

OMA & PIA Young Planner Scholarship 2009

**Outdoor Advertising –  
Establishing a foundation for regulation:  
UNESCO City of Design Network**

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This document is a planning report based on international research of urban planning provisions and innovations for Outdoor Advertising in the United Nations Educational, Scientific and Cultural Organisation (UNESCO) City of Design Network. It also provides a review of the existing planning scheme provisions on the Sunshine Coast, Queensland Australia and includes recommendations for the regulation of advertising in the new planning scheme for the Sunshine Coast.

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Disclaimer	The information and recommendations contained in this planning report do not represent the opinion or any endorsed opinions of the Sunshine Coast Regional Council and are the sole expression of the author.

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## 1. INTRODUCTION

### 1.1 THE APPLICATION OF INTERNATIONAL RESEARCH

Key learnings can be taken from urban planning regulations and current policy developments for outdoor advertising in cities appointed to the United Nations, Educational, Scientific and Cultural Organisation (UNESCO) City of Design Network. These cities include Montreal, Canada; Berlin, Germany and Buenos Aires, Argentina. Each city is experiencing evolving and diverse advertising types of which contain highly advanced technological components. Each of these cities is dealing with the implementation and management of these differently; one has a highly organised regulatory environment for control and regulation, one is currently reviewing its policy and supporting planning provisions and the other has just imposed a city wide ban on new advertisements and signs until such time a new Advertising Code is drafted for the city.

Currently, land use and development across the Sunshine Coast, Queensland Australia is being regulated by three planning schemes. On March 2008, the Queensland State Government's local government reform process was implemented. The reform resulted in the amalgamation of the former Maroochy Shire, Noosa Shire and Caloundra City Council's to form the Sunshine Coast Regional Council. The planning schemes for each of the local governments had commenced prior to the local government reform and continue to function as the statutory planning instruments for the Sunshine Coast Regional Council.

Subsequently, a single planning scheme for the Sunshine Coast is currently being developed to streamline land use and development over the region. The new planning scheme will take a regional approach in considering a number of issues currently regulated by each of the three existing planning schemes.

Advertising is one of the issues needing a regional approach in view of its inclusion for regulation in the new planning scheme. Policy options for advertising on the Sunshine Coast will need to be developed. This presents an opportunity to apply the key learnings from the UNESCO City of Design Network at the foundation of this policy development.

### 1.2 PURPOSE

The purpose of this planning study is to present the findings of research conducted in the UNESCO City of Design Network. The findings identify planning controls, policy development and innovations for outdoor advertising. The purpose of the report is to document the key findings and their relationship to the regulation of advertising in the new planning scheme for the Sunshine Coast.

The planning study also summarises both the state and local planning framework that provide overarching guidance in developing policy for outdoor advertising. The planning study also provides a comprehensive review of the existing planning provisions for outdoor advertising as contained in the existing local planning schemes.

The planning study provides the following:

- An introduction to the regulation of advertising;
- A summary of the UNESCO City of Design Network and study areas;
- Advertising types and regulation for advertising in the UNESCO City of Design Network;
- Summary of the Queensland State Planning Framework;
- Analysis of the Local Planning Framework;
- Sunshine Coast Visual Signage Assessment; and
- Recommendations for the new planning scheme for the Sunshine Coast.

## 2. BACKGROUND

### 2.1 REGULATION OF ADVERTISING

Outdoor Advertising (herein referred to as advertising or signage) generally consists of a built form and an advertisement or sign. It is comprised of a diverse range of products that reach the consumer whilst outside of the home. The purpose of advertising is to market consumers when they are conducting their daily tasks and forms part of the environment in which they move within.

Advertising may be freestanding and located at public spaces comprising street furniture (public transport infrastructure, street columns) or billboards and posters. It may also be located on building facades, windows, awnings and rooves. It may also be used to cover scaffolding, in the form of a faux facade, whilst construction and building works are taking place. It is a changing media with new innovations being developed that incorporate highly advanced technologies allowing for digital and interactive advertising displays. Some advertising such as street furniture provides public services such as maps and Bluetooth internet connectivity. It has a continuous presence and is generally illuminated.

In Australia local authorities including local government and state and territory governments regulate the provision of advertising and signage. Local governments generally regulate advertising in order to ensure public safety and minimise the visual impacts of signage. This is often achieved by the use of local laws and planning scheme codes that focus on the regulation of type, size and siting of such products and supporting structures. Local government regulation also includes controls applicable not only to planning but building and construction as well. The State government regulatory environment is concerned with ensuring that roadside advertising does not compromise the safety and efficiency of the road network.<sup>1</sup>

Currently, changes to Australian regulatory provisions with regard to outdoor advertising have been identified as requiring a simplified, user friendly approach incorporating key stakeholders, industry and the communities' expectations. Concerns have been expressed that current regulations are often misleading. Additionally, issues have been identified with the regulation of content, duplication and inappropriate levels of assessment provided by state and local governments and within local planning instruments.

In 2008, the Australian outdoor media industry recorded its sixth consecutive year of growth with an increased generation of revenue up 3.2% from 2007.<sup>2</sup> It is evident that the industry is experiencing growth with much of this in the form of new products and technologies.

In the international context many international locations recognise the importance of advertising and signage as modern features of vibrant cities. These cities openly embody the potential benefits of signage such as economic development through increased commercial activity and vibrant, colourful streetscapes. Such cities also acknowledge the importance of respecting the city's architecture and built form that often tells stories of the city itself, its history and political environment.

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<sup>1</sup> Outdoor Media Association Inc. *Resource Centre – Regulation of Outdoor*. Retrieved November 22, 2009, from <http://oma.org.au/regulation-of-outdoor>

<sup>2</sup> Outdoor Media Association Inc. *Annual Report 2008*. Retrieved February 18, 2010, from <http://oma.org.au/regulation-of-outdoor>

There are however international cases where advertising has become overly dominant with the city being a platform for global advertising campaigns, these including large scale advertisements and structures. In these locations, the built form and streetscape have lost their identity and purpose. Their unique architecture and ability to make them stand out from other cities is negated. In China, Brazil and Buenos Aires this has led to the removal of illegal advertisements and a ban on large scale advertising.

The regulation of signs is generally motivated by the need to ensure public safety and minimise the negative visual impacts of signs in a community. The means by which these goals have traditionally been accomplished have been to limit the size of signs, control their type, placement and appearance, and generally, to impose measures to reduce visual clutter.<sup>3</sup> Advertising and signage are a key component of economic development particularly in the promotion of local products and services. They can however detract from the streetscape, as visual clutter, by their imposition on architectural features of buildings. However, good signage policy based on well considered urban design principles can support the implementation and construction of advertising that complements the streetscape and built form of towns, villages and cities.

The planning schemes for the Sunshine Coast, The Noosa Plan, the Maroochy Plan 2000 and Caloundra City Plan 2004, all contain code provisions and strategic intentions for advertising that generally regulate advertising by placing controls on the height, size, type and number of advertisements. Each of these planning schemes has a varied approach in their regulation of advertising. This is evident in administrative terminology, quantitative development controls and preferred and allowable advertising types.

Advertising exists to communicate information, but in many communities the advertising industry and planning profession currently do not have an effective means of communicating with one another or sufficient resources to ensure compliance.<sup>4</sup> There is clearly a need to develop criteria for advertising that assists businesses and organisations, industry professionals and is accepted by the community and local and state authorities.

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<sup>3</sup> Morris, M. Hinshaw, M. Mace, D. Weinstein, A. *Context-Sensitive Signage*. Retrieved June 28, 2009, from <http://www.planning.org/research/signs>

<sup>4</sup> Morris, M. Hinshaw, M. Mace, D. Weinstein, A. *Context-Sensitive Signage*. Retrieved June 28, 2009, from <http://www.planning.org/research/signs>

### 3. BACKGROUND RESEARCH

#### 3.1 UNESCO CREATIVE CITIES NETWORK – CITIES OF DESIGN

The Creative Cities Network is under the patronage of the United Nations Educational, Scientific and Cultural Organisation (UNESCO). The Creative Cities Network connects cities who want to share experiences, ideas and best practices aiming at cultural, social and economic development. Cities may apply to be endorsed by the Network and join the programme to ensure their continued role as centres of excellence. Cities appointed to the Network support other cities, particularly those in developing countries in nurturing their own creative economy.<sup>5</sup>

The Creative Cities Network comprises a number of centres of excellence which are classified among: Literature, Cinema, Music, Folk Art, **Design**, Media Arts, and Gastronomy. Research for this planning study was conducted within the UNESCO City of Design Network.

Cities appointed to the UNESCO City of Design Network are renowned for their ethnic and linguistic diversity as well as their creation and innovation. Such cities must demonstrate a willingness to promote design, not only as a cultural and economic driver for the city, but also as a way to improve the quality of the lives of the resident citizens. The following, although not exhaustive, are criteria for appointment to the UNESCO City of Design Network:

- Cultural landscape fuelled by design and the built environment (architecture, urban planning, public spaces, monuments, transportation, signage and information systems, typography, etc.);
- Practicing groups of creators and designers, including the public, private and civil sectors, with a continuous activity at a local and/or national level; and
- Opportunity for local designers and urban planners to take advantage of existing urban/natural conditions.<sup>6</sup>

Given that criteria for appointment to the UNESCO City of Design Network focuses on urban planning, and seeks innovation and creativity for public spaces and signage, it was envisaged that these would provide an appropriate platform for research into urban planning regulations for advertising and signage.

Cities which are assigned (at the time of research) to the UNESCO City of Design Network are Berlin, Germany; Montreal, Canada and Buenos Aires, Argentina. All three cities have in common a strong design background and a strong contemporary art scene.

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<sup>5</sup> UNESCO. *Creative Cities Network*. Retrieved August 8, 2009, from <http://www.portal.unesco.org>

<sup>6</sup> UNESCO. *City of Design*. Retrieved August 8, 2009, from [http://portal.unesco.org/culture/en/ev.php-URL\\_ID=36928&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/culture/en/ev.php-URL_ID=36928&URL_DO=DO_TOPIC&URL_SECTION=201.html)

### 3.2 MONTREAL – CANADA

On May 12, 2006 the city of Montreal was appointed a UNESCO City of Design. The City has a Municipal Action Plan for Design which aims to incorporate the concept of design innovation into the full spectrum of decisions and actions influencing the built environment.<sup>7</sup> Montreal is the second largest City in Canada and the largest city in the bilingual province of Quebec. The city of Montreal is divided into 19 boroughs each containing a Mayor and a Council.

#### Fast Facts - Montreal

- Population - 1 620 698
- Language - French
- City Area - 365 km<sup>2</sup>
- Developments in Downtown Montreal are not permitted to surpass the height of Mount Royal (233m)
- Downtown Montreal is famous for its underground city comprising a network of retail and service complexes.

The Borough Council is responsible for urban planning and borough development including the development of urban planning regulations included in Master Plans and By-Laws which contain many of the boroughs' planning provisions. The city of Montreal also contains a City Council that consists of a Mayor and an Executive Committee that exercises decision-making powers for much of the Borough council's proposals and regulatory provisions for planning and development.<sup>8</sup>

The research for this report was conducted within the Ville-Marie borough which contains two study areas. The first is Old Montreal which represents the historic area of the city because of its significant cultural heritage which has been preserved and restored. This has occurred through a combination of investment from both the private and public sectors. Old Montreal is a unique area with outstanding beauty and diverse buildings that provide for galleries, shops, bars, restaurants and hotels. The area is popular with both tourists and locals whom are interested in the history of Montreal.

The second is the central business district of the city and is known as Downtown Montreal. Downtown Montreal lies at the foot of Mount Royal, a major urban park and popular tourist destination. It is the central business district and the hub of commercial activity much of which occurs in its underground city. The underground city in Montreal is comprised of a network of tunnels providing transport, retail, restaurants and other services all protected from the weather.



<sup>7</sup> UNESCO. Ten things to know about Montreal City of Design. Retrieved March 19, 2010, from <http://unesdoc.unesco.org/images/0018/001838/183835E.pdf>

<sup>8</sup> Wikipedia. *Montreal*. Retrieved December 2, 2009, from <http://en.wikipedia.org/wiki/Montreal>

Author's notes on Montreal:

*Downtown Montreal is an attractive and diverse part of the city. Currently, large scale redevelopment is occurring consisting in restorative works occurring on older heritage buildings. Public buildings in the area are well maintained with quaint colourful gardens often marking their entrance. The city contains numerous inviting museums, theatres and art spaces. The city landscape is often interspersed with green spaces comprising parks that provide benches, skate bowls and civic space for people to interact or relax. The streetscape is welcoming and pleasant with a proliferation of public art including majestic stone horse sculptures to modern architectural features and fountains. It is noticeable that the dominate colours of buildings are a charcoal grey, deep rust orange and grey stonewash which blend beautifully against the autumn backdrop.*

*Transport infrastructure such as bus shelters and bus stops are prevalent along the streetscape. There are also numerous bike racks provided in the normal place of carparks where bicycles can be stored securely and also hired from and returned to. Metro stations are clearly marked and provide parking spaces for vehicle and bicycles with the metro line itself running underground. Many bus services run frequently along the relatively wide streets with the less frequent retro yellow school buses making for a pleasant surprise.*

*Old Montreal is fascinating, quaint and relaxing. The street fronts with their hanging lamps, historic fonts for signage and cobblestone streets look like they have remained frozen in time. The streets are narrow creating a natural control mechanism for reducing traffic with visitors and locals either on push pike or on foot. The architecture is very much of human scale with buildings being a maximum of two stories with shops being located in downstairs basement levels that have withstood the test of time. The area is full of art galleries adorned with both classical and modern art with cafes, restaurants, shops and hotels being the dominant land uses. The beautiful Notre Dame Cathedral is located in Old Montreal. Horse and carriage is a popular form of transport for tourists in Old Montreal.*

### 3.2.1 Old Montreal

Advertising in Old Montreal is recognised as an element of the urban landscape that benefits businesses by promoting Old Montreal's retail sector. The intention for advertising in this area is to blend harmoniously with the environment and uphold the environmental integrity of the buildings to help preserve their heritage values.

Advertising in Old Montreal is restricted to building facades, with clear direction as to which parts of the facade can be utilised for the advertisement, i.e. those components that are not an architectural feature. It is considered that advertising that is well designed and tailored to integrate with the building is of benefit to the trader. It is evident that no advertising such as billboards or A-frame signage is permitted on public land such as parks or footpaths. This has been adhered to in the area and the only structures on footpaths are public seating and bicycle racks. The public places and footpaths are therefore void of clutter and retain their predominate purpose for pedestrian movement.

Old Montreal provides a case study that demonstrates that where a good advertising policy is implemented with supporting planning regulations that are prescriptive, simple and clear there is no need for advertising on buildings and shops to compete for visual prominence. This leads to well integrated advertisements that through design blend with the environment and complement the streetscape. This is an especially important outcome for areas that have high cultural heritage or character values like those evident in Old Montreal.

### **3.2.2 Regulation – Old Montreal**

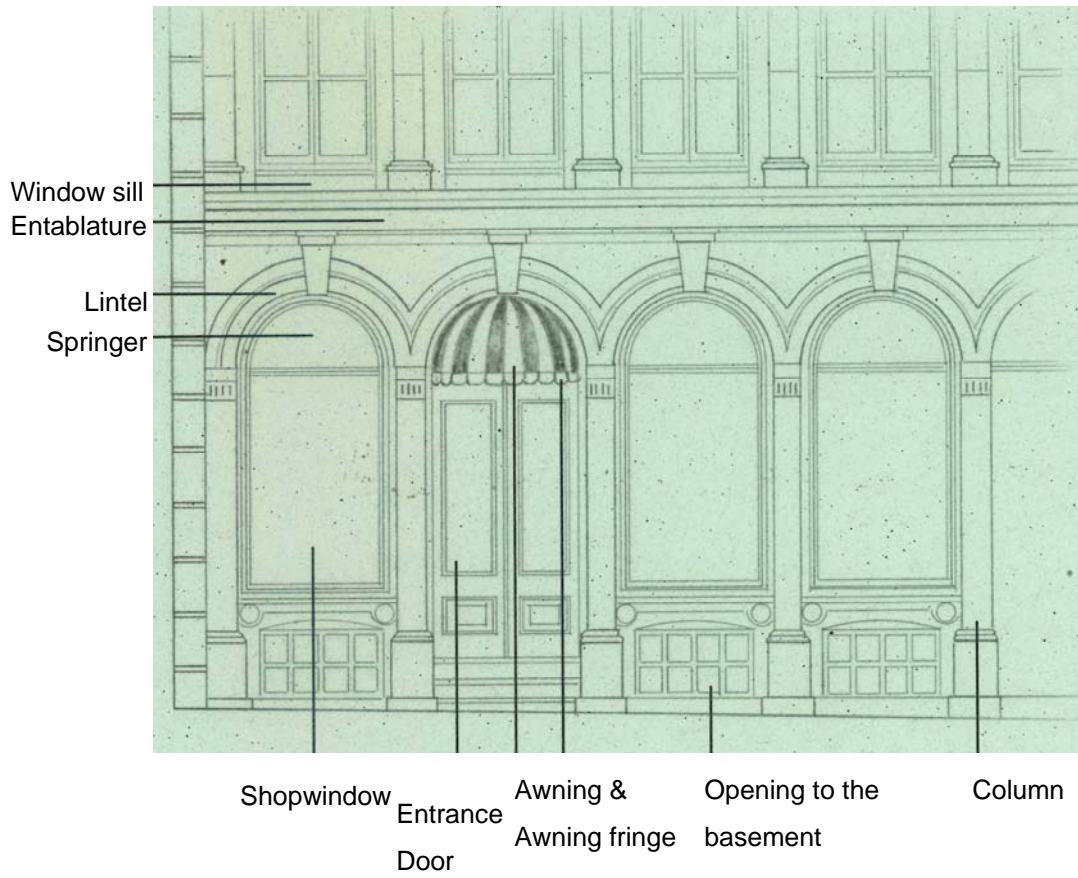
Authorisation for advertising and signage in Old Montreal is administered by and authorised through the Montreal Ministry of Culture for the Ville Marie Borough. The Ministry of Culture administers permits for advertising and signage on assessment against the “Guide for the Design of Signs” which is a document designed exclusively for applications for advertising and signage located in Old Montreal. The “Guide for Design of Signs” is of a simple structure that outlines the type of signage both permitted and prohibited. It also provides the prescriptive requirements for those permitted types. Clear illustrations are provided throughout the document with examples of these images provided in Table 1.

The “Guide for Design of Signs” at its foundation, contains a number of principles for advertisements and signs that support the notion that the architecture of a building and its individual features take precedence over any advertisement or sign, these are as follows:

- The display should never undermine the physical integrity of buildings;
- The sign should harmonise with the architecture of the building on which it is installed and contribute to its built form; and
- The advertisement or sign should not impact on the streetscape and be should be designed foremost to be visible to pedestrians.

When assessing an application for signage, the Ministry of Culture considers the building facade, its individual features and the street on which it is located. The location of the sign on the building facade is determined and based on the individual features of each of the buildings. The maximum number of signs is also determined by the architectural features of the building and appropriate areas available for signage. Signs are generally permitted on flat surfaces of the building facade, normally at the first floor between the footpath and the lintels. Refer Diagram 1 for extracted copy from the “Guide for Design of Signs” that identifies the architectural elements of common buildings in Old Montreal that are taken into consideration when deciding the appropriate location for advertising.



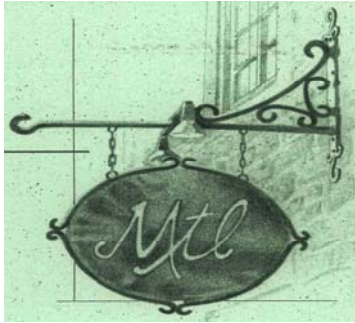

Diagram 1 – Architectural features suitable for signage – Old Montreal<sup>9</sup>



<sup>9</sup> Ministry of Culture. 1993. *Le Vieux-Montreal Affiche Ses Couleurs Guide pour la conception d'enseignes (Guide for Design of Signs)*. Direction des Communications. Montreal, Canada.

The “Guide for Design of Signs” indicates the appropriate types of signs permitted in Old Montreal and prescribes maximum dimensions for each of these. Refer Table 1.

**Table 1 – Prescriptive Requirements – Old Montreal<sup>10</sup>**

Type	Maximum Dimensions & Notes	Graphic
Signs on a flat background	Projection – 7.5 cm Height – 45 cm Area – 1 m <sup>2</sup>	
Window signs	Height – 20 cm Area – 15% of the total surface area	
Signs attached by brackets	Depth – 15 cm Height and width – 90 cm and must be located 3m above the footpath Area – 0.5 m <sup>2</sup> Anchors used for attaching brackets must not damage the architectural integrity of the building. They should therefore be placed in the joints rather than stones or bricks.	
Awning signs	Height – 10 cm and located on the fringe of the awning only (Refer Diagram 1)	
All Signs - Lighting	Lighting is only permitted of low intensity and should not directly illuminate the street or	

<sup>10</sup> Ministry of Culture. 1993. *Le Vieux-Montreal Affiche Ses Couleurs Guide pour la conception d'enseignes (Guide for Design of Signs)*. Direction des Communications Montreal, Canada.

	neighbouring buildings.
All Signs - Materials and Colours	Materials must be chosen for their durability, fire resistance and ease of maintenance. Colours must not be fluorescent and must blend harmoniously with the whole building.

Additional to indicating those types of signs permitted in Old Montreal, the document also lists types of signs that are prohibited, as follows:

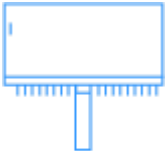
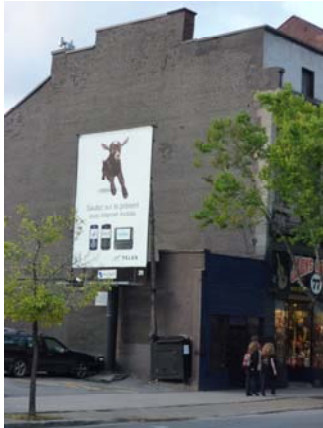




- Billboards and advertising modules;
- Temporary signs;
- Neon signs;
- Signs painted on the wall;
- Flashing and intermittent signs;
- Signs on poles or pedestals;
- Sign canopies and marquees;
- Signs emitting light, sound or smell; and
- Signs in the form of streamers, banners, balloons and flags except at events used both culturally and temporarily.

### 3.2.3 Downtown Montreal


In contrast to Old Montreal, Downtown Montreal contains a number of innovative and modern advertising types located on public land such as footpaths and public parks. Although in high distribution, advertising has a minimal impact on the urban built form and streetscape of Downtown Montreal. In this area of the city advertising is common and constructed with a consistent building design with the structure itself serving a dual purpose.

These types of signs and structures display the advertisement as well as provide some type of community or tourist information or service. These structures are integrated into the streetscape through design, using shapes and colours that are sympathetic to the dominant architectural styles yet modern in order to not detract from the modern buildings. Types of advertising provided for on public land are considered to be Street Furniture. Table 2 provides a description of the various Street Furniture located on public places throughout Downtown Montreal.

**Table 2 – Street Furniture – Downtown Montreal**

Type	Size, Structure & Notes <sup>11</sup>	Image
<p>Regular Horizontal &amp; Vertical Poster</p>	 <p>The horizontal and vertical posters were of varying sizes. However horizontal posters were generally 6m x 3m and vertical posters were generally 4m x 3m. These posters were located at busier intersections.</p>	
<p>Artistic Mural</p>	 <p>Three artistic murals were located in Downtown Montreal and were approximately 10 by 20 metres. These were generally placed on the external facades of large buildings at busy intersections. It is noted that the facade was generally brick and did not contain any articulation or architectural features.</p>	
<p>Mega Column</p>	 <p>Mega Columns dimensions were approximately 3.5m x 1m. Although large they are elegant features of the streetscape and exclusive to Downtown Montreal. There are a total of 24 Mega Columns in Downtown Montreal providing 48 backlit advertising faces. The name of the street is clearly indicated at the top of each of the Columns.</p>	

<sup>11</sup> Generic Images retrieved from <http://www.astralmedia.com/en/outdoor/formats/horizontal/default.idigit>

<p>Street Column</p>	 <p>Street Columns are generally backlit and are approximately 2m x 1m. They are located at the city's busiest intersections which exposes them to high car and pedestrian traffic day and night. The name of the street is clearly indicated at the top of each of the Columns.</p>	
<p>Transit Shelter</p>	 <p>Transit shelters provide a singular ad face at one end of the shelter which is backlit. The dimensions for transit shelters are generally 1.7m x 1.2m. These are well maintained and provide for advertising as well shelter for pedestrians waiting for public transport.</p>	

### 3.2.4 Regulation – Downtown

The Montreal Master Plan is the result of a planning and cooperative process initiated at the Montreal Summit in June 2002. The Master Plan presents a planning and development vision for the city, as well as measures for implementing the goals and objectives from that vision. The contents of the Master Plan address the planning issues and challenges involved in making Montreal a more convivial and dynamic city.<sup>12</sup> With a sustainable development perspective, the Master Plan objectives and actions aim to improve residents' quality of life, support economic development and ensure a healthy environment. The Montreal Master Plan indicates the required intent of By-laws that, like codes in local planning schemes, provide the prescriptive elements and the desired on ground outcomes.<sup>13</sup>

The Montreal Master Plan has specific outcomes for the design and layout of public land and incorporates principles for Street Furniture as follows:

- In areas with heavy pedestrian traffic, especially commercial streets, ensure the proper design of the public realm by providing simple, lasting street furniture suitable to the street's character, as well as functional, safe and including aesthetic lighting; and

<sup>12</sup> Ville de Montreal. *Master Plan*. Retrieved on November 28, 2009, from [http://ville.montreal.qc.ca/portal/page?\\_pageid=2762,3099643&\\_dad=portal&\\_schema=PORTAL](http://ville.montreal.qc.ca/portal/page?_pageid=2762,3099643&_dad=portal&_schema=PORTAL)

<sup>13</sup> Ville de Montreal. *Master Plan*. Retrieved on November 28, 2009, from [http://ville.montreal.qc.ca/portal/page?\\_pageid=2762,3099643&\\_dad=portal&\\_schema=PORTAL](http://ville.montreal.qc.ca/portal/page?_pageid=2762,3099643&_dad=portal&_schema=PORTAL)

- Street furniture allow for the facilitation of pedestrian traffic and sidewalk maintenance.

The Montreal Master Plan therefore supports the provision of Street Furniture on public lands in Downtown Montreal and provides the overarching strategic intent for their provision, conceptual design and construction. From these supporting guidelines an extensive design process is undertaken with the resulting Street Furniture serving to improve public spaces and add new appeal to the cityscape. It is evident that a successful and beneficial relationship has been developed between administrators of the Montreal Master Plan and advertising companies. This ensures that Street Furniture meets the required government policies and directions, contains innovations and environmental practices and appeases the community.

### **3.2.5 Innovation - Downtown**

The Street Furniture located at Downtown Montreal contained a number of innovations, discussed below. They were also notably well designed and suited to the communities for which they served with variations in the design evident between the more commercial and those more residential areas of Downtown Montreal. Each of the designs incorporated solar panels and green initiatives.

#### **3.2.5.1 Info Guide Column**

Developed in collaboration with the City of Montreal and the borough of Ville-Marie, the Info Guide Column enables users to identify tourist attractions and the main public and commercial services located near where they are standing. Info Guide Columns are an innovative form of the traditional Mega and Street Columns (Refer Table 2). In addition to the advertising faces contained in the traditional columns the Info Guide column has a face dedicated to providing an interactive information screen. Users can touch the screen to identify the main municipal services and tourist and cultural sites on the map of the district. A second pop up screen is activated to provide the user with additional information on various topics, such as the location of subway stations, museums, hotels, restaurants and stores located in the neighbourhood. The Columns also provide a neighbourhood map dispenser and an automated public information service. This information is updated regularly from the Ville-Marie borough database.

#### **3.2.5.2 Artistic Murals**

Three artistic murals are located within the core of downtown Montreal. The artistic murals are located at strategically selected sites and are comprised of a large format artistic vertical or horizontal poster and a regular poster that complies with the By-Law requirements. The regular poster element of the combination allows for branding and is enhanced by an artistic mural which allows for creativity and a unique presence. The artistic mural portion must be creative execution only and must not contain any logo, branding or character linked to the brand. These elements may only be seen on the regular poster. The By-Law requirements apply to the poster portion only and include restrictions on the sign face area such as height, width and depth.

### 3.2.5.3 BIXI

BIXI was launched in Montreal in May 2009 in partnership with Astral Media Outdoor.<sup>14</sup> It is a bicycle sharing program that allows residents and visitors to rent and return bikes for short trips all over the city. In Montreal 3000 bicycles are provided at 300 docking stations where payment is made for the rental and a locking system provided for the hire and return of bicycles. Astral Media partnered the program in a green advertising initiative with 200 of the docking stations containing an advertising space in the form of a regular poster. Refer the following images – Bixi, Saint-Urbain and Stanley Streets, Downtown Montreal, Canada (2009).



#### KEY LEARNINGS

It is evident that the integration of advertising in Montreal, particularly that which occurs on both private and public land is supported by urban design considerations that allows it to be an element of the streetscape that blends seamlessly with the built form of the city. The learnings taken from Montreal, Canada have a direct relevance to planning for advertising and signage on the Sunshine Coast. This is particularly the case for character areas in the region which require advertising and signage that is sensitive to heritage buildings and character areas and for the placement of advertising and signage on public land in the more commercial and tourist areas. The key learnings specific to these two elements on the Sunshine Coast are as follows:

<sup>14</sup> Astral Outdoor Media. *Bixi*. Retrieved on December 19, 2009 from <http://www.astralmedia.com/en/outdoor/formats/bixi/default.idigit>

- Advertising provisions should allow for flexibility and variation to provide for a diversity of advertising types that are suited to the function and character of differing areas, a one size fits all approach does not necessarily meet the needs of areas that have distinct variation in scale, nature and character;
- Urban design elements are a large component of creating successful advertising regulations. The built form and architectural elements of buildings require consideration in deciding the placement for advertising on building facades. Architectural features should not be impeded by the placement of an advertisement or sign;
- For character areas an analysis of the architectural features of each building should be conducted as part of the assessment process to ensure that an appropriate location is decided on for the placement of the advertisement or sign. The character of the streetscape should also be considered;
- The reduction in temporary advertisements and signs located on the footpath increases the visual impact of advertisements and signs and increases the overall amenity and attractiveness of the streetscape. The reduction of these types of advertising greatly reduces the amount of visual clutter and provides a greater sense of the function of the footpath for pedestrian movement;
- Successful advertising policy is supported by regulations that are prescriptive, simple and clear and alleviates the need for shopfronts to compete for visual prominence. This leads to advertising that is well integrated with the streetscape;
- For character areas advertising types should be focussed on reaching pedestrians as the audience as opposed to those types generally designed to attract viewing from vehicles;
- Illustrations are an effective means of communicating regulatory requirements and should be used where possible as should the inclusion of maximum allowable dimensions for differing types of advertisements and signs, quantifiable measures are an effective means of indicating the required planning controls;
- Green initiatives should be encouraged with the use of solar panels to provide for any illumination;
- Advertising and signage on public land such as footpaths can successfully provide a dual purpose. Maps, municipal service information and cultural and retail information can be provided on advertising and signage infrastructure such as Street Furniture;
- Advertising can provide for artistic elements in the streetscape with regulations applied to any textual elements and creativity facilitated for artistic elements;
- Partnerships between the private and public sector can provide for advertising structures that support local government initiatives, such as public transport and allow for innovation;
- Advertising and signage should be included in the Master Planning process for areas and should also be included in the strategic plans to support lower order prescriptive elements; and
- Street furniture can be successfully integrated into the streetscape where an extensive urban design process has been conducted that results in furniture that improves public spaces by being sympathetic to the local area.

### 3.3 BERLIN, GERMANY

On November 2, 2005, the city of Berlin was appointed a UNESCO City of Design. In its appointment it was noted that Berlin had demonstrated remarkable social, economic and cultural achievements in the field of design and as a crossroad of diverse backgrounds and histories. It was also acknowledged that the city had a good grasp on the economic impact of its design industry.<sup>15</sup>

#### Fast Facts - Berlin

- Population - 3 431 700
- Following German reunification in 1990 the city regained its status at the capital of Germany
- Language - German
- City Area - 891 km<sup>2</sup>
- The Berlin wall which divided East and

Berlin is the capital city and Germany's largest city. It is the major centre of culture, politics, media and science in Europe. The city is recognised for its festivals, diverse architecture, nightlife, contemporary arts, extensive public transportation networks and a high quality of urban living.

Berlin consists of twelve boroughs recognised as the traditional urbanised areas. The boroughs are divided into a number of localities that have historical identity as former independent cities, villages, or rural municipalities. The localities are recognised by the city and boroughs for planning and statistical purposes.<sup>16</sup>

Each borough is governed by a Borough Council consisting of five Councillors and a Borough Mayor. The Borough Council is elected by the Borough Assembly. The boroughs of Berlin are not independent municipalities. The power of borough governments is limited and subordinate to the Senate of Berlin. The borough mayors form the Council of Mayors led by the city's Governing Mayor, which advises the Senate. Urban Planning is regulated by the Senate for Urban Development which develops and maintains the Berlin Land Use Plan and Urban Development Plans. The Berlin Land Use Plan is a strategic framework for the development of the city supported by the Urban Development Plans that define spatial and temporal planning priorities.<sup>17</sup>

Images and examples of advertising for this report were taken from Mitte which is the most central borough of Berlin and considered to be the heart of the city.



<sup>15</sup> UNESCO. *UNESCO City of Design*. Retrieved on March 11, 2008 from [http://portal.unesco.org/culture/en/ev.php-URL\\_ID=36960&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/culture/en/ev.php-URL_ID=36960&URL_DO=DO_TOPIC&URL_SECTION=201.html)

<sup>16</sup> Wikipedia. *Berlin*. Retrieved on November 29, 2009 from <http://en.wikipedia.org/wiki/Berlin>

<sup>17</sup> Senate Department for Urban Development. *Urban Development and Planning*. Retrieved on March 11, 2008, from [http://www.stadtentwicklung.berlin.de/index\\_en.shtml](http://www.stadtentwicklung.berlin.de/index_en.shtml)

Author's notes on Berlin:

*Berlin is an extraordinary city, seemingly in a perpetual state of transformation. It is a remarkably difficult place to get a handle on, with several main streets and no clear centre. The opening of the Berlin wall in 1989 revealed the two separate cities which had developed under two very different socio-political structures over 50 years. It is hard to believe that as early as the 1960s large patches of the centre lay in ruins with much of the redevelopment today being an imitation of former buildings. However the city is no stranger to incredibly modern buildings and brilliant architecture.*

*The city has an exceptional public transport system, admittedly the fumes in the subways are harsh with navigation to the stations feeling maze like. One can travel to a destination with a combination of tram, surface rail and underground rail. The frequency of the services is high and the cost affordable with a multi use ticket available for all public transport services. At the centre of this extraordinary city are its "lungs" in the form of the massive Tiergarten public park with a myriad of cycle pathways, gardens, seats and no shortage of large trees that home wildlife such as birds and squirrels.*

### 3.3.1 Advertising - Berlin







Advertising in Berlin has a long tradition of being part of the cityscape and architecture. Neon signs and billboards have long shaped the advertising industry and today many technological advances are evident throughout the streetscape. Building facades have explicitly allowed for advertising space installations, including digital and neon formats and advertising signs with advertising in the city displaying greatly advanced technologies and innovations. There is a distinct contrast in advertising types as you move through the Mitte Borough. Some advertisements are located on structures such as Columns, designed to reflect historical advertising in the city (refer Diagram 2) with others in recent redevelopments being large scale covering the facades of buildings up to and greater than 20 stories high. Table 3 provides a description of the various advertising types in Berlin.

Diagram 2 – Historical Style of Advertising Berlin<sup>18</sup>



<sup>18</sup> Dr Franziska Lehmann, Prologo. *Grobformatige Werbung in der Stadt Trends und Handlingsotionen*. Retrieved on January 10, 2010 from [http://www.lebendige-stadt.de/de/veranstaltungen/Symposium2009/Vortrag/Lehmann\\_Werbung.pdf](http://www.lebendige-stadt.de/de/veranstaltungen/Symposium2009/Vortrag/Lehmann_Werbung.pdf)

**Table 3 – Advertising Types - Berlin**

Type	Size, Structure & Notes <sup>19</sup>	Image
<p>Standard Posters</p>	 <p>Standard posters were freestanding and prevalent with dimensions being approximately 1.5m x 2m. Some displays featured scrolling technology and were illuminated. The structures appeared sturdy, well maintained with a modern edge that blended well with the streetscape.</p>	
<p>Billboard – Freestanding and Wall Mounted</p>	 <p>Similar to the horizontal and vertical posters in Montreal. The billboards were illuminated with a sign face area generally 4m x 2.5m. The billboards vary in that some were freestanding while others were wall mounted.</p>	
<p>Advertising Pillar</p>	 <p>The Advertising Pillars dimensions were approximately 4.5m x 2m and were located at pedestrian crossings, public spaces and shopping boulevards. They are in the form of traditional classical advertising pillars with modern features such as scrolling technologies and backlit lighting that easily harmonised with the streetscape. As with Montreal Columns street names were located</p>	

<sup>19</sup> Generic Images retrieved from [http://www.wall.de/en/street\\_furniture/case\\_studies/berlin](http://www.wall.de/en/street_furniture/case_studies/berlin)

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	<p>at the top of the Pillar.</p>	
	 <p>A different form of the rounded Advertising Pillar. All contained backlighting, three advertising faces with dimension being approximately 4m x 1.5m.</p>	
<p>Bus Stop Shelter</p>	 <p>Comparable to the Montreal Transit Shelter, the Berlin Bus Stop Shelter provides a singular advertising face. Some shelters had advanced technologies such as wi-fi and Bluetooth capabilities. Bus Stop Shelters also contained a public phone, waste bin, bench, digital timetables and solar panels.</p>	
<p>City Information Panel</p>	<p>Comparable to the Montreal Info Guide Columns the City Information Panels provided a display for standard posters. The City Information Panels were freestanding and back-lit. One side of the panel contained a city map with the other serving as an advertising space.</p>	

### 3.3.2 Regulation - Berlin

Authorisation for advertising and signage in Berlin is administered by and authorised through the Senate for Urban Development. The Senate for Urban Development administers the building works for advertising through the Berlin Building Code. The Berlin Building Code contains the requirements for all building and construction works in Berlin.<sup>20</sup>

Fixed structures visible from public areas such as billboards, paintings, signage and advertising columns and their building works must not impact on the roads, towns and countryside and must be designed to not endanger pedestrians or traffic. Fixed structures are required to meet two general principles relating to the design of structures on both private and public lands. The principles require that structures on buildings must be consistent with the form, scale, building components, materials and colours of the building and where located on public land must not deface the local area, roads or landscape.

Temporary advertisements in the public interest and those attached to scaffolding or building fences are exempt from these requirements. Restrictions are applied to billboards in small, village and purely residential areas where it is only permitted on public streets and street furniture where the advertisement does not affect the character of the area or local landscape.<sup>21</sup>



It is clearly evident that the subjective nature of these regulations is creating a variation in amenity outcomes in Berlin. This is particularly the case in the exemptions for temporary advertisements such as those attached to scaffolding. This type of advertising was particularly evident in a recently redeveloped area of Mitte, Potsdamer Platz. Much advertising in this area was extremely large scale. Refer the image at left, temporary advertising Potsdamer Platz (2009).

<sup>20</sup> Senate Department for Urban Development. Urban Development and Planning. Retrieved on March 11, 2008, from [http://www.stadtentwicklung.berlin.de/index\\_en.shtml](http://www.stadtentwicklung.berlin.de/index_en.shtml)

<sup>21</sup> Senate Department for Urban Development. Urban Development and Planning. Retrieved on March 11, 2008, from [http://www.stadtentwicklung.berlin.de/index\\_en.shtml](http://www.stadtentwicklung.berlin.de/index_en.shtml)

### 3.3.2.1 Amendments to the Berlin Building Code

For the past 5 to 10 years the focus on advertising for the Senate of Urban Development has been focussed on liberalisation of approaches motivated by the economic benefit of advertising. Regulation for advertising is currently at a crossroads and much debate is surrounding the imposition of limits and controls for advertising in order to protect the cities architecture and public spaces. The approach has led to a 'pulling back' in the allowance for large scale and technological advances, not in search of prohibitions, but to ensure that advertising is tailored to the local architectural context as opposed to the broad global influence evident throughout Mitte. The Senate for Urban Development is currently engaging the advertising industry and the public in an effort to replace the current liberal approach to advertising with appropriate principles and strategies for dealing with cityscape advertising and the most appropriate instruments to enforce these principles and strategies. The focus for regulating advertising is on preserving the function and quality of public space and the liveability of the city.<sup>22</sup>

The shift in emphasis away from the liberal approach from a government perspective is recommended for the following three reasons:

- The advances in advertising technology and changing media is increasing the pressure on public space;
- The need to consider the public's interest in advertising in their city; and
- The interest from the advertising city indicating a need for regulations that contain clear guidelines that are applied across the boroughs consistently.<sup>23</sup>

The Senate for Urban Development indicated that the move away from the liberal approach would include the development of clear guidelines related to the size, placement, lighting and number of advertisements. It also indicated the need to ensure that advertising was designed and suited to the local architectural and character elements and eluded that there should be variation in provisions for differing urban areas of the city.



A draft law has recently been amended to require a permit for temporary advertising based on the public opinion indicating that there is too much advertising at large central places of the city. There is also concern that investment is not occurring because of the amount of money being payed to the developer for hosting the advertising façade. The amendment to the Berlin Building Code stipulates the requirement for a permit for temporary advertising on

<sup>22</sup> Ingeborg Junge-Reyer, Senator for Urban Development. Advertising and Urban Space – the Berlin Way. Retrieved January 10, 2010 from [http://www.stadtentwicklung.berlin.de/planen/stadtforum/downloads/SF\\_Dokumentation\\_Werbung.pdf](http://www.stadtentwicklung.berlin.de/planen/stadtforum/downloads/SF_Dokumentation_Werbung.pdf)

<sup>23</sup> Ingeborg Junge-Reyer, Senator for Urban Development. Advertising and Urban Space – the Berlin Way. Retrieved January 10, 2010 from [http://www.stadtentwicklung.berlin.de/planen/stadtforum/downloads/SF\\_Dokumentation\\_Werbung.pdf](http://www.stadtentwicklung.berlin.de/planen/stadtforum/downloads/SF_Dokumentation_Werbung.pdf)

scaffolding with an aim to regulate the length of time the advertisement is placed on the façade.<sup>24</sup>

### 3.3.3 Innovation - Berlin

Like Downtown Montreal, advertising in Berlin contained a number of innovations including green technologies, highly advanced interactive media and communications capabilities as discussed below.

#### 3.3.3.1 Bluetooth

Bluetooth capabilities are an added innovation to standard posters (refer Table 3). The poster display case is equipped with Bluetooth transmitters. This allows the audience to interact with the poster and download songs, videos, flyers, promotional material and other information directly from the poster display onto handsets.



#### 3.3.3.2 Poster to Mobile

Viewers send a text message to the number on the standard poster and in return receive additional information or digital content on their handhelds (MMS or SMS). Poster to mobile capabilities were located on standard posters.

#### 3.3.3.3 Bluespot

Bluespot can either be a stand alone street furniture product or installed as an integrated feature of standard posters or an accessory for Bus Stop Shelters. Similar to the Montreal Info Guide Column, the Bluespot acts as an information hub that allows residents and visitors to access city information. It also offers free internet access with email and phone capabilities via a touch screen or alternatively using their own devices via the Bluespot wi-fi.

## KEY LEARNINGS

It is evident that the subjective nature of the code provisions for advertising are having an impact on the public spaces in Berlin and that a liberal approach to advertising based on economic gain is not a successful policy option. It is acknowledged that advertising has its place in the urban environment but not at the detriment of the architecture and character of areas and streetscapes. The requirement for clear guidelines relating to design criteria for advertisements and signage is reinforced as is the fact that this is of benefit to the public, decision makers and the advertising industry.

<sup>24</sup> Senate for Urban Development, Pressebox. Berlin Building Code Amendments. Retrieved on February 2, 2010 from [http://www.stadtentwicklung.berlin.de/aktuell/pressebox/archiv\\_volltext.shtml?arch\\_1002/nachricht3773.html](http://www.stadtentwicklung.berlin.de/aktuell/pressebox/archiv_volltext.shtml?arch_1002/nachricht3773.html)

### 3.4 BUENOS AIRES, ARGENTINA

On August 24, 2005 the city of Buenos Aires was appointed a UNESCO City of Design. In its appointment it was noted that Buenos Aires has harnessed the energy and innovation of its design sector for development initiatives on a local, regional and international level. It was also noted that the city has also engaged a broad array of stakeholders in building one of the most vibrant and dynamic design scenes in Latin America.<sup>25</sup>

#### Fast Facts - Buenos Aires

- Population - 3 050 728
- Language - Spanish
- City Area - 203 km<sup>2</sup>
- Tango music and dance were born in the suburbs of Buenos Aires
- Characterised by its eclectic nature, with elements resembling Barcelona, Paris and Madrid

Buenos Aires is the capital and largest city of Argentina. It is located on the south eastern coast of the South American continent. The city has a world-famous zoo and Botanical Garden, a large number of landscaped parks and squares, as well as churches and places of worship of many denominations, many of which are architecturally noteworthy.<sup>26</sup>

The Head of Government, or Governor, exercises executive power in the Autonomous City of Buenos Aires. He or she leads the city's administration, has legislative initiative and can initiate regulations. The Head of Government is directly elected by the citizens, together with the Deputy Governor, for a four-year mandate. The Legislature has executive power in the city, approves budgets, controls the activity of the Head of Government and his or her government, creates committees of investigation and approves the main instruments of urban planning and general plans. The 60 members are elected every four years in a proportional system.<sup>27</sup> The Ministry of Urban Development is responsible for delivering and promoting urban planning projects, policy making and urban renewal. The City Planning Code is the regulatory tools and Strategic Framework for urban planning in the City of Buenos Aires.



<sup>25</sup> UNESCO. *Creative Cities Network*. Retrieved on August 22, 2009, from [http://portal.unesco.org/culture/en/ev.php-URL\\_ID=36959&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/culture/en/ev.php-URL_ID=36959&URL_DO=DO_TOPIC&URL_SECTION=201.html)

<sup>26</sup> Wikipedia. Buenos Aires. Retrieved on August 22, 2009, from [http://en.wikipedia.org/wiki/Buenos\\_Aires](http://en.wikipedia.org/wiki/Buenos_Aires)

<sup>27</sup> Metropolis. World Association of the Major Metropolises. Retrieved on March 18, 2010 from [http://www.metropolis.org/metropolis/sites/default/files/ciudades\\_archivos/buenos\\_aires/425\\_008\\_buenos\\_aires\\_eng\\_.pdf](http://www.metropolis.org/metropolis/sites/default/files/ciudades_archivos/buenos_aires/425_008_buenos_aires_eng_.pdf)

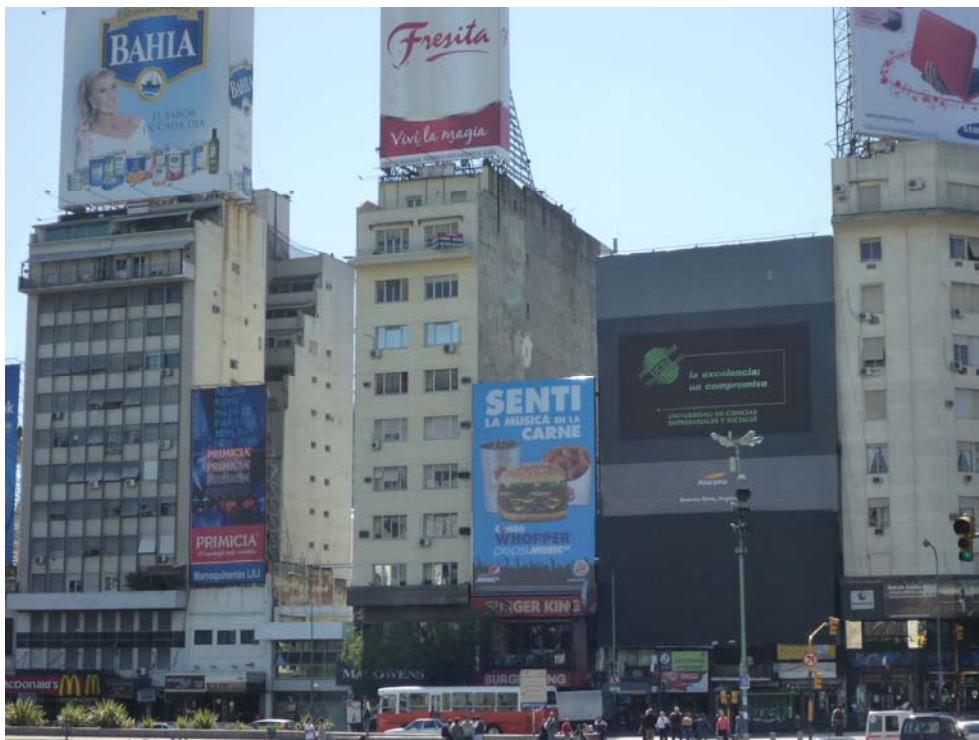
### 3.4.1 Advertising – Buenos Aires

Advertising has played a prominent role in the export and promotion of goods and services in the city and abroad.<sup>28</sup> Currently there appears to be a lack of control in the placement and regulation of advertising and signage in the City of Buenos Aires. Advertising in the city vastly contrasts to that of both Montreal and Berlin. Similar to these cities, Buenos Aires contains Street Furniture with advertising faces however these are not integrated through design to complement the existing streetscape character. The impact of large scale advertisements is much greater on the Buenos Aires streetscape and urban areas than that evidenced in Berlin.

Large posters in Buenos Aires often cover the entire building facades and billboards are not only located in the streetscape but are constructed as vertical intrusions on rooftops and rooftop terraces. This is particularly evident in the larger avenues and streets in the city centre where any number of buildings may contain poster advertising to the front and side building facades and in the form of large scale billboards on the roof. It is unfortunate that the advertising in the city is so intoxicating given the potential for the government to display the cities beautiful varying architectural styles.

### 3.4.2 Regulation – Buenos Aires

Authorisation for advertising and signage in Berlin is administered by and authorised through the Ministry of Urban Development. The Ministry for Urban Development administers advertising through the City Planning Code and associated Ordinance – the City Advertising Code.<sup>29</sup>



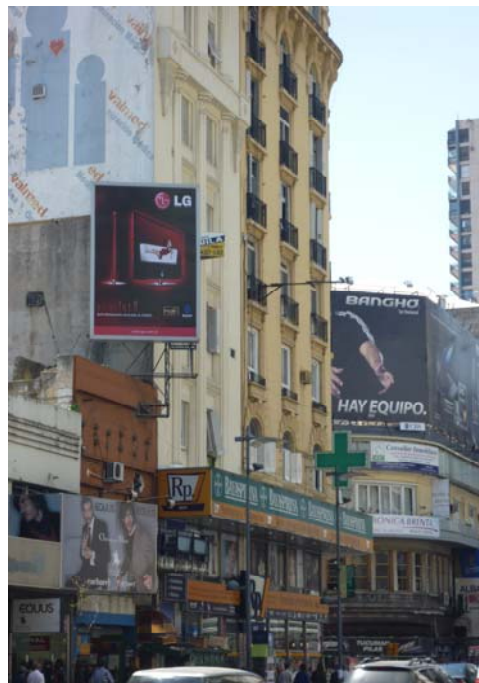
Rooftop advertising, Buenos Aires, Avenida 9 (2009).

<sup>28</sup> Wikipedia. Buenos Aires. Retrieved on August 22, 2009, from [http://en.wikipedia.org/wiki/Buenos\\_Aires](http://en.wikipedia.org/wiki/Buenos_Aires)

<sup>29</sup> Buenos Aires Government. Urban Development. Retrieved on August 22, 2009, from [http://www.buenosaires.gov.ar/areas/planeamiento\\_obras/?menu\\_id=20986](http://www.buenosaires.gov.ar/areas/planeamiento_obras/?menu_id=20986)

### 3.4.3 Amendments to the City Advertising Code

In May 2009, the Ministry of Environment and Public Space forwarded a bill to the Buenos Aires government (the Executive) to stop new authorisations for billboards and signs. The intent of the bill was to reduce visual pollution, improve the residents' quality of life and prevent accidents attributed to road side signage. The Executive resolved to temporarily prohibit the construction of new billboards and signage based on the number of unapproved and non compliant signage in the city. Such signs were not in accordance with the City Advertising Code and were located in prohibited areas as well as constructed greater than the allowable height. The ban on advertising also resulted in the removal of 40 000 signs identified as illegal because they were non-compliant with the City Advertising Code. It has been indicated that the City Advertising Code was confusing, permissive and promoted advertising in public spaces based solely on their economic benefit.<sup>30</sup>



The Executive resolution also included modifications to the City Advertising Code to allow for the establishment of zones in the city that provide requirements for advertising and signage types based on the existing character of those neighbourhoods contained within each of the zones. The regulations were to introduce requirements for permitted types, sizes, lighting and colours and focussed on the protection of building facades and residential areas. The overall focus of the draft City Advertising Code was to protect the urban character, cultural and architectural heritage of Buenos Aires.<sup>31</sup>

#### KEY LEARNINGS

The Executive of Buenos Aires process in its implementation of the draft City Advertising Code is not recommended. However, it was evident that clearer more prescriptive regulation of signage was required in relation to the protection and amenity of the built form of the city. However, implications in terms of the fall out of many advertising companies and associated workers were imposed on the city. The government did not allow the advertisers to apply for approval and forcibly removed advertisements. The cessation of implementing further advertising was intended to ensure that new advertisement was in accordance with the draft amended City Planning Code as opposed to the original statutory version.

<sup>30</sup> Buenos Aires Government. *Buenos Aires Strategic Plan*. Retrieved on August 22, 2009 from <http://www.buenosaires.gov.ar/areas/buenosaires2010/consejo/actividades/comisiones/economica/2008/junio/reunion-economica.php>

<sup>31</sup> Buenos Aires Government. *Buenos Aires Strategic Plan*. Retrieved on August 22, 2009 from <http://www.buenosaires.gov.ar/areas/buenosaires2010/consejo/actividades/comisiones/economica/2008/junio/reunion-economica.php>

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The City Advertising Code also divided the city into zones arbitrarily and without and public consultation. The inclusive consultative process taken in Berlin and the focus on Urban Design principles evident in Montreal is considered a more beneficial foundation for the development of urban planning regulations for advertising.

## 4. QUEENSLAND STATE PLANNING FRAMEWORK

### 4.1 SUSTAINABLE PLANNING ACT 2009 (SPA)

The *Sustainable Planning Act 2009* (SPA) replaces the Integrated Planning Act 1997 (IPA) as a result of a reform agenda to Queensland's planning and development assessment system. The *Sustainable Planning Act 2009* came into effect 18 December 2009 and is the tool for implementing the broad planning and development processes for planning in Queensland.

The *Sustainable Planning Act 2009* provides definitions for terms used in development that may be regulated through local government planning schemes. Placing an advertising device on *premises* is considered development being defined as *Operational Work*.

Under the Sustainable Planning Act 2009 *premises* means-

- *A building or other structure;*
- *Land whether or not a building or other structure is situated on the land.*<sup>32</sup>

#### 4.1.1 Queensland Planning Provisions Version 1

The Queensland Planning Provisions were introduced in conjunction with the introduction of SPA. The Queensland Planning Provisions contain both mandatory and optional parts for planning schemes that are consistent across all local government areas in Queensland.

The Queensland Planning Provisions mandate a substantial body of content within planning schemes, including some standard strategic provisions, standard zones, standard overlays and standard definitions. The Queensland Planning Provisions Version 1 contain a standard definition for advertising as follows:

*"Any device, structure, or sign intended for advertising purposes which is visible from a road or other public place, and includes any framework or supporting structure which is provided exclusively or mainly as part of the advertisement"*<sup>33</sup>.

### 4.2 INTEGRATED PLANNING ACT 1997 (IPA)

Prior to the introduction of SPA, the *Integrated Planning Act 1997* (IPA) was the overarching legislation governing planning in Queensland. IPA provides a framework for the preparation of planning schemes and other planning instruments and for the assessment of development applications against these planning instruments.

Although SPA has commenced, the preparation and delivery of planning schemes that commenced prior to 18 December 2009 can continue to be made under IPA. Planning Schemes made under IPA will remain in effect until they are updated at which point scheme amendments will need to comply with the requirements of SPA.<sup>34</sup>

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<sup>32</sup> Sustainable Planning Act 2009, Schedule 3 Dictionary, pge 732. Retrieved on December 22, 2009 from <http://www.legislation.qld.gov.au/LEGISLTN/ACTS/2009/09AC036.pdf>

<sup>33</sup> Queensland Planning Provisions 18 December 2009, Version 1.0. *Schedule 3 Dictionary*, pge 99. Retrieved on December 22, 2009 from <http://www.dip.qld.gov.au/resources/policy/state-planning/qpp-1.pdf>

<sup>34</sup> Department of Infrastructure and Planning, Queensland. *Your guide to the Sustainable Planning Act 2009*. Retrieved on December 22, 2009 from <http://www.dip.qld.gov.au/resources/policy/state-planning/qpp-1.pdf>

## 4.3 STATE PLANNING POLICY

State Planning Policies are statutory instruments established under the *Sustainable Planning Act 2009*. State Planning Policies must be reflected in a local government area planning scheme. Currently, there are no State Planning Policies with regard to Advertising.

### 4.3.1 Roadside Advertising Guide Edition 1.1, August 2009

Although there are no State Planning Policies specific to advertising the state government Department of Main Roads (DMR) is concerned with ensuring that roadside advertising does not compromise the safety and efficiency of the road network. The DMR is therefore involved in the regulation and delivery of a set of guidelines which have implications for advertising devices and signage that are visible from a state-controlled road. The DMR considers an 'Advertising Device' to be any poster, hand bill, placard, notice or sign and its associated advertising structure.<sup>35</sup>

The DMR:

- does not have the statutory power to approve, or otherwise, the placement of new Advertising Devices outside the boundaries of a state-controlled road (approval lies with the local government);
- has power under the Transport Operations Regulations 2005 to require the removal or modification of a light or sign which may create a danger to traffic; and
- a local government can refer an application to DMR for the placement of an Advertising Device outside the road boundary in these cases the DMR limits its comments to issues of traffic safety and efficiency.<sup>36</sup>

## 4.4 ICONIC QUEENSLAND PLACES ACT 2008

The *Iconic Queensland Places Act 2008* (IQPA) is intended to protect places with characteristics or qualities in their natural or built environment that reflect or contribute in a substantial way to Queensland's character. The major protection components relate to planning schemes, planning scheme policies, development assessment and local government authorities' Local Laws. Currently, the Sunshine Coast has two declared areas, the former Noosa Shire and part of the Blackhall Range, an area within the former Maroochy Shire Council.

The IQPA is relevant to the planning scheme where protected planning provisions for iconic places are proposed to be changed or replaced. If this occurs, a report needs to be provided to the Minister so that it can be ascertained whether or not the changes are inconsistent with the protection of the iconic places.

Protected provisions for advertising have been identified in both the Noosa and Blackhall Range Iconic Status Values. Table 4 outlines the summary of Iconic Values for each of these areas with regard to advertising.<sup>37</sup>

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<sup>35</sup> Department of Main Roads. *Roadside Advertising Guide Edition 1.1, August 2009*. Retrieved on December 23, 2009 from <http://www.mainroads.qld.gov.au/Business-and-industry/Road-builders/Technical-publications/Roadside-advertising-guide.aspx>

<sup>36</sup> Department of Main Roads. *Roadside Advertising Guide Edition 1.1, August 2009*. Retrieved on December 23, 2009 from <http://www.mainroads.qld.gov.au/Business-and-industry/Road-builders/Technical-publications/Roadside-advertising-guide.aspx>

<sup>37</sup> Department of Infrastructure and Planning. *Iconic Declaration*. Retrieved on December 28, 2009 from <http://www.dip.qld.gov.au/planning-and-development/iconic-declaration.html>

**Table 4 – Iconic Values for Noosa and Blackhall Range**

Iconic Place	Iconic Values	Protected Provisions
Noosa	<ul style="list-style-type: none"> <li>➤ Advertising devices are located and designed to integrate with the building design and surrounding landscape and streetscape characteristics of the particular locality and are low key and small scale;</li> <li>➤ Advertising devices are compatible with the scale, proportion, bulk and other characteristics of building and structures and do not dominate the surrounding built and natural landscape;</li> <li>➤ Advertising signs are managed with a subdued presentation, with no neon lights, bunting, moving signs, blind signs or roof signs and do not contribute to the proliferation of visual clutter;</li> <li>➤ Footpath 'A' frame signs are generally limited to one per business frontage and about the premises; and</li> <li>➤ Advertising devices only contain material relating to the premises on which they are situated (i.e. No third party signs).</li> </ul>	<ul style="list-style-type: none"> <li>➤ The Noosa Plan – Advertising Devices Code – Specific Outcome 01 (SO1) and Specific Outcome 02 (SO2)</li> <li>➤ Local Law No. 16 Control of Advertising 1999</li> </ul>
Blackhall Range	<ul style="list-style-type: none"> <li>➤ The visual amenity, village character, and subservience to the natural environment of the villages of Montville and Mapleton, and the rural residential community of Flaxton.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Volume 3 Statements of Desired Character for Planning Areas and Precincts</li> <li>➤ 3.19 Planning Area No.19 – Blackhall Range</li> <li>➤ Maroochy Plan 2000 –7.1 Blackhall Range Local Area Code – 5 Element – Signage</li> <li>➤ Maroochy Shire Local Law (No 11) 1996 <i>Control of advertisements</i></li> </ul>

## 4.5 LOCAL GOVERNMENT ACT 2009

The *Local Government Act 2009* was passed on 12 June 2009 and allows a local government to make and enforce any local law that is necessary or convenient for the good rule and governance of its local government area. Prior to the IPA, advertising devices could only be regulated by local laws. With the introduction of IPA there was a change in policy and the placing of an advertising device was considered development. The *Local Government Act 2009* allows a local government to make local laws for advertising until the local government makes a decision under IPA, schedule 1, section 1, to prepare its second IPA planning scheme.<sup>38</sup>

### 4.5.1 Local Laws

The Queensland State Government Local Law redundancy review in 2008 recommended that local governments review the need to regulate advertising devices. This was to ensure that local laws were not regulating those elements under IPA considered to be development.<sup>39</sup> Those elements for advertising that do not constitute development, such as licensing requirements were still considered relevant for use in a local law. There are a number of local laws in effect for advertising and regulated by the Sunshine Coast Regional Council, each of these were in place for the former Councils prior to amalgamation, as follows:

- Subordinate Local Law No.6.5 – Advertisement 2002 – (former Caloundra City Council);
- Local Law Policy No.16 – Control of Advertising & Local Law No.16 – Control of Advertising (former Noosa Council); and
- Local Law No.11 - Control of Advertisements – (former Maroochy Shire).

It is noted that each of the Local Laws contain licensing requirements for advertising and signage on the Sunshine Coast. It is noted that they also contain advertising type categories, definitions and guidelines for size and placement. It is evident that there is duplication of regulations for advertising being administrated by both local laws and planning schemes. This is an overly arduous and unnecessary regulation process for both applicants and council to adhere to.

There are also possible problems with inconsistencies between a planning scheme and a local law making regulations confusing. It also makes for additional red tape where a local law or planning scheme were to be changed in which case each instrument would be required to undergo a statutory amendment process. One regulatory instrument should be utilised for the regulation of advertising (those elements considered development) and signage and one for licensing requirements where necessary.

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<sup>38</sup> Department of Infrastructure and Planning. *IPA Plan Making Notes, Note 10 Advertising Devices*. Retrieved on December 28, 2009 from [http://www.dip.qld.gov.au/docs/ipa/Forms/PlanMaking/ImpNotes/ImpNote10/ImpNote10V1\\_1.pdf](http://www.dip.qld.gov.au/docs/ipa/Forms/PlanMaking/ImpNotes/ImpNote10/ImpNote10V1_1.pdf)

<sup>39</sup> Department of Infrastructure and Planning. *IPA Plan Making Notes, Note 10 Advertising Devices*. Retrieved on December 28, 2009 from [http://www.dip.qld.gov.au/docs/ipa/Forms/PlanMaking/ImpNotes/ImpNote10/ImpNote10V1\\_1.pdf](http://www.dip.qld.gov.au/docs/ipa/Forms/PlanMaking/ImpNotes/ImpNote10/ImpNote10V1_1.pdf)

ISSUES FOR CONSIDERATION & EMERGING POINTS FOR DISCUSSION

- With the introduction of the *Sustainable Planning Act 2009* (SPA) are a number of mandatory requirements as specified by the Queensland Planning Provisions. These include standardised definitions, levels of assessment and zones. Where the new planning scheme commenced under IPA and requires amendments in the future, scheme elements that are not consistent with the mandatory elements of SPA will be expected to comply with the requirements of the Act. Any work done in preparing the scheme under IPA that deviates from mandatory requirements of SPA may therefore be subject to compliance with SPA at which stage the scheme is updated or amended in the future.
- Although the Department of Main Roads (DMR) does not have the statutory power to approve, or otherwise the placement of advertising devices outside the boundaries of state controlled roads it does have the power to remove or modify a sign which may create a danger to traffic. Consideration therefore needs to be given to the drafting of scheme provisions to ensure that they do not compromise the requirements of the DMR with regard to safety and traffic efficiency, future development and environmental issues.
- The protected provisions for advertising as contained in the IQPA for Noosa and Blackall range have varying requirements and provisions for advertising. The level of variation in provisions between the two needs to be analysed. This analysis will determine how the new scheme structure will accommodate these requirements. Specifically, the individual requirements where consistent could be applied to advertising across the Sunshine Coast. Alternatively, a general advertising code could be provided with specific advertising provisions contained within local area plans for these two areas and others, particularly character areas, where deemed necessary. In any case, a report will be required to be provided to the Minister to indicate how the IQPA protected provisions are provided for in the new planning scheme.
- Local laws are not intended to regulate those elements considered development. IPA and SPA indicate that the placement of advertising and signage on premises constitute development. The planning scheme may therefore be the appropriate instrument to regulate advertising and signage with the local law utilised to control of those non development elements, i.e. licensing. This would remove the existing level of duplication and provide for a sole regulatory instrument. The new planning scheme process and the local law review are interdependent, communication should occur to agree to which elements are regulated by each statutory tool.

## 5. ADVERTISING ON THE SUNSHINE COAST

### 5.1 PLANNING SCHEMES

The Noosa Plan, Maroochy Plan 2000 and Caloundra City Plan 2004 are the existing planning schemes for the Sunshine Coast. Each of the schemes were prepared and delivered under the *Integrated Planning Act 1997* and include their own administrative definitions and levels of assessment which have guided the application process for advertising and signage on the Sunshine Coast. This section summarises the current circumstances for advertising and signage as contained in the existing planning schemes and focuses on the following components:

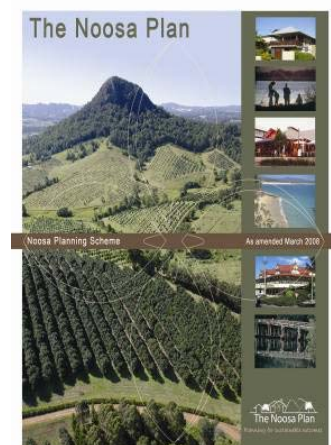
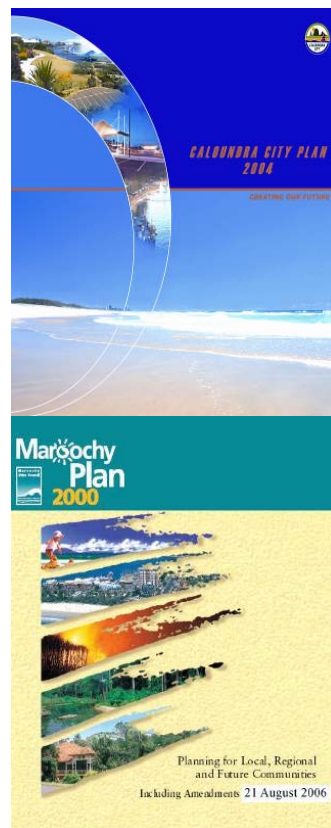
- How advertising is captured as development by each of the existing planning schemes;
- Administrative terms and land use nesting and categorisation; and
- Levels of assessment.

#### 5.1.1 What type of development is Advertising?

Schedule 1 of IPA provides the guiding statutory processes of the existing three IPA planning schemes.

Under IPA, *Operational Work* is considered development that may be regulated by a local government planning scheme. Operational work includes the placement of an advertising device on premises.

Table 5 provides a summary of the development type for advertising identified in each of the existing planning schemes.



**Table 5 – Advertising Types – Sunshine Coast Planning Schemes**

<b>Planning Scheme</b>	<b>Type of Development</b>
The Noosa Plan	Development other than a material change of use: Placing an advertising device on premises where not associated with a material change of use.
Maroochy Plan 2000	Other development: Operational Work – Where Placing an advertising device on premises (whether or not associated with a material change of use).
Caloundra City Plan 2004	Other form of development: Placing an advertising device on premises (whether or not associated with a material change of use).

The statutory requirements under both the *Integrated Planning Act 1997* and the *Sustainable Planning Act 2009* include advertising and signage as a development component of Operational Work.

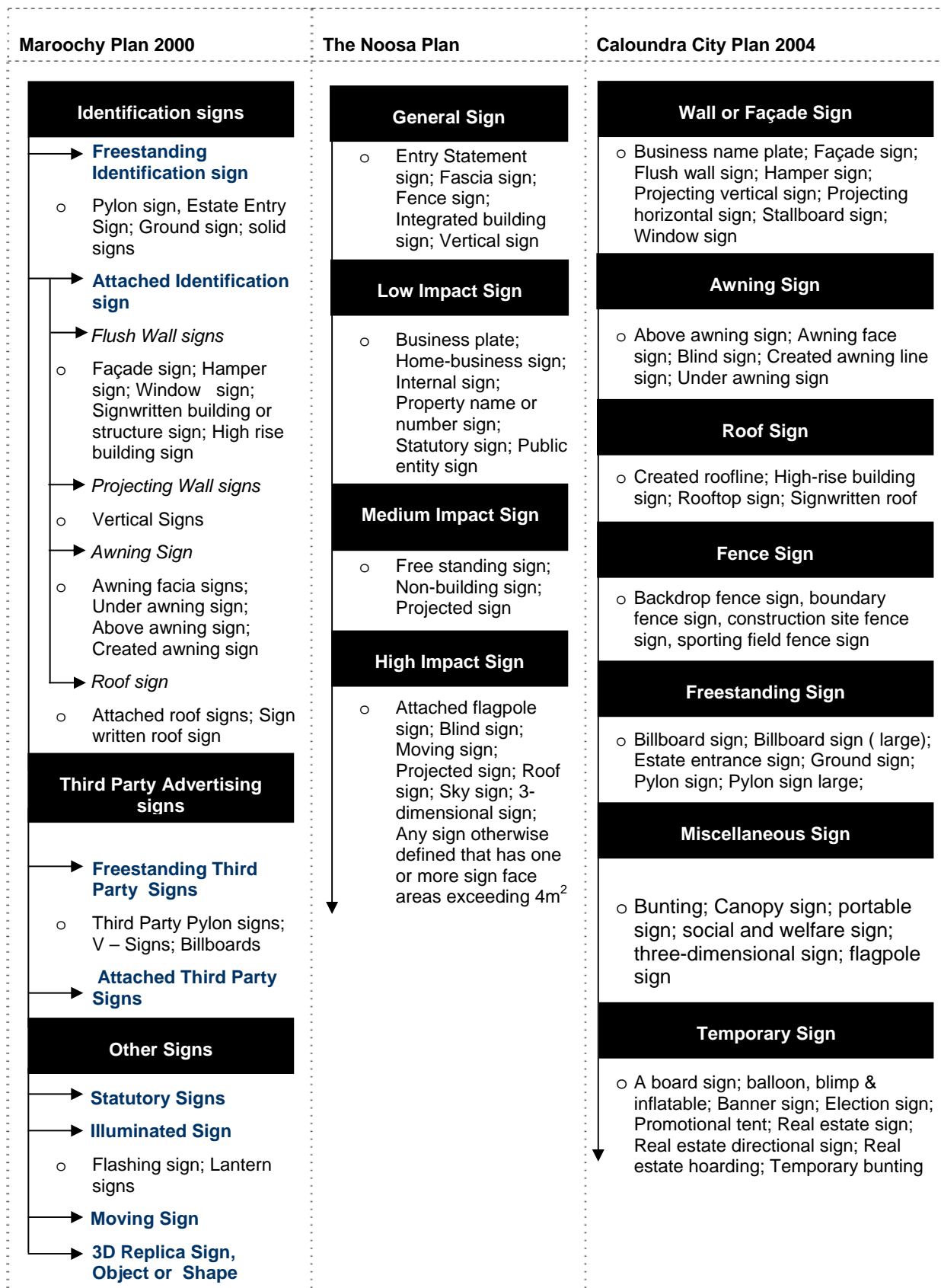
### **5.1.2 What are the definitions for advertising?**

Advertising definitions are contained in the interpretive material towards the front of The Noosa Plan, Maroochy Plan 2000 and the Caloundra City Plan 2004. There is variation in the terminology used in defining advertising between the existing planning schemes. Additionally, there is variation in the way that advertising types are nested, grouped or classified. Table 6 provides a summary of the definitions with Diagram 2 illustrating the way advertising devices are currently nested, grouped or classified under each of the planning schemes.

**Table 6 – Advertising definitions**

Planning Scheme	Definition
The Noosa Plan	<p>Separately defined via specification of advertising types in the Advertising Devices Code. The definitions are nested into four categories as follows:</p> <ul style="list-style-type: none"> <li>➤ <i>General Impact Sign</i></li> <li>➤ <i>Low Impact Sign</i></li> <li>➤ <i>Medium Impact Sign</i></li> <li>➤ <i>High Impact Sign</i></li> </ul>
Maroochy Plan 2000	<p>Sign types are defined in the Code for Siting and Design of Advertisements. The definitions are nested into three categories as follows:</p> <ul style="list-style-type: none"> <li>➤ <i>Identification sign</i></li> <li>➤ <i>Third party advertising sign</i></li> <li>➤ <i>Other sign</i></li> </ul>
Caloundra City Plan 2004	<p><i>Advertising Devices</i> means any device, structure or sign identified in the Advertising Devices Code or intended for advertising purposes which is provided exclusively or mainly as part of the advertising device. Advertisements in the Advertising Devices Code are nested into six types as follows:</p> <ul style="list-style-type: none"> <li>➤ <i>Wall or façade sign</i></li> <li>➤ <i>Awning sign</i></li> <li>➤ <i>Roof Sign</i></li> <li>➤ <i>Freestanding sign</i></li> <li>➤ <i>Miscellaneous sign</i></li> <li>➤ <i>Temporary Sign</i></li> </ul>

Diagram 2 – Nesting, groupings and classes of definitions for advertising



### 5.1.2.1 Queensland Planning Provisions Version 1

It is noted that the Queensland Planning Provisions Version 1 provides a standard land use definition for advertising as follows:

*“Any device, structure, or sign intended for advertising purposes which is visible from a road or other public place, and includes any framework or supporting structure which is provided exclusively or mainly as part of the advertisement<sup>40</sup>.”*

### 5.1.3 What is the level of assessment for advertising?

As each of the schemes were developed under IPA advertising devices fall into the following assessment categories; exempt, self-assessable or assessable (code or impact assessable) development. Where an advertisement is exempt or self-assessable, a development application is not required. However for self-assessable development the development must comply with the acceptable solutions of applicable codes. Where there is non-compliance the application will be required to be code assessed and lodged with council. Assessable development will result in a development application required that is either code assessed or impact assessed.

For each of the planning schemes the assessment tables identify the advertising types that are exempt, self-assessable or assessable development (code or impact assessable). Given that the structure of each of the schemes varies, so too does the location and layout of the assessment tables in each of the documents.

Table 7 provides a summary of the assessment tables and their elements including the level of assessment, interdependencies and applicable codes.

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<sup>40</sup> Queensland Planning Provisions 18 December 2009, Version 1.0. *Schedule 3 Dictionary*, pge 99. Retrieved on December 22, 2009 from <http://www.dip.qld.gov.au/resources/policy/state-planning/qpp-1.pdf>

**Table 7 – Existing Planning Scheme Assessment Tables**

<b>Planning Scheme</b>	<b>Assessment Category</b>	<b>Level of Assessment affected by Locality/Planning Area/Zone/Precincts</b>	<b>Applicable Codes</b>
<b>The Noosa Plan</b>	<ul style="list-style-type: none"> <li>✓ Exempt</li> <li>✓ Self Assessable</li> <li>✓ Code Assessable</li> <li>✗ Impact Assessable</li> </ul>	<ul style="list-style-type: none"> <li>✗ Zone/Locality</li> </ul>	<ul style="list-style-type: none"> <li>✓ Specific Advertising Code</li> </ul>
<b>Maroochy Plan 2000</b>	<ul style="list-style-type: none"> <li>✗ Exempt</li> <li>✓ Self Assessable</li> <li>✓ Code Assessable</li> <li>✓ Impact Assessable</li> </ul>	<ul style="list-style-type: none"> <li>✗ Zone</li> <li>✓ Planning Area</li> </ul>	<ul style="list-style-type: none"> <li>✓ Specific Advertising Code</li> <li>✓ Local Area Plan</li> </ul>
<b>Caloundra City Plan 2004</b>	<ul style="list-style-type: none"> <li>✓ Exempt</li> <li>✓ Self Assessable</li> <li>✗ Code Assessable (Only where indicated as 'Code Assessable' on an Approved Plan of Development of a Preliminary Approval).</li> <li>✓ Impact Assessable</li> </ul>	<ul style="list-style-type: none"> <li>✓ Zone/Precinct</li> </ul>	<ul style="list-style-type: none"> <li>✓ Specific Advertising Code</li> </ul>

### 5.1.3.1 The Noosa Plan

The Noosa Plan is structured around nine localities identified for the former Noosa Shire. Localities indicate the preferred uses, desired development outcomes and assessment tables relevant to the land subject to the locality. The preferred uses and planning provisions specific to the amenity and character of the locality are contained in the locality code. Specific development requirements for zones are located within the locality code. Refer Diagram 3 for detailed explanation of the level of assessment applied to The Noosa Plan advertising categories.

Diagram 3 – The Noosa Plan – Level of Assessment Matrix

Advertising Type	Level of Assessment		
	Exempt	Self-assessable	Code-assessable
<b>Low impact sign</b>			
Business name Plate	✓		
Home-business sign	✓		
Internal sign	✓		
Property name or number sign	✓		
Statutory sign	✓		
Public Entity Sign	✓		
<b>General impact sign</b>			
Awning face sign		✓	
Awning return sign		✓	
Entry statement sign		✓	
Fence sign		✓	
Integrated building sign		✓	
Vertical sign		✓	
<b>Medium Impact Sign</b>			
Free Standing sign		✓	
Non-building sign		✓	
Projected sign		✓	
<b>High Impact Sign</b>			
Attached flagpole sign			✓
Blind sign			✓
Moving sign			✓
Projected sign			✓
Roof sign			✓
Sky sign			✓
3-Dimensional sign			✓
Any sign otherwise defined that has one or more sign face areas exceeding 4m <sup>2</sup>			✓

### 5.1.3.2 The Maroochy Plan 2000

The Maroochy Plan 2000 contains thirty planning areas, each of which is divided into precincts, with the intention of recognising and being responsive to the individual character and needs of the differing localities that exist across the former Shire. The Precincts establish each locality's context and role within the Planning Area, and the desired future local character. In variation to The Noosa Plan, where each locality contains the assessment tables, the Maroochy Plan contains its assessment tables in a dedicated section of the planning scheme that refers to all Planning Areas and is based on development type, i.e. Operational Work.

Diagram 4 – The Maroochy Plan 2000 – Level of Assessment Matrix

Advertising Type	Level of Assessment			
	Exempt	Self-assessable	Code-assessable	Impact-assessable
<b>Identification Signs</b>				
Pylon sign		✓		
Estate Entry sign		✓		
Ground sign		✓		
Solid sign		✓		
Façade sign		✓		
Hamper sign		✓		
Window sign		✓		
Signwritten building or structure sign		✓		
Awning Facia sign		✓		
Under awning sign		✓		
Created awning sign		✓		
Vertical sign		✓		
High rise building sign			✓	
Above awning sign			✓	
Roof sign			✓	
<b>Other signs</b>				
Statutory sign		✓		
Flashing sign		✓		
Lantern sign		✓		
Moving sign		✓		
3D replica, object or shape		✓		

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Any other sign not defined		✓		
<b>Third Party Signs</b>				
Pylon signs				✓
V-Signs				✓
Billboards				✓

### 5.1.3.3 The Caloundra City Plan 2004

Consistent with the Maroochy Plan 2000 the Caloundra City Plan 2004 divides Caloundra City into planning areas, with a total of 16 identified in the planning scheme. Planning Areas are further divided into precincts and recognise and are responsive to the individual character and specific needs of the different communities within Caloundra City. The Caloundra City Plan 2004 Assessment Tables are located in a dedicated section of the planning scheme that refers to all Planning Areas and other development, i.e. Operational Work. Of notable difference to both The Noosa Plan and the Maroochy Plan 2000 is the variation in level of assessment applied to an advertising type dependent on the precinct or sub precinct for which it is located.

Refer Diagram 5 for detailed explanation of level of assessment for advertising under The Caloundra City Plan 2004. For the purposes of interpreting the matrix the following letters denote the particular precincts and sub-precincts:

- A – Rural Residential;
- B – Mixed Use Residential Precinct;
- C – Emerging Community Precinct;
- D – General Business Precinct;
- E – Industry Precinct;
- F – Rural Precinct;
- G – Open Space (Conservation and Waterways); and
- H – Open Space (Parks, recreation and community).

Diagram 5 – The Caloundra City Plan 2004 – Level of Assessment Matrix

Advertising Type	Legend							
	Level of Assessment							
	Exempt		E					
	Self-assessable		SA					
	Code-assessable		CA					
	Impact-assessable		IA					
Advertising Type	Precincts and sub-precincts							
	A	B	C	D	E	F	G	H
<b>Third Party Advertising sign</b>	IA	IA	IA	IA	IA	IA	IA	IA
<b>Wall or façade signs</b>								
Business name plate	SA	SA	SA	SA	SA	SA	SA	SA
Façade sign	IA	SA	SA	SA	SA	SA	SA	SA
Projecting horizontal sign	IA	IA	IA	SA	SA	IA	IA	IA
Projecting vertical sign	IA	IA	IA	SA	SA	IA	IA	IA
Flush wall sign	IA	IA	IA	SA	SA	SA	IA	SA
Hamper sign	IA	SA	SA	SA	SA	SA	SA	SA
Stallboard sign	IA	SA	SA	SA	SA	SA	SA	SA
Window sign	IA	SA	SA	SA	SA	SA	SA	SA
<b>Awning Signs</b>								
Awning face sign	IA	SA	IA	SA	SA	SA	SA	SA
Blind sign	IA	SA	IA	SA	SA	SA	SA	SA
Created awningline sign	IA	SA	IA	SA	SA	SA	SA	SA
Under awning sign	IA	SA	IA	SA	SA	SA	SA	SA
Above awning sign	IA	IA	IA	SA	SA	IA	IA	IA
<b>Roof Signs</b>								
Created Roofline Sign	IA	IA	IA	SA	SA	SA	IA	SA
Highrise Building Sign	IA	IA	IA	SA	SA	IA	IA	IA
Signwritten Roof Sign	IA	IA	IA	SA	SA	SA	IA	IA
Rooftop sign	IA	IA	IA	SA	SA	IA	IA	IA
<b>Freestanding Signs</b>								
Billboard sign	IA	SA	IA	SA	SA	SA	IA	SA
Billboard sign large	IA	IA	IA	IA	IA	IA	IA	IA
Estate entrance sign	SA	SA	SA	SA	SA	SA	IA	IA
Ground sign	IA	SA	SA	SA	SA	SA	IA	SA
Pylon sign	IA	SA	IA	SA	SA	SA	IA	SA
Pylon sign (large)	IA	IA	IA	IA	IA	IA	IA	IA
<b>Fence Signs</b>								
Backdrop fence sign	IA	IA	IA	SA	SA	IA	IA	IA

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Boundary fence sign	IA	IA	IA	SA	SA	IA	IA	IA
Construction site fence sign	SA	SA	SA	SA	SA	SA	SA	SA
Sporting field fence sign	SA	SA	SA	SA	SA	SA	IA	SA
<b>Temporary signs</b>								
"A" Board sign	SA	SA	SA	SA	SA	SA	SA	SA
Balloon, Blimp, Inflatable	IA	IA	SA	SA	SA	SA	SA	SA
Banner sign	SA	SA	SA	SA	SA	SA	SA	SA
Banner sign (large)	IA	IA	SA	SA	SA	SA	SA	SA
Promotional tent	SA	SA	SA	SA	SA	SA	SA	SA
Real estate sign	SA	SA	SA	SA	SA	SA	SA	SA
Real estate directional sign	SA	SA	SA	SA	SA	SA	SA	SA
Real estate hoarding	SA	SA	SA	SA	SA	SA	SA	SA
Temporary bunting	SA	SA	SA	SA	SA	SA	SA	SA
Election sign	E	E	E	E	E	E	E	E
<b>Miscellaneous Signs</b>								
Bunting	IA	IA	IA	SA	SA	IA	IA	IA
Canopy sign	IA	SA	SA	SA	SA	SA	IA	SA
Flagpole sign	IA	SA	SA	SA	SA	SA	IA	SA
Lantern sign	SA	SA	SA	SA	SA	SA	IA	SA
Portable sign	IA	SA	SA	SA	SA	IA	IA	SA
Social and welfare sign	SA	SA	SA	SA	SA	SA	SA	SA
Three-Dimensional signs	IA	SA	SA	SA	SA	SA	IA	SA

### 5.1.3.4 Queensland Planning Provisions Version 1

The Queensland Planning Provisions Version 1 introduces a mandatory component for tables of assessment in new planning schemes. The mandatory component includes four assessment categories, as follows:

- Self-assessment where development outcomes can be clearly articulated and understood through acceptable outcomes in the code with the outcomes being in quantifiable measures with no element of subjectivity;
- Compliance assessment for assessment that requires some level of expertise such as the application of engineering standards;
- Code assessment for those applications that require some discretion when assessing the application, i.e. those signs that cannot entirely be assessed against quantifiable criteria; and
- Impact assessment for those advertisements that require assessment against the strategic framework and those that have higher impacts, where the impacts cannot be entirely regulated in the code<sup>41</sup>.

<sup>41</sup> Queensland Planning Provisions 18 December 2009, Version 1.0. Retrieved on December 22, 2009 from <http://www.dip.qld.gov.au/resources/policy/state-planning/qpp-1.pdf>

## ISSUES FOR CONSIDERATION & EMERGING POINTS FOR DISCUSSION

### Type of Development

- Each planning scheme consistently regulates the placement of Advertising Devices on premises as Operational Work. This meets the requirements of both the *Integrated Planning Act 1997* and the *Sustainable Planning Act 2009*.

### Advertising Definitions

- The Noosa Plan categorises advertising types based on their level of impact, The Maroochy Plan 2000 on the purpose of the sign and The Caloundra City Plan 2004 on the type of sign.
- Varying terminology and explanation is used to define the same type of sign under each of the existing planning schemes.
- Advertising definitions in each of the existing planning schemes are overly complex and require simplification.
- The number of defined advertising types requires review.
- The following types of advertisements are regulated in each of the existing planning schemes:
  - Temporary signage, such as 'For Sale' signs;
  - On-Premises signs, such as business names attached to a building;
  - On-Premises signs, not attached to a building; and
  - Third party advertising, such as billboards.
- There are no definitions in the existing planning schemes that deal with new or emerging technologies.
- The Queensland Planning Provisions Version 1 provides a standard land use definition for advertising.

### Levels of Assessment

- Advertising under the existing planning schemes is identified as exempt, self-assessable or assessable development (code or impact).
- The Noosa Plan allows the self regulation of a number of advertising types and removes the requirement for higher levels of assessment such as impact assessment.
- There is no variation in the level of assessment applied across The Noosa Plan Zones or Localities.
- The Noosa Plan has the simplest application of level of assessment that being the level of assessment applied to the defined level of impact.
- Applicable codes under The Noosa Plan are the specific advertising code, overlay code and relevant use code.
- The Maroochy Plan 2000 does not indicate any exempt advertising types with signage being either self-assessable or assessable development.

- The level of assessment in the Maroochy Plan is also consistently applied across the planning areas and precincts but the level of assessment varies within each defined signage category.
- Applicable codes under the Maroochy Plan 2000 are the specific advertising code, relevant local area plan and overlay code.
- The Caloundra City Plan 2004 varies to both of the other planning schemes in that the level of assessment varies depending on the precinct or sub precinct (zone) in which the sign is proposed.
- Advertising types under the Caloundra City Plan 2004 are either exempt, self assessable or impact assessable with code assessment applied to those signs indicated as code assessable on an Approved Plan of Development.
- Applicable codes under the Caloundra City Plan 2004 are the specific advertising code and relevant overlay code.
- Although differently defined the same types of advertisements have different levels of assessment applied across the region.

## 5.2 PLANNING SCHEME PROVISIONS

### 5.2.1 Specific Advertising Codes

Under the existing planning schemes advertising and signage is generally regulated by a specific advertising code. For all schemes these codes contain Specific Outcomes, a textual guide, which are generally expressed as Probable Solutions. Probable Solutions are a prescriptive guide for code or impact assessable advertising devices in achieving the desired outcome they are however not the only way of achieving the desired outcome. Where these elements of the scheme are used for self-assessable applications they are titled Acceptable Solutions.

Each of the existing planning scheme advertising codes include general elements expressed by specific outcomes and probable solutions in the form of specific design criteria. Refer Table 8.

**Table 8 – Common Planning Scheme Elements – Specific Design Criteria**

Planning Scheme	Maximum dimensions	Illumination	Safety	Other
<b>The Noosa Plan</b>	<ul style="list-style-type: none"> <li>✓ Signface area</li> <li>✓ Total allowable sign face area</li> <li>✓ Allowable number</li> <li>✓ Projection, Width, Height and Depth</li> <li>✓ Boundary setbacks</li> </ul>	<ul style="list-style-type: none"> <li>✓ Maximum luminance</li> <li>✓ Time requirements</li> </ul>	<ul style="list-style-type: none"> <li>✓ Constructed to a suitable standard</li> </ul>	<ul style="list-style-type: none"> <li>✓ Inconsistent Uses</li> </ul>
<b>Maroochy Plan 2000</b>	<ul style="list-style-type: none"> <li>✓ Signface area</li> <li>✓ Total allowable sign face area</li> <li>✓ Allowable number</li> <li>✓ Projection, Width, Height and Depth</li> <li>✓ Boundary setbacks</li> </ul>	<ul style="list-style-type: none"> <li>✗ Maximum luminance</li> <li>✓ Time requirements</li> </ul>	<ul style="list-style-type: none"> <li>✓ Constructed to a suitable standard</li> </ul>	<ul style="list-style-type: none"> <li>✓ 'Sign Opportunity Areas'</li> </ul>
<b>Caloundra City Plan 2004</b>	<ul style="list-style-type: none"> <li>✓ Signface area</li> <li>✓ Total allowable sign face area</li> <li>✓ Allowable number</li> <li>✓ Projection, Width, Height and Depth</li> <li>✓ Depth</li> </ul>	<ul style="list-style-type: none"> <li>✓ Maximum luminance</li> <li>✓ Time requirements</li> </ul>	<ul style="list-style-type: none"> <li>✓ Constructed to a suitable standard</li> </ul>	<ul style="list-style-type: none"> <li>✓ Two methods for calculating Total signface area</li> </ul>

## ISSUES FOR CONSIDERATION & EMERGING POINTS FOR DISCUSSION

### Specific Advertising Codes

- Key elements in terms of specific design criteria are generally consistent in each of the planning schemes. These are in the form of quantifiable measures describing maximum dimensions for height, projection, width, depth, signface area per sign, total allowable signface area per premise, setbacks and requirements for illumination and safety and construction.
- Although the elements themselves are consistent there is considerable variation in the policy approach supporting these and their application in the existing planning schemes.
- The Noosa Plan generally contains a uniform regulatory approach to signage across the planning scheme area. Rigid specific design criteria are prescribed for all types of signs across the planning scheme area and indicate the allowable number and prescribed maximum dimensions. Any combination of sign faces on a particular site is not expected to be greater than 10m<sup>2</sup>.
- The Caloundra City Plan 2004 allows for more diversity of expression and provides for more variety in its application of specific design criteria. The major difference between the Caloundra planning scheme and the Noosa planning scheme is that signface area and total allowable sign face area are based on a prescribed proportion of the building where an attached sign or a prescribed proportion of the boundary length for a freestanding sign as opposed to a rigid maximum allowable area. Variation in the permitted maximum dimensions in height for signage is also provided and prescribed dependent on the street front boundary length or type of sign.
- The Maroochy Plan 2000 applies rigid specific design criteria in the form of maximum height, width and sign face area for freestanding signs however variation in allowable maximum dimensions is provided for these signs dependent on the precinct of the premise. All attached signage generally has a maximum signface area applied based on a maximum proportion of the building façade.

## 6. VISUAL ASSESSMENT – SUNSHINE COAST

### 6.1 SPECIFIC DESIGN CRITERIA

This section documents a visual assessment of the specific design criteria contained in the existing planning schemes for the Sunshine Coast. The visual assessment focuses on identifying positive advertising and signage examples along with annotations of the relevant planning scheme's specific design criteria in order to identify appropriate measures for inclusion in a new planning scheme. The examples focus on identifying those specific design criteria that are facilitating advertising and signage that is compatible with and complements existing buildings and streetscapes and identify the following:

- Reflect or enhance surrounding character;
- Indicate the character of the business; and
- Reinforce the design of the building to which they are attached.

### 6.1.1 Reflect or enhance surrounding character

The adjacent streetfront has many small, narrow allotments that contain recessed entries to shops. The footpath is sheltered due to the extensive coverage provided by the awning. The Below Awning Signs make use of the awning feature of and positively contribute to the active frontage and overall streetscape and visual amenity. The Below Awning Signs vary in that they are differing shape as opposed to many rectangular Below Awning Signs located throughout the region. The wall signs enhance the recessed entries to shops and give an indication of the character of the building.



Under the existing planning schemes the focus for provisions for the location and siting of signage is aimed at achieving advertisements that are complementary to the architecture of the building, reduce visual clutter and complement a building's architectural elements. Generally, these outcomes are guided by a number of quantifiable measures that specify requirements for signface area, maximum projection and specific locations for differing advertising types. It is noted that the Caloundra City Plan 2004 and The Noosa Plan contain probable solutions requiring that signs do not obscure any architectural features.

Unique to the Maroochy Plan 2000 in its Advertising Code is the requirement for the siting of signage on 'sign opportunity areas' and in proportion and alignment with advertising on adjacent buildings.

For assessable development, 'sign opportunity areas' are identified by using the Façade-Grid Analysis Technique. The technique identifies appropriate areas on the building façade based on the main design lines to form a series of panels appropriate for the integration of advertising and signage. This ensures that the original architectural character (set by the lines of awnings, window and door openings, parapet lines and setbacks) remain dominant. Signage should therefore appear on the undecorated wall surfaces, unless architecturally designed sign panels are provided.

### 6.1.2 Reinforce the design of the building to which they are attached.

The adjacent Entry Statement sign reflects the building material utilised in the development for which the sign is associated with. The shape of the sign is designed to be sympathetic in shape to the landscaped area it is located. It is effective in terms of legibility and blends seamlessly with the modern architecture of the development and clearly marks the entrance to the shops. The angular nature of the two signfaces, the use of minimalist graphic elements and modern font reinforce the modern nature of the development. Under The Noosa Plan, Entry Statement Signs are required to be designed to integrate with the natural landscaping theme of the estate and be predominately natural in character and materials.



## ISSUES FOR CONSIDERATION & EMERGING POINTS FOR DISCUSSION

- The Maroochy Plan 2000 'sign face opportunity' provisions appear to be successful in certain areas and ensure that signage is suited to the architectural nature and features of the buildings for which they are associated with.
- Specific Design Criteria that indicates design elements as contained in The Noosa Plan to ensure the integration of the sign with the built form of the development are effective in providing good on-ground signage outcomes.

## 6.2 BROAD OBJECTIVES & DESIGN PRINCIPLES FOR ADVERTISING ON THE SUNSHINE COAST

A combination of the key learnings from the UNESCO City of Design Network, a review of the existing planning schemes and the visual assessment provide a foundation for the establishment of broad objectives for advertising and signage provisions on the Sunshine Coast.

### 6.2.1 Broad Objectives

Advertising and signage provisions are:

- Prescriptive, simple, clear and user friendly;
- Described in terms of quantifiable measures;
- Allow for variation and flexibility where suited to the function and character of differing areas;
- Respect that urban design elements are an integral component of attaining good advertising and signage outcomes;
- Avoid duplication;
- Respond to new and emerging technologies;
- Encompass dual purposes such as those related to community and visitor benefit;
- Non discriminate against those businesses that are smaller in scale or are located on smaller allotments;
- Respect and contribute to the character and scale of the streetscape and local area;
- Protect the entry statements to the region's towns and villages;
- Protect the physical integrity of buildings;
- Protect historic areas, scenic amenity, character areas and the architectural features of buildings;
- Principally tailored to be legible to pedestrian traffic;
- Subservient to the architectural form of the building;
- Regulate those elements considered development, i.e. not temporary signage;
- Provide public information;
- Encourage and ensure that green initiatives are incorporated into the signage design;
- Support advertising and signage that provides an artistic element to the streetscape;
- Be developed in partnership with the private industry sector and the community;

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- Included in Master Planning processes;
- Described by use of illustrations and diagrams; and
- Responsive to the needs of varying business types.

## 7. RECOMMENDATIONS FOR THE PLANNING SCHEME FOR THE SUNSHINE COAST

A number of policy options have been developed as indicated below in relation to definitions, levels of assessment, regulated types of advertising and signage, codes with regard to general and specific provisions, overlays and strategic plan elements. These provisions are derived from the review of the existing planning schemes, the broad objectives for advertising on the Sunshine Coast and the key learnings from the UNESCO City of Design Network.

Policy Options	Recommended Policy Direction	Action
Standardise the definition for advertising in the new planning scheme.		
<ol style="list-style-type: none"> <li>1. Adopt the standard definition for advertising contained in the Queensland Planning Provisions (QPP).</li> <li>2. Develop a definition independent of the mandatory requirements of the QPP.</li> </ol>	<p>There appears to be no issues with the Queensland Planning Provision for advertising.</p>	<ol style="list-style-type: none"> <li>1. Include the standard definition for advertising as contained in the QPP in the new planning scheme:</li> </ol> <p>“Any device, structure, or sign intended for advertising purposes. It includes any framework or supporting structure which is provided exclusively or mainly as part of the advertisement.”</p>
Rationalise the number of advertising and signage types contained in the planning scheme code.		
<ol style="list-style-type: none"> <li>1. Base the types of advertising and signage on consolidation of the existing types contained in the three schemes to create a comprehensive inventory of signs.</li> <li>2. Review on ground existing advertising and signage products to develop an inventory of sign types for inclusion in the planning scheme based on those types that are relevant and prevalent and remove those types currently contained in the schemes but not utilised.</li> <li>3. Grant discretion to the decision making authority to define a type to a signage proposal where it is otherwise undefined.</li> </ol>	<p>Simplify and remove duplication in the number of advertising and signage types contained in the planning schemes.</p> <p>Grant discretion to the decision making authority to define a type to a signage proposal where it is otherwise undefined in the planning scheme.</p> <p>Include a defined type of advertising and signage that encompasses the broad range of new emerging technologies.</p>	<p>Conduct an on ground review of existing advertising and signage products and include those types that are prevalent across the region and remove those types currently contained in the schemes but not utilised and remove any duplication.</p>

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<p>4. Include a defined type of advertising and signage that encompasses the broad range of new emerging technologies.</p>		
<p>Indicate the type of development that constitutes the placement of an advertisement or sign and therefore regulated by the planning scheme.</p>		
<p>1. Regulate the placement of advertising on 'premises' as operational works in accordance Sustainable Planning Act 2009 and the Integrated Planning Act 1997, such as business names attached to a building.</p> <p>2. Regulate Temporary signage, such as 'For Sale signs.</p>	<p>The new planning scheme only regulate advertising devices that constitute development as Operational Works being the placement of an advertising device on premises as defined by the <i>Sustainable Planning Act 2009</i> and the <i>Integrated Planning Act 1997</i>.</p> <p>Those elements that do not constitute development, such as temporary signage, be regulated through a Local Law.</p>	<p>Ascertain agreement on the advertising types regulated by the planning scheme and those by a Local Law.</p>
<p>Apply a level of assessment to advertising devices.</p>		
<p>1. Level of assessment is dependent on the type of advertisement and the zone, precinct or sub-precinct for which the premises is located in.</p> <p>2. Level of assessment for each type of advertisement is applied consistently to each zone, precinct, or sub-precinct for which the premises is located in.</p>	<p>Level of assessment for each type of advertisement is applied consistently to each zone, precinct, or sub-precinct for which the premises are located in across the Sunshine Coast Region.</p> <p>Level of assessment is directly related to the complexity of assessing its application and its impacts.</p> <p>The number of advertising types requiring code and impact assessment should be minimised by the use of a prescriptive and consistent policy approach in terms of planning scheme provisions to allow for a large number of self-assessable applications against a number of clear, quantifiable and prescriptive measures.</p>	<p>Utilise the QPP four assessment categories being:</p> <ul style="list-style-type: none"> <li>- Self-assessment</li> <li>- Compliance assessment</li> <li>- Code assessment</li> <li>- Impact assessment</li> </ul>
<p>Encompass <i>Iconic Queensland Places Act 2008</i> (IQPA) Protected Planning Provisions</p>		
<p>1. Apply The Noosa Plan Advertising Code and The Maroochy Plan</p>	<p>Utilise a single Advertising Devices Code for the region however include differing</p>	<p>1. Develop a single Advertising Devices Code for the region</p>

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<p>2000 Blackhall Range Local Area Code - Element 5 – Signage Protected Planning Provisions across the region in the form of a single Advertising Devices Code applicable to the entire Sunshine Coast Region.</p> <p>2. Utilise a single Advertising Devices Code for the region however include differing provisions for those areas of land subject to the former The Noosa Plan area and the Blackhall Range Local Area Plan consistent with the IQPA protected planning provisions.</p>	<p>provisions for those areas of land subject to the former The Noosa Plan area and the Blackhall Range Local Area Plan consistent with the IQPA protected planning provisions.</p>	<p>based on the Broad Objectives for advertising on the Sunshine Coast (Section 7.2).</p> <p>2. Include separate planning provisions consistent with those IQPA protected planning provisions contained in The Noosa Plan Advertising Devices Code and The Maroochy Plan 2000 Blackhall Range Local Area Code – Element 5 – Signage.</p> <p>3. Provide a report to the Minister indicating the incorporation of the IQPA protected planning provisions in the new planning scheme for the Sunshine Coast.</p>
<p>Apply Specific Design Criteria</p>		
<p>1. Specific Design Criteria varies depending on the zone with additional variation allowable in accordance with the scale of the development and or allotment. I.e. Utilise zones/precincts to differentiate quantifiable measures for size, height, maximum and total signface area.</p> <p>2. Specific Design Criteria is applied uniformly with no variation across zones and independent of the scale of developments or allotments.</p>	<p>Specific Design Criteria varies depending on the zone.</p>	<p>Develop Specific Design Criteria and ensure that the following are included:</p> <ol style="list-style-type: none"> <li>1. Size</li> <li>2. Height from ground level</li> <li>3. Maximum and total sign face area</li> <li>4. Other physical characteristics of the device</li> <li>5. Amenity (can include number, scenic amenity, character, streetscape)</li> <li>6. Illumination</li> <li>7. Public Safety</li> <li>8. Location</li> <li>9. Building on which it is placed – Urban Design and Architectural features – Utilise ‘Sign Opportunity Areas’</li> </ol>

		10. Other buildings
Opportunities for Third Party Advertising outside of Noosa and Blackhall Range		
<ol style="list-style-type: none"> <li>1. Consider Third Party Advertising as acceptable based on the merits of each application.</li> <li>2. Consider the merits of Third Party Advertising particularly where integrated with Street Furniture as highlighted as well integrated examples of Third Party Signage in Montreal.</li> <li>3. Promote the idea of 'advertising as art' with provisions drafted and relevant only to the advertising portion of the Third Party Sign (i.e size provisions) to promote artistic elements with relation to the billboard format.</li> </ol>	<ol style="list-style-type: none"> <li>1. Consider Third Party Advertising as acceptable based on the merits of each application.</li> <li>2. Consider the merits of Third Party Advertising particularly where integrated with Street Furniture.</li> <li>3. Promote the idea of 'advertising as art' with provisions drafted and relevant only to the advertising portion of the Third Party Advertisement (i.e size provisions) to promote artistic elements in signage as well as endorsing the billboard format.</li> </ol>	<ol style="list-style-type: none"> <li>1. Seek opportunities for Street Furniture and Third Party Advertising to be incorporated in the Master Planning Processes on both public and private lands.</li> <li>2. Include Strategic elements in the planning scheme that support Third party Advertising that demonstrates integration with the surrounding built form and landscape through the use of urban design principles.</li> <li>3. Articulate the benefits of Street Furniture in its provision of information and services to the public and visitors and advocate their role in the streetscape and in the Master Planning process.</li> <li>4. Consider provisions that regulate advertising elements only and allow for creative artistic elements in Third Party Advertising and articulate the benefit of these in terms of their role in contributing to the streetscape as evident in Montreal.</li> </ol>
Protect known character areas and ensure that advertising and signage does not have a detrimental impact on these		
<ol style="list-style-type: none"> <li>1. Include a Specific Outcome with regard to the protection of character areas and heritage buildings in the Advertising Devices Code.</li> <li>2. Applications for advertising devices in identified character areas or on heritage buildings require code assessment against any relevant Heritage Overlay Code.</li> </ol>	<p>Applications for advertising devices in identified character areas or on heritage buildings require code assessment against any relevant Heritage Overlay Code.</p>	<ol style="list-style-type: none"> <li>1. Include provisions for advertising in the appropriate Overlay Code</li> <li>2. List the appropriate Overlay Code as an applicable code in the assessment tables for advertising devices.</li> </ol>

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Roadside Advertising		
Have regard to safety and traffic efficiency, future development and environmental issues.	Consider the Department of Main Roads Roadside Advertising Guide in terms of its relevance to State Controlled roads.	Consider the Department of Main Roads Roadside Advertising Guide where relevant for State Controlled roads.
Community Engagement		
Broad Objectives and Specific Design Criteria are developed and reviewed in partnership with industry professionals and the community prior to being translated to regulatory provisions.	Broad Objectives and Specific Design Criteria are developed and reviewed in partnership with industry professionals and the community prior to being translated to regulatory provisions.	Include Advertising and Signage in Local Area consultation strategies.  Conduct targeted stakeholder engagement and liaison with Industry professionals.