

**Warrnambool Planning Scheme Amendment C204warr
Advertising Signage Policy**

Panel Report

Planning and Environment Act 1987

2 July 2021

How will this report be used?

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether or not to adopt the Amendment.
[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

Planning and Environment Act 1987

Panel Report pursuant to section 25 of the PE Act

Warrnambool Planning Scheme Amendment C204warr

2 July 2021

A handwritten signature in black ink, appearing to read 'Tim Hellsten', with a stylized flourish at the end.

Tim Hellsten, Chair

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Glossary and abbreviations

C1Z	Commercial 1 Zone
C2Z	Commercial 1 Zone
Council	Warrnambool City Council
DELWP	Department of Environment, Land, Water and Planning
LPPF	Local Planning Policy Framework
the PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Warrnambool Planning Scheme
PPF	Planning Policy Framework
PPN08	<i>Planning Practice Note 8 Writing a Local Planning Policy, June 2015</i>
Practitioner’s Guide	<i>A Practitioner’s Guide to Victorian Planning Scheme, April 2020</i>
RDZ1	Road Zone - Category 1
Signage Report	<i>Warrnambool City Council Advertising Signage Policy, Background Report (2019)</i>
Transad	Transad Australia Pty Ltd

Overview

Amendment summary

The Amendment	Warrnambool Planning Scheme Amendment C204warr
Common name	Advertising Signage Policy
Brief description	Amend the Warrnambool Planning Scheme to introduce of a new local policy Clause 22.04 Signs and make minor amendments to Clauses 21.01 and 21.06 and identify the Warrnambool City Council Advertising Signage Policy – Background Report (2019) as a background document
Subject land	All land within the Warrnambool City Council municipal area and affected by the Warrnambool Planning Scheme
Planning Authority	Warrnambool City Council
Authorisation	18 August 2020
Exhibition	25 February - 29 March 2021
Submission	Transad Australia Pty Ltd

Panel process

The Panel	Tim Hellsten
Directions Hearing	By videoconference, 3 June 2021
Panel Hearing	By video conference, 28 June 2021
Site inspections	Nil
Parties to the Hearing	Council represented by Andrew Neild, Strategic Planner and Julie Glass, Coordinator City Strategy of Warrnambool City Council, who called the urban design evidence from Brodie Blades of design studio Blades
Citation	Warrnambool PSA C204warr [2021] PPV
Date of this report	2 July 2021

Executive summary

Warrnambool Planning Scheme Amendment C204warr (the Amendment) seeks to implement the Warrnambool City Council Advertising Signage Policy - Background Report (2019) (Signage Report) through the introduction of a new local policy, minor amendments to Clauses 21.01 and 21.06 and identification of the Signage Report as a background document.

Council has identified that the Amendment is required to provide a greater level of certainty on the appropriate types, scale and placement of signage within the City of Warrnambool.

One submission was received to the Amendment following exhibition. The submission considered that the Amendment unnecessarily duplicated existing signage provisions within the Warrnambool Planning Scheme and included onerous and restrictive requirements, particularly for Major promotion signs.

The likely overlap of the Amendment with Council's translation of its Municipal Strategic Statement and Local Planning Policy Framework into the new Planning Policy Framework (Amendment C208warr) has meant that Council has had to consider the structure of the proposed signage policy and how it will translate into the new format. While the exhibited content is not entirely consistent with current planning practice guidance, Council has worked closely with the regional office of the Department of Environment, Land Water and Planning and the Smart Planning team to ensure the exhibited version is appropriate and will easily translate into the new format. This is an entirely appropriate approach. As a result, the Panel has focused on whether the Amendment is strategically justified, and the content of proposed Clause 22.04 is appropriate and clear. The urban design evidence of Mr Blades has been useful in this regard.

The Panel concludes that:

- The Signage Report is robust and provides an appropriate basis for the Amendment.
- The proposed local policy does not duplicate or contradict existing planning policy or other provisions of the Warrnambool Planning Scheme.
- The proposed local policy will assist decision making and compliments the provisions of Clause 52.05 – Signs.
- The Amendment is consistent with the relevant Ministerial Directions and Practice Notes and is well founded and strategically justified.
- The Amendment should proceed subject to a number of minor changes identified in the evidence of Mr Blades, Council's submission and the Panel which will improve its application and clarity.

The Panel acknowledges the strategic work that Council has undertaken in-house to support the Amendment and the approach to test the Signage Report and proposed policy through a peer review process, engage with key signage applicants and take on-board feedback for DELWP, Mr Blades and the Panel. This has enabled a robust testing of the Amendment and provides for a clearer, more workable policy outcome that strikes an appropriate balance between supporting business activity and protecting the important landscape and built form characteristics of Warrnambool.

Recommendations

Based on the reasons set out in this Report, the Panel recommends that Warrnambool Warrnambool Planning Scheme Amendment C204warr be adopted as exhibited subject to the following:

- 1. Amend 'Figure 1 Warrnambool Strategic Framework Plan' in Clause 21.01 to distinguish between City and Local Area Gateways consistent with the changes identified to Clause 21.01 in Mr Blades' Evidence (Document 3 - Appendix B).**
- 2. Amend Clause 22.04 Signs consistent with the 'Panel preferred version of Clause 22.04' included in Appendix B of this Report.**

1 Introduction

1.1 The Amendment

(i) Amendment description

Warrnambool Planning Scheme Amendment C204warr (the Amendment) seeks to implement the Warrnambool City Council Advertising Signage Policy - Background Report (2019) (Signage Report).

Specifically, the Amendment proposes to:

- amend Clause 21.01-5 Particular issues to insert reference to '22.04: Signs' and amend Figure 1 – Warrnambool Strategic Framework Part to include a 'Gateway' notation at four locations on key arterial roads
- amend Clause 21.06-1 'Further strategic work' to delete the direction to prepare a local policy to guide consideration of signage
- insert a new Clause 22.04 Signs
- amend the Schedule to Clause 72.08 Background documents to include the Signage Policy as a background document.

Council has identified that the Amendment is proposed to provide a greater level of certainty on the appropriate types, scale and placement of signage within the City of Warrnambool.

The Amendment applies to all land within the City of Warrnambool and affected by the Warrnambool Planning Scheme (Planning Scheme).

1.2 Background

Council's submission provided a chronology of events leading to the preparation of the Amendment which are summarised in Table 1.

Table 1 Chronology of events

Date	Event
11 May 2018	Council completes the draft Signage Report which included changes following a peer review by Ethos Urban
3 June 2018	Council adopts the Signage Report and resolves to seek authorisation to prepare and exhibit a planning scheme amendment
22 May 2020	Department of Environment, Land, Water and Planning (DELWP) advised Amendment was considered strategically justified but needed to be considered in the context of the Planning Policy Framework Translation underway
18 August 2020	Amendment authorised with the condition that Council: The proposed Local Planning Policy must be drafted to take into consideration the Local Planning Policy Framework (LPPF) translation which is being undertaken by the Department of Environment, Land, Water and Planning (DELWP) as part of the Smart Planning program. The LPPF

translation will change the way local policy is presented in the planning scheme, by integrating the content into the new Municipal Planning Strategy (MPS) and the Planning Policy Framework (PPF) introduced by Amendment VC148. Council will need to ensure that the proposed local policy content is consistent with the rules in Section 4 and writing instructions in Section 6 of the Practitioners Guide to Victorian Planning Schemes. DELWP can provide assistance with redrafting the policy into the new PPF format.

25 February - 29 March 2021	Amendment exhibited which included consultation with local signage companies and regular permit applicants
3 May 2021	Council considers submissions and resolves to refer them to Planning Panels Victoria
23 June 2021	Hearing commenced

1.3 Advertising Signage Report and proposed planning policy

The Signage Report was prepared by Council. Council's submission sets out the methodology for preparing the document which included a review of applications and the regulatory and policy framework, the Victorian Urban Design Guidelines and consultation with various Council internal units and DELWP. Wider consultation was not undertaken at the document preparation stage because of its technical nature, resourcing and low community impact. Ethos Urban were engaged by Council to conduct a peer review of the draft Signage Report with identified changes included.

The document is structured around:

- an introduction which includes the methodology applied to the preparation of the policy
- the signage regulatory framework and includes signage type definitions and related illustration (Figure 1)
- a review of signage applications, key decision making tool issues, Victorian Civil and Administrative Tribunal decisions and policy implications
- the role of advertising signage and relationship to different urban typologies and associated policy directions:
 - Commercial Areas - Warrnambool City Centre, Eastern Activity Precinct, Neighbourhood and Local Convenience Centres
 - Industrial Areas - West Warrnambool, Dennington/Fonterra, Caramut Road and Horne road (Eastern Precinct)
 - Residential Areas
 - Rural Areas
 - Public Reserves and Open Spaces
 - Major Highways – Raglan Parade, Mortlake Road/Banyan Street
 - Heritage Areas
- Design detail including objectives and performance standards relating to:
 - scale and location of signs
 - relationship to surrounding context

- visual clutter
- signs and road safety
- design quality
- environmental factors
- specific sign issues including active frontages, heritage, illuminated/animated signs, promotion and major promotion signs
- Policy recommendations.

Figure 1 Signage Policy – Illustration of sign types



Source: Signage Policy, Figure 2, Page 7

The Signage Report identifies that over a five-and-a-half-year period it received around 142 permit applications for advertising signs of which approximately 65 per cent were in commercial areas (with business identification signs the most common type). Over this same time period 22 applications were received for promotion signs and major promotion signs.

Existing policy gaps and decision making issues identified include:

- lack of an overall strategic direction for the preferred location of signs
- limited guidance on siting and design including relationships to the host building, site and wider viewing catchment
- lack of guidance around corporate branding including materials and finishes
- lack of guidance around brightness of internally illuminated signs, minimum clearance above footpaths, what constitutes visual clutter, window signs and sponsorship advertising.

Proposed Clause 22.04 Signs includes a policy objective *“To encourage signs that make a positive contribution to their host building or site and the surrounding area”*, associated strategies and:

- policy guidelines for commercial, industrial and residential areas, heritage places and main roads
- specific sign guidance for major promotion signs
- references the Signage Policy.

1.4 Summary of issues raised in submissions

One submission was received to the Amendment following its exhibition, from Transad Australia Pty Ltd (Transad) and outdoor advertising company. The key issues raised in the Transad submission related to:

- repetition of existing signage policy already in the Warrnambool Planning Scheme
- duplication of Clause 52.05 provisions and the definitions of Clause 73
- the restrictive policy provisions relating to major promotion signs
- onerous and restrictive decision making criteria.

Council did not initially propose any changes to the Amendment following its consideration of submissions.

1.5 Amendment C208warr

Council advised that it has recently completed the final review of the Warrnambool Planning Scheme to align the Municipal Strategic Statement and Local Planning Policy Framework (PPF) with the Planning Policy Framework introduced through Amendment VC148. This follows support from DELWP's Smart Planning reform team. Amendment C208warr is identified as a policy neutral translation and is anticipated to be considered by the Minister for Planning under section 20(4) of the Planning and Environment Act 1987 (the PE Act) although the date for its consideration was not known but anticipated for July/August 2021.

Approval of Amendment C208warr before the finalisation of Amendment C204warr will impact the way in which Clause 22.02 will appear in the new PPF format. Accordingly, Council prepared the Amendment in a form more consistent with the PPF format and which could be easily translated to that format consistent with the condition of authorisation. It was assisted in this task by DELWP and PPF translation drafting rules. The key changes anticipated to proposed Clause 22.02 as a result of Amendment C208warr were set out in Appendix 7 of Council's submission but included what it identified as minor changes with:

- majority of objectives, strategies and guidelines to be translated directly to Clause 15.01-1L (Signs) except heritage places content which is to be translated to the heritage policy theme
- most context content translated into Clause 02.03-5 (Municipal Planning Strategy)
- unnecessary context content deleted.

Council advised that a more comprehensive view of the Warrnambool Planning Scheme was proposed in 2022.

1.6 Proposed Amendment drafting changes

At the Directions Hearing, the Panel identified several drafting issues associated with proposed Clause 22.04 which it considered limited the intent and clarity of the policy. This included for example terms which were unclear in their meaning such as 'confined areas', 'open site' and

‘landscaped streetscapes’, consistency of terms such as ‘heritage places’ and the identification of sign types not included in the proposed background document including ‘under-verandah sign’ and ‘monument sign’. Council agreed with the Panel that there was some value in reviewing the draft policy before the Hearing including a cross check against Planning Practice Note 8: Writing a Local Planning Policy (PPN08) and the draft background document. As a consequence, Council identified a number of proposed changes to Clause 22.01 which were attached to its submission. These changes included most changes identified by Mr Blades’ urban design evidence which identified similar issues and opportunities for enhancement.

1.7 The Panel’s approach

In light of the COVID 19 pandemic and the location of Transad, the Hearing was conducted by videoconference by agreement of all parties. Transad, attended the Directions Hearing and identified that it did not wish to be heard at the Hearing or make a formal submission. Transad was provided with a copy of all circulated documents and attended the Hearing in an observing capacity. With Council’s consent however, the Panel provided Transad with an opportunity to make a short statement during the Hearing after hearing Council’s verbal submission and its response to the Panel’s questions. The Panel thanks Council for their preparedness to allow the statement.

Mr Blades was unable to attend the Hearing to present his written evidence statement. At the direction of the Panel, Mr Blades circulated his written statement of evidence before the Hearing and the Panel provided him with a series of written questions which he responded to in writing. A copy of these documents were circulated to all parties.

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, submissions, evidence and other material presented to it during the Hearing. It has reviewed a range of materials, and has had to be selective in referring to the more relevant or determinative material in the Report. The entirety of submissions of Council and Transad and the evidence of Mr Blades have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Planning context and strategic justification
- Proposed policy provisions for signs
- Form and content of the Amendment.

Council’s submission referred to the proposed Advertising Signage Policy - Policy Background Report as the ‘Signage Policy’. To avoid confusing the usual references to the terms ‘Background Report’, ‘background document’ and ‘policy’ this Report uses the following descriptions:

- Signage Report – to refer to the exhibited Warrnambool City Council Advertising Signage Policy - Background Report (2019) which is proposed to be a background document at Clause 72.08
- background document – to refer to a document identified in Clause 72.08
- signage policy – to refer to proposed Clause 22.04.

2 Planning context and strategic justification

2.1 The issues

The issues are whether the Amendment:

- unnecessarily duplicates existing planning policy and specific provisions within the Warrnambool Planning Scheme
- is strategically justified.

2.2 Planning policy framework

Council submitted that the Amendment is supported the objectives of planning in Victoria as set out in the PE Act and by various clauses in the Planning Policy Framework and Municipal Strategic Statement, which the Panel has summarised below.

(i) Victorian planning objectives

The Amendment will assist in implementing State policy objectives set out in section 4 of the PE Act by:

- providing for the fair, orderly, economic and sustainable use, and development of land
- securing a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria
- balancing the present and future interests of all Victorians by seeking to create a municipality that is an attractive and desirable place in which to live, visit, do business and work.

It will do this by promoting high standards of signage, providing a clear and consistent approach to the assessment of applications, streamlining assessment times and achieve an appropriate balance between business identification and promotion and protecting the preferred image of the municipality.

(ii) Planning Policy Framework

The Amendment supports the following elements of the Planning Policy Framework (PPF):

- Clause 15.01-1S (Urban Design) by creating safe and high-quality environments and sense of place and preserving the amenity and safety of the public realm
- Clause 15.03-1S (Heritage conservation) by conserving places of heritage significance
- Clause 17.02-1S (Business) by supporting commercial services need for signage
- Clause 18.02-4S (Road system) by controlling outdoor advertising to manage appropriate visual standards along transport routes.

(iii) Municipal Strategic Statement

The Amendment is consistent with and supports Clause 21.06-1 (Urban Environment) by:

- recognising that distracting and dominating signage and advertising, particularly in areas of high sensitivity including areas of heritage significance and along the Warrnambool City and township entrances, can impact public amenity

- ensuring signs are consistent in context with the scale of development and surrounding environment including signage patterns, which directly responds to an identified key issue
- achieving urban design of the highest standard by controlling signage in a manner that achieves its commercial objectives and makes a positive contribution to the overall presentation of the general streetscape
- improving the appearance and visual quality of the major transport entrances to urban areas through signage consolidation and landscaping and ensuring they are in context with the scale of development, the surrounding environment and with the surrounding signage patterns
- providing a local policy to guide consideration of signage in commercial and industrial areas, and areas of high sensitivity including areas of heritage significance and along City and township entrances.

2.3 Planning scheme provisions

(i) Clause 52.05 Signs

The purposes of Clause 52.05 are:

- To regulate the development of land for signs and associated structures.
- To ensure signs are compatible with the amenity and visual appearance of an area, including the existing or desired future character.
- To ensure signs do not contribute to excessive visual clutter or visual disorder.
- To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.

Key provisions of Clause 52.05 include:

- Clause 52.05-2 which sets out requirements for categories of sign
- Clause 52.05-3 which provides for the referral of applications for particular signs
- Clause 52.05-6 which sets out application requirements
- Clause 52.05-8 which sets out decision guidelines including:
 - the character of the area
 - impacts on views and vistas
 - relationship to the streetscape, setting or landscape
 - relationship to the site and building
 - the impact of structures
 - impact of illumination
 - impact of logo boxes
 - the need for identification
 - impact on road safety
 - particular considerations for major promotion signs
- Clause 52.05-9 mandatory conditions
- Clause 52.05-11 provisions for different sign categories - Category 1 – Commercial areas, Category 2 – Office and Industrial, Category 3 – High amenity areas and Category 4 – sensitive areas.

(ii) Clause 73.02 Sign terms

Clause 72.03 includes a table of sign terms and associated definitions. Sign terms defined include:

- Above-verandah sign
- Display area
- Animated sign
- Bed and breakfast sign
- Bunting sign
- Business identification sign
- Direction sign
- Electronic sign
- Floodlit sign
- High-wall sign
- Home based business sign
- Internally illuminated sign
- Major promotion sign
- Panel sign
- Pole sign
- Promotion sign
- Reflective sign
- Sky sign.

2.4 Ministerial Directions and Practice Notes**(i) Ministerial Directions**

The Amendment Explanatory Report sets out how the Amendment meets the relevant requirements of the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the PE Act and Ministerial Direction 11 - Strategic Assessment of Amendments. That discussion is not repeated here.

(ii) Planning Practice Notes**Planning Practice Note 46: Strategic Assessment Guidelines**

This practice note identifies the strategic considerations when preparing an amendment including whether one is required, whether it is consistent with the PE Act, Ministerial Directions, the Planning Policy Framework, whether it makes proper use of the Victoria Planning Provisions and provides net community benefit. Council's submission set out how the Amendment has been prepared and assessed against the practice note.

Planning Practice Note 8: Preparing a Local Planning Policy

Council submitted that Clause 22.04 had been drafted in accordance with *Planning Practice Note 8 Writing a Local Planning Policy*, June 2015 (PPN08).

PPN08 identifies that local policy guides decision making in relation to a specific discretion in a zone, overlay or particular provision. It helps the responsible authority and other users of the

scheme to understand how a particular discretion is likely to be exercised. It identifies a number of principles to be considered when drafting a Local Planning Policy including:

- it should not repeat or contradict a state planning policy, the Municipal Strategic Statement or Local Planning Policy Framework, Zone provisions or the general decision guidelines of Clause 65
- it should not contain broad strategic objectives and strategies
- where possible, the use of schedules to zones, overlays or particular provisions should be used instead of local policies to express local policy objectives
- it should be derived from an objective or strategy in the Municipal Strategic Statement
- it should relate to a specific permit discretion
- it should assist the Council to make a decision
- it should be self-contained and not rely on external documents or guidelines except where necessary
- it should not contain mandatory requirements
- It should be written in clear, concise, plain English.

Council's submission set out how the Amendment has been prepared and assessed against the practice note.

Planning Practice Note 13: Incorporated and background documents

This practice note provides guidance about the when documents should be incorporated into the scheme or mentioned as a reference document.

Background documents provide information to explain the context in which a particular policy has been framed. A background document may explain why particular requirements are in the planning scheme, substantiate a specific issue or provide background to a provision. Because background documents are not part of the Planning Scheme, the substantive planning elements of the document (such as built form guidelines or the like) will have been included in the planning scheme in either a local policy or a schedule.

Council's submission sets out how the proposed background document is to be used consistent with the practice note advising that it:

- informs the content of proposed Clause 22.04
- contains substantial material that will assist applicants in preparing signage applications
- is too lengthy to include in local policy in its entirety.

(iii) Practitioner's Guide

A Practitioner's Guide to Victorian Planning Scheme, April 2020 sets out key rules for practitioners when preparing a planning scheme provision. The rules complement existing directions and guidance and seek to ensure that:

- the intended outcome is within scope of the objectives and power of the Planning and Environment Act 1987 and has a sound basis in strategic planning policy
- a provision is necessary and proportional to the intended outcome and applies the Victoria Planning Provisions in a proper manner
- a provision is clear, unambiguous and effective in achieving the intended outcome.

The Practitioner's Guide provides useful guidance in the application of provisions, the construction and drafting of local policy, and the use of terms and the use of incorporated or background documents.

2.5 Evidence and submissions

The Transad submission considered that the proposed Clause 22.04 repeated existing signage policy and particular provisions in the Planning Scheme including Clause 52.05 application requirements and Clause 73 signage definitions. The submission identified for example that the performance standards for a major promotion sign were largely the same as the decision criteria of Clause 52.05-8. The submission also considered that contrary to policy development guidance, as it was overly onerous and effectively prohibited certain signs.

Council's submission outlined that the Signage Report had been prepared in response to:

- six signage proposals in Warrnambool in different place settings that had been the subject of review by the Victorian Civil and Administrative Tribunal (VCAT) and absorbed significant Council officer time and resources and highlighted existing policy shortcomings in key locations
- the 2015 review of the Municipal Strategic Statement which identified concerns with the urban design impact of signage and the need to achieve certain signage outcomes through specific policy guidance on the siting, location and design of signage across the Warrnambool municipal area. This was identified as a key issue in Clause 21.06-1.

Council submitted that the Amendment was required because:

...signage needs to reflect the range of different typologies across the Warrnambool municipal area. These include the pedestrian orientated Warrnambool City Centre, the village scale of North Point Village and Dennington Neighbourhood Activity Centre, and the large format retail area of Eastern Activity Centre; heritage buildings and places; streetscapes; gateways, industrial sites; residential precincts; natural features; and cultural heritage landscapes including riverine and coastal landscapes. These places combine to produce a distinctive and unique character and amenity, which is highly valued by the community and visitors. It also represents a significant asset and resource for the City of Warrnambool. The unique character and amenity of these areas creates different needs in relation to signage.

It considered that the Amendment was supported by its evidence-based approach and had been informed by discussions with DELWP and deliberately structured:

- to acknowledge the role and contribution of well designed signage and also the impacts of poorly designed and sited signs on their effectiveness and on the attractiveness and amenity of the City's urban environments and gateways
- to address a lack of place-centric or Warrnambool specific policy to guide place-specific signage outcomes
- to complement and build on existing local and state policy and not to duplicate or contradict other planning scheme provisions
- to include only the necessary elements of the Signage Report in the proposed policy
- in a manner that provides clear guidance about how discretion will be exercised
- to not prohibit signs or alter the way in which existing signage provisions work but to ensure signs are appropriate and consistent in the context of the site and surrounds
- to be consistent with the relevant Ministerial Directions and Practice Notes.

Mr Blades' evidence supported the Amendment, considering it justified from an urban design perspective. Significantly he identified that:

- the Amendment is focused on managing the urban design impact on Warrnambool through the application of specific policy guidance on signage siting, location and design
- the proposed local policy does this in a way that goes beyond existing State-wide guidance or the provisions of Clause 52.05
- there is a fundamental need to intervene in the development process to manage the appearance, location and 'look and feel' of signage to achieve high-quality urban design outcomes to avoid signage that:
 - dominates the host building or bears little design relationship with the proportions, era, character or heritage significance of the host building
 - dominates the character of the streetscape
 - disrupts important views and vistas
 - competes for attention with other signs in proximity
 - is overtly illuminated
- there is a basis for local policy which goes beyond Clause 52.05 where signage can have different urban design impacts based on the local context and where place-specific urban design guidance is required
- the need for a place-centric approach in Warrnambool is warranted and strategically justified based on the existing character and 'on-ground' condition of signage within the municipality which includes:
 - the fine-grained commercial character of the core of the Warrnambool CBD and paucity of examples of dominating signage or signage proliferation that requires preservation
 - larger format commercial precincts and industrial areas that require careful design management
 - iconic and distinctive public realm landscaping along key transport routes which are absent of 'overt signage' and require proactive management to protect their place making contribution to the identify and character of Warrnambool
- the Signage Report that underpins the Amendment is robust and supports Clause 21.06
- the Amendment appropriately takes a policy approach rather than applying other tools such as the Design and Development Overlay
- the Signage Report is appropriately identified as a background document and appropriate elements of it are included in Clause 22.04 in a manner that does not duplicate existing provisions and definitions.

Mr Blades identified that consistent with observations in the Signage Report, many municipalities (including Port Phillip and Yarra) have local signage policies.

2.6 Discussion and conclusions

As set out in Chapter 2.4(ii), PPN08 and the Practitioner's Guide provide guidance for how a local policy should be structured, appropriate content and language. Local policy is unable to include mandatory provisions or contradict state or local policy or other particular provisions of

the planning scheme. The Policy must also be relatable to the Municipal Strategic Statement (that is it must have some clear strategic basis) and support decision making.

The Panel considers that the Signage Report is a comprehensive and robust analysis of the different character typologies in Warrnambool and clearly sets out why a place-based approach is appropriate and additional policy guidance is required. The Panel considers that Council has adopted a sound methodology in preparing the Signage Report which has included seeking input from DELWP and a peer review. The Signage Report appropriately underpins the proposed policy.

The Signage Report is appropriately identified as a background document and the salient elements of it are contained within Clause 22.04 although it still provides a useful reference to understanding the basis of the policy and provides some illustrative guidance.

The Panel considers that the Signage Report and proposed policy has a clear link to Clause 21.06-1 including key issues relating to signage and urban design outcomes and the urban design objectives and strategy particularly:

Strategy 1.7 Require advertising signage to be controlled in a manner that achieves its commercial objectives and makes a positive contribution to the overall presentation of the general streetscape.

And the identification of further strategic work to:

Develop a local policy to guide consideration of advertising signage in commercial and industrial areas, and areas of high sensitivity including areas of heritage significance and along City and township entrances.

The Panel, informed by the submission of Council and evidence of Mr Blades, considers that the proposed policy provides an appropriate level of guidance for decision making for signs within key locations in Warrnambool. It does this in a manner that compliments the PPF and Clause 52.05 and does not repeat or contradict the provisions of the Warrnambool Planning Scheme.

The Panel considers that the proposed policy reaches an appropriate balance between the needs of businesses to reasonably identify themselves and to advertise and promote their goods and services, the role signage plays in place activation with the protection of the key built form and landscape characteristics of Warrnambool. The Amendment will accordingly deliver a net community benefit.

The Panel concludes that:

- The Amendment is supported by, and implements, the relevant sections of the PPF, and is consistent with the relevant Ministerial Directions and Practice Notes.
- The Amendment is well founded and strategically justified.
- The Amendment should proceed subject to addressing the more specific issues raised in submissions as discussed in the following chapters.

3 Proposed policy provisions for signs

3.1 The issue

The issue is whether:

- the proposed signage policy provisions for major promotion signs and signage generally are onerous and overly restrictive.

3.2 Evidence and submissions

The Transad submission considered that the use of the words ‘strongly discourage’ in the Signage Report was tantamount to prohibiting the sign type and contrary to the consideration of applications on their merit. It considered that the proposed signage policy was onerous and overly restrictive.

Council’s submission acknowledged that a local policy cannot prohibit signs including major promotion signs and identified that Signage Report acknowledges that Major promotion signs can cause significant negative impacts if not carefully managed and that:

...as a starting principle, the Background Report strongly discourages Major Promotion Signs throughout the Warrnambool municipal area.

...Notwithstanding, the proposed local planning policy for signs (Clause 22.04) seeks to separate this starting principle and strike a balance with the policy guidance of Clause 52.05-6 (Major Promotional Signs). Council notes that the decision guidelines of Clause 52.05-6 encourages these signs in:

116.1 Commercial and industrial locations, whilst discouraging in scenic routes, landscaped sections of freeways, forest and tourist roads, open space reserves or corridors and around waterways, where the sign forms a dominant visual element from residential areas, within a heritage place or where they will obstruct significant view lines.

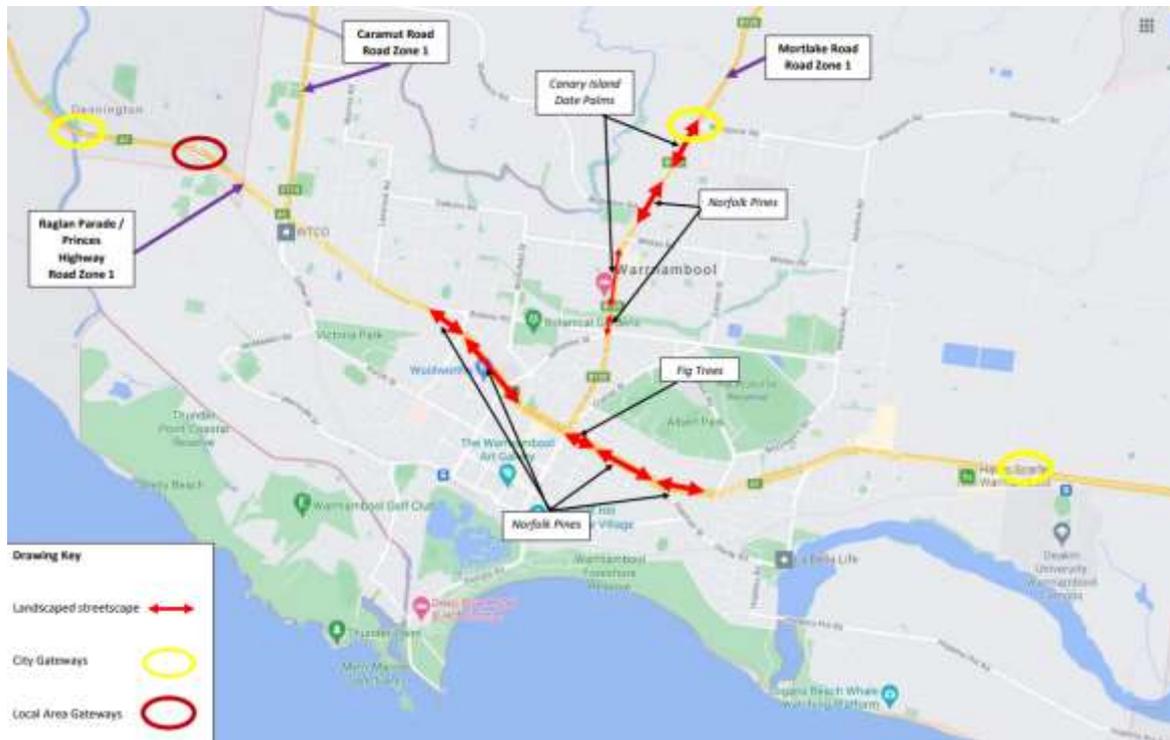
116.2 In areas with a strong built form character, major promotion signs are encouraged only where they are not a dominant element in the streetscape and except for transparent feature signs (such as neon signs), are discouraged from being erected on the roof of a building.

Council’s submission acknowledged that the proposed policy could not prohibit Major promotion signs and that VCAT decisions made it clear that such signs are legitimate and appropriate in commercial and industrial locations in a manner that complements or enhances the character of the area. It submitted that the proposed policy seeks to discourage Major promotion signs but recognises that they will be appropriate in the right context. Accordingly, *“the policy seeks to supplement aspects of Clause 52.05-6 by articulating where such signs are or are not appropriate, and build upon the general locational principles of this provision in the context of the Warrnambool municipal area”*. The submission noted no aspect of the proposed policy seeks to prohibit Major Promotion Signs or preclude or prejudice the reasonable exercise of discretion. While the Signage Report uses the phrase *“strongly discourage promotion signs”*, the document sits outside the planning scheme.

The Panel sought further information from Council to demonstrate whether limiting major promotion signs to areas located adjoining a Category 1 Road Zone but also outside a gateways, landscaped streetscape and away from open space and parklands along such roads provided

any real opportunities for this signage type to be proposed or be considered acceptable. Council provided a map to show this relationship of criteria after the Hearing (Figure 2).

Figure 2 Extent of gateways, landscaped streetscapes and Category 1 Road Zone



Source: Council (Document 6)

Mr Blades' evidence identified that:

- applications for signs will continued to be governed by Clause 52.05-6
- Clause 22.04 does not prohibit Major Promotion Signs or prejudice the unreasonable exercise of discretion
- the term 'discourage' is a typical planning policy term and already in use in Clause 52.05
- while the decision guidelines are more onerous and potentially restrictive "*this is the precise point of the Amendment*" which seeks to provide additional design guidance for such signs to respond to specific charter elements within Warrnambool.

3.3 Discussion and conclusions

In Chapter 2.6, the Panel discusses the basis on which it concludes that the Amendment is strategically justified supported by the Signage Report and does not repeat that discussion here.

It is clear from PPN08 that local policy cannot contradict state or regional policy or particular provisions in the Planning Scheme. Similarly, it cannot prohibit legitimate signage proposals. Appropriately, the provisions of the Warrnambool Planning Scheme allow for the consideration of a range of sign types and acknowledges the legitimacy of such signs including Major promotion signs where the context is appropriate.

While the Signage Report includes stronger language about the impacts of Major promotion signs in particular, the Panel agrees with the submission of Council and evidence of Mr Blades

that the wording of the policy does not effectively prohibit this form of sign or reduce the ability for an on merits consideration of applications against the proposed policy and other policy considerations. In fact, the policy wording supports Major promotion signs albeit where certain criteria apply. The Panel agrees that this is an appropriate approach where the basis for that guidance has been established in the Signage Report. The question for the Panel however, is whether the locational criteria for Major promotion signs were too onerous and effectively acted as a defacto prohibition.

The Council map showing the extent of gateways, landscaped streetscapes and Category 1 Road Zones demonstrates that extensive areas of land adjoining a Category 1 Road Zone (including Caramut Road, sections of Raglan Parade and the Princes Highway and Mortlake Road) would remain outside areas identified as gateways, landscaped streetscapes and open space areas and therefore provide opportunities for Major promotion signs to be considered. The Panel therefore considers that the guidance around Major promotion signs appropriate and reasonable. It notes that despite the specific guidance proposed in the policy, a level of discretion is still afforded to signage proposals that do not meet the criteria, for consideration on merit and in response to contextual circumstances.

In the context of the submission about onerous provisions, the Panel discussed with Council the basis for illuminated signs in commercial areas requiring *“The illumination automatically turns off overnight or during closing hours”*. Council advised that this was intended to apply to the site hosting the sign and to respond to character, amenity and broader energy reduction principles.

While the Panel understands that Council is endeavouring to strike a balance with the policy between supporting the need for business identification and protecting the character of Warrnambool, this provision seems at odds with wider policy objectives. These include identification of the CBD as the major retail and activity centre and a recognition in the proposed policy that commercial areas are likely to be lively and vibrant. Clause 52.05-11 further seeks to provide for signs that add vitality and colour to commercial areas. The Panel further observes that while Clause 21.06 seeks to support sustainable development this is focused on buildings and active transport as opposed to signage. The Panel considers that it is reasonable to expect that internally illuminated signs where they are appropriately designed and located (for example to minimise unreasonable amenity impact at night time) have both a business identification benefit after hours as well as a broader urban design role in providing visual interest, colour and safety (through street lighting) to commercial areas with an active night economy. The Panel notes that the Signage Report focuses the operational of illuminated signs where they cause glare (less likely below verandah level), are animated or adjoining residential areas. The Panel considers that a limitation on illumination hours might be a reasonable response in the latter two situations and discusses this further in Chapter 4.

The Panel concludes:

- That the guidelines of Clause 22.04 are generally appropriate and reasonable
- The guidelines relating to the hours of operation of internally illuminated signs in commercial areas should be amended as discussed in Chapter 4.

4 Form and content of the Amendment

4.1 Submissions and evidence

Mr Blades' evidence suggested changes to Clause 22.04 and the Warrnambool Strategic Framework Plan in Clause 21.01 to enhance clarity and usability. Council's submission supported these changes in the main with some minor variations. Mr Blades' recommended changes and Council's response are summarised in Table 2. Council provided a tracked change version of the Amendment following the Hearing (Document 5). Council considered that these changes were generally minor, assisted with providing clarity and were consistent with the intent and scope of the Amendment.

Table 2 Proposed Amendment changes

Amendment provision	Mr Blades' recommendations	Council's response
Clause 21.01	Amend the Settlement Framework Plan to identify only one City Gateway location within Dennington at the western settlement boundary, with the three other identified gateways shown as 'Local Area Gateways' (Evidence included a revised Plan)	Agreed
Clause 22.04 - Policy title	Rename 'Clause 22.04 – Signs' to 'Clause 22.04 – Business Signage' or similar given the policy focus on business and advertising signage	Disagreed. Reference to 'Signs' is necessary and appropriate in context of the PPF translation
Clause 22.04 - Strategies	Replace ' <i>Increase the number of signs within <u>confined areas</u></i> ' with ' <i>Unreasonably increase the quantity of signs on individual buildings or result in visual clutter</i> ' (Panels emphasis)	Agreed with intent but propose an alternative set of words: <i>'Result in an increase of competing signs to avoid visual clutter'</i> .
Clause 22.04 - Commercial areas	<ul style="list-style-type: none"> Transfer Commercial 2 zoned land (C2Z) from the 'Commercial Areas' section of Clause 22.04 to the 'Industrial Areas' section, and rename it 'Industrial Areas and Large Format Retail Areas'. The preamble of this category should also be updated accordingly, to state that it applies to industrially-zoned land, C2Z-zoned land and large format retail premises (which may include large format retail premises on Commercial 1 Zone (C1Z) land). The recommendation reflects the limited application of the C1Z outside the CBD 	<ul style="list-style-type: none"> Disagreed initially as it considered that C1Z areas outside the CBD still required similar levels of policy guidance to the CBD particularly village scale areas of North Point Village and the Dennington neighbourhood Activity Centre. In its revised (Document 5) it accepted the change although the reasons for this are unclear

Amendment provision	Mr Blades' recommendations	Council's response
	<ul style="list-style-type: none"> • Increase policy clarity by including the existing diagrams of the Signage Report (refers to Port Phillip examples) • For pole signs, replace 'A sign that is on an <u>open site</u> and is incorporated into landscaping' with 'A sign that is within a building setback or at-grade car park and is incorporated into landscaping' (Panels emphasis) 	<ul style="list-style-type: none"> • Disagreed. Unlikely to meet the PPF format and content rules and duplicates content of the Signage Report • Agreed
<p>Clause 22.04</p> <p>- Heritage places</p>	<ul style="list-style-type: none"> • Replace '<u>Limiting signs to areas traditionally used for signs</u>' with '<u>Limiting signs on heritage buildings to areas and places traditionally used for signs</u>' (Panels emphasis) • Replace '<u>Discouraging the following signs in heritage areas</u>' with '<u>Discouraging the following signs in heritage places</u>' (Panels emphasis) 	<p>Agreed with intent but propose an alternative set of words: '<u>Limit signs on heritage buildings to places traditionally designed to accommodate signage</u>'</p>
<p>Clause 22.04</p> <p>- Residential areas</p>	<p>Replace '<u>As expectations in residential areas include high levels of amenity, signs associated with non-residential uses should ensure minimal intrusion on the residential character</u>' with '<u>Signs associated with non-residential uses should ensure minimal intrusion on the residential character</u>'. Change proposed as the context statement to be deleted relates to amenity rather than character which is the focus of the residential areas policy guidelines</p>	<p>Agreed</p>
<p>Clause 22.04</p> <p>- Major promotion signs</p>	<p>In the context section replace '<u>controlled</u>' with '<u>managed</u>'</p>	<p>Agreed</p>
<p>Clause 22.04</p> <p>- Definitions</p>	<p>Include definitions for:</p> <ul style="list-style-type: none"> • Gateway refers to any location designated as such within the municipal Strategic Framework Plan or within any Structure Plan or Master Plan referred to in this Planning Scheme • Landscaped streetscape is any part of a road reserve in which rows of established Norfolk Island Pine Trees and/or Fig Trees are evident. Includes (but is not limited to) Raglan Parade, 	<ul style="list-style-type: none"> • Agreed with minor changes • Agreed with need for a definition but identified that other important landscapes existed including the Mortlake Road entrance

Amendment provision	Mr Blades' recommendations	Council's response
	<p><i>Pertobe Road, Timor Street, Koroit Street, Liebig Street, Gilles Street, Henna Street, Merri Street/Crescent and Verdon Street</i></p> <ul style="list-style-type: none"> • Main road refers to any road zoned Road Zone 1 (RDZ1) or Road Zone 2 (RDZ2), or identified as a 'Main Transport Route' within the municipal Strategic Framework Plan • Signage terms: <ul style="list-style-type: none"> - Under-Verandah sign refers to a sign below a verandah or, if no verandah, that is less than 3.7m above pavement level - Monument sign refers to any freestanding sign with a low profile and with little or no separation between the sign and ground below 	<p>(Canary Island date palms) and parts of the CBD (ornamental pears) needed to be included</p> <ul style="list-style-type: none"> • Agreed but include a modified definition under the 'Main roads heading' • Agreed to both

4.2 Discussion and conclusions

PPN08 and the Practitioner's Guide advises on the format, structure and use of language for local policy. There are elements of policy structure in the proposed policy that are inconsistent with this guidance – the use of policy sub clauses for policy basis, objectives, strategies and guidelines and the use of introductory terms such as "It is policy to...". Council acknowledged this but identified that this was done in the context of advice from DELWP and ensuring the proposed policy could be easily transferred into the PPF once Amendment C208warr is approved.

Council's version of the proposed policy (Appendix 7 of its submission) which showed how elements of it would be translated into different sections of the PPF, included struck out text which it identified as superfluous in the new format. It identified that despite the likely approval of C208warr before the current Amendment it preferred to retain those words as they were advised to be included by DELWP in the first instance. Similarly, in response to the Panel's observation that the Policy basis could potentially refer to Clause 21.06 to provide a local policy link, Council advised that while this could be done, it would have limited utility given the imminent redistribution of Municipal Strategic Statement content into the new PPF format.

The Panel has therefore focused its comments and recommendations on the local policy content that is likely to progress into the new format PPF. The evidence of Mr Blades largely addressed some of the Panel's earlier observations about weaknesses in the exhibited version relating to consistency of terms and the need for definitions. In the main, the Panel supports the intent of Mr Blades' recommendations and Council's proposed responses. It agrees that these changes will ensure the proposed policy is clearer for applicants and decision makers.

The Panel:

- supports the proposed changes to the Warrnambool Strategic Framework Plan in Clause 21.01 to distinguish between the different types of gateways
- agrees with Council's reasons for retaining the policy name as Signs
- supports the need to address the term 'confined areas' under strategies to discourage particular signage outcomes but considers that a simpler, clearer plain English statement such as "*Result in competing signage and visual clutter*" achieves the same outcome
- agrees with Council's initial reasons for retaining C2Z land within 'Commercial areas'. It is also consistent with the reference to 'Category 1 - Commercial areas' in Clause 52.05-11 which is the applicable signage level (minimum limitation) in both the C1Z and C2Z. The Panel notes that Council's further version (Document 6) accepts the changes identified by Mr Blades. As the reasons for this are unclear, the Panel has not recommended this change but has no real issue if Council elects to make this change if it is comfortable there are no unintended consequences associated with the change
- agrees with Council's reasons for not including the diagrams suggested by Mr Blades. It is considered that they would offer little value as currently drafted and are not representative of the more useful diagrams he identified in the Port Phillip Planning Scheme
- supports Mr Blades' suggested changes that replace the reference to 'open spaces' in relation to Pole signs
- supports suggested changes of Council and Mr Blades to the introductory text to 'Residential areas'
- supports the need for changes to 'Heritage areas' to add clarity about the positioning of signs on buildings but suggests some further changes. The Panel prefers the alternative wording "*limiting signs to locations on buildings traditionally used for signs*" and some other minor context statement changes to clarify the Heritage Overlay's use of places and precincts as distinct from heritage areas. That said the Panel has no particular concerns with Council's proposed wording
- supports the introduction of definitions for 'Gateway', 'Landscaped streetscape', 'Main road' and 'Under-verandah sign' and 'Monument sign' as these terms are important components of the proposed policy guidelines and are not defined elsewhere. They are critical to an understanding of the intent and application of the policy and to avoid content that is not clear. Minor alterations are suggested to Council's further suggested changes (Document 6) in relation to:
 - Main road to correctly refer to the Road Zone. It is agreed that the definition could be included under the heading 'Main roads' as suggested by Council
 - Gateway, to refer to the Warrnambool Strategic Framework Plan (Panel's emphasis)
 - Landscaped streetscape to refer to road reserve plantings. It agrees with Council and Mr Blades that it is not practical to describe fully the full extent of landscaped streetscapes without a lengthy description of streets or sections of streets
 - the reference to under-verandah signs in 'Commercial areas' to include awnings consistent with the proposed definition

- acknowledges the reasons of Mr Blades and Council to retain references in the proposed definition of gateway to refer to other gateways shown in Structure Plans or Master Plans to avoid cluttering the policy and mapping with too much information.

As identified in Chapter 3.3, the Panel considers that the requirement for internally illuminated signs to be turned off outside business hours is unreasonable and without any observable benefit within commercial areas particularly where the hours of business potentially varies significantly (for example between an office, shop, restaurant or hotel or night club). There is little within the Signage Report to support this approach apart from where the lighting might be animated or too bright (and therefore detracting) or where commercial areas adjoin residential areas and there is risk of amenity impact at night. Council's suggested further proposed changes (Document 6) included the alternative words "*The illumination automatically turns off over night or after business hours*". The Panel considers this change does not go far enough and recommends amending the requirement to better reflect the Signage Report and to allow some flexibility for different approaches, for example allowing different lux levels at night for signs facing residential areas.

The Panel further considers that Council should clarify what is meant by 'electronic' in relation to above-verandah signs in commercial areas as it is unclear if this relates to flashing or animated signage elements. If this is the case, such a guideline is reasonable, cognisant of the wider signage and commercial policy context. Wording such as "*Are not illuminated or contain flashing or animated elements*" are suggested, however the Panel leaves this as a drafting issue for Council to further consider.

The Panel has included its preferred version of Clause 22.04 in Appendix B of this Report. It considers the proposed changes minor and consistent with the intent of the Signage Report and Amendment generally.

Council was unable to advise whether DELWP's entry rules for PPF content could accommodate definitions. The Panel can see no reason why the terms could not be included as they are necessary to understand the policy and minimise the reliance of secondary documents to understand their meaning. The alternative is to include this content in the background document or describe the meaning of the terms within the policy context or guidelines although this seems to the Panel to add unnecessary complexity. Ultimately this will be a technical aspect for DELWP and Council to consider at the next stage of the Amendment process.

4.3 Recommendations

The Panel recommends:

1. **Amend 'Figure 1 Warrnambool Strategic Framework Plan' in Clause 21.01 to distinguish between City and Local Area Gateways consistent with the changes identified to Clause 21.01 in Mr Blades' Evidence (Document 3 - Appendix B).**
2. **Amend Clause 22.04 Signs consistent with the 'Panel preferred version of Clause 22.04' included in Appendix B of this Report.**

Appendix A Document list

No.	Date	Description	Provided by
1	23/06/2021	Urban design evidence of Brodie Blades of design studio Blades	Council
2	24/06/2021	Council submission	“
3	24/06/2021	Panel’s written questions of Brodie Blade’s evidence	Panel
4	25/06/2021	Brodie Blades written response to Panel’s questions	Brodie Blades
5	29/06/2021	Tracked changes version of Amendment identifying proposed further changes	Council
6	29/06/2021	Map showing the extent of Road Zone 1 and landscaped streetscapes	Council

Appendix B Panel preferred version of Clause 22.04

Tracked Added

~~Tracked Deleted~~

22.04 SIGNS

Policy application

This policy applies to ~~all~~ applications for signs under Clause 52.05.

Policy Basis

Signs are an important component of the built environment in the City of Warrnambool – they are used to provide information about businesses and the goods and services they provide.

Well designed and located signs can complement or enhance the host building or site on which they are displayed, and contribute to the vibrancy and colour of the streetscape while being sensitive to built form and character. However, an unrestricted approach to signs and business frontages can result in a cluttered, confusing, and unattractive environment that has a negative effect on the perception of the locality by both residents and visitors.

It is therefore important to ensure signage is not only effective in providing information in goods and services, but also provides high standards of visual amenity in the built environment. Local policy on signs is needed to supplement the decision guidelines in Clause 52.05.

Objective

To encourage signs that make a positive contribution to their host building or site and the surrounding area.

Strategies

Encourage signs that:

- Are consistent with the character of the area.
- Respect the amenity of the area.
- Are proportioned and designed to be integrated with the host building or site.
- Are crafted with materials and finishes that are durable having regard to sunlight, rain, and wind.
- Preserve active frontages and visual links to businesses and shop fronts.

Discourage signs that:

- Alter, obscure, or visually dominate the form of the host building or site.
- Are reflective.
- Are erected on the roof of a building.
- Result in competing signage and visual clutter ~~Increase the number of signs within confined areas~~ .

Policy Guidelines

Specific areas

Commercial areas

Commercial areas located in the Commercial 1 Zone and Commercial 2 Zone.

Commercial areas are expected to be the centre of business activity and consequently are likely to be the most lively and vibrant areas in the City of Warrnambool. The appearance of these commercial areas can influence the way they are perceived by occupiers, visitors, and potential investors. For these reasons, the commercial interests of an individual business, and the cumulative impact of actions will be balanced against the role and interests of the commercial

area. Businesses are encouraged to advertise with signs in an effective manner, having regard to the effect this may have on the host building or site concerned and the commercial area. To achieve this, proposals for signs will be expected to remain within the following set of policy guidelines.

Consider as relevant:

- Avoiding above-verandah signs, unless there are no suitable opportunities at ground level and where the signs:
 - Are wall mounted, not on roof or verandah, canopy or awning.
 - Avoid projecting above the building.
 - Comprise one per occupancy.
 - Are not illuminated or electronic.
- Limiting under-verandah signs to one sign per building except on a corner site where an additional sign on the secondary frontage may be allowed.
- Limiting verandah fascia signs to one sign except on a corner where an additional sign on the secondary street may be allowed.
- Limiting pole signs to:
 - A height no higher than the height of buildings on the site or substantial adjacent structures on abutting or adjacent sites.
 - A sign that is within a building setback or at-grade car park ~~on an open site~~ and is incorporated into landscaping.
- Supporting illuminated signs where all of the following apply:
 - The sign is suspended below a verandah or awning.
 - Any flashing or animated illuminated element ~~The illumination~~ automatically turns off ~~over night or during after~~ outside the businesses operating closing hours. Where a site adjoins a residential area, the level of illumination reduces automatically at night and turns off outside the businesses operating hours.
- Avoiding window signs covering more than 20% per cent of ground floor commercial window (including decal signs, signs painted on a window or signs mounted behind a window).
- Avoiding promotion signs in the Warrnambool City Centre.

Industrial areas

Industrial areas located in Industrial 1 and Industrial 3 Zone.

Industrial areas in the City of Warrnambool include a variety of functions such as manufacturing and warehouses. Due to the nature of these uses and business operations, and historic inadequate attention to design, the image of some of these areas is poor. Signage in industrial areas should seek to improve the presentation and appearance of industrial areas in order to protect the amenity of the City while also improving opportunities to attract investment. To achieve this aim, the following set of policy guidelines will be applied.

Consider as relevant:

- Discouraging signs attached to boundary fences.
- Limiting the total sign face area to 20 square metres on a single premises.
- Support single illuminated pole or monument sign adjacent to the frontage.

Heritage places

The City of Warrnambool has a range of individually significant heritage places sites and precincts areas identified by the Heritage Overlay. Preserving and enhancing these places and ensuring that development does not have a detrimental impact on their integrity and setting is promoted. Signage in heritage places should be discreet and complement the cultural significance of the place. To achieve this aim, the following set of policy guidelines will be applied.

Consider as relevant:

- Limiting signs to locations on heritage buildings areas traditionally used for signs.
- Discouraging finishes and colours that are inconsistent with the heritage significance and period of the place.
- Discouraging signs that intrude into the building fabric and cannot be removed without damage to existing building fabric.
- Discouraging the removal or obstruction of historic or legacy signs where such signs contribute to the heritage significance of the place.
- Discouraging the following signs in heritage places areas:
 - Illuminated signs
 - Electronic signs
 - Animated signs
 - Sky signs
 - Panel signs
 - Bunting
 - Pole signs
 - Panel signs
 - Major promotion signs

Residential areas

~~As expectations in residential areas include high levels of amenity, s~~Signs associated with non-residential uses should ensure minimal intrusion on the residential character. To achieve this aim, the following set of policy guidelines will be applied.

Consider as relevant:

- Limiting signs for non-residential uses to one per premises.
- Limiting business identification signs to only name, address, and logo.
- Discouraging the following signs in residential areas:
 - Promotion signs
 - Above-verandah signs
 - Sky signs
 - Pole signs
 - Floodlit, internally illuminated, flashing or electronic signs.

Main roads

Main roads are roads located within a Category 1 or Category 2 Road Zone or identified as a 'Main Transport Route' within the Warrnambool Strategic Framework Plan. Signs adjoining a main road offer opportunity for long distance visibility. A principal concern is the impact of signs on the amenity of the surrounding areas, the character of the streetscape, and road and pedestrian safety. Proposals for signs will be expected to remain within the following set of policy guidelines.

Consider as relevant:

- Limiting the type of signs at identified gateways and along landscaped streetscapes to business identification signs.
- Discouraging the following signs:
 - Promotion signs
 - Sky signs
 - Panel signs
 - High wall signs

Specific sign guidance***Major promotion signs***

Major promotion signs can be visually dominant features in a landscape and therefore their siting and frequency need to be carefully ~~managed~~ ~~controlled~~. The City of Warrnambool has a strong rural, heritage, and tourist image and will therefore discourage major promotional signage, particularly at identified gateways and along landscaped streetscapes.

Consider as relevant:

- Supporting major promotion signs where all of the following apply:
 - The sign is not higher than the height of a building or structure it is located on.
 - The sign is not higher than the height of a building or structure on adjoining land, when the sign is located on a blank façade of the building.
 - The design and illumination of the sign responds sensitively to any residential use the sign faces.
 - The sign is located on land adjoining a road in a Road Zone Category 1.
 - The sign is not located at an identified gateway or landscaped streetscape.
 - The sign does not face open space areas or parklands.

Definitions

For the purpose of this Clause:

Gateway is defined as any location designated as such within the Warrnambool Strategic Framework Plan or within any Structure Plan or Master Plan referred to in this Planning Scheme.

Landscaped streetscapes are defined as road reserve plantings of Norfolk Pines, Fig Trees, Canary Island Date Palms, Chanticleer Ornamental pear trees, or other ornamental plants considered as a whole. It includes (but not limited to) sections of Raglan Parade/Princes Highway, Mortlake Road, Pertobe Road, Timor Street, Koroit Street, Liebig Street, Gilles Street, Henna Street, Merri Street/Crescent and Verdon Street.

Signage terms:

- [Under-verandah sign is defined as a sign below a verandah or awning, if no verandah or awning, that is less than 3.7m above pavement level.](#)
- [Monument sign refers to any freestanding sign with a low profile and with little or no separation between the ground and the sign itself.](#)

Policy Documents

Consider, as relevant:

- *Warrnambool City Council Advertising Sign Policy - Background Report (2019)*