



Appeal Decision

Site visit made on 24 November 2025

by N Robinson BA (Hons) MA MRTPI

an Inspector appointed by the Secretary of State

Decision date: 26TH November 2025

Appeal Ref: APP/Z0116/Z/25/3373441

2 Clare Street, Bristol BS1 1XR

- The appeal is made under Regulation 17 of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 (as amended) against a refusal to grant express consent.
 - The appeal is made by Mr Justin Myers (BLOW UP MEDIA UK LTD) against the decision of Bristol City Council.
 - The application Ref is 25/12487/A.
 - The advertisement proposed is temporary printed decorative scaffold shroud screen comprising a 1:1 coloured image of the building facade with an inset advertising area measuring 8.7 X 6.1 metres.
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. The Regulations, the National Planning Policy Framework (the Framework) and Planning Practice Guidance (PPG) all make it clear that advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts. The Council has referred to conflict with policies of the Bristol Core Strategy (2011) (BCS), the Site Allocations and Development Management Policies (2014) (SADMP) and Central Area Plan (2015) (CAP). I shall determine the appeal on that basis, taking the policies into account as material considerations in so far as they are relevant to amenity and public safety.

Main Issues

3. The main issues are the effect of the proposal on visual amenity and public safety.

Reasons

Amenity

3. The site is 2 Clare Street, a 4 storey grade II listed building which occupies a prominent corner plot at the junction between Clare Street and Baldwin Street. The building originates from the late 19th century and is described in the listing as Jacobethan style with Renaissance style details. The significance of the building appears to lie in its architectural interest and the contribution the appearance of the building makes to the wider street scene. The site is in the City and Queen Square Conservation Area (CA), which covers the historic heart of the city including Queen Square, a formal open space of architectural and historical interest. The CA is characterised by dense and interconnected developments of various historical eras and styles of architecture. Its significance lies in its attractive buildings and rich history. As an attractive historic building 2 Clare Street makes a positive

contribution to the CA and the wider street scene. Large advertisements and advertisements to the upper floors of buildings are not a particular characteristic of the streetscape.

4. The proposal is for a printed decorative scaffold shroud screen, comprising a coloured image of the building façade which would shroud scaffolding on both frontages of the building. The shroud would contain an advertisement on the Baldwin Street elevation printed onto PVC measuring 6110mm x 8700mm in line with the first and second floors of the building. This would be in place for 9 months whilst repair works are carried out. Overhead lights are proposed; however, the appellant has expressed a willingness to remove these from the proposal.
5. In comparison to functional scaffolding netting, the decorative shroud would add visual interest to the building whilst it is under repair. I note that the advertisement has been reduced in scale from an earlier proposal¹ and would cover approximately 14% of the shroud. However, whilst limited to the Baldwin Street frontage it would still be large and prominently sited. Even without external illumination it would be highly visible in views from the surrounding area, in which it would appear as a prominent and incongruous addition to the building and the wider street scene, resulting in harm to the character and appearance of the surrounding area including the CA.
6. I have a statutory duty² to have special regard to the desirability of preserving or enhancing the character or appearance of a Conservation Area. I have found that the proposal would be harmful to the CA. In the words of the Framework the proposal would lead to less than substantial harm. Under such circumstances, the Framework advises that this harm should be weighed against the public benefits of the proposal. The repair of the building will contribute to its longevity and enhance its contribution to the street scene and the wider CA. However, whilst it is stated that the advertisement would generate revenue for the restoration work, thereby ensuring a speedy site development, there is no compelling evidence before me that the repair of the building is dependent on this revenue, nor can I be assured that the revenue would be spent on the building's repair. I therefore afford this benefit limited weight. Whilst acknowledging that the shroud would present more visual interest than functional scaffolding netting, as this shroud would also include the advertisement which I have found to be harmful to the character and appearance of the area, it is a benefit which attracts limited weight.
7. Although the harm to the significance of the designated heritage asset is of a modest nature and would be for a relatively short timescale, as this harm carries considerable importance and weight, the limited public benefits of the development have not been shown to outweigh this harm. Conflict therefore arises with the historic environment protection policies in the Framework.
8. The advertisement would cause harm to the visual amenity of the area and would fail to preserve or enhance the CA contrary to BCS policies BCS21 and BCS22, SADMP policies DM29 and DM31 and CAP policy BCAP44 which require development to be of a high design quality that contributes positively to local character and distinctiveness; to safeguard heritage assets; and to conserve and where appropriate, enhance heritage assets or their settings.

¹ APP/20116/H/22/3311451

² Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990

Public safety

9. The site is located close to a busy junction where multiple routes dissect including roads, bus routes and cycle and pedestrian crossings. At my weekday midday site visit I observed a high volume of traffic, cyclists and pedestrians using these routes and crossings. Whilst a snapshot in time there is nothing in the evidence before me to indicate that these observations are atypical of the area, or that vehicles on these routes travel at slow speeds. The Council states that there has been a large number of road traffic accidents in proximity to the site on Baldwin Street, Colston Avenue and Broad Quay, most of which involved collisions between pedestrians and vehicles at the pedestrian crossings.
10. The advertisement's siting and scale means that it would be visible to motorists travelling north on St Augustine's Parade, which includes multiple pedestrian and cyclist crossings. Whilst the advertisement would be seen in the site's commercial context and would be static and non-digital, nonetheless its siting, which would be located beyond the driver's cone of vision, could result in the potential for interference with driver concentration or manoeuvring, resulting in the potential for collisions at a busy junction and the potential for increased conflict with pedestrians and cyclists using the crossings.
11. It is stated that advertisements are a common feature in urban areas and that drivers and other road users are accustomed to seeing them. Be that as it may, advertisements are, by their nature, designed and intended to be seen. Even if displaying simple recognisable messages seen elsewhere in the city, the scale and positioning of the advertisement would, by virtue of its siting in relation to a busy junction, have the potential to cause distraction to drivers resulting in potentially harmful consequences for highway and pedestrian safety.
12. The installation would materially exacerbate risks to highway safety in conflict with those aims of SADMP policy DM23, BCS policy and CAP policy BCAP30 which seek to ensure that development provides safe access to all sections of the community, and to encourage walking, cycling and the use of public transport.

Other Matters

13. The PPG³ states that buildings which are being renovated and which have scaffolding or netting around them may be considered suitable as temporary sites for shroud advertisements or large 'wrap' advertisements. Nonetheless, express consent is required for these advertisements as they are not appropriate in all contexts. This is not therefore a matter which weighs in favour of the proposal, or which outweighs its harmful impact on amenity and public safety.

Conclusion

14. For the reasons given, I conclude that the appeal should be dismissed.

N Robinson

INSPECTOR

³ Paragraph: 005 Reference ID: 18b-005-20140306