

PANEL SUBMISSION PART A

GREATER GEELONG PLANNING SCHEME AMENDMENT C383ggee

ADVERTISING SIGN GUIDELINES

Submission to the Independent Panel: Part A

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INTRODUCTION

1. This submission has been prepared by the Planning Authority, the City of Greater Geelong, in response to the Panel's Direction No.5 issued on the 19 September 2023 which states:

Council must file Part A (Background and context) submission by 12 noon on Monday, 2 October 2023 that includes:

- A. background to the Amendment including chronology of events*
 - B. a summary of the conditions of authorisation and how they have been met*
 - C. a summary of the strategic context*
 - D. the rationale for objectives, strategies and guidelines, expanding on the commentary in the Advertising Sign Guidelines Review Issues and Options Paper, for the following categories:*
 - *general*
 - *interface areas*
 - *growth areas*
 - *major promotion signs*
 - *electronic signs*
 - E. 'live' examples of advertising signs that do and do not comply with the proposed guidelines for growth areas.*
 - F. clarification of the current permit requirements for trailer mounted and other moveable advertising signs*
 - G. a summary of any permit applications or recently granted permits that might impact on the Amendment*
 - H. a summary of the issues raised in submissions, including an explanation of which (if any) of those issues have been resolved and how.*
2. The structure of this Part A submission follows the above Panel Direction.
 3. A further "Part B" Submission will be presented at the Panel Hearing starting on 16 October 2023. The Panel has directed that Council's Part B submission includes:
 - its response to submissions and evidence
 - its final position on the Amendment.

A. BACKGROUND

SUMMARY OF THE AMENDMENT/OVERVIEW

4. The Amendment proposes to replace the outdated *Advertising Sign Guidelines November 1997, Amended 2014* (City of Greater Geelong) with a new document in the form of *The City of Greater Geelong Advertising Sign Guidelines* (May 2022), and make associated changes to the Greater Geelong Planning Scheme.
5. Specifically, the amendment:
 - Inserts new Clauses 15.01-1L-03 (Signs in urban environments) and 15.01-6L (Signs in rural areas) to require signs in urban and rural areas to comply with the *City of Greater Geelong Advertising Sign Guidelines* (May 2022).
 - Amends the schedule to Clause 72.04 (Documents Incorporated in this Planning Scheme) by removing *Advertising Sign Guidelines November 1997, Amended 2014* (City of Greater Geelong) and replacing it with *City of Greater Geelong Advertising Sign Guidelines* (May 2022) as an incorporated document.
 - Amends the schedule to Clause 72.08 (Background Documents) by inserting the *City of Greater Geelong Advertising Sign Guidelines Review – Issues and Options Paper* (May 2022) as a background document.
6. The [C383ggee website](#) includes copies of the Explanatory Report, Instruction Sheet, new clauses and proposed incorporated and background documents.

KEY TERMS

7. The *Advertising Sign Guidelines November 1997, Amended 2014* (City of Greater Geelong) are hereafter referred to as the “Guidelines (1997, amended 2014)”.
8. *The City of Greater Geelong Advertising Sign Guidelines* (May 2022) proposed to be implemented via this amendment is hereafter referred to as the “Guidelines (May 2022)”.
9. The *City of Greater Geelong Advertising Sign Guidelines Review – Issues and Options Paper* (May 2022) is hereafter referred to as the “Issues and Options Paper”.

ADVERTISING SIGN GUIDELINES IN GREATER GEELONG

10. The assessment of planning permit applications for advertising signs in Greater Geelong has been guided by both local and state policy.
11. Since 1997, planning permits for advertising signage have been guided by the *Advertising Sign Guidelines November 1997, Amended 2014* (City of Greater Geelong). These guidelines provided guidance for different categories and types of

signage, based on a planning framework which has since changed significantly. The Guidelines (1997, amended 2014) are an incorporated document and are available online [here](#).

12. Amendments VC011 (gazetted 29 March 2001), VC013 (gazetted 27 September 2001), VC026 (gazetted 26 August 2004), VC034 (gazetted 22 September 2005), VC049 (gazetted 15 September 2008), VC050 (gazetted 15 December 2008), and VC144 (gazetted 27 February 2018) made changes to Clause 52.05 or other provisions relating to advertising signage within the Victorian Planning Provisions since the drafting of the Guidelines (1997, amended 2014).
13. Amendment C296ggee, gazetted 6 November 2014, implemented an amended version of the Guidelines (1997, amended 2014) as an incorporated document. This version included new provisions specific to the portion of Kardinia Park occupied by the stadium to prevent the display of advertising signs above 20 metres on the stadium and light towers. The Guidelines (1997, amended 2014) remained applicable for the balance of Kardinia Park within the Public Park and Recreation Zone.
14. The Victorian Civil and Administrative Tribunal has criticised or disregarded the Guidelines (1997, amended 2014) from as early as 2008. Reason given often relates to the age of the guidelines and explore the question of their relevance. This highlighted a need to review the policy in the Planning Scheme.
15. Between 2012 and 2015, the City conducted workshops with its statutory and strategic planners which concluded that the Guidelines (1997, amended 2014) were unclear, over-complicated, and out of date, particularly in relation to shifting technologies.
16. Subsequently, in 2021, the City conducted a full review of the Guidelines (1997, amended 2014) currently included as an incorporated document in the Greater Geelong Planning Scheme which found a need to update the current guidelines. This is because there have been numerous changes to the planning scheme since 1997, including new commercial zones and state government signage provisions mentioned above. Furthermore, the evolving nature of advertising signage technology and urban design necessitates an updated direction for planning permit applications.
17. In 2021/2022 the City conducted a review of the *Advertising Sign Guidelines November 1997, Amended 2014* (City of Greater Geelong) which are currently included in the Greater Geelong Planning Scheme as an incorporated document to guide decision making. The review found there is a need to update the current guidelines for a number of reasons, including:
 - The Guidelines (1997, amended 2014) are over 25 years old.

- There have been numerous changes to the planning scheme since this time, including to the number and types of commercial zones, as well as to the advertising sign particular provision (Clause 52.05).
 - The evolving nature of advertising signage and urban design requires updated direction for planning permit applications.
18. An Issues and Options Paper was prepared, which outlines the current policy and statutory context, issues and case studies of signage in the municipality. It recommends new guidelines be prepared, as well as a short local policy provision for advertising signs. The structure recommended for the new Guidelines would be based on different area types identified in Greater Geelong, such as pedestrian oriented commercial areas including High Street in Belmont and Ormond Road in East Geelong, as well as Highway oriented commercial areas, such as Waurm Ponds Shopping Centre or Leopold Gateway Plaza.
 19. *The City of Greater Geelong Advertising Sign Guidelines* (May 2022) were prepared collaboratively with urban design consultants UrbanFold, based on the recommended structure and issues identified in the Issues and Options Paper. The Guidelines (May 2022), as well as the Issues and Options paper, have been peer reviewed by Transect Planning Pty Ltd.
 20. The Peer Review agreed with the recommendations of the Issues and Options Paper and with the approach taken by council, including replacing the current guidelines as an incorporated document in the planning scheme and proceeding with a planning scheme amendment.
 21. The former Department of Environment Land Water and Planning (Central Geelong) and Department of Transport were consulted in the development of the new Guidelines.

AUTHORISATION AND PUBLIC EXHIBITION

22. On 28 February 2023, Council resolved to support preparation and public exhibition of the Amendment.
23. On 16 March 2023 the City requested Ministerial authorisation to prepare and exhibit the amendment. The Minister's delegate issued authorisation on 5 April 2023.
24. A copy of the letter of authorisation is in **Appendix 1**.
25. Amendment C383ggee was exhibited from 18 May 2023 and 26 June 2023.
26. Notices were sent to affected persons, government authorities, and prescribed Ministers.

27. Information was published on Council's website including the amendment and supporting documents.
28. Notices were placed in the Geelong Independent on Friday 19 May 2023. A Government Gazette notice was published on 25 May 2023.

SUBMISSIONS RECEIVED

29. Eight submissions were received during the exhibition period.
30. Each of these eight submissions seek changes to the amendment with seven objecting submissions from land developers or their consultants and one supportive submission from VicTrack which also requested changes.
31. In total, eight submissions relating to C383ggee have been received and referred to the Panel for consideration.

CHRONOLOGY

32. The following is a chronology of the key events relating to Amendment C383ggee.

Date	Event
2012 to 2015	Council conducted workshops with local government planners to determine the need for a review of the <i>Advertising Sign Guidelines November 1997</i> (City of Greater Geelong).
6 Nov 2014	Amendment C296ggee made changes to the existing Guidelines to facilitate signage at Kardinia Park and incorporated the updated <i>Advertising Sign Guidelines November 1997, Amended 2014</i> (City of Greater Geelong).
2021	The City conducted a review of the <i>Advertising Signage Guidelines</i> (City of Greater Geelong 1997)
2021 to mid-2022	Council prepared in-house a draft Advertising Guidelines and Issues and Options Paper, with graphic design support provided by UrbanFold.
Jan 2022	Transect Pty Ltd conducted a peer review of the draft Advertising Guidelines and Issues and Options Paper
May 2022	Final draft of Advertising Guidelines and Issues and Options Paper prepared
Mid-2023 to late 2022	Project on hold due to staff resourcing limitations
28 Feb 2023	Council Meeting to support exhibition. <u>Resolution That Council:</u> 1. <i>Endorses the preparation and exhibition of Amendment C383ggee to the Greater Geelong Planning Scheme to:</i> 1. <i>Replace the current Advertising Sign Guidelines November 1997, Amended 2014 (City of Greater Geelong) with the City of Greater Geelong Advertising Sign Guidelines (May 2022) in the Schedule to Clause 72.04 as an incorporated document in the Greater Geelong Planning Scheme;</i>

Date	Event
	<p><i>2. Include the City of Greater Geelong Advertising Sign Guidelines Review – Issues and Options Paper (May 2022) in the Schedule to Clause 72.08 as a background document in the Greater Geelong Planning Scheme; and</i></p> <p><i>3. Make other associated changes to the local policy provisions of the Greater Geelong Planning Scheme.</i></p> <p><i>2. Requests the Minister for Planning to authorise the preparation and exhibition of Amendment C383ggee.</i></p>
16 Mar 2023	Council submitted request for authorisation.
5 Apr 2023	Authorisation received from Minister’s delegate.
18 May to 26 Jun 2023	Amendment C383 exhibited. 8 submissions received.
30 Aug 2023	<p>Council considered submissions under delegation.</p> <p><u>Resolution</u> <i>That Council:</i></p> <p><i>1. Request the Minister for Planning to appoint an Independent Panel under Part 8 of the Planning and Environment Act, 1987;</i></p> <p><i>2. Refer all submissions to the Panel; and</i></p> <p><i>3. Submit to the Panel its response to the submissions generally as outlined in this report.</i></p>
30 Aug 2023	City submitted request for a Panel.
18 Sep 2023	Directions hearing held.
16 Oct 2023	Panel hearing to commence.

B. CONDITIONS OF AUTHORISATION

33. As per the letter of authorisation dated 5 April 2023, the planning authority was required to:
- In accordance with Ministerial Direction 15:
 - give notice of the amendment within 40 business days of receiving authorisation; and
 - before notice of the amendment is given, set directions hearing and panel hearing dates with the agreement of Planning Panels Victoria. These dates should be included in the explanatory report.
 - In accordance with sections 17(3) and (4) of the Act, submit the amendment to the Minister at least 10 business days before the council first gives notice of the amendment.
34. Notice of the amendment was first given on 18 May 2023, within the 40 business day time limit.
35. On 21 April 2023, pre-set panel dates were requested through ATS as follows:
Directions Hearing: 18 September 2023
Panel Hearing: 16 October 2023
36. In accordance with sections 17(3) and (4) of the Act, Council submitted the amendment to the Minister, including all supporting documents, on 3 May 2023 which is 11 business days before Council first gave notice of the amendment.

C. STRATEGIC CONTEXT

STRATEGIC ASSESSMENT

37. Minister's Direction No. 11 requires a planning authority to evaluate and discuss how an amendment addresses a number of strategic considerations. What should be considered as part of the Direction is explained in the Department's Practice Note 46 (May 2017): "Strategic Assessment Guidelines for preparing and evaluating planning scheme amendments." The exhibited Explanatory Report includes a Strategic Assessment, replicated in Appendix 2, and this is the basis for the response to the Strategic Assessment Guidelines provided below.
38. As discussed above, the need for this work is driven by the current out of date advertising sign guidelines and policy, and the need to replace it with updated policy that sufficiently supports decision making on advertising signage applications in the municipality.

CONSIDERATION AGAINST THE PLANNING POLICY FRAMEWORK

39. This section of the submission is based on the assessment in the Explanatory Report with respect to the Planning Policy Framework as it relates to the Amendment.
40. The proposed amendment supports and implements the following provisions from the Planning Policy Framework:

Clause 11.03-1L Activity Centres in Greater Geelong – by achieving the objective and strategies including:

Ensure that retail use and development on land within the Residential Growth Zone:

- Is designed and sited to operate without amenity impacts to neighbouring residents.

Clause 15.01-1S Urban design – by achieving the objective and relevant strategies including:

- Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.
- Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.
- Ensure the interface between the private and public realm protects and enhances personal safety.
- Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.

- Promote good urban design along and abutting transport corridors.

Clause 15.01-6S Design for rural areas – by achieving the objective and strategies including:

- Ensure that the siting, scale and appearance of development protects and enhances rural character.
- Protect the visual amenity of valued rural landscapes and character areas along township approaches and sensitive tourist routes by ensuring new development is sympathetically located.
- Site and design development to minimise visual impacts on surrounding natural scenery and landscape features including ridgelines, hill tops, waterways, lakes and wetlands.

Clause 15.01-1L-02 Pakington Street North urban design – by achieving the objective and strategies including:

Discourage signs that dominate the building or streetscape and detract from the pedestrian environment.

Clause 18.01-1S Land use and transport integration – by achieving the objective and relevant strategies including:

- Design the transport system and adjacent areas to achieve visual outcomes that are responsible to local context with particular reference to:
 - Landscaping.
 - The placement of signs.
 - Providing buffer zones and resting places.

Clause 52.05 Signs of the Greater Geelong Planning Scheme outlines the purpose of the clause as follows:

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

The Guidelines (May 2022) seek to support the purpose of Clause 52.05 (Signs) in the following ways:

- Provide context-relevant, place-based regulations for development of land for signs and associated structures which takes into account the range of place-based context present in the Greater Geelong area.

- Ground assessments in the local context to increase efficiency through the provision of clearer, and indeed more detailed, guidance to help reduce frustrations for applicants, uncertainty for Council officers, and ensure a smoother permit application process with fewer delays or misunderstandings.
- Provide place-based guidelines to ensure a proposed sign is compatible with the amenity and visual appearance of the area, including the existing or desired future character.
- Discourage certain features which are more likely to contribute to a loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road, particularly where urban contexts abut sensitive areas which call for a more nuanced approach.

USE OF THE VICTORIA PLANNING PROVISIONS

41. The Amendment makes proper use of the Victorian Planning provisions in so far as:
- Amending Clause 15.01 which is the appropriate clause to accommodate local policy affecting the built environment;
 - Amending the schedule to the Incorporated Documents, which is the acceptable provision for implementing incorporated documents into the Planning Scheme;
 - Amending the schedule to the Background Documents, which is the acceptable provision for referencing background documents within the Planning Scheme.

RELEVANT PLANNING PRACTICE NOTES

42. The planning practice notes relevant to this amendment are of a general nature.
43. The amendment is considered to follow the advice of *PPN46: Strategic assessment guidelines* through the discussion both in the explanatory report and this document.
44. The amendment is considered to follow the advice of *PPN74: Making planning documents available to the public* as the relevant exhibited documents are available on the C383ggee website linked above. These documents will be updated as necessary as the amendment process progresses.

D. RATIONAL FOR OBJECTIVES, STRATEGIES AND GUIDELINES

46. The Panel has directed in Direction D that Council provides the rationale for objectives, strategies and guidelines, expanding on the commentary in the *Advertising Sign Guidelines Review Issues and Options Paper* (May 2022), for the following categories: general, interface areas, growth areas, major promotion signs and electronic signs.
47. Signage guidelines in Greater Geelong must take into account a variety of contexts from growth areas to farmland, small coastal towns to bustling urban centres, heritage precincts and protected landscapes.
48. The VPPs provide Clause 52.02 Signs, but Council submits that to efficiently process and accommodate signage applications in Greater Geelong, local policy is needed to navigate the nuances inherent to a municipality with such variation in land use and development scale. Greater Geelong has had a local signage policy for a number of decades, as discussed above, but they are outdated, underutilised, and unprepared to tackle the signage technologies developed in the intervening years. As a result, Council has prepared the new Guidelines (May 2022) which seek to bridge the gaps of the previous version and provide local policy guidance for signage applications grounded in the complex and varied landscape that is Greater Geelong.
49. The below expands on the discussion above and the exhibited Issues and Options Paper to clarify the rationale for the chosen objectives, strategies and guidelines in the sections for which objecting submissions were made, i.e. General, Interface Areas, Growth Areas, Major Promotion Signs, and Electronic Signs.

GENERAL

50. Council recognises that advertising signs are crucial tools for local businesses which, when used well, can support economic opportunities and growth. However, Council also has a responsibility to ensure there is a net community benefit from planning applications and to protect the amenity, built and natural, of the municipality which give Greater Geelong its unique character. The Guidelines (May 2022) seek to balance these two objectives and to provide context-specific guidance to streamline the planning permit process both for applicants and for Council officers assessing such signage applications.
51. Signs generally encouraged in the municipality include signs that help identify a business, provide directional information and are proportionate to the scale and type of the building, site, streetscape and landscape. Signs generally discouraged in the municipality include signs that due to excessive size, number etc contribute to clutter, distract from the streetscape, or capacity to dominate buildings, sites, streetscapes

and landscapes. The new Guidelines (May 2022) seek to ensure the effectiveness of signs, including promotion and major promotion signs which are recognised to serve an important economic function, through the creation of a balanced and place-based framework which guides the assessment of applications for signage.

Objectives

52. The General Objectives (see p.10 of the Guidelines (May 2022)) draw directly from the purpose outlined in the State provision at Clause 52.02 (Signs), with a focus on the protection of sightlines and the protection of amenity consistent with other relevant policies including the *Bellarine Statement of Planning Policy*, the *Surf Coast Statement of Planning Policy*, and the *City of Greater Geelong Retail Strategy 2020-2036*.

Strategies

53. The General Strategies (see p.10 of the Guidelines (May 2022)) are designed to provide a framework for how negative impact on amenity can be avoided and to support the translation of objective into feasible outcome.

Guidelines

54. The General Guidelines (see p.11 of the Guidelines (May 2022)) are designed to provide direct benchmarks for signage to assist in the preparation and assessment of advertising signage planning permit applications. The General Guidelines apply broadly, regardless of place context.
55. The General Guidelines therefore set a minimum standard for the type of signage Council believes will offer businesses effective outcomes while balancing the other needs of the municipality. They will help provide consistency of signage outcomes and assist Council officers in making quicker, more informed decisions on signage applications.

INTERFACE AREAS

56. Given the number, variety and complexity of the interfaces of different sign categories in Greater Geelong, it was determined there was a need to provide guidance specific to such locations in order to avoid negative impacts on sensitive residential or natural contexts abutting high amenity or commercial areas.
57. As highlighted in *Joystic Pty Ltd v Greater Geelong CC [2022] VCAT 276* (16 March 2022), due to the variety of urban contexts in Greater Geelong, poorly considered signs may result in negative externalities to adjoining areas.

Objectives

58. The Interface Areas objective (see p.38 of the Guidelines (May 2022)) is designed to accommodate the challenges present at the boundaries of sign category areas to guide a balanced outcome which avoids negative impacts on adjoining land with more sensitive uses. It implements the purpose of Clause 52.05 (Signs), namely:
- To ensure signs are compatible with the amenity and visual appearance of an area, including the existing or desired future character.
 - To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.

Strategies

59. The Interface Areas strategies (see p.39 of the Guidelines (May 2022)) seek to identify areas where a conflicting interface is more likely to occur, and provides direction to minimise negative impacts of advertising signage in these contexts.

Guidelines

60. Similarly, the Interface Areas guidelines (see p.39 of the Guidelines (May 2022)) further implement how the objectives of this policy might be enacted.
61. Of particular focus is mitigating the potential of over abundant or poorly considered advertising signage to impact negatively on Greater Geelong's natural environment and open spaces.

GROWTH AREAS

62. There are a number of growth areas within Greater Geelong and the management of appropriate promotion signage for newly developing residential estates in these areas is a key concern. Many of the growth areas interface with lower density residential, farming, and other zones and are on main arterial roads and tourist routes. Of particular note, the Armstrong Creek Growth Area directly borders both the Surf Coast and the Bellarine DALs.
63. This context requires a more careful consideration than other growth areas might, due to the delicate nature of the interface, to ensure the areas are protected and can continue to be enjoyed by current and future generations. The presence of cluttered, prolific, and over-large estate promotion signage does not support this aim, and therefore the Growth Area objectives, strategies and guidelines seek to find a balanced approach.

Objectives

64. The Growth Area objective (see p.54 of the Guidelines (May 2022)) is designed to provide an overarching goal for areas of new urban development which provide

advertising opportunity to support developers' aims while implementing the purpose of Clause 52.05 (Signs), namely:

- To ensure signs are compatible with the amenity and visual appearance of an area, including the existing or desired future character.
- To ensure signs do not contribute to excessive visual clutter or visual disorder.

Strategies

65. As per the Council delegates report and the track-changes version of the Advertising Guidelines dated 25 September 2023, Council acknowledges strategy 1 is not feasible or appropriate and should be deleted. Following further discussions regarding branding, the City is also willing to remove strategy 2 which relates to the use of signage for branding.
66. In their stead, the City proposes a strategy which sufficiently encapsulates the desired outputs for estate promotion signage in growth areas. The wording of this strategy is to be confirmed, and if changed, will be included in Council's Part B Submission to be circulated on the 13 October 2023.

Guidelines

67. Clearer guidance for estate promotion signage in Greater Geelong's growth areas is particularly important as many of the earmarked growth areas interface with farming or rural land uses, and arterial roads where safety of road users must be considered. The Issues and Options Paper identified a number of concerns with signage in Growth Areas, including excessive visual clutter, signs erected at a large distance from the subject site, and signage which is haphazard and detrimental to the landscape, such as trailer-mounted signs and signs fixed to shipping containers. With the final stages of the Armstrong Creek Urban Growth Area, some of which are close to the Surf Coast and Bellarine Peninsula declared Distinctive Area and Landscape, being developed over the next few years and the commencement of development in the North and Western Growth Areas, it is crucial Council has a framework ensuring sign outcomes in these contexts which are appropriate considering their often-sensitive interfaces.
68. Many of the Growth Area Guidelines (see p.54 of the Guidelines (May 2022)) include specific distances. This is to help define what is meant by 'a proliferation of advertising signage' by providing indications of what is considered to be a reasonable number in the context.
69. Guideline 7 of Growth Areas (*City of Greater Geelong Advertising Sign Guidelines*, May 2022, p.55) encourages applicants to 'Avoid trailer mounted signs or any form of moveable signage associated with land sales' and echoes similar guidelines in other planning schemes.

70. While Wyndham's guidelines relating to trailer-mounted signage do not take a place-based approach, the Geelong Guidelines follow Cardinia's example and discourage such sign types only in relation to certain places/land uses; in Geelong's case, growth areas.
71. These guidelines draw from or echo similar context-based guidelines in a number of other active local advertising sign planning policies in Victoria, which are further outlined in Table 1 (see Appendix 3 for a summary of the Growth Area Guidelines referenced).

Table 1. Comparable Provisions to CoGG's Proposed Growth Area Sign Guidelines Within Victorian Planning Schemes

Guide-line	Planning Scheme	Clause Reference	Amendment
1	Cardinia	Clause 22.09-5 Display home village and new estate promotion signs <ul style="list-style-type: none"> Limiting subdivision and new estate promotion signs to: <ul style="list-style-type: none"> A maximum of one per road frontage or no more than 4 in total where a minimum separation distance of 150 metres between each promotion sign can be achieved. 	C264card
	Melton	Clause 15.01-1L-04 Signs <i>Subdivision and new estate promotion signs policy guidelines</i> Consider as relevant: <ul style="list-style-type: none"> Whether on-site promotion signs for new estates should be limited to one sign per road frontage, unless the road frontage is greater than one kilometre in length in which case two signs may be considered. 	C188melt C219melt
	Wyndham	Clause 15.01-1L-02 Signs New residential and employment estates <ul style="list-style-type: none"> Limiting on-site estate signs on road frontages of less than 150 metres to one sign per road frontage. 	C201wynd C258wynd
	Wangaratta	Clause 15.01-1L-01 Signs Support only one freestanding sign associated with a development (except where the size of the land is sufficient, or where the land has frontage to two or more streets).	C046wang C082wang
2	Wyndham	Clause 15.01-1L-02 Signs New residential and employment estates <ul style="list-style-type: none"> Supporting off-site estate signs where: <ul style="list-style-type: none"> The signs are located within three kilometres of the subdivision to which they relate. 	C201wynd C258wynd
	Hume	Clause 15.01-1L-05 Signs <i>Policy guidelines</i> Consider as relevant: <ul style="list-style-type: none"> Providing for off-site estate promotion signs that: <ul style="list-style-type: none"> Are located within four kilometres of the subdivision to which they relate. 	C257hume
	Melton	Clause 15.01-1L-04 Signs <i>Subdivision and new estate promotion signs policy guidelines</i> Consider as relevant: <ul style="list-style-type: none"> Whether signs not on the subject site should be a maximum of five kilometres from the boundary of the subdivision or development to which they relate. 	C188melt C219melt

Guide-line	Planning Scheme	Clause Reference	Amendment
3	Melton	<p>Clause 15.01-1L-04 Signs</p> <p><i>Subdivision and new estate promotion signs policy guidelines</i></p> <p>Consider as relevant:</p> <ul style="list-style-type: none"> • Encouraging off-site promotion signs for a development to be: <ul style="list-style-type: none"> ○ Limited to three in number, with a minimum separation distance of one kilometre between each sign. ○ Located at least 250 metres from any other subdivision or new estate promotion sign for a different development. 	<p>C188melt</p> <p>C219melt</p>
	Wyndham	<p>Clause 15.01-1L-02 Signs</p> <p>New residential and employment estates</p> <ul style="list-style-type: none"> • Supporting off-site estate signs where: <ul style="list-style-type: none"> ○ The signs are located at least 200 metres from any other promotion sign advertising the same estate. ○ No more than four signs are erected per estate. 	<p>C201wynd</p> <p>C258wynd</p>
	Hume	<p>Clause 15.01-1L-05 Signs</p> <p><i>Policy guidelines</i></p> <p>Consider as relevant:</p> <ul style="list-style-type: none"> ▪ Providing for off-site estate promotion signs that: <ul style="list-style-type: none"> ▪ Are located at least 150 metres from any other subdivisional promotion sign and 250 metres from a sign advertising the same estate. ▪ Are limited to a maximum of four for a particular subdivision. 	C257hume
4	Cardinia	<p>Clause 22.09-5 Display home village and new estate promotion signs</p> <ul style="list-style-type: none"> • Limiting subdivision and new estate promotion signs to: <ul style="list-style-type: none"> ○ A maximum of one per road frontage or no more than 4 in total where a minimum separation distance of 150 metres between each promotion sign can be achieved. 	C264card
	Wyndham	<p>Clause 15.01-1L-02 Signs</p> <p>New residential and employment estates</p> <ul style="list-style-type: none"> • Allowing multiple on-site estate signs on road frontages of more than 150 metres provided there: <ul style="list-style-type: none"> ○ Is a minimum of 150 metres distance between each sign. ○ Are no more than four signs per frontage (excluding signage for land sales office and display homes or villages). 	<p>C201wynd</p> <p>C258wynd</p>
	Hume	<p>Clause 15.01-1L-05 Signs</p> <p><i>Policy guidelines</i></p> <p>Consider as relevant:</p> <ul style="list-style-type: none"> ▪ Providing for off-site estate promotion signs that: 	C257hume

Guide-line	Planning Scheme	Clause Reference	Amendment
		<ul style="list-style-type: none"> ▪ Are limited to a maximum of four for a particular subdivision. 	
5	Wyndham	<p>Clause 15.01-1L-02 Signs</p> <p>New residential and employment estates</p> <ul style="list-style-type: none"> • Supporting display village signage where: <ul style="list-style-type: none"> ○ The combined maximum area of signs does not exceed 7 square metres per display home frontage. ○ Each sign does not exceed 2 square metres of advertisement area. ○ The combined maximum area of signage for land sales office does not exceed 15 square metres. 	C201wynd C258wynd
	Hume	<p>Clause 15.01-1L-05 Signs</p> <p><i>Policy guidelines</i></p> <p>Consider as relevant:</p> <ul style="list-style-type: none"> ▪ Providing for off-site estate promotion signs that: <ul style="list-style-type: none"> ▪ Do not exceed six metres width or height. ▪ Have an individual panel area no greater than eight square metres. 	C257hume
	Wangaratta	<p>Clause 15.01-1L-01 Signs</p> <p>Scale promotion signs so as not to dominate the site on which the sign is located.</p>	C046wang C082wang
6		No comparable examples were found.	
7	Cardinia	<p>Clause 22.09-5 Display home village and new estate promotion signs</p> <p>Avoid trailer signs or any form of moveable signage on the land being subdivided or any other land including road reserves.</p>	C264card
	Wyndham	<p>Clause 15.01-1L-02 Signs</p> <p>Discourage the following types of signs:</p> <ul style="list-style-type: none"> • Signs in the form of trailers, bunting and balloons. 	C201wynd C258wynd
	Hobsons Bay	<p>Clause 15.01-1L-03 Signs</p> <p>Avoid promotion signs mounted on trailers, utility vehicles or alternative vehicular or mobile structures that are parked in one location for an extended period of time (longer than 24 hours) for the purpose of advertising.</p> <p>Avoid mobile animated signs used in association with a promotional purpose.</p>	C056hbay C131hbay
	Greater Bendigo	<p>Clause 15.01-1L-03 Signs</p> <p>Strategies</p> <p>Avoid the following types of signs:</p> <ul style="list-style-type: none"> • The use of shipping containers as a structure for advertising signage. <p>Policy guidelines</p> <p>Consider as relevant:</p>	C158gben C261gben

Guide-line	Planning Scheme	Clause Reference	Amendment
		<ul style="list-style-type: none"> Minimising bunting, flags, banners, balloons, streamers, placards and other forms of portable signage and avoiding domination in the streetscape. 	
	Whittlesea	<p>Clause 15.01-1L Signs</p> <p>Avoid the use of bunting signs, banners, trailers, balloons, or streamers as permanent signs, unless they are associated with motor vehicle sales premises.</p>	C226wsea

MAJOR PROMOTION SIGNS

72. Greater Geelong is intersected by a number of large roads and highways, carrying people and goods to destinations within the municipality, to Melbourne, to the Bellarine Peninsula, and further down the Surf Coast. These roads offer an understandably attractive location for Major Promotion Signs, and while Council acknowledges these are not the only locations where Major Promotion Signs may occur, this context is one of the crucial considerations in the Greater Geelong context. Greater Geelong, and the wider area, are key tourist routes and home to protected wetlands, and Distinct Areas and Landscapes.
73. The City takes the view outlined in Clause 15.01-1L-01 (Signs) of the Wangaratta Planning Scheme that Major Promotion Signs should be discouraged where they are contrary to the rural character of townships in the municipality and/or their surrounds due to their size and prominence. The City also sees merit in protecting road ways which form or lead to designated tourist destinations, although in the Greater Geelong context, discouraging them completely is neither feasible nor desirable.
74. However, the City sees the necessity to provide a reasonable framework for Major Promotion Signs to balance the competing economic and socio-environmental needs.

Objectives

75. The Major Promotion Sign objectives (see p.58 of the Guidelines (May 2022)) are designed to provide an overarching goal of areas of new development which provide advertising opportunity to support developers' aims while implementing the purpose of Clause 52.05 (Signs), namely:
- To regulate the development of land for signs and associated structures.
 - To ensure signs are compatible with the amenity and visual appearance of an area, including the existing or desired future character.
 - To ensure signs do not contribute to excessive visual clutter or visual disorder.
 - To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.

Strategies

76. The major promotion sign strategies (see p.58 of the Guidelines (May 2022)) encourage applicants to design signage which compliments and enhances its context, as well as promoting its content.
77. The strategies outline specific situations to be avoided in order to ensure major promotion signs do not unduly dominate their contexts or have negative impacts on the subject or adjoining sites where they might be avoided.

Guidelines

78. The major promotion sign guidelines (see p.58 of the Guidelines (May 2022)) further inform the assessment of a permit for this type of signs and support the local policy objectives.

ELECTRONIC SIGNS

79. Given the age of the Guidelines (1997, amended 2014), electronic signage is not addressed and this is a gap the new Guidelines (May 2022) seek to address. Without a framework to ensure positive electronic sign outcomes, there is a risk of negative impacts on the area in which the sign is placed, including excessive levels of illumination and visual obstruction.
80. The proposed electronic sign guidelines equip the City with the local policy to adequately and responsively assess planning permit applications for electronic signs in a variety of contexts.
81. The proposed electronic sign guidelines support Council officers in making permit decisions that can support crucial economic activity while balancing these concerns. Specifically, the electronic guidelines seek to reduce negative impact on adjoining areas from light spillage or other concerns associated with electronic forms of signage.

Objectives

82. The Electronic Sign objectives (see p.62 of the Guidelines (May 2022)) is designed to provide an overarching goal of areas of new development which provide advertising opportunity to support developers' aims while implementing the purpose of Clause 52.05 (Signs), namely:
- To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.

Strategies

83. The Electronic Sign strategies (see p.62 of the Guidelines (May 2022)) provide direction on how the objectives relating to electronic signs can be achieved, with a focus on safeguarding amenity and prioritising the safety of people in the municipality.

Guidelines

84. The Electronic Sign guidelines (see p.62 of the Guidelines (May 2022)) provide a set of context-informed metrics through which the impact of an electronic sign can be assessed to help Council officers in their assessment of relevant applications.

85. It is expected that these guidelines be balanced in the assessment against other considerations, noting that electronic signs often also meet the definitions of other sign types such as promotion or business identification signs.

E. LIVE EXAMPLES OF COMPLIANT AND NON-COMPLIANT GROWTH AREA SIGNS

86. The Guidelines (May 2022) specify guidelines for Growth Areas for the reasons discussed above. The key objective of these guidelines is to protect areas of new development from a proliferation of advertising signage.
87. As demonstrated below, it is possible for a sign to comply with some of the proposed guidelines while failing to comply with another. This further demonstrates the necessity of growth area specific guidelines to balance Council's aim to safeguard visual amenity with its desire to support the effective economic function of advertising signage.
88. Panel Direction E requests 'live' examples of advertising signs that do and do not comply with the proposed guidelines for growth areas.
89. The examples are from within Greater Geelong. Images have been supplied where possible to assist in illustrating the outcomes discussed. Please see Appendix 3 for a summary of the Growth Area Guidelines referenced.

GROWTH AREA SIGNS (EXCLUDING MAJOR PROMOTION SIGNS)

90. The below tables discuss examples of compliance and non-compliance for recent estate promotion sign permits (excluding major promotion signs) in relation to the proposed Growth Area Guidelines.

Example 1. Signage for a Display Home

6 Marimba Street, LARA

Planning Permit	PP-10-2019	Use of Land for a Display Home and Advertising Signage
-----------------	------------	--

Signage type:	Promotion; Pole
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Compliant with guideline:	Non-compliant with guidelines:	4, 5
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91. The following aspects are not compliant with the proposed guidelines:

- Total number
The total is more than 4
- Size
The pole signs are taller than 6m

Example 3. Trailer-Mounted Signage Promoting a New Development, Otherwise Generally Compliant

361-363 Torquay Road, MOUNT DUNEED

Planning Permit	PP-74-2023	Display of One (1) Doubled Sided Promotion Sign (for Land Sales)
Signage type:		Promotion (Trailer-mounted)
Compliant with guideline:	6	Non-compliant with guideline: 5, 7

93. The following aspects are compliant with the proposed guidelines:

- Relevance
A 3-year permit expiry limit was applied

94. The following aspects are not compliant with the proposed guidelines:

- Size
The total advertisement area exceeds 8m²
- Trailer-mounted or moveable signage



Surf Coast Highway, North-bound
Google Maps, June 2023



Endorsed planning permit
St Quentin Consulting Pty Ltd

Example 4. Trailer-Mounted Signage Promoting a New Development, Generally Non-Compliant

435 Horseshoe Bend Road, ARMSTRONG CREEK

Signage type: Promotion (Trailer-mounted)

Compliant with guideline: 2 Non-compliant with guideline: 1, 4, 5, 7

95. The following aspects are compliant with the proposed guidelines:

- Proximity to site
The signs are within 1.6km of the development to which they relate.

96. The following aspects are not compliant with the proposed guidelines:

- Number per road frontage
2 signs included
- Distance
Less than 150m between the signs
- Size
The total advertisement area exceeds 8m²
- Trailer-mounted or moveable signage



435 Horseshoe Bend Road
Google Maps, June 2023

Example 5. Signage Associated with a Display Centre

529-549 Horseshoe Bend Road, ARMSTRONG CREEK

Planning Permit	PP-21-2023	Use of the Land for a Display Home Centre, Construct and Display Business Identification Signage, Pole Signs and Promotion Signs and a Reduction of Car Parking
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Signage type:	Business Identification; Promotion; Pole
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Compliant with guideline:	Non-compliant with guideline:	1, 4, 5
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97. The following aspects are not compliant with the proposed guidelines:







- Number per road frontage
There is more than 1 per road frontage
- Distance between signs (on-site)
The signs are not a minimum of 150m apart
- Total number
The total is more than 4
- Size
The total advertisement area exceeds 8m²

98. However, given the context of these pole signs, set back from the road and disguised behind a vegetated road edge, the extent of signage may be considered reasonable as the majority of its impact is on the subject site itself, rather than adjoining sites or roads.

Example 5. Signage Associated with a Display Centre



LEGEND

-  DISPLAY POLE - Single Arm
(all signs to be located within individual property boundaries)
-  HOUSE SIGN
-  HFRAME - V SHAPE
-  HFRAME - LANDSCAPE SMALL
-  HOARDING SIGNAGE - Long Term
-  HOARDING SIGNAGE - Short Term

SIGNAGE ARRANGEMENT DIAGRAM
 Dwg # ST0026-SP1-02
 07.02.2023 | Project# STO 026 Signage Package

1:2000 @ A3  100m

Endorsed planning permit
 Collie Town Planners Pty Ltd



Horseshoe Bend Road,
 South-bound
 Google Maps, June 2023

Example 6. Estate Promotion Signage Along TRZ2 (Principal road network)

Villawood, Torquay Road, MOUNT DUNEED

Signage type: Business Identification; Promotion; Pole; Trailer; Electronic; Banner

Compliant with guideline: Non-compliant with guideline: 1, 4, 5, 7

99. The following aspects are not compliant with the proposed guidelines:

- Number per road frontage
There is more than 1 per road frontage
- Distance between signs (on-site)
The signs are not a minimum of 150m apart
- Total number
The total is significantly more than 4
- Size
The total advertisement area exceeds 8m²

100. The size, excessive number, and use of a trailer mounted electronic signage on the side of a principle road is non-compliant with the guidelines.



2-20 Unity Road, Mount Duneed
Google Maps, June 2023

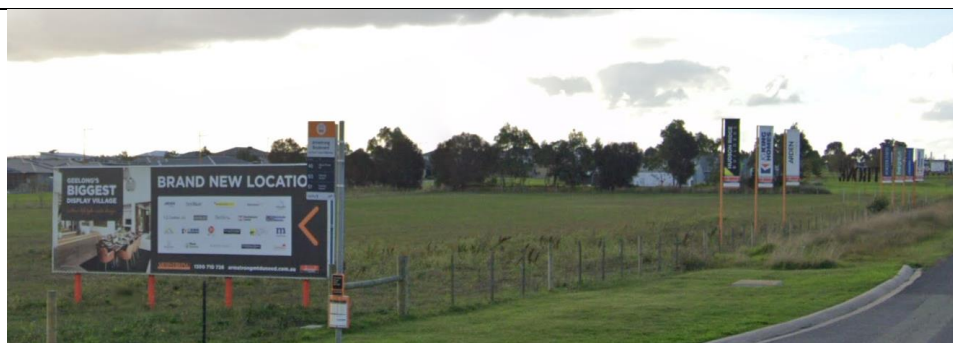


1-19 Unity Road, Mount Duneed
Google Maps, June 2023

Example 6. Estate Promotion Signage Along TRZ2 (Principal road network)



1-19 Unity Drive, Mount Duneed
Google Maps, June 2023



465 Torquay Road, Mount
Duneed
Google Maps, June 2023

GROWTH AREA SIGNS CLASSIFIED AS MAJOR PROMOTION SIGNS

101. Major Promotion Signs approved in Growth Areas would be considered non-compliant with Guideline 5 of the Growth Area Guidelines, however the assessment of these types of signs in a Growth Area requires a balanced and flexible approach.
102. The Guidelines are designed to provide a framework for application and assessment of planning permits, not a rigid, inflexible set of regulations.
103. It should be considered that a Major Promotion Sign in a Growth Area should endeavour to meet the Guidelines of both categories however where that is not feasible, there is discretion in the assessment to make a balanced decision.
104. The below examples discuss compliance and non-compliance of recent major promotion signs permits granted in growth areas in Greater Geelong.
105. Compliance of these examples is discussed in relation to the growth area and major promotion sign guidelines.

Example 7. Major Promotion Sign in a Growth Area, Generally Compliant

69-93 Hams Road, WAURN PONDS

Planning Permit PP-1174-2022 Construct and Display Land Sales Signage

Signage type: Major Promotion

Compliant with Growth 1, 2 Non-compliant with Growth 5

Area guideline: Area guideline:

106. The following aspects are compliant with the proposed guidelines:

- Number per road frontage
One sign is proposed
- Proximity to site
Within 1.6km of development site

107. The following aspects are not compliant with the proposed guidelines:

- Size
Major Promotion Signs are non-compliant with size requirements of guideline 5

Compliant with Major 3, 4 Non-compliant with Major

Promotion Sign guideline: Promotion Sign guideline:

108. The following aspects are compliant with the proposed guidelines:

- Does not restrict development or conflict with strategic development objective
- There are no pop-out elements



109. From aerial images (NearMaps, 14 Sep 2023), it is evident this sign has been erected however, due to the lack of safe stopping place for further inspection, no image of the live sign is available.

Example 8. Major Promotion Sign in a Growth Area, Not Generally Compliant

421-423 Barwon Heads Road, CHARLEMONT

Planning Permit	PP-557-2023	Construct and Display One (1) Major Promotion Sign
Signage type:		Major Promotion

Compliant with Growth Area guideline:	Non-compliant with Growth Area guideline:	2, 5
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110. The following aspects are not compliant with the proposed guidelines:

- Proximity to site
Development is more than 3km further south.

Compliant with Major Promotion Sign guideline:	3, 4	Non-compliant with Major Promotion Sign guideline:
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111. The following aspects are compliant with the proposed guidelines:

- Does not restrict development or conflict with strategic development objective
- There are no pop-out elements

Artwork is indicative only and subject to change

NORTH-FACING

Billboard

Approved Date 28/06/2023

NOTE: THIS IS NOT A BUILDING APPROVAL

Endorsed planning permit
Briner Signs

112. From aerial images (NearMaps, 14 Sep 2023), it is evident this sign has been erected however, due to the lack of safe stopping place for further inspection, no image of the live sign is available.

Example 9. Multiple Signs, including Major Promotion Signs, Promoting a New Development

2101-2111 Warralilly Boulevard, MOUNT DUNEED

Signage type: Promotion (V-shape); Pole

Compliant with guideline: Non-compliant with guideline: 1, 4, 5

113. The following aspects are not compliant with the proposed guidelines:

- Number per road frontage
Four per Warralilly Boulevard frontage
- Distance between signs
Four signs closely placed together

Compliant with Major Promotion Sign guideline: 3, 4, 5 Non-compliant with Major Promotion Sign guideline:

114. The following aspects are compliant with the proposed guidelines:

- Does not restrict development or conflict with strategic development objective
- There are no pop-out elements
- The V-shaped sign is (currently) the only major promotion sign at this intersection



Warralilly Boulevard
Google Maps,
June 2023

FURTHER DISCUSSION OF COMPLIANCE WITH THE GUIDELINES

115. Further to the above, the below images provide examples of estate promotion signage that are non-compliant with the objectives, strategies and guidelines for Growth Areas outlined in the Guidelines (p.54).

116. These examples illustrate outcomes the City hopes to avoid through the implementation of the Guidelines (May 2022).

Figure 1. Estate Promotion Signage, Corner of O'Hallorans Road and Patullo's Road, Lara (Google Maps, April 2023)



117. This image demonstrates what Council hopes to avoid. The proliferation of estate promotion signage is excessive, dominates the landscape, and provides little useful information to the public as they drive past about the detail of the development.

118. In contrast to the example at 529-549 Horseshoe Bend Road, Armstrong Creek, the pole signs are highly visible from the road yet provide little function in terms of conveying information to the public. Instead, they contribute to visual clutter of the landscape.

Figure 2. Estate Promotion Signage, 596 Horseshoe Bend Road, Armstrong Creek (Google Maps, June 2023)



- 119. This image shows two identical major promotion signs advertising a new estate.
- 120. This outcome is not desired as there is little justification for two signs so close together.
- 121. However, the design of the sign which draws on the natural, muted colours of its surroundings, demonstrates the ways in which the needs of developers can be balanced with Council's interests in reducing the impact of such large signs on the municipality.
- 122. Furthermore, the detail on the sign is clear and legible, even to people driving past, and therefore provides a clarity of information that the signs in Figure 1 lack.

Figure 3. Excessive Estate Promotion Signs, Horseshoe Bend Rd Armstrong Creek



123. The objective of the Growth Area guidelines is to protect areas of new development from a proliferation of estate promotion advertising of exactly the type that is present on Horseshoe Bend Road, Armstrong Creek.
124. As per Figure 3, in an approximately 200m stretch of road, there are 7 estate promotion signs which clearly contribute to visual clutter in the area and demonstrate the need for a local policy to mitigate such outcomes.

F. TRAILER MOUNTED AND OTHER MOVEABLE ADVERTISING SIGNS

- 125. Panel Direction F requests the City to provide clarification of the current permit requirements for trailer mounted and other moveable advertising signs.
- 126. Moveable and trailer mounted signs can take a number of forms, including electronic or floodlit signage. Some of these are illustrated in the figures below.

Figure 4. Trailer Mounted A-Frame 391-399 Barwon Heads Road, Charlemont (Google Maps, April 2023)



Figure 5. Trailer Mounted Pole Sign - Electric (TrailerSigns.com.au, n.d.)



Figure 6. Trailer Mounted Sign - Wrap Around (TrailerSigns.com.au, n.d.)



ASSESSMENT OF PLANNING PERMIT APPLICATIONS FOR TRAILER MOUNTED AND MOVEABLE SIGNS

127. Currently, applications for trailer mounted and moveable signage are assessed without specific regard to the form the signage structure and are assessed according to which definition in Clause 73.02 of the Greater Geelong Planning Scheme they best suit, based on other characteristics of the proposed sign.
128. There is no specific reference to this signage structure type in the Guidelines (1997, amended 2014), nor guidance as to the appropriateness of this sign type for one function (i.e. business promotion) over another (i.e. estate promotion).
129. The lack of clear guidance on trailer mounted and moveable signage within the established planning policy, including at Clause 52.05, can create issues as to how such a sign should be assessed.
130. In the absence of planning provisions directly addressing this type of signage, Council officers make a general assessment against the decision guidelines at Clause 52.05-8 of the Scheme.

131. The below decision guidelines from Clause 52.05 are generally of particular relevance to the assessment of trailer-mounted and moveable signs in Greater Geelong's growth area context:

- The character of the area including:
 - The sensitivity of the area in terms of the natural environment, heritage values, waterways and open space, rural landscape or residential character.
 - The compatibility of the proposed sign with the existing or desired future character of the area in which it is proposed to be located.
 - The cumulative impact of signs on the character of an area or route, including the need to avoid visual disorder or clutter of signs.
- Impacts on views and vistas:
 - The potential to obscure or compromise important views from the public realm.
 - The potential to dominate the skyline.
 - The potential to impact on the quality of significant public views.
- The relationship to the streetscape, setting or landscape:
 - The proportion, scale and form of the proposed sign relative to the streetscape, setting or landscape.
- The impact of structures associated with the sign:
 - The potential of associated structures to impact any important or significant features of the building, site, streetscape, setting or landscape, views and vistas or area.

132. The assessment of a trailer-mounted or moveable sign may be influenced by a schedule to a zone or overlay. For example, Schedules 2, 3, 4 and 6 to Clause 37.07 (Urban Growth Zone) in the Greater Geelong Planning Scheme include the following:

The sign category is the category which is applicable for the relevant applied zone.

Despite the provisions of Clause 52.05, a permit may be granted to display a sign that promotes the sale of land or dwellings, whether or not the sign is located on the land for sale.

133. The new Guidelines (May 2022) do not propose to add additional application requirements for planning permit applications for trailer mounted and moveable signs.

134. However, The City submits that there is a need in the Greater Geelong context for a guideline relating to trailer mounted and moveable signs to provide guidance around the suitability of this type of signage for the promotion of new estates and developments in Greater Geelong's growth areas.

135. As discussed in Table 1 above, this Growth Area Guideline relating to trailer mounted and moveable signs is echoed in the local policy of a number of other municipalities in Victoria.

G. SUMMARY OF RELEVANT RECENT PERMITS AND APPLICATIONS

137. Panel Direction G requests a summary of any permit applications or recently granted permits that might impact on the Amendment.
138. The City has provided below an indicative list of recent planning permits relating in full or part to the construction or display of signage.
139. A number of planning permits relating to advertising signage have been decided in Greater Geelong in 2023. This includes approximately:
- 36 applications for business identification signs
 - 5 applications for major promotion signs
 - 3 applications for promotion signs
 - 5 applications for electronic signs
140. A number of planning permits relating to advertising signage remain under assessment. This includes approximately:
- 19 applications for business identification signs
 - 1 application for major promotion signs
 - 2 applications for promotion signs
 - 5 applications for electronic signs

H. RESPONSE TO SUBMISSIONS

141. Panel Direction H requests a summary of the issues raised in submissions, including an explanation of which (if any) of those issues have been resolved and how.
142. A list of submitters is included in Appendix 4.

KEY ISSUES RAISED

143. The key issues raised in submissions to the Amendment were:
- The guidelines do not allow for sufficient flexibility in response to place and context;
 - The proposed Growth Area Sign guidelines are too restrictive;
 - The proposed Major Promotion Sign guidelines are too prescriptive;
 - The guidelines relating to electronic signs do not sufficiently account for technological developments.
144. Submissions also raised concerns with a number of the general guidelines and the guidelines for signs in Interface areas.
145. These issues were discussed in the Council delegates report dated 30 August 2023.
146. Further details of the issues raised in submissions is provided below and updated responses will be provided in Council's Part B submission.

Insufficient Flexibility in Response to Place and Context

147. Several submitters claimed that the Guidelines are not sufficiently place-based.
148. Examples:
- Submission 1 states:
The proposed provisions are overly negative and, in some instances, promote "blanket" approaches to different types of signs and different urban settings.
 - Submission 4 states:
We believe a less prescriptive approach is necessary to enable each application to be assessed on its merits and provide flexibility given the varying context of individual estates.
 - Submission 6 states:
Our primary concern with the Guidelines is that they adopt an overly negative and rigid approach, often employing blanket regulations that do not account for the diverse range of sign types and urban settings.

Proposed Growth Area Sign Guidelines Are Too Restrictive

149. Several submitters claimed that the Guidelines are too restrictive, particularly in relation to specified measurements.
150. Examples:

- Submission 1 states:
Flexibility is required to meet market demands and restrictive planning controls should not impede signage delivery.
- Submission 3 states:
(in relation to Growth Area Guideline 1) *This guideline is overly restrictive and does not consider the length of frontage associated with a particular site.*
(in relation to Growth Area Guideline 4) *We are concerned that the proposed separation distance is to apply to all signs, whilst the maximum number of signs is arbitrary and cannot be realistically applied to an estate of significance or one which contains multiple road frontages.*
- Submission 4 states:
We object to the guidelines relating to 150m and 250m separation distances; maximum of 4 signs; and the maximum sign area of 8m².
- Submission 8 states:
It is recommended that any direct distance specification is deleted.

Proposed Major Promotion Sign Guidelines Are Too Prescriptive

151. Several submitters claimed that the Guidelines are too prescriptive.

152. Examples:

- Submission 6 states:
The restriction of allowing only one major promotion sign at any intersection lacks reasoning. There are situations in which having multiple major promotion signs at an intersection can be deemed acceptable based on planning and design considerations.

Electronic Sign Guidelines Do Not Sufficiently Account for Technological Developments

153. Several submitters claimed that the Guidelines do not sufficiently account for the potential uses and types of electronic signage, and show prejudice against this signage type.

154. Examples:

- Submission 1 states:
The illumination of a sign or whether it will be electronic in nature has little to do with the potential visual impact on a setting. If there are amenity issues in terms of the potential impact on sensitive uses, this can be stated. Referencing “overall character” and illumination lacks logic.
- Submission 5 states:
We respectfully submit the sign guidelines do not represent best practice, ignore technological advancement in relation to electronic signs and have not taken into

account the findings of various Tribunal decisions which can provide valuable instruction on these matters.

- Submission 6 states:
We believe that the Guidelines do not reflect best practice and fail to consider the advancements in signage technology, particularly electronic signs.

CHANGES TO THE AMENDMENT IN RESPONSE TO SUBMISSIONS

155. In summary, the changes agreed by the City to the exhibited amendment to date are those marked in the document titled *City of Greater Geelong – Track Changes – Advertising Sign Guidelines (May 2022)*, distributed as per Direction 3 prior to 25 September 2023. These changes are again detailed in Table 2 below.

156. A further “Part B” Submission will be presented at the Panel Hearing starting on 16 October 2023. The Panel has directed that Council’s Part B submission includes:

- its response to submissions and evidence
- its final position on the Amendment.

157. The Part B submission will include updated responses to the themes and issues raised in submissions and consideration of any further changes to the amendment as a result of submissions and expert evidence.

Table 2. Changes to the Guidelines in Response to Submissions

Section	Type	Pg	Change
General	Objective	10	Edit text: To avoid signs that interfere with movements and viewlines of pedestrians and cyclist movements. and the safety of roads and railways.
	Guideline 2	11	Remove: Signs should only be located on the land to which they relate.
	Guideline 7	11	Edit text: Discourage signs on open sites where they will be a dominant visual element in the landscape and that detract from the visual and landscape amenity of a road, cycling, pedestrian or rail corridor.
	Guideline 10	11	Edit text: Discourage signs that require earthworks or the removal of trees or landscaping. Encourage signage that retains existing trees and introduces new landscaping and vegetation.
	Guideline 11	11	Edit text:

Section	Type	Pg	Change
			<p>Avoid illuminated and electronic signs that:</p> <ul style="list-style-type: none"> • Detract from the overall character of the streetscape; • Will dominate neighbouring non-illuminated signs; • Detract from the architectural style or the heritage character of the building; • Have ‘pop out’ elements; • Have flickering or flashing content or blank screens, including between messages. • Result in glare or include visually obtrusive light fixtures. • Use multiple screens to advertise the same product or service. • Have exposed cabling/conduit systems and junction boxes.
	Guideline (New)	11	<p>Add guideline:</p> <p>Discourage signs that will adversely affect the safety and operation of public transport and roads.</p>
Interface Areas	Strategy 1	39	<p>Edit text:</p> <p>Ensure signage near adjacent to or visible from passive open space and other sensitive areas is discreet.</p>
	Guideline 1	39	<p>Edit text:</p> <p>Signs should not face toward, dominate the outlook from or result in increased illumination to adjoining landscapes, passive open space or nearby dwellings.</p>
Growth Areas	Strategy 1	54	<p>Remove:</p> <p>Encourage signage management plans for new estates or where there are multiple tenancies operating on a single site.</p>
	Guideline 6	54	<p>Edit text to comply with VPP:</p> <p>Ensure promotional signage stays relevant and well maintained, by allocating an expiry date to permits of up to 5 years from the date of issue of the permit, unless Clause 52.02 specifies otherwise.</p>
Major Promotion Signs	Guideline 2	58	<p>Edit text to comply with VPP:</p> <p>Ensure major promotion signs stay relevant and well maintained, by allocating an expiry date to permits of up to 5 10 years from the date of issue of the permit.</p>

Section	Type	Pg	Change
Electronic Signs	Guideline (new)	62	<p>Move text from General Guidelines to add a new electronic signs guideline in the form of the following:</p> <p>Avoid electronic signs which:</p> <ul style="list-style-type: none"> • Have flickering or flashing content or blank screens, including between messages. • Use multiple screens to advertise the same product or service.

CONCLUSION

158. This completes Council's Part A submission.

APPENDICIES

Appendix 1. Letter of Authorisation



Department of Transport
and Planning

GPO Box 2392
Melbourne, VIC 3001 Australia
www.dtp.vic.gov.au

Ms Kaarina Phyland
Acting Chief Executive Officer
City of Greater Geelong
PO Box 104
GEELONG VIC 3220

Email: rachel.carr@geelongcity.vic.gov.au

Dear Ms Phyland

PROPOSED GREATER GEELONG PLANNING SCHEME AMENDMENT C383ggee

I refer to the council's application for authorisation to prepare Amendment C383ggee to the Greater Geelong Planning Scheme. The amendment proposes to replace the current *Advertising Sign Guidelines, City of Greater Geelong (November 1997)* with the new *City of Greater Geelong Advertising Sign Guidelines (May 2022)* incorporated document; include the *City of Greater Geelong Advertising Sign Guidelines Review – Issues and Options Paper (May 2022)* as a background document; and insert new Clauses 15.01-1L-03 (Signs in urban environments) and 15.01-6L (Signs in rural areas) to require signs in urban and rural areas to comply with the *City of Greater Geelong Advertising Sign Guidelines (May 2022)*.

Under delegation from the Minister for Planning, in accordance with section 8A of the *Planning and Environment Act 1987* (the Act), I authorise the council as planning authority to prepare the amendment.

The amendment must be submitted to the Minister for approval.

The authorisation to prepare the amendment is not an indication of whether or not the amendment will ultimately be supported.

Please note that [Ministerial Direction No. 15](#) sets times for completing steps in the planning scheme amendment process. This includes the council:

- giving notice of the amendment within 40 business days of receiving authorisation; and
- before notice of the amendment is given, setting directions hearing and panel hearing dates with the agreement of Planning Panels Victoria. These dates should be included in the explanatory report.

The direction also sets out times for subsequent steps of the process following exhibition of the amendment.

The Minister may grant an exemption from requirements of this direction. Each exemption request will be considered on its merits. Circumstances in which an exemption may be appropriate are outlined in [Advisory Note 48: Ministerial Direction No. 15 – the planning scheme amendment process](#).

Any personal information about you or a third party in your correspondence will be protected under the provisions of the Privacy and Data Protection Act 2014. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to foi.unit@delwp.vic.gov.au or FOI Unit, Department of Transport and Planning, GPO Box 3292, East Melbourne, Victoria 3001.



OFFICIAL

In accordance with sections 17(3) and (4) of the Act, the amendment must be submitted to the Minister at least 10 business days before the council first gives notice of the amendment.

Please submit the amendment electronically using the Amendment Tracking System (ATS).

If you would like further information, please contact Julian Bonne, Regional Planner, Department of Transport and Planning by email on julian.bonne@delwp.vic.gov.au.

Yours sincerely



Kim McGough
Manager – Barwon South West, Regional Planning Services

05 /04/2023

Appendix 2. Strategic Assessment (as per Exhibited Explanatory Report)

Why is the amendment required?

The amendment is required to implement the City of Greater Geelong Advertising Sign Guidelines (May 2022) and remove the current Advertising Signage Guidelines, City of Greater Geelong 1997. The new guidelines provide updated guidance to support decision making for the design and placement of signs, including digital signs, that are appropriate in different areas, and to assist developers, building owners, building tenants, planning permit applicants and residents in understanding what type of signs will be supported or not supported in the Greater Geelong Planning Scheme.

The Guidelines apply to planning applications for signs and establish performance based objectives, strategies and design for signs, including for different areas and sign types. They will:

Encourage a place-based approach to signage, that reflects the different types of urban environments in the municipality.

Provide direction for signage that respects the context of its location, having regard to impacts on buildings and the area.

Promote equitable identification and marketing of businesses in the municipality.

Encourage the protection of views and vistas to significant natural or man-made features from inappropriate signs.

Address issues such as visual clutter or signs that dominate a site, building or streetscape.

Provide guidance for electronic signs.

The guidelines are consistent with and will provide local guidance for the matters identified for consideration in Clause 52.05 (Signs).

How does the amendment implement the objectives of planning in Victoria?

The proposed amendment implements the objectives of planning in Victoria by:

Encouraging appropriate signage and its economic benefits in a manner that is fair, orderly and sustainable.

Ensuring signage does not compromise pleasant and efficient working, living and recreational environments.

Ensuring signs are respectful of heritage places.

How does the amendment address any environmental, social and economic effects?

The amendment will ensure that the Greater Geelong Planning Scheme provides the framework to achieve positive environmental social and economic development outcomes within the municipality. The amendment updates the current Advertising Signage Guidelines, City of Greater Geelong 1997 (**1997 Guidelines**) with the City of Greater Geelong Advertising Sign Guidelines (May 2022) (**the new Guidelines**). The new Guidelines will

provide contemporary guidance for signs to ensure they are appropriately designed, sited and of a scale that complements and enhances site and context in the varied built form environments across the municipality.

Signs have a significant impact on the public realm and the quality of the streetscape, site and buildings where they are located. Done well, signs can add to the vitality of an area and contribute to its character. Done poorly, signs can block important views or create an unattractive, cluttered appearance to an area, as well as reduce the effectiveness of other signs.

By implementing the guidelines into the planning scheme, signs in the built environment can be managed to balance the important economic role they play in identifying and promoting business, while ensuring good urban design outcomes are achieved and valued streetscape character, heritage and amenity are protected.

Does the amendment address relevant bushfire risk?

The amendment will not result in any increased bushfire risk.

Does the amendment comply with the requirements of any Minister’s Direction applicable to the amendment?

The amendment complies with the requirements of the Ministerial Direction the Form and Content of Planning Schemes (section 7(5) of the Act) and is consistent with Ministerial Direction No. 11 Strategic Assessment Guidelines.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The proposed amendment supports and implements the following provisions from the Planning Policy Framework:

Clause 11.03-1L Activity Centres in Greater Geelong – by achieving the objective and strategies including:

Ensure that retail use and development on land within the Residential Growth Zone:

- Is designed and sited to operate without amenity impacts to neighbouring residents.

Clause 15.01-1S Urban design – by achieving the objective and relevant strategies including:

- Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.

- Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.
- Ensure the interface between the private and public realm protects and enhances personal safety.
- Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.
- Promote good urban design along and abutting transport corridors.

Clause 15.01-6S Design for rural areas – by achieving the objective and strategies including:

- Ensure that the siting, scale and appearance of development protects and enhances rural character.
- Protect the visual amenity of valued rural landscapes and character areas along township approaches and sensitive tourist routes by ensuring new development is sympathetically located.
- Site and design development to minimise visual impacts on surrounding natural scenery and landscape features including ridgelines, hill tops, waterways, lakes and wetlands.

Clause 15.01-1L-02 Pakington Street North urban design – by achieving the objective and strategies including:

Discourage signs that dominate the building or streetscape and detract from the pedestrian environment.

Clause 18.01-1S Land use and transport integration – by achieving the objective and relevant strategies including:

- Design the transport system and adjacent areas to achieve visual outcomes that are responsible to local context with particular reference to:
 - Landscaping.
 - The placement of signs.
 - Providing buffer zones and resting places.

Clause 52.05 Signs – by achieving the purpose and providing further local guidance for the matters outlined for consideration in the decision guidelines at Clause 52.05-8, including:

- The character of the area.
- Impacts on views and vistas.
- The relationship to the streetscape, setting or landscape.
- The relationship to the site and building.
- The impact of structures associated with the sign.
- The impact of any illumination.

- The impact of any logo box associated with the sign.
- The need for identification and the opportunities for adequate identification on the site or locality.
- The impact on road safety.

How does the amendment support or implement the Municipal Planning Strategy?

The proposed amendment supports and implements the following provisions from the Planning Policy Framework:

Clause 02.03-5 Built environment and sustainability

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victorian Planning Provisions by implementing the recommendations in the City of Greater Geelong Advertising Sign Guidelines Review – Issues and Options Paper (May 2022) and replacing the current Guidelines with the new Guidelines into the Greater Geelong Planning Scheme, as well as referencing the Issues and Options Paper as a background document

How does the amendment address the views of any relevant agency?

Relevant agencies were given the opportunity to review the amendment as part of the formal exhibition of the amendment and all submissions were considered.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment is unlikely to have a significant impact on the transport system and relevant authorities were consulted as part of the development of the new Guidelines.

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The amendment will not result in additional planning permit applications being lodged with the council. The amendment will provide greater certainty on how the council will exercise its discretion when considering applications for signage. This will result in improved clarity for all parties on council’s expectations when lodging applications for signage across the municipality.

For these reasons, the council does not expect the amendment will result in any increase in resources or administrative costs for the council.

Appendix 3. Growth Area Guidelines (*The City of Greater Geelong Advertising Sign Guidelines (May 2022)*)

1. Subdivision and new estate promotion signs should be limited to a maximum of one per road frontage.
2. Offsite estate promotional signs should be located within 1.6 km or the closest major intersection (whichever is closer) of the exterior boundary of the subdivision development to which they relate.
3. 250 m separation should be provided between all off site estate promotional signs, and a maximum of 4 in total.
4. 150 m separation should be provided between all signs within the same estate and a maximum of 4 in total.
5. The height or width of a promotion sign should not exceed 6 m and the total advertisement area should not exceed 8 square metres.
6. Ensure promotional signage stays relevant and well maintained, by allocating an expiry date to permits of up to 5 years from the date of issue of the permit, unless Clause 52.02 specifies otherwise.
7. Avoid trailer mounted signs or any form of moveable signage associated with land sales.

Appendix 4. List of Submitters

Note: Following the Directions Hearing, the name of Submitter 3 has been corrected.

No.	Submitter	Postal Address	Suburb	Postcode	Type
1	Armstrong Creek Development Corporation Pty. Ltd.	501 Blackburn Rd	Mount Waverley	3149	Objection
2	Core Projects	1-4 Layfield Street	South Melbourne	3205	Objection
3	DFC (Ashbury) Pty Ltd	Level 1, 863 High Street	Armadale	3143	Objection
4	Jinding Australia c/- Spiire	PO Box 4032	Geelong	3220	Objection
5	Lovely Banks Development Group Pty Ltd	PO BOX 100	South Yarra	3141	Objection
6	Property Council Of Australia	7/136 Exhibition Street	Melbourne	3000	Objection
7	VicTrack	Level 8, 1010 La Trobe St	Docklands	3008	Objection
8	Villawood Properties C/- Mesh	2/299 Clarendon St	South Melbourne	3205	Objection