

WARRNAMBOOL  
CITY COUNCIL

# Advertising Signage Policy

Background Report and draft advertising signage policy

April 2019



[www.warrnambool.vic.gov.au](http://www.warrnambool.vic.gov.au)

Connect to Council [f](#) [t](#) [@](#) [v](#)

# 1. INTRODUCTION

## 1.1 Aim of Project

The aim of the Project is to develop an 'Advertising Signage Policy' to be incorporated in the Local Planning Policy Framework of the Warrnambool Planning Scheme, which will guide the future provision of advertising signage when a planning permit is required.

## 1.2 Drivers of Project

The Council Plan 2017-2021 sets out the strategic planning direction for the Council and the Community. The Council Plan represents the priorities of the City of Warrnambool for the near and medium future. The plan establishes a vision for the City to be a Cosmopolitan City by the Sea. Strategic directions include: sustain and enhance the natural environment, maintain and improve the physical fabric of the city, and develop a modern economy with diverse and sustainable employment.

Advertising signs have an important role in achieving the above strategic directions. Where well-designed, signs help with informing the community and promoting businesses, products, goods, and services. Signage can add vitality and make a positive contribution to its setting. Equally, signage that is poorly designed and located can detract from the experience of the public domain. The Council regulates signage in the City through the Warrnambool Planning Scheme to avoid this type of negative impact on the public domain.

The Warrnambool Planning Scheme Rewrite Project Final Report in 2015 identified the need to prepare an advertising signage policy. The new policy is required to guide consideration of advertising signage and ensure that the City's development standards for signage are robust and reflective of current practice so that the public domain is attractive, safe, and has a diversity of experiences for its users.

## 1.3 Objectives of Project

The key objectives of the Project are to:

- Promote a high standard of signage design.
- Ensure a fair and consistent approach is taken by Council in the consideration of planning applications for outdoor advertising signage across the City.
- Streamline the overall time spent by Council in consideration of planning applications for advertising signage.
- Develop an 'Advertising Signage Policy' which achieves a balance between the promotion of businesses, products, goods, and services and preferred image of the City.

## 1.4 What is an advertising sign?

Advertising signs communicate information via painted, printed, projected or incised surfaces. The Warrnambool Planning Scheme defines a sign as "An advertisement and any structure built specifically to support it".

Words are not always needed as signs also include characters, logos, numbers, and pictures. Banners, flags (excluding the Australian flag) and bunting are regarded as signs. Painting in corporate colour schemes may also constitute a sign.

Advertising signs are generally found on the fascias, windows, walls and roofs of buildings. Freestanding signs may be on frames, poles or A-framed signs on footpaths. They can be internally lit or floodlit. Directional signs for traffic and pedestrian control are not subject to the same controls as outdoor advertising signs which advertise a business or product.

## 1.5 Local Signage Policies in Planning Schemes

Since the introduction of the Victoria Planning Provisions, an increasing number of Councils have prepared and introduced a Clause 22 local policy addressing advertising and signage. As of July 2017, 22 Councils had a Clause 22 local policy as shown in the following tables:

Table 1: Metropolitan Councils

Metropolitan		
Planning Scheme	Clause in LPPF	Title
Banyule	22.01	Outdoor Advertising Policy
Casey	22.04	Advertising Signs Policy
Greater Dandenong	22.11	Advertising Signs Policy
Hobsons Bay	22.11	Outdoor Advertising Signage Policy
Hume	22.09	Advertising Signs Local Policy
Kingston	22.15	Outdoor Advertising Signage Policy
Manningham	22.07	Outdoor Advertising Signs Policy
Maroondah	22.11	Signage on Council Reserves
Melbourne	22.07	Advertising Signs
Moreland	22.04	Advertising Signs
Mornington Peninsula	22.10	Advertising Signs
Nillumbik	22.09	Signage Policy
Whitehorse	22.02	Visual Amenity and Advertising Signs
Whittlesea	22.12	Advertising Signs Adjoining Ring Road
Wyndham	22.02	Advertising Sign Policy
Yarra	22.04	Advertising Signs Policy
Yarra Ranges	22.04	Advertising Signs

Table 2: Regional and Rural Councils

Regional and Rural		
Planning Scheme	Clause in LPPF	Title
Ballarat	22.08	Park Signage
Greater Bendigo	22.29	Advertising and Signage Policy
Queenscliffe	22.01	Advertising Sign Policy
South Gippsland	22.01	Advertising Signs
Wangaratta	22.08	Advertising Signs Policy

This project is therefore consistent with strategic work undertaken by other Councils in Victoria, particularly regional Councils.

## 1.6 Methodology

The methodology adopted in this project takes a holistic view of the existing regulatory framework and decision making context for outdoor advertising signage in the City of Warrnambool, before drilling down to specific recommendations to inform development of an 'Advertising Signage Policy.'

Figure 1: Methodology (to the right)  
The structure for this multi-levelled analysis:

### Background

Review of Existing Regulatory Framework for outdoor advertising signs in the City of Warrnambool



### Planning Context

Review of patterns and key issues with signage and advertising in the City of Warrnambool



### Strategic Analysis of Signage and Advertising

Identification of the role and desirable forms of signage and advertising in the City of Warrnambool



### Implementation Strategy

Signage and advertising policy recommendations

## 2. SIGNAGE – REGULATORY FRAMEWORK

This section outlines the regulatory and policy frameworks for advertising signs.

### 2.1 Warrnambool Planning Scheme: Clause 52.05 Advertising Signs

The Warrnambool Planning Scheme contains a specific Clause relating to advertising signs (Clause 52.05). Its purpose is to:

- To regulate the display of signs and associated structures.
- To provide for signs that 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.

Clause 52.05 contains four (4) categories of limitations on advertising signs (see Table 3 below). Each zone and some overlays (such as the Design and Development Overlay) in the Planning Scheme specify which of the categories apply. The level of control over signs increases from Category 1 to Category 4.

Each category identifies advertising signs that may be displayed without requiring a planning permit, those that do require a permit to be displayed, and those that are prohibited depending on the category, type and size of the proposed sign.

Clause 52.05-4 includes a list of signs that do not require a planning permit to be displayed (e.g. traffic signs and “for sale” signs located on the land for sale) regardless of the category of advertising signage applicable to the land.

Table 3: Limitations on signs

Category	Description	Purpose	Zones Covered
1 (Minimum)	Commercial areas	To provide for identification and promotion signs and signs that add vitality and colour to business areas	Commercial 1 Zone Commercial 2 Zone
2 (Low)	Office and Industrial areas	To provide for adequate identification signs and signs that are appropriate to office and industrial areas	Industrial 1 Zone Industrial 3 Zone Special Use Zone 3 (Warrnambool West Industrial Precinct – Transition Area)
3 (Medium)	High Amenity areas	To ensure that signs in high amenity areas are orderly, of good design and do not detract from the appearance of the building on which a sign is displayed or the surrounding area	General Residential Zone Neighbourhood Residential Zone Low Density Residential Zone Mixed Use Zone Township Zone Rural Living Zone
4 (Maximum)	Sensitive areas	To provide for unobtrusive signs in areas requiring strong amenity control	Farming Zone Public Use Zone Public Park and Recreation Zone Public Conservation and Resource Zone Special Use Zone 1 (Warrnambool Racecourse) Special Use Zone 2 (Warrnambool Showgrounds) Urban Floodway Zone



## **Application requirements are set out in Clause 52.05-2, including (but not limited to):**

- A site context report.
- The dimensions, height above ground level and extent of projection of the proposed sign.
- The height, width, depth of the total sign structure including method of support and any associated structures such as safety devices and service platforms.
- Details of associated on-site works.
- Details of any form of illumination including details of baffles and the times at which the sign would be illuminated.
- The colour, lettering style and materials of the proposed sign.
- The size of the display (total advertising area including all sides of a multi-sided sign).

## **Clause 52.05-3 contains the following decision guidelines that should be considered when assessing an application for outdoor advertising signage:**

- The character of the area, including the sensitivity of the area, the existing or desired future character of the area and the cumulative impact of signs on the character of the area;
- Impacts on views and vistas, including the potential to dominate the skyline;
- The relationship to the streetscape, setting or landscape;
- The relationship to the site and building;
- The impact of structures associated with the sign;
- The impact of any illumination;
- The impact of any logo box associated with the sign; and
- The impact on road safety and whether the sign is a safety hazard.

## **Major promotion signs are subject to decision guidelines at Clause 52.05-6 that must be considered in addition to the above decision guidelines as follows:**

- Significant streetscapes, buildings and skylines.
- The visual appearance of a significant view corridor, viewline, gateway location or landmark site identified in a framework plan or local policy.
- Residential areas and heritage places.
- Open space and waterways.

## **In assessing the effect of a proposed major promotion sign, the following locational principles are required to be considered:**

- Major promotion signs are encouraged in commercial and industrial locations in a manner which complements or enhances the character of the area.
- Major promotion signs are discouraged along forest

and tourist roads, scenic routes or landscaped sections of freeways.

- Major promotion signs are discouraged within open space reserves or corridors and around waterways.
- Major promotion signs are discouraged where they will form a dominant visual element from residential areas, within a heritage place or where they will obstruct significant viewlines.
- 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 statutory timeframe to make a decision on a planning application is currently 60 days, as determined by the Planning and Environment Act 1987.

## **Referral to VicRoads**

An application to display an animated or electronic sign within 60 metres of a freeway or arterial road declared under the Road Management Act 2004 must be referred to the Road Corporation (VicRoads). Council must have regard to their advice when considering the planning application.

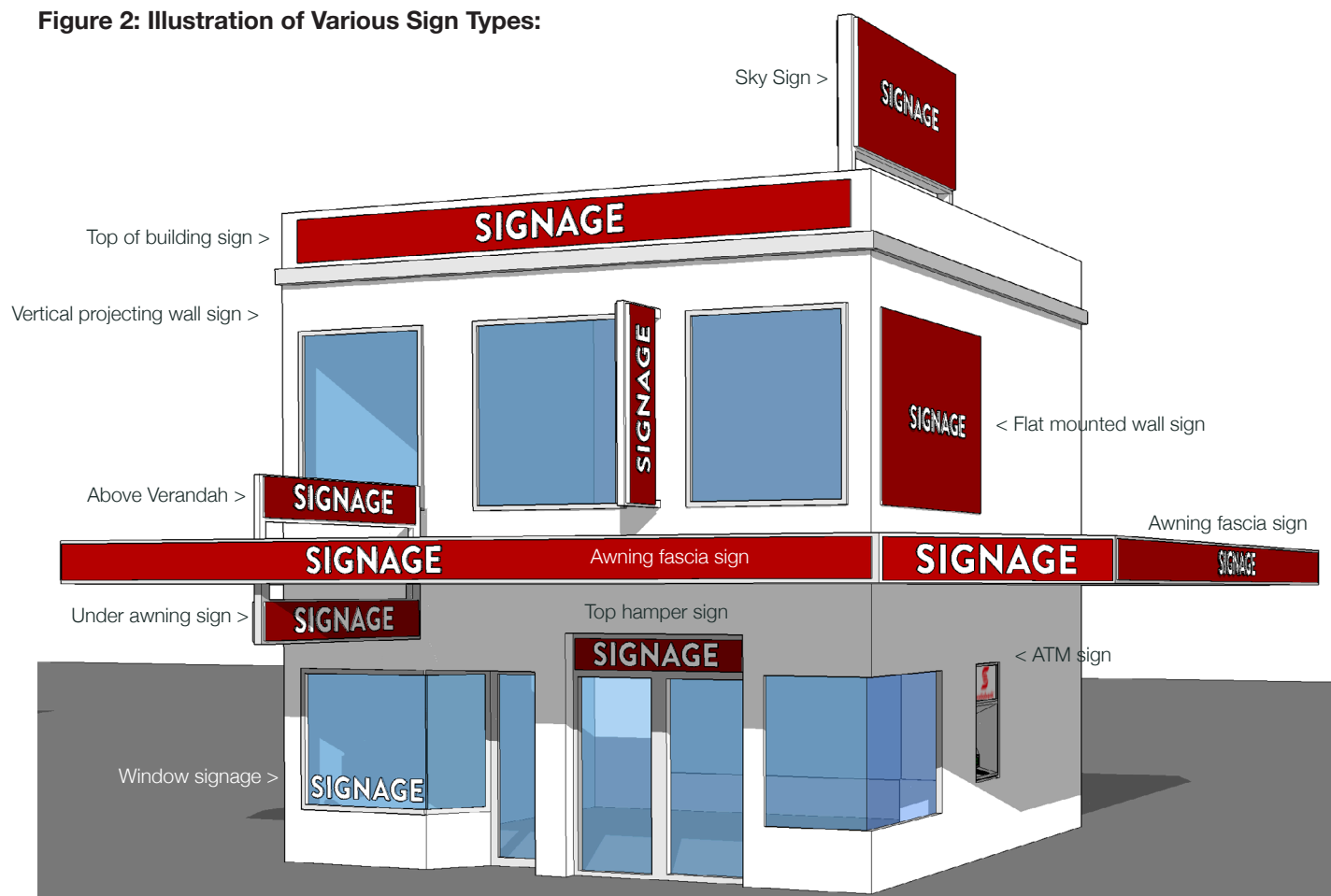
## 2.2 Warrnambool Planning Scheme: Clause 73 Outdoor Advertising Terms

Clause 73 'Outdoor Advertising Terms' provides a list of definitions for specific signage types which are referred to in Clause 52.05 Advertising signs.

**Table 4: Definitions:**

Sign	Definition – Clause 73 of the Warrnambool Planning Scheme
Above Verandah	A sign above a verandah or, if no verandah, that is more than 3.7m above pavement level, and which projects more than 0.3m outside the site
Animated Sign	A sign that can move, contains moving or scrolling parts, changes its message, flashes, or has a moving or flashing border.
Bed and Breakfast sign	A sign at a dwelling that advertises bed and breakfast accommodation in the dwelling.
Bunting sign	An advertisement that consists of bunting, streamers, flags, windvanes and the like.
Business Identification	A sign that provides business identification information about a business or industry on the land where it is displayed. The information may include the name of the business or building, the street number of the business premises, the nature of the business, a business logo or other business identification information.
Direction sign	A sign not exceeding 0.3 square metres that directs vehicles or pedestrians. It does not include a sign that contains commercial information.
Electronic	A sign that can be updated electronically. It includes screens broadcasting still or moving images
Floodlit	A sign illuminated by external lighting provided for that purpose.
High wall	A sign on the wall of a building so that part of it is more than 10 metres above the ground
Home Occupation	A sign at a dwelling that advertises a home occupation carried on in the dwelling, or on the land around the dwelling
Internally Illuminated	A sign illuminated by internal lighting or which contains lights or illuminated tubes arranged as an advertisement.
Major Promotion	A sign which is 18m <sup>2</sup> or greater that promotes goods, services, an event or any other matter, whether or not provided, undertaken, sold or for hire on the land or in the building on which the sign is located.
Panel Sign	A sign with an advertisement area exceeding 10 square metres.
Pole	<ul style="list-style-type: none"> <li>• A sign which is on a pole or pylon that is not part of a building or another structure;</li> <li>• That is no more than 7m above the ground;</li> <li>• With an advertisement area not exceeding 6m<sup>2</sup>; and</li> <li>• That has a clearance under it of at least 2.7m.</li> </ul>
Promotion	A sign of less than 18m <sup>2</sup> that promotes goods, services, an event or any other matter, whether or not provided, undertaken, sold or for hire on the land or in the building on which the sign is located.
Sky Sign	<ul style="list-style-type: none"> <li>• A sign on or above the roof of a building, but not a verandah;</li> <li>• Fixed to the wall of a building and which projects above the wall; or</li> <li>• Fixed to a structure (not a building) so that part of it is more than 7 metres above the ground</li> </ul>

**Figure 2: Illustration of Various Sign Types:**



## 2.3 Warrnambool Planning Scheme: Clause 93.09 Advertising Sign (VicSmart)

Clause 93.09 is a VicSmart provision within the Warrnambool Planning Scheme regarding outdoor advertising signs. Its essential purpose is to streamline the planning application process for certain types of signs that are triggered under Clause 52.05 Advertising signs, including other provisions such as the Heritage Overlay.

**An application may qualify for the VicSmart process if the outdoor advertising sign is in an Industrial 1, 2 or 3, or a Commercial 1 or 2 Zone where:**

- the sign not within 30 metres of land (not a road) in a Residential Zone,
- the sign is not a pole sign, sky sign, reflective sign, internally illuminated, floodlit, electronic or animated, and
- the total display size of the sign does not exceed 10 square metres.

**Consideration of an outdoor advertising sign that qualifies for the VicSmart Process is limited to the following decision guidelines:**

- Whether the proposal is consistent with any relevant local advertising policy set out in the scheme.
- Whether the proposal will impact the character of the area including:
  - *Natural environment, heritage, waterway, open space and rural landscape values.*
  - *The desired future character of the area.*

- *The cumulative impact of signs on the character of an area.*
- *The need to avoid visual disorder or clutter of signs.*
- Whether the proposal will impact views and vistas including:
  - *Important views from the public realm.*
  - *Significant public views.*
  - *Views to existing signs.*
- Whether the proportion, scale and form of the proposed sign relates to the site, building, streetscape, setting or landscape including:
  - *The position of the proposed sign, including if it protrudes above existing buildings or landscape and natural elements.*
  - *Screening of unsightly elements.*
  - *The number, scale and location of existing signs.*
  - *The ability to rationalise or simplify the number of signs.*
  - *The ability to include landscaping to reduce the visual impact of the proposed sign structure.*
  - *The extent to which the proposed sign requires the removal of vegetation.*
- Whether the proposed sign is consistent with any outdoor advertising theme.
- Whether there is a need for identification and the opportunities for adequate identification on the site or locality.
- Whether the proposed sign will adversely impact road safety

Council's statutory timeframe to make a decision on a VicSmart planning application is currently 10 business days of lodgement, as determined by the Planning and Environment Act 1987.

## 2.4 Warrnambool Planning Scheme: Clause 43.01 Heritage Overlay

The Heritage Overlay in the Warrnambool Planning Scheme seeks to protect areas of heritage significance within the City of Warrnambool.

This overlay provides a separate planning permit trigger for advertising signage where a permit is required to construct or display a sign. A permit is also required to externally paint a building if the painting constitutes an advertisement.

If the sign does not qualify for the VicSmart process, the following relevant decision guidelines of Clause 43.01-4 should be considered when assessing an application for outdoor advertising signage:

- *Whether the proposed works will adversely affect the significance, character or appearance of the heritage place.*
- *Whether the proposed sign will adversely affect the significance, character or appearance of the heritage place.*

## 2.5 Warrnambool Planning Scheme: Clause 62 Uses, Buildings, Works, Subdivisions and Demolition Not Requiring a Permit

Clause 62 is a General Provision in the Warrnambool Planning Scheme. It deals with uses, buildings, works, subdivisions and demolition not requiring a permit unless specifically required by the planning scheme.

Clause 62.02 sets out exemptions from permit requirements in the planning scheme relating to the construction of a building or the construction or carrying out of works.

It clarifies that building and works exemptions in the planning scheme apply to a sign, unless a permit is specifically required for a sign.

### POLICY FRAMEWORK

## 2.6 Warrnambool Planning Scheme: Clause 15 Built Environment and Heritage

The State Planning Policy Framework at Clause 15 requires planning to achieve high quality urban design that enhances liveability, diversity, amenity and safety of the public realm.

## 2.7 Warrnambool Planning Scheme: Clause 18 Transport

Clause 18 contains a policy on Movement Networks at Clause 18.02 that calls for the 'design of transport routes and nearby areas to achieve visual standards appropriate

to the importance of the route', with particular reference to the control of outdoor advertising.

## 2.8 Warrnambool Planning Scheme: Clause 21.06 Built Environment and Heritage

Clause 21.06-1 Urban Design is a policy within the MSS of the Warrnambool Planning Scheme that provides specific local policy guidance in relation to advertising signs. The Clause discusses that the appearance of residential, commercial and industrial areas is considered important in maintaining a strong level of civic pride. It also acknowledges 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.

### This policy identifies a key issue as:

- *Providing for advertising signs that are in context with the scale of development, the surrounding environment and with the surrounding signage patterns.*

### One objective of this policy is to achieve urban design of the highest standard. Strategies that support this objective include:

- *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.*

### This policy also seeks to improve the appearance of the major entrances to urban areas through the following strategies:

- *Improve the visual quality of major transport routes in recognition of their role in influencing the local urban character, through such measures as signage consolidation and landscaping.*
- *Improve the major road entrances to Warrnambool to provide significant boulevard entrances to the City.*
- *Maintain the Princes Highway as the major boulevard entrance to Warrnambool.*

This policy identifies the need 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.

## 2.9 Advertising Content

The Warrnambool Planning Scheme planning controls for advertising signs do not regulate content.

The provisions are only applied to the structure and operational components of the sign or advertisement. Content is self-regulated through industry codes of practice – the Australian Association of National Advertisers (AANA) and Outdoor Media Association (OMA) oversee these industry codes.

## 3. REVIEW OF SIGNAGE – REGULATORY FRAMEWORK PERFORMANCE

This section outlines patterns and key issues with advertising signs in the City of Warrnambool.

### 3.1 Planning permit applications and decisions

Between January 2012 and July 2017, a total of 142 planning applications related to advertising signs that have been considered by Council. These have been broken down by zone as follows :

Zone	Number	Percentage of Total
Industrial	16	11.2%
Commercial	92	64.7%
Residential	29	20.4%
Public Park Recreation Zone / Public Use	5	3.7%

Decisions were made as follows:

Decision	Number	Percentage of Total
Delegate approved	122	85.9%
Delegate refusal	0	0%
Withdrawn	8	5.6%
Lapsed	1	0.7%
Permit not required	2	1.4%
Council approved	3	2.1%
Council refusal	0	0%
VCAT approved	2	0.7%
VCAT refusal	4	3.5%

Decisions made within statutory timeframe:

Decision	Number	Percentage of Total
Regular planning application (60 days)	106	80% (132)
VicSmart application (10 business days)	N/A	N/A

A basic analysis of key words in applications received shows the following types of outdoor advertising signs commonly applied for :

Application for	Number	Percentage of Total
Major Promotion Sign	6	2.1%
Promotion Sign	22	8.0%
Business Identification	107	39%
Sky Sign	5	1.8%
Electronic Sign	7	2.5%
Home occupation	4	1.4%
Panel Sign	10	3.6%
Internally illuminated	20	7.2%
Pole	5	1.8%
Sky Sign	5	1.8%
Pylon Sign	11	4.0%
Floodlit	3	1.0%
Window Sign	14	5.1%
High Wall Sign	4	1.4%
Veranda fascia	23	8.3%
Above Verandah	17	6.2%
Under Verandah	8	2.9%
Corporate branding	3	1.0%
Flags	1	0.3%

The following table and diagrams illustrate definitions for certain types of signs commonly applied for that are not defined at Clause 73.

Sign Type	Fixing	Ref	Description	Example
Verandah	Under verandah	1	Sign board fixed under the line of the verandah	See page 7
	Verandah fascia	2	Sign board fixed to the front of the fascia of the verandah and in the same direction.	See page 7
Window sign	Building shopfront	3	In window vinyl or painted sign	See page 7
Corporate Branding	Building	4	The use of corporate colours and graphics where the building can form part of the signage.	See page 7



## 3.2 Warrnambool City Council planning decision making

Through discussions with Council's Statutory Planning Officer's it is apparent that the advertising signage framework is easily implemented in planning decision making. Whilst the framework has general acceptance, there are a number of areas that have been identified for improvement or where issues have occurred.

Issues	Policy Implications
The outdoor advertising signage definitions do not refer to siting and design in relation to the street, and lack clarity in relation to the host building.	Guidance should be provided on orientation of signage to property front-ages, street, and carriageway alignment, and siting in relation to the host building.
There is no overall strategic direction in relation to the preferred location and types of outdoor advertising signs across the municipality.	Guidance should be provided on the urban setting (planning zones and the dominant land uses) and define a hierarchy of areas where signage should be avoided and other areas where signage may be able to be accommodated.
The planning framework does not set out guidelines for considering wider reaching impacts of outdoor advertising signs; rather it focuses on the immediate surrounds.	In some circumstances it is appropriate to consider the impact to a wider viewing catchment, particularly where signs are elevated above other buildings or structures and/or within important views and vistas.
The outdoor advertising signage definitions do not address 'corporate branding' whereby multiple signs, material finishes and colours and graphics are sited all over the building.	There is a lack of distinction or definition in Clause 52.05 in relation to 'corporate branding'. In heritage areas or on sites where paint controls apply, Council has discretion regarding the colour of buildings. Corporate branding can contribute positively to the vitality of a commercial and industrial area, but it can also detract from the physical character of the city. Guidance should include elements such as building form, the impact to existing buildings, colour, size and design of signs and shop fronts. The desired character of an area is a key consideration for the assessment of the appropriateness of corporate branding.
The planning framework does not provide assessment guidelines on how bright illuminated outdoor advertising signs can/ should be.	Signage is sometimes internally or externally illuminated for increased visibility. If signs are too bright they can cause glare, light spill and sky glow. These impacts can be detrimental to the safety and amenity of public domain users, nearby land uses (particularly residential) and the character of the area where the sign is displayed. Guidance should be provided on maximum lux, however this needs to have scientific and strategic justification. The Australian Standard for light spill and glare is AS 4282-1997 to assess brightness and impact. Although this Standard does not specifically apply to signs and outdoor advertising, the values and methodology are relevant in determining the extent of light intensity and light spill. Signage should comply with the recommended values in this standard. The maximum night time luminance of any sign should not to exceed 300 cd/sqm.
The planning framework does not address minimum clearances of outdoor advertising signage above footpaths.	2.7 metres is the accepted standard clearance height which is defined in the Building Regulations.
The planning framework lacks clarity on what constitutes visual clutter.	The overall amount of signage in relation to the streetscape and the cumulative effect of many signs can create visual clutter. What constitutes visual clutter will differ depending on location. For instance, in commercial areas and within entertainment precincts, it is not uncommon to have multiple signs visible along a given sightline. While quantitative measures such as setting the amount of signage within a particular view to a limited percentage may be employed, these are subject to distortion. A more effective method of controlling visual clutter is to promote positive policy on where and how signage may occur, and to encourage a strong and respectful response to the site's context.



There is no guidance on window signs in the planning framework.

Window signage which blocks views into ground level shops is becoming increasingly prevalent with businesses such as chemists, gyms, newsagents and milk bars.

There is a lack of distinction or definition in Clause 52.05 in relation to 'window signs'.

Guidance should be provided to ensure that window signage does not overwhelm ground level shops or contribute to visual clutter.

The display of sponsorship advertising in open space zones.

The use of outdoor advertising in a given locality should not be inconsistent with Clause 52.05. Advertisements must not be placed on land in open space zones where the signage is visible from the street.

## 3.3 VCAT decisions

Between 2012 and 2017, 6 cases went to VCAT, including:

- O.S.O International Pty Ltd v Warrnambool CC (3 March 2017);
- Qemal v Warrnambool CC (27 June 2016);
- O.S.O International Pty Ltd v Warrnambool CC (2 February 2016);
- O.S.O International Pty Ltd v Warrnambool CC (25 June 2015);
- Reg Qemal v Warrnambool CC (6 February 2015);
- O.S.O International Pty Ltd v Warrnambool CC (28 January 2015);

The six cases represent less than 5% of applications for advertising signage considered by Council. Five of the cases related to major promotion signs, which represent 83% of applications for major promotion signs. The remaining case related to a promotion sign, which represented 4% of applications for promotion signs.

The VCAT applications for review included five applications against a notice of refusal, and one for a review of Council's failure to make a decision within the statutory period (60 days). In some cases Council's decision was upheld; however in other circumstances it was overturned.

The key policy issues and implications of these decisions are summarised as follows (These are further detailed in Appendix 1):

Key policy issues	Policy Implications
Gateways or boulevard entrances have clearer restrictions for outdoor advertising signs (they are not robust environments), specifically in regards to the display of major promotion signs (Qemal v Warrnambool CC; O.S.O International Pty Ltd v Warrnambool).	The identification of gateways and boulevard entrances across the municipality in a strategic framework plan would assist in providing direction and clarity to Council and applicants.
<p>The Tribunal sought to highlight seven consolidated principles for consideration of major promotional signs that have been established by other VCAT decisions (OSO International Pty Ltd v Warrnambool). Of significance are:</p> <ul style="list-style-type: none"> <li>• Proposals for major promotion signs should be assessed from a neutral rather than negative perspective.</li> <li>• Major promotion signs are legitimate commercial use and development that are typically placed in prominent places, and at a scale to maximise exposure. However it does not necessarily follow that they reduce visual amenity.</li> </ul> <p>A critical element is that any major promotion sign is of a scale, form and location appropriate to their local physical context, and with planning policies guiding future development, and amenity impacts on surrounding uses</p>	These consolidated principles for major promotional signs can be provided through policy guidance to give Council and applicants confidence in the consideration of these types of signs.

There is no conclusive evidence that outdoor advertising signs near roads have an impact on road safety, noting arguments surrounding road safety issues were considered tenuous by the presiding members in the absence of objections from VicRoads or Council's traffic engineers (O.S.O International Pty Ltd v Warrnambool CC;).

VicRoads are involved in the planning process where the matter relates to primary roads (i.e., roads in Road Zone Category 1 or 2). Clause 52.05 (Advertising Signs) provides application requirements to address road safety.

The Tribunal noted the importance of having sufficient information in order to make a proper assessment of the impact of the proposed outdoor advertising signage, including fully dimensioned plans (Reg Qemal v Warrnambool).

Both Clause 52.05 (Advertising Signs) and Clause 93.09 (Advertising Sign) provide application requirements for outdoor advertising signs. Further guidance can be provided to improve the quality of planning applications.

## 3.4 Compliance and enforcement

The compliance and enforcement of unlawful outdoor advertising signs in the City of Warrnambool is generally complaint based. Complaints are investigated by the Council's Statutory Planning Officer's and necessary action is taken in accordance with the Planning and Environment Act 1987 to ensure that signage is displayed in accordance with the Warrnambool Planning Scheme or that unlawful signage is removed.

## 3.5 Findings

- The highest number of planning applications for advertising signs in the municipality is in the Commercial zones.
- The majority of decisions for planning applications for advertising signs are made under delegation and within the prescribed statutory timeframe.
- Key words in planning applications received show the types of advertising signs do not always match Clause 73 'Outdoor Advertising Terms.'
- The most common type of advertising sign likely to be applied for is business identification.
- There is increasing pressure from advertising companies for Council to permit Major Promotional Signs in the City, particularly along Raglan Parade.
- Based on current planning decision making context, key aspects of the existing regulatory framework require further guidance, in relation to how advertising signage fits into the urban design structure of the City and the more technical aspects of signage types and impacts.

# 4 THE ROLE OF ADVERTISING SIGNAGE WITHIN THE CITY OF WARRNAMBOOL

This section addresses the role that advertising signage has within the City of Warrnambool.

It discusses the key aspects of the current regulatory framework for incorporating advertising signs into the urban setting of the City, and how policy should be adapted to meet current and changing needs and issues.

## 4.1 Urban Design Structure

Advertising signs can be used as an expression of culture, to promote businesses, goods and services and add colour and vitality to a city. Signs can highlight key landmarks and attractions within the city environment. It is recognised that they are a necessary and, at times, can be a vibrant contribution to the urban setting. But while they can enhance the cityscape, they can also diminish it. If they are poorly designed or inappropriately located, signs can detract from the surrounding architecture, overwhelm public spaces and undermine streetscape quality. Similarly, too many signs can create visual clutter that reduces their effectiveness.

The Municipal Strategic Statement identifies the need to provide further guidance on advertising signage and its role within the City of Warrnambool. The Local Planning Policy Framework is one of predominately land use based objectives and strategies, with some focus on the three-dimensional aspects of the urban environment.

Urban design is central to the image, identity and function of cities. Therefore, the presence and visibility of outdoor advertising signage needs to be understood in the context where the predominant feature of the city is the built environment. Urban design principles are incorporated in the Warrnambool Planning Scheme at the State and local planning policy level and seek to establish high quality built form, where buildings and landscaping are the dominant character elements. Signage plays an important

role within the City (it is essential to businesses that signs be displayed within the municipality); however, it should contribute positively to visual amenity and safety and not overwhelm or dominate the cityscape to the detriment of the appreciation of the built form.

The challenge is how to incorporate advertising signage, which is a legitimate means of communication and promotion, sensitively within the urban framework. The cues can be taken from the city structure and built form, including the land use zones. It is therefore necessary to define broad typologies to make controls appropriate for those areas.

### 4.1.1 Urban typologies

The urban typologies below explain the essential characteristics of a range of urban precinct types to assist in understanding the typical character, scale and form of an area to enable informed decisions in relation to how advertising signage should be designed and adapted to different locations in the City of Warrnambool.

#### Commercial/Retail Areas

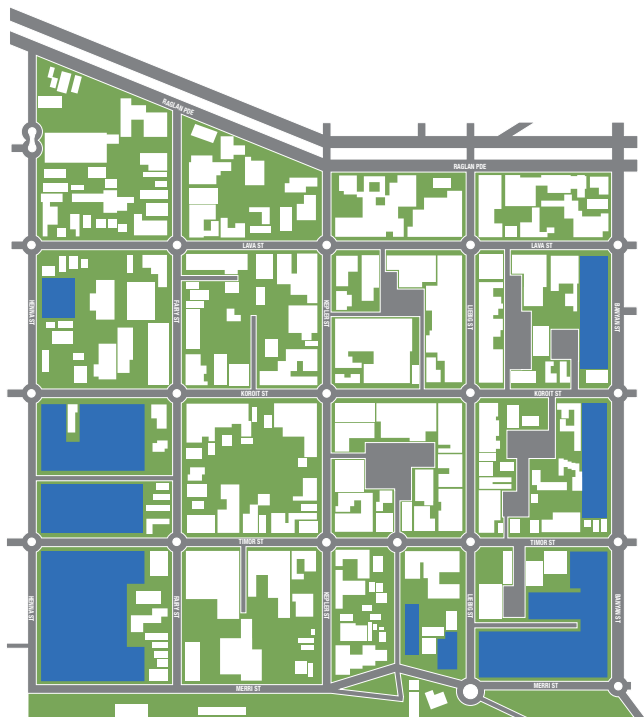
Commercial and retail areas are identified by the Commercial Zone in the Warrnambool Planning Scheme and can be broken down into three categories:

- Warrnambool City Centre;
- Eastern Activity Precinct;
- Neighbourhood and Local Convenience Centres;

## Warrnambool City Centre

**The Warrnambool City Centre is identified in the figure below.**

It is the most significant retail commercial district and services precinct servicing south-west Victoria. In summary, the centre comprises a very compact and grid layout character that has a traditional, street based, pedestrian format with a mix of historic and contemporary style buildings. There are a number of gateway intersections and gateway boulevards around the perimeter of the centre. These gateways are identified in the Warrnambool City Centre Revitalisation Structure Plan.



Liebig Street is the main retail street in the centre and the location for key civil events. The buildings in this area typically have a zero set back and two storey forms (many of which are of historic building style) with shops at ground floor level and some shop top housing above. Laneways and arcades branch off the street, connecting to rear off street car parking. Existing signage is limited to small scale business identification, such as verandah fascia, below verandah (some illuminated), and window signs. There is an absence of above verandah signage and large scale advertisements given the limited scale of the built form.



Lava Street, Koroit Street, and Timor Street form secondary retail streets in the centre that support Liebig Street as the main street. The buildings in this area are typically zero set backed and hard up to property boundary and street. There is some inconsistent canopy cover, but typically closest to Liebig Street. There is a mix of building styles from a variety of different eras. Existing signage is a mixture of small business identification (verandah fascia, below verandah, and window signs). There are some larger above verandah signs that are visible from the street.



Other streets in the centre are of commercial retail character, but with a more dispersed, lower concentration and made up of a combination of businesses, offices, and mixed use buildings. The buildings in this area are typically setback from the property boundary and street, with a small percentage hard up against the street. There are a large proportion of detached, large foot print buildings. There is some inconsistent canopy cover. Existing signage is a mixture of small to medium sized business identification signs.

### Policy Direction:

Encourage the predominance of the built form and pedestrian environment in Warrnambool City Centre. Signage should comprise at a maximum directional street signage and business identification. Active shopfronts should be maintained by limiting below verandah and window signs. Avoid above verandah signs, high wall signs and bunting signs. Large format signs in this area should not be supported along Liebig Street due to the more intimate scale of the urban setting. Gateway intersections and gateway boulevards around the perimeter of the Warrnambool City Centre should be identified in a framework plan in the MSS to ensure consideration of signage and advertising on the visual appearance of these areas.



## Eastern Activity Precinct

**Warrnambool's Eastern Activity Precinct is located at the eastern edge of Raglan Parade and serves as the City's secondary retail hub and includes large areas of commercial zoned land housing major retail (Gateway Plaza) and bulky goods, as well as complementary residential and tourism related accommodation.**

The built form character of the precinct is dominated by an internalised, shopping based centre development of two storeys in height (Gateway Plaza), and large 'big box' retail developments with associated large format showroom/sales.

Large areas of car parking are allocated in front of the developments, and the road conditions are heavily engineered with divided carriageways and slipways. Landscaping does not play a significant role in the area.

Signage and advertising typically comprises business identification pole signs (reflecting the large parcel size and single ownership) with large format business fascia signage. Several developments have corporate branding and promotion signs.



### Policy Direction:

The Eastern Activity Precinct receives pressure for large format business fascia signage and corporate branding to buildings, including promotion signs. The built form and landscape (hard or soft) should be the predominant feature of this area. Signage should be well integrated, simple and contemporary. Ensure that signs for a multi-tenanted development are of consistent shape, size and presentation and are displayed in similar locations. Advertising on the exterior of a building should only be permitted where the tenancy has direct frontage to a carpark and to the outside. Freestanding signage should generally only promote the centre itself and/or identify major tenants.

## Neighbourhood and Local Convenience Centres

**The North Point Village (Centro Shopping Centre) and Dennington Neighbourhood Activity Centre are retail neighbourhood centres, which are anchored by a medium size supermarket.**

The built form character of each centre comprises a low scale retail building with an internalised supermarket, flanked by external small retail outlets with active frontages to onsite car parking areas. Existing signage comprises business identification, pole signs, and large format business fascia signage.

Compared to neighbourhood activity centres, the local convenience centres have a limited range of activities and typically comprise a built form of low scale self-contained buildings with onsite or roadside car parking areas. Existing signage typically comprises a mix of small business and promotion signs.



### Policy Direction:

Signage in neighbourhood and local convenience centres should be simple, modest and contemporary. Avoid roof top and sky signage. Integrate signage within the host building, and at the street level wherever possible. Large format signs are generally not appropriate in these areas due to the lower scale built form.



## Industrial Areas

**Warrnambool's industrial areas are identified through the industrial zone in the Warrnambool Planning Scheme.**

Warrnambool has a strong industrial sector, functioning as the regional service centre for the south west region of Victoria. There are four main industrial areas in Warrnambool:

- West Warrnambool;
- Dennington/Fonterra;
- Caramut Road;
- Horne Road (Eastern Precinct) (currently under development)

## West Warrnambool

**West Warrnambool is the largest of Warrnambool's existing industrial areas, comprising approximately 109ha of industrial zoned land. The area comprises a mixture of lot sizes supporting a diverse mix of industries.**

The typical built form comprises large sheds with extensive use of corrugated iron / colorbond. As with many older style industrial sites, function has taken over attention to streetscape character and amenity, including limited to no landscaping in streetscapes, low level maintenance of nature strips, limited or no footpaths.

Existing signage comprises business identification and promotion signs, and large format business fascia signage.



### Policy Direction:

There is scope for much larger signage to be accommodated in parts of this area because of the larger scales of development; however signage in these areas should be effective, simple and contemporary but not necessarily large. Signage could be used as a substitute for enhancing the presentation of large building forms. Promotion signs displaying brands or goods associated to the onsite business should be subordinate to the business identification signage.



## Dennington/Fonterra

**The Dennington area is traditionally an industrial workers village that developed around the former Nestle factory.**

The factory is now operated by Fonterra. The area comprises approximately 8ha of industrial zoned land. The area also includes smaller uses retail/wholesale uses, and timber yard.

The Dennington Industrial area is disjointed, comprising the Fonterra site, and a number of sites along the Princes Highway. As such, it does not have a cohesive character. The Fonterra site is dominated by factory equipment, while sites along Princes Highway comprise large sheds/buildings that present to Princes Highway, accessible via service roads.

Given Dennington has traditionally developed as a workers village, the interface between residential and industrial is more integrated than other industrial areas.

Existing signage is limited to small scale business identification.



### Policy Direction:

Intensive advertising is not appropriate in the Dennington/Fonterra industrial area given the interface between residential and industrial. Signage in this area should be effective, simple and contemporary but not necessarily large.

## Caramut Road

**The Caramut Road area is dominated by the Council owned Livestock Exchange (approximately 8ha), surrounded by other uses such as a freight carrier company.**

The area has an interface with 17ha of land on the east side of Caramut Road that is in the Commercial 2 Zone, and attracts uses such as farm machinery sales, car rentals etc. Existing signage comprises pole/pylon and business identification.



### Policy Direction:

There is scope for much large signage to be accommodated in parts of this area because of the larger scales of development and commercial interface; however signage in these areas should be effective, simple and contemporary but not necessarily large.

## Horne Road (Eastern Precinct)

**The Horne Road (Eastern Precinct) area is the newest industrial precinct in the City of Warrnambool, located 4 kilometres from Central Warrnambool and 800 metres off the Princes Highway.**

It fronts the recently constructed Horne Road, the new heavy vehicle route linking the Princes Highway with the Hopkins Highway to the north.

The precinct is zoned Industrial 3, which caters for a wide variety of business and industry uses. Surrounding land to the east, north and south is within the Farming Zone. However, land to the east is identified as a future residential growth area. Land to the west is within the Rural Living Zone.

### Policy Direction:

Intensive advertising is not appropriate in the Horne Road industrial area given the interface between rural and industrial. Signage in this area should be effective, simple and contemporary but not necessarily large.



## Residential Areas

The following zones identify residential areas in the Warrnambool Planning Scheme:

- Neighbourhood Residential Zone & General Residential Zone
- Low Density Zone
- Mixed Use Zone
- Township Zone

Warrnambool's residential areas are typically dominated by housing of varying densities, from low density residential and single-storey dwellings to 2-3 storey medium density development. The expectation is generally for a high level of amenity, privacy, solar access, low noise level and no visual intrusion from advertising signs or bright lights.

A number of non-residential uses are also permitted in residential zones including medical centres, veterinary clinics, place of worship, child care centres, display homes, service stations, corner shops, restaurants and the like. These uses can also influence the character of residential areas. Generally, however, business activity is minor and advertising signage is not part of the overall character of residential areas.



### Policy Direction:

Intensive advertising is not appropriate in Warrnambool's residential areas. The residential built form and landscape (hard or soft) should be the predominant feature of these areas. Signs should respond to and respect the individual neighbourhood character of the area. Signs should not be illuminated (unless light spillage is not a problem) or intrusive (for example, signs should not have flashing lights).

## Rural Areas

**Warrnambool's rural areas are identified through the Farming Zone in the Warrnambool Planning Scheme.**

These areas have varied landscapes which reflect the natural characteristics of the region. A variety of businesses operate in rural areas such as farming, farm machinery repairs, boarding kennels and equine facilities, which require business identification signage.



### Policy Direction:

Signage should be limited to low key advertising signs that identify the business and services located on the site. Internally illuminated, floodlit, animated, electronic and reflective signs should be discouraged. Signage colours should be compatible with the surrounding landscape. Signage should be integrated with its landscape setting or built environment, so that signage is not the dominant element.



## Public Reserves and Open Spaces

The following zones identify parks and open spaces in the Warrnambool Planning Scheme:

- Public Park and Recreation Zone;
- Public Conservation and Resource Zone;
- Public Use Zone;
- Special Use Zone (Warrnambool Showgrounds and Warrnambool Racecourse)

Warrnambool's parks and open spaces are used for leisure, recreation and events. Further, some have special environmental qualities and significant ecological habitat value (such as the coastline, the rivers and the creeks). The parks and open spaces are predominately public spaces.

The character of these areas can vary greatly. Active recreation reserves are often characterised by sporting ovals or other facilities and associated pavilions and outbuildings. Passive recreation reserves are often characterised by natural land forms, vegetation and a feeling of open space.

Parks & open spaces are considered to have high amenity as they provide a valuable community resource, preserve natural environments and provide green spaces which contribute to the ambience and visual appearance of a neighbourhood.

Three types of signage are typically found at sporting ovals – promotion, business identification, and community event signs. Many of these signs are restricted or prohibited under the Warrnambool Planning Scheme, particularly if they can be viewed outside the property. Community event signage is also erected in parkland.



### Policy Direction:

Ensure that advertising signage respects the visual appearance, amenity and function of parks and open spaces. Signage should be limited to what is necessary to identify the park or open space or to direct people around the park or reserve. Advertising signage should be located at ground level wherever possible. Promotional signage should be discouraged where it is visible from outside the site.

## Major Highways

**Raglan Parade and Mortlake Road/Banyan Street are the key transport routes through Warrnambool, offering east-west and north-south access for traffic.**

## Raglan Parade

Raglan Parade has an east west orientation. It commences west of the intersection with Horne Road on the eastern edge of Warrnambool. It has a length of approximately 9.2 kilometres and extends to the Merri River highway crossing at Dennington. There are at least six variations in the highway character influenced by the road infrastructure, landscaping, land-uses, topography and built form as identified in the following description.

**Eastern edge precinct:** (Horne Road – Simpson Street distance approximately 1.5 kilometres) comprises the Eastern Activity Precinct, acting as a land mark entry to the City, as well as complementary residential and tourism related accommodation. Existing signage typically comprises business identification pole signs (reflecting the large parcel size and single ownership) with large format business fascia signage. Several developments have corporate branding.

**Mid-east precinct** (Simpson Street – Derby Street distance approximately 1.2 kilometres) comprises primarily residential development with distant views to the coast. There are some non-residential uses with sparse landscaping. Existing signage is minimal due to the general absence of commercial enterprises.

**Central Heritage precinct:** The use of streetscape planting, in particular Norfolk Island Pines (heritage listed) within the central median, has a strong and identifiable character for Warrnambool. This section of the highway is elevated and in sections provides views towards the Warrnambool City Centre and coast. The northern side which is elevated is

developed with housing. The southern side comprises residential and commercial development (to the west). The entrance to the Warrnambool City Centre which is to the south occurs at intersections. Commercial properties are generally modest in size and there is a variety of advertising signs.

**Warrnambool Central precinct:** This section is immediately north west of the Warrnambool City Centre. Different sections of the median strip have been planted and there are some formal established rows. The north side contains residential development, the southern section contains commercial buildings. Existing signage is mixed with a variety of sign formats.

**Dennington (western edge) precinct:** This is the western most section of Raglan Parade. Various studies have identified Dennington as being a separate community to that of Warrnambool. Raglan Parade at the eastern edge of Dennington becomes single lane as it crosses the discussed Port Fairy rail line. The roadway has minimal landscape and a variety of different land uses. The Merri Creek at the Western end of Raglan Parade can be considered a gateway entrance to Warrnambool. The advertising pattern reflects the zoning pattern, with advertising confined to the shopping centre and other commercial properties.



### Policy Direction:

Raglan Parade traverses all types of land use zones with varying planning objectives and distinct local and scenic qualities.

Gateways along Raglan Parade are important as these areas are typically the most trafficked areas in the City of Warrnambool and create an impression of the City for residents, visitors and those passing through. Signs have the potential to make entrances unsightly and lacking distinctive character.

Gateways should be identified in a framework plan in the MSS to ensure consideration of signage and advertising on the visual appearance of these areas.

The installation of advertisements within the various corridors of Raglan Parade must be strategically planned so that their

placement is not unsympathetic to the character and land uses of the area.

Consideration must be given to the nature and quality of the landscape, streetscape or corridor including immediate views, vistas, adjacent infrastructure, buildings and whether surrounding land-use is compatible with the type (e.g. its form, scale etc) of advertising being proposed.

Major promotion signs should be avoided in identified gateways and should be discouraged in other areas due to the lower scale built form.

The road reserve should not be used for freestanding signage whether for commercial advertising or business identification purposes.



## Mortlake Road/Banyan Street

Mortlake Road/Banyan Street has a north-south orientation and is depicted in the figure below. Mortlake Road enters the northern edge of Warrnambool at the intersection with Conheadys Road and extends for a length of approximately 4 kilometres to the Botanic Road intersection. It then joins Banyan Road, which extends from Botanic Road intersection to Raglan Parade Highway crossing.

The two roads traverses a rather homogeneous land use context (compared to Raglan Parade) comprising primarily residential development. There are various slip lanes and service lanes, some of which are landscaped. The mid-point of the road contains a neighbourhood activity centre, comprising of the North Point Village (Centro Shopping Centre), smaller scale retail premises on both sides of Mortlake Road, a service station and convenience store, and various large scale indoor sporting facilities. Existing signage is predominately limited to these activity areas.



### Policy Direction:

Mortlake Road traverses a rather homogeneous land use context. Signage should be contained to the activity centre along the corridor. Promotion and major promotion signs should not be permitted.

## 4.1.2 Other Urban attributes

Other urban attributes which add layers to the urban typologies but are not typologies within themselves include heritage areas, park interfaces, and views and vistas. These are not typologies but are important as overarching qualities upon which signage can have an impact.

## Heritage Areas

The City of Warrnambool heritage areas are considered culturally and/or historically significant and are identified through the Heritage Overlay. These areas may include individual buildings or sites, streetscapes, or precincts of cultural, architectural, archaeological, historic and scientific or landscape importance.

These areas are considered sensitive and their integrity could be compromised by further development including advertising signs.

### Policy Direction:

Ensure advertising signage respects heritage values of heritage buildings, places and their environs. Signage in heritage areas should comprise nothing above the ground storey and no promotional signage should be permitted. The design and location of signs should not obscure architectural features. These key limitations should ensure the historic values and assets of the area are the primary focus.

raised painted or applied signage or advertising relating to original function or use(s) of heritage value to the place should be retained.



### Case Study: 178-182 Timor Street, Warrnambool

The signage is related to a post-World War Two sports store in the commercial precinct (HO 324). Refer to image below. The following excerpt from the Warrnambool City Council Heritage Guidelines describes the significance of the precinct in which the signage is located.

The Commercial Precinct is of historical significance as some of the earliest laid out streets within the original survey of Warrnambool. It has always represented the business and retail core, the focus of professional services, the centre of entertainment, much of the best accommodation and dining, and some key institutions.

It is of architectural significance for its very wide range of building types, including several notable examples from each period represented in the precinct's development, such as the simple but functional Crammond and Dickson Building, the neo-Classical Masonic Lodge, the contrasting Criterion and Warrnambool Hotels, and a rich variety of shops including some important post World War 2 alterations.

## Historic or legacy signs

Much of Warrnambool's historic wall signage is likely to be obscured by later wall coverings, or adjacent building development.

Historic signage is often uncovered during the course of building works or refurbishment, or development of adjacent site.

Very little historic advertising signage is evident in Warrnambool today, and where it is found to contribute to the heritage value or form part of the listed fabric, then it should be retained. This type of signage usually includes early name signs, or painted wall advertising that directly relates to the heritage value of the place. Original moulded,



As a mid-Century expression of the commercial and retail focus of the precinct, the De Grandi's Sports Goods signage is considered as contributing to the broadly defined heritage value of the precinct and should be retained.



## Policy Direction:

When signage is found to contribute to the established heritage values of a place or precinct or building then retention is the appropriate outcome. If the relates or contributes to the heritage value or forms part of the listed fabric, then it should be retained. These types of signage usually include early name signs, or painted wall advertising that directly relates to the heritage value of the place. Original moulded, raised, painted or applied signage or advertising related to original function or use(s) of heritage value to the place should be retained.

## Park interfaces

The City of Warrnambool contains and abuts major recreation areas such as Logan's Beach, the Breakwater Harbour/ Lady Bay Foreshore Area, Lake Pertobe and Warrnambool Botanic Gardens. The openness and expanse of these important public spaces results in expansive vistas of the urban form and beyond. Parks are highly valued and the role that park interfaces place in the overall structure of the municipality is important to the identity and amenity of Warrnambool.



## Policy Direction:

Advertising signage near key public open space areas should not be visible or if visible should be unobtrusive. It is considered that promotion and major promotion signage should be avoided along park interfaces. In decision making it is important to consider the visual catchment and visual impact of signs on parks and open spaces areas.

## Views and vistas

Views and vistas are important as means of orientation and way finding within the city. The value of views is typically based on a range of reasons such as visibility of monuments, valued architecture or landmark buildings and the landscape qualities such as tree lined boulevards, coast, rivers, hilltops and ridgelines.



## Policy Direction:

It is important to consider the visual catchment in relation to advertising to protect views and vistas. A balance needs to be struck between siting signage effectively and avoiding signage dominating the urban environment. Consideration of the visual catchment of signage, particularly in relation to major promotion or large business signage, is important to ensure that there is no detrimental impact beyond the immediate environs.

## 5 TECHNICAL DESIGN ASPECTS OF SIGNS

This section drills down to the more technical design aspects for incorporating advertising signs into the urban setting of the City of Warrnambool.

The following advertising sign design analysis aims to provide guidance on desirable forms of advertising in the City of Warrnambool in terms of scale and location, relationship to surrounding context, visual clutter, design quality, road safety, and other issues. Advertising signage design should reinforce the urban typologies described in the previous section of this report.

Consistent with Planning Practice Note 8: Writing a Local Planning Policy, the design analysis allows for the development of policy objectives and performance standards to assist the design and assessment of signage proposals.

### 5.1 Scale and Location of Signs

The scale and location of signs on a building or site is an important consideration when designing and assessing a sign - For example, a large sign on a small building looks out of scale and forms a dominating presence.

Well-designed signs are 'in scale' and compatible with the building or site on which they are located. Signs that are 'in scale' with the host building have dimensions that relate to the dimensions of the building and its primary façade elements (e.g. windows, parapets, floor-to-floor height, verandahs, etc). They respect the proportions and composition of the building, and do not obscure or dominate any architectural features. Overall, a well-designed sign maintains the design coherence of the building to which it is attached, and is well integrated with its façade.

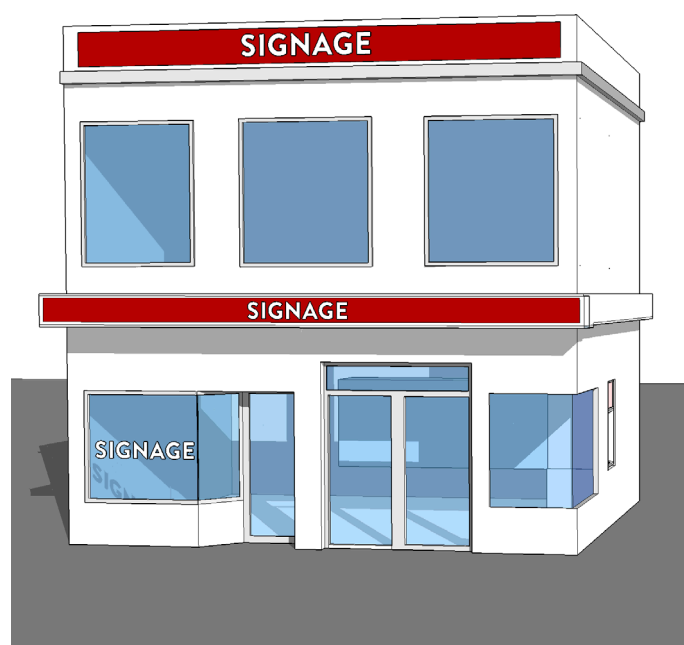
Free-standing signs should relate to the layout, scale and character of the open space or site in which they are located. They should not compromise existing planting and landscape features.

The façade grid analysis below explains the simple urban design technique for identifying sign opportunities on a building. The technique is essentially technical, but assists in understanding how signs should be placed on buildings,

which in turn, can be translated into appropriate objectives and performance standards for signs.

Although the technique relates specifically to traditional building facades (which are commonly found in 'strip' pedestrian oriented shopping centres), the broad principles can be applied to all buildings.

Signs do not have to be on a building's front façade. For example, they can be placed on side walls provided they do not interfere with the adjoining development. In these circumstances, the principles of the technique still apply.



## The technique is set out in the two steps below:

### Step 1:

To identify sign opportunities the façade must be divided using the main design lines to form a series of panels. Many traditional building designs can be easily broken into a grid based on the alignments of the parapet (skyline), cornice, verandas, window and door. An example of this procedure is shown in the figure below.

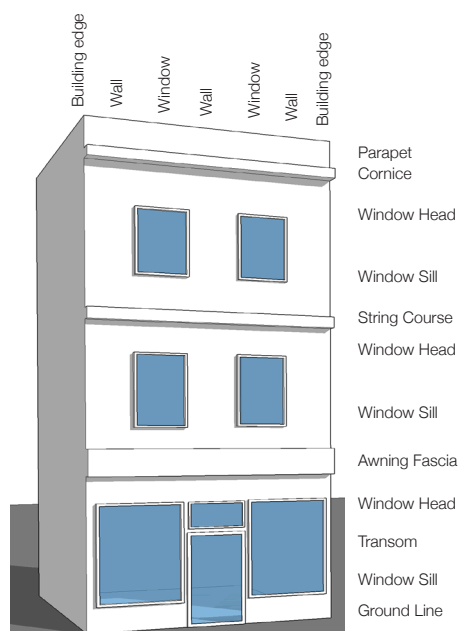


Figure 3  
Establishing a façade grid

### Step 2:

To identify possible sign panels the rectangles of the grid may be used separately or be joined together to form horizontal or vertical panels. An example of such panels is shown in the figure below.



Figure 4  
Horizontal or vertical panels  
The figure does not however suggest that all of those types and positions would be permitted.

The scale of advertising signs should be compatible with the buildings they are on, as well as with nearby buildings, street widths and other existing signs. In most cases appropriate dimensions are achieved by restricting signs to grid locations or panels. This ensures that the original architectural character (set by the lines of awnings, window and door openings, parapet lines and setbacks) remains dominant.

On buildings with decorative facades, signs should not be placed on the decorative forms or mouldings. Instead, they should appear on the undecorated wall surfaces, unless architecturally-designed sign panels are provided.

Not all panels identified should be utilised for advertising purposes, as this will lead to a proliferation of signs.

Objective	Performance Standard:
To ensure new signs are well integrated with the building or site to which they are attached, and are compatible with the scale, design and visual character of that building or site.	<ol style="list-style-type: none"> <li>1. New signs should be designed to be in scale with the building/site to which they are attached. To achieve this, the dimensions of new signs should relate to: <ul style="list-style-type: none"> <li>• Important dimensions of the building and its façade elements such as height/width of the building façade, windows (size/proportions), spacing between columns/pilasters, floor to floor height, parapets etc.</li> <li>• The dimensions of the site and; the size, arrangement and design of any landscape or other features.</li> </ul> </li> <li>2. New signs should integrate well with the building/site they are located on. Signs should not obscure or visually dominate any architectural or other features of the host building or the site. Where new signs are attached to buildings, they should be restricted to the 'grid locations' set by the lines of the primary façade elements such as verandahs, windows, cornice lines etc. This is to ensure that important elements that give the building its architectural character and style remain dominant features of the building façade.</li> <li>3. New signs should not compromise or alter the overall form of the host building and its silhouette line. To achieve this signs should not: <ul style="list-style-type: none"> <li>• Extend outside the building envelope; and/or</li> <li>• Project above the line of the parapet or the building roof top.</li> </ul> </li> <li>4. New signs on blank side elevations should be: Set back from the edges of the side elevations; and Aligned with or positioned with reference to important lines on the main building façade (e.g., cornice or parapet lines, and / or lines created by the rhythm or space between columns, etc.)</li> </ol>

## 5.2 Relationship to Surrounding Context

Appropriate outdoor advertising signs fit in well with their context, and complement the character of the surrounding area. They do this largely by respecting the type and scale of adjacent buildings and activities, and the character of the locality.

Different urban typologies have different character. Warrnambool City Centre comprises a very compact and gridded character that has a traditional, street based, pedestrian format with a mix of historic and contemporary style buildings. In all cases signage needs to be sensitive to the location and significance of each area. A sign that is appropriate to the character of a large-scale area dominated by vehicles might significantly detract from a low scale intimate form of a pedestrian precinct.

Applying the façade grid analysis identified at section 5.1 to a series of buildings also illustrates the possible signage opportunities for the streetscape and provides the basis for developing patterns and themes for a group of buildings.

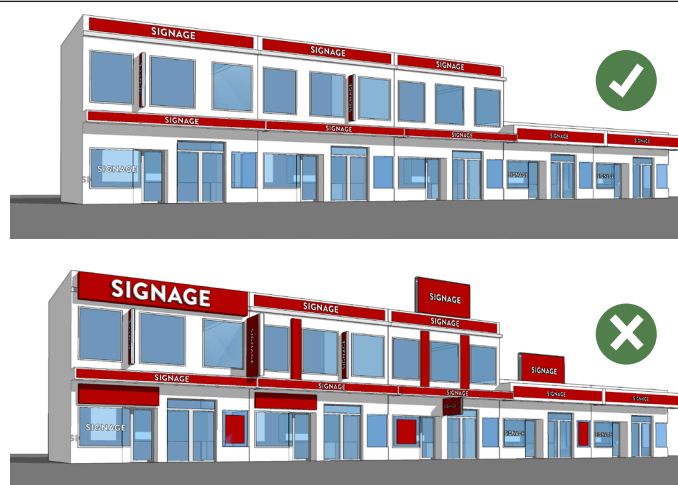


Figure 5 shows how the technique produces a uniform and clean series of signage opportunities instead of a haphazard array. It also shows that signs do not have to be rectilinear in design or contained in a perimeter margin unless these impose on an architectural feature or introduce continuity with the surrounding area which is presently lacking in the building.

Objective	Performance Standard:
To ensure new signs fit with the character of the surrounding area and acknowledge the wider city context.	<ol style="list-style-type: none"> <li>1. New signs should relate to the character of the surrounding area by taking into account nearby buildings, streetscape/landscape features and existing signs. Where new signs are attached to buildings, they should produce a uniform series of signage based on the 'grid locations' set by the lines of the primary façade elements such as verandahs, windows, cornice lines etc. of adjoining and nearby buildings.</li> </ol>



## 5.3 Visual Clutter

A proliferation of advertising signs within a confined area can create an untidy appearance, or 'visual clutter'. This both reduces the effectiveness of the signage, and undermines the area's aesthetic qualities.

The concept of visual clutter is contextual, rather than being an absolute, numerical proposition. Clause 52.05 (Advertising Signs) of the Warrnambool Planning Scheme refers to 'excessive visual clutter', thereby contemplating that some level of multiple signs may be acceptable in some places.

The Macquarie Dictionary defines clutter as follows:

*Clutter to mean to fill a place in a disorderly fashion with too many objects, to run in disorder, move with bustle and confusion, a disorderly heap or assemblage, litter, confusion.*

Having regard to the above, visual clutter is especially likely to occur where there is an abundance of closely spaced or overlapping signs made to different designs, at competing

scales and located haphazardly. Street elements such as streetlights, wires, trees or building features can also add to the cluttered effect.

Numerous signs of contrasting size, style, type, colour and graphics, viewed in close proximity add the collective effect of clutter.

To avoid visual clutter, new signs should take account of existing signs and surrounding streetscape features. Wherever possible, a co-ordinated approach should be taken to the design and location of multiple signs.

Objective	Performance Standard:
Fewer signs displaying simple, clear messages that are easy to read are encouraged.	<p>1. New signs should be designed and located so as to avoid visual clutter. To achieve this:</p> <ul style="list-style-type: none"> <li>• Encourage rationalisation of the number of signs and forms of advertising on a site, including permanent, removable and temporary forms of advertising.</li> <li>• Minimise the number of different designs, shapes and sizes of signs on a single building or site.</li> <li>• Discourage signs from being hung from, placed on or supported by other signs.</li> </ul>

## 5.4 Signs and Road Safety

Clause 52.05 (Advertising Signs) of the Warrnambool Planning Scheme refers to the need to consider the effect of signage on public safety. Poorly designed and located signs can be distracting to motorists, creating confusion and interrupting sightlines. For example, direct sunlight on a reflective or glossy sign, could create a blinding light for anyone that looks at it.

The location, shape, scale, graphics, colour and any illumination/animation of signs should be carefully assessed from a road safety perspective. This is particularly important where signs are located around intersections,

where particular concentration is required (such as a high pedestrian area intersection) or where there are already many small signs.



Objective	Performance Standard:
To ensure new signs do not have a detrimental impact on traffic and pedestrian safety.	<p>1. New signs should be designed so they do not distract drivers, or create confusion or road hazards for drivers or pedestrians. To achieve this:</p> <ul style="list-style-type: none"> <li>• Use appropriate colours and shapes, and locate signs where they do not conflict with traffic control devices (including traffic signals and signs)</li> <li>• Use concise and clear messages with simple graphics.</li> <li>• Ensure that glare from illuminated signs (whether internally or externally) does not impair drivers vision.</li> <li>• Ensure that signs featuring any movement do not distract motorists.</li> <li>• Signage projecting from a wall or under a verandah should maintain a clearance of 2.7m above a public footpath.</li> </ul>

## 5.5 Design Quality

The design quality of an advertising sign derives from its use of materials, colour, graphic design and lighting, and also from the design of the supporting structure and fixing detail.

The design of a sign should be appropriate to the streetscape context and its locality. Signs should be designed to take into account how they will be viewed and read from different modes of travel including people on foot or in a car or bus. For example, pedestrians are likely to be appreciative of detail, while motorists require less detail but

The backs of signs and their supporting structures should also be carefully considered. If the back is seen from anywhere in the surrounding area it should be given the same treatment and quality as the sign's face. This is particularly important for free-standing signs.

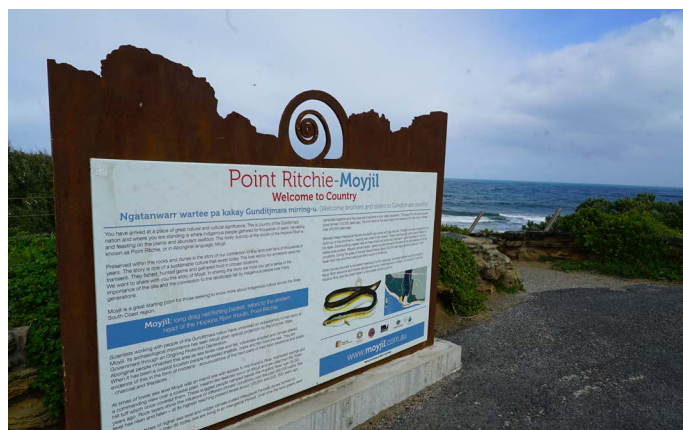


Objective	Performance Standard
To promote the use of high quality materials and design for advertising signs.	<ol style="list-style-type: none"> <li>1. New signs should: <ul style="list-style-type: none"> <li>• Be visually interesting, and effectively convey information.</li> <li>• Exhibit a high level of design detail and graphic design quality.</li> <li>• Use high quality materials appropriate to the streetscape context and its locality.</li> <li>• Designed to take into account how they will be viewed and read from different modes of travel.</li> <li>• Not compromise the structural integrity and safety of the host building or structure.</li> <li>• Ensure the backs of signs and supporting structures are of an appropriate treatment and quality if visible from the public realm.</li> </ul> </li> </ol>

## 5.6 Environmental Factors

Environmental factors such as sunlight, rain, and wind are important considerations in the design, materials, and finishes of outdoor advertising signage.

Any outdoor advertising sign must also be able to withstand sunlight, rain and high winds. A sign placed in direct sunlight needs to be manufactured to prevent fading, and a sign that will be exposed to rain needs to be of a durable material to prevent it becoming a damp mess. A sign that will be exposed to high winds may be pulled away if it is not securely placed on a building or site.



Objective	Performance Standard:
To promote the use of weather resistant materials and finishes.	<ol style="list-style-type: none"> <li>1. The design, materials and finishes of advertising signs should be durable having regard to sunlight, rain and wind.</li> <li>2. Signs should be securely fixed to ensure they are not a safety hazard.</li> </ol>

## 5.7 Specific Signage Issues

### Active frontages

Continuous business or retail land uses that open directly to the footpath provide active, people orientated street frontages. It enhances public security and passive surveillance and improves the amenity of the public domain by encouraging pedestrian activity. For this reason, signage to ground level windows should be limited so as to maintain active frontages.



Objective	Performance Standard:
To ensure new signage does not reduce active frontages.	<p>1. Active frontages are those that promote a visual link into and out of buildings, are designed to cater for accessibility, public safety and encourage walking. New signs should respond to:</p> <ul style="list-style-type: none"> <li>• Business frontages with views into and out of the premises should be strongly encouraged.</li> <li>• Window obstruction from graphics or advertising should occupy less than 20 per cent of the window area facing the public realm. Additional coverage can be considered for uses which demonstrate the need for privacy or security.</li> <li>• To enrich the pedestrian visual experience and improve the attractiveness of business frontages, signs on shop windows should be of an innovative design.</li> </ul>

### Heritage

The retention and management of heritage places in the City of Warrnambool has an important role in protecting the environment, creating vibrant communities and sustaining the local economy, particularly through tourism.

The Municipal Strategic Statement of the Warrnambool Planning Scheme notes the City of Warrnambool has a variety and large number of public buildings, schools, gardens, shops, stores and residence of heritage significance.

There are a total of 26 heritage precincts in the City of Warrnambool where the streetscape and character issues are key consideration.

Signs in heritage areas should be designed and located carefully to ensure they do not detract from the special qualities of the heritage place. Generally signs should be located where original or early signage was located on a building. Roof signs should not be supported. Corporate

branding requirements should be adapted to respect the cultural heritage significance of a heritage place or area. Promotion signs should not be supported unless there is a clearly established historical precedent that contributes to the significance of the place. Animated or variable content should only be supported on discrete small signs in shop windows.

In certain cases, the heritage significance of a heritage listed place will not allow for any new signage or only limited signage opportunities.



Objective	Performance Standard
To ensure that new signs do not detract from the heritage significance of a building or area, and that existing historic or legacy signs are retained where they contribute to the heritage significance of the building or area.	<ol style="list-style-type: none"> <li>1. Signs should comprise finishes and colours that are consistent with the heritage significance and period of the place.</li> <li>2. Signs on a building should be located in areas traditionally used for advertising.</li> <li>3. Signs attached to a building should have minimal intrusion into the building fabric, and fixed in a way that allows easy removal without damage to any significant fabric.</li> <li>4. Encourage the retention of historic signs and images which have cultural significance.</li> <li>5. Discourage signage above the verandah or parapet of the building.</li> <li>6. Discourage Major Promotion and Promotion Signs.</li> <li>7. Discourage electronic, illuminated and animated signs.</li> <li>8. Discourage advertising which is not related to activities conducted on the site.</li> </ol>



## Illumination/Animated Signs

Illuminated and animated signs (e.g. mechanical moving signs; 'moving' LED signs, video/television screens, flashing signs) can add to urban vitality and interest, especially in areas where night-time entertainment activities are prominent. Such signs can also contribute to safety.

However, illuminated and animated signs can also have a dominating effect on the City image and structure, which detracts from the intrinsic qualities of the municipality such as its built form, architecture and broader urban landscape.

Animated signs may distract drivers, cyclists and pedestrians while illuminated signs can cause glare at night.

Care should be taken to ensure illuminated/animated signs are designed to respect the character and amenity of the context, and should be compatible with road safety.



Objective	Performance Standard:
To ensure that illuminated and animated signs are appropriate for their context and do not detract from the amenity or adversely affect the built environment or safety.	<ol style="list-style-type: none"> <li>1. Illumination levels should be set so that they do not cause glare or obtrusively impact on the neighbouring environment.</li> <li>2. The electrical cables, conduits or equipment for any illumination/animation should be integrated with the sign.</li> <li>3. The sign should not detract from the architecture or quality of the host building or site during daylight hours.</li> <li>4. The preferred location for illuminated signs is suspended below verandah.</li> <li>5. Where an illuminated sign is proposed with an upper façade level setting, it is in an area where such a pattern already generally established and approved, has a minimal projection and vertical orientation.</li> <li>6. Encourage signs that are illuminated to automatically turn off overnight or during closed hours when adjoining residential areas.</li> </ol>

## Promotion and Major Promotion Signs

Promotion signs (i.e. signs less than 18m<sup>2</sup>) and Major Promotion Signs (i.e. signs greater than 18m<sup>2</sup>) aim to attract attention.

These types of signs are often placed in visually prominent locations where they can be readily seen by many people and from many different locations. They are generally designed to be viewed by motorists and their size and location is often inappropriate in a pedestrian orientated central city where the scale and size should be smaller and not extend above the built form of the city.

A clear and consistent advertising policy is important to ensure a balance between the need for advertising and the

protection of the City of Warrnambool heritage, landscape, gateways, vistas, streetscape character and public parks. The emphasis is on signage that is appropriate to the location and context of the area and reflects the character of the area and the pedestrian environment while providing sympathetic and innovative signage. A critical element is that any major promotion sign is of a scale, form and location appropriate to their local physical context.



Objective	Performance Standard
To protect the significant characteristics of buildings, landscapes, gateways, vistas, streetscapes and public parks from obtrusive signage.	<ol style="list-style-type: none"> <li>1. The visual impact of new Promotion and Major Promotion Signs should be examined from the full range of distances the sign will be viewed from.</li> <li>2. Strongly discourage Major Promotion Signs and promotional signs within identified gateways / boulevards within the municipality.</li> <li>3. Strongly discourage the siting of Major Promotion Signs in locations overlooking open space areas, parkland or residential areas.</li> <li>4. Generally, only permit the display of Major Promotion Signs and Promotional Signs at focal points such as major commercial centres on major transport routes or industrial estates, where they are in scale with the built form of the immediate locality.</li> <li>5. Consider that any Major Promotion Sign should be spaced at a sufficient distance to ensure they do not dominate the overall setting, and their advertising impact is not reduced.</li> <li>6. Corporate colour schemes and corporate signs/logos should be designed to fit in with and not dominate the host building or its setting.</li> </ol>

# 6 ADVERTISING POLICY RECOMMENDATIONS

It is necessary for the policy recommendations for signage and advertising identified in Sections 4 & 5 of this report to be translated into the Warrnambool Planning Scheme via incorporation of a new local planning policy, as well as revision to the Municipal Strategic Statement (MSS) and updating the Strategic Framework Plan.

The above changes are important as policy is used to guide decision making in relation to signage and advertising in the City of Warrnambool. As such the signage and advertising policy recommendations are outlined below:

## 6.1 New Local Planning Policy

The Advertising Signage Policy (the Policy) is at Attachment 2. The Policy has been prepared in accordance with Planning Practice Note 8: Writing a Local Planning Policy (the "Practice Note").

The Practice Note identifies the role of a Local Planning Policy (LPP) is to help a Council to make a decision and help any other person to understand whether a proposal is likely to be supported or not.

The Practice Note requires a LPP to have the following format and structure:

- Clause number and title.
- Where the LPP applies, including reference to permit trigger.
- The policy basis, including links to the MSS.
- The objectives.
- The policy itself, including criteria, performance measures or decision guidelines.
- If necessary, a note about any reference or incorporated documents.

The draft Policy has been structured in a format consistent with the above format and structure as described below:

### Clause number and title

The next consecutive number in the Local Planning Policy Framework section of the Warrnambool Planning Scheme is Clause 22.04. The title of the Policy is short and descriptive (Advertising Signage Policy).

### Where the LLP applies

The new Policy applies to an application for an advertising sign.

### The policy basis, including links to the MSS

This Policy builds on the MSS objectives in Clause 22.06 to provide for advertising signs that are in context with the scale of development, the surrounding environment and with the surrounding signage patterns.

It also provides additional detail to assist with the interpretation of Clause 52.05 – Advertising Signs at the local level.

### The policy objectives

The objectives of the Policy provide the basis for consideration of signs and advertisements in the City of Warrnambool. They have been formulated having regard to the relationship signage has with buildings, streetscapes, vistas and the city skyline; amenity and road safety; and technology.

### The policy itself

All signage proposals need to address multiple performance measures outlined in the Policy. Each performance measure relates back to the policy objectives. The performance measures that apply depend on the sign or advertisements location, purpose, format and media.

For example, a window sign for business identification in Warrnambool City Centre is to satisfy the performance standards in 22.04-3.1 (general design), in addition to the standards relating to window signs for business identification in 22.04-3.2 (active street frontage) and the precinct standards in 22.04-3.4 (Warrnambool City Centre). If the sign is illuminated, it must also satisfy section 22.04-3.3 (Illuminated signage).

## 6.2 MSS changes

The key recommendations for changes to the MSS include the following:

- The MSS should acknowledge the implementation of the new 'Advertising Sign Policy' into the local planning policy framework. In particular:
  - Clause 21.06 Built Environment and Heritage should include a policy guideline to apply the 'advertising sign policy' to ensure that signage is appropriate to its setting.
  - Clause 21.06 Built Environment and Heritage should be revised to delete all references to any strategic direction to prepare a local policy to guide consideration of advertising signage.

### 6.3 Strategic Framework Plan update

The key recommendations for updating the Strategic Framework Plan, Clause 21.01, include the following:

- The strategic framework plan should express a gateway hierarchy to assist with decision making. In particular, it should identify:
  - Key gateways along major transport routes (specifically Raglan Parade and Mortlake Road); and
  - Key gateway intersections and gateway boulevards to Warrnambool City Centre.

### 6.4 Further work

The recommended Policy, as well as the revised Strategic Framework Plan are contained in Attachment 2 & 3. These recommended policies need to be adopted by Council.

An amendment to the planning scheme will need to be sought to incorporate the recommended policies into the planning framework. The recommended policies provide Council, applicants, and VCAT with the direction on how planning decisions will be made at the local level having regard to the local conditions.

The recommended policies will assist in providing better guidance for signage and advertising in the municipality. A consistent approach to signage is necessary, particularly across the various urban settings in the City of Warrnambool.



	<b>O.S.O International Pty Ltd v Warrnambool CC (3 March 2017)</b>
Address	1175 Raglan Parade, Warrnambool Site is in Industrial 3 Zone
Proposal	Display a dual-sided sign that is a major promotion sign on both sides and an electronic sign on one side, with an advertisement area on each side of the sign of 42.2sqm. Message will change every 30 seconds
Council Decision	Failure to determine
VCAT Decision	Permit Issued
Comments:	<p><b>Tribunal Reasons:</b></p> <p>The Tribunal noted the site is robust: Raglan Parade has considerable variations in its character along its length (approximately 9.2km). This section of Raglan Parade (referred to by the Applicant as the 'mid-west' section) is characterised by predominately commercial development along its southern side, with a variety of land uses and signage types. (para 17).</p> <p>The policies seeking to develop or enhance major transport routes and the 'boulevard entrance' to Warrnambool need to be applied in the context of the commercial character of the area. This does not mean that an 'anything goes' approach should be adopted, but the commercial context and character of the area allow for more robust signage than might other areas along the major transport routes and boulevard. (para 18).</p> <p>The commercial character and the built form of the section of Raglan Parade within which the Review Site is located, will moderate the visual impact of the proposed sign, that the visual impact of the sign is appropriate to its context, and that it will not contribute to visual clutter. The sign will not appear as a stand-alone sign in an isolated context; the various buildings and signs on the service station site to the east and motor vehicle sales yard to the west provide substantive backdrop to the sign. The height of the sign is comparable to the adjacent commercial building. While the proposed sign is large, it is the only sign proposed on the site and it is proportional to the size of the land and the width of its frontage. (para 19).</p> <p>The Tribunal noted the limited visibility of the sign to residential properties: The nearest residential properties to the Review Site are located behind the commercial properties on the northern side of Raglan Parade and are approximately 100m or more from the location of the proposed sign....the distance of the proposed sign from these residential properties, and its location within a commercial context, will minimise the visual impact of the sign (para 23).</p> <p>The Tribunal found that there was no evidence that the advertising sign will have an impact on road safety on the basis that VicRoads did not object.</p> <p>This decision highlights the inconsistency in decision making whereby Council have granted a permit (in 2015) for a major promotion sign located on the adjoining property to the west (1159 Raglan Parade) with similar dimensions (which had been constructed), and then subsequently formed the view to refuse this application.</p> <p>Costs were awarded against Council for failure to make a decision within the statutory period.</p>
	<b>Qemal v Warrnambool CC (27 June 2016)</b>
Address	179 Drummond Street, Dennington (abutting Princes Highway) Site is in Industrial 3 Zone.
Proposal	Display of two major promotion signs attached to a corrugated iron shed, with an advertisement area of 43.18sqm on each sign.
Council Decision	Refusal
VCAT Decision	Council decision upheld – application Refused
Comments:	<p><b>Tribunal Reasons:</b></p> <p>The Tribunal noted the site is at a gateway location where the proposed signage is inappropriate for the following reasons:</p> <ol style="list-style-type: none"> <li>The site is prominent in that it is in a gateway location. Whilst gateway locations can often host signs, in this case, the physical context is modest and low key. It is not a robust environment. It is further noted that Council envisages this entrance to the City of Warrnambool to be the start of a boulevard entrance. The proposed structure and signage would appear as to sit in an isolated element in an open environment. There is no physical context to the proposal.</li> </ol>

- ii. The proposed signage would be visually dominating to views particularly from the west.
- iii. The proposed signage would dominate the host building which is an ageing shed. The structure and signage does not represent a high quality urban design response.
- iv. There are currently few distractions along this section of the highway other than those structures that you find associated with the use of land.
- v. Whilst major promotion signs are encouraged in commercial and industrial locations, I cannot conclude that the proposed signage complements or enhances the character of the area. The character of the area is open, rural, evidence of industrial uses as well as residential dwellings. The proposed signage would appear as an 'odd' and out of place, out of character element.
- vi. I am persuaded by Council that the proposed sign obscures the traditional gable roof-form of the shed, therefore becoming a dominate feature on the skyline when viewed from the west. When viewed from the west, I am further persuaded by Council that the scale of the sign would overwhelm the host building/shed.

## **O.S.O International Pty Ltd v Warrnambool CC (2 February 2016)**

Address	537 – 539 and 541 – 543 Raglan Parade, Warrnambool Site is in a Commercial 1 Zone.
Proposal	Display a single sided, wall mounted, flood lit, major promotion sign, with an advertisement area of 18sqm.
Council Decision	Refusal
VCAT Decision	Permit Issued
Comments:	<p>Tribunal Reasons:</p> <p>The site is visually diverse:</p> <p>The commercial properties along the southern side of the Parade including the two sites relevant to this application contain various building types and colours. Their one common theme is the predominance of varied signage that is both on the buildings and projecting above them. This includes the auto mechanical premises over which the proposed sign would hang, at which the entire building frontage is effectively an advertising sign. Further I found that on approach from the east along Raglan Parade carriageway, the wall proposed for mounting the sign is largely not sighted until within about 100m, prior to which much of the area of the proposed sign is obscured by the overhanging of the upper level of the Mid City Motel over the footpath. (para 27).</p> <p>I am also unable to identify any inconsistency of the sign with the central medium strip of Raglan Parade particularly as the review site is not adjacent to and is at some distance from the heritage recognised sections containing the old Moreton Bay Fig trees. (para 28).</p> <p>I cannot identify any inconsistency between the signs along the south side of the Parade advertising the diverse array of business to which they are attached, and the proposed sign which would be consistent in size or smaller with those at adjoining business premises. I consider that in this context, the passing public will not make a distinction between the other signs advertising the businesses at their respective sites and signage on the proposed sign frame advertising things other than businesses at the review sites. I also consider the potential for the sign to advertise 'community service' mater (such as TAC awareness signage) to be a positive consideration. (para 29).</p> <p>The Tribunal found that there was no evidence that the advertising sign will have an impact on road safety on the basis that VicRoads did not object.</p>

	<b>O.S.O International Pty Ltd v Warrnambool CC (25 June 2015)</b>
Address	94 Kepler Street, Warrnambool Site is in a Commercial 1 Zone Site is affected by Heritage Overlay
Proposal	Display of a promotion sign that is electronic, with an advertisement area of 11sqm.
Council Decision	Refusal
VCAT Decision	Council decision upheld – application Refused
Comments:	<p>Tribunal Reasons: The Tribunal noted the site was in an area with a consistent advertising theme where the proposed sign was significantly different:</p> <p>At present, I find that there is a clear advertising signage theme within and around the car parks to which the sign would face. This consists of business signage for the tenancies concerned (aside from directional signage) that is attached to buildings within simple rectangular, flat printed format. (para 18)</p> <p>I consider that this existing signage, noting that it is often large and bright, complies neatly with policy objectives and the purposes of signage within the Commercial 1 Zone. (para 19)</p> <p>There are numerous significant distinguishing elements of the proposed sign. It is a freestanding sign, located within a car park that would sit prominently above a boundary fence. This would be fundamentally different in form from existing signage that is integrated within a simple building form and would not be at all consistent with the existing advertising theme in the area. (para 20).</p> <p>I was also advised that there is currently no other digital signage in the area. Notably, this sign would be electronic and internally illuminated, with an advertising message that would be changeable. In combination with its 'stand alone' location, I find this would attract a further level of visual prominence to this proposed sign (irrespective of the ability to control the level of luminance and hours of illumination). (para 21)</p> <p>The Tribunal found that there was no evidence that the advertising sign will have an impact on road safety as purported by Council, noting Council's traffic engineer team did not offer an objection.</p>
	<b>Reg Qemal v Warrnambool CC (6 February 2015)</b>
Address	179 Drummond Street, Dennington Site is in Industrial 3 Zone.
Proposal	Display two major promotion sky sign, with an advertisement area of 43.8sqm on each sign.
Council Decision	Refusal
VCAT Decision	Council decision upheld – application Refused
Comments:	<p>Tribunal Reasons:</p> <p>The key issue for determination was focused on the application having insufficient information to undertake a planning assessment:</p> <p>I am unable to properly, and with any certainty, ascertain the extent of signage as it appears on the building, and protrudes above the building line. For this reason, I am not satisfied that the requisite level of detail has been appropriately provided and will not grant a permit based on this lack of clarity.</p>



	O.S.O International Pty Ltd v Warrnambool CC (28 January 2015)
Address	878 Raglan Parade, Warrnambool Site is in a Commercial 2 Zone
Proposal	Display a double sided floodlit major promotion sky sign, with an advertisement area on each side of sign of 85sqm
Council Decision	Refusal
VCAT Decision	Council decision upheld – application Refused
Comments:	<p>Tribunal Reasons:</p> <p>The Tribunal noted that a boulevard entrance is just as significant as a gateway location. Mr Jewell acknowledge that parts of Raglan Parade are very attractive but argued that the immediate environs of the subject land were not one of these parts and that the land was not at a gateway to Warrnambool. Mr Jewell is correct, Raglan Parade is not uniformly attractive over its entire route. It is most attractive in the vicinity of the CBD and more particularly the Eastern approaches to the CBD. (Para 14).</p> <p>While it is inevitable that Raglan Parade will have a mixed character as it traverses the city of Warrnambool I think it would be incorrect to regard the strategy set out in clause 21.08 as relating to some gateway location presumably at the periphery of the city. In my view the strategies emphasise the importance of Raglan Parade to the city as it is experienced over its entire length, and therefore in any location along its length a proposal for something as visually dominant as a major promotion sign would need very careful consideration. (Para 15).</p> <p>Because of the topography and the open setting of the subject land and the overall scale of the proposed sign, the sign will be very prominent viewed from the highway, local streets and surrounding properties including Emmanuel College. (Para 16).</p> <p>In my opinion the construction of the proposed sign on the subject land in this open context cannot be consistent with the strategic desire to promote Raglan Parade (Princes Highway) and Hopkins Highway as boulevard entrances to the city. It may be the case that there are appropriate locations for such signs on these roads. Suitable locations may be, for example, a commercial or industrial area where the scale of buildings and surrounding infrastructure allows the prominence of such signs to be moderated by the scale and visual impact of the overall built environment. (Para 17).</p> <p>It would be rare for an isolated commercial site in an essentially residential area to be a suitable location for a very large sign like that proposed. It might be argued that the open setting of the land created by the surrounding grasslands and roads creates a buffer which would render the sign acceptable. Unfortunately for the applicant, the open setting does not act as a buffer, instead it exacerbates the visual prominence of the sign in its locality. The sign will be very prominent viewed from many locations in its immediate environs. (Para 18).</p> <p>I do not think it can be said that the sign is compatible with the amenity and visual character of its locality. (Para 19).</p>

## ATTACHMENT 2

### 22.04 ADVERTISING SIGNAGE POLICY

#### Where the policy applies

This policy applies to an application for an advertising sign.

#### 22.04-1 Policy basis

Well designed and well located advertising signs provide important information to identify a business and direct people to a location, as well as create interest in a streetscape character and add vibrancy. A proliferation of signs and poorly designed signs can detract from the appearance of a building and/or area.

This policy builds on the MSS objectives in Clause 21.06 to provide for advertising signs that are in context with the scale of the built environment, the local physical context and with the surrounding signage patterns.

#### 22.04-2 Policy objectives

- To ensure that businesses are able to display sufficient signage to adequately identify the business and services they offer in an appropriate manner.
- To encourage concise, clear, and consistent advertising that respects the character and appearance of the surrounding area.
- To ensure signs do not detract from the character of the design and scale of host building and / or the landscape setting.
- To ensure signs respond to the architectural qualities of host buildings.
- To ensure signs add interest to and improve the quality of the streetscape.
- To encourage active street frontages and visual links to businesses and shop fronts to maintain pedestrian activity and passive surveillance.
- To ensure signs respect and respond to the character and amenity of the City's entrances, gateways, and main roads.
- To protect areas of environmental and natural significance via limiting signage adjoining or facing onto these areas.

#### 22.04-3 Policy

It is policy that the following performance standards be taken into account when considering applications for advertising signs in addition to Clauses 52.05 and 65.

Advertising signs are considered to be appropriate when it can be demonstrated that they meet the performance standards. Proposals that do not meet these criteria may still meet the objectives of this policy.

### 22.04-3.1 General design

An appropriate advertising sign is dependent on its scale and location; its relationship to the surrounding area; the nature of that area; and the number of other signs seen in close proximity. The detailed design of the sign (materials, graphics, colour, lighting, animation and supporting structure) and how well it is maintained are also important. All these factors should be considered collectively when designing or assessing a sign, whether permanent or temporary.

#### Scale and location

##### Context:

Well-designed advertising signs are 'in scale' and compatible with the building or site on which they are located.

Signs that are 'in scale' with the host building have dimensions that relate to the dimensions of the building and its primary façade elements (e.g. windows, structural bays, parapets, floor-to-floor height, verandahs, etc). They respect the proportions and composition of the building, and do not obscure or dominate any architectural features. Overall, a well-designed sign maintains the design coherence of the building to which it is attached, and is well integrated with its façade.

Free-standing signs should relate to the layout, scale and character of the open space or site in which they are located. They should not compromise existing planting and landscape features.

##### Objective:

- To ensure new advertising signs are well integrated with the building or site to which they are attached, and are compatible with the scale, design and visual character of that building or site.

#### Performance standard: AS1

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

New signs should be designed to be in scale with the building/site to which they are attached. To achieve this, the dimensions of new signs should relate to:

- Important dimensions of the building and its façade elements such as height/width of the building façade, windows (size/proportions), spacing between columns/pilasters, floor to floor height, parapets or other architectural features.
- The dimensions of the site and; the size, arrangement and design of any landscape or other features.

New signs are encouraged to integrate well with the

building/site they are located on. Signs should not obscure or visually dominate any architectural or other features of the host building or the site.

Where new signs are attached to buildings, they should be restricted to the 'grid locations' set by the lines of the primary façade elements such as verandahs, windows, cornice lines etc. This is to ensure that important elements that give the building its architectural character and style remain dominant features of the building façade.

New signs should not compromise or alter the overall form of the host building and its silhouette line. To achieve this signs should not:

- Extend outside the building envelope; or
- Project above the line of the parapet or the building roof top.
- Project below a fascia of a verandah when displayed on that fascia.

## New signs on blank side elevations should be:

- Set back from the edges of the side elevations; and
- Aligned with or be positioned with reference to important lines on the main building façade (including cornice or parapet lines, and / or lines created by the rhythm or space between columns or other architectural features..

## Relationship to surrounding context

### Context:

Appropriate outdoor advertising signs fit in well with their context, and complement the character of the surrounding area. They do this largely by respecting the type and scale of adjacent buildings and activities, and the character of the locality.

### Objective:

- To ensure new advertising signs should fit with the character of the surrounding area and acknowledge the wider city context.

### Performance standard AS2:

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

- New signs should relate to the character of the surrounding area by taking into account nearby buildings, streetscape/landscape features and existing signs.
- Where new signs are attached to buildings, they should produce a uniform series of signage based on the 'grid locations' set by the lines of the primary façade elements such as verandahs, windows, cornice lines and other architectural features of adjoining and nearby buildings.

## Clutter

### Context:

A proliferation of outdoor advertising signs within a confined area can create an untidy appearance, or 'visual clutter'. This both reduces the effectiveness of the signage, and undermines the area's aesthetic qualities.

Advertising signs that are located or designed in a manner that contrasts with an established pattern of signage can also add to the appearance of visual clutter.

### Objective:

- To encourage fewer signs displaying simple, clear messages that are easy to read are encouraged.

### Performance standard AS3

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

### New signs should:

- Improve the legibility of signage, through the use of fewer, more effective signs to reduce and avoid visual advertising clutter.
- Avoid being hung from, placed on or supported by other signs.
- Respect an existing signage pattern established in the immediate context.

## Road safety

### Context:

The principle aim of advertising signs is to attract attention. This can present issues when advertising distracts road users. The trend towards the use of new and more powerful digital technology for advertising has increased the potential for distraction.

### Objective:

- To ensure new signs do not have a negative impact on road users.

### Performance Standard AS4

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

### New signs should:

- Use appropriate colours and shapes, and be located where they do not compete with traffic control devices (including traffic signals and signs).
- Use concise and clear messages with simple graphics.
- Not be reflective or capable of dazzling or distracting motorists, cyclists or pedestrians.
- Where illuminated, not dazzle or cause discomfort to approaching road users.



- Be generally contained within the property boundary.
- Not obscure or interfere with a road user's view of other vehicles and pedestrians.
- Not encourage stopping, slowing down or turning movements in inappropriate locations (this includes instances where drivers may be required to slow down/stop to view advertisement due to illegibility).

## Design quality

### Context:

The design quality of an outdoor advertising sign derives from its use of materials, colour, graphic design and lighting, and also from the design of the supporting structure and fixing detail.

### Objective:

- To promote the use of high quality materials and design for advertising signs.

### Performance Standard AS5

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

### New signs should:

- Be visually interesting, and effectively convey information.
- Exhibit a high level of design detail and graphic design quality.
- Use high quality materials appropriate to the streetscape context and its locality.
- Designed to take into account how they will be viewed and read from different modes of travel.
- Not compromise the structural integrity and safety of the host building or structure.
- Ensure the backs of signs and supporting structures are of an appropriate treatment and quality if visible from the public realm.

## Environmental factors

### Context:

Environmental factors such as sunlight, rain, and wind are important considerations in the design, materials, and finishes of outdoor advertising signage.

### Objective

- To promote the use of weather resistant materials and finishes.

### Performance Standard AS6:

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

### New signs should:

- Be crafted with materials and finishes that are durable having regard to sunlight, rain and wind.
- Be securely fixed to ensure they are not a safety hazard.

## 22.04-3.2 Specific signage matters

### Active frontages

### Context:

Active frontages are those that promote a visual link into and out of buildings, are designed to cater for accessibility, public safety and encourage walking.

### Objective:

- To ensure window signage does not reduce active frontages.

### Performance Standard AS7:

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

### Window signs should:

- Occupy no more than 20 per cent of the glazed area/panel and not detract from views into and out of the premises. Additional coverage can be considered for uses which demonstrate the need for privacy or security.
- Enrich the pedestrian visual experience and improve the attractiveness of business frontages,

## Signs located within a Heritage Overlay

### Context:

The City of Warrnambool has a range of significant heritage sites and precinct areas across the municipality. Signage at these places, and where appropriate neighbouring land, should be discreet and complement the cultural significance of the place.

### Objective:

- To ensure that new signs do not detract from the heritage significance of a building or area, and that existing historic or legacy signs are retained where they contribute to the heritage significance of the building or area.

### Performance Standard AS8:

Before deciding on an application for an advertising sign

the responsible authority will consider as appropriate:

## New signs should:

- Comprise finishes and colours that are consistent with the heritage significance and period of the place. Corporate images, including banks and fast food outlets, requiring specific colours may need to be adapted to suit the individual location and the building to minimise the impact in the heritage area.
- Be located in areas traditionally used for advertising.
- Be attached to a building in manner that has minimal intrusion into the building fabric and allows easy removal without damage to any significant fabric.
- New signs should not obscure existing historic or legacy signs where such signs contribute to the heritage significance of the place.
- Surviving early historic signs including permanent letters cut into stone or in raised cement render, painted signs and sign panels should be conserved where they have intrinsic heritage significance. Repainting or restoration of the elements of historic signs should only be undertaken if the significance of the sign will not be affected.

## 22.04-3.3 Types of signage

### Illumination/Animated Signs

#### Context:

Illuminated and animated signs (e.g. mechanical moving signs; 'moving' LED signs, video/television screens, flashing signs) can add to urban vitality and interest, especially in areas where night-time entertainment activities are prominent. However, they can also have a dominating effect on the City image, which detracts from the intrinsic qualities of the municipality such as its built form, architecture and broader urban landscape. Animated signs may distract drivers, cyclists and pedestrians while illuminated signs can cause glare at night.

#### Objective:

- To ensure that illuminated and animated signs are appropriate for their context and do not detract from the amenity or adversely affect the built environment or safety.

#### Performance Standard AS9:

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

- Any illuminated /animated signage should be designed to ensure that the illuminance and luminance from the sign or advertisement is, consistent with the existing level of the streetscape or environment within which it is located and does not cause glare.
- The electrical cables, conduits or equipment for any

illumination/animation should be integrated with the sign.

- The sign should not detract from the architecture or quality of the host building or site during daylight hours.
- The preferred location for illuminated signs is suspended below verandah.
- Where an illuminated sign is proposed with an upper façade level setting, it is in an area where such a pattern already generally established and approved, has a minimal projection and vertical orientation.
- Illuminated signs are of a form, colour or illumination that will not cause distraction or conflict with nearby motorists, pedestrians and traffic signal facilities.
- Signs that are illuminated to automatically turn off overnight or during closed hours when adjoining residential areas.

### Major Promotion Signs

#### Context:

Major promotion signs can be visually dominant features in a landscape and therefore their siting and frequency need to be carefully 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 boulevard entries into Warrnambool.

#### Objective:

- To ensure promotion/major promotion signs are appropriate for their context and do not impose on built form, landscapes, vistas, streetscapes and open space.

#### Performance Standard AS10

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

#### New signs should:

- Consider the visual impact of the sign from the full range of distances it will be viewed from.
- Generally only be erected at focal points within major commercial centres on main roads and industrial estates, and avoid identified gateways/boulevards and locations overlooking open space areas, parklands or residential areas.
- Be in scale with the built form of their immediate locality.
- Be spaced at a sufficient distance to ensure they do not dominate the overall setting, and their advertising impact is not reduced.

## 22.04-3.4 Specific Areas

### Commercial areas

#### Context:

The City of Warrnambool commercial areas are an important part of the local economy, providing products and services to both the local and wider community. When considering advertising signage in different centres the overall role of the centre needs to be understood. The level and type of advertising signage within commercial areas should reflect and support the role of the retail centre, whilst providing for adequate business identification.

#### Objective:

- To allow advertising signage that facilitates business activities within commercial areas.
- To ensure advertising signage is compatible with the streetscape and distinctive character of the centre.

#### Performance standard: AS11

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

#### Warrnambool City Centre:

- Signs should be integrated into an overall plan for the treatment of the building façade and visible side walls.
- Limit under verandah signs to one per occupancy.
- Limit above verandah signs, unless there are no suitable signage opportunities at ground level. Where allowed, above verandah signs should:
  - Be wall mounted only, not on roof or verandah, canopy or awning.
  - Be limited to one per occupancy.
  - Be located on the upper façade and positioned at a right angle to the building.
  - Be of a height compatible with host building height.
  - Not project above the top of a wall or parapet of a building.
- Signs should complement the signs on adjoining buildings.
- Signs should use materials, fonts and paint colours relevant to the period of the building.
- Discourage sky, panel, promotion and major promotion signs.

#### Freestanding Shopping Centres:

- Advertising should be primarily directed to major access roads rather than side streets.
- Signs should generally be part of a scheme that includes all centre tenants and involves consistent

characteristics, such as (size, position on building and the like).

- Signs should not be located on or above the roof.
- Pole signs should generally be limited to one per centre.
- Limit freestanding signs to directions signs placed at strategic locations at a height easily read by pedestrians and motorists.

### Industrial areas

#### Context:

The City of Warrnambool is host to a number of large industrial estates which play an important role for the municipality. Buildings in these areas range considerably in size and height but most are set back from the street to allow parking, access to loading bays and landscaping. Multiple occupancies on the one site are common.

#### Objective:

- To allow advertising signage that facilitates business activities within industrial areas.
- To ensure signs enhance the appearance of the building or site.
- To encourage a coordinated approach in multiple occupancy site.
- To ensure signs are located so as not to adversely impact on the advertising capability of adjacent premises.

#### Performance standard: AS12

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

- Premises should be identified by single illuminated pole or monument sign adjacent to the frontage.
- Signs on buildings should not exceed 15% of the host wall.
- Signs on buildings facing residential areas, should not exceed 10 per cent of the wall area facing the residential area.
- The total area of all advertising signs should not exceed 20 square metres per premises.
- Signs should generally be contained within the property boundary.
- Signs should be consistent with any established pattern of signage.
- Signage should be considered at the time subdivision is approved to ensure that signage is integrated into the streetscape and a thematic treatment of signage can be planned.

### Residential areas

#### Context:

As expectations in residential areas include high levels of



amenity, signs associated with non-residential uses should not dominate the residential setting.

## Objective:

- To ensure signs do not impact on residential amenity.

## Performance standard: AS13

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

- Signs should be limited to identifying the business or occupation which occurs at the site.
- Signs should be sensitive to the residential character and amenity of the area.
- Signs should be small in scale.
- Floodlit and internally illuminated signs should be limited to roads with high traffic volumes due to their visual dominance.

## Open space areas

### Context:

Warrnambool is host to a number of land parcels reserved for public purposes. This land includes foreshore reserves, open space areas, railway land, schools etc. These areas are afforded maximum signage limitation.

### Objective

- To ensure the amenity of open space areas and public reserves is maintained.

## Performance standard: AS14

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

### In open space areas, signs should:

- Signs should be sympathetic to the landscape character of the area.
- Signs should be designed and located to minimise their impact on their immediate surrounds.
- Signs on sporting grounds should be limited so as not to be visible from surrounding areas.

## Main Roads

### Context:

Signs along declared main roads offer opportunities for long distance visibility. A principle concern is the impact of signs on the amenity of the surrounding areas, the character of the streetscape, and road and pedestrian safety.

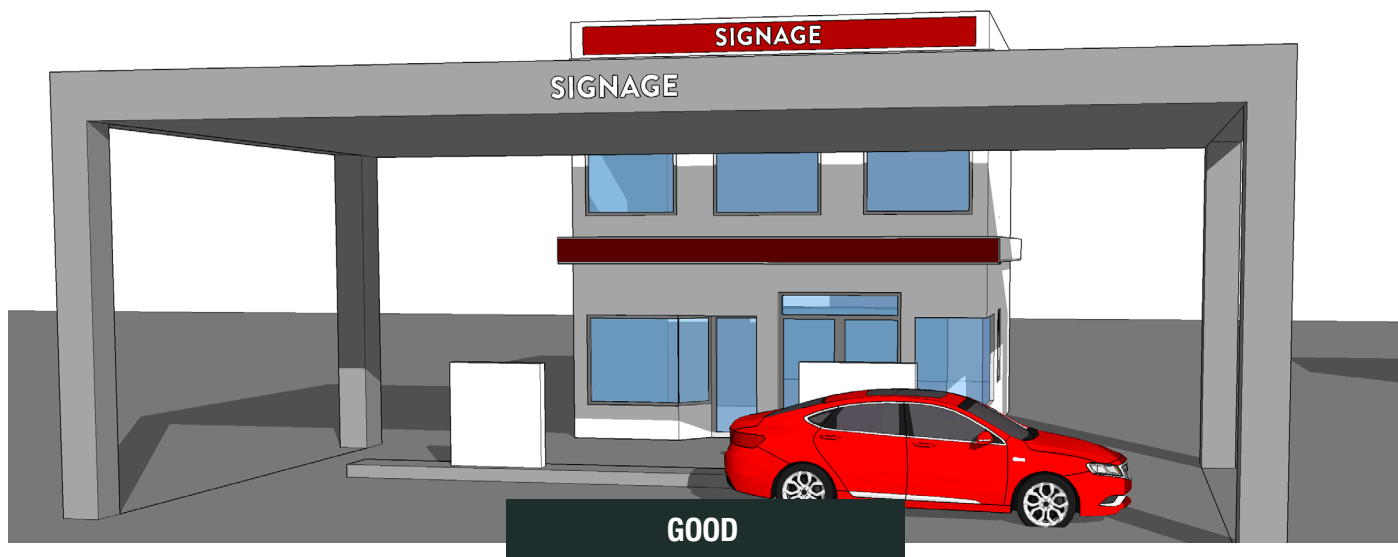
## Objective:

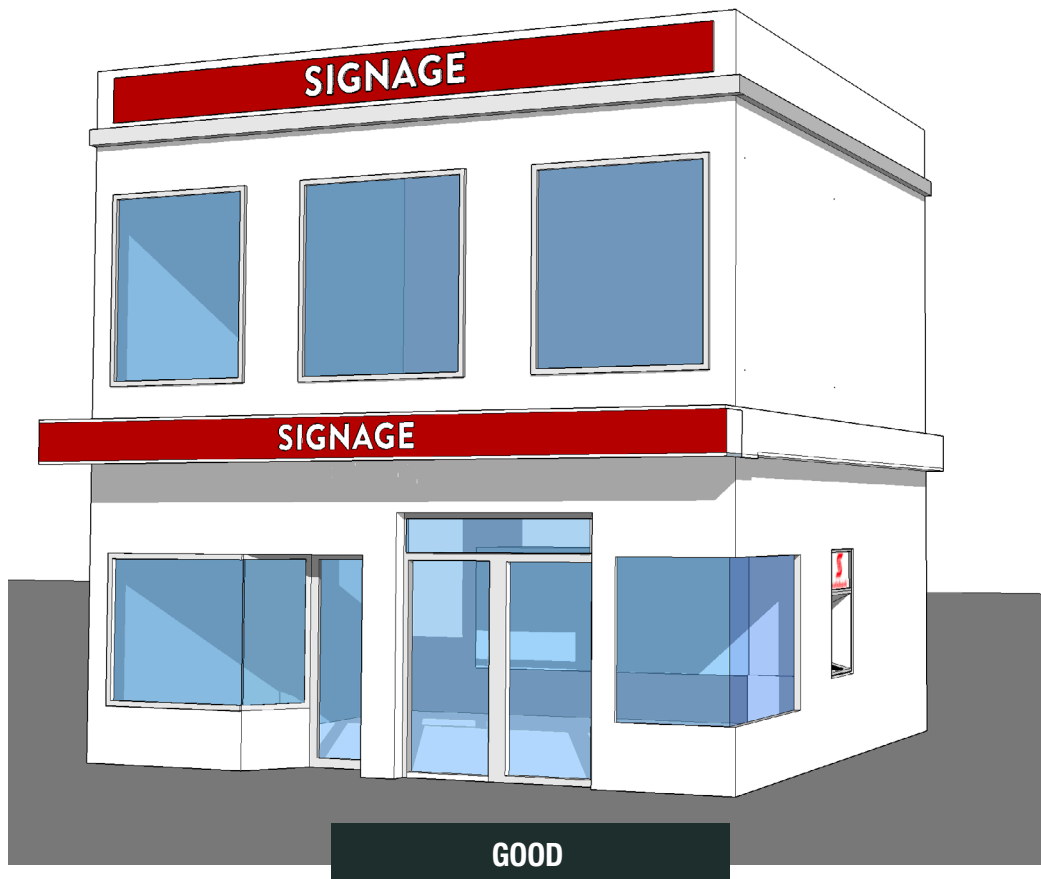
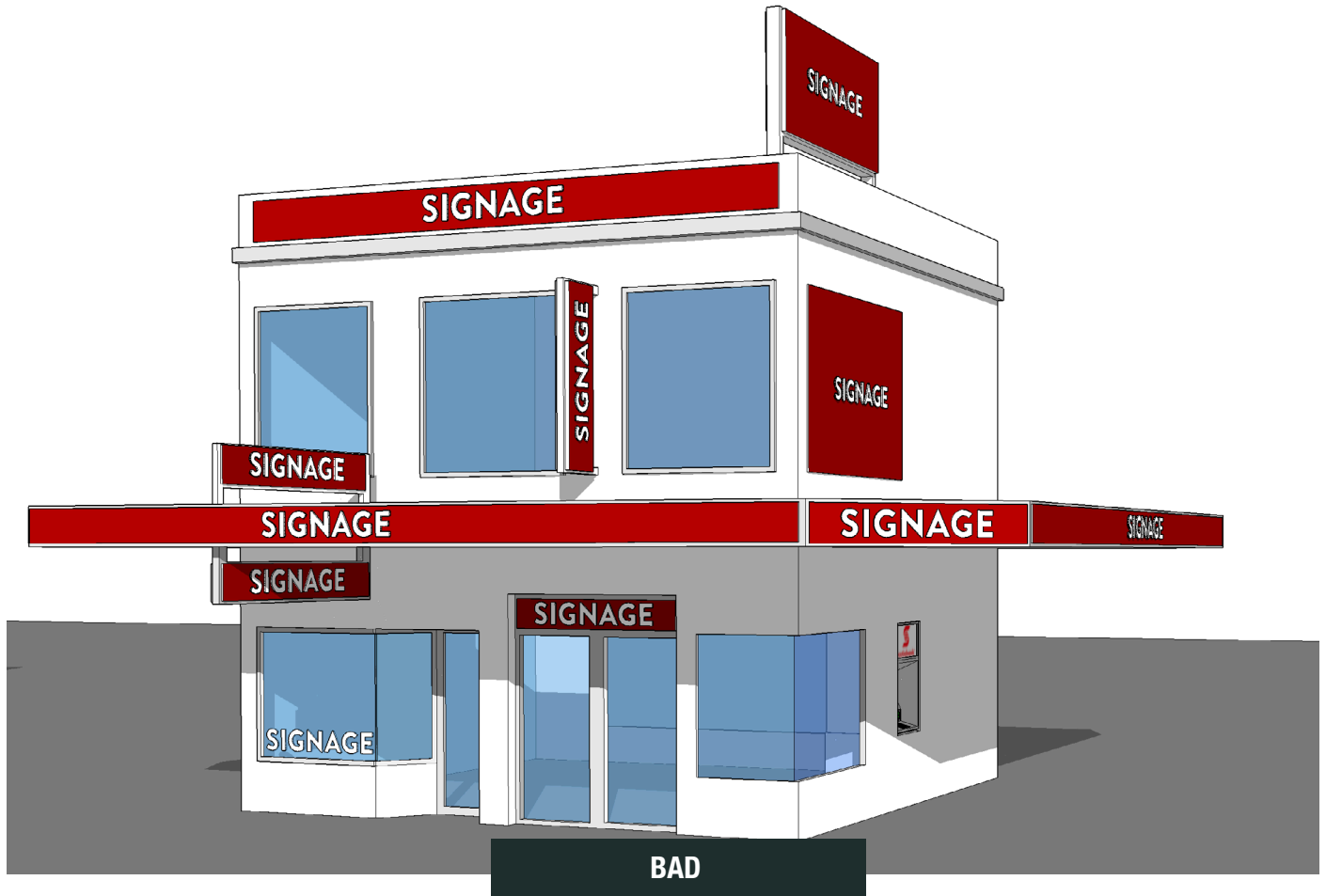
- To maintain a high level of visual amenity for surrounding and adjoining land uses.

## Performance standard: AS15

Before deciding on an application for an advertising sign the responsible authority will consider as appropriate:

- Signs should not be located in a landscaped area.
- Signs should be limited in number and their size and height should complement the dominant built form or quality of landscape.

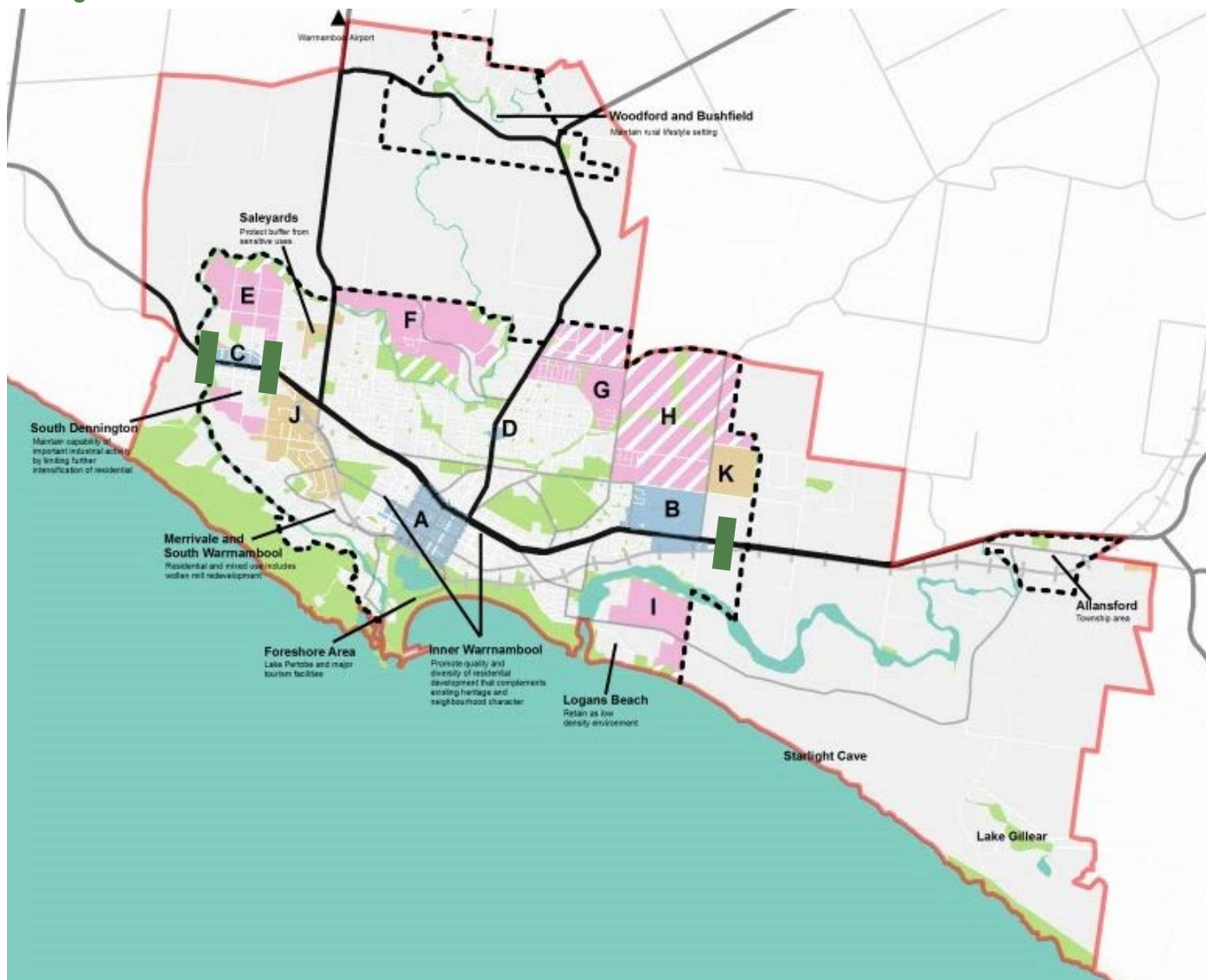






## ATTACHMENT 3

### Strategic Framework Plan



#### KEY

- Res idential Growth Area
- Future Urban Growth Corridor
- Activity Centre
- Industrial Precinct
- Open Space
- Open Space (Future)
- River / Lake / Ocean
- Urban Settlement Boundry
- Municipal Boundary
- Main Transport Routes
- Gateway

- A - Warrnambool City Centre
- B - Eastern Activity Centre
- C - Dennington Neighbourhood Centre
- D - Northpoint Village
- E - North Dennigton Growth Area
- F - North of thr Merri River Growth Area
- G - North East Growth Area
- H - Future Urban Growth Corridor
- I - Coatal Hopkins Growth Area
- J - West Warrnambool Industrial Precinct
- K - Eastern Industrial Precinct