr Terry C. Lansdown. I have both an honours degree (B.Sc.) and a Ph.D. in Ergonomics from Loughborough University, Leicestershire. I am a Fellow of the Chartered Institute of Ergonomics and Human Factors, and a Registered European Ergonomist.
2. I have more than twenty years experience researching driver behaviour. I have worked for both the Motor Industry Research Association and the Transport Research Laboratory in the UK. I have collaborated with colleagues on projects within the UK, throughout Europe and Internationally.
3. On numerous occasions I have provided consultancy guidance to clients in the UK regarding driver distraction issues pertaining to the use of roadside advertising.
4. I am now an Associate Professor at Heriot-Watt University in Edinburgh. I have been working at Heriot-Watt since 2000, as a lecturer, researcher, and practitioner.

Scope

5. This report reviews activities undertaken to assess the visual distraction potential of the proposed digital advertisement display. The site in question is the North-East elevation of City Point, Temple Gate, Bristol. Assessments made, and conclusions drawn, are based upon professional experience, documents provided and supporting published literature.

Activities

6. In preparation of this document the following activities were undertaken:
 - a document review (see Appendix A for a list of reviewed documents),
 - a brief literature search,
 - recommendations, testing and implementation of driver-sympathetic images transitions,
 - a map-based site review, and
 - associated communications.

Executive Summary

7. I have been commissioned to provide a report on the distraction potential for road users experiencing the digital advertisement display proposed for City Point, Temple Gate, Bristol.
8. The road section under consideration within the scope of this document presents no particular conditions of concern. Considering, the geometry, classification, and signage of the road section, all combine to provide circumstances where the demands on the driver are reasonable and not outside of 'normal' expectations for an urban setting.
9. Further, the proposal is not considered to impose unreasonable visual distraction. The supporting building is unremarkable and innocuous. The display is clearly intended primarily for pedestrian observers, and to a lesser extent for traffic emerging from Station Approach onto Temple Gate. The relative size of display for drivers emerging from Station Approach is sufficiently small to limit its potential utility for this audience. Further, in this context, drivers will have plenty of time to appropriately schedule any glances to the display unit, at the traffic-light controlled box junction before emerging onto Temple Gate. Junctions can be one of the more challenging features for drivers to negotiate, as a consequence of potential visual clutter. However, the highly controlled nature of the Station Approach exit, and the static presentation of advertisements both mediate this. Additionally, roadside advertising is now a routine feature for today's driver. In my view, the design and technical specifications of the display are reasonable and appropriate.
10. Assuming appropriate industry standards are adopted and the control of transitions between advertisements is not poorly managed, I see no reason that the proposal will impose an unreasonable additional visual distraction.
11. It must be stated that display technology is only one component of the potential for objects to distract drivers. A far larger potential factor is the content of advertisements. It is strongly recommended that should the display be approved, a requirement to comply with appropriate industry guidance be imposed. It is understood that Maxx

Media Limited fully intend to comply with such guidance, as evidenced in their Design and Planning Statement.

The Proposal

12. The proposal consists of a single LED display screen, which will be used to present advertising images. It is understood that this will be positioned on the North-East elevation of City Point, Temple Gate, Bristol.

13. The screen proposed is 4.3m high and 8.3m wide, and would be situated above street level between the Reckless Engineer Public House and the Holiday Inn Express. The screen is understood to be orientated primarily towards drivers or pedestrians exiting Station Approach onto Temple Gate.

Driver Visual Behaviour

14. In due course, I will consider the specific features of the proposal. However, prior to that, the following brief review of driver visual behaviour aims to set the context for the subsequent statements. The following text refers to 'vehicle in motion' visual behaviours.
15. Drivers typically adopt a broadly predictable approach to obtaining visual information during the task. This has been robustly and statistically established through numerous studies using eye-tracking and other validated methods (Burns, Parkes, & Lansdown, 2004; Lansdown, 2001; Lansdown, 2004; Lansdown, 2012a; 2012b; Lansdown, Brook-Carter, & Kersloot, 2004; Wierwille, 1993a; Zwahlen, Adams, & DeBald, 1988).
16. Most of the information the driver receives is visual (approximately 90%, Sivak, 1996). Glances to the front of the vehicle occupy the vast majority of this normal visual behaviour. The experienced driver, under typical road conditions, will supplement their understanding of the local road environment with appropriate and periodic glances to other parts of the visual scene. They seek to 'reduce uncertainty' about local potential hazards. A qualified driver establishes such broad visual scanning patterns while learning the task and these encompass several rational behaviours for the efficient acquisition of information. For example, scanning the near front view, far front view, and routine mirror checking. Many drivers are not consciously aware of these behaviours, yet when questioned recognise them.
17. Drivers typically have 'spare' visual capacity. A huge multi-million dollar US study involving 100 cars, used by private individuals for 12 months; indicated that in 54% of the 20,000 baseline behavioural recordings, drivers engaged in activities not related to driving (Dingus, Klauer, Neale, Petersen, Lee, Sudweeks, Perez, Hankey, Ramsey, Gupta, Bucher, Doerzaph, Jermeland, & Knipling, 2006). However, in consideration of driver demands one should also take account of whether drivers are newly qualified or impaired, roadway complexity, or any adverse environmental conditions; in such circumstances drivers may become overloaded.

18. When the driver attempts to use a poorly designed or inappropriate in-vehicle device, e.g., a handheld cellular telephone; their spare capacity reduces. During such periods where the visual demand on the driver is increased, typical behaviour is to cease their routine scanning behaviours and focus on the forward view. Indeed, one of the features that characterises novice drivers is the lack of the routine scanning patterns of experts, which can lead over time to a reduced awareness of the roadway surroundings. Thus, a novice driver may be less inclined to look at 'non-driving' information, as they need to concentrate more on the task than an experienced driver. Indeed, drivers have been suggested to 'reject' glancing to advertising at busy junctions (Yannis, Papadimitriou, Papantoniou, & Voulgari, 2013).
19. Similarly, as the driver recognises the task is becoming more challenging they instinctively attempt to allocate their driving 'resources' to the driving task while, 'shedding' other non-task-critical activities. For example, when approaching a complex junction, a driver in conversation with a passenger will withdraw from the conversation to intuitively focus on the driving task. This rational behaviour may be supported or inhibited by the design of the roadway environment or the driving task being undertaken. For example, traffic calming measures are often introduced where factors combine to produce a setting which is too challenging. Such measures deliberately slow the traffic such that the demands on drivers are reduced.
20. Typical glance sequences exist for drivers. When they extract information from the road scene, they attempt to make a series of short glances, routinely one second or less in duration. If they can obtain the information they need they will continue to operate this way. If they cannot successfully obtain it in the available time, they may try a 'repeat glance' to the same location, e.g., to an in-vehicle device or other road signage. The repeated glances will typically be of a longer duration than those for routine checking, approximately 1.5 seconds or less. Drivers continue this way until they either get the information they need, or judge that it is not worth the 'visual cost' to extract the information and resume the driving task without it (Wierwille, 1993b). During glances to non-driving-related objects, drivers experience a 'buildup of uncertainty' regarding the road scene, which makes them increasingly uncomfortable about their awareness of the driving task. They typically feel an intuitive pressure to concentrate back on the task of

controlling the vehicle safely. This behaviour may be disrupted by poorly designed, poorly placed, or inappropriately integrated visual distractions. For example, entering a new destination in a 'satnav' while the vehicle is in motion or receiving a text message from a loved one. Such circumstances may result in glances of extended duration with an increased potential for a traffic incident.

21. Drivers will not typically glance away from the forward view for an extended single glance unless their attention has been unusually drawn to a stimulus. They will almost always attempt to adopt repeated glances of shorter duration. The informed professional can and will design the driving environment to facilitate such natural behaviours. The visual behaviours outlined above have repeatedly and robustly been established using both empirical and naturalistic studies. In the normal case, drivers observing a static roadside advertisement would be very unlikely to undertake atypical extended glances to the advertisement. We must recognise that unusual roadway stimuli can attract driver's attention. However, roadside advertisements have been a routine and familiar feature on UK roads for many years now. Further, the driver's exposure is constrained by the available time passing signage; in contrast with, for example, using a cellular telephone throughout a journey.

Display Management

22. The proposed display is understood to typically present a unique advertising image for approximately ten seconds prior to cycling onto the next image. Management of the transitions from image to image warrants further consideration, as it has been raised as a potential impact in the Pre-Application feedback from Bristol City Council, see Appendix B. If poorly managed, such transitions may be ‘jarring’ and actively attract the driver’s attention. Video footage (from the same display model, but sited in Brighton) was reviewed in liaison with Maxx Media Limited. Several alternative presentation modes were evaluated to identify the one which imposes minimal distraction. It should be stated that this does not present a substantial distraction potential. Even a poorly managed transition would only be likely to draw a single unintended glance to the display screen. However, from a safety perspective, it will always be preferable to reduce such artefacts to facilitate the driver’s rational self-selection of where and when to glance to objects.

23. Maxx Media Limited are understood to have control of the advertising copy to be displayed. For example, to reject advertisements that do not meet appropriate standards. Additionally, i) Mode and Colour, and ii) Transition Time were manipulated to identify a driver-sympathetic combination for the display to manage images. The default mode was a ‘fade through’ effect. This was identified to present potentially undesirable novel cross-fade images. Subsequently, ‘fade out’ to ‘Black’ then ‘fade in’ transitions were considered, along with a ‘no fade’ option. The human visual system is particularly sensitive to spatial or temporal contrast, e.g., flashing lights and or high contrast visuals like chevrons. Prudent traffic engineers have exploited this feature for many years to effectively ‘draw’ our attention to safety-pertinent roadway features.

24. Many advertising images employ a predominantly ‘white’ background which results in an undesirable temporal contrast effect or visual ‘flash’ with a Black transition. Further, in my view, the use of the ‘no fade’ option was particularly poor. Therefore, a ‘Middle Grey’ with a perceptually neutral hue & luminance was tested. For situations where the predominant background colour of the preceding image and the subsequent image

cannot be intelligently managed; this strategy should minimise both the brightness and chromatic differences, as far as is reasonably practicable.

25. Optimal Transition Times are dependent on the transition mode adopted. In consideration of driver distraction potential, three factors should be evaluated, i) slow transition times, ii) quick transition times, and iii) the pragmatic overall significance of transition times. No definitive research literature was identified to empirically define ideal transition times. Consequently, slow transitions may promote glances to the 'blank' display which was previously in use, prompting the driver's interest as the visual field has 'changed'; although in general they should present a reasonably 'sympathetic' solution. The transition 'event' for a quick transition is suggested to present a negligible driver distraction. However, a driver observing the quick transition may be momentarily confused by the conflicting content of the pre and post images.
26. Overall, there are many potential glance behaviour subtleties in evaluation of an ideal transition time. However, the broad significance for driver distraction around a transition event may be pragmatically considered here. It is clear that the presence of any advertisement will impose more potential distraction than none. Further, electronically changing static images will impose more potential distraction than static images; and images may be either sympathetic for quick viewing or not. Moreover, evidence suggests the display of full motion advertisements will impose more potential distraction than static images. However, our society has deemed roadside advertising to be permissible in support of commercial, charitable, and road safety aims. Therefore, we must make an appraisal of what is reasonably practicable for today's road users. In my judgment and controlling all other factors, if one were to express identified factors as percentage increases in the demands on the driver; I would suggest adding an traditional advertisement panel might increase demand by 1% to 3%; moving to an electronic static display, +0.5 to +1%; adding either sympathetic or demanding media, +4% to +15%; adding full motion +2% to +15%. Thus, on balance, and from the available evidence, a fade out to Middle Grey (over 0.4 seconds) then a (1 second pause on Grey, followed by a 0.4 second) fade in transition over 1.8 seconds was found and viewed to be most driver-sympathetic option, see Figure 1. In context, this option is not considered to impose a safety compromising increase in driver visual demands.

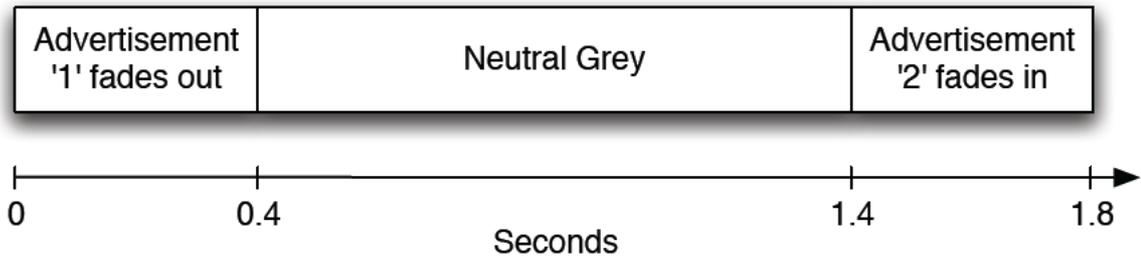


Figure 1. Recommended image transitions.

Screen Position

27. ISO 15007 (ISO, 2000) defines 'a glance' as a combination of a 'dwell time' and a 'transition'. The dwell time is the period of time the eye rests on an object in the visual field. A transition encapsulates the movement of the eye from the previous dwell time until the start of the following dwell time. These definitions are rather simplistic in that they encompass micro eye movements (fixations and saccades) which occur within both the dwell times and transitions. However, the definitions provide us with a framework to consider driver visual behaviours.
28. One further definition is relevant to consider. The 'focus of expansion' represents the position in the forward view where the driver may typically be expected to be looking most of the time when driving, i.e., toward the horizon where the road 'appears'. In the context of the proposed development, advertisement placement closer to the focus of expansion will always result in a smaller glance duration than one placed further from where the driver will be typically looking. For example, for drivers emerging from Station Approach onto Temple Gate, rather than drivers travelling along Temple Gate. This is because the dwell times may be considered to be equivalent (for the same information) but the transition time will be greater as the distance from the focus of expansion increases. Therefore, placing signage closer to the driver's line of sight is preferable to minimise total glance durations. The proposal in question is clearly primarily positioned to be optimally visible for passengers exiting Bristol Temple Meads Train Station. However, from a road safety perspective, it is also pertinent to consider the secondary potential audience for the display, drivers emerging from Station Approach. For these people, i) the visual angle subtended by the display is relatively small from the traffic-light controlled box junction, ii) its positioning is good with respect to un-pressured potential preview time and, iii) the display presents a non-extreme visual angle from the focus of expansion. North-West or South-Eastbound drivers on Temple Gate will have limited opportunity to observe the advertisement. From their perspective it will subtend a relatively small visual angle until they are close to the display. Thus, it is felt they will be more inclined to focus attention on the road environment ahead in the first case, and secondarily the advertisement.

29. One published study (Crundall, Van Loon, & Underwood, 2006) investigated the 'height in field' of roadside advertisements. The researchers found that street level advertisements 'attract and hold attention' longer than comparable 'raised level' advertisements. The proposal in question is positioned approximately 6m above street level, and as such, presents a relatively safer visual location than if positioned at street level according to the researchers findings.

30. It should be noted that guidelines (SOP, 1999; Stevens, Board, Allen, & Quimby, 1999) recommend a period of two seconds as reasonable glance duration. This is generally an acceptable criterion to adopt. However, there are times when, for example, a half second glance may be dangerous and the four second glance may be quite reasonable. It is salient to remember the regulatory provision that drivers have an obligation to take "reasonable care" and to pay attention when controlling the vehicle.

Screen Size

31. To support effective scheduling of visual scanning behaviour, it is preferable within reason, to have a larger display panel than a smaller one. This is because for the same displayed information, a driver observing a larger display will have more 'preview time' to decide when it is reasonable to glance at the display, than for a smaller display. Reduced preview time when allocating visual attention requires the driver to make a forced choice. When making a forced choice, probabilistically sometimes the driver will make the wrong choice. Therefore, a relatively larger screen is preferable for the presentation of advertising information to the driver. The proposed display is understood to be 4.3m tall by 8.3m wide. In consideration of the local driving environment, use of the proposed LED display for static images raises no particular concerns with respect to the size of the display.

Driver Task Scheduling

32. When drivers are able to flexibly schedule their tasks they evaluate numerous factors to maintain safe control of the vehicle. These have been modelled as a hierarchy including, strategic, manoeuvring, and control levels. Strategic decisions concern, which route to take, what traffic is likely to be like on a particular road at a particular time, when the vehicle requires servicing, etc. Manoeuvring tasks, encompass changing lane, overtaking, or other local vehicle positioning considerations. Control tasks are actions like steering, maintaining speed or the distance to the lead vehicle.
33. A driver with the opportunity to flexibly schedule their activities, will recognise when and if, they have the spare capacity to engage with a non-driving task. For example, they may anticipate the road conditions and when they judge sufficient time allows, glance sensibly and safely to a roadside advertisement. For example, drivers emerging from Station Approach are likely to have been precluded from turning onto Temple Gate immediately by the traffic lights. Such drivers are likely to have had a predictable period to potentially glance, without negative consequence, to the proposed display. The nature of the traffic-light controlled box junction provides the primary driving audience with time to rationally schedule their glance behaviours. This local road geometry should

facilitate considered glances to the advertising display without the need for drivers to make a forced choice to attend either a driving or advertising-related object.

Distraction, Accidents, & Advertising

34. Publications outlined below indicate some caution should be exercised in the placement of advertisements close to junctions. However, the highly automated nature of the traffic-light controlled box junction is relatively benign with respect to, for example, placement near a roundabout; primarily as a consequence of the opportunity to stop and consider the visual scene, without compromising traffic safety.
35. Prior to a more substantive consideration of the issues concerning drivers, the following remarks are made with respect to other users of the local environment. Two further stakeholder groups warrant specific discussion, cyclists and pedestrians. Both groups must be assumed to take appropriate due care and attention during roadway use. However, the pertinent issues for pedestrians are fundamentally different to those of the driver. Assuming they are preparing to cross a road, before crossing they may readily stop and gaze around the visual scene without safety concern. Rule 7 from the Highway Code and 'common sense', suggest repeated and broad visual checking before crossing a road. They have no forced-choice to make in the event of a distracted glance, and therefore are a much less risk than drivers. Further, the close proximity of the staged pedestrian crossing immediately in front of the location of the proposed display, should further mediate pedestrian risk.
36. To date, almost no published research evidence was identified explicitly linking pedestrian behaviour to roadside distractions. We should not therefore interpret that such a relationship either exists, or does not exist. Currently, we do not have robust research data to form an objective conclusion. Consequently, it is prudent to consider available data and act cautiously. While some individual differences and time of day have been shown to result increased pedestrian road accidents, these have not been associated with roadside advertising. Further, other road users in sympathy with the Highway Code, may reasonably expect pedestrians to take due care and attention. Taken together, it is considered that the proposed display would result in additional visual distraction in the local environment, but considering pedestrian factors alone, this is not viewed to be an unreasonable additional visual demand.

37. Cyclists form a group between drivers and pedestrians with reference to the potential distractions and risks. In general they do not have the luxury of the pedestrian to gaze around the visual scene at will, yet are not under the same potential time-criticality as the driver because of lower speeds. Distracted vehicle drivers present not only the possibility to cause substantial injury to themselves, but to other personal, public, and commercial interests. Consequently, they are the primary focus of research and consideration in this report.
38. Summarising any relationship between advertising and road safety is a complex task. Meaningful data statistically linking advertising to road safety is limited, although the body of published material is now growing to be relatively large. Some information suggests that placement of advertising at junctions may be problematic (Wallis, 2003). Others have suggested that at busy junctions, drivers are overloaded by driving-related information, and therefore unwilling to attend to advertising (Yannis, Papadimitriou, Papantoniou, & Voulgari, 2013).
39. The presence of advertising screens and crash incidence has been explored by numerous researchers (e.g., McMonagle, 1952; Cairney & Gunatillake, 2000; Yannis, Papadimitriou, Papantoniou, & Voulgari, 2013; Wallis, 2003), but no causal relationship has been established to date. Thus, it cannot be stated, from the available evidence, that the presence of advertising is directly and causally responsible for additional accidents. It may very well be that other factors are acting together to produce this relationship. For example, busy junctions and poor lighting. The relative contribution of other factors must also be considered in the interpretation accident statistics, e.g., volume of traffic, road geometry, specific road user types, unique 'local' features, etc.
40. A substantial review was undertaken (Wachtel, 2009) to explore the safety implications of digital display technologies for outdoor advertising. In summarising the main conclusions, the following observations are made.
1. "...there are strong theoretical underpinnings in the psychology of cognition, perception, psychophysics, and human factors, to suggest why stimuli such as roadside digital billboards can capture and hold a person's attention, even at the

expense of primary task performance.”

Evidence, regardless of the source, convincingly demonstrates the potential for driver distraction from advertising. Whether an advertisement is inherently ‘very attention-grabbing’ or relatively benign; is largely considered to be due to the ‘creative content’ of the media. It is understood that Maxx Media Limited seek to fully comply with appropriate industry guidance in this respect. See Paragraph 47 for more specific detail.

2. “...it is difficult to perform a study in this domain that does not suffer, at some level, from weaknesses that may affect the strength or generalizability of its findings.”

Methodologically, there are two categories of problem in consideration of the available research data. First, presented ‘real world’ accident data frequently does not control for traffic volume, local environmental changes, unusual events, etc. Further, there is rarely a sufficiently mature accident history, and almost never the opportunity for pre and post comparisons. Secondly, driving simulation has been acknowledged (Young et al., 2009) to be limited in its ability to validly represent advertising stimuli. For example, with current technology rendered simulator visuals have a ‘pixel count’ which degrades the visual scene for the driver. Thus, viewing angles and legibility are not directly comparable with real world driver experiences.

3. “...the research sponsored by the outdoor advertising industry generally concludes that there are no adverse impacts from roadside digital billboards, even when, in one case, the actual findings of such research indicate otherwise. Conversely, the conclusions reached in research sponsored by government agencies, insurance companies, and auto safety organizations...regularly demonstrate that the presence of roadside advertising...contributes to driver distraction at levels that adversely affect safe driving performance”.

The following remarks relate to the presentation of static advertisements. The literature regarding ‘full motion’ roadway advertising is not yet sufficiently mature for considered comment. The broad weight of research shows that regardless of

source, real world or simulation data, the presence of advertising material adds a potential road safety distraction for drivers. However, as stated above our society has deemed roadside advertising to be permissible in support of commercial, charitable, and road safety aims. Therefore, we must consider the complex and often rather subtle implications of location, driver task demands and advertisement content. From a purely road safety perspective, it would seem prudent that we should have no advertising on our roadways. However, and importantly, roadside advertising is admissible and therefore we are required to carefully consider the relative merits of each proposal with respect to all the pertinent factors, not just road safety.

41. Wallace (2003) explores the correlation between crash rates and advertising placement and finds that placement at junctions poses a relatively higher risk than those observed on straight roads. The rationale for this finding is stated to be largely as a consequence of increased 'visual clutter'. With respect to the application in question, this finding is not considered to be pertinent, as i) traffic relevant signage is highly unlikely to be compromised for drivers emerging from Station Approach, and ii) the specific nature of the primary junction (a traffic-light controlled box junction mediates the need to consider any increased visual clutter (as discussed further below), and iii) the relative height in field of the proposed display discourages glances between roadway and the proposed display.

42. With respect to Point i) above, specific further consideration was given to the potential for obscuration, camouflage or interposition of traffic signals, by the proposed display. Appendix C presents a series of renderings facilitating visualisation of vehicles emerging from Station Approach onto Temple Gate. Key considerations here are the variability of driver 'eye heights' in vehicles, and the variability of vehicle cabin positions. For example, in simplistic terms, imagine a small woman in a low sports car vs. a large man driving a commercial van. Further consider the junction position of the vehicle, to the left or right of the 'optimal' mid-point of the lane. The two variables provide a range of eye locations about which the driver may experience the 'forward righthand traffic light' with proposed display behind it. In such cases, one might might hypothesise, a situation where the driver could be confused by images presented on the display when

considering the traffic light. However, the available visual data (presented in Appendix C) strongly suggests that such a concern is not supported. Three factors lead me to this conclusion, the i) minimal opportunities for the display to be visually present behind the traffic light, ii) relative visual angles subtended by both objects (the display is small with respect to the traffic light from these 'eye positions', and iii) optically, with a driver's vision focussed on the traffic light, the display would be forced 'out of focus', thus reducing further the scope for potential confusion. Hypothetically, one might imagine an unfavourable situation where a traffic light, or similar was displayed on the proposed display. However, aside from this being explicitly contrary to the identified Potential Transport Impacts (Clauses 3a d.ii & g), to be a credible image, it would need to occupy approximately two thirds of the whole display. Such a scenario seems highly unlikely. Finally, interposition is clearly not possible at this location, and is therefore not a concern.

43. One further complication exists in the interpretation of reported data regarding busy or demanding sections of roadway. Many studies have demonstrated drivers are prepared to look at advertisements for relatively large proportions of their journey time. However, few studies meaningfully relate this behaviour to the context of the driving scenario. Indeed, of the few that do, Yannis et al. (2013) suggest under such task demands, drivers focus attention appropriately on task-relevant information. When the drivers are running short on 'spare capacity' they would appear to be no longer willing allocate glances to non-safety-critical objects, e.g., roadside advertising. More research is required to definitively address this question.
44. It is pertinent to consider the relative risk of advertising with respect to other driver distractions. The 100 car study (Dingus, et al., 2006) cited in Paragraph 17 above provides compelling data in that 79% of accidents were shown to have a 'driver inattention'/distraction component. The findings are widely considered to be also representative of British driving behaviour. An analysis of incidents caused by non-driving (or secondary) tasks is provided by the authors, which represent 33.5% of all recorded incidents.

45. The secondary task data from the study encompasses numerous behaviours, for example, using a mobile telephone, eating, drinking or applying make-up, etc. The analysis shows that 3.7% of distraction-related incidents were attributable to 'External distractions', of which some proportion may reasonably be attributed to roadway advertising, see Table 1. In contrast, use of 'wireless devices' was responsible for 7.9% of distraction incidents. 5.8% of incidents were attributable to non-vehicle, but in-vehicle activities, e.g., moving an object in the car.
46. The incidents reported in Table 1 above do not necessarily represent vehicle crashes, but required a vehicle manoeuvre which was sufficiently harsh and atypical to trigger the in-vehicle data recording equipment. Thus, of the total of all incidents, it is estimated that 3.7% may be attributed to the driver being distracted by external to vehicle events or features.

| Secondary Tasks (33.5% of all recorded incidents) | % |
|---|-----|
| Wireless devices | 7.9 |
| Passenger-related | 7.9 |
| Internal-Not vehicle related | 5.8 |
| Vehicle related | 4.2 |
| External distraction | 3.7 |
| Dining | 2.1 |
| Personal hygiene | 1.6 |
| Daydreaming | 1.0 |

Table 1. Secondary task driver distractions
(adapted from Dingus, et al., 2006, Appendix B, page 743).

47. The data reported in Table 1 sets into context the potential of external to vehicle distraction relative to all other causes of incidents. However, external to vehicle events or features can then be further subdivided into a number of categories. Empirical evidence suggests that there is a wide range of external to vehicle potential distractions, including; pedestrians, cyclists and other driver's behaviour and vehicle control. Other

external to vehicle features may include, signage on roads and vehicles, scenic views, industrial or commercial buildings, and roadside advertising. Thus, it is reasonable to conclude that the proportion of incidents in general, caused by roadside advertising, is relatively small.

Advertisement Content & Context

48. The US data presented above provides evidence of the relatively minor contribution of external to vehicle distractions, e.g., roadside advertising. However, to present a scientifically robust assessment, this influence is reviewed in more detail below. It is pertinent to consider the context that 3.7% or less of incidences have been shown to be attributable an external to vehicle factors, of which roadside advertising is only one. Therefore, in context with other driver distractions, this is a minor contributor. However, wilful presentation of inappropriate material could certainly impose unreasonably distracting stimuli on the driver. This would be the case for 'any' display location, and should not be considered as particular to this specific site. Inappropriate content, would be unacceptable in any current or future regulator-approved commercial advertising space. Specifically, content which is visually 'demanding', this would typically include, for example, some of the following features:
- excessive contrast, for example, as one would see on a hazardous bend chevron
 - startling stimuli
 - novel or incongruous shapes
 - sexually-themed material
 - excessive text
 - unusually small text (see Sanders & McCormick, 1993 for further information).
49. It is accepted that the primary objective of roadside advertising is to convey an advertising message, as clearly and as quickly as possible; given the inevitable time constraints, the nature and extent of the environment in which the advertisement is displayed; compared to, for example, an advert in a magazine.
50. It is considered important to differentiate between the content of 'advertising copy' and the 'display method' used to present it. To my knowledge, no systematic research has been undertaken to determine the relative driver distraction potential of different displays with respect to different 'copy'. If I were to make an educated guess, I would evaluate the content of an advertising image to be 90% or more of the distraction potential from the image + display combination. In my professional opinion, within the scope of this

report, I would characterise the relative contribution to potential driver distraction as far more linked to advertisement content than to the LED display or supporting building.

51. It is understood that should this proposal be approved, the advertisement permission granted will stipulate compliance with appropriate codes of practice from both the Advertising Standards Agency and the Outdoor Advertising Association. The Digital Large Format Roadside Code from the Outdoor Advertising Association, in particular, states: “Roadside digital displays in England will conform to the five 'Standard Conditions' specified in Schedule 2 of The Town and Country Planning (Control of Advertisements) (England) Regulations 2007”.
52. The regulations for England require in Condition 2(a), that content should not endanger road users. Thus, advertising content providers have a responsibility, and the presumption is made that they will, ensure that inappropriate content is not presented.
53. In the assessment of driver visual distraction, three factors are widely supported in the literature as being pertinent to consider (Basacik & Stevens, 2008; Lansdown, 1996; Pettitt, 2007). They are:
 - the driver,
 - the roadway context, and
 - the task to be undertaken.
54. In this context, the ‘task’ under consideration is whether the information presented by an advertisement screen can be considered by the driver while they safely control the vehicle. The ‘roadway context’ encompasses the road geometry, weather conditions, time of day, etc. Factors pertinent to the ‘driver’ include their experience, motivation of the task, visual acuity, broader social goals, etc. I do not consider that these factors can be meaningfully isolated in an evaluation of the distraction potential of the proposal in question. The three factors must be considered together to form a robust appraisal of the potential for driver distraction. In this context, in my view, i) drivers must be considered to be qualified to a minimal level, and be motivated to take due care and attention, ii) the fundamental assumption must be made that the material to be presented in the advertising screens is not unreasonably distracting, based upon

compliance with appropriate regulatory requirements, and iii) the roadway context of the building upon which the advertisements are to be presented must be considered in combination with the advertising screen, and other local environmental features. In my view, to consider the advertising screen alone without the associated driver and environmental features, is to fail to systematically review the task context.

Driving Environment

55. The scope of this report considers the proposed LED display for the presentation of static advertising images. Analysis of mapping and street view data, in addition supporting video footage reveals a driving environment well suited to the addition of an advertising display. For traffic emerging from Station Approach (the primary driving audience), the traffic-light controlled box junction, and the prevailing 30 mph speed limit present a highly predictable and relatively low demand roadway path.
56. The traffic signage is not unusual for the roads in the immediate vicinity of the proposal for a city centre location. In addition, there is a benign level of local business advertising in the local vicinity. This approach, while it cannot be regarded as quiet, would certainly not be regarded by drivers as highly demanding. The geometry in combination with the generally high traffic volumes, and hence low speeds, create an environment not likely to result in serious distraction-related incidents.
57. The position of the display with respect to existing roadway signage is important to consider, from the perspective of potential driver distractions. Only one junction has the potential to meaningfully visually interact with the proposed display; the junction for traffic emerging from Station Approach onto Temple Gate. The junction is specifically considered above in Paragraph 42. In review, the potential for the proposed display to obscure or confuse the existing traffic signage is considered to be extremely low.
58. If unregulated, the presentation of advertising display screens may impose disability glare on drivers (Grandjean, 1980). Disability glare functionally reduces the visibility of the observed scene. However, this potential problem has been obviated by the display specifications as outlined in the Design and Planning Statement. Specifically, with reference to the use of light-metering to control display brightness, stated 'industry standard' luminance levels, and fail-dark functionality.
59. To reiterate points I have made previously, it is important to recognise that the introduction of 'any' new stimuli in a roadway 'will' impose an additional distraction on some road users, at some time. It may, at some point, result in a road traffic incident; regardless of whether this is an electronic advertising display, an attractive pedestrian,

or a passing vehicle. Our challenge is to take an informed view of the relative risk to the public in comparison to our responsibilities for social, environmental and economic development. The site in question appears currently to have a relatively low 'advertising demand' on drivers, with respect to other comparable city centre locations. Thus, the site in question seems reasonable for considered use. However, the proliferation of advertising media throughout a public roadway should always be accounted for. The proposal is for a first display in the local environment. Consequently, proliferation of display screens is not considered to be a practical concern at this point.

Supporting Structure/Building

60. Supplied data shows the supporting building to be an unremarkable commercial structure. Certainly, in comparison with the nearby listed buildings. It has few, if any, distinguishing features, none of which impose particular attentional demands on drivers. In my professional opinion, I would characterise the relative contribution from the building to potential driver distraction as almost none with respect to the advertisement panel.

Familiarity

61. All drivers must at some point be considered to experience the proposed display for the 'first time'. However, this attentional demand must be considered in context with i) the roadway environment, as outlined above, and ii) the profile of drivers, who a substantial number of which will be regular users of this section of road network. Regular users may reasonably be expected to accommodate to the new proposal with its visual impact diminishing the imposed attentional demand.

Pre-Application Driver Behaviour Considerations

62. The following paragraphs summarise the points from this report with respect to driver behaviour-relevant factors identified in Section 3a of the pre-application feedback from Mr Langer, see Appendix B.
63. In Clause a) the potential for impairment or obscuration of driver sight-lines is raised, and further re-iterated as a final point in Section 3a. Consideration of, the specific road geometry and junctions (see Paragraph 42), existing traffic control measures, and the previous discussion regarding facilitation of task scheduling, optimal presentation for the primary driving 'audience' and pedestrian crossing controls; all contribute to a local environment that does not concern me with respect to potential impairment or obscuration of driver's sight lines in the local environment.
64. Clause b) expands on Clause a) with specific reference to size and siting considerations. As indicated above (see paragraphs 29, 31 & 41), evidence and professional opinion suggests that both the height in field, and relative size of the proposed display along with the existing traffic control measures, all mediate any potential to compromise road safety, from either a poorly placed or inappropriately-sized display.
65. Clause c) is not considered to be a salient consideration from a driver behaviour perspective.
66. In clause d) the technical characteristics of the proposed display are raised. It is understood that factors pertinent to road user safety, for example, illumination and disability glare, are appropriately considered within the technical specification of the proposed display. To illustrate, via moderation of illuminance levels with respect to ambient lighting conditions and through the use of sympathetic transitions between advertising copy. I am not concerned the proposed display will adversely affect drivers with respect to its technical specification.
67. Clause e) considers the use of motion in displayed media. It is understood that the proposed display is intended for the display of static images only, and therefore Clause e) is not relevant in this context.

68. It is my understanding that the proposed display is not intended for use as a 'Public Information Panel' or similar, but as a private advertising display. Therefore, Clause f) is largely not relevant in this case. I would not advocate the presentation of information requiring 'close study' in any advertising copy. This would have the potential to be highly inappropriately distracting, and in my view would be contrary to ASA guidelines. It is understood that fully intend to comply with relevant industry guidelines, which would largely remove any concerns with respect to Clause f).
69. Similarly, clauses g) and h) consider the potential for confusion of advertising copy with road traffic signage. I would strongly advocate that no advertising copy use 'any' elements that have the potential to be misinterpreted as road-relevant information. It is understood that Maxx Media Limited would be fully prepared to agree to any such restrictions on advertising copy to ensure compliance with such a clause.

Conclusions

70. The proposed display is not considered to meaningfully impose an unreasonable visual distraction on road users in the local area. This view is developed from review of the available documentation, assessment of the locality, and considering its use for presentation of static images. Further, efforts have been made to sympathetically manage image transitions. Drivers will almost always attempt to make repeated short glances to an object of interest, rather than extended ones; and the local roadway appropriately supports this. Therefore, in my professional opinion the proposal will not impose an inherently unsafe distraction for drivers in the vicinity of City Point, Temple Gate, Bristol.
71. It is considered that the combined influence of the building, advertising screen, and the context of the local environment; do not impose an unreasonable driver distraction. It must be recognised that any non-driving structure, will distract the driver from the driving task to some degree, but that this is a normal and a typical expectation for UK road users. In my view, the implementation of the advertising display screen, the supporting building, speed limits, traffic volumes, class of road and local environmental features all support reasonable, considered glances to non-driving task objects, e.g., roadside advertising or other features of interest. In this context, I do not consider the distraction imposed by the proposal to be at an unreasonable level.

Terry C. Lansdown B.Sc. (Hons), P.G.Dip., Ph.D., F.HEA., F.IEHF., C.ErgHF., Eur.Erg.

30, September 2016

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Appendix A – List of Reviewed Documents

The following documents were reviewed in addition to academic publications cited above.

- Site plan drawings, dated May 2016
- pre-application documentation
- pre-application feedback from Bristol City Council, dated 17th August 2016 (Appendix B)
- junction visualisations provided by Maxx Media Limited.

Appendix B – Pre-application feedback from Bristol City Council



Huw James
ECE Planning
Brooklyn Chambers
11 Goring Road
Worthing
West Sussex BN12 4AP

reply to Customer Services
telephone 0117 922 3000
E-mail development.management@bristol.gov.uk
our ref
date 17 August 2016

Dear Mr James

Pre application response letter

Pre application no: 16/03324/PREAPP
Site address: City Point, Temple Gate, Bristol.
Proposal: Installation of a new, LED, digital Smartscreen on the North elevation of the building.

I refer to your pre-application enquiry regarding the above proposal, registered on 10th June 2016. I can confirm that I have received your proposals and visited the site on 18th July 2016. Please find my comments on the proposals below.

1. Summary of advice

It is considered that further evidence is required to illustrate that the proposals will be safe and properly safeguard the amenity of the surrounding area. The applicants are encouraged to undertake this further work through further pre-application requests.

2. Understanding the proposal and current context

The proposals include the erection of a new digital advertising screen on the façade of the 'City Point' building as it addresses Temple Gate (the A4). The screen is to be mounted approximately opposite Station Approach (the ramp in front of Bristol Temple Meads).

The position on the building where the screen is proposed is the former access for the pedestrian bridge, which used to enter the building at this level. This has been covered over with a grey façade and the proposals intend to cover this and part of the surrounding concrete frame.

Development Management
City Hall, Bristol City Council,
PO Box 3176, Bristol BS3 9FS

Website
www.bristol.gov.uk

The screen is proposed to display static advertising images with an instantaneous transition, potentially with a plain screen between advertisements. The screen would include light sensors and adapt to the surrounding light levels.

The screen is proposed to be approximately 8.3m wide by 4.3m in height. The depth is unknown but anticipated to be relatively shallow.

3. Initial headline views about the proposal

3a) Potential Transport Impacts

Advertising developments such as that proposed are designed to attract attention and therefore when located next to roads and specifically junctions, it is important that they do not result in highway safety implications. National planning practice guidance sets out the type of adverts which are likely to give rise to unacceptable highway safety issues:

(a) those which obstruct or impair sight-lines at corners, bends or at a junction, or at any point of access to a highway;

(b) those which, because of their size or siting, would obstruct or confuse a road-user's view, or reduce the clarity or effectiveness of a traffic sign or signal, or would be likely to distract road-users because of their unusual nature;

(c) those which effectively leave insufficient clearance above any part of a highway, or insufficient lateral clearance for vehicles on the carriageway (due allowance being made for the camber of the road-surface);

(d) those externally or internally illuminated signs (incorporating either flashing or static lights) including those utilising light emitting diode technology:

i. where the means of illumination is directly visible from any part of the road;

ii. which, because of their colour, could be mistaken for, or confused with, traffic lights or any other authorised signals;

iii. which, because of their size or brightness, could result in glare and dazzle, or distract road-users, particularly in misty or wet weather; or

iv. which are subject to frequent changes of the display;

(e) those which incorporate moving or apparently moving elements in their display, or successive individual advertisements which do not display the whole message;

(f) those requiring close study (such as Public Information Panels), which are situated so that people looking at them would be insufficiently protected from passing vehicles; or those advertisements sited on narrow footpaths where they may interfere with safe passage by causing pedestrians to step into the road;

(g) those which resemble traffic signs, as defined in section 64 of the Road Traffic Regulation Act 1984, and may therefore be subject to removal by the traffic authority under section 69 of that Act, for example:

i. those embodying red circles, crosses or triangles, or any traffic sign symbol; or those in combinations of colours which might otherwise be mistaken for traffic signs; or

ii. those incorporating large arrows or chevrons with only the arrow or chevron made of retroreflective material or illuminated, causing confusion with similar signs in use at, or approaching roundabouts.

(h) those which embody directional or other traffic elements and which need special scrutiny because of possible resemblance to, or confusion with, traffic signs

The screen proposed will be next to a heavily trafficked signalised junction and as such the importance

of ensuring that the screen does not distract driver's attention is particularly relevant here. It is important that none of the above issues occur due to the presence of the scheme. We discussed at our meeting the potential for setting the screen back within a frame or similar to help prevent such distraction.

There is a risk that the screen may be visible in the same sight lines as signal heads, thus causing the potential for distraction, and it will be important to demonstrate that this will not be the case. It is suggested that this is done through further pre-application advice because of the potential importance of this matter on the outcome of the scheme as a whole.

3b) Potential Impacts on Heritage Designations

It is important that the proposals do not harm amenity, national planning practice guidance sets out that *"in assessing amenity, the local planning authority would always consider the local characteristics of the neighbourhood: for example, if the locality where the advertisement is to be displayed has important scenic, historic, architectural or cultural features, the local planning authority would consider whether it is in scale and in keeping with these features.*

This might mean that a large poster-hoarding would be refused where it would dominate a group of listed buildings, but would be permitted in an industrial or commercial area of a major city (where there are large buildings and main highways) where the advertisement would not adversely affect the visual amenity of the neighbourhood of the site.

If the advertisement makes a noise, aural amenity would also be taken into account before express consent would be given".

There are numerous heritage designations surrounding the site, specifically including:

- Diagonally opposite the site is the grade I listed 'The British Empire and Common Wealth Museum' (i.e. Brunel's original Bristol Temple Meads Station is approximately 40m away from the site).
- The grade I listed Bristol Temple Meads Station is opposite the site, approximately 150m away.
- The grade II* listed Bristol and Exeter Building is approximately 130m away.
- The grade II former George and Railway Hotel is approximately 90m away from the site.

As such it is important that the proposals respect the setting of these buildings – this is also a requirement of national planning policy framework chapter 12. The proposals will therefore need to be supported by a heritage assessment that evaluates the importance of the site considering the setting of these important historical buildings. As with the transport matter, this is considered to be of significant importance and therefore the council would prefer that this is reviewed through a further pre-application enquiry and response.

3c) The Design of the Proposals

The indicative designs proposed at this stage show the new screen partially covering the concrete panels which are positioned in between the windows in the façade of the building. This creates a discordant break in the vertical rhythm of the building and the plans should be amended to prevent this.

3d) Benefits of the Scheme

During our pre-application meeting you raised several potential benefits of the scheme including supporting local businesses. However, these have not been set out clearly in the pre-application information. Any application should be supported by a statement setting out the public benefit of the proposals, so that this may be weighed against the potential harm. This would be in accordance with policy BCS8 of the Core Strategy 'Delivering a Thriving Economy'.

4. Relevant Planning Policies and Guidance

A future application will be assessed on the basis of the following policy, which can be found [here](#)¹. Key policies for the development of this site in accordance with the proposals set out in the pre-application request are likely to include:

National Planning Policy Framework (March 2012)

Bristol Core Strategy (Adopted June 2011)

| | |
|-------|--|
| BCS2 | Bristol City Centre |
| BCS8 | Delivering a Thriving Economy |
| BCS10 | Transport and Access Improvements |
| BCS11 | Infrastructure and Developer Contributions |
| BCS21 | Quality Urban Design |
| BCS22 | Conservation and the Historic Environment |

Bristol Site Allocation and Development Management Policies (Adopted July 2014)

| | |
|------|--|
| DM1 | Presumption in favour of sustainable development |
| DM23 | Transport Development Management |
| DM26 | Local Character and Distinctiveness |
| DM27 | Layout and Form |
| DM28 | Public Realm |
| DM29 | Design of New Buildings |
| DM30 | Alterations to existing buildings |
| DM31 | Heritage Assets |

Bristol Central Area Plan (Adopted March 2015)

| | |
|--------|------------------------|
| BCAP30 | Pedestrian Routes |
| BCAP33 | Key City Spaces |
| BCAP35 | Bristol Temple Quarter |

5. Validation

There are validation requirements for planning applications – all applications must meet these requirements to be accepted by the local planning authority. These are available [online](#)². Please ensure that all applications meet these requirements.

¹ <https://www.bristol.gov.uk/planning-and-building-regulations/planning-policy>

² <https://www.bristol.gov.uk/planning-and-building-regulations/planning/make-a-planning-application>

6. Public Consultation

A Community Involvement Statement (CIS) would not be required for a development of this scale. However, we would encourage pre-application engagement with nearby residents and businesses (if any). Such engagement can help identify issues at an early stage as well as improve relationships between the local community and developer.

Please note that the above comments are the informal opinion of an officer of the council who has no power to bind the council by the views expressed. These have been made on the basis of the quality of the information received to date and as such, are made without prejudice to any further pre-application or application proposals which may raise further detailed questions or matters that are not currently considered within this response. The views given are current at the time of writing, but changes in the planning circumstances can change, and will need to be taken into account if any subsequent application is made.

Yours sincerely

Stuart Langer
Development Management

Appendix C – Exit from Station Approach: Visualisations

City Point Traffic Images

Temple Gate Station Exit, Bristol BS1 6PR



MEETING ROOMS HERE 0800 073 0499 www.andmeetings.com

Temple Meads

GRAB NIAGARA BY THE FALLS

branches of bristol

CLOSING DOWN
£675,000 GRAND SALE

CITYPOINT

RECKLESS ENGINEER

Blue sign with bicycle icon and bus stop icon



YOUR OFFICE HERE 0800 917 4444 www.beoffices.com
MEETING ROOMS HERE 0800 073 0499 www.sandmeetings.com

GRAB NIAGARA BY THE FALLS

Temple Meads

branches of Bristol

CITYPOINT

RECKLESS ENGINEER

CLOSING DOWN
£675,000 GRAND SALE

Red traffic light

Red traffic light

MEETING ROOMS HERE 0800 073 0499 www.ardmeetings.com



GRAB NIAGARA BY THE FALLS

branches of bristol
CLOSING DOWN
£375,000 GRAND SALE

CITYPOINT

RECKLESS ENGINEER





brinc

£675,000
BIG SALE

Reckless Engineer

GRAB NIAGARA BY THE FALLS

3
NATIONAL CYCLE NETWORK
←



anchers of Bristol

RECKLESS ENGINEER

GRAB NIAGARA BY THE FALLS

Holiday Inn Express

Blue sign with a bicycle icon and a white arrow pointing left.



Holiday Inn Express

GRAB NIAGARA BY THE FALLS



bristol
DOW

CITY POINT

SANDVIK

RECKLESS ENGINEER





GRAB NIAGARA
BY THE FALLS



RECKLESS ENGINEER





Express

GRAB NIAGARA BY THE FALLS

BT Sport
BRISTOL 2015

E4
COLLECTION
BRISTOL

Blue sign with bicycle icon and arrow pointing up



Holiday Inn Express

GRAB NIAGARA BY THE FALLS

RECKLESS ENGINEER

FOUR COMPETITORS ONE VICTORY
BRISTOL 2009-2010



7 934 9200

branches of bristol

CITYPOINT

CLOSING DOWN
£75,000 GRAND SALE

RECKLESS ENGINEER

GRAB NIAGARA
BY THE FALLS







DAYS 0117 934 9200

branches Bristol

CLOSING DOWN
£675,000 GRAND SALE

RECKLESS ENGINE

NIAGARA
BEER
FALLS



DAYS 0117 934 9200

branches of Bristol

CITYPOINT

RECKLESS ENGINEER

GRAB NIAGARA BY THE FALLS

CLOSING DOWN
70% OFF
GRAND SALE



Temple Meads

GRAB NIAGARA BY THE FALLS

0117 934 9200

branches of Bristol

RECKLESS ENGINEER

CLOSING DOWN
£675,000 GRAND SALE

CLEVUM

Blue directional signs for a cycle route and a pedestrian crossing.

City Point, Bristol
Heritage Assessment
August 2016

City Point, Bristol
Heritage Assessment
August 2016

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Report
Heritage Assessment

Site
City Point, Bristol

Planning Authority
Bristol City Council

Site Centred At
ST 59498 72329

Prepared and Approved By
William Bedford (BA MCIfA)

Report Status
Final – second issue

Issue Date
August 2016

Orion Ref
QU-0270

Contents

- 1.0 Introduction and scope of document
- 2.0 Statutory and Planning Policy Framework
- 3.0 Assessment of heritage assets, including impact assessment
- 4.0 Conclusions

Sources Consulted

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- Plate 2 Looking east across A4 towards Museum from wider setting
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- Plate 7 View of Temple Meads Station from car park
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- Plate 9 View towards study site from south-eastern part of car park, on pedestrian link to Bristol and Exeter Building
- Plate 10 View towards study site from café seating area
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- Plate 12 View towards study site from pedestrian crossing on A4/Temple Gate
- Plate 13 View towards study site from hotel

1.0 Introduction and scope of document

1.1 This heritage assessment considers the effects of the installation of a sign on the City Point building, Bristol. The sign is situated at grid reference ST 59498 72329. The site of the proposed sign is hereafter referred to as the study site. It has been produced in response to a request by the Local Planning Authority (LPA) for further information on the effect of the proposed development on the setting and significance of nearby historic buildings. This assessment will provide this additional information.

Site conditions

1.2 The study site is situated on the frontage of the City Point building, which faces the Temple Meads Rail station.

Proposed development

- 1.3 The proposal involves the installation of a LED digital Smartscreen on the north facing side of The City Point building located on Temple Gate. The LED Smartscreen itself would measure 8m wide by 4m in height with a 0.3m framing around the unit.
- 1.4 The LED Smartscreen will operate on a sophisticated sensor system that will adapt the levels of luminance to that required to make the display visible, i.e. higher luminance levels during daytime hours and particularly on bright sunny days. The screen would operate at low luminance (approximately 500cdm²) levels during evenings and night times and approximately 5000 cdm² during bright sunny days although due to the nature of LED screens, this only achieves visibility of the advertisement rather than significant or unacceptable levels of brightness.
- 1.5 The Smartscreen would display static images, which will dissolve and merge into new images on a timer basis. There will be no visible movement on the screen and the static images would be in place for 10 seconds at a time before 'merging' at a speed of around 1.8 seconds, representing a soft fade in and out to the following static image.
- 1.6 The advertisement is only proposed to operate between the hours of 06:00 to 23:00 daily.

Scope of document

- 1.7 This document will assess the significance and settings of the buildings highlighted by the LPA as requiring further assessment. These are:
- The grade I listed 'The British Empire and Common Wealth Museum' (i.e. Brunel's original Bristol Temple Meads Station), situated approximately 40m away from the study site.
 - The grade I listed Bristol Temple Meads Station, situated opposite to the study site, approximately 150m away.
 - The grade II* listed Bristol and Exeter Building, situated approximately 130m away.
 - The grade II former George and Railway Hotel, situated approximately 90m away to the northwest of the study site.
- 1.8 This assessment will consider how the setting contributes to the significance of these buildings, and in turn assess what effect the proposed development would on that contribution, and whether this would give rise to any harm.

2.0 Planning Background and Development Plan Framework

- 2.1 Where any development may have a direct or indirect effect on designated heritage assets, there is a legislative framework to ensure the proposals are considered with due regard for their impact on the historic environment.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.2 Primary legislation under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.

- 2.3 Section 69 of the Act requires local authorities to define as conservation areas any 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.
- 2.4 Section 72 gives local authorities a general duty to pay special attention 'to the desirability of preserving or enhancing the character or appearance of that area' in exercising their planning functions. These duties are taken to apply only within a Conservation Area. The Act does not make specific provision with regard to the setting of a Conservation Area that is provided by the policy framework outlined below.

National Planning Policy Framework (March 2012)

- 2.5 The National Planning Policy Framework (NPPF) promotes sustainable development as a fundamental theme in planning and provides, to this end, a series of 'Core Planning Principles' (Paragraph 17). These core principles of sustainable development highlight that planning should be a creative exercise in finding ways to enhance and improve the places in which people live their lives; that it should secure high quality design and a good standard of amenity; and that heritage assets should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.
- 2.6 The guidance contained within Section 12, 'Conserving and enhancing the historic environment', Paragraphs 126-141, relates to the historic environment, and developments which may have an effect upon it. These policies provide the framework to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans.
- 2.7 Heritage Assets are defined in Annex 2 of the NPPF as: A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. They include designated heritage assets (as defined in the NPPF) and assets identified by the local planning authority.
- 2.8 A Designated Heritage Asset comprises a: World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.
- 2.9 Significance is defined as: The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
- 2.10 Setting is defined as: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
- 2.11 As stated in Paragraph 128, when determining applications, LPAs should require applicants to describe the significance of the heritage assets affected and any contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance. According to Paragraph 129, LPAs are also obliged to identify and assess the significance of any

heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.

- 2.12 Paragraph 131 emphasises that local planning authorities should take account of the desirability of new development making a positive contribution to local character and distinctiveness.
- 2.13 Paragraph 132 states that in assessing the effects of development on a heritage asset, the weight given to an asset's conservation should be proportionate to its significance. It 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. It emphasises that the weight given to an asset's conservation should be proportionate to its significance, and that clear and convincing justification will be required for loss and harm to heritage assets.
- 2.14 Paragraph 132 states that 'substantial harm' or loss to designated heritage assets of the highest significance (i.e. Grade I and II* listed buildings, grade I and II* parks and gardens, scheduled monuments, wrecks, battlefields and World Heritage Sites) should be wholly exceptional. It also states that substantial harm to grade II listed buildings and parks and gardens should be exceptional. The NPPF does not define what is meant by substantial harm.
- 2.15 Paragraphs 133 and 134 address the balancing of harm against public benefits. This guidance lays down a clear dividing line between causing substantial harm or total loss of significance on the one hand, and those cases where the harm is less than substantial on the other. Proposals that would result in substantial harm or total loss of significance should be refused, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.
- 2.16 The guidance emphasizes that where less than substantial harm will arise as a result of a proposed development, this harm should be weighed against the public benefits of a proposal (para 134). Although the NPPF does not state that there are gradations within the less than substantial harm category, in my professional opinion, less than substantial harm can be sub-divided to reflect the severity of the effect. Consequently, less than substantial harm ranges from a negligible effect, through to slight, minor and then moderate toward the higher end of the less than substantial harm range.

The National Planning Policy Guidance

- 2.17 The NPPF is supported by the National Planning Policy Guidance (NPPG) which is an on-line resource that was published in March 2014. In relation to the historic environment, paragraph 18a-001-20140306 states that:

Protecting and enhancing the historic environment is an important component of the National Planning Policy Framework's drive to achieve sustainable development (as defined in Paragraphs 6-10). The appropriate conservation of heritage assets forms one of the 'Core Planning Principles'.

- 2.18 The key test in NPPF paragraphs 132-134 is whether a proposed development will result in substantial harm or less than substantial harm. However, substantial harm is not defined in the NPPF. Paragraph 18a-017 of the NPPG provides additional guidance on substantial harm. It states:
- "What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting. Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed."*
- 2.19 Paragraph 134 of the NPPF outlines that where a proposed development results in less than substantial harm to the significance of a heritage asset, the harm arising should be weighed against the public benefits accruing from the proposed development. Paragraph 18a-020 of the NPPG outlines what is meant by public benefits:

“Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.”

- 2.20 In considering any planning application for development, the planning authority will be mindful of the framework set by government policy, in this instance the NPPF, by current Development Plan Policy and by other material considerations.

Local Development Plan Policy

- 2.21 The overall approach for planning in Bristol is set by the Core Strategy, which was adopted in 2011. Policy BCS22 is relevant to this assessment:

Policy BCS22

Development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including:

- *Scheduled ancient monuments;*
- *Historic buildings both nationally and locally listed;*
- *Historic parks and gardens both nationally and locally listed;*
- *Conservation areas;*
- *Archaeological remains.*

- 2.22 Additional policy is provided by the Site Allocations and Development Management Policies Local Plan (2014), which contains general policies to ensure that development within Bristol is of good quality. Policy DM31: Heritage Assets states

General principles

Development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting.

- **Archaeology:**
Scheduled monuments and other non-designated archaeological sites of equivalent importance should be preserved in situ. In those cases where this is not justifiable or feasible, provision should be made for excavation and record with an appropriate assessment and evaluation. The appropriate publication/curation of findings will be expected.
- **Listed Buildings:**
Alterations, extensions or changes of use to listed buildings, or development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.
- **Conservation Areas:**
Development within or which would affect the setting of a conservation area will be expected to preserve or, where appropriate, enhance those elements which contribute to their special character or appearance.
- **Registered Historic Parks and Gardens:**
Development will be expected to have no adverse impact on the design, character, appearance or settings of registered historic parks and gardens and to safeguard those features which form an integral part of their character and appearance.
- **Locally important heritage assets:**
Proposals affecting locally important heritage assets should ensure they are conserved having regard to their significance and the degree of any harm or loss of significance.

Understanding the asset

Development proposals that would affect heritage assets will be expected to demonstrate, by a thorough understanding of the significance of the asset, how any change proposed would conserve and, where appropriate, enhance that significance.

Conserving heritage assets

Where a proposal would affect the significance of a heritage asset, including a locally listed heritage asset, or its wider historic setting, the applicant will be expected to:

- i. Demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and*
- ii. Demonstrate that the works proposed are the minimum required to secure the long term use of the asset; and*
- iii. Demonstrate how those features of a heritage asset that contribute to its historical, archaeological, social, artistic or architectural interest will be retained; and*
- iv. Demonstrate how the local character of the area will be respected.*

Recording the asset

Where a proposal would result in the partial or total loss of a heritage asset or its setting, the applicant will be required to:

- i. Instigate a programme of recording of that asset; and*
- ii. Ensure the publication of that record in an appropriate form.*

Energy efficiency measures and renewables

The installation of energy efficiency measures and micro-renewables in historic buildings (including listed buildings) and in conservation areas will be permitted, provided that the works are the minimum required to achieve the energy efficiency improvements and do not conflict with the general principles described above, prioritising low-impact measures over invasive measures.:

Historic Environment Good Practice Advice In Planning Note 2 Managing Significance in Decision-Taking in the Historic Environment (Historic England 2015)

- 2.23** The purpose of this document is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the NPPF and NPPG. It outlines a 6 stage process to the assembly and analysis of relevant information relating to heritage assets potentially affected by a proposed development. This is:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

Historic Environment Good Practice Advice in Planning Note 3 The Setting of Heritage Assets (Historic England 2015)

- 2.24** Historic England's Historic Environment Good Practice Advice in Planning Note 3 provides guidance on the management of change within the setting of heritage assets.
- 2.25** The document restates the definition of setting as outlined in Annex 2 of the NPPF. Setting is also described as being a separate term to curtilage, character and context; while it is

largely a visual term, setting, and thus the way in which an asset is experienced, can also be affected by noise, vibration, odour and other factors. The document makes it clear that setting is not a heritage asset, nor is it a heritage designation, though land within a setting may itself be designated. Its importance lies in what the setting contributes to the significance of a heritage asset.

2.26 The Good Practice Advice Note sets out a five staged process for assessing the implications of proposed developments on setting:

1. Identification of heritage assets which are likely to be affected by proposals
2. Assessment of whether and what contribution the setting makes to the significance of a heritage asset
3. Assessing the effects of proposed development on the significance of a heritage asset
4. Maximising enhancement and reduction of harm on the setting of heritage assets.
5. Making & documenting the decision and monitoring outcomes

2.27 The guidance reiterates the NPPF in stating that where developments affecting the setting of heritage assets results in a level of harm to significance, this harm, whether substantial or less than substantial, should be weighed against the public benefits of the scheme.

3.0 Assessment of heritage assets, including impact assessment

Introduction

3.1 As has been set out above, the following listed buildings require assessment:

- The grade I listed 'The British Empire and Common Wealth Museum' (i.e. Brunel's original Bristol Temple Meads Station), situated approximately 40m away from the study site.
- The grade I listed Bristol Temple Meads Station, situated opposite to the study site, approximately 150m away.
- The grade II* listed Bristol and Exeter Building, situated approximately 130m away.
- The grade II former George and Railway Hotel, situated approximately 90m away to the northwest of the study site.

3.2 Brunel's original station, the current Temple Meads Station and the Bristol and Exeter Building all form a coherent group. Given the relative position of the study site in relation to these and their overlapping settings, it is considered appropriate to assess these together in this assessment. They will be referred to as the railway buildings.

The Railway Buildings

Description and significance

3.3 As is noted above this comprises the British Empire and Common Wealth Museum, the Temple Meads Rail Station and the Bristol and Exeter Building (see plate 1). Access to the rail is off the A4, which separates the study site from the group of buildings.

3.4 The Museum comprises Brunel's original railway station at that location. In addition to its obvious architectural merit this is a key element of its significance. The list entry makes a particular note of this element of the significance of the Museum:

HISTORICAL NOTE: *the GWR line to London was completed in 1841 when the Bristol terminus opened. Arrivals and Departures were on opposite sides, passengers passing through the undercroft which held the waiting rooms. The engines were turned around on turntables and moved from line to line in the engine shed. The functional space of the station as designed by Brunel is almost entirely intact, 'easily the most complete survivor of the early provincial termini, and an exceptionally important one.'*

3.5 Similarly, the Temple Meads Rail Station list entry makes a particular note on the historic interest of the building:

HISTORICAL NOTE: *the station was a joint venture between the Great Western Railway and the Midland Railway, and was originally called Bristol Joint Station. It had a steep French Empire roof to the tower, which was destroyed in the Second World War, and crockets to the turret tops. The later Temple Meads station uniquely shows, with the Bristol Old Station (qv) at Temple Meads, the growth of a major terminus over more than a century.*

3.6 Finally, the Bristol and Exeter Building also has a specific note on its significance:

HISTORICAL NOTE: *built by the Bristol and Exeter Railway Company, whose train shed stood on the site of the current Temple Meads station (qv). Graded for its historic and architectural interest as part of an outstanding group of railway buildings.*

3.7 Therefore the significance of the buildings is derived not only from architectural interest, but from their historic interest and, crucially, their historic interrelationships and value as a coherent group of significant historic buildings.

- 3.8 The three railway buildings essentially form a large “U-shaped” form, which broadly faces the A4, to the east where the study site is situated. The setting of the railway buildings has two distinct elements, which can be defined as the wider and immediate setting in this instance. The wider setting is the experience of the railway buildings from the surrounding area. The immediate setting is the experience at close range and within the U-shaped area among the buildings.
- 3.9 The wider setting largely comprises views along the A4/Temple Gate, and the vicinity, which provides some views of the Museum (see for example plate 2) and some views of the tower of Temple Gate (see plate 3). This experience is shared with many modern elements, including modern buildings nearby, and a large carpark, which do partially obscure some views. However, they do not necessary detract unduly as the Museum in particular is still very visible along the A4, and the car park and other elements also point to the Museum’s historic function as a rail station.
- 3.10 Nonetheless the best experience of the exterior of the railway buildings is within the immediate setting, i.e. the area between the A4/Temple Gate to the east and the railway buildings (see plates 4 and 5). In this area the historic function, associations and group value of the buildings are readily understood. Also, there are many opportunities to appreciate these elements as well as the architectural merit of the railway buildings due to their continued use as a rail station, museum and offices, but also by the sympathetic use as cafes and other publicly available areas (see for example plate 6, taken from café near the A4/Temple Gate). The car park also allows good views of the Temple Mead station building and the Bristol and Exeter building (see plate 7 and 8). From this area longer views are also afforded across Redcliffe, where the top of the grade I listed St Mary Redcliffe Church can be seen (see plate 9).
- 3.11 While not as central to the significance of the buildings as their historic interest and architectural merit, their setting, in particular their immediate setting, is important in preserving the group value of the railway buildings. It also provides a clear means of appreciating and understanding that significance.

Relationship of study site to Railway buildings and impact assessment

- 3.12 The study site is situated across the A4/Temple Gate from the Railway buildings (see plate 10, and also 9), and is situated on a modern building. The A4 is a busy road, with traffic lights and continuous and considerable traffic movement. The effect of the proposed development would be to install an LED illuminated sign at the site of the study site. Visualisations of the proposed sign have been provided under a different cover, but the changes between images would be gradual and the light level such that it would not dazzle or create undue distraction. Also, images would be shown for c. 10 to 30 seconds each, so there would be no rapid succession of images.
- 3.13 To determine the nature of the effect that the proposed development would have on the significance of the Railway buildings, it is important to consider the specific effect it would have on the various elements that give the buildings their significance. While it is clear that no loss would occur to the physical fabric, or historic interest of the buildings, there would be a change to their setting, that is the experience of the railway buildings.
- 3.14 The addition of the sign would be noticeable, and would be clearly visible in views out of the immediate setting of the railway buildings (see for example Plates 9 and 10). However, it is important to note that the contribution the wider and immediate settings make to the significance of the railway buildings is not reliant on an absence of modern features. In fact, the setting of the railway buildings, surrounded by modern development, serves to highlight the historic role the rail station has had in promoting travel, trade and commerce. The contribution the setting of the railway buildings makes to their significance in fact comprises its ability to facilitate appreciation and understanding their group value and historic associations, which are key to their significance. It cannot be said that the presence of the proposed sign would detract from this appreciation or understanding.
- 3.15 Therefore it is considered that, while the proposed development would be noticeable within the immediate setting of the railway buildings, there is no clear mechanism by which the proposed sign being noticed would lead to a material loss of the railway buildings’ significance. Therefore while there would be a change to the setting of the railway buildings, the effect on their significance would be negligible.

- 3.16 This building dates from the 1870s and is situated c. 90m to the northwest of the study site. It was originally a railway hotel, then a public house, and is currently in the process of being refurbished. It occupies a corner site, with Temple Gate splitting around it and Portwall Lane enclosing it to the north. Reasons for its designation include its architectural merit, but also the fact that it is one of only a few large, decorative Victorian public houses which survives in Bristol (NHLE list entry).
- 3.17 The hotel occupies a prominent position on the A4/Temple Gate, and a good view is afforded along the pedestrian crossing from Temple Mead, in which the hotel and the museum can be seen together, providing an understanding of their historic relationship (see plate 11). Views are also afforded across the Quayside car park, adjacent to the museum and rail station. While there are many intrusive modern elements in the setting of the hotel, its prominent position and its special relationship to the rail station is readily appreciated and understood. Therefore while not as central to the significance of the hotel as its relative rarity as a building type in Bristol, the setting of the hotel is important in providing understanding of the context of that significance. It also provides understanding of a contextual relationship with the historic railway buildings, further enhancing its significance.
- 3.18 The proposed sign would not be visible from the hotel (see plate 13), nor from views of the hotel from the east. The sign would also not impede views of the hotel along the A4/Temple Gate (see plate 11). Again, while the sign would be noticeable, for example when crossing the A4 on foot before turning to the view of the hotel in plate 11 (see plate 12), it is clear that this would not in any way affect the understanding and appreciation the setting of the hotel provides to its significance. Therefore while the proposed sign would comprise a slight change to the setting of the hotel, this change would not affect the significance of the hotel.

4.0 Conclusion

- 4.1 This assessment has considered the listed buildings highlighted by the LPA's pre-application response, whose settings would be affected by the installation of the proposed sign in the study site. The setting of the buildings, and how this interrelates with their significance was assessed, as was how the installation of the proposed sign would affect these settings.
- 4.2 A review of the development proposals confirmed that the proposed sign would be silent, and would have static images which transitioned slowly after being shown for a reasonable time. There would be no bright lights or flashing images. It was also noted that the contribution that the setting of the listed buildings makes to their significance does not depend on an absence of modern features, which in some cases serve to highlight the historic role of the buildings as conduits of commerce and travel.
- 4.3 When considering this, and also the relationship of the study site to the listed buildings in the vicinity, it was clear that the sign would be noticeable and would introduce a change to their setting. However it was also clear that this change would not affect how those settings contribute to the significance of the buildings. Therefore it was concluded that any effects on the significance of the buildings would be negligible.
- 4.4 It therefore follows that the installation of the proposed sign would not result in unacceptable harm to the buildings, nor be contrary to national and local policies designed to protect these assets.

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NPPF

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Plate 1 Looking east across A4 towards Temple Meads



Plate 2 Looking east across A4 towards Museum from wider setting



Plate 3 Looking northeast across A4 towards Museum and Temple Meads station tower from wider setting



Plate 4 Looking east across A4 towards Temple Meads pedestrian crossing



Plate 5 Looking southeast across A4 towards Temple Meads from pedestrian crossing



Plate 6 Looking roughly east along frontage of Museum towards Station from café seating area



Plate 7 View of Temple Meads Station from car park



Plate 8 View of Bristol and Exeter Building from car park



Plate 9 View towards study site from south-eastern part of car park, on pedestrian link to Bristol and Exeter Building

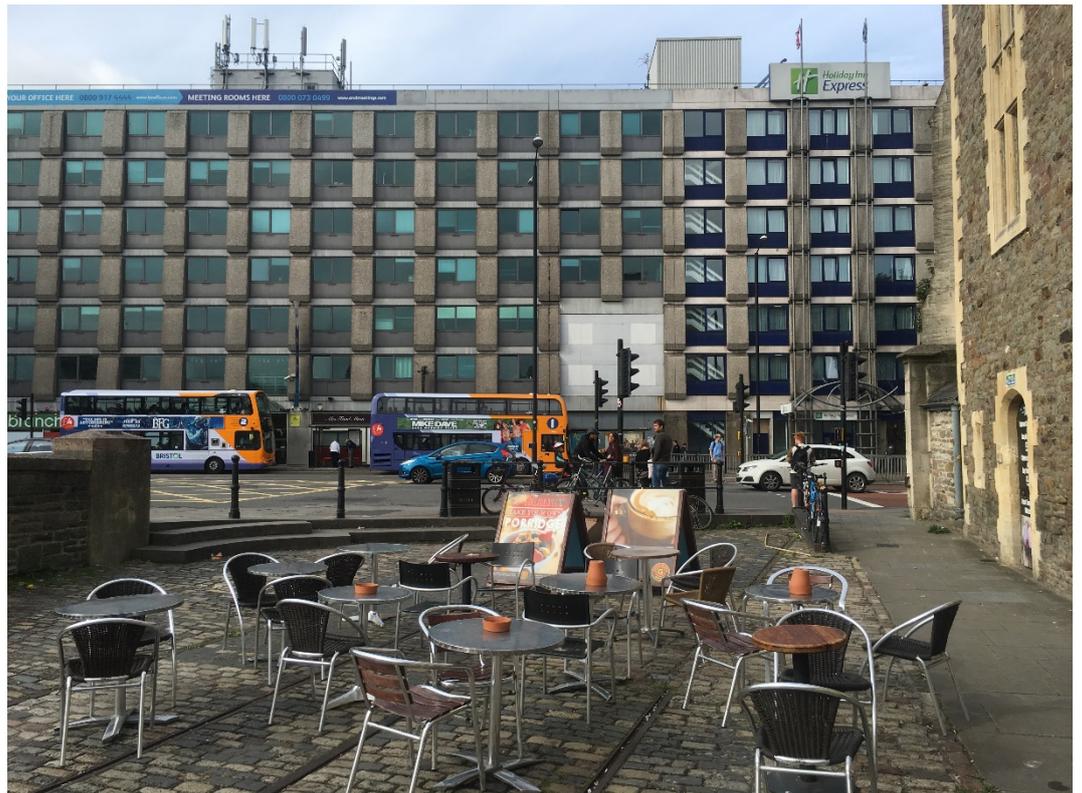


Plate 10 View towards study site from café seating area



Plate 11 View northwest along A4/Temple Gate towards form George Railway Hotel



Plate 12 View towards study site from pedestrian crossing on A4/Temple Gate



Plate 13 View towards study site from hotel

ECE Planning

Planning Statement.

**City Point Building, 1 Temple Gate,
Bristol**

October 2016



ECE Planning

Project Name: Installation of new LED Digital Smartscreen
Location City Point Building, 1 Temple Gate, Bristol
Client: Maxx Media Limited
File Reference: P1341

| Issue | Date | Author | Checked | Notes |
|-------|------------|---------|---------|----------------|
| PL1 | 27.09.2016 | R Hoad | H James | Initial Draft |
| PL2 | 30.09.2016 | R Hoad | H James | Client Issue |
| PL3 | 05.10.2016 | H James | H James | Planning Issue |
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1. Introduction

- 1.1. This Planning Statement has been prepared by ECE Planning on behalf of Maxx Media Limited in support of an advertisement consent application for the installation of new LED Digital Smartscreen on the City Point building, 1 Temple Gate, Bristol, City of Bristol, BS1 6PL.
- 1.2. The City Point Building is located close to Bristol's City Centre and within walking distance of Bristol Temple Meads Train Station. The application site is located on the north facing elevation of the City Point Building.
- 1.3. The applicant, Maxx Media Limited, operate a number of successful LED Digital Screens in many city and town centres in the UK. The business operates in a way that helps to support small local businesses, charities and services by providing free or affordable advertising alongside their commercial advertising activities.
- 1.4. This application is supported by the following documents:

- Planning Application Form**
- Heritage Statement**
- Driver Distraction Statement**
- Planning Statement**
- Existing and Proposed Elevations**
- Visuals**
- Location Plan**

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2. The Site

- 2.1. The City Point Building is located close to the city centre of in Bristol and close to Bristol Temple Meads Train Station. The building is owned by Bristol City Council and is situated within the Enterprise Zone in the heart of Bristol.

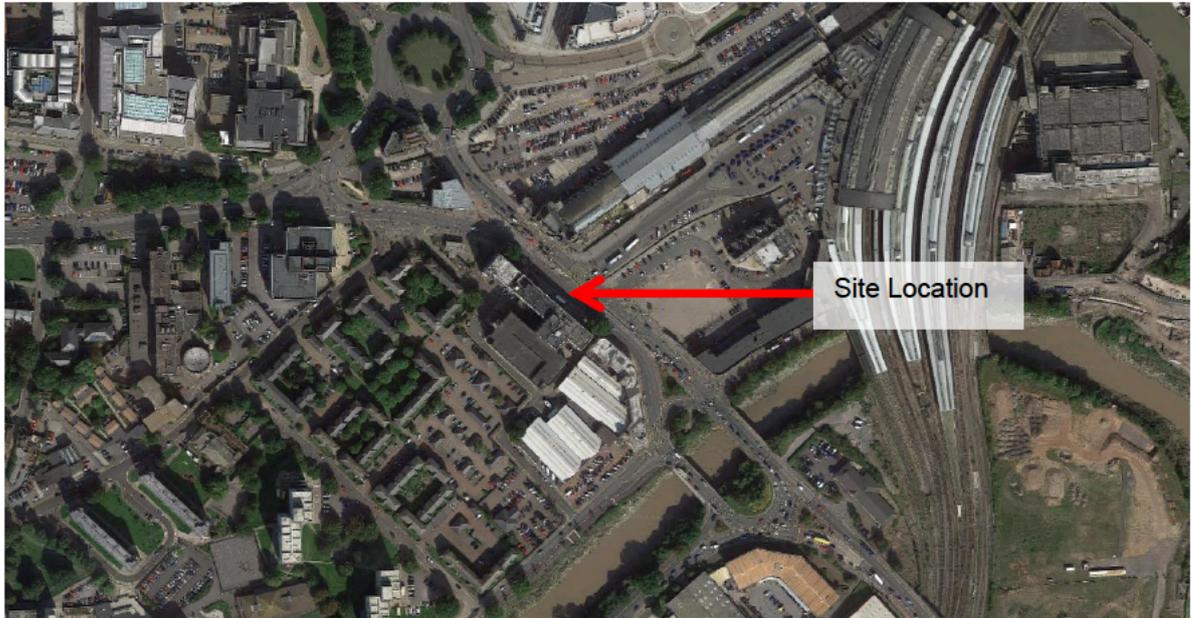


Figure 1 - Site Location

- 2.2. The City Point Building consists of 7 storeys, with retail and commercial uses predominantly at ground floor. On the left side of the building, the first to seventh storey is occupied by offices while on the right side of the building, the first to seventh storey is occupied by a hotel; 'Holiday Inn Express'.
- 2.3. The City Point Building currently features a discordant grey square in the centre of the building (as shown in Figure 2) in the location of a previous raised pedestrian gantry which spanned the width of Temple Gate and entered the City Point building at first floor level. The elevation was not repaired to match the existing fenestration and remains untidy and discordant in appearance. This area is the proposed location for the new LED Smartscreen.



Figure 2 - Proposed Site

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2.4. The site has a total of 4 Listed Buildings (detailed below) in reasonable proximity, as demonstrated in Figure 3. The potential impacts regarding the heritage environment are responded to in the Heritage Statement prepared by The Heritage Advisory, which has been submitted along with this application.

| Address/Name | Grade Listing |
|-----------------------------------|---------------|
| The George Railway Hotel | II |
| Bristol Old Station, Temple Meads | I |
| Temple Meads Station | I |
| Bristol and Exeter Building | II* |

Figure 3/Map obtained from 'Historic England – Map Search'

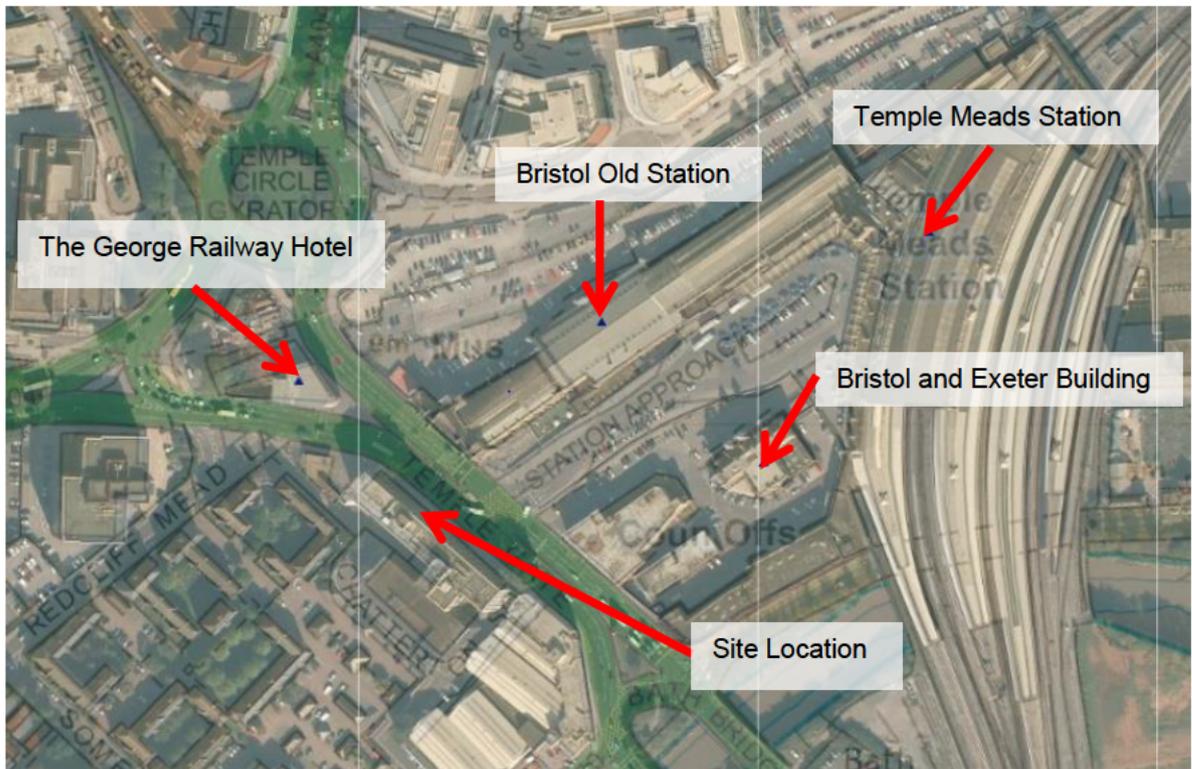


Figure 3 - Map showing nearby Listed Buildings

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3. Planning History

3.1. Relevant Planning History

- 3.1.1. The City Point Building has an extensive planning history however they are not particularly relevant to this proposal. Therefore, this section will focus on the historical applications relating to advertisements.

| Application Reference | Address | Proposal | Decision |
|-----------------------|--|---|--|
| 16/02502/A | Central Traffic Island Newfoundland Circus, Bristol | Erection and display of a single sided advertisement, internally illuminated, used to display a single sided portrait advertisement capable of sequential change | Pending consideration |
| 16/02503/A | Central Traffic Island Newfoundland Circus, Bristol | Erection and display of a single sided advertisement, internally illuminated, used to display a single sided portrait advertisement capable of sequential change | Pending consideration |
| 16/02824/A | 20 Easton Road, Bristol, BS5 0BY | Proposed replacement 12m x 3m internally illuminated unit with led screen 18.3m x 4.6m and LED name place 0.5 x 1.5m | Approved on 14 th July 2016 |
| 16/00488/A | 20 Easton Road, Bristol, BS5 0BY | Replacement 12m x 3m internally illuminated unit with LED screen of same size | Approved on 24 th March 2016 |
| 13/03873/A | Land Adj, Unit 1 Temple, Trading Estate, Cole Road, Bristol | Replacement of two internally illuminated 12m by 3m high 'light box' advertising units with two internally illuminated 12m x 3m high 'LED screen' advertising units | Approved on 8 th October 2013 |
| 05/02994/A | City Point Building, 1 Temple Gate, Bristol, BS1 6PX | Erection externally illuminated fascia and vertical column signs | Approved on 29 th November 2005 |

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3.2. Pre-Application Advice

- 3.2.1. The applicant has engaged with the Local Planning Authority through the Pre-Application process. A formal submission was made on Friday 10th June 2016.
- 3.2.2. A meeting took place with the client Maxx Media, ECE Planning and Stuart Langer, Nitin Bhasin, Jane Woodhouse and Mike Ayres of Bristol City Council on Wednesday the 20th July 2016 and a written response was received on 17th August 2016.
- 3.2.3. The comments predominantly related to the potential impact on the nearby Listed Buildings; these concerns are responded to later in this statement and in the Heritage Statement submitted as part of this application. The comments also relate to potential transports impacts; therefore, a Driver Distraction Statement has been submitted as part of this application. Further consultation has also been carried out with letters of support from local businesses included, in particular from Destination Bristol.

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4. The Proposal

- 4.1. The proposal involves the installation of an LED Digital Smartscreen on the north facing side of The City Point building located on Temple Gate. The LED Smartscreen itself would measure 8m wide by 4m in height with a 0.3m framing around the unit.
- 4.2. The LED Smartscreen will operate on a sophisticated sensor system that will adapt the levels of luminance to that required to make the display visible, i.e. higher luminance levels during daytime hours and particularly on bright sunny days. The screen would operate at low luminance (approximately 500cdm²) levels during evenings and night times and approximately 5000 cdm² during bright sunny days although due to the nature of LED screens, this only achieves visibility of the advertisement rather than significant or unacceptable levels of brightness.
- 4.3. The Smartscreen would display static images, which will dissolve and merge into new images on a timer basis. There will be no visible movement on the screen and the static images would be in place for 10 seconds at a time before 'merging' at a speed of around 1.8 seconds, representing a soft fade in and out to the following static image.
- 4.4. The advertisement is only proposed to operate between the hours of 0600 to 2300 daily.



Figure 4 - Artists Impression of Proposed LED Digital Smartscreen

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5. Policy Overview

5.1. Introduction

- 5.1.1. The National Planning Policy Framework 2012 and Planning Practice Guidance, Bristol Development Framework Core Strategy and the Bristol Local Plan, are of material consideration in determining this application. This section intends to address the planning policies deemed relevant in the determination of this application.

5.2. National Planning Policy Framework (NPPF)

- 5.2.1. At the heart of the NPPF is the presumption in favour of sustainable development. It states that planning should proactively drive and support sustainable economic development taking into account the needs of business communities.
- 5.2.2. In terms of advertisements, Paragraph 67 states that control over outdoor advertisements should be efficient, effective and simple in concept and operation. Advertisements should be subject to control only in the interests of amenity and public safety, taking into account cumulative impacts.
- 5.2.3. The NPPF also sets out a range of requirements in relation to good design and advertisements. It states in paragraph 56 that:

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people”

- 5.2.4. The guidance clearly requires that innovation is positively considered whilst respecting local distinctiveness and that the role of design is wider and incorporates a requirement to (paragraph 58):

“...establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.”

- 5.2.5. The function of place and the consideration given to the movement and connections between areas is a crucial element of good design (paragraph 61):

“Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.”

- 5.2.6. The proposal will enhance the visual amenity of this part of the City Centre, which is currently in the process of regeneration in order to achieve the highest standards of design and sustainability. It also has considerable public benefit in terms of the economy and the community. The installation of a digital Smartscreen that promotes local business and services is consistent with the principles of innovation and integration of modern design that benefits the connections between people and places.
- 5.2.7. Paragraph 67 of the NPPF identifies that poorly placed advertisements can have a negative impact on the appearance of the environment. The City Point Building currently has an uninspiring façade and therefore, as it currently stands, does not compliment the surrounding urban realm which includes nearby Listed Buildings.

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- 5.2.8. The LED screen is instead considered to significantly enhance The City Point Building by introducing a modern element to the external colourless façade. The proposals are not considered to cause detrimental harm to the neighbouring Listed Buildings, but will instead significantly improve the setting it sits within and the locality.

5.3. National Planning Practice Guidance (NPPG)

- 5.3.1. All relevant planning guidance within the National Planning Practice Guidance has been fully considered and taken into account with the preparation of this application.

- 5.3.2. The NPPG addresses advertisements at Paragraph: 067 Reference ID: 18b-067-20140306 and 068 Reference ID: 18b-068-20140306 in relation to considerations affecting public safety (also referred to in the Officer's Pre Application response). The accompanying Driver Behaviour Report (Dr Terry Lansdown) submitted alongside this advertisement application addresses each of the criteria within Paragraph 068 in detail, concluding that the proposal is acceptable in public safety terms, particularly should the advertisement comply with relevant industry guidelines.

- 5.3.3. At Paragraph: 079 Reference ID: 18b-079-20140306 of the NPPG the guidance sets out that,

'So, in assessing amenity, the local planning authority would always consider the local characteristics of the neighbourhood: for example, if the locality where the advertisement is to be displayed has important scenic, historic, architectural or cultural features, the local planning authority would consider whether it is in scale and in keeping with these features.'

This might mean that a large poster-hoarding would be refused where it would dominate a group of listed buildings, but would be permitted in an industrial or commercial area of a major city (where there are large buildings and main highways) where the advertisement would not adversely affect the visual amenity of the neighbourhood of the site.'

- 5.3.4. The accompanying Heritage Assessment (Orion Heritage) addresses the impact of the proposed Smartscreen on relevant heritage assets to the site in detail. The report acknowledges the importance of relevant assets, the Grade I listed British Empire and Common Wealth Museum in particular and notes that the sign would introduce a change to their setting but that this change would not affect how those settings contribute to the significance of the buildings. It was concluded that any effects on the significance of the buildings would be negligible. In line with the relevant paragraphs of the NPPG it is considered that the proposals would by no means dominate the heritage assets and is included within a context of entirely commercial buildings in a major city centre, with acceptable impacts in terms of visual amenity.

5.4. Bristol Development Framework – Core Strategy – Adopted June 2011

- 5.4.1. The Core Strategy is the primary document in the Bristol Development Framework and sets out the Councils **Spatial Vision** and **Strategic Objectives** in order to achieve their vision on how they want the city and its neighbourhoods to have changed and developed by 2026.

- 5.4.2. The site is located within the *Policy BCS2* area which promotes the intention for Bristol City Centre to be the focus for major development and regeneration to enhance the city's regional status. Policy BCS2 states that:

"Design of development will be expected to be of the highest standards in terms of appearance, function and sustainability."

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5.4.3. It is strongly contended that the digital Smartscreen will respond positively to this as it will provide the building with a modern and contemporary feature, consisting of the highest standards in terms of appearance, function and sustainability.

5.4.4. This is supported earlier on in the Core Strategy, under the section called “Spatial Vision and Objectives”:

“High quality design will be an essential part of all new development in the city to support quality of life and the attraction of the city to businesses and visitors.”

5.4.5. The City Point Building is a large 7 storey building which has little architectural interest; the sheer size and mass of the site means that the building negatively dominates the street scene. The proposed LED screen will contribute to the building and streetscene significantly by adding interest and colour; ultimately creating a more welcoming and interesting entrance in to the City centre.

5.4.6. Furthermore, the site is located in an area identified on ‘Diagram 4.2.1 City Centre Key Diagram in the Core Strategy’ as an ‘*improvement of City Centre gateways*’ area. The proposed site is therefore in an area in need of regeneration and modernisation; this proposal will make a valuable contribution to this area.

5.4.7. Policy BCS2 also states that:

“Continued improvement will be promoted in regeneration areas including Temple Meads”

5.4.8. It is not considered that the proposals will have a detrimental impact on the neighbouring Listed Buildings but will instead enhance the heritage assets by improving the appearance of this dominating building. This is supported by Policy BCS22:

“Development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance,”

5.4.9. It is also not considered that the proposals will take away visual interest from the listed buildings due to the small size of the proposed LED screen. The LED screen will instead provide a more interesting footfall from the station to Bristol Town Centre.

5.4.10. It is therefore considered that the proposals are compliant with the relevant policies as set out in the Core Strategy.

5.5. Bristol Local Plan – Bristol Central Area Plan – Adopted March 2015

5.5.1. The Central Area Plan is part of the Bristol Local Plan and explores how Bristol City Centre will develop over the next 15 years to 2026.

5.5.2. The site is located as within the City’s Enterprise Zone which means that a simplified regime of planning control is being introduced to encourage new development in the City Centre.

5.5.3. Policy BCAP35 is about the Bristol Temple Quarter in which this site falls in to. It states that:

“Sites within Bristol Temple Quarter (Policies Map site KS01) will be developed for a wide range of uses as part of the growth and regeneration of the area as an employment-led, mixed-use quarter of the city centre, an exemplar for new initiatives and a hub for all creative minded businesses.”

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5.5.4. The proposed LED Smartscreen will consist of high quality materials and will be a modern addition to a large, office building. The proposals will play not have a detrimental impact on any of the neighbouring Listed Buildings and is also not within a Conservation Area.

5.6. Bristol Local Plan - Site Allocations and Development Management Policies – Adopted July 2014

5.6.1. In consistency with the NPPF, Policy DM1 of the Bristol Local Plan is about '*presumption in favour of sustainable development*'.

5.6.2. Policy DM23 is about Transport Development Management and states:

“Development should not give rise to unacceptable traffic conditions and will be expected to provide:

i. Safe and adequate access for all sections of the community within the development and onto the highway network including designs which secure low vehicle speeds;”

5.6.3. This proposal does not unacceptably compromise the health, safety and amenity of the city and its citizens and will not give rise to any unacceptable traffic conditions.

5.6.4. Digital Smartscreens are not considered to adversely affect public safety and are considered compliant with relevant National and local Planning Policy and also standards and cases in the field of digital advertising. They have consistently been supported at Appeal by Planning Inspectors on highway and public safety grounds. It is not considered that it would represent any additional impacts that would compromise public safety in terms of either pedestrians or road users, particularly due to the careful control and management of illumination and timing and merging of static images.

5.6.5. In commercial and roadside locations (such as this site) drivers are used to being aware of their surroundings and are already alert to distractions and unexpected occurrences. Digital images are therefore unlikely to have a significant effect on driving attention. Such signs are becoming more commonplace as an accepted feature of roadsides and commercial areas, are less of an anticipated distraction and not so unusual as to affect the safe use and operation of public highways. There is a substantial body of evidence of the suitability and acceptability of digital displays in terms of highway safety.

5.6.6. The display and its function operates in line with the specific codes of practice (e.g. of the Advertising Standards Agency and the Outdoor Advertising Association) and in line with expert advice on the subject. Due to the sophisticated controls in terms of luminance, image movement and timings and the considered approach to merging of images it is considered that the digital screen is not considered to adversely affect a road user's view or distract road users due to unusual nature. The specific public safety issues related to the site location and proposed Smartscreen are addressed in detail within the accompanying Driver Behaviour Report (Dr Terry Lansdown).

5.6.7. The proposal will make use of an existing building and improving its appearance by incorporating a modern, contemporary feature to the exterior; this is therefore in line with *Policy DM26*.

5.6.8. *Policy DM30* is concerned about '*alterations to existing buildings*' and states that alterations must:

“-Respect the sitting, scale, form, proportions, materials, details and the overall design and character of the host building

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-Retain and/or reinstate traditional or distinctive architectural features”

5.6.9. The proposal does not propose to change the sitting, scale or form of the building. In comparison to the large existing building, the screen is small and will not dominate or remove any distinctive architectural features.

5.6.10. *Policy DM31* Heritage Assets requires, in relation to listed buildings that,

‘..development in their vicinity, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings.’

5.6.11. The Heritage Assessment addresses the impact in detail and the scheme is considered fully compliant with the objectives of this policy.

6. Planning Appraisal

6.1. Introduction

6.1.1. The following areas are considered most pertinent in the consideration and determination for this application:

- **Principle of Development**
- **Visual Amenity**
- **Impact on Neighbouring Listed Buildings**
- **Highway Safety**
- **Community Benefit**

6.2. Principle of Development

6.2.1. The proposed digital Smartscreen for which this application seeks Advertisement Consent represents an opportunity to positively improve and modernise an important and up-and-coming area in Bristol.

6.2.2. The site is located as within the **Enterprise Zone** which means that a simplified regime of planning control is being introduced to encourage new development in the City centre. The area has therefore been identified as a redevelopment zone and it is important that proposals are viewed against the existing and also future planned context of the surrounding area. The area within which the application site lies and wider area will be subject to significant redevelopment and physical change including:

- £100m Regeneration of Temple Meads Station (including redevelopment to accommodate new north and east entrances, removal of ramp, transport interchange and creation of civic spaces);
- Temple Gate Project: comprehensive highways redevelopment scheme;
- Engine Shed: enterprise hub providing workspace for a range of high-tech, creative and low carbon businesses within Brunel's Passenger Shed;
- New Bristol Arena: 12,000 seater stadium at the former diesel depot site.

6.2.3. As aforementioned, Maxx Media Limited operate a number of successful LED Digital Screens in many city and town centres in the UK. The business operates in a way that helps to support small local businesses, charities and services by providing free or affordable advertising alongside their commercial advertising activities. It is considered that there are significant public and economic benefits from the relationship between the proposed new digital space adjacent to this strategically important regeneration area of Bristol City centre.

6.1. Visual Amenity

6.1.1. The digital Smartscreen is considered to respect the character and appearance of the City Point Building and is highly compatible with the surrounding primarily commercial area. Situated on the northern elevation of the City Point Building, it will add some visual interest to the building and will 'make sense' of the blank grey square is currently discordant with the rest of the building. The digital Smartscreen would enhance the visual amenity of this part of the City Point Building introducing interest and vitality to the street.

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- 6.1.2. The proposed display would be viewed within a modern architectural and commercial context and would be enjoyed by many pedestrians daily who move to and from Temple Meads Railway Station to the City centre. The luminance of the Smartscreen will be controlled by a sophisticated sensor system to ensure that it can be seen comfortably during the day but that luminance levels would drop to low levels in the evenings, compliant with recommended levels for this type of display.
- 6.1.3. The proposed digital screen will measure 8m wide by 4m in height with a 0.3m framing around the unit and will be fixed to a series of truss frames which will be fixed to the internal building structure.
- 6.1.4. The Smartscreen would display static images, which will dissolve and merge into new images on a timer basis. There will be no visible movement on the screen and the static images would be in place for 10 seconds at a time before ‘merging’ at a speed of around 1.8 seconds, representing a soft fade in and out to the following static image. The advertisement is only proposed to operate between the hours of 0600 to 2300 daily.



Figure 5 - Existing Site



Figure 6 - Proposed SmartScreen

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- 6.1.5. As demonstrated in Figures 5 and 6, the Smartscreen has been designed to fit symmetrically over the existing discordant, blank square which was formerly the entrance from a raised pedestrian walkway on the City Point Building. This importantly means that the proposal will not cut across other design features and will not interfere with the existing building.
- 6.1.6. Council Officers have queried whether the display could be accommodated between the existing vertical concrete columns and within the existing grey square area. This would however result in a contrived and discordant feature as much of the visual interest of the Smartscreen is derived from its 'landscape' positioning. The proposed display has been sensitively placed within a supporting frame that sits symmetrically over the discordant square area and also helps to frame the currently blocked up entrance below at ground floor level.
- 6.1.7. Therefore, in terms of visual amenity, it is contended that the proposed Smartscreen has been designed to integrate with the existing elevations and as a result will be read as a part of the City Point Building without detrimental impact to the appearance of the local vicinity.
- 6.1.8. It is also considered that the design of the proposed advertisement screen will significantly enhance what is currently an uninspiring façade.

6.2. Impact on Neighbouring Listed Buildings

- 6.2.1. A Heritage Assessment produced by Orion Heritage has been submitted along with this application. The assessment considered the listed buildings within the Council's Pre Application response and the impact of the proposed display on their settings and the significance of the assets in question.
- 6.2.2. The detailed report should be considered in its own right although in summary and conclusion the Assessment identified that,

'4.2 A review of the development proposals confirmed that the proposed sign would be silent, and would have static images which transitioned slowly after being shown for a reasonable time. There would be no bright lights or flashing images. It was also noted that the contribution that the setting of the listed buildings makes to their significance does not depend on an absence of modern features, which in some cases serve to highlight the historic role of the buildings as conduits of commerce and travel.'

4.3 When considering this, and also the relationship of the study site to the listed buildings in the vicinity, it was clear that the sign would be noticeable and would introduce a change to their setting. However it was also clear that this change would not affect how those settings contribute to the significance of the buildings. Therefore it was concluded that any effects on the significance of the buildings would be negligible.

4.4 It therefore follows that the installation of the proposed sign would not result in unacceptable harm to the buildings, nor be contrary to national and local policies designed to protect these assets.'

6.3. Highway Safety

- 6.3.1. With regards to highways safety, the proposed signage would not compromise public safety in terms of both pedestrians and road users. In commercial areas (such as this site) drivers are used to being aware of their surroundings and are already alert to distractions and unexpected occurrences. Moving images are therefore unlikely to have a significant effect on their attention particularly due to the careful control and management of illumination and timing and merging of static images.

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- 6.3.2. Furthermore, digital screens are an increasingly common sight in commercial areas of city centres and have consistently been supported at Appeal by Planning Inspectors on highway and public safety grounds.
- 6.3.3. The display and its function operates in line with the specific codes of practice (e.g. of the Advertising Standards Agency and the Outdoor Advertising Association) and in line with expert advice on the subject. Due to the sophisticated controls in terms of luminance, image movement and timings and the considered approach to merging of images it is considered that the digital screen is not considered to adversely affect a road user's view or distract road users due to unusual nature
- 6.3.4. A Driver Behaviour Statement prepared by one of the foremost experts in driver behaviour in the UK, Dr Terry Lansdown, has been submitted as part of this application. The Statement must be read in detail as it addresses all aspects of driver behaviour in relation to the environment in question and the public safety requirements of relevant planning policy. The Executive Summary states that,

'The road section under consideration within the scope of this document presents no particular conditions of concern. Considering, the geometry, classification, and signage of the road section, all combine to provide circumstances where the demands on the driver are reasonable and not outside of 'normal' expectations for an urban setting.

9. Further, the proposal is not considered to impose unreasonable visual distraction. The supporting building is unremarkable and innocuous. The display is clearly intended primarily for pedestrian observers, and to a lesser extent for traffic emerging from Station Approach onto Temple Gate. The relative size of display for drivers emerging from Station Approach is sufficiently small to limit its potential utility for this audience. Further, in this context, drivers will have plenty of time to appropriately schedule any glances to the display unit, at the traffic-light controlled box junction before emerging onto Temple Gate. Junctions can be one of the more challenging features for drivers to negotiate, as a consequence of potential visual clutter. However, the highly controlled nature of the Station Approach exit, and the static presentation of advertisements both mediate this. Additionally, roadside advertising is now a routine feature for today's driver. In my view, the design and technical specifications of the display are reasonable and appropriate.

10. Assuming appropriate industry standards are adopted and the control of transitions between advertisements is not poorly managed, I see no reason that the proposal will impose an unreasonable additional visual distraction.

11. It must be stated that display technology is only one component of the potential for objects to distract drivers. A far larger potential factor is the content of advertisements. It is strongly recommended that should the display be approved, a requirement to comply with appropriate industry guidance be imposed. It is understood that Maxx Media fully intend to comply with such guidance, as evidenced in their Design and Planning Statement.'

- 6.3.5. In summary it is strongly contended that the proposals do not conflict with any of the stated considerations within paragraphs 18b-067-20140306 and 18b-068-20140306 of the NPPG. The Appeal proposals are fully compliant with the considerations affecting public safety and the acknowledgement that advertisements are intended to draw attention although less likely to result in road safety problems in commercial localities. The proposals are fully compliant with Paragraph 67 of the NPPF which states that control over outdoor advertisements should be efficient, effective and simple in concept and operation. Advertisements should be subject to control only in the interests of amenity and public safety, taking into account cumulative impacts.

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6.4. Public Benefit

- 6.4.1. The proposals by Maxx Media will represent a significant community benefit to both local charities and small local businesses. The nature of this digital platform is that a large number of advertisements can be run over short and long term periods to suit the needs of different groups, whereas billboard advertisements are made at significant costs and only available for longer term periods of 2 weeks or more.
- 6.4.2. The very nature of the digital screen allows Maxx Media to support the local business, charities & local community groups in Bristol by offering the digital space for free or at significant discount. A number of local charities and small businesses have already benefitted from advertisements delivered on Maxx Media's screens in other city centres. Maxx Media will offer the Council access to utilise the screen for public service and community announcements.
- 6.4.3. The proposed Smartscreen is capable of carrying out a key function within the City centre of Bristol and maximise the central location for pedestrians emerging from Temple Meads and within the Enterprise Zone, to encourage business and economic growth in line with the Council strategic objectives for the City. A letter of support has been prepared (attached at Appendix A) by Destination Bristol that acknowledges the important role that the screen can play in improving the economic position for residents and businesses at this key gateway to the centre.
- 6.4.4. A prime example of the successful operation of digital Smartscreens relate to digital spaces in Brighton and Cardiff City Centres. A number of small local businesses and charities have written to Maxx Media expressing the significant positive impact advertising on the screen has made to their activities and businesses. The screens lie in prominent locations along thoroughfares close to the train stations within both City centres. In support of this application we submit the following letters (Appendix B):
- Letter from Orchard Media Agency (small local business), Cardiff;
 - Letter from Hello Starling Ltd, Cardiff;
 - Letter from Brighton Fringe Festival (community organisation);
 - Letter from Mediaology (small business);
 - Letter from Brilliant Brighton (Brighton BID Ltd, Business Improvement Digital Company);
 - Letter from Brighton Digital Festival (community organisation) indicating increased awareness following their advertisement;
 - Letter from Martlets Hospice (charity);
 - Letter from Search Recruitment (small business);
 - Letter from St Ives House Accommodation Agency (small business) stating a fivefold increase in hits to their website;
 - Letter from Brighthelm Pre-School (charity);

7. Proposed Planning Conditions

7.1.1. We have suggested a set of planning conditions to the Council that are deemed to be appropriate in terms of the operation of the proposed LED screen and within industry norms:

1) The structure incorporating the LED digital display panel hereby approved shall be displayed only in accordance with the following:

a) Any advertisements displayed, and any site used for the display of advertisements, shall be maintained in a clean and tidy condition to the reasonable satisfaction of the local planning authority.

b) Any structure or hoarding erected or used principally for the purpose of displaying advertisements shall be maintained in a safe condition.

c) No advertisement shall be displayed so as to obscure or hinder the ready interpretation of any road traffic signal, railway signal or aid to navigation by water or air or so as otherwise to render hazardous the use of any highway, railway, waterway or aerodrome.

d) No individual advertisement displayed on the LED panel shall contain any images that resemble road signs or traffic signals.

e) A mechanism shall be in place to ensure that if the installation breaks down, it shall default to a blank screen, to avoid any flashing error messages or pixilation.

2) The digital display panel hereby approved shall not be in operation during the following hours 23:00 – 6:00.

3) The merging of images displayed on the screen hereby approved, shall take place over a 1.8 second period comprising an initial fade out over 0.4 seconds to a middle grey colour which would remain static for 1 second, followed by a 0.4 second fade in to the next image unless otherwise agreed in writing with the local planning authority.

8. Conclusions

- 8.1.1. The proposals are to erect a single LED Digital Smartscreen to the north elevation of the City Point building; the screen will face towards the Station Approach and will be designed to integrate with and significantly enhance what is currently an uninspiring façade.
- 8.1.2. The main issues which must be considered when determining planning applications for advertisements is whether they would impact negatively on the interests of visual amenity or on highway safety. In this case, the neighbouring listed buildings are also a consideration. It is also considered that the community and public benefits that would arise as a result of the Smartscreen are material considerations.
- 8.1.3. The proposed Smartscreen would be viewed within a modern architectural and commercial context and would be enjoyed by many pedestrians daily who move to and from Temple Meads Station to the City centre. It is considered that the design of the proposed advertisement will significantly enhance what is currently an uninspiring façade.
- 8.1.4. The luminance of the Smartscreen will be controlled by a sophisticated sensor system to ensure that it can be seen comfortably during the day but that luminance levels would drop to low levels in the evenings; therefore it will never be too bright or too dim.
- 8.1.5. The applicant, Maxx Media Limited, operate a number of successful LED Digital Screens within other city centres and the business operates in a way that helps to support small local businesses, charities and services by providing free or affordable advertising. The proposal represents a significant community benefit to such organisations but also through public advertising, potentially also to Bristol City Council.
- 8.1.6. In summary, we conclude that the proposed development would reflect and reinforce rather than detract from the commercial/retail related character of the street and adjacent listed buildings whilst representing a potential significant benefit to local charities and businesses within the City of Bristol. We therefore consider that the proposal represents sustainable development compliant with development plan policy and the provisions of National Planning Policy Guidance and the National Planning Policy Framework.

Appendix A – Letter of support from Destination Bristol



Maxx Media
Maxx House
108 Park Road
Chandlers Ford
Hampshire
SO53 1HY

12th September 2016

~~Dear Peter,~~

Dear Peter.

On behalf of Destination Bristol, I am writing in support of Maxx Media's proposal to erect an LED Smartscreen on the City Point building at Temple Gate, this follows our discussions at our recent meeting.

Destination Bristol's key objectives include encouraging more visitors into Bristol and at the same time helping develop a sustainable future for all of Bristol's tourism, hospitality, retail and leisure businesses.

We look forward to working with Maxx Media and taking up their generous offer of free advertising space on the screen. I note there will be considerable opportunities to utilise the Smartscreen to help improve the economic position, for our residents and businesses, the screen is located at a key pedestrian and public transport gateway to the heart of Bristol.

We know Maxx Media already successfully operate screens in some other English cities which help to support and develop all their businesses and charities, with some services / advertising provided 'free or affordable', this sits alongside your commercial advertising activities.

If your application is successful, we would aim to work with you to maximise the potential of this great opportunity here in Bristol.

If you require any further information from me, please me know.

Yours sincerely,



John Hirst
Chief Executive | Destination Bristol

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Appendix B – Letters of support from small businesses and charities

Orchard.

12 August 2016

Harry Weston
Maxx Media Limited
Maxx House
Park Road
Chandlers Ford
Hants
SO53 1HY

Dear Harry

Orchard have been working with Maxx Media over the past 18 months and have had nothing but outstanding service from the team.

As a media agency, we look for the best value for our clients, and our account manager, Harry, ensures that we are able to deliver this by using Maxx Media. Harry is always on the other end of the phone or on email, and will always strive to assist us in any way he can.

Always working in a highly professional manner, the flexibility he has demonstrated, with fast turnaround times, has been very well received from our clients. From changing artwork to last minute bookings, Maxx Media are always willing to assist in any way they are able.

The Maxx Media outdoor sites in Cardiff have enabled us to give local clients opportunities to advertise on high impact, high footfall platforms, where opportunities have not existed with other media platforms. Wherever possible, we oversee delivery of all of our campaigns, which keeps our client base extremely happy, and generates repeat bookings.

Maxx Media are always looking to accommodate our requests to the best of their ability, and have enabled some of our charitable sector clients to promote events and fundraising activities on the screen for minimal fees.

We would have no hesitation in recommending Maxx Media to other agencies or businesses, and hope that our relationship continues in the same professional, smooth way that we have experienced over the past 18 months.

Best Regards

Carys Osborne



INVESTOR IN PEOPLE



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ISO 9001
ISO 20121
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International
Accreditation Board

The Orchard Media & Events Group Ltd
Grŵp Cyfrygau a Digwyddiadau Orchard Cyf

Unit 50-51, Cardiff Business Park, Lambourne Crescent, Llanishen, Cardiff CF14 5GG
Uned 50-51, Parc Busnes Caerdydd, Lambourne Crescent, Llanisien, Caerdydd CF14 5GG

T: +44 (0) 29 20100888 F: +44 (0) 8714 332398 E: info@thinkorchard.com

Company No / Rhif Cwmni: 07214357

hellostarling

Hello Starling Ltd
4 Raleigh Walk
Brigantine Place
Cardiff
CF10 4LN

Maxx Media Limited
Maxx House
108 Park Road
Chandlers Ford
Hampshire
SO53 1HY

Dear Team Maxx Media,

We wanted to drop you a letter to say a huge thank you for supporting our local clients through the use of your brilliant digital screen in Cardiff city centre.

In particular, we are impressed by your dedication to supporting our clients through your pricing policy, giving access to the platform at affordable rates, whilst also offering complete flexibility.

Keep up the good work.

Kind regards,



Aaron McManamon
Team Hello Starling

t +44 (0) 292 044 0022
e hello@hellostarling
w www.hellostarling.com

Hello Starling.
4 Raleigh Walk
Brigantine Place
Cardiff
CF10 4LN

Subject: FW: Contacts and testimonial
Date: Thursday, 25 August 2016 at 10:37:12 British Summer Time
From: Peter Dixon
To: Peter Dixon
Attachments: image001.jpg

From: Kimberly Butler <kimberly.butler@brightonfringe.org>

Date: Tuesday, 9 June 2015 17:06

To: Harry Weston <harryweston@maxxmedia.co.uk>

Subject: Contacts and testimonial

Dear Harry,

Thank you so much for all of your support and please see below the testimonial that we are happy for you to publish on your website. We've had such great feedback from all of the sponsors who shared the two advertising slots. I've also listed below some videos of the festival that I think you will enjoy.

Testimonial

Maxx Media were instrumental in creating additional marketing opportunities for the Brighton Fringe Festival and our corporate sponsors bringing the festival to life in the animated big screen. They contributed towards making the Brighton Fringe Festival the most successful festival ever with a 30% increase in sales and attendance and a 200% increase in our loyalty programme. The team are the ultimate professionals and work with you on creating the right message to make sure it is the most impactful for the big screen.

Kimberly Butler - Marketing Director, Brighton Fringe Festival

Videos

Week One – Outdoor: <https://vimeo.com/127169361>

Week Two – Nightlife: <https://vimeo.com/127822052>

Week Three – Kids Events: <https://vimeo.com/128482421>

Week Four – Theatre: <https://vimeo.com/129200123>

Kind regards

Kimberly

Kimberly Butler | Marketing Director | Brighton Fringe

01273 764902 office | +44 7720242929 Mobile

5 Palace Place, Brighton BN1 1EF

Brighton Fringe 2016 dates: 6 May – 5 June

Registration opens – 19 October 2015

Early Bird discount period – 19 October – 14 December 2015

Registration deadline – 29 January 2016

Click [here](#) to join our NEW Friends of Brighton Fringe membership scheme.



www.brightonfringe.org

Twitter: [@brightonfringe](https://twitter.com/brightonfringe)

Facebook: [Brighton Fringe page](#)

www.youtube.com/user/BrightonFringeTV

Registered Charity Number 1116367 | VAT number 892 5694 68 | Brighton Fringe Ltd | Company number 5578256



MEDIAOLOGY
CREATING OUTDOOR PROMINENCE

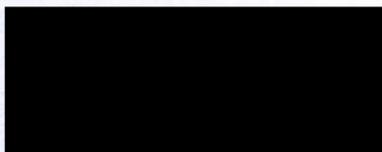
4 Taylor Drive The Green Throop Bournemouth Dorset BH8 0PZ Tel: 07949 502409 / 01202 512663
E-mail: j.robbs@mediaology.co.uk Website: www.mediaology.co.uk

Testimonial

From an agency perspective, I have utilised digital panels for a wide range of local business organisations and have always been very impressed with the high level of service and professionalism of Maxx Media.

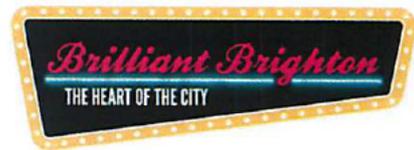
I always consider that they are very supportive of local companies, with a rate card that reflects a discounted pricing structure to help these organisations raise awareness and increase profile. In addition, I represent charities and Maxx Media have supported these with exceptionally low rates or in some instances free of charge space.

I wouldn't hesitate in recommending Maxx Media



Julian Robbins
Company Director
Mediaology Ltd

COMPANY REGISTRATION NUMBER: 4890480
VAT REGISTRATION NUMBER: 828 1332 50
REGISTERED ADDRESS:
114 CHRISTDHURCH ROAD
RINGWOOD HAMPSHIRE BH24 10P
COMPANY DIRECTOR: JULIAN ROBBINS



Harry Weston
Maxx Media Limited
Maxx House
40 Hiltisbury Road
Chandlers Ford
Hampshire
SO53 5SS

22 October 2014

Dear Harry,

Maxx Media SmartScreen QueensRoad, Brighton

I would like to thank you personally for everything you have done to help us to advertise Brilliant Brighton on the Maxx Media SmartScreen on Queens Road in Brighton.

The location is perfect for us and the unbeatable footfall of visitors to Brighton, arriving at the station and walking directly towards the Screen, is fantastic!

As you know we are particularly keen to showcase the city, and the ability to use film as well as static media on your Smartscreen, is of great benefit to us, especially given that we have not ever been able to access outdoor advertising sites in the past, due to the nature of the way they are sold.

We will certainly be using Maxx Media again in the future and you'll be pleased to know that I'm sure a number of the small businesses I deal with will be in touch with a view to booking the screen in the future.

Best wishes,



Gavin Stewart
Brighton BID Manager

Brighton BID Limited
First Floor, 8-11 Pavilion Buildings, Brighton, BN1 1EE
Tel: 01273 735442 / info@brightonbid.com

Brighton BID Ltd, The Business Improvement District Company
A Company Limited by Guarantee. Registered in England and Wales (Co No 5686818), VAT No: 896 2809 68
Registered Office: 8-11 Pavilion Buildings, Brighton, BN1 1EE



Catherine Kiely
Maxx Media Ltd
Maxx House
40 Hiltingbury Road
Chandlers Ford
Hampshire
SO53 5SS

Tom Bailey
Brighton Digital Festival
c/o The Fusebox
Unit D-E, Level 4 North
New England House
Brighton
BN1 4GH

Monday 7th October 2013

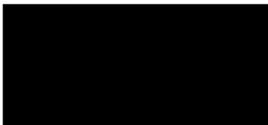
Dear Catherine,

Brighton Digital Festival 2013 – Maxx Screen ident

Now that the team and I are a little recovered from what was a extremely busy and successful September, I wanted to drop you a quite note to thank you again for Maxx Media's support of Brighton Digital Festival this year.

Having the sting running on the big screen on Queens Road was fantastic for us. It really raised awareness of the festival within Brighton & Hove, and with an appropriate wow factor too. Lots of people commented on having seen it, and it became a topic of conversation in it's own right, which was exactly what we'd hoped. Many thanks again to you, Peter, and the team.

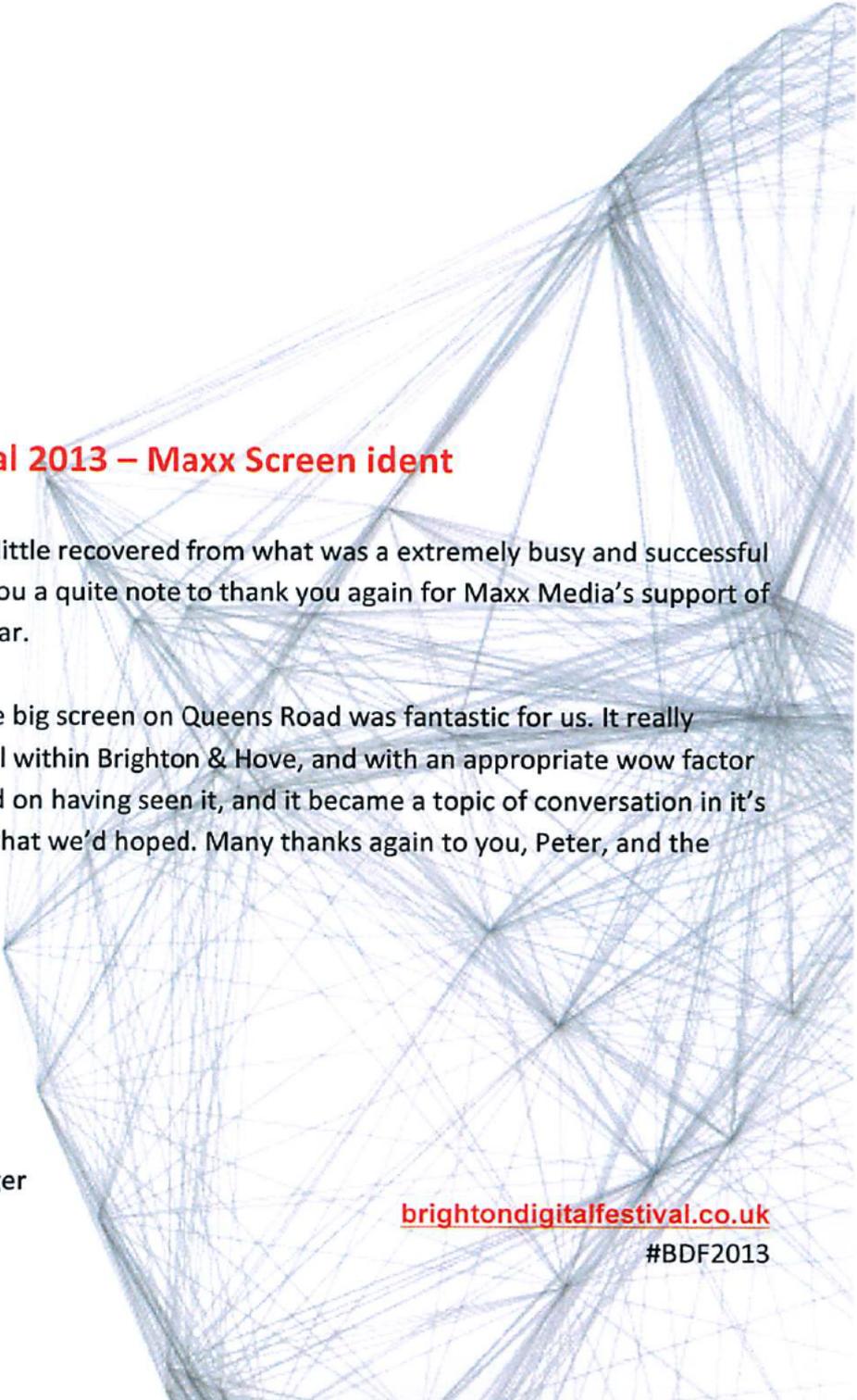
Yours sincerely



Tom Bailey
Brighton Digital Festival Manager

brightondigitalfestival.co.uk

#BDF2013





Martlets

Care, compassion and support

IN HOSPICE
& AT HOME

Maxx Media Limited

Maxx House

40 Hiltigbury Road

Chandlers Ford

Hampshire

SO53 5SS

Martlets Hospice
Fundraising and Lottery Office
Unit 5, Sussex House Business Park
270 Old Shoreham Road
Hove, East Sussex
BN3 7DX

T: 01273 747 455

F: 01273 747 445

www.themartlets.org.uk

fundraising@themartletshospice.co.uk

27th January 2014

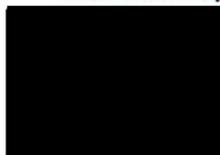
Dear Catherine

We would like to extend our sincere thanks to your organisation for enabling us to promote our fundraising events on your big screen. Although we are a well-known charity in Brighton & Hove, we are always looking for ways to reach new supporters. Since our advert appeared on your screen we have seen an increase in registrations for our fundraising event. It would usually be prohibitively expensive for us to advertise on an interactive bill board so we are very grateful that you are able to offer us either free advertising or charity rates.

Your screen is a great position to reach people who are often stuck in traffic on the main road into town from the station. The screen is also a real enhancement to the local area.

Thank you for your continued support.

Yours sincerely,



Robert Griffiths

Director of Fundraising, Martlets Hospice

Harry Weston
Maxx Media Limited
Maxx House
40 Hiltingbury Road
Chandlers Ford
Hampshire
SO53 5SS

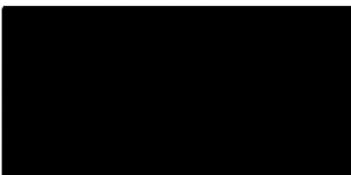
18th November 2014

Dear Harry,

Please find below feedback from Search Consultancy which you can use as advertising wherever you wish.

Search has been delighted with our presence on the digital billboard on Queens Road, which has driven an increase in brand awareness and cemented our position as one of the leading recruitment consultancies in the Brighton and Hove area. We've already noticed an increase in business and employee engagement has never been stronger with our appearance on the billboard a major talking point in the office. The billboard has been an excellent investment for us and we will definitely consider using it again in future.

Yours sincerely



Rhona Deb
Marketing Delivery Manager



St Ives House

Luxury boutique accommodation in a stunning location

Mr Peter Dixon
Maxx Media Limited
Maxx House
40 Hiltingbury Road
Chandlers Ford
Hampshire
SO53 5SS

25 April 2013

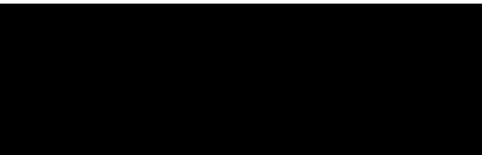
Dear Mr Dixon

I would like to express my gratitude to you for giving me, as a small business, advertising space on your Digital Screen in Brighton. It was really clever of you to give us a few days free of charge. This proved to us the outstanding results that advertising on the screen produced as our google hits went up fivefold during those few days. It was therefore a very easy decision to pay for further time. The whole campaign has led to a much increased enquiry and booking rate.

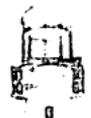
I think it is commendable that you look after the local community, charities and small businesses.

Thank you so much again – we are really grateful.

Yours sincerely



Julia and the St Ives House Team





Brighthelm Church and Community Centre Trust | North Rd, Brighton BN1 1YD | t: 01273 821512 | f: 01273 770306 | e: info@brighthelm.org.uk

19th December 2013

To: Maxx Media

Dear Peter

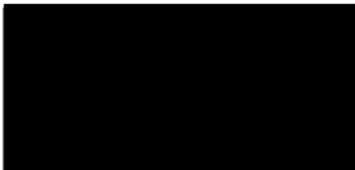
We are writing to express our gratitude for allowing us to use the Smart Board in Brighton to advertise our small, charity run Pre-school.

This has made an enormous difference to our marketing campaign: we aim to reach disadvantaged children in and around Brighton and Hove, enabling them to access affordable, quality childcare for children aged 2-5 years.

Your Smart Board is seen by thousands of people every day and so is an invaluable tool to help us, we cannot thank you enough for your support; this will go a long way to making the lives and futures of certain children brighter.

Wishing you, and your colleagues a restful Christmas and prosperous New Year.

Very warm regards



Tracy Beaver

Pre-school Manager