

2017/0284/A - Bus Stop outside 210 High Holborn



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Photo 1 – view facing east towards Holborn Underground station



Photo 2 – view facing west towards New Oxford



Delegated Report (Members Briefing)		Analysis sheet		Expiry Date:	14/03/2017
		N/A		Consultation Expiry Date:	09/02/2017
Officer			Application Number(s)		
Tony Young			2017/0284/A		
Application Address			Drawing Numbers		
Bus Stop outside 210 High Holborn London WC1V 7DL			See draft decision notice		
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature		
Proposal(s)					
Display of 1x internally illuminated digital screen facing inwards to the existing bus shelter structure no. CAM00129AB.					
Recommendation(s):		Grant Advertisement Consent (with conditions)			
Application Type:		Advertisement Consent			

Conditions or Reasons for Refusal:	Refer to Draft Decision Notice					
Informatives:						
Consultations						
Interested parties:	No. notified	00	No. of responses	02	No. of objections	02
			No. Electronic	00		
Summary of consultation responses:	<p><u>Jeff Claxton (resident living in Russell Square Mansions)</u> - an objection has been received as follows:</p> <p>“I wish to object to this application on the grounds that the internally illuminated digital screens by reason of their location, size and design and method of illumination would be unduly dominant and visually obtrusive in the street scene, failing to preserve and enhance the character and appearance of the area and harming the setting of the adjacent buildings. This seems contrary to policies CS5 (Managing the impact of growth and development) and CS14 (Promoting high quality places and conserving our heritage).”</p> <p><u>Officer’s response:</u> See section 3-3.15 below.</p>					
CAAC/Local groups comments:	<p><u>Covent Garden Community Association</u> - an objection has been received as follows:</p> <p>“The internally illuminated digital screen by reason of its location, size and design, would be dominant and visually obtrusive in the street scene, which fails to preserve and enhance the character and appearance of the conservation area (see CS5, CS9, CS14 & DP25) and harms the setting of the adjacent Grade II and Grade II* listed buildings. In addition to Council policies (see CS5, CS9, CS14, DP25, CPG1), the Council has a statutory obligation to preserve or enhance the borough’s listed buildings. Additionally, the use of internal illumination is inappropriate and unsympathetic in a conservation area, and conflicts with Camden planning policy (see CGP1, 8.11-8.15; & DP25).”</p> <p><u>Officer’s response:</u> See section 3-3.15 below.</p>					

Site Description

The bus shelter structure is located outside a 6-storey plus basement building situated on the south side of High Holborn. The building is currently used as offices on the upper floors with a bank occupying the ground floor.

The site is not listed and is located within the Bloomsbury conservation area. There are 2 Grade II listed buildings (nos. 208 and 212) positioned either side of the existing bus shelter structure.

Relevant History

2010/2972/A - Display of internally illuminated poster panel to bus shelter. Advertisement consent approved 08/09/2010

History in nearby locality:

2015/5199/A (Bus Shelter outside Lincoln House, 296-302 High Holborn) - Installation of double-sided structure to existing bus shelter no.0107/0143 for display of digital screen and non-illuminated static poster panel. Advertisement consent refused 22/01/2016. Reason for refusal: the internally illuminated digital screen by reason of its location, size and design, would be unduly dominant and visually obtrusive in the street scene, failing to preserve and enhance the character and appearance of the Bloomsbury Conservation Area.

2017/0269/A (Bus Shelter outside of 8-13 High Holborn) - Display of 2x internally illuminated digital screens to bus shelter structure no. CAM00070AB. Advertisement consent approved 06/03/2017

2017/0291/A (Bus Stop High Holborn WC1V 7EN) - Display of 1x internally illuminated digital screen facing inwards to the existing bus shelter structure no. CAM001454AB. Advertisement consent approved 09/03/2017

2017/0114/A (Bus Stop outside 77-91 New Oxford Street) - Display of 1x internally illuminated digital screen facing inwards to the existing bus shelter structure no. CAM00023AB. Advertisement consent approved 13/03/2017

Registered applications in nearby locality yet to be determined

2017/0278/A (Bus Stop, Outside Commonwealth House, New Oxford Street) - Display of 2x internally illuminated digital screens to bus shelter structure no. CAM00105AB.

Relevant policies

LDF Core Strategy and Development Policies

Core Strategy Policies

CS5 – Managing the impact of growth

CS14 – Promoting high quality places and conserving our heritage

CS17 – Making Camden a safer place

Development Policies

DP21 - Development connecting to the highway network

DP24 – Securing high quality design

DP25 - Conserving Camden's heritage

DP26 – Managing the impact of development on occupiers and neighbours

Draft Camden Local Plan*

A1 - Managing the impact of development

D2 - Heritage

D4 - Advertisements

T1 - Prioritising walking, cycling and public transport

* The emerging Camden Local Plan is reaching the final stages of its public examination. Consultation on proposed modifications to the Submission Draft Local Plan began on 30 January and ends on 13 March 2017. The modifications have been proposed in response to Inspector's comments during the examination and seek to ensure that the Inspector can find the plan 'sound' subject to the modifications being made to the Plan. The Local Plan at this stage is a material consideration in decision making, but pending publication of the Inspector's report into the examination only has limited weight.

Camden Planning Guidance

CPG1 (Design) - Chapter 8: Advertisements, signs and hoardings (2015)

Bloomsbury Conservation Area Appraisal and Management Strategy (adopted April 2011)

National Planning Policy Framework 2012

The London Plan 2016

Town & Country Planning (Control of Advertisements) (England) Regulations 2007

Transport for London Guidance for Digital Roadside Advertising 2013

Assessment

1. Proposal and Background

1.1 Advertisement consent is sought for the replacement of 1 x internally illuminated panel within the bus shelter with a single-sided, internally illuminated digital advertisement panel positioned on the right-hand side of an existing bus shelter structure. The internally illuminated panel on the outside of the shelter will be retained.

1.2 The site forms part of a list of bus shelters that are managed by the Council.

2. Revision

2.1 The scheme was revised during the course of the application from a double-sided digital panel to a single-sided inside only panel in order to address design concerns.

3. Assessment

3.1 The Town and Country Planning (Control of Advertisements) Regulations 2007 permits the Council to only consider amenity and public safety matters in determining advertisement consent applications.

3.2 Camden's Planning Guidance CPG1 states that consideration should be given in conservation

areas and on or near listed buildings to the sensitivity and historic nature of these areas or buildings, and that adverts should not obscure or damage any special architectural features of the building. Further, illumination should be sympathetic to the design of the building in which it is located.

3.3 Therefore, the principal considerations material to the determination of this application are:

a. Design and amenity:

- the design and impact of the proposal on the streetscene, appearance of the host building and the character and appearance of the Bloomsbury conservation area and nearby listed buildings;

b. Public safety:

- impact of the proposal on highway safety and neighbouring amenity.

Design and visual amenity

3.4 The proposed digital advertising panel would measure approximately 1.34m wide by 2.35m high with an advertising face covering an area of approximately 2.5sqm located on the inside of the bus shelter. The scheme was revised following officer advice from a double advertisement panel to a single panel. The outside panel would remain as existing (internally illuminated panel). The digital advertisement would appear as an integral part of the structure.

3.5 Two consultation responses have been received from the Covent Garden Community Association and a resident in Russell Square Mansions on the grounds that the proposal would be unduly dominant and visually obtrusive in the street scene, fail to preserve and enhance the character and appearance of the conservation area and harm the setting of the adjacent listed buildings (see consultation section above). Due consideration has therefore been given in view of the structure's position within the Bloomsbury conservation area and its proximity to the nearby listed buildings following the concerns expressed and in so far as this accords with CPG1.

3.6 It is accepted that all advertisements are intended to attract attention; however, the proposed advertisements are to replace existing illuminated advertising panels that form part of the structure of the bus shelter (see figures 1 & 2).



Figure 1 – view facing east towards Holborn Underground station



Figure 2 – view facing the structure from across the main road on High Holborn

- 3.7 The bus shelter is a stand-alone modern structure with illuminated panels located outside commercial ground floor units including banks, retail shops and a public house with associated signage and mainly office uses on upper floors on the busy High Holborn thoroughfare. Whilst officers acknowledge that there are limited examples of digital adverts in this location, it is also recognised that it is a commercial area with associated signage.
- 3.8 It is considered that the inside only digital panel would be clearly read as an integral part of the bus shelter and not detract from the character and appearance of the Bloomsbury conservation area or nearby listed buildings. Furthermore, conditions to ensure that the digital display replicates the existing advertisement panel are recommended. The advert would be static, with controlled times of how long one image can be displayed and controls on the change over time between each advert. In addition, it is recommended that the luminance level is limited to 300 candelas at night (below that recommended by 'The Institute of Lighting Professional's 'Professional Lighting Guide 05: The Brightness of Illuminated Advertisements' 2015) and 2,500 candelas during the day to ensure that the visual impact of the addition on the wider area is limited. These measures would ensure that the digital advertisement panel would not have a detrimental impact or be unduly dominant on the character and appearance of the host building, Bloomsbury conservation area nor nearby listed buildings.
- 3.9 Whilst it is accepted that the method of illumination would cause some light spill, it is recognised that the existing bus shelter structure already has existing advertisement panels and is positioned in a commercial area with associated signage. The proposal was amended from double to single sided facing inwards to ensure that the digital advertisement panel would not have a detrimental impact on the setting of the nearby listed buildings (the nearest being Grade II listed at nos. 208 and 212), nor adversely impact the character and appearance of the Bloomsbury conservation area. The proposed single panel would ensure that any adverse impacts from glare or light intensity are significantly reduced. The screen also faces away from these nearest listed buildings. Additionally, in order to further minimise any possible adverse impact, lower levels of illumination during the hours of darkness and restrictions on the rate of change of the display are secured by condition attached to this consent.
- 3.10 The proposed digital screen display units are therefore considered to be acceptable in terms of size, design, location and method of illumination.

Neighbouring amenity

- 3.11 The existing bus shelter structure is positioned on a busy thoroughfare with the screens facing away from the nearest neighbouring occupiers and the proposal has been revised so it is located on the inward facing panel of the bus shelter so limiting any adverse effects from light spill that might be experienced by the commercial environment at ground floor level or mainly office uses above.
- 3.12 As stated previously, lower levels of illumination during the hours of darkness and restrictions on the rate of change of the display are secured by condition attached to this consent in order to further minimise any adverse impact. On balance, the proposed screens would not therefore be considered significantly harmful to neighbouring occupiers.

Public Safety

- 3.13 In terms of size, siting and method of illumination the proposal is not considered detrimental to highways safety especially as there is an existing advertisement panel already in place. It would replicate the dimensions of the existing advertisement panel so would not impact upon pedestrian movement around the bus shelter.
- 3.14 The only change would be that the existing gap at the bottom of the shelter would be removed. Whilst this gap allows the feet of someone who is stood directly behind it to be visible, its impact on loss of surveillance would be minimal. The remainder of the bus shelter will remain open with glazed panels allowing people within the shelter to be seen. It is considered that given the bus shelter is an existing structure which already has illuminated panels extending the majority of the height of the structure that it would be used and function in much the same way as exists at present.
- 3.15 As the advertisements would be seen by drivers in moving traffic, this permission includes a condition that restricts the display of moving images and luminance levels. On balance, the location of the advertisements within the highways network is not considered to be hazardous to vehicular or pedestrian traffic and therefore raises no public safety concerns.

4. Recommendation

- 4.1 The proposed signage is in general compliance with policies CS5, CS14, CS17, DP21, DP24, DP25 and DP26 of the Local Development Framework (as well as, the emerging Camden Local Plan policies A1, D2, D4 and T1), and as such, the application is therefore recommended for approval.
- 4.2 Grant Advertisement Consent (with conditions).

Disclaimer

The decision to refer an application to Planning Committee lies with the Director of Regeneration and Planning. Following the Members Briefing panel on Monday 20th March 2017, nominated members will advise whether they consider this application should be reported to the Planning Committee. For further information, please go to www.camden.gov.uk and search for 'Members Briefing'.

SM Planning
80-83 Long Lane
London
EC1A 9ET

Application Ref: **2017/0284/A**
Please ask for: **Tony Young**
Telephone: 020 7974 **2687**

14 March 2017

DRAFT

Dear Sir/Madam

DECISION

Town and Country Planning Act 1990

Advertisement Consent Granted

Address:

**Bus Stop outside 210 High Holborn
London
WC1V 7DL**

DECISION

Proposal:

Display of 1x internally illuminated digital screen facing inwards to the existing bus shelter structure no. CAM00129AB.

Drawing Nos: CAM00129AB - Site Location Plan, Site Plan, Photos, Elevations (02/03/2017).

The Council has considered your application and decided to grant consent subject to the following condition(s):

Conditions and Reasons:

- 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.

Reason: - As required by regulation 2(1) and Schedule 2 of the Town & Country Planning (Control of Advertisements) (England) Regulations 2007.

Executive Director Supporting Communities



- 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

Reason: - As required by regulation 2(1) and Schedule 2 of the Town & Country Planning (Control of Advertisements) (England) Regulations 2007.

- 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.

Reason: - As required by regulation 2(1) and Schedule 2 of the Town & Country Planning (Control of Advertisements) (England) Regulations 2007.

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

Reason: - As required by regulation 2(1) and Schedule 2 of the Town & Country Planning (Control of Advertisements) (England) Regulations 2007.

- 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: - As required by regulation 2(1) and Schedule 2 of the Town & Country Planning (Control of Advertisements) (England) Regulations 2007.

- 6 The advertisement display shall be statically illuminated and the intensity of the illumination of the digital sign shall not exceed 2500 candelas per square metre during the day and 300 candelas per square metre during the hours of darkness in line with the maximum permitted recommended luminance as set out by 'The Institute of Lighting Professional's 'Professional Lighting Guide 05: The Brightness of Illuminated Advertisements' 2015. The levels of luminance on the digital sign should be controlled by light sensors to measure the ambient brightness and dimmers to control the lighting output to within these limits.

REASON: To ensure that the advertisement does not harm the character and appearance of the area and does not create a distraction to pedestrian or vehicular traffic and therefore cause a hazard to highway safety. In accordance with the requirements of policies CS5, CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP21, DP24, DP25 and DP26 of the London Borough of Camden Local Development Framework Development Policies, policies D2, D4, A1 and T1 of the Camden Local Plan Submission Draft 2016, and Transport for London Guidance for Digital Roadside Advertising.

- 7 The digital sign shall not display any moving, or apparently moving, images (including animation, flashing, scrolling three dimensional, intermittent or video elements).

REASON: To ensure that the advertisement does not harm the character and appearance of the area and does not create a distraction to pedestrian or vehicular traffic and therefore cause a hazard to highway safety. In accordance with the requirements of policies CS5, CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP21, DP24, DP25 and DP26 of the London Borough of Camden Local Development Framework Development Policies, policies D2, D4, A1 and T1 of the Camden Local Plan Submission Draft 2016 and Transport for London Guidance for Digital Roadside Advertising.

- 8 The minimum display time for each advertisement shall be 10 seconds.

REASON: To ensure that the advertisement does not harm the character and appearance of the area and does not create a distraction to pedestrian or vehicular traffic and therefore cause a hazard to highway safety. In accordance with the requirements of policies CS5, CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP21, DP24, DP25 and DP26 of the London Borough of Camden Local Development Framework Development Policies, policies D2, D4, A1 and T1 of the Camden Local Plan Submission Draft 2016 and Transport for London Guidance for Digital Roadside Advertising.

- 9 The interval between advertisements shall take place over a period no greater than one second; the complete screen shall change with no visual effects (including fading, swiping or other animated transition methods) between displays and the display will include a mechanism to freeze the image in the event of a malfunction.

REASON: To ensure that the advertisement does not harm the character and appearance of the area and does not create a distraction to pedestrian or vehicular traffic and therefore cause a hazard to highway safety. In accordance with the requirements of policies CS5, CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP21, DP24, DP25 and DP26 of the London Borough of Camden Local Development Framework Development Policies, policies D2, D4, A1 and T1 of the Camden Local Plan Submission Draft 2016 and Transport for London Guidance for Digital Roadside Advertising.

- 10 No advertisement displayed shall resemble traffic signs, as defined in section 64 of the Road Traffic Regulation Act 1984.

REASON: To ensure that the advertisement does not create a distraction to pedestrian or vehicular traffic and therefore cause a hazard to highway safety. In accordance with the requirements of policies CS5, CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP21 and DP26 of the London Borough of Camden Local Development Framework Development Policies, policies D2, D4, A1 and T1 of the Camden

Local Plan Submission Draft 2016 and Transport for London Guidance for Digital Roadside Advertising.

- 11 The footway and carriageway on the Transport for London Road Network (TLRN) and Strategic Road Network (SRN) must not be blocked during the installation and maintenance of the advertising panel. Temporary obstruction during the installation must be kept to a minimum and should not encroach on the clear space needed to provide safe passage for pedestrians, or obstruct the flow of traffic.

REASON: To ensure that the advertisement does not create a distraction to pedestrian or vehicular traffic and therefore cause a hazard to highway safety. In accordance with the requirements of policies CS5, CS14 and CS17 of the London Borough of Camden Local Development Framework Core Strategy and policies DP21 and DP26 of the London Borough of Camden Local Development Framework Development Policies, policies D2, D4, A1 and T1 of the Camden Local Plan Submission Draft 2016 and Transport for London Guidance for Digital Roadside Advertising.

Informative(s):

- 1 The emerging Camden Local Plan is reaching the final stages of its public examination. Consultation on proposed modifications to the Submission Draft Local Plan began on 30 January and ends on 13 March 2017. The modifications have been proposed in response to Inspector's comments during the examination and seek to ensure that the Inspector can find the plan 'sound' subject to the modifications being made to the Plan. The Local Plan at this stage is a material consideration in decision making, but pending publication of the Inspector's report into the examination only has limited weight.

In dealing with the application, the Council has sought to work with the applicant in a positive and proactive way in accordance with paragraphs 186 and 187 of the National Planning Policy Framework.

You can find advice in regard to your rights of appeal at:

<http://www.planningportal.gov.uk/planning/appeals/guidance/guidancecontent>

Yours faithfully

Director of Regeneration and Planning

DRAFT

DECISION