

Report to the Future Melbourne Committee**Agenda item 6.1****Melbourne Planning Scheme Amendment C395 – Signs Policy Review****23 July 2024****Presenter:** Evan Counsel, General Manager Strategy, Planning and Climate Change**Author:** Daniel Sanfilippo, Strategic Planner, City Strategy**Purpose and background**

1. The purpose of this report is to seek approval to commence proposed Planning Scheme Amendment C395 – Signs Policy Review (the Amendment).
2. The proposed Amendment implements Council's 2023/24 Annual Plan Major Initiative 20 which includes an activity to *"complete a review of the signage policy and controls in the Melbourne Planning Scheme."* It also implements a recommendation of the Planning Scheme Review 2018 to update the signs policy to respond to changes in technology. The current policy is over 20 years old.
3. Consultants Hodyl & Co have prepared, *City of Melbourne Signage Policy Review June 2024* (the Review - refer Attachment 2), which forms the strategic basis of the amendment. The Review includes a comprehensive analysis and assessment and highlights several issues, including:
 - 3.1. Inadequate guidance to manage the impacts of technological advances in signs coupled with an increased use of electronic and illuminated signs across the municipality.
 - 3.2. The accumulation of illuminated signs is increasing artificial light at night in the municipality and is detrimental to the city's liveability and sustainability.
 - 3.3. The number of permit refusals issued by Council that are then set aside by the Victorian Civil and Administrative Tribunal (VCAT) indicates a high degree of misalignment between Council's aims and the interpretation of the current policy.

Key issues

4. As an outcome of the Review, it is proposed to update the local signs policy at Clause 15.01-1L-02 of the Melbourne Planning Scheme.
5. The proposed amendment will rectify policy gaps, address technological trends and improve the planning process for sign applications. This will benefit the community, businesses, industry and Council by:
 - 5.1. Providing greater clarity and direction to achieve the policy's objectives.
 - 5.2. Improving the efficiency of the planning process by providing greater certainty about acceptable outcomes.
 - 5.3. Better balancing the amenity, health and environmental impacts of illuminated and electronic signs with a growing population and a changing city landscape.
6. The Amendment incorporates the Review's recommendations for policy changes, including:
 - 6.1. Providing clearer design guidance on the assessment of signage across the municipality.
 - 6.2. Introducing global best practice guidelines to minimise the impacts of artificial light at night on people and natural ecosystems.
 - 6.3. Introducing global best practice guidelines for illuminated and electronic signs to control maximum luminance and illuminance levels, dwell and transition times, colour and responding to ambient light levels. Signs should be required to incorporate the technology to achieve these guidelines.
 - 6.4. Introducing curfews for illuminated signs above ground level.
 - 6.5. Updating the existing areas of special character within the policy

Recommendation from management

7. That the Future Melbourne Committee:
 - 7.1. Endorses the *City of Melbourne Signage Policy Review*, June 2024 (Hodyl & Co) at Attachment 2 of the report from management.
 - 7.2. Requests authorisation from the Minister for Planning under the *Planning and Environment Act 1987*, to prepare and exhibit Planning Scheme Amendment C395 (Attachment 3 of the report from management) to update the signs policy in the Melbourne Planning Scheme.
 - 7.3. Authorises the General Manager Strategy, Planning and Climate Change to make any further minor editorial changes to Planning Scheme Amendment C395 prior to exhibition.

Attachments:

1. Supporting Attachment (page 3 of 115)
2. City of Melbourne Signage Policy Review, June 2024 (Hodyl & Co) (page 5 of 115)
3. Amendment C395 – Signs (page 69 of 115)

Supporting Attachment

Legal

1. Part 1 of the *Planning and Environment Act 1987* (the Act) sets out the objectives of planning in Victoria which includes:
 - a) *to provide for the fair, orderly, economic and sustainable use, and development of land;*
 - d) *to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;*
2. Part 3 of the Act sets out the procedure for planning scheme amendments including exhibition and notification of proposed planning scheme amendments, the process for public submissions and the consideration of those submissions by the planning authority or appointed panel.

Finance

3. The cost for preparing and processing the proposed Amendment is included within the current budget for financial year 2023–24 and proposed budget for financial year 2024–25.

Conflict of interest

4. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a material or general conflict of interest in relation to the matter of the report.

Health and Safety

5. The health and safety of the community is central to the intent of the Review and the proposed Amendment. The proposed Amendment seeks to protect life, property, public health and the environment by ensuring the potential amenity, urban design and health impacts from signs is minimised.

Stakeholder consultation

6. Preliminary consultation was undertaken with key external stakeholders to complete the background research underpinning the review. This included:
 - 6.1. The Department of Transport and Planning, who provided preliminary comments and feedback on the proposed policy.
 - 6.2. Business owners and precinct business associations who were emailed a closed online survey.
 - 6.3. Resident associations and the general community who were contacted via a Participate Melbourne page which was also linked to neighbourhood portals. Feedback was collected via an ideas board.
 - 6.4. The Outdoor Media Association which was emailed requesting general feedback from its members.

Relation to Council policy

7. The Amendment is consistent with Council policies, including:
 - 7.1. Lighting Strategy (2021)
 - 7.2. Nature in the City Strategy (2017)

Environmental sustainability

8. The Amendment will decrease the unnecessary consumption of energy, reduce carbon emissions and help to reduce the negative impacts of artificial light at night on ecology and biodiversity in the city.
9. The Amendment introduces new guidelines into the Melbourne Planning Scheme for illuminated and electronic signs, including limiting display of illuminated and electronic signs during nighttime hours. This will reduce unnecessary energy consumption, as well as reduce the negative impacts of artificial light at night on the city's ecology and biodiversity.

City of Melbourne Signage Policy Review

Prepared for the City of Melbourne
June 2024

In partnership with



and Sarah Collie



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Prepared by Hodyl & Co for the City of Melbourne

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Version I

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Signage is an integral part of any city. Well-designed signage creates places that are more legible, navigable and engaging.

Why is it important for Melbourne to have an effective signage policy?

Signage plays multiple, important roles in the city: it helps people find their way to their destination, it provides a means of sharing important information with the public, and it enlivens the city.

Signage is typically located on private property with a direct interface to public spaces. The placement, design, scale and extent of signage in a given location will directly influence how that place is experienced by the public.

Well-designed signage can add significant value to the city experience, by enhancing way-finding which makes moving around the city more seamless and enjoyable, by sharing meaningful information that supports well-informed communities and safe environments, and providing engaging and welcome content that is of interest to the public and which helps them connect with opportunities to enjoy their city, such as shopping or events.

By contrast, poorly-designed signage, can have detrimental impacts that undermine the experience of the city. A saturation of signage in a given location can result in a visually cluttered environment, diminishing way-finding benefits as signs compete for the public's attention. Signs that are over-sized, garish or poorly placed can compromise valued heritage or architectural character of a place.

More recent innovations and global trends in digital signage design present exciting new ways to animate the city, however, also bring new challenges that need to be carefully managed such as the impacts of light pollution and the potential for aspects of the city's valued character to be overwhelmed by digital advertising.

To maximise the benefits of signage to the city, the City of Melbourne needs a contemporary signage policy that is globally leading, drawing on the best evidence and research available, and which seeks to enhance the city's identity and reputation as a characterful, liveable and sustainable city.



Image 1.

Signage plays a key role in shaping the experience of Melbourne for residents, workers and visitors. Global trends in signage continue to evolve and will need to be managed effectively in order to enhance Melbourne's valued character and identify.

A forward-thinking signage policy for the 21st century needs to address a range of complex urban challenges and realise new opportunities.

Enhancing local character & identity

Signage can make a positive contribution to the experience of public spaces, creating a specific, valued local identity. Chinatown in Melbourne is a good of this, where the design, scale and placement of the signage successfully reinforces the character of Australia's oldest Chinatown. It is important to acknowledge areas in which signage is fundamental to the character of a precinct. This is particularly true in busy pedestrian areas such as retail, tourism and hospitality precincts. In other areas, signage can start to detract from the character if an area becomes dominated by advertising or excessive building identification signage - this is often then perceived as visual pollution. Signage that fronts public spaces where people spend longer periods of time should also be protected from excessive advertising as people use these spaces for relaxation and respite.

Supporting healthy living environments

Illuminated signage, if poorly sited or designed, can have an impact on human health resulting in loss of sleep or increased stress due to unwanted light spill into homes. The increase in apartment living will mean that more and more residents will be living in mixed-use areas where commercial and residential activities intersect. It is estimated that 83% of the world's population is now living under light polluted skies.¹ Studies have shown that exposure to light during the night can disrupt circadian rhythms which is linked to several medical disorders including depression, insomnia, cardiovascular disease, and cancer.² These are serious health consequences that should be considered carefully through this work.

Harnessing the benefit and impact of advertising

Advertising contributes to the character and identity of a city. There are many iconic advertising signs, such as the 'skipping girl' neon sign in Richmond, that are beloved by the community and have become part of the cultural fabric of the city, telling the stories of products and businesses that have operated over time. Advertising signs in Melbourne can continue to contribute to a positive image of the city.

This needs to be managed proactively as there can also be negative consequences. There is consensus in established research that excessive advertising is detrimental to human wellbeing, that artificial light and digital technologies that are common in new advertising signs, are disrupting animal, plant, and human behaviour with deleterious health consequences, and that commercial signage is a major source of visual pollution. Signage, advertising, artificial light, and digital technologies are part and parcel of a modern, industrialised and urbanised society. The tension between what is perceived as a defining feature of contemporary society, yet also potentially damaging, is a common theme in the literature on this topic, as is the attempt to strike a balance between the desirable, the necessary and the excessive.

Illuminating the city's image

It's estimated that 90% of the Melbourne CBD area is presently free from large-scale digital signage units or facade lighting.³ This differs significant from other cities such as Hong Kong which is characterised by its electric night-time skyline and vibrantly illuminated streets. With the increase in availability of low cost external dynamic LED screens and control equipment, on international trends, this figure could decline significantly. For some this will be an exciting proposition for the city. For others, it will be an unwelcome shift in its existing character. What is clear is that the image and experience of the city created through digital lighting should be driven by a clear and shared vision for the city and managed in an intentional way. It should not occur simply as a result of cumulative and incremental decisions on signage and facade lighting applications. The City of Melbourne's signage policy has a critical role to play in crafting the way that Melbourne wants to present itself, and how the city performs.

1 Falchi et al., 2016

2 Chepesiuk, 2009

3 Site assessment undertaken by A Billions Suns, 2019

Welcoming all people into the city

It is critical that we design a city that is welcoming of all people, supporting a diverse and inclusive environment. This includes embracing neurodiversity within the community. Exposure to Artificial Light At Night (ALAN) impacts individuals to different degrees, with some showing greater susceptibility to the impact of ALAN on suppressing the hormone melatonin, which moderates sleep cycles. Some people with non-physical disabilities, for example autism, are negatively impacted by over-stimulation of lighting, noise and moving images.

Mitigating light spill impacts on biodiversity

Life on earth has evolved over millions of years under a 24 hour cycle of light and dark. It is only in the last 100-200 years that humans have been able to reliably and consistently extend the hours of light into the darkness. Wildlife is still trying to adapt to the change in light/dark cycle as lightspill interrupts the foraging, migration and breeding patterns of animals and the growing cycle of plants. As light levels rise in the city, these negative impacts will increase. Careful consideration of the relationship between the number, location and hours of operation of illuminated signs and the city's ambitions to support a biodiverse and resilient ecology is needed.

Responding to shifting trends in signage design

Blurring of signage, information, entertainment and art

Digital signage is becoming more dynamic and interactive. Events such as White Night, demonstrate the attraction of digital light projections and animated night-time environments. Through the COVID outbreak, digital signage has played a key role in communicating important public health messages. There is a blurring between these entertainment and public communication activities and signage, due to the ability to readily program a vast range of digital content on any digital sign. A contemporary signage policy should seek to enhance the contribution that signage can make to the legibility and enjoyment of the city, while mitigating any negative impacts.

Market pressures for more Out Of Home (OOH) Advertising

The only physical stream of promotional revenue that continues to grow is in the OOH sector with traditional print media declining. This has occurred through the digitisation of existing physical signage assets as well as the introduction of new signs. It is anticipated that new technology, including dynamic creative messages and audience targeting will entice new advertisers to this format.⁴

Harnessing technological advancements towards effective sign management

The signage industry has seen dramatic changes over the past two decades due to the introduction of multiple new signage display technologies and connection to communication networks. Digital signs provide many advantages over traditional static units for operators and users, however the inherent dynamic and illuminated nature of digital signs present new challenges in managing effects on pedestrians, drivers, residents, biodiversity and the environment.

Signage that aligns with a vision to be a contemporary, global city

In 2007, the city of Sao Paulo in Brazil undertook what was then considered a 'radical move' to remove all outdoor advertising.⁵ This was driven by the argument that people have a right to visual beauty and pleasure. Debates about how outdoor advertisements and other signage can either enhance or harm the aesthetics of urban landscapes have been long-standing since the first 24-hour billboard was displayed at the Paris Exposition in 1889.⁶ As a contemporary, global capital city, well-designed, appropriately located, signage is supported in the City of Melbourne. What this looks like, where it is located and how it is managed are central to this review.

4 PWC Australia, 2019

5 Koeck and Warnaby, 2014

6 Khanal, 2018

Method for the development of a revised signage policy framework

Extensive research and analysis has been undertaken to inform this report across a range of influencing factors as diverse as way-finding, the visitor experience (tourism), health, technology, heritage, environmental sustainability, culture, impacts on wildlife and street character.

This research and analysis has informed an understanding of the issues that must be considered. The strength of the evidence base that informs this understanding has also been taken into account. Investigations into how other cities locally and globally are addressing these issues have also been explored.

Research alone, however, is insufficient to guide a new policy framework. While the focus of regulation is typically on managing potential negative consequences, a revised policy position should also articulate the future city that the City of Melbourne wishes to create. The discussion therefore includes proposed principles focused on creating a city that is a recognised leader in liveability, sustainability and cultural practice - this in turn will support economic, social and environmental resilience. These principles also seek to harness the progressive aspects of technological advancements in signage design.

A summary of the method used to develop the report is included at Figure 2.

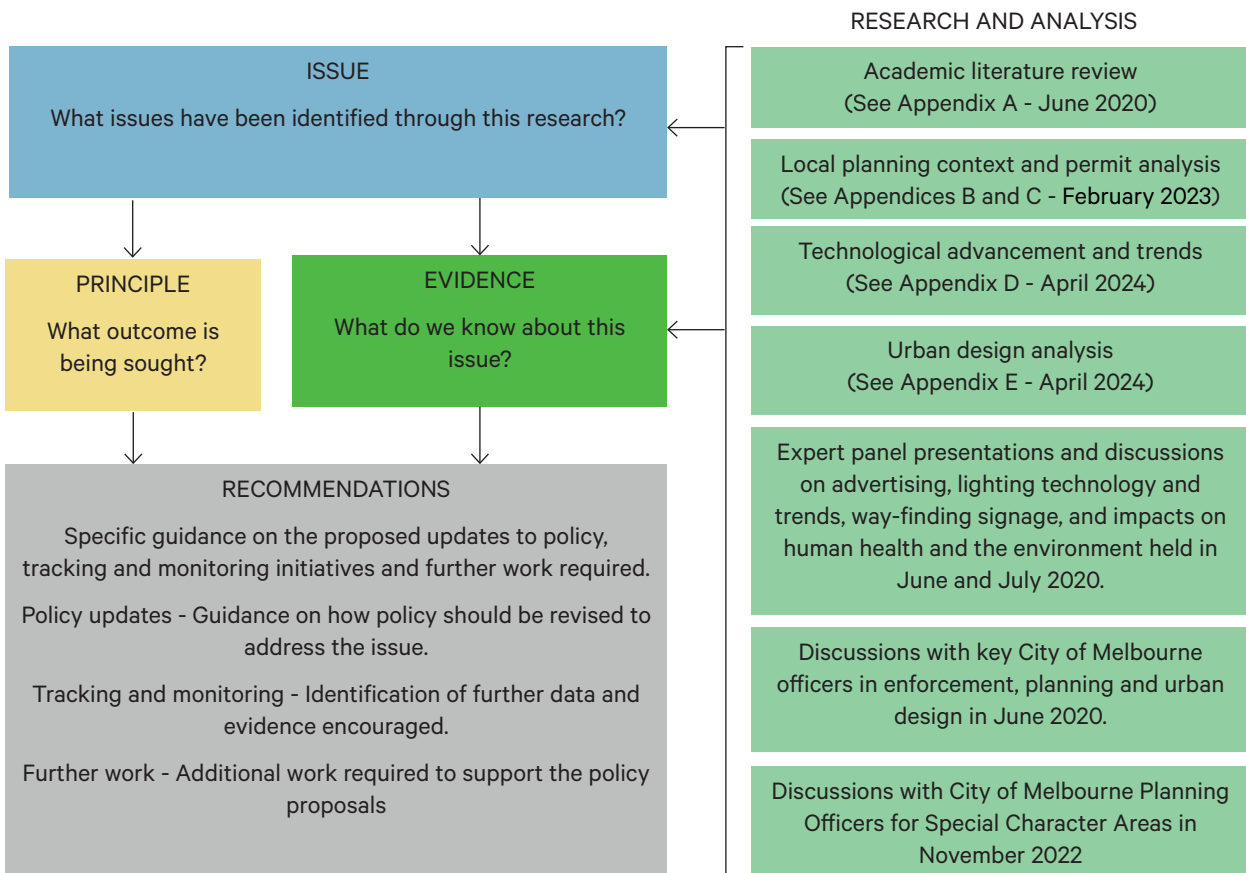


Figure 1. Method for developing an updated signage policy framework

Report overview

This report provides a review of the existing signage policy and investigates progressive approaches to managing signage across the municipality. It focuses on harnessing the positive contributions that signage can make to the city, and addressing any negative impacts that can occur.

The report is structured in four parts:



Figure 2. Structure of this report.

Report discussion

The report discussion considers these challenges and opportunities and articulates five key signage issues that have been identified through this work:

- Issue 1. There is inadequate guidance in the Melbourne Planning Scheme to manage the impacts of signage on the city.
- Issue 2. Artificial Light At Night (ALAN) is increasing in Melbourne and is detrimental to the city's liveability and sustainability.
- Issue 3. Digital content is easily manipulated & can enhance or detract from the experience of visiting and living in the city.
- Issue 4. Poorly designed signage reduces the quality and experience of Melbourne's celebrated streets, laneways and architecture.
- Issue 5. There is a lack of compliance with current signage policy and regulations.

Contributions

We would like to thank the following experts who participated in panel discussions which also inform the discussion and report recommendations:

- Professor Robert Crawford, Professor of Advertising in the School of Media and Communication at RMIT University
- Professor Shantha Rajaratnam, Professor and Deputy Head of the Monash School of Psychological Sciences and Deputy Director of the Turner Institute for Brain and Mental Health
- Dr. Kellie Pendoley, Principal Scientist at Pendoley Consulting and Vice-President of the International Dark Skies Association
- Kate Pleban, Associate, Maynard Consulting, specialising in wayfinding signage.

Key Concepts

Types of signs

A full list of 19 sign types are defined in the planning scheme at Clause 73.02. The types of signs that are regularly referred to in this report are described below. These signage definitions apply to the whole of Victoria and have recently been updated.

ANIMATED SIGN



This is 'A sign that can move, contains moving or scrolling parts, changes its message, flashes, or has a moving or flashing border'. This is the technical planning term for what may more commonly be referred to in layman's terms as a 'digital sign' or 'digital screen'.

BUSINESS IDENTIFICATION SIGN



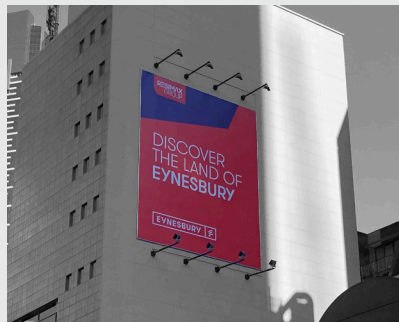
This is 'A sign that provides business identification information about a business or industry on the land where it is displayed. The information may include the name of the business or building, the street number of the business premise, the nature of the business, a business logo or other business identification information.'

ELECTRONIC SIGN



This is 'A sign that can be updated electronically, it includes screens broadcasting still or moving images'.

FLOODLIT SIGN



This is 'A sign illuminated by external lighting provided for that purpose'

HIGH WALL SIGN



This is 'A sign on the wall of a building so that part of it is more than 10 metres above the ground.'

INTERNALLY ILLUMINATED SIGN



This is 'A sign illuminated by internal lighting or which contains lights or illuminated tubes arranged as an advertisement.'

MAJOR PROMOTION SIGN



This is 'A sign which is 18 metres or greater that promotes goods, services, an event or any other matter, whether or not provided, undertaken or sold of for high on the land or in the building on which the sign is sited.'

PROMOTION SIGN



This is 'A sign of less than 18 square metres that promotes goods, services, an event or any other matter, whether or not provided, undertaken or sold or for hire on the land or in the building on which the sign is sited.'

SKY SIGN



This is 'A sign:

- a) on or above the roof of a building, but not a verandah;
- b) fixed to the wall of a building and which projects above the wall; or
- c) fixed to a structure (not a building) so that part of it is more than 7 metres above the ground.'

Lighting & illumination

ARTIFICIAL LIGHT AT NIGHT (ALAN)

The generation of human-made light during dark, night-time hours.

LUMINANCE

The apparent brightness of a light source measured from a specific direction. Luminance is measured in either Nits or Candela/m².

ILLUMINANCE

The physical measurement of illumination is illuminance. It is the total amount of luminous flux per unit area arriving on a surface or plane. This is typically assessed at the location where the light impact needs to be considered and regulated, for example, at the property boundary of a residential building. Illuminance is measured in lux. The outdoor illuminance of direct sunlight can vary from 120,000 lux at noon on a sunny day to less than 5 lux on heavy cloud days at sunset.

The term includes:

- Horizontal illuminance - the value of illuminance on a horizontal plane at ground level
- Vertical illuminance - the value of illuminance on a vertical plane at a height of 1.5m above ground level.

OBTRUSIVE LIGHT

Is defined as spill light which, because of quantitative, directional and spectral attributes in a given context, gives rise to annoyance, discomfort, distraction or a reduction in the ability to see essential information. Obtrusive light is guided by Australian Standard AS4282:2019.

LIGHT POLLUTION

The inappropriate, misdirected or excessive use of artificial light. There are three main types of light pollution:

- Glare - the uncomfortable brightness of a light source when viewed by the naked eye.
- Sky glow – the diffuse illumination of the night sky, over and beyond natural light sources such as the moon.
- Light spill or light ‘trespass’ - light which shines into private spaces (e.g. people’s homes), reducing privacy and hindering sleep.

SPECTRAL POWER DISTRIBUTION (SPD)

The SPD of a light source specifies the quantity of power of each wavelength across the visible spectrum.

MEASUREMENTS

NITS

The measurement of luminance (brightness) emitted by the light source in the digital display. This is also measured in candela/m².

CANDELA/M²

The measurement of luminance (brightness) emitted by the light source in the digital display. This is also measured in Nits.

LUMEN

The amount of light emitted by a light source per unit of time.

LUX

The measurement of illuminance. Lux takes into account the area over which luminous flux is spread. One lux is equal to one lumen per square metre.

Digital signage

DIGITAL CONTENT

Curated content for digital signage units can be uploaded
Digital content can be:

- Static - similar to a traditional billboard however in digitised format.
- Full motion content - pre-recorded video or promotional content displayed on the display. All digital assets have the potential to display full motion content.

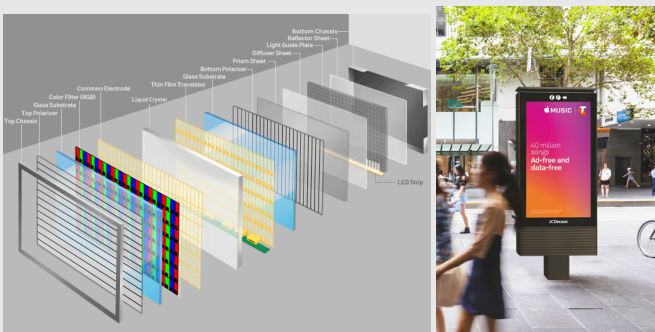
DWELL TIME

The length of time that a static digital images remains on the display. If the image dwell time is too short, flashing or strobing effects are cause which is distracting.

TRANSITION OF DIGITAL CONTENT

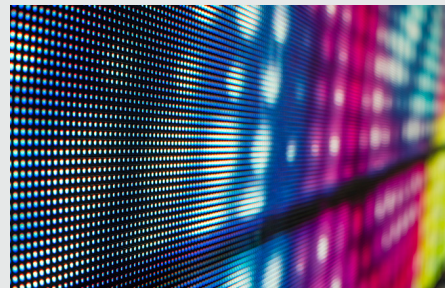
The cycling of static digital content images. It is important to retain a percentage of consistency in the average luminance value of both images to minimise the risk of causing distraction to drivers and pedestrians.

LIQUID CRYSTAL DISPLAY (LCD)



LCDs are the most common digital screen technology used in mobile devices, laptops, televisions and in small scale signage units. The light emitting diode (LED) sources are located at the back of the display, meaning that they are diffused and filtered multiple times before reaching the viewer's eye. The indirect viewing of the light source in LCD screens results in a luminance (brightness) value of 2,500 nits that is about 1/4 of the maximum luminance of direct view LED displays.

DIRECT VIEW LED DISPLAYS



These are the most common large format digital displays seen in stadiums, arenas and signage. The display consist of LED chips mounted directly to the surface. Small rectilinear panels are assembled like bricks to form a large digital surface. The light source is directly viewed and can produce luminance (brightness) value in excess of 9,000 nits.

DIMMING

Dimmable control devices allow for luminous flux produced by a display to be increased or decreased on demand. The rate at which a display dims is non-linear and varies depending on manufacturer and product model. The dimming curve therefore needs to be assessed once installed on site to ensure it functions correctly and compliance requirements are met.

SENSORS

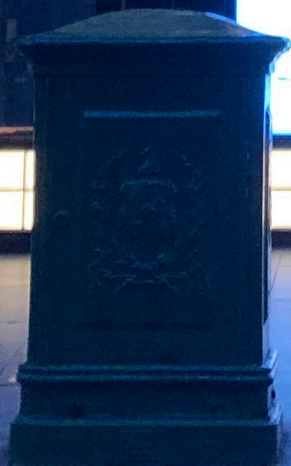
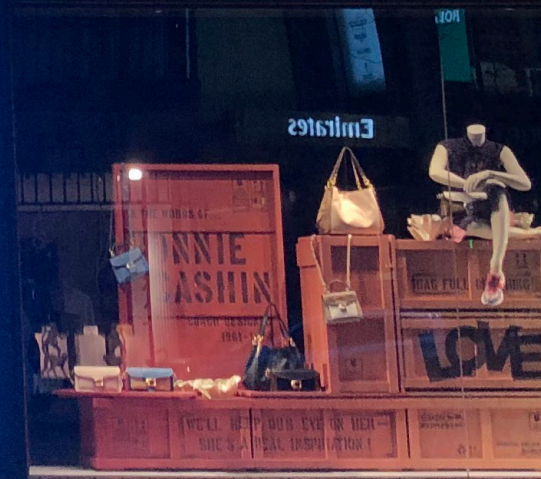
Sensory devices allow for real time monitoring of external conditions and relaying this data to systems for processing. Directional light sensors measure the ambient conditions and guide real time responses to varying weather and daylight conditions.

CURFEW

Curfew refers to the time period overnight, which varies according to the season, where lower levels of signage lighting are required.



COACH
NEW YORK



Issue 1. There is inadequate guidance in the Melbourne Planning Scheme to manage the impacts of signage in the city.

Overview

Signage in the City of Melbourne is primarily regulated through the Melbourne Planning Scheme (MPS). The key considerations when assessing a sign are:

- Is a permit required? Some signs do not require a permit.
- How is the sign defined (as determined by the list of Sign Terms at Clause 73.02)? E.g. is it a promotional sign or business identification sign? Signs can be defined by multiple terms.
- How is the sign categorised (as determined by Clause 52.05)? e.g. Category 1 - within a commercial area, Category 2 - Office and industrial area, Category 3 - high amenity area or Category 4 - sensitive area.
- What are the locally specific controls for signage as determined by the zone, applicable overlays and local policy.

Figure 4 illustrates the statutory process for assessing a signage application. Once it is established that a permit is required, the type of sign is categorised and assessed according to policy that applies to its specific location (as determined by the zone and any overlays).

Guidance on signage is located within the Planning Policy Framework Clause 15.01-1L-02, across a number of zones and overlays, (Clause 52.05 and Clause 73.02).

See Appendices B and C for detail on the planning policy and trends analysis that is summarised here.

What are the trends?

A comprehensive assessment of 65 permits were undertaken as part of this review.

ZONES

The majority of assessed permit applications and all the VCAT cases were located in the Capital City Zone areas of the city. Signage located in the CCZ is not allocated a signage category in Clause 52.05, however within Clause 15.01-1L-02 there is the greatest amount of policy guidance provided for the CCZ area.

HERITAGE OVERLAYS

The majority of applications were for sites affected by a heritage overlay (63%). Within this, 8% of applications were on sites that are listed in the Victorian Heritage Register and therefore the signage was not assessed under the heritage overlay.

SIGNAGE CATEGORY

The majority of signs assessed did not have a category as they are located in the CCZ. Outside of the CCZ the majority of signs were located within a Category 3 (High Amenity Area), that is, in residential zones (including the Mixed Use Zone and General Residential Zone).

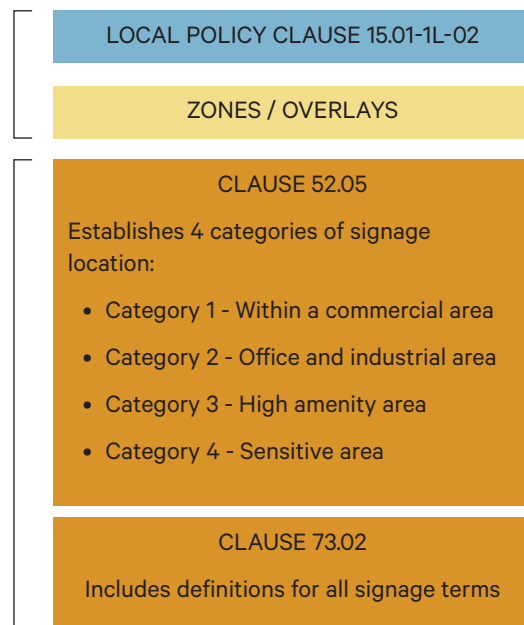


Figure 3. Summary of guidance on signage outcomes in the Melbourne Planning Scheme.

USE OF SIGNAGE TERMS IS INCONSISTENT

The categorisation of signs in planning permit applications should align with the sign terms at Clause 73.02 of the MPS. Of relevance, the terms used in the Table to Clause 15.01-1L-02, Guidelines for Signs within the Capital City Zone also do not completely align with Clause 73.02 and should be updated for consistency.

PURPOSE

As expected, Business Identification and Promotion signs accounted for the majority of permits.

TECHNOLOGY

Internally Illuminated and Electronic signs were the two most common permit applications types. The number of electronic signs is increasing - this is aligned with global trends.

REFERRAL ADVICE

Referral advice internally was not sought on the majority of signage applications (only 1 in 3 were referred internally). Of those referred, urban design and heritage advice were the most sought after.

PERMIT CONDITIONS

The comprehensive review of permits identified a series of permit conditions that are applied depending on the context.

- General conditions - e.g. the location, size, material, maintenance and construction of signage.
- Time limits - typically applying a 15 year expiry date on the permit.
- Illumination - guiding permissions for animated or static content, impacts of glare, amenity impacts, dimmable settings and compliance with Australian Standard 4282:2019.
- Electronic signs - Dwell time (typically 30 seconds), transition times.
- High wall signs - Ensuring the signage relates to the ongoing operation of the business.
- Temporary signs (including hoardings) - guiding time limits for removal
- Road safety - restricting flashing or reflectivity and addressing road safety issues

In areas where there is limited guidance in the MPS, the permit conditions are collectively establishing an operational policy.

This includes:

- Illumination impacts including reference to Australian Standard AS/NZS 4282:2019 (Control of the Obtrusive Effects of Outdoor Lighting) or any requirement for an applicant to submit a report from a Lighting Consultant
- The definition of detrimental impact and how it is assessed. Permit conditions typically refer to the Australian Standards, but this is not a requirement of the policy.
- Appropriate time limits for illumination of sign(s) in sensitive areas
- Electronics signs including dwell time, changeover and event of an attack by a computer hacker or similar
- High wall signs in terms of links to business activities on the site
- Temporary sign(s) (including those on construction hoarding)

DECISIONS

Permits issued by a delegate of the Responsible Authority were the most common decision. The second most frequent decision, however, relates to situations when a refusal issued by the Responsible Authority is set aside and a permit is issued at the direction of VCAT.

VCAT CASES

The decision of the Responsible Authority was set aside in 61% of cases referred to VCAT. That the decision is set aside more than it is affirmed also suggests ambiguities in the policy, with significant differences in the interpretation of the policy between the Responsible Authority and VCAT.

Twelve VCAT cases were investigated in further detail (refer also Appendix B). The key findings of this review were:

- The categorisation of signs in planning permit applications should align with the sign terms at Clause 73.02 of the MPS. Of relevance, the terms used in the Table to Clause 15.01-1L-02, Guidelines for Signs within the Capital City Zone also do not completely align with Clause 73.02 and should be updated for consistency.
- With regard to technological advances in signage, there is limited guidance in the MPS including Clause 15.01-1L-02, Advertising Signs (refer below to discussion regarding permit conditions). However, as is evident in the VCAT Case Studies 1, 2 and 6, the updated technology proposed was not found by the Tribunal to be problematic in terms of considerations such as amenity, urban design or heritage. In VCAT Case Study

5, the Tribunal did conclude that for the electronic signs proposed for Heritage Overlay 504 Collins East Precinct, the 'positive benefits do not outweigh the dis-benefits and that a net community benefit does not occur'.

- Australian Standard AS/NZS 4282:2019 (Control of the Obtrusive Effects of Outdoor Lighting) is adopted in VCAT Case Study 1 to assess the amenity impact on nearby residential properties. In relation to permit application trends, reference to AS/NZS 4282:2019 is included in the City of Melbourne's planning permit conditions but not referenced in the MPS, particularly at Clause 15.01-1L-02, Signs. Furthermore, there is no requirement for an applicant to submit a report from a Lighting Consultant.
- Permit conditions imposed by the Tribunal in VCAT Case Studies 1, 2, 4, 6, 8, 9 and 11, particularly those relating to illumination impacts and electronic sign content, go beyond the City of Melbourne's existing suite of permit conditions.
- The Tribunal findings in VCAT Cases 5 and 6 relating to the proposed locations within the Collins East Precinct and the tram stop between Flinders Street Station and Federation Square being 'one location in Melbourne that could be most favourably compared to Times Square New York' are not referenced at Clause 15.01-1L-02, Signs. Clause 15.01-1L-02 currently provides design requirements for areas of special character including Bourke Hill, Chinatown, Greek Precinct, Swanston Street and Shrine of Remembrance, Yarra River Environs and Docklands Zone. In VCAT Case Study 3, the Tribunal commented on the successful application of design requirements that 'panel, promotion, pole, sky and high wall signs are discouraged on buildings visible within the Yarra River corridor' in the Yarra River Environs but that there is support for business identification signs via the design requirement that signage be 'limited to that required for business identification purposes' and inclusions at the Table to Clause 15.01-1L-02. These cases suggest that the existing special character areas at Clause 15.01-1L-02 should be reviewed and updated.
- High wall signs have been considered by VCAT on a number of occasions in terms of the merits of the signs and also the categorisation of the signs. In VCAT Case Study 4, the Tribunal stated that any size tenancy could seek business identification signage because the definition of business identification signage at Clause 73.02 of the MPS does not require such signage to be associated with a business of a minimum size of occupancy. However, the Tribunal recognised that the 'repeated emergence of such signage may become a

potential planning issue over time in terms of the city skyline' and suggested that one approach to address this could be a review of the Table to Clause 15.01-1L-02. This review could include the tightening of control on high wall and sky signs by allowing only a specific type of sign per building.

- The secondary benefits in terms of the capabilities of an electronic screen to 'allow future innovation in how messages and information can be delivered' are accepted by the Tribunal in VCAT Case Studies 5 and 6. These secondary benefits could also apply to signs on other public infrastructure such as Telstra booths with third party advertising. Furthermore, the Tribunal did not agree with Council in VCAT Case Study 6 to restrict the signs from being informed by "intelligent real time audience measurement systems". As noted above, with regard to technological advances in signage including policy, there is limited guidance in MPS including Clause 15.01-1L-02, Signs, as to the content of electronic signs such as community-related content.
- In VCAT Case Study 8, the key boulevard of Elizabeth Street was not considered to be impacted by the proposed high wall electronic sign, although identified to be of significant heritage value. This case study suggests that the existing special character areas at Clause 15.01-1L-02 should be updated to include key boulevards and provide for more specific guidance.
- In VCAT Case Study 9, the Tribunal noted that policy guidance contained within Clause 15.01-1L-02 contradicted policy guidance contained within Clause 52.05 in respect to Category 1 areas and promotion signs. This discrepancy in the policy guidance should be updated.
- In VCAT Case Study 10 the issue in dispute was not whether the size should be fixed to the canopy fascia but whether it should be illuminated. The Tribunal found that the illuminated canopy fascia signage was modest in size and would not detract from views to Parliament House and significant buildings. While this was the case, there was limited assessment given to the level of illumination of the fascia sign. This case suggests that stronger guidance within Clause 15.01-1L-02, Signs is required regarding illuminated canopy fascia signage lighting and size.

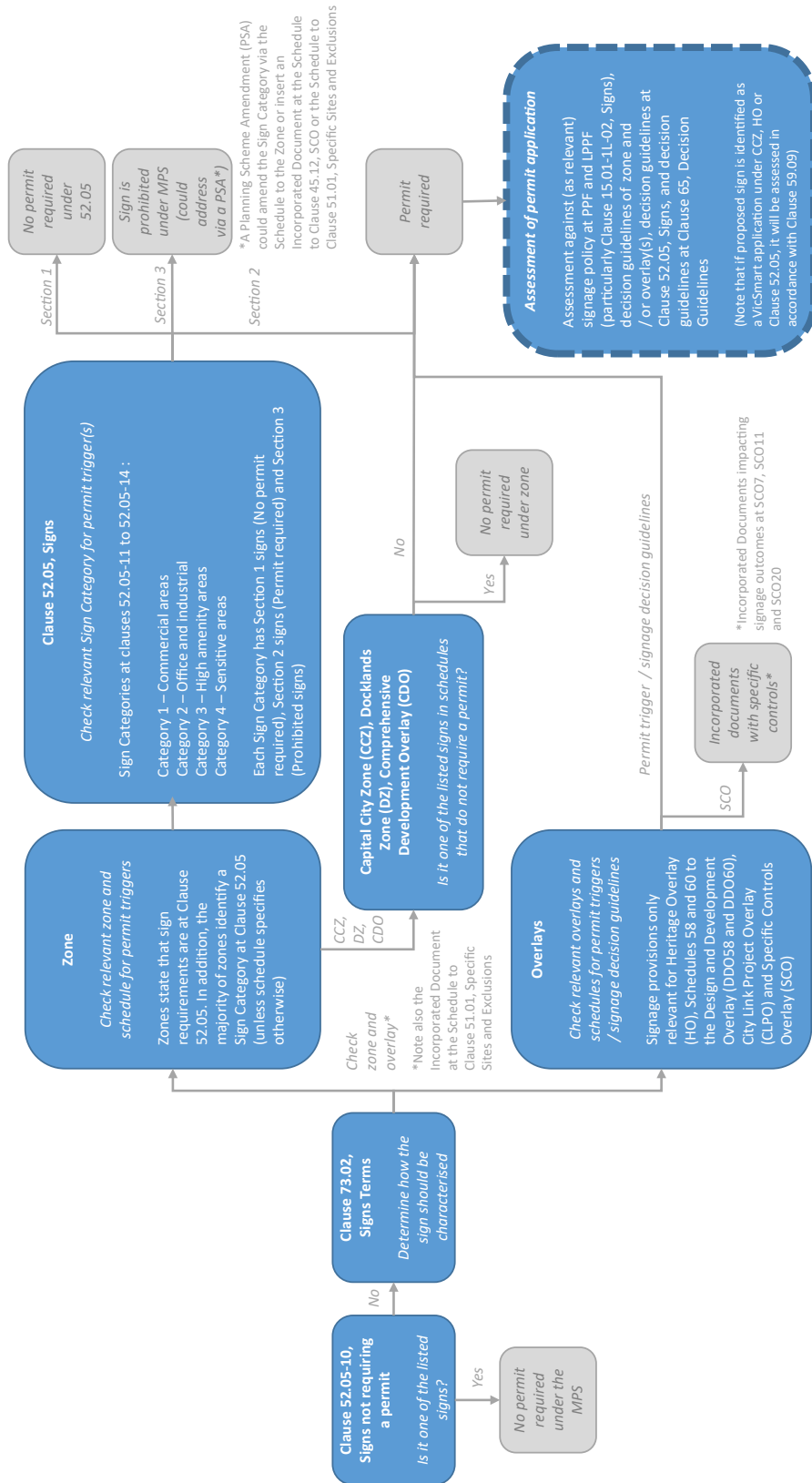


Figure 4. Assessment pathways for a signage application under the Melbourne Planning Scheme (Source: Sarah Collie, 2020)

What are the gaps in the policy?

The following shortcomings with the policy have been identified through this review:

- There is limited guidance for detailed permit conditions in the MPS, including in Clause 15.01-1L-02.
- The second most frequent decision related to situations when a refusal issued by the Responsible Authority is set aside and a permit is issued at the direction of VCAT. This reversal of a Council refusal by VCAT suggests that there are some weaknesses or ambiguities in the existing planning regulation and policy context.
- The categorisation of signs in planning permit applications should align with the sign terms at Clause 73.02 of the MPS. Of relevance, the terms used in the Table to Clause 15.01-1L-02 also do not completely align with Clause 73.02 and should be updated for consistency.
- There is limited guidance in the MPS including Clause 15.01-1L-02, Signs in relation to technological advances in signage.
- Australian Standard AS/NZS 4282:2019 (Control of the Obtrusive Effects of Outdoor Lighting) provides guidance on the amenity impact of lighting on nearby residential properties. Reference to AS/NZS 4282:2019 is included in the City of Melbourne's planning permit conditions but not referenced in the MPS, particularly at Clause 15.01-1L-02, Signs. Furthermore, there is no requirement for an applicant to submit a report from a Lighting Consultant to demonstrate that the signage complies with the standard.
- The analysis of the VCAT cases demonstrates that the existing special character areas at Clause 15.01-1L-02 should be reviewed and updated. The extent of special character areas noted in Clause 15.01-1L-02 are illustrated in Figure 5.
- The secondary benefits in terms of the capabilities of an electronic screen to 'allow future innovation in how messages and information can be delivered' are accepted by VCAT. These secondary benefits could also apply to signs on other public infrastructure such as Telstra booths with third party advertising. There is, however, limited guidance in MPS including Clause 15.01-1L-02, Signs, as to the content of electronic signs such community-related content.

Approach of other cities

- The national and international case studies reviewed (See Appendix B) provide a variety of considerations for the City of Melbourne in terms of outcomes for advertising signage.
- The case studies from Sydney, Brisbane, Vancouver and Korea provide examples of regulations relating to technology considerations such as illumination levels, operation times and content. For instance, Section 4, Section 3.16, Signs and Advertisements, of the Sydney DCP 2012 provides useful and detailed guidelines in terms of application requirements, illumination levels, operation times, content including community-related content and interactive content and energy efficiency.
- New York City and Singapore demonstrate a "zoned approach" to advertising signs that operate in a similar way to the sign categories at Clause 52.05 of the MPS.

Adopted principles

The following principles have been adopted through this review:

- Certainty on preferred signage outcomes should be provided by the MPS.
- The City of Melbourne should learn from global best practice examples.
- The City of Melbourne's signage policy should be place-specific, supporting the broader planning objectives of each location, in relation to land use, heritage and character outcomes.

Recommendations

The following recommendations are proposed.

+ POLICY UPDATES (PU)

PU1: ALIGN CLAUSE 15.01-1L-02 WITH CONTEMPORARY PRACTICE

A range of improvements are required to ensure signage policy in the city is adequate and aligned with contemporary practice.

This includes:

- Updating Clause 15.01-1L-02, Signs, to reflect technological advances in signage including increased use of electronic, animated and internally illuminated signs. (See Issue 2 where detailed recommendations are provided). New signage technologies should be supported where it can be demonstrated that it will not detrimentally impact upon the character or amenity of the area.
- Update terms used in the Table to Clause 15.01-1L-02 so they are consistent with Clause 73.02, Sign Terms. In addition, the provisions in this table should be updated as follows:
 - » Deletion of reference to wall signs and sky signs (over 40m in height) that support 'Logos of corporate bodies with naming rights, or major

tenants, or name of buildings are supported in this location'.

- » Deletion of reference to signs on and 'Open site', and instead provide clearer guidance on the suitability of signage in public spaces within the General Strategies section of the policy.

- Review and update the existing 'Precinct's (areas of special character) within the Capital City Zone at Clause 15.01-1L-02, Signs. Introduce two new special character areas - the Capital City Retail Core and the Melbourne Arts Precinct, delete the existing Greek Precinct and Docklands special character areas and revise the wording for the following special character areas:
 - » Yarra's River Environs (update to include Victoria Harbour)
 - » Chinatown
 - » Shine of Remembrance
- Review and update Clause 15.01L-1L-02, Signs and Clause 52.05 (Category 1) to remove contradictions in respect to promotion signs.

Current 'Precincts' included in policy	Proposed 'Special Character Areas' in policy	Rationale for change
	Capital City Retail Core	The retail core is a special character area within the city which requires additional design guidance.
Bourke Hill Precinct	Bourke Hill	
Chinatown Precinct	Chinatown	
Greek Precinct		The Greek precinct is not considered a special character area with regards to signage. The General Design Strategies in the policy will be sufficient to guide signage in this location.
Swanston Street and Shrine of Remembrance	Swanston Street and Shrine of Remembrance	
Yarra River Environs	Yarra River and Victoria Harbour Environs	Update to include the important waterways of the harbour as well as the river.
Docklands Zone		The Docklands is not considered a special character area in regards to signage. The General Design Strategies in the policy will be sufficient to guide signage in this location.

Table 1. Summary of the proposed updates to the list of existing Precincts in the Clause 15.01-1L-02

PU2: UPDATE STANDARD PERMIT CONDITIONS

Update and formalise the City of Melbourne’s existing suite of permit conditions to reflect technological advances in signage. The increased number of electronic and animated signs requires consideration of the following: illumination levels, operation times, content including community-related and public interest material, energy efficiency, the use of astronomical clocks, provision of lighting reports, and testing and verification of display.

PU3: RETAIN EXISTING POLICY DOCUMENTS IN PLANNING SCHEME

Retain the following policy documents as within Clause 15.01-1L-02 as they provide integral contextual information regarding the significance of heritage and place.

- Yarra River: Use and Development Guidelines (R.G. Harvey Pty. Ltd., 1991)
- The Shrine of Remembrance, Managing the significance of the Shrine (Message Consultants Australia Pty Ltd, 2013)



FURTHER WORK (FW)

FW1: ADDRESS INSUFFICIENT GUIDANCE ON PPRZ AND PUZ LAND

There are two approaches that can be considered to address this issue:

- Continue the current practice of updating PPRZ and PUZ signage requirements through a planning scheme amendment process, or
- Prepare a separate amendment which seeks to review all PUZ and PPRZ zoned land. This will be a significant piece of work that will involve a high level of stakeholder consultation.



AREA OF SPECIAL CHARACTER

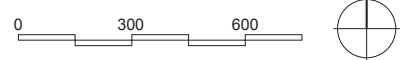
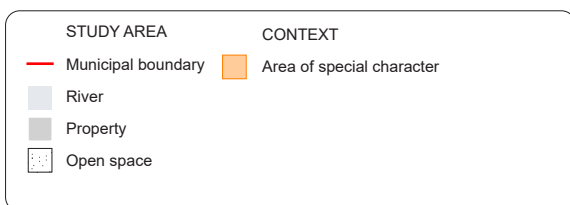
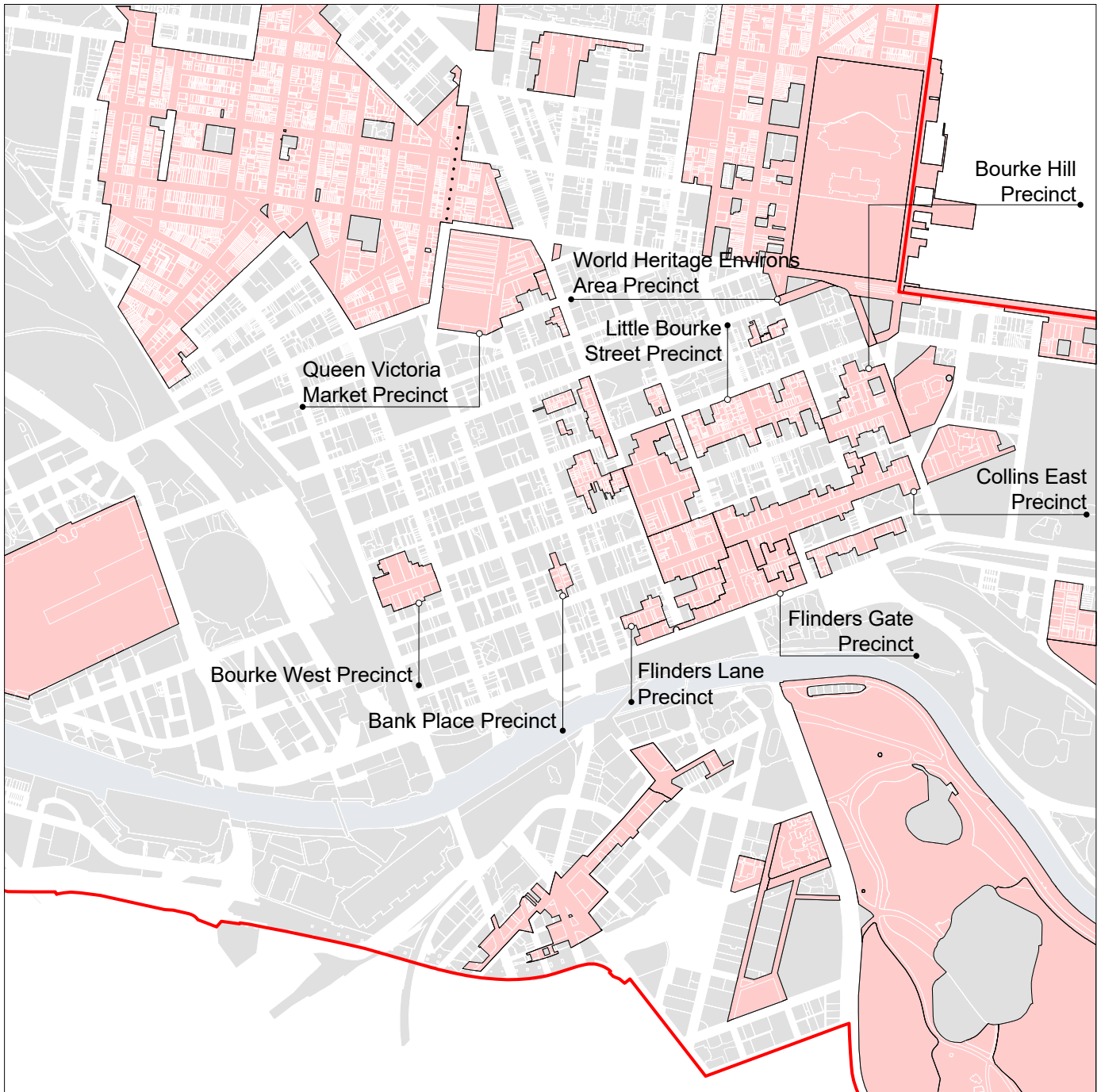


Figure 5. Extent of special character areas included in Clause 15.01-1L-02 (map prepared December 2020).



HERITAGE OVERLAY

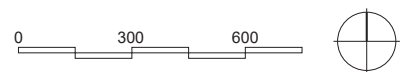
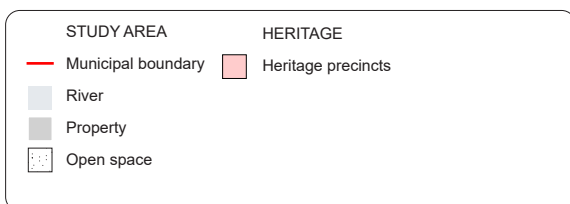


Figure 6. Heritage precincts as defined by the Heritage Overlays in the MPS (map prepared December 2020).

'The shorter your sleep, the shorter your life span.'

Professor Matthew Walker, Professor of Neuroscience and Psychology, University of California, Berkeley¹

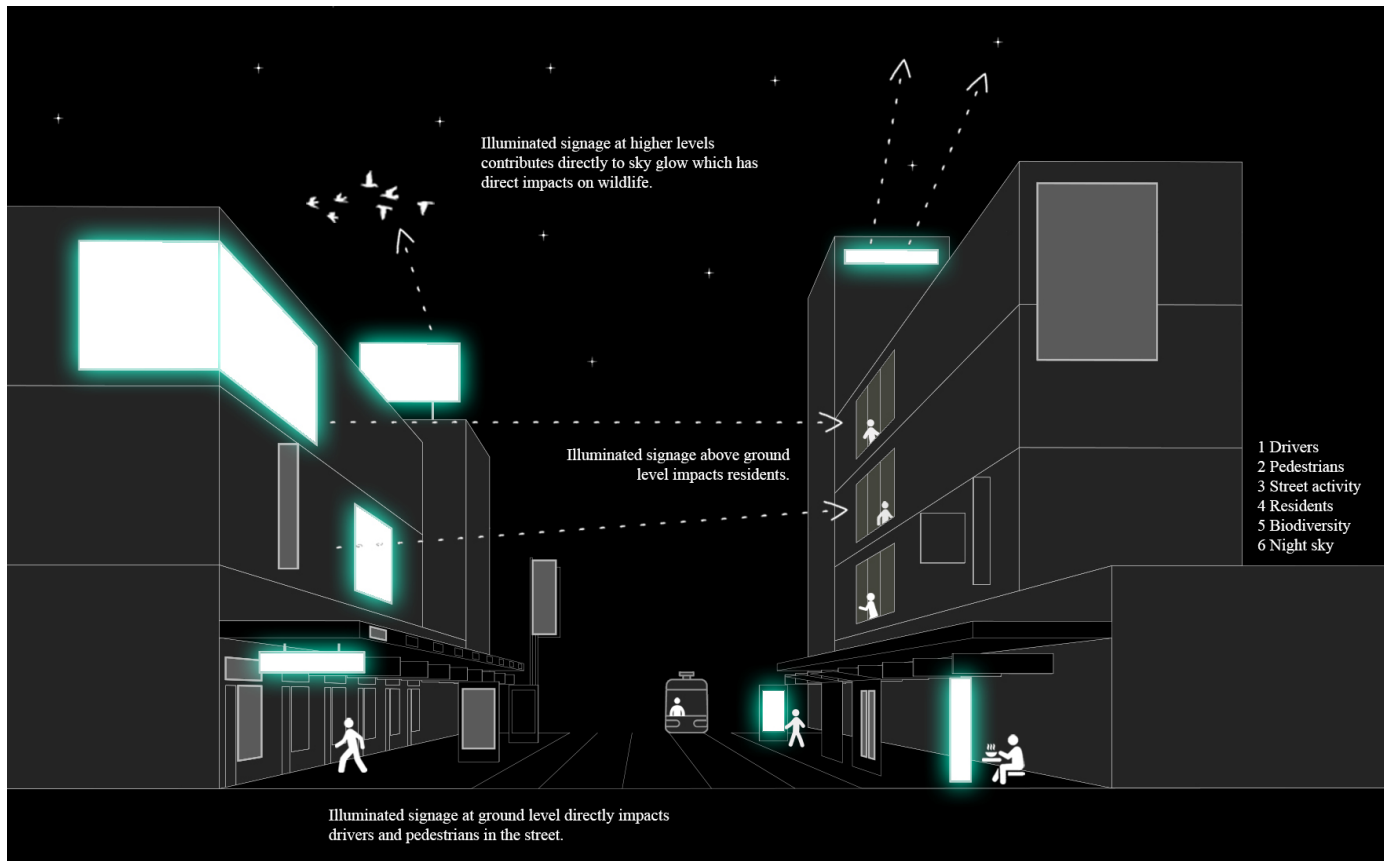
Overview

Illuminated signage can add to a sense of vibrancy and excitement to the city. The potential impacts on the liveability and sustainability of the city, however, does need to be carefully considered. The amount of Artificial Light At Night (ALAN) in the city is rising resulting in an increase in light pollution. Light pollution is largely the result of urban growth policies that have failed to adequately control both the amount and distribution of artificial light.²

A strong evidence base on the impacts of ALAN has been developed in the last 10-20 years. The science is clear that ALAN negatively impacts the following:

- Human health due to the resultant loss of sleep for residents. Loss of sleep can have significant health consequences including cancers, obesity, heart disease and depression.
- Wildlife and biodiversity, as lightspill interrupts the foraging, migration and breeding patterns of animals and the growing cycle of plants.

Figure 7. The impact of illuminated signage on the city



1 Walker, 2017, p4

2 Horvath et al., 2009

- Loss of the night sky, with implications for art, literature, astronomy and navigation.

Regulating ALAN is therefore an important public health and environmental conservation issue. It is also an economic issue, as a reduction in liveability in the city will reduce the attractiveness of living in the city centre.

The current trend for the conversion of existing non-digital signs to electronic and internally illuminated signs is contributing to the increase in ALAN in the city. The increasing number and size of electronic signage is further exacerbating this effect.

Brilliantly lit advertising signs such as digital billboards are not only major sources of light pollution, trespass, glare and visual unease, they also invite 'illumination races' in which commercial rivals try to outdo each other with bigger and brighter signs, resulting in increasing environmental damage as the race progresses.³

Electronic and internally illuminated signs, however, are also part of the valued character of entertainment and retail precincts in many cities across the world, with Melbourne being no exception. For many visitors to the city, this is a valued and attractive aspect of the city's character, creating a sense of vibrancy and a dynamic, exciting and engaging environment.

How is ALAN currently regulated?

AUSTRALIAN STANDARDS

Australian Standard 4282:2019 Control of the Obtrusive Effects of Outdoor Lighting was updated in 2019 and is the standard which regulates outdoor lighting. The standard now includes performance requirements, not just recommendations as per the previous 1997 edition, for internally and externally illuminated signage. As outlined in the standard:

'...several aspects of potential obtrusiveness are considered including light falling on surround properties (illuminance), the brightness of luminaires in the field of view of nearby residents (luminance), glare to users of adjacent transport systems (threshold increment), the effects of astronomical observations (sky glow) and the impact on protected dark environments'.⁴

The standard recognises that different levels of illumination are suitable for different contexts, and sets acceptable values for each of the above requirements (illuminance, luminance, threshold increment and sky glow) for a range of 'environmental

zones' (refer Appendix D for more detail). Of direct relevance to the City of Melbourne context are the following zones:

- Zone A3 - Medium district brightness - 'Suburban areas in towns and cities'
- Zone A4 - High District Brightness - 'Town and city centres and other commercial areas' and 'Residential areas abutting commercial areas'

In summary the following requirements are defined for these two environmental zones:

Zones	Vertical Illuminance levels		Threshold Increment %
	Non-curfew	Curfew	
A3	10	2	20%
A4	25	5	20%

The maximum illuminance levels are set for both 'non-curfew' (6am - 11pm) and 'curfew' (11pm - 6am) periods.

VICROADS VEILING LUMINANCE ASSESSMENT

VicRoads performance requirements for Variable Advertising Message Signs stipulates a maximum veiling luminance (a measure of disability glare) for a driver of 0.25cd/m² throughout the approach to an illuminated sign. This criteria is more stringent than the related threshold increment criteria outlined in AS4282 and results in determining the level to which the illuminated signed unit will need to be dimmed to achieve compliance.

NATIONAL LIGHT POLLUTION GUIDELINES FOR WILDLIFE

These guidelines were first released in January 2020. They are not a regulatory requirement, rather provide best practice principles for minimising the impact that electronic lighting has on wildlife. The guidelines promote the use of warm CCT light sources with little or no blue wavelength as well as support for minimising upwards light spill that contributes to skyglow as this interferes with migratory wildlife that use astronomical elements as wayfinding devices.⁵

³ Cooke, 2005

⁴ AS/NZS 4282:2019, 2019

⁵ Department of the Environment and Energy, Australian Government, 2020

Life on earth has evolved over millions of years under a 24 hour cycle of light and dark. It is only in the last 100-200 years that humans have been able to reliably and consistently extend the hours of light into the darkness. Wildlife is still trying to adapt to the change in light/dark cycle.

Dr. Kellie Pendoley, Environmental Scientist and Vice-president of the International Dark Skies Association.⁶

What is the evidence?

EXPOSURE TO ALAN NEGATIVELY IMPACTS HUMAN HEALTH

The importance of human health is increasingly being positioned at the centre of how we design cities. A primary focus of this has been on supporting active lifestyles and access to nature – for example, support for walking and cycling and access to green open space.

What has been given little attention in planning policy to date is the importance of something as fundamental to our health as sleep. New research into the relationship between sleep and overall health impacts over the past two decades has put the importance of sleep more centrally within the discussion on human health. Most adults need an average of 8 hours of sleep a night (a recommended range of 7-9 hours of sleep a night).^{7 8 9}
¹⁰ Children and teenagers need more sleep than adults.

Exposure to light at night, particularly in the cool (blue) colour spectrum, disrupts circadian rhythms by reducing the secretion of melatonin, which is a sleep-inducing hormone.

Insufficient sleep can have significant consequences:

- Just a week of short sleep nights (around five or six hours) can make you pre-diabetic.¹¹
- Routinely sleeping less than six hours a night demolishes your immune system, more than doubling your risk of cancer.¹²

There is established evidence that demonstrates the negative consequences of over-exposure to ALAN on human health. Studies have demonstrated that ALAN negatively impacts human sleep¹³ and has consequences on the daytime functioning of human beings.¹⁴ More specifically:

- As exposure to ALAN increases, the use of prescribed medication to treat insomnia increases.¹⁵
- There is a relationship between exposure to ALAN and

7 Health Direct, 2019

8 Sleep Health Foundation Australia, 2011

9 SleepFoundation.org, 2015

10 Walker, 2017

11 Walker, 2017

12 Walker, 2017

13 Xiao et al., 2020

14 Ohayon & Miles, 2016

15 Min & Min, 2018

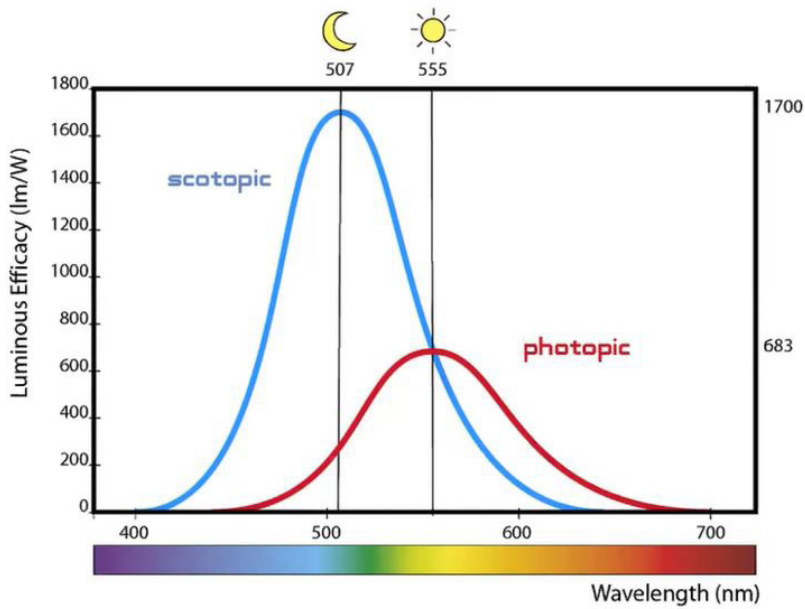


Figure 8. Understanding the language of light (Source: http://www.prismalenceuk.com/light_vision)

PHOTOPIC VISION

What the human eye sees under bright light, detected by the cones in the eye. Photopic vision lets the eye see colour.

SCOTOPIC VISION

What the human eye sees in very low light levels, detected by the rods in the eye. Scotopic vision only sees in shades of grey. Violet-blue light is highly visible under scotopic vision.

VISIBLE SPECTRUM

Humans see lightwave lengths between 400 - 700 (see below). This is significantly different to many animals.

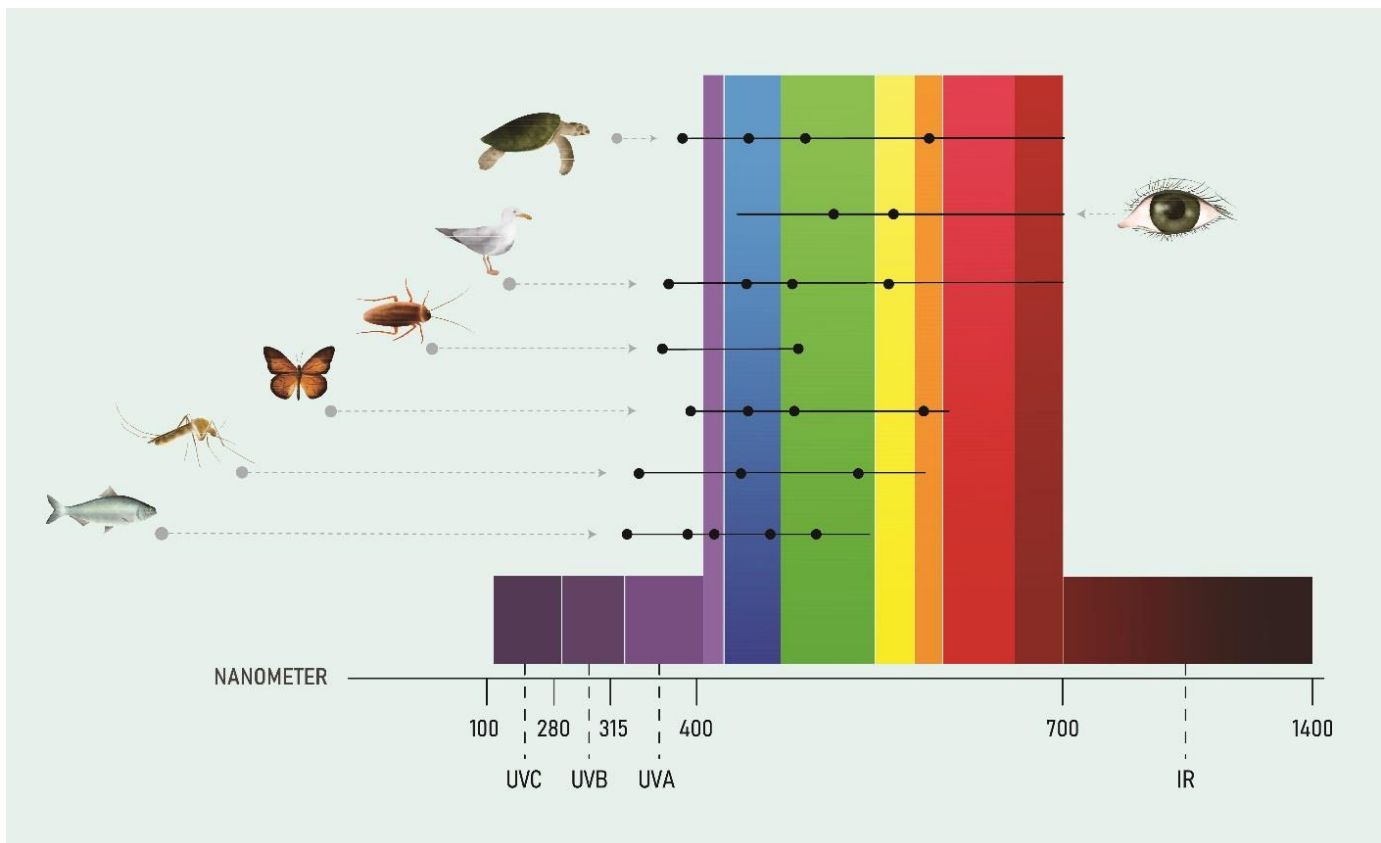


Figure 9. Humans and animals see light differently with most animals more sensitive to shorter wavelengths (violet-blue-green light). Black dots represent reported peak sensitivities. (Source: National Light Pollution Guidelines for Wildlife, 2020)

the risk of obesity.¹⁶

- There is a significant correlation between prostate cancer incidence and ALAN.^{17 18}
- There is a potential relationship between breast cancer and ALAN.^{19 20}
- There is a direct correlation between ALAN and fatigue.²¹
- In an observational study of health, young adults, a direct link between ALAN and diabetes was established.²²
- Loss of sleep due to ALAN impedes attention capacity in the morning^{23 24 25 26}

The impacts of ALAN on individual health varies, however, with some individuals highly effected, while others demonstrate less impacts.^{27 28}

There is recognition on the importance of supporting equal access for all people to the city. Barriers for access to the city for people with autism more generally also relate to lighting and noise.²⁹

The brightness and colour spectrum of the light must also be taken into consideration:

- Research also suggests that the longer visible wavelength ranges (the red end of the colour spectrum)

cause less disruption to natural circadian systems than shorter wavelength ranges (blue light) in conditions when daylight is not present.³⁰

- Maintaining complete darkness throughout the night is critical.³¹

The highest number of complaints about signage in the city come from residents living in apartment buildings near illuminated signs where the brightness of the light is disrupting their sleep³². There is no data, however, available at present on the amount of light that is reaching into apartment living spaces.

IMPACTS OF ALAN ON ECOLOGY

Humans and animals see light differently (refer Figure 9). This illustrates the different animal groups and what they can see. For example, fish are sensitive to (can see) UV light and up into the green.

In a bid to improve energy efficiency, many sources of artificial light have replaced traditional lighting technologies such as high-pressure sodium (HPS) vapour lamps that emit “yellow” light for LED displays that emit “white” light. These white-light limiting LEDs have been shown to be more disruptive to insects.³³ Manipulating the colour temperate of LED lights (from white to blue-green) has been shown to minimise deleterious ecological impacts.³⁴

All white LED lights contain blue light. The circadian cycle of many species is negatively impacted because they are sensitive to this violet-blue light. There is extensive evidence that blue light has a detrimental impact on flora and fauna.

The research base has increased significantly in the last 10-15 years on this topic. It demonstrates that light pollution can impact microbes, plants, insects, amphibians, reptiles, crustaceans, fish, birds and mammals. Light pollution interrupts

16 Lai et al., 2020
 17 Rybnikova, Haim & Portnov, 2017
 18 Garcia-Saenz et al., 2018
 19 James et al., 2017
 20 Garcia-Saenz et al., 2018
 21 Weinert et al., 2017
 22 Hu et al, 2016
 23 Cajochen et al, 2011
 24 Cheng et al, 2015
 25 Green et al, 2017
 26 Green et al, 2018
 27 Patel, 2019
 28 Phillips et al., 2019
 29 Amaze, 2017

30 Lucas, R. 2014
 31 Walker, 2017, p270
 32 Advice from City of Melbourne enforcement officer, June 2020.
 33 Pawson et al, 2013
 34 Pawson & Bader, 2014

the foraging³⁵, migration³⁶ and breeding patterns³⁷ of animals and the growing cycle of plants^{38 39 40 41 42 43 44}.

On a promising note, a recent study into the impacts of ALAN on avian migration found that behavioural disruptions disappeared once the lights were extinguished, suggesting that even selectively removing certain light sources at night can significantly minimise problems.⁴⁵

Its also important to understand that all commercial instruments are photometric - they only measure light that is visible to humans. This means that typically we are not measuring the light that impacts wildlife.

Violet-blue light also scatters effectively into the sky causing sky glow. This effects animals that are active at night, for example birds and moths which can also impact other animals. For example, the attraction of city lights for bogong moths has disrupted the essential food source for the endangered mountain pygmy possum.

Considering the variability of species and impacts, it is difficult to set prescriptive limits on lights to manage impacts on all animals

RELATIONSHIP BETWEEN LIGHT SOURCE AND ALAN

A full-size electronic billboard emitting 50 nits of lightness can be seen from 1.6km away.⁴⁶ The much higher levels of light emission that digital billboards typically generate over and beyond conventionally lit signs can generate both more lateral and upwards light emission. This is a problem because that makes digital billboards more visible - and thus potentially detrimental to - wildlife at longer distances.⁴⁷

35 Lewanzik & Vogit, 2014

36 Van Doren et al, 2017

37 Van Geffen et al, 2014

38 Wang et al, 2010 - negative effects on plant greening

39 Yang et al, 2017 - negative effects on plant greening

40 Brelsford & Robson, 2018 - negative effects on budburst

41 Guo et al, 2008 - negative effects photoperiodic flowering

42 Mao et al, 2005 - negative effects on stomatal opening

43 Kang et al, 2009 - negative effects on stomatal opening

44 Zeng et al, 2010 - negative effects on root development

45 Van Doren et al, 2017

46 International Dark Sky Association (IDA)

47 Luginbuhl, Boley & Davis, 2014

The illumination level of projected signs can be lower than LED-type signs. In the case of *Lumen Billboards Pty Ltd v Melbourne CC* [2019], the Tribunal found that the projected sign would be 'less likely to dominate its environment than a similarly sized conventional sign'. In addition it would 'leave the daytime experience unaffected, allowing the nearby civic buildings to remain dominant'.

CITY OF MELBOURNE AND ALAN

The negative impacts of ALAN on ecology and biodiversity have been recognised by the City of Melbourne in existing strategic documents⁴⁸. As part of Nature in the City Strategy, City of Melbourne will partner with a range of stakeholders to conduct research and monitoring of the impact of ALAN in the city.

48 City of Melbourne, 2017

Signage is meaningless without an audience.

THE RELATIONSHIP BETWEEN ALAN AND PEDESTRIAN ACTIVITY

To consider how to balance the positive contribution of artificially lit signage (the colour and vitality it brings) with the negative impacts on biodiversity and health, it is useful to analyse when people are in the city. This is readily available via the City of Melbourne's pedestrian data counts. Pedestrian activity varies throughout the year, over a week and within a day, however in general the city is quieter at night and far more active during the day.

BOURKE STREET NORTH

The analysis of activity in the centre of the city (in Bourke Street in the retail core) shows that pedestrian levels drop below 200 people per hour (approximately 3 people per minute) at the following times:

- Across the whole year between 1am and 6am.
- Weekdays (Monday - Thursday):
 - » Between midnight and 7am in Spring
 - » Between midnight and 6am in Summer
 - » Between 11pm and 7am in Autumn and Winter
- Weekends (Friday - Sunday):
 - » Between 11pm and 7am in Spring
 - » Between 1am and 6am in Summer
 - » Between 1am and 7am in Autumn
 - » Between midnight and 7am in Winter

This is illustrated below in Figure 12 (weekdays) and Figure 13 (weekends). This highlights an opportunity to reduce the impact of artificial light at night by switching off above-ground signage that does not play a key role in legibility or safety within the city when people are not there to see it. Aligning this with the pedestrian activity data demonstrates that this could occur in the central city:

- Weekdays (Monday to Thursday nights) - Between midnight and sunrise
- Weekends (Friday, Saturday and Sunday nights)- Between 1am and sunrise

DOCKLANDS

The analysis of activity in Docklands shows that pedestrian levels drop below 200 people per hour (approximately 3 people per minute) at the following times:

- Across the whole year between 11pm and 7am.
- Weekdays (Monday - Thursday):
 - » Between 10pm and 8am in Spring and Winter
 - » Between 11pm and 8am in Summer and Autumn
- Weekends (Friday - Sunday):
 - » Between 11pm and 8am in Spring, Summer and Winter
 - » Between 11pm and 7am in Autumn

This is illustrated below in Figure 18 (weekdays) and Figure 19 (weekends). Aligning the illumination of signage with the pedestrian activity data demonstrates that illuminated above-ground signage should be switched off within the Docklands to mitigate adverse impacts between 11pm and sunrise across the week and year.

A detailed breakdown of the pedestrian data analysis is provided in Appendix E.

GROUND LEVEL SIGNAGE SHOULD REMAIN ON

Ground-level signage plays an important role in creating a sense of safety, legibility and activity in the city at night, and legibility across night-time hours and should remain on to achieve this.

EXCEPTIONS FOR ABOVE GROUND LEVEL SIGNAGE

Above-ground business identification signage for businesses that are still operating during these times (e.g. hotels, hospitality venues) should also remain on for the same reasons when these businesses are open.

PERIODS OF THE DAY WITH LESS THAN 200 PEOPLE PER HOUR

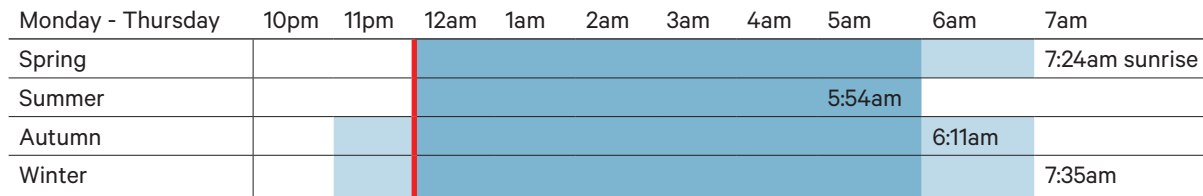


Figure 10. Times of pedestrian inactivity across Monday - Thursday (pedestrian counts fall below 200 people per hour measured in the retail core - Bourke Street North pedestrian counter data)



Figure 11. Times of pedestrian inactivity across Friday - Sunday (blue times show when pedestrian counts fall below 200 people per hour measured in the retail core - Bourke Street North pedestrian counter data). Sunrise times shows at the solstice/equinox

- Pedestrian activity falls below 200 people per hour - inconsistent times across the seasons
 - Pedestrian activity consistently falls below 200 people per hour across the year
 - | Alignment of when pedestrian activity falls below 200 people per hour across the year
- '7:24 sunrise'- Time of sunrise across the year noted for each season.

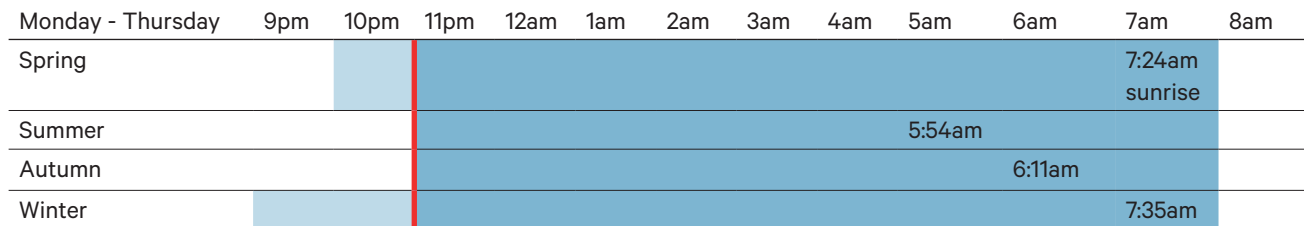


Figure 12. Times of pedestrian inactivity across Monday - Thursday when pedestrian counts fall below 200 people per hour measured in the Docklands (New Quay pedestrian counter data). Sunrise times shows at the solstice/equinox.

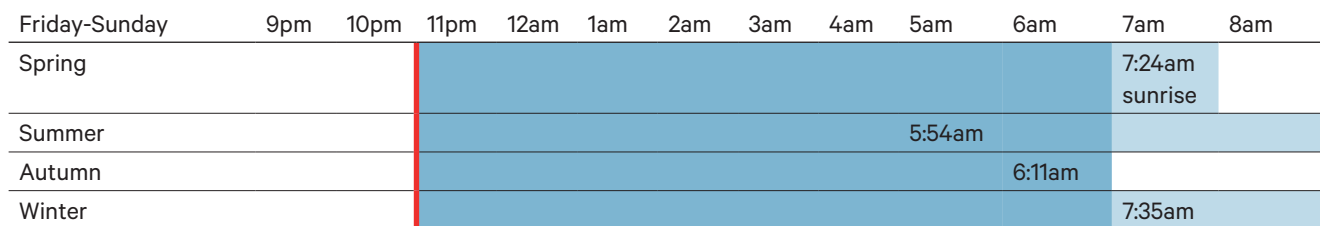


Figure 13. Times of pedestrian inactivity across Friday - Sunday when pedestrian counts fall below 200 people per hour measured in the Docklands (New Quay pedestrian counter data). Sunrise times shows at the solstice/equinox.



Image 2. Large artificially lit signage facing Bourke Street Mall (at the intersection with Swanston Street). This image was taken during lockdown and represents what it's like in this location between 1am and 6am across the year. Very few people are present to view the signage and yet the lightspill is significant.

Recommendations

+ POLICY UPDATES

PU4: PLACE-BASED LIGHTING REQUIREMENTS

Develop a finer grain of obtrusive lighting requirements that respond to the location and place-specific outcomes through the introduction of the following approach and requirements.

Establish three signage areas:

- Capital City Zone
- Docklands, Commercial 1 & 2 and Industrial areas
- Mixed Use areas and residential areas

In each location, set lighting requirements that control signage for above ground and ground level conditions:

- Luminance (the apparent brightness of a sign)
- Illuminance (the amount of light that falls onto surfaces around a sign)
- Time of illumination (the period during which a sign can be switched on/off)
- Spectral Power Distribution (the colour of light produced by a sign)

The maximum lighting levels should be aligned with the recently updated Australian Standard 4282. In controlling luminance and illuminance, a modified curfew and non-curfew approach is proposed as follows:

- Align curfew and non-curfew periods with sunrise and sunset, rather than a fixed time of 6am and 11pm. This approach takes into account the different periods of day and night across seasonal changes in the year.

To minimise the impact of ALAN in the city, above-ground illuminated signage within the capital city zoned areas of the city should be turned off at the following times:

- Weekdays (Monday to Thursday nights) - Between midnight and sunrise
- Weekends (Friday, Saturday and Sunday nights)- Between 1am and sunrise

In all other areas of the city where pedestrian activity at night is even lower, then the above-ground illuminated signage should be switched off between 11pm and sunrise throughout the week.

Business identification signage in all areas where the premises are open would be exempt.

The differences between the Australian Standard approach and the recommended approach are illustrated in Figure 12.

For floodlit signs, no upward facing light sources are permitted. All light sources should be shielded so that glare does not extend beyond the advertisement.

PU5: DYNAMICALLY CONTROLLED LIGHTING

In line with global best practice, include the following additional requirements in all locations:

- Be dimmable in operation and dynamically controlled.
- Require all electronic, animated and internally illuminated signage to incorporate an astronomical time clock to allow for the transition in lighting levels through from the maximum non-curfew to curfew allowances.
- To manage the spectral power distribution (the colour of light produced by a sign) all signage during curfew hours should have a melanopic over photopic lux ratio of less than 0.35.

Maximum luminance and illuminance levels are to be in accordance with Table 2 for signage above ground, and Table 3 for signage at ground level. This approach recognises the different impacts of ALAN on people within the city, and the immediate and direct impacts that ground level lighting has on the experience in the public realm. It also considers the brightness of surfaces within specific environments zones within City of Melbourne.

Managing the lighting impacts from signage above ground level

CURRENT APPROACH

In Australian standard 4282 differing lighting levels are deemed acceptable during curfew 'night-time' and non-curfew 'daytime' hours. This does not take into account seasonal changes across the year nor whether there is an audience for the signage.

RECOMMENDED APPROACH

Adopt Australian standard 4282 differing light levels but apply a time-based approach that aligns more directly with the levels of light across the day/night cycle, and the levels of pedestrian activity in each area. Turn off some signage during night-time hours when there is little to no activity.

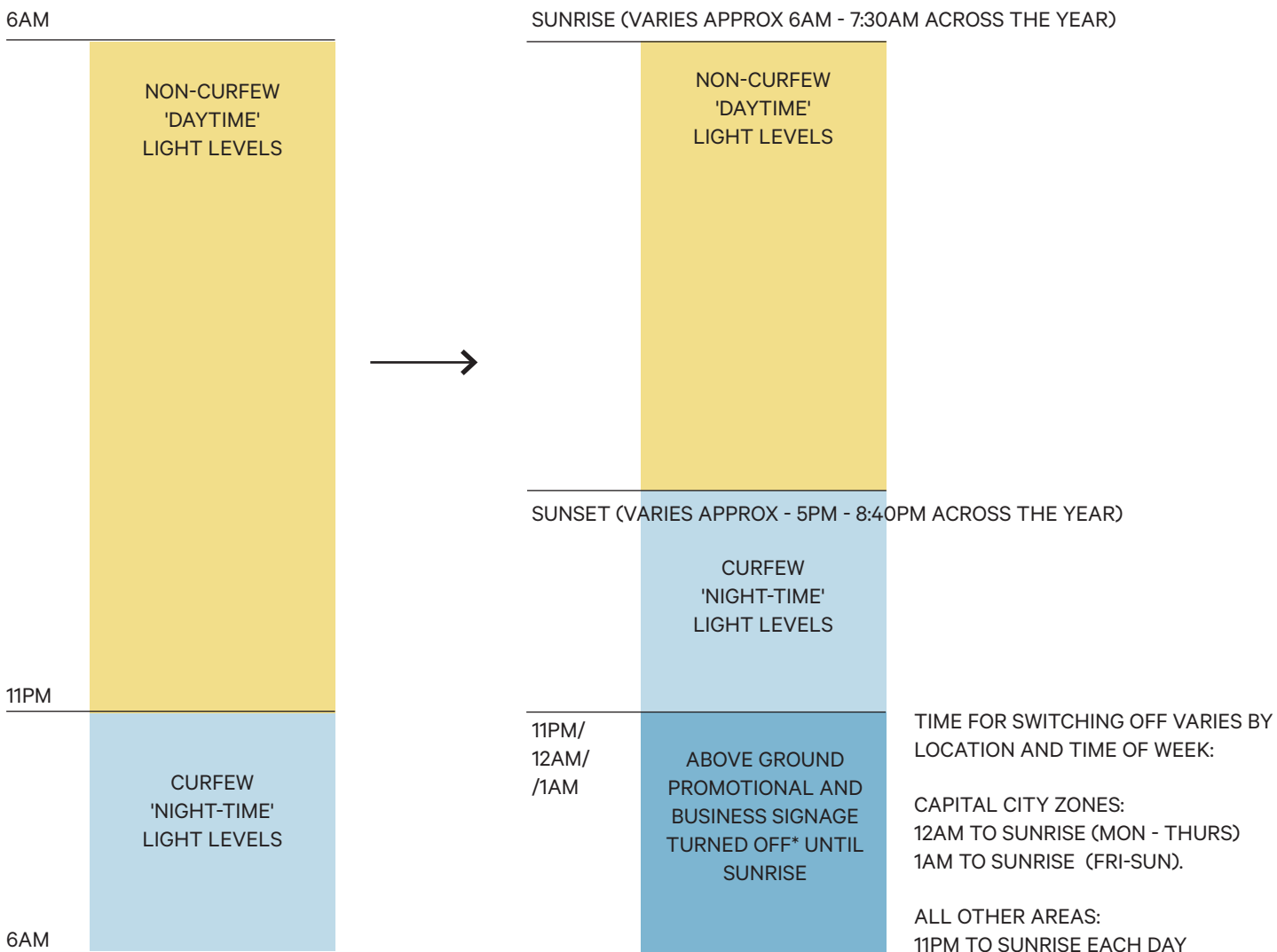


Figure 14. Two different approaches to managing the impacts of ALAN - the current Australian Standards model (left) and the recommended approach (right).

Above ground-level signage

LIGHTING REQUIREMENTS WHEN SIGNAGE IS ILLUMINATED (I.E. 'TURNED ON')						TIME WHEN ELECTRONIC, ANIMATED, INTERNALLY ILLUMINATED AND FLOODLIT SIGNAGE IS NOT ILLUMINATED (I.E, "TURNED OFF")	
LOCATION	RELEVANT SIGNAGE CATEGORY IN CLAUSE 52.05	AUSTRALIAN STANDARD AS 4282 AREA	MAXIMUM LUMINANCE (CURFEW) *	MAXIMUM LUMINANCE (NON-CURFEW)	MAXIMUM VERTICAL ILLUMINANCE LEVELS (CURFEW) *	MAXIMUM VERTICAL ILLUMINANCE LEVELS (NON-CURFEW) *	
CAPITAL CITY ZONES	N/A	Area 4 - High district brightness	350 cd/m ²		5 lux	25 lux	Weekdays (Monday - Thursday nights): Midnight to sunrise Weekends (Friday-Sunday nights): 1am and sunrise. All business identification signage is exempt while a premises is open.
DOCKLANDS, COMMERCIAL ZONES 1 & 2 AND INDUSTRIAL ZONES	COMMERCIAL AREAS (1) AND OFFICE AND INDUSTRIAL (2), WITH EXCEPTION OF DOCKLANDS		350 cd/m ²	6,000 cd/m ² (all locations) 6,000 cd/m ² (all locations)	5 lux	25 lux	All nights of the week: 11pm to sunrise. All business identification signage is exempt while a premises is open.
RESIDENTIAL AND OTHER SENSITIVE USES	HIGH AMENITY AREAS (3) AND SENSITIVE AREAS (4)	Area A3 - Suburban areas in towns and cities	250 cd/m ²		2 lux	10 lux	All business identification signage is exempt while a premises is open.

ALL AREAS Maximum luminance and vertical illuminance values are to be calculated in accordance with AS1158 & AS4282 guidelines.

To manage the spectral power distribution (the colour of light produced by a sign) all signage during the curfew hours should have a melanopic over photopic lux ratio of less than 0.35.

Melanopic lux is the light metric weighted to the ipRGCs receptors and measures the biological effects of light on humans. Photopic lux or traditional illuminance is the light metric derived from the average response to the three color vision receptors or cones. M/P ratio is the relationship between melanopic lux and photopic lux levels.

* Aligns with Australian Standards 4282

Table 2. Recommended lighting requirements for above ground level electronic, animated, internally illuminated and floodlit signage

Ground-level signage

CURFEW HOURS

LOCATION	RELEVANT SIGNAGE CATEGORY IN CLAUSE 52.05	AREA*	MAXIMUM VERTICAL ILLUMINANCE LEVELS (LUX) GROUND LEVEL ILLUMINATED SIGNAGE WITHIN SHOPFRONT (Refer to Figure 15)	MAXIMUM VERTICAL ILLUMINANCE LEVELS (LUX) ILLUMINATED SIGNAGE AT GROUND LEVEL WITHIN PUBLIC SPACES (Refer to Figure 16)
CAPITAL CITY ZONES	N/A	Area 4 - High district brightness	100	100
DOCKLANDS, COMMERCIAL ZONES 1 & 2 AND INDUSTRIAL ZONES AND	COMMERCIAL AREAS (1) AND OFFICE AND INDUSTRIAL (2), WITH EXCEPTION OF DOCKLANDS	Area 4 - High district brightness	70	70
RESIDENTIAL AND OTHER SENSITIVE USES	HIGH AMENITY AREAS (3) AND SENSITIVE AREAS (4)	Area A3 - Suburban areas in towns and cities	50	50
ALL AREAS		<p>If the existing vertical illuminance value measured onsite in the location illustrated during curfew period is equal to or exceeds the value stated in Table 2 for the relevant area, no additional illumination contribution is permitted from new signage.</p> <p>Illuminance levels on site are to be measured with appropriate devices as outlined in AS4282. Illuminance levels from signage are to be calculated through AGI32 or DIALux software and verified onsite post installation.</p>		

NON-CURFEW HOURS

ALL AREAS A maximum luminance level of 4000 cd/m² applies.

*Areas outlined in accordance with AS4282.

Table 3. Recommended lighting requirements for ground level electronic, animated and internally illuminated signage

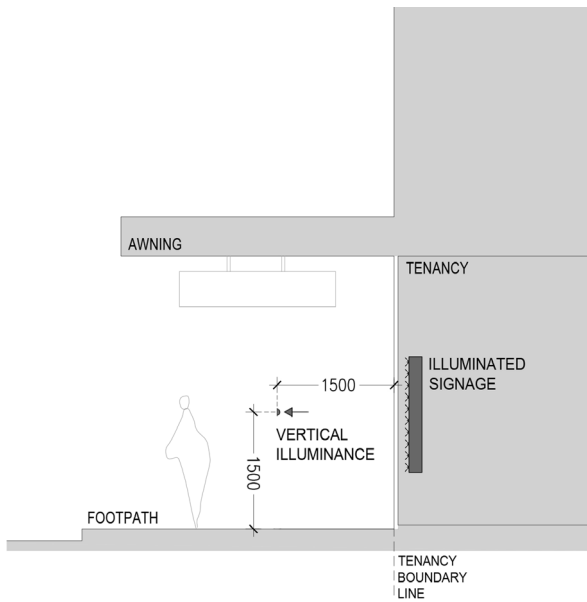


Figure 15. Internal ground level illuminated signage within a shopfront - location of measurement of ALAN impacts

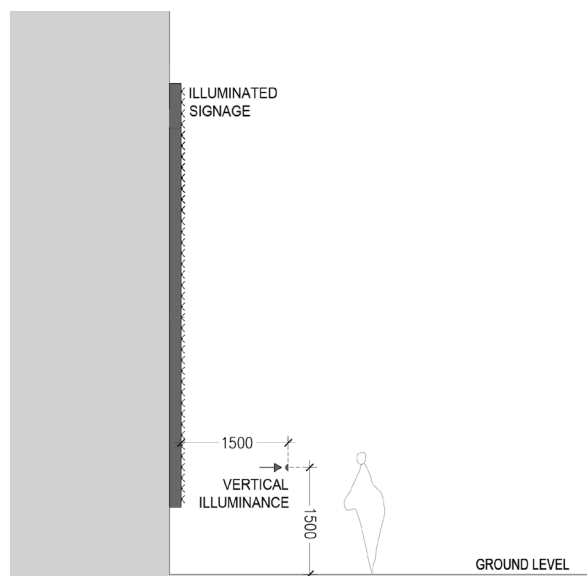


Figure 16. Location of measurement for illuminated signage within public space.

+ TRACKING AND MONITORING

TM1: EVIDENCE BASE OF ALAN IN THE CITY

Document and monitor ALAN in the city in the following locations to better understand and track the impacts of ALAN:

- Within dwellings, particularly in the Capital City Zone
- In key public spaces - parks, squares and streets

+ FURTHER WORK

FW2: FACADE LIGHTING

To ensure a comprehensive approach to managing the impacts of ALAN prepare a lighting facade policy for the City of Melbourne that aligns with the approach and principles recommended in this study.

Issue 3. Digital content is easily manipulated & can enhance or detract from the experience of visiting and living in the city.

Overview

Digital content is a term used to describe the material that is included on digital displays. The content can be static or full motion (see Key Concepts). Digital content is highly malleable, with all digital displays having the potential to display full motion content.

What is known about this issue?

ACCESSIBILITY & DISCOMFORT

The physical, built environment is not just a receptacle through which people move. The design of the environment has a direct impact on who can access physical space. This is generally well-understood in regards to physical disabilities, for example, through requirements for ramps to support those with mobility impairments. There are less visible impairments which are cognitive and sensory in nature, for example autism. Over-stimulation can trigger sensory difficulties; the use of lighting effects, such as flashing or strobing can negatively impact a person with auditory or hypersensitivity.¹

A recent study in Taiwan examined the impact of flickering cycles of digital billboards on the visual fatigue of residents in a reading room adjacent to these billboards. They found that when flickering cycles were below four seconds, a strong proportion of residents in the reading room reported unbearable eye disturbances caused by the signs. The researchers recommended a minimum dwell time of four seconds, after which they found that 80% of the subjects tested could bear the disturbance.²

This issue is recognised in the Australian Standards for obtrusive lighting which outlines guidance for illuminated signage: 'where the graphical content or colours can change, the dwell time of the image shall be 10 seconds or more, and the average luminance shall change by less than 30% on the change of the image.'

This requirement technically prohibits the display of all full motion content on digital signage units that are visible from transport corridors and residential dwellings.

DRIVER SAFETY

- Drivers gazed significantly longer at digital billboards than standard ones and in some cases, especially at night, twice as much.³
- Digital billboards placed at complicated traffic locations, e.g. intersections, were a significant factor for increasing driver distraction.⁴
- Drivers exposed to two digital billboards (with little other signage) reported three significant findings: a significantly higher number of drivers who shifted their gaze to billboards; a significantly higher amount of time that drivers spent looking at billboards; and a significantly higher amount of time that drivers spent looking off the road.⁵
- An American study examining the effects that a no billboard condition, a 250 foot billboard, and a 500 foot billboard had on visual behaviour of drivers using a simulator across age groups (teens, middle adults, older adults). They found that overall, teenage drivers looked at billboards for a significantly greater amount of time than middle or older age groups; and that aside from the eldest age group people spent more time looking at billboards with transitions than static ones.⁶
- A comprehensive study across thirty-six sites in Alabama and Florida found that overall crash rates in areas where there were digital billboards were 25% -29% higher.⁷

GRAPHICAL CONTENT REQUIREMENTS

The Australian standard 4282 outlines that illuminated signage where the graphical content or colours can change, the dwell time of the image shall be 10 seconds or more, and the average luminance shall change by less than 30% on the change of the image. This requirement technically prohibits the display of all full motion content on digital signage units that are visible from transport corridors and residential dwellings. Full motion content that is presently displayed in these zones, is done so through a lack of auditing or monitoring from the relevant authorities and the issuing of documentation to the signage operator querying the display of full motion content.

1 Sanches, Vazquez & Serrano, 2011

2 Ho et al, 2013

3 Perez et al, 2012

4 Sheykhfard et al, 2020

5 Bellyusar et al, 2016

6 Stavrinou et al. 2016

7 Sisiopiku et al. 2015

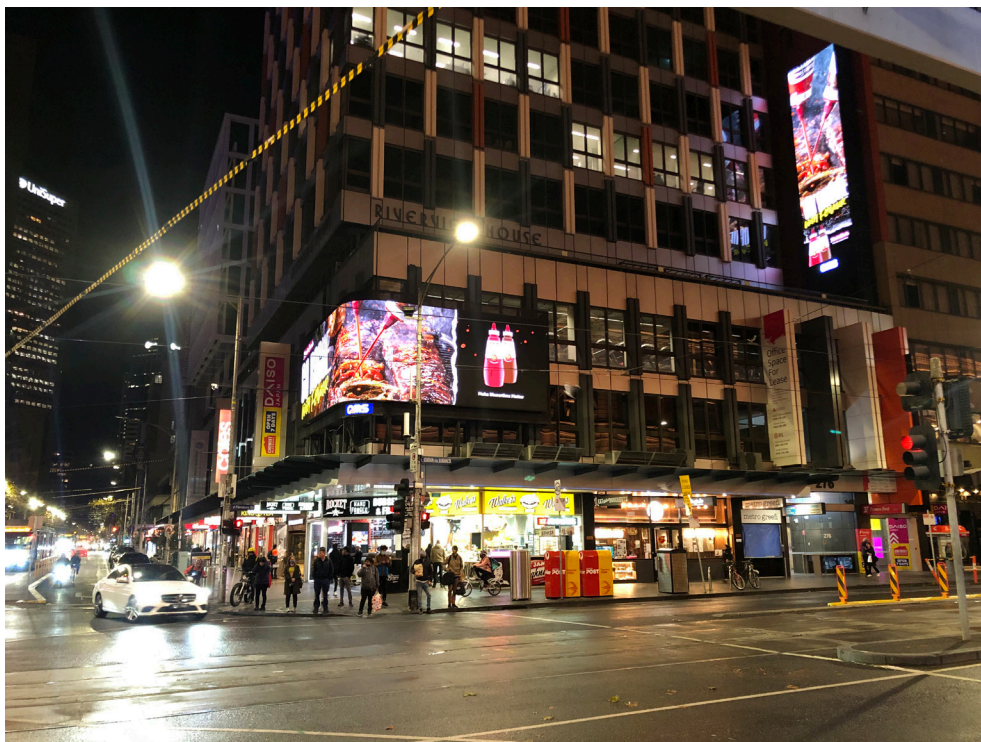
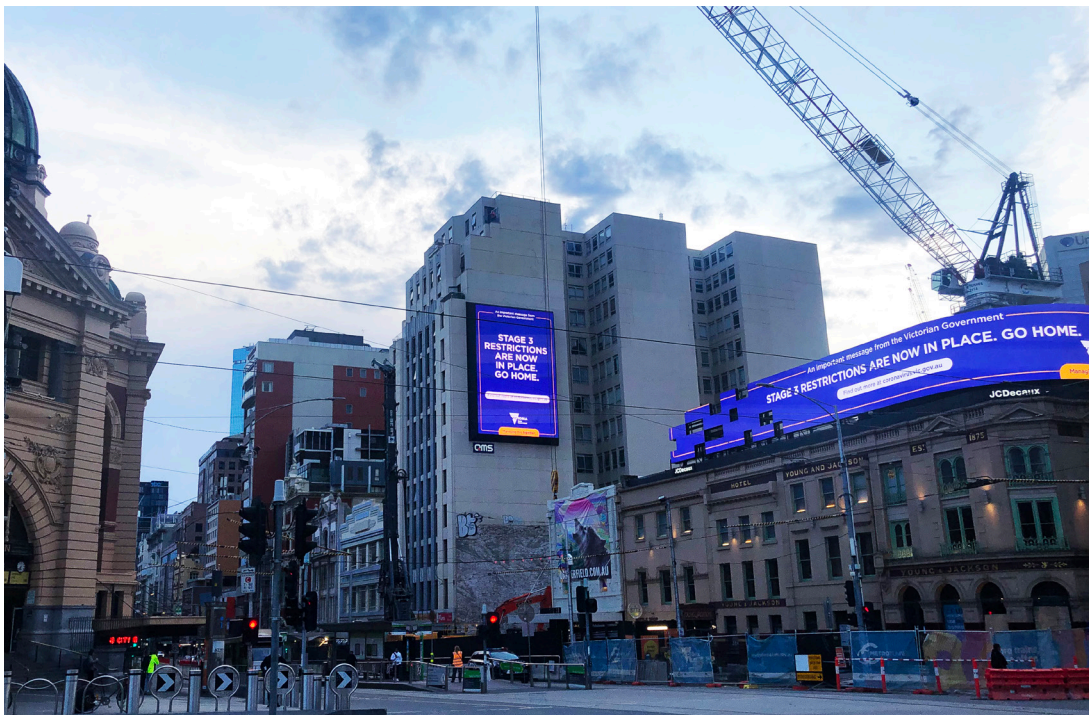


Image 3. Changing static images on major promotional signs at the corner of Flinders Street and Elizabeth Street. The change in colour content from a predominantly white add one with limited white areas creates a distracting and obtrusive effect.



Image 4. Augmented reality in OOH, JCDecaux, 2020 (Image credit:



TBA)

Image 5. Digital content focused on public health messages during COVID pandemic.

How is digital content changing?

Recent technological advances are transforming the relationship between digital content and audiences.

ADVERTISING TRENDS

The capacity to readily updated digital content is informing a range of trends, including:

- Bespoke content - content curated specifically for a display in a particular location. The increasing popularity of full motion content being displayed on mobile devices, computers and OOH networks, has led audiences to become more de-sensitised and more difficult to engage and retain. Bespoke content aims to address this by curating location-specific content that is often playful and unexpected. For example, a recent installation in Changi Airport used digital content to mimic building facades. These transition to digital motion content which displays pre-recorded scenes which seem to be happening within the spaces behind the facade.
- Global content campaigns - multinational media companies are rapidly expanding the size of their OOH asset portfolios and creating large digital signage networks across cities both nationally and internationally. JCDecaux and oOH!media together now own and control over 50% of Australia's OOH assets. Direct access to large OOH digital display networks allow for the curation and running of global advertising campaigns on demand.⁸ It has been argued that the excessive encroachment of promotional signage is creating a sense of 'placelessness', where everyplace feels and looks the same no matter where you go.
- Three dimensionally mapped content - With the use of 3d modelling software the external environment can be accurately recreated virtually, from which digital content can be created to run seamlessly across multiple surfaces. This means that any surface can be used to create specific curated content that transforms to the building or landscape surface.

DIGITAL PROJECTIONS

Digital projections are increasingly part of cultural events and advertising trends. Events such as White Night, in which full motion content is displayed across the city, form an engaging and entertaining environment for visitors. This content is predominantly artistic, temporary, and demonstrates that creatively curated content can provide opportunities for delight and interest in the city.

AUGMENTED REALITY (AR)

Augmented reality content shows a perspective in reality and superimposes digital content within this perspective. An example is illustrated in Image 2. This campaign superimposed dinosaurs into the camera view taken from the signage unit to heighten impact and engagement with audiences while promoting new consumer products through branded content.⁹ AR content displays can promote the transfer of imagery or video to the mobile devices of its audience and in doing so collate user data sets.

DATA DRIVEN CONTENT AND SURVEILLANCE

Real time image recognition software can detect age, gender and emotional data from an audience.¹⁰ This process can survey an entire audience at a particular location in real time to deliver content that is most impactful and relevant based on the data set attained.

EYE TRACKING

Eye tracking software can assess which signs or what content is being viewed by an audience and for how long. A recent study demonstrated that OOH displays perform better at attracting and retaining audiences attention than desktop or mobile platforms.¹¹

Recent studies in the UK demonstrate through monitoring human brainwave activity that full motion content is 2.5 times more engaging than static digital content.¹² This has led to a dramatic increase in the production and display of full motion content on digital signage units.

9 Digital Signage Connection, 2019

10 Sighthound, 2020

11 JCDecaux, 2018

12 Ocean Outdoor, 2020

8 PWC Australia, 2019

Adopted principles

The city is for all people - digital content should not impair anyone's health or their capacity to navigate the urban environment.

Animated content should be avoided as it has too high an impact on resident health and pedestrian and driver safety.

Animated content should only be supported for temporary community and cultural events and festivals in the entertainment district of the city and when the potential impacts to residents, pedestrians and drivers can be mitigated.

Individual privacy should not be compromised through signage technology.

The local character and specific attributes of a place should be celebrated and enhanced through signage.

Recommendations

+ POLICY UPDATES

PU6: SIGNAGE SURVEILLANCE

For all signage, prohibit hardware and software which enables active surveillance of, and transmission or receipt of data from audiences and passers-by including vehicles, cyclists and pedestrians within the city.

PU7: PLACE-BASED DIGITAL CONTENT

In each signage district, set requirements that control digital content including:

- Degree of animation
- Dwell time for static images

The requirements should vary by location as follows:

<u>Capital City Zones</u>	
Full motion (animated / video) content	Not allowed as per Australian Standard 4282. Exceptions apply for temporary permits that support curated content for community and cultural events, and temporary activations.
Dwell time (for static images)	Minimum of 10 seconds as per Australian Standard 4282
<u>All other areas</u>	
Full motion (animated / video) content	Not allowed as per Australian Standard 4282
Dwell time (for static images)	30 seconds. This is current practice in the City of Melbourne and creates a pedestrian experience that is distinct from the vitality and colour expected in the capital city zone.

Table 4. Proposed requirements for digital content

Issue 4. Poorly designed signage reduces the quality and experience of Melbourne's celebrated streets, laneways and architecture.

Overview

The success of the city is directly dependent on the quality of the pedestrian experience. Melbourne is internationally renowned as a leader in urban design. This has been established through a comprehensive program of public realm improvements as well as planning policies that regulate the interface between buildings and streets/other public spaces. This success has been documented over the past 20 years.¹

Some forms of signage are compromising the pedestrian experience within high pedestrian areas of the city. This is due to:

- Obtrusive impacts of electronic, animated and internally illuminated signs
- Excessive number of signs within a location
- The positioning of signage within footpaths and other pedestrianised spaces.
- Signs that are incompatible or detract from the unique or significant character of the area.
- Use of public hoardings as promotional signage

This is compromising the attractiveness of the city centre for pedestrians. The central city economy is dependent on a walkable and attractive pedestrian experience.²

Signage at the ground level and mid-levels of buildings (first - 5th floor) have the most direct impact on the pedestrian experience (see Figure 19).

The concept of visual pollution - the degradation of the 'visual quality' of a space³ - has been popularised globally.⁴ Outdoor advertising is strongly connected with people's perception of visual pollution across many empirical studies.^{5 6 7 8 9 10}

In addition to the impact of the overall number of signs in a given location, there is often a poor relationship between the design/placement of signage and the architecture which undermines the quality of the city's character and identity.

What is the evidence?

SIGNAGE THAT OBSTRUCTS THE FOOTPATH

Free-standing signs in public space obstruct the footpath, contribute to street clutter and are distracting to pedestrians as they are directly located at eye-level. These include signage located in telephone boxes, tram stops and free-standing council signage. This is increasingly problematic as pedestrian volumes increase in the city creating additional pressure on footpaths.

EXCESSIVE BUSINESS IDENTIFICATION SIGNAGE

Many buildings have excessive business identification signage with upwards of 4 business identification signs on a single building. This unnecessary duplication of signage contributes to visual clutter and effectively is often advertising under the guise of business identification.

SIGNAGE THAT DISTRACTS PEDESTRIANS

Digital, animated, and illuminated signage is distracting to pedestrians particularly when it is located at eye level. When these signs are very bright, change rapidly or are constantly in motion, they are very stimulating and distracting for pedestrians. This stimulation can contribute to stress, particularly in locations where there are high volumes of pedestrians. These highly stimulating types of signage also reduce people's ability to disengage from the content; this is especially true of advertisements which are screened across multiple digital platforms.

Signs that illuminated 24/7 can be distracting to pedestrians, waste energy and generate unnecessary levels of light pollution.

SIGNAGE THAT DETRACTS FROM CHARACTER

Signage can make a positive contribution to the street and it is important to acknowledge areas in which signage is fundamental to the character of a precinct. This is particularly true of areas with publicly accessible uses such as restaurants and shops. In other areas, signage can start to detract from character if it an area becomes dominated by advertising or excessive building identification signage - this is then perceived as visual pollution. Further to this, public spaces which people spend longer periods of time in should be protected from excessive advertising as people use these spaces for respite.

Visual pollution has become an increasingly important concept, one which government should take seriously in their urban planning designs. A recent study showed that cities do not need to remove all their signage in order to safeguard peoples' 'right' to visual beauty. Rather, people have a limit whereby signage that exceeds a certain point becomes a problem.¹¹

1 City of Melbourne, 2015 Places for People

2 City of Melbourne, 2019, Transport Strategy

3 Portella, 2016

4 Baker, 2007

5 Jana & De, 2015

6 Wakil et al, 2019

7 Chmielewski et al, 2016

8 Portella, 2016

9 Demet, 2011

10 Florentina, 2015
Hodyl & Co - City of Melbourne Signage Policy Review

11 Chmielewski et al, 2016

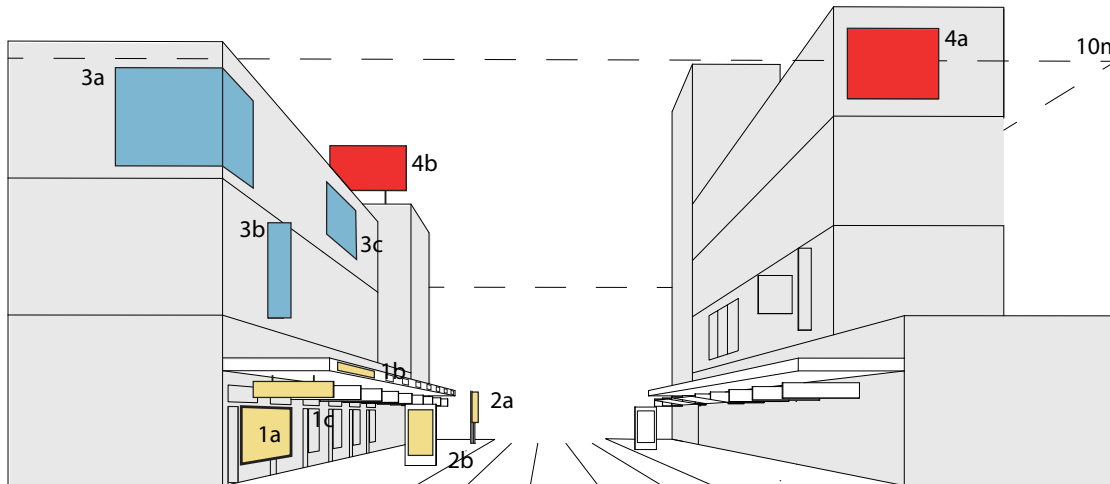


Figure 17.
Signage types and
locations

ABOVE-VERANDAH SIGN

A sign above a verandah or, if no verandah, that is more than 3.7 metres above pavement level, and which projects more than 0.3 metre outside the site.

BUSINESS IDENTIFICATION SIGN

A sign that provides business identification information about a business or industry on the land where it is displayed. The information may include the name of the business or building, the street number of the business premises, the nature of the business, a business logo or other business identification information

HIGH-WALL SIGN

A sign on the wall of a building so that part of it is more than 10 metres above the ground.

PANEL SIGN

A sign with an advertisement area exceeding 10 square metres

SKY SIGN

A sign:

- On or above the roof of a building, but not a verandah;
- Fixed to the wall of a building and which projects above the wall; or
- Fixed to a structure (not a building) so that part of it is more than 7 metres above the ground.

SIGN

Includes a structure specifically built to support a sign

ELECTRONIC SIGN

An illuminated or animated sign

G GROUND LEVEL SIGNS

1a Business Identification - Window signage

1b Business Identification - Fascia signage

1c Business Identification - Under awning signage

GROUND LEVEL - FREE STANDING SIGNS

2a Pole sign

2b Display sign (includes electronic display)

M MID - LEVEL SIGNAGE (L1 & L2)

3a Major Promotion sign

3b Above Verandah sign

3c Panel sign

H HIGH - LEVEL SIGNAGE (L3 AND ABOVE)

H 4a High-wall sign

4b Sky Sign

SIGNAGE THAT IS NOT INTEGRATED WITH THE ARCHITECTURE

Signage that is not integrated with the architecture of the host building detracts from the architecture and comprises both the quality of the street and the internal amenity of the building. There are countless examples of signage that cover the entirety of windows completely obstructing views outwards and inwards. This reduces activation of the streets and compromises internal amenity by decreasing access to daylight internally.

As well as creating amenity issues, signage that is poorly integrated with the architecture of the host building detracts from the design of the original building. This includes signage fixed to heritage buildings where the addition reduces the ability to perceive key heritage attributes such as building parapets or corner details.

In some instances, poor architectural integration can be the result of a poorly design building which doesn't facilitate adequate way-finding and signage strategy in its original design. This demonstrates a failure in the delivery of fit-for-purpose buildings that don't meet the core functional requirements of the internal use, for example, an integrated signage strategy to support business identification for multiple tenancies.

'TEMPORARY' HOARDING SIGNAGE

Hoarding signage generally is large-scale, extensive, and directly abuts the street. Large segments of the streets become inactive for long periods of time and are often dedicated to repetitive signage advertising for construction companies. These hoardings become semi-permanent fixtures of the street due to the long construction periods associated with many of these projects. Further consideration needs to occur of the design of these interfaces to ensure that they make a positive and active contribution to the street.



Image 6. The introduction of Telstra phone terminals installed across footpaths in central Melbourne have reduced footpath capacity and created additional visual stimulus within an often visually cluttered environment.

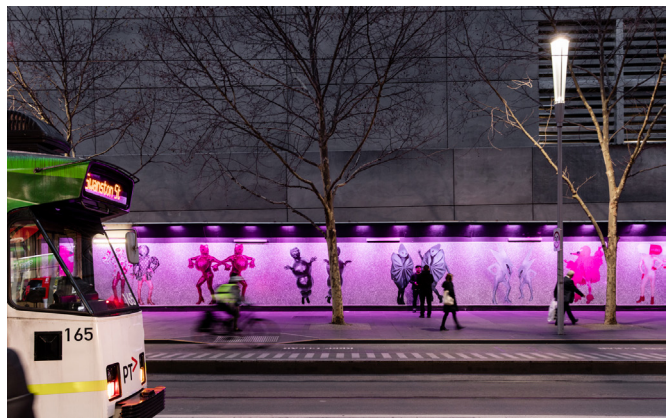


Image 7. Successful integration of public art into hoardings on construction sites that enhances the pedestrian experience over multiple years of construction



Image 8. Poor example of business identification / promotion incorporated into construction hoarding that diminishes the pedestrian experience over multiple years of construction.

KEY SIGNAGE AREAS

It is critical that signage policy is aligned with the context of a place to deliver quality urban design outcomes.

Four key signage areas have been identified:

- Capital City Zone & Docklands
- Commercial and Industrial Areas
- Local Retail and Mixed Use
- Residential and Sensitive

Each Key Signage Area (KSA) has been identified as requiring signage guidelines due to their land use zoning, visual, spatial or social characteristics. Each area corresponds with one or more zones within the Melbourne Planning Scheme. In each of these locations, general design guidance has been provided for preferred signage outcomes and signage outcomes to avoid.

SIGNAGE WITHIN AREAS OF SPECIAL CHARACTER AND SIGNIFICANCE

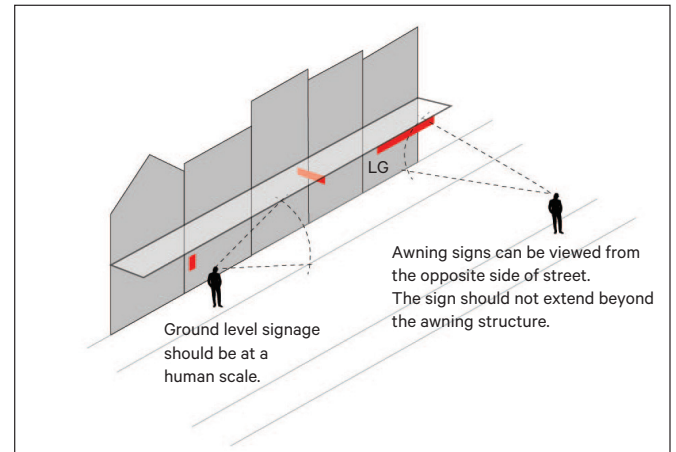
Melbourne is a collection of many different places and unique experiences. There are many identifiable landmarks, important landscapes and heritage precincts. Signage that does not consider the character of the place detracts from the overall value and uniqueness of these important parts of Melbourne. An additional layer of signage guidance is provided for identified areas of special character and significance, responding to the unique characteristics of each area.

STREET SCALE AND VIEW LINES

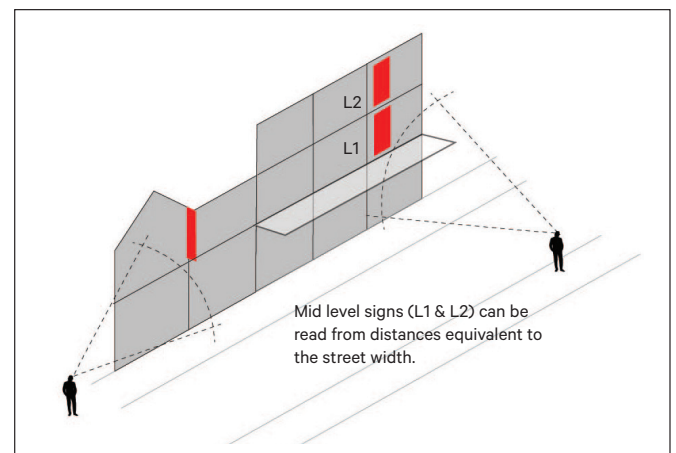
The spatial characteristics of a place are important to consider when determining the size, location and orientation of signage.

The width and proportions of a street and the way people move around and view it influences where signage should be located, the size of the signage and its orientation.

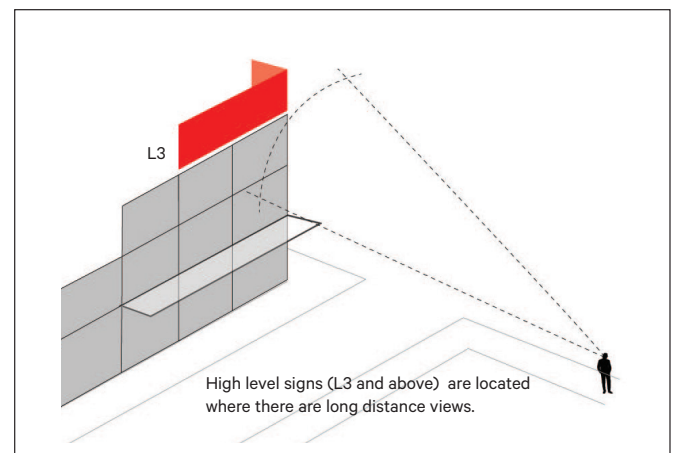
The following text and images provides spatial design guidelines for signage at ground level, mid and high levels.



GROUND LEVEL SIGNAGE



MID LEVEL SIGNAGE



HIGH LEVEL SIGNAGE

Figure 18. Three types of street levels and view lines of signage.

Adopted principles

The following principles have been adopted:

- All signage in the City of Melbourne should enhance the character, navigability and amenity of the area.
- Signage requirements are carefully integrated into the design of new buildings.
- Building facades should not present as de-facto billboards.
- Signage should not restrict or impede pedestrian movement generally, and in particular, in areas of high pedestrian volumes.
- The amount of signage is minimised to avoid visual clutter in the street.

Recommendations

+ POLICY UPDATES

Impacts of lighting from signage should be carefully managed (see recommendations above in Issue 2)

PU8: GROUND FLOOR SHOPFRONTS

Update Clause 15.01-1L-02 to provide greater clarity on the design of signage within ground floor retail and business premises as follows:

- Only one business identification signage per premises, per street frontage facing into the street (excludes awning and under awning signage).
- The size of the electronic signage:
 - » The cumulative effect of all signage should not exceed 15% of the shopfront window areas (for each street frontage) and,
 - » Individual electronic signage in shopfronts should not exceed 1m x 1.8m.

SEE ALSO PU1 WHICH INCLUDES RECOMMENDATIONS FOR GREATER GUIDANCE IN SPECIAL CHARACTER AREAS WITHIN THE CITY.

+ FURTHER WORK

FW3: SIGNAGE DESIGN GUIDELINES

Prepare Signage Design Guidelines that progresses the work to date to complement and support the changes proposed to Clause 15.01-1L-02. (in a similar format to the Urban Design Guidelines for the Central City).

Key guidance should be provided on:

- Four Key Signage Areas
- Identified Special Character Areas
- Examples of successful integration of business identification into new building
- Examples of coherent way-finding and place identification strategy across larger developments.
- Examples of successful integration of business identification into existing buildings (retrofits)
- Design guidance on high wall business identification signage, for example encouragement of individual lettering and size of the sign in proportion to the building scale.
- Design guidance on the placement of promotional signage based on location, context and relationship to the building design:
 - » Within shopfronts
 - » On party walls
 - » High wall signs.
 - » Further guidance on contextual materiality and signage character based on area; i.e. heritage precincts, retail core, Chinatown, etc.

Examples of positive and negative signage outcomes, as well as high level guidance for major promotional signs that has been developed through this study is included on the following pages.

Examples of positive signage outcomes

The photos below provide an illustration of the preferred signage outcome at the three different street scales.



Ground Level

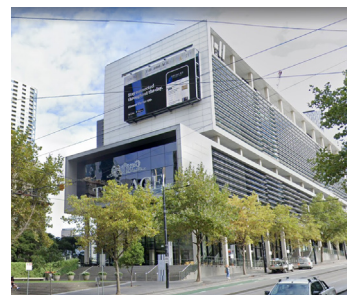


Mid Level



High Level

CCZ, DOCKLANDS,
COMMERCIAL &
INDUSTRIAL AREAS



LOCAL RETAIL &
MIXED USE



Examples of signage outcomes to avoid



The photos below provide an illustration of signage outcomes that should be avoided at the three different street scales.



Ground Level



Mid Level

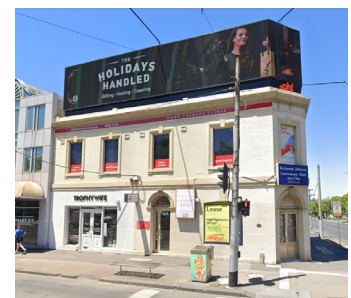
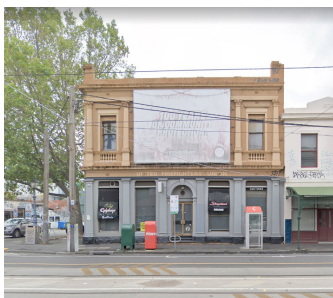


High Level

CCZ, DOCKLANDS,
COMMERCIAL &
INDUSTRIAL AREAS



LOCAL RETAIL &
MIXED USE



High Wall Major Promotional signage

SUITABLE LOCATIONS

Suitable locations for Major Promotional Signage:

- Above 12m (3 storeys)
- Where there are high pedestrian numbers, such as the retail core or around major transport hubs.
- Areas that have a high 'Movement' function.
- Large street intersections where signs can be viewed from a distance and from many vantage points.
- Inactive building facades or party walls, that can be viewed from a distance.

UNSUITABLE LOCATIONS

- Local Retail and Mixed Use and Residential and Sensitive areas.
- Below 12m (3 storeys)
- Areas where there are low pedestrian volumes.
- In small streets or intimate pedestrian spaces.
- Adjacent to public spaces, parks or waterways.
- Within a heritage area or special character area.
Exceptions may be made if signage is designed to reinforce existing character and meets all other criteria.

ARCHITECTURAL INTEGRATION

Major Promotional Signs must be integrated with the architecture of the host building. The size, dimensions and finish of a sign should complement the architecture, enrich the street experience and should not negatively impact the internal amenity of the building.

Promotional signage should never reduce the ability to perceive key heritage attributes such as building parapets or corner details.



Image 10. Positive example. This hand painted promotional sign on Elizabeth Street is contextually responsive and integrates well with the surrounding heritage architecture.



Image 9. Poor example. This large animated promotional sign is located opposite Flinders Street Station where there is high visibility and large pedestrian volumes.

Issue 5. There is a lack of compliance with current signage policy and regulations

A policy or regulation is only effective if there is broad compliance.

What is known about this issue?

ENFORCEMENT ACTIVITY

For the 55 applications selected by the Urban Planning Team for which the delegated reports were provided, 20 per cent were noted to be the result of enforcement action.

It is understood that:

- Approximately 30 per cent of enforcement work load relates to signs.
- Approximately 100 enforcement cases per year relate to complaints regarding signs that never acquired a permit.
- Approximately 50 enforcement cases per year relating to complaints regarding breaches of the MPS (such as brightness of signs, projections onto public space, changes of signage from analogue to digital).
- Approximately 50 enforcement cases result from proactive action from the Planning Enforcement Team.

There is no database that tracks when permits will expire.

LIGHT POLLUTION INTO RESIDENCES IS THE MAIN COMPLAINT

The majority of complaints from the public relate to brightness of lights effecting residents within buildings at upper levels. In these cases, the Planning Enforcement Team relies on the permit conditions referencing Australian Standard AS/NZS 4282:2019 (Control of the Obtrusive Effects of Outdoor Lighting) and obtain internal guidance on compliance. For instance, the Planning Enforcement Team would advise the property owner that they believe the sign results in excessive light not in accordance with AS/NZS 4282:2019 (Control of the Obtrusive Effects of Outdoor Lighting) and require that they provide a report from a lighting consultant.

The other common enforcement issues relating to signs include:

- The application of vinyl stickers across windows.
- Real estate signs in excess of exemptions at Clause 52.05-10 of the MPS.
- Projection of signs on footpaths causing safety concerns.

Adopted principles

Compliance with the policy is the responsibility of the signage owner.

The approach to compliance should limit the resources required by the City of Melbourne enforcement team.

The Melbourne Planning Scheme should provide clear guidance on acceptable brightness levels of signs so that there is certainty and clarity for signage operators and residents.

As the brightness level of lights can vary significantly (See Issue 2), reliance on computational models that predict the lighting impact is not sufficient. An on-site assessment is required post-installation.

Major promotion signs have the greatest visual impact (due to their size and location at upper levels of buildings). The capacity to readily change digital content means that these signs need to be monitored most closely.

Recommendations

+ POLICY UPDATES

PU9: POST INSTALLATION COMPLIANCE

Continue to monitor compliance with the new policy. Ensure that adequate resources are provided to undertake this work.

+ TRACKING & MONITORING

TM2: PERMIT DATABASE

Advocate for changes to addressing expired signs with the development of a database of sign expiry dates so that the Planning Enforcement Team is better equipped with data.

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The following recommendations have been proposed in this report.

+ POLICY UPDATES (PU)

PU1: ALIGN CLAUSE 15.01-1L-02 WITH CONTEMPORARY PRACTICE

A range of improvements are required to ensure signage policy in the city is adequate and aligned with contemporary practice.

This includes:

- Updating Clause 15.01-1L-02, Signs, to reflect technological advances in signage including increased use of electronic, animated and internally illuminated signs. (See Issue 2 where detailed recommendations are provided). New signage technologies should be supported where it can be demonstrated that it will not detrimentally impact upon the character or amenity of the area.
- Update terms used in the Table to Clause 15.01-1L-02 so they are consistent with Clause 73.02, Sign Terms. In addition, the provisions in this table should be updated as follows:
 - » Deletion of reference to wall signs and sky signs (over 40m in height) that support 'Logos of corporate bodies with naming rights, or major tenants, or name of buildings are supported in this location'.
 - » Deletion of reference to signs on and 'Open site', and instead provide clearer guidance on the suitability of signage in public spaces within the General Strategies section of the policy.
- Review and update the existing 'Precinct's (areas of special character) within the Capital City Zone at Clause 15.01-1L-02, Signs. Introduce two new special character areas - the Capital City Retail Core and the Melbourne Arts Precinct, delete the existing Greek Precinct and Docklands special character areas and revise the wording for the following special character areas:
 - » Yarra's River Environs (update to include Victoria Harbour)
 - » Chinatown
 - » Shine of Remembrance
- Review and update Clause 15.01L-1L-02, Signs and Clause 52.05 (Category 1) to remove contradictions in respect to promotion signs.

PU2: UPDATE STANDARD PERMIT CONDITIONS

Update and formalise the City of Melbourne's existing suite of permit conditions to reflect technological advances in signage. The increased number of electronic and animated signs requires consideration of the following: illumination levels, operation times, content including community-related and public interest material, energy efficiency, the use of astronomical clocks, provision of lighting reports, and testing and verification of display.

PU3: RETAIN EXISTING POLICY DOCUMENTS IN PLANNING SCHEME

Retain the following policy documents as within Clause 15.01-1L-02 as they provide integral contextual information regarding the significance of heritage and place.

- Yarra River: Use and Development Guidelines (R.G. Harvey Pty. Ltd., 1991)
- The Shrine of Remembrance, Managing the significance of the Shrine (Message Consultants Australia Pty Ltd, 2013)

PU4: PLACE-BASED LIGHTING REQUIREMENTS

Develop a finer grain of obtrusive lighting requirements that respond to the location and place-specific outcomes through the introduction of the following approach and requirements.

Establish three signage areas:

- Capital City Zone
- Docklands, Commercial 1 & 2 and Industrial areas
- Mixed Use areas and residential areas

In each location, set lighting requirements that control signage for above ground and ground level conditions:

- Luminance (the apparent brightness of a sign)
- Illuminance (the amount of light that falls onto surfaces around a sign)
- Time of illumination (the period during which a sign can be switched on/off)
- Spectral Power Distribution (the colour of light produced by a sign)

The maximum lighting levels should be aligned with the recently updated Australian Standard 4282. In controlling luminance and illuminance, a modified curfew and non-curfew approach is proposed as follows:

- Align curfew and non-curfew periods with sunrise and sunset, rather than a fixed time of 6am and 11pm. This approach takes into account the different periods of day and night across seasonal changes in the year.

To minimise the impact of ALAN in the city, above-ground illuminated signage within the capital city zoned areas of the city should be turned off at the following times:

- Weekdays (Monday to Thursday nights) - Between midnight and sunrise
- Weekends (Friday, Saturday and Sunday nights)- Between 1am and sunrise

In all other areas of the city where pedestrian activity at night is even lower, then the above-ground illuminated signage should be switched off between 11pm and sunrise throughout the week.

Business identification signage in all areas where the premises are open would be exempt.

For floodlit signs, no upward facing light sources are permitted. All light sources should be shielded so that glare does not extend beyond the advertisement.

PU5: DYNAMICALLY CONTROLLED LIGHTING

In line with global best practice, include the following additional requirements in all locations:

- Be dimmable in operation and dynamically controlled.
- Require all electronic, animated and internally illuminated signage to incorporate an astronomical time clock to allow for the transition in lighting levels through from the maximum non-curfew to curfew allowances.
- To manage the spectral power distribution (the colour of light produced by a sign) all signage during curfew hours should have a melanopic over photopic lux ratio of less than 0.35.

Maximum luminance and illuminance levels are to be in accordance with Table 2 for signage above ground, and Table 3 for signage at ground level. This approach recognises the different impacts of ALAN on people within the city, and the immediate and direct impacts that ground level lighting has on the experience in the public realm. It also considers the brightness of surfaces within specific environments zones within City of Melbourne.

PU6: SIGNAGE SURVEILLANCE

For all signage, prohibit hardware and software which enables active surveillance of, and transmission or receipt of data from audiences and passers-by including vehicles, cyclists and pedestrians within the city.

PU7: PLACE-BASED DIGITAL CONTENT

In each signage district, set requirements that control digital content including:

- Degree of animation
- Dwell time for static images

The requirements should vary by location as follows:

Capital City Zones

Full motion (animated) content	Generally not allowed as per Australian Standard 4282. Exceptions apply for temporary permits that support curated content for community and cultural events, and temporary activations.
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Dwell time (for static images)	10 seconds as per Australian Standard 4282
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All other areas

Animated content	Not allowed as per Australian Standard 4282
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Dwell time (for static images)	30 seconds. This is current practice in the City of Melbourne and creates a pedestrian experience that is distinct from the vitality and colour expected in the capital city zone.
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Table 5. Proposed requirements for digital content

PU8: GROUND FLOOR SHOPFRONTS

Update Clause 15.01-1L-02 to provide greater clarity on the design of signage within ground floor retail and business premises as follows:

- Only one business identification signage per premises, per street frontage facing into the street (excludes awning and under awning signage).
- The size of the electronic signage:
 - » The cumulative effect of all signage should not exceed 15% of the shopfront window areas (for each street frontage) and,
 - » Individual electronic signage in shopfronts should not exceed 1m x 1.8m.

PU9: POST INSTALLATION COMPLIANCE

Continue to monitor compliance with the new policy. Ensure that adequate resources are provided to undertake this work.

+ TRACKING AND MONITORING

TM1: EVIDENCE BASE OF ALAN IN THE CITY

Document and monitor ALAN in the city in the following locations to better understand and track the impacts of ALAN:

- Within dwellings, particularly in the Capital City Zone
- In key public spaces - parks, squares and streets

TM2: PERMIT DATABASE

Advocate for changes to addressing expired signs with the development of a database of sign expiry dates so that the Planning Enforcement Team is better equipped with data.

+ FURTHER WORK (FW)

FW1: ADDRESS INSUFFICIENT GUIDANCE ON PPRZ AND PUZ LAND

There are two approaches that can be considered to address this issue:

- Continue the current practice of updating PPRZ and PUZ signage requirements through a planning scheme amendment process, or
- Prepare a separate amendment which seeks to review all PUZ and PPRZ zoned land. This will be a significant piece of work that will involve a high level of stakeholder consultation.

FW2: FACADE LIGHTING

To ensure a comprehensive approach to managing the impacts of ALAN prepare a lighting facade policy for the City of Melbourne that aligns with the approach and principles recommended in this study.

FW3: SIGNAGE DESIGN GUIDELINES

Prepare Signage Design Guidelines that progresses the work to date to complement and support the changes proposed to Clause 15.01-1L-02. (in a similar format to the Urban Design Guidelines for the Central City).

Key guidance should be provided on:

- Four Key Signage Areas
- Identified Special Character Areas
- Examples of successful integration of business identification into new building
- Examples of coherent way-finding and place identification strategy across larger developments.
- Examples of successful integration of business identification into existing buildings (retrofits)
- Design guidance on high wall business identification signage, for example encouragement of individual lettering and size of the sign in proportion to the building scale.
- Design guidance on the placement of promotional signage based on location, context and relationship to the building design:
 - » Within shopfronts
 - » On party walls

» High wall signs.

» Further guidance on contextual materiality and signage character based on area; i.e. heritage precincts, retail core, Chinatown, etc.

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我虽然才3岁
但是我的足迹遍布
全球20余个国家
Ventured to over 20 countries
across the world

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Planning and Environment Act 1987

Melbourne Planning Scheme Planning Scheme

Amendment C395melb

Explanatory Report

Overview

The amendment implements the recommendations of the *City of Melbourne Signage Policy Review (April 2024)* to guide decision making on signs and promote high quality urban design outcomes by updating the Melbourne Planning Scheme's local signs policy. The amendment updates the current Clause 15.01-1L-02 (Signs) and inserts the *City of Melbourne Signage Policy Review (April 2024)* and the *Australian/New Zealand Standard: AS/NZS 4282:2019 – control of the obtrusive effects of outdoor lighting* as background documents in the Schedule to Clause 72.08.

Where you may inspect this amendment

The amendment can be inspected free of charge at the City of Melbourne Council website at [Planning scheme amendments - City of Melbourne](#)

The amendment is available for public inspection, free of charge, during office hours at the following place:

City of Melbourne
Customer Service Counter
Ground Floor Melbourne Town Hall Administration Building
120 Swanston Street
MELBOURNE VIC 3000

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://www.planning.vic.gov.au/public-inspection> or by contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.

Submissions

Any person may make a submission to the planning authority about the amendment. Submissions about the amendment must be received by (TBC).

A submission must be written and either lodged via:

- an online form available at: participate.melbourne.vic.gov.au
- emailed to: PlanningPolicy@melbourne.vic.gov.au

- or posted to Manager Planning Policy, City of Melbourne, GPO Box 1603
MELBOURNE VIC 3001

Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- Directions hearing: TBC
- Panel hearing: TBC

Details of the amendment

Who is the planning authority?

This amendment has been prepared by the City of Melbourne Council which is the planning authority for this amendment.

The amendment has been made at the request of the City of Melbourne Council.

Land affected by the amendment

The amendment applies to all the land within the municipality.

What the amendment does

The amendment implements the recommendations of the *City of Melbourne Signage Policy Review (April 2024)* by amending Clause 15.01-1L-02 (Signs) and making related changes to the Melbourne Planning Scheme.

Specifically, the amendment:

- Amends Clause 15.01-1L-02 (Signs) by:
 - Updating the objectives, strategies and guidelines of the local policy.
 - Inserting the following policy documents:
 - the *City of Melbourne Signage Policy Review (April 2024)*
 - the *Australian/New Zealand Standard: AS/NZS 4282:2019 – control of the obtrusive effects of outdoor lighting.*
 - *Road Encroachment Operational Guidelines* (Melbourne City Council, 2003)
 - Deleting the following policy documents:
 - *Central City Planning and Design Guidelines* (City of Melbourne, 1991)
 - *Swanston Street Walk – Precinct Amenity Planning Report* (Department of Planning and Housing, City of

- Melbourne, 1992)
- *Melbourne Docklands Outdoor Signage Guidelines (City of Melbourne, 2004)*
- Amends the Schedule to Clause 72.08 (Background Documents) by:
 - Inserting the following background documents:
 - the *City of Melbourne Signage Policy Review (April 2024)*
 - the *Australian/New Zealand Standard: AS/NZS 4282:2019 – control of the obtrusive effects of outdoor lighting*
 - *Road Encroachment Operational Guidelines (Melbourne City Council, 2003)*
 - Deleting the following background documents:
 - *Central City Planning and Design Guidelines (City of Melbourne, 1991)*
 - *Swanston Street Walk – Precinct Amenity Planning Report (Department of Planning and Housing, City of Melbourne, 1992)*
 - *Melbourne Docklands Outdoor Signage Guidelines (City of Melbourne, 2004)*

Strategic assessment of the amendment

Why is the amendment required?

The amendment is required to implement the recommendations of the *City of Melbourne Signage Policy Review (April 2024)* (the Review) by revising the existing local signs policy. The current policy is over 20 years old and the Review has highlighted a number of gaps in the existing policy which have been addressed to provide contemporary guidance for signs in the municipality. The gaps include:

- Inadequate guidance in the Melbourne Planning Scheme to manage the impacts of signage on the city highlighting the importance of signage in reducing or adding to the quality and experience of Melbourne's celebrated streets, laneways and architecture.
- Artificial light at night is increasing in Melbourne and is detrimental to the city's liveability and sustainability.
- The amount of digital signage has dramatically increased and its content can be manipulated to enhance rather than detract from the experience of visiting and living in the city.
- A lack of compliance with current signage regulations.

The policy provides updated guidance to support decision making for the design and placement of signs, including digital signs, to assist developers, building owners and tenants, planning permit applicants and residents in understanding what type of signs can be supported in the Melbourne Planning Scheme.

The policy applies to planning applications for signs and establishes performance-based objectives, strategies and guidelines for signs, including for different areas and sign types. It will:

- Encourage a place-based approach to signage that reflects the different types of urban environments in the municipality.
- Provide objectives, strategies and guidance for electronic signs.
- Provide guidelines for signs which respect the context of the 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 identified significant natural or urban areas from inappropriate signs.
- Address issues such as visual clutter or signs that dominate a site, building or streetscape.

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 amendment implements the objectives of planning in Victoria as outlined in section 4(1) and 12(1)(a) of the *Planning and Environment Act 1987* (PE Act) as follows:

- 4(1)(a) *Provide for the fair, orderly, economic and sustainable use, and development of land;*
- 4(1)(c) *to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;*
- 4(1)(f) *to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);*

The amendment will result in implementing a well-planned, holistic policy that:

- Allows for appropriate signs to be established which bring economic benefits in a manner that is fair, orderly and sustainable.
- Ensures that signs do not compromise pleasant and efficient working, living and recreational environments.
- Facilitates the development of appropriate signs.

12(1)(a) *A planning authority must - implement the objectives of planning in Victoria;*

The amendment will result in implementing a policy with objectives which align with the purpose and decision guidelines of Clause 52.05 (Signs) and other relevant objectives contained in the Victoria Planning Provisions.

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

The amendment will ensure that the Melbourne Planning Scheme provides the framework to achieve positive environmental, social and economic development outcomes within the municipality as outlined in sections 12(2)(b) and (c) of the Act. The amendment replaces the existing local signs policy to provide contemporary guidance for signs ensuring that 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.

Signage plays multiple, important roles in the city such as wayfinding, business identification, a means of sharing important information with the public and can enliven the city. Signs have a significant impact on the public realm and when well-designed can add value and contribute to a positive city experience. By contrast, when poorly designed, signage can be detrimental. For example, over saturation causes visual clutter, diminishing wayfinding benefits; and oversized or poorly sited signs can impact valued heritage or the character of a place.

The Review found that the City of Melbourne municipality has seen a considerable increase in artificial light at night in the last 20 years and there is scientific evidence to show that illuminated signage, if poorly sited or designed, can detrimentally impact on human and/or natural ecosystem's health.

Implementing the revised local policy into the planning scheme will ensure that future signs can be managed to balance the important economic role they play in identifying and promoting business, while ensuring good urban design outcomes as well as protecting the health and wellbeing of humans and natural ecosystems.

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 other 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 PE Act).

Direction No. 11: Strategic Assessment of Amendments

The amendment complies with Ministerial Direction No. 11: (Strategic Assessment of Amendments) under section 12 of the PE Act. The amendment is consistent with this

direction which ensures a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces. This explanatory report provides a comprehensive strategic evaluation of the amendment and the outcomes it produces.

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

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

Clause 12.01-1S Biodiversity - by achieving the objective and strategies including:

- To protect and enhance Victoria's biodiversity.
- Ensure that decision making takes into account the impacts of land use and development on Victoria's biodiversity, including consideration of:
 - Cumulative impacts.
- Support development that contributes to protecting and enhancing habitat for indigenous plants and animals in urban areas.

Clause 12.03-1S River and riparian corridors, waterways, lakes, wetlands and billabongs – by achieving the objective and strategies including:

- Protect the environmental, cultural, landscape values of all waterway systems as significant economic, environmental and cultural assets.
- Conserve waterway systems and the landscapes and environmental values surrounding them by protecting ecological values, indigenous vegetation, terrestrial and aquatic habitats and encouraging biodiversity.
- Sensitively design and site development to maintain and enhance the waterway system and the surrounding landscape setting, environmental assets, and ecological and hydrological systems.
- Retain and enhance the recreation and amenity values along waterway systems by:
 - Protecting and enhancing parklands for their economic, social and environmental values.
- Design and site development to maintain and enhance the natural environment of waterway systems by:
 - Minimising the visual intrusion of development on the natural landscape views from major roads, bridge crossings, public open space, recreation trails and within waterway systems themselves.

Clause 12.03-1R Yarra River Protection – by achieving the objective and strategies including:

- Ensure that development is designed and sited to maintain and enhance the

river's secluded and natural environment by:

- Minimising the visual intrusion of development when viewed from major roads, bridge crossings, public open space, recreation trails and the river itself.

Clause 12.03-1R Waterways of the West – by achieving the objective to:

- To maintain and enhance the natural landscape, biodiversity, cultural and social values, and the Traditional Owner living cultural heritage values of the waterways of Melbourne's west, including the Werribee River (Wirribi Yaluk), Maribyrnong River (Mirrangbamurn), Moonee Ponds Creek (Moonee Moonee), and associated tributaries and wetlands.

Clause 12.05-1S Environmentally sensitive areas, which includes the Yarra and Maribyrnong Rivers – by achieving the objective and strategies to:

- Protect environmentally sensitive areas with significant recreational value from development that would diminish their environmental conservation or recreational values.
- Ensure development does not detract from the natural qualities of significant landscape areas.

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 development supports public realm amenity and safe access to walking and cycling environments and public transport.
- 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 15.01-1R Urban Design Metropolitan Melbourne – by achieving the objective and relevant strategies including:

- To create a distinctive and liveable city with quality design and amenity.
- Support the creation of well-designed places that are memorable, distinctive and liveable.

- Integrate place making practices into road space management.

Clause 15.01L-01 CBD Lanes – by achieving the objective and relevant strategies including:

- To maintain and enhance the valued character and function of Melbourne’s laneways.

Clause 15.03-1L-02 Heritage – by achieving the objective and relevant strategies including:

- Encourage appropriate development that respects places with identified heritage values.

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 in alignment with 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 any illumination.

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

The Municipal Planning Strategy (MPS) contains objectives and strategies that are relevant to the proposed Amendment.

The Amendment recognises at Clause 02.03-2 Environmental and landscape values:

- That development activities can undermine the health and biodiversity of its flora and fauna ecologies. It is important to protect the open spaces and waterways that support those systems.
- Council is required to protect and enhance the habitat of the city’s parklands, the Yarra and Maribyrnong Rivers and the Moonee Ponds Creek.

The Amendment recognises at Clause 02.03-4 Built environment and heritage:

- That in the built environment, inappropriate signs or a proliferation of signs

may detract from the character and amenity of the place and create visual clutter.

- In managing the built environment, the Council is required to protect and enhance the City's distinctive physical character and heritage and maintain the importance of:
 - identified places and precincts of heritage significance.
 - the World Heritage Listed Royal Exhibition Building and Carlton Gardens.
 - the Shrine of Remembrance.
 - the Hoddle Grid.
 - the Yarra River Corridor, Victoria Harbour and waterways.
 - the network of parks and gardens.
 - the Hoddle Grid's retail core.
 - the network of lanes and arcades Boulevards.
 - the sense of place and identity in different areas of Melbourne.

The Amendment recognises at Clause 02.03-6 Economic development:

- The City makes an important contribution to the economic prosperity of the state through the provision of its local, corporate and global businesses, its strong retail, major cultural, sporting and tourism industry, and its significant industrial uses.

The introduction of a revised local sign policy which considers economic, social and environmental requirements, will complement the objectives and strategies of other directions in the MPS.

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

The amendment makes proper use of the Victoria Planning Provisions by implementing the recommendations of the *City of Melbourne Signage Policy Review (April 2024)* to guide decision making on signs and promote high quality urban design outcomes by updating the Melbourne Planning Scheme's local sign policy. The application of a local policy is the appropriate tool as it provides local guidance for the matters identified for consideration in the state provisions of Clause 52.05 (Signs).

The amendment replaces the current Clause 15.01-1L-02 (Signs) and inserts the *City of Melbourne Signage Policy Review (April 2024)* as a background document in the Schedule to Clause 72.08.

How does the amendment address the views of any relevant

agency?

The views of relevant agencies will be sought during the public exhibition phase for the amendment.

Exhibition stage

N/A

Approval stage

N/A

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

The Amendment does not have an impact on the transport system, as defined in the Transport Integration Act 2010.

The amendment will not have a significant impact on the transport system, in particular it will not change demand for transport services and infrastructure.

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.

Planning and Environment Act 1987

MELBOURNE PLANNING SCHEME

AMENDMENT C395melb

INSTRUCTION SHEET

The planning authority for this amendment is the Melbourne City Council.

The Melbourne Planning Scheme is amended as follows:

Planning Scheme Maps

N/A

Overlay Maps

N/A

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

1. In **Planning Policy Framework** – replace Clause 15.01-1L-02 with a new Clause 15.01-1L-02 in the form of the attached document.
2. In **Operational Provisions** – Clause 72.08, replace the Schedule with a new Schedule in the form of the attached document.

End of document

15.01-1L-02 Signs

--/---
Proposed
C395melb

Policy application

This policy applies to planning applications for signs.

Objectives

To allow for the reasonable identification and marketing of institutions, businesses and buildings and the communication of information and wayfinding.

To ensure signs and associated structures respect the scale and character of the host building and streetscape and prioritise the visibility of built form, architecture, and urban design of the city.

To protect the appearance, character and amenity of buildings, streetscapes and public spaces from a proliferation of obtrusive and insensitive signs and visual clutter.

To ensure important views, vistas, landmarks, public spaces and the skyline are not undermined by the visual impact of signs.

To protect the health and amenity of people and minimise the impacts on natural ecosystems from artificial light.

Strategies**General strategies**

Protect the character and amenity of the area by:

- Encouraging signs that are in keeping with the scale and proportions of the street, are suitably located and responsive to the urban form.
- Avoiding signs that obscure views between the public realm and building interior.
- Allowing adequate clearance for the servicing requirements of streets and lanes.
- Avoiding signs located within the public realm or signs which restrict pedestrian movement.
- Discouraging signs above ground level unless they meet the design guidelines for above ground level signs.
- Protecting areas of environmental and natural significance by limiting the number and size of signs and avoiding illumination of signs adjoining or facing these areas.
- Ensuring signs that advertise gaming are not the dominant feature of any building where a gaming venue is located.
- Discouraging animated, electronic, illuminated, panel, major promotion, pole, sky, and high wall signs located in or visible from within the World Heritage Environs Area.

Protect views and vistas by:

- Avoiding signs that detract from, visually interrupt, impede or encroach on views to civic buildings, landmarks and public open spaces.
- Providing visual clearance to views and vistas and protecting the boulevard quality of roads leading to and out of the Central City, including St Kilda Road, Victoria Parade, Royal Parade, Flemington Road, Elizabeth Street, Wellington Parade, Albert Street (west of Fitzroy Gardens), Racecourse Road, Arden Street, Queensberry Street and Footscray Road.

- Avoiding promotion signs along boulevards to preserve their aesthetic and cultural significance.
- Discouraging business identification signs located above ground level along boulevards.

Protect the appearance, character and amenity of a site or building by:

- Ensuring signs respect building style and scale, and do not obscure or detract from the architectural features of building, including windows.
- Designing signs to complement architectural forms and seamlessly integrate with the design of buildings, including responding to views of the sign from all angles.
- Encouraging signs to use materials that respond positively to the host building and surrounding context.
- Avoiding signs that dominate the façade of a building, detracting from legibility of entries and façade features.
- Avoiding signs that sit on or protrude above rooflines, parapets, verandahs, weather awnings or beyond the edges of fascias or walls of the host building.
- Encouraging wall or fascia signs to be directly applied to the building or on a flush mounted panel with minimum projection.
- Designing supporting structures and associated equipment (including external lighting and/or cabling) to be integrated with the sign to minimise any impacts on the appearance of the host building. Any exposed electrical equipment should be unobtrusively located and should be painted to match the surface colour that they are mounted on.
- Avoiding the painting of corporate colours on the exterior of a building or shopfront.
- Encouraging new developments or the significant redevelopment of a site to include a signage strategy that provides adequate future signage opportunities integrated with the building design and responsive to the site context.

Minimise visual clutter by:

- Avoiding duplication of signs on a building by limiting the number of business identification signs to one per façade (excluding awning and under awning signs).
- Considering the cumulative impact of proposed and existing signs on the character and amenity of the area as well as the host building or site.
- Ensuring buildings adopt an integrated approach to the provision of signage where the building has more than one occupant and encourage the consolidation of signs for multiple tenancies.

Protect the health and amenity of people and minimise the impacts on natural ecosystems from illuminated and electronic signs by:

- Avoiding light spill to the public realm, residential and environmental interfaces.
- Avoiding signs that dazzle, distract or obstruct the views of motorists or pedestrians, obscure or interfere with traffic signals, directional signs or street signs, or constitute a road safety hazard in any way.
- Avoiding upward facing light sources for floodlit signs.
- Limiting electronic signs to one per premises.
- Avoiding projected laser advertising and animated video/television screens.
- Avoiding animated signs that display flashing, scrolling, intermittent or sequenced light.
- Avoiding hardware and software that is not strictly necessary to support the sign, including hardware and software that enables active surveillance of, and

transmission or receipt of data from audiences and passers-by including vehicles, cyclists, and pedestrians.

Zone strategies

Residential zones

Limit the number and size of signs displayed in residential zones.

Design signs to be sensitive to the residential character and amenity of the area.

Avoid animated, electronic, illuminated, sky, promotion, and reflective signs in residential areas.

Commercial and industrial zones

Encourage signs located at ground floor level in a Commercial 1 Zone.

Design signs to be visible from the opposite side of the street but not over scaled.

Locate signs to the front and sides of buildings and discourage business identification signs at the rear of buildings.

Avoid sky and major promotion signs unless part of an established signage pattern.

Public park and recreation zone

Respect the landscape (and where applicable the heritage) character of the area.

Design and locate signs to minimise their impact on their immediate surrounds.

Limit signs on sports stadiums and grandstands to those required for building identification purposes.

Encourage signs to seamlessly integrate with scoreboard design.

Discourage promotional sponsorship signs.

Provide appropriate space between signs to maintain clearance to views of open space.

Encourage signs to be static, fixed and not internally illuminated.

Transport zone

Locate signs outside of a landscaped area or freeway buffer zone.

Limit the number of signs and their size and height to complement the dominant built form or landscape.

Special character areas

Capital City Retail Core

This area is defined by land within the Capital City Zone Schedule 2 (CCZ2 – Retail Core).

Objectives

To reinforce retail land uses and provide opportunities for unique and creative signs that support retailers and show design excellence.

To enhance the character of the precinct and contribute to a safe and uncluttered public realm.

To ensure signs do not detract from a high quality pedestrian experience of streets and public spaces, do not obstruct the footpath and prioritise way finding and signs that are in the public interest.

Strategies

Design signs in the retail core to:

- Maintain clear view lines in to and from shopfronts.
- Protect the safety and comfort of pedestrians.
- Minimise obstacles in the public realm.
- Minimise physical and visual clutter.

Support promotion signs where they promote goods, services, events or matters provided, undertaken or sold on-site and they do not form a dominant element in the streetscape.

Bourke Hill

This area is bound by Little Bourke, Spring, Little Collins and Exhibition Streets.

Objective

To protect the existing heritage character and pedestrian amenity associated with the attractive mixed-use appeal of Bourke Hill.

To maintain the prominence of Parliament House and protect vistas along Bourke Street.

Strategies

Design signs in Bourke Hill to be:

- Compatible with the small scale built form and heritage character of surrounding buildings.
- Located at ground floor level.
- Individually crafted with a high degree of detail.
- Limited in number and not include promotional advertising.

Discourage oversized, protruding or illuminated signage along Bourke and Spring Streets given their important civic and architectural qualities.

Chinatown

This area is bound by Lonsdale, Exhibition, Bourke and Swanston Streets.

Objective

To support the vibrant commercialism of Chinatown and enhance the area's role as part of the entertainment area, its attraction for visitors, and its traditional role as a focus for communities associated with China and its regional neighbours.

Strategies

Encourage signs in Chinatown to:

- Be compatible with the existing character of the area which consists of small scale, mainly 19th century buildings with narrow laneways and a character which stems from the existing uses.
- Be vertically proportioned, while discouraging horizontal projecting signs. Long vertical signs to upper floors can protrude from the facade.
- Be small to medium scale to reflect the scale and character of the buildings and the streetscape.
- Include traditional or contemporary expressions of Chinese culture in their content and design, including through art, colour and language.
- Add to the vibrancy of the area.
- Be made of LED tubular neon.
- Be horizontally proportioned at ground level and not protrude from the building façade.

Swanston Street and Shrine of Remembrance

This area relates to Swanston Street between Victoria Street and the Yarra River, the area along St Kilda Road and the area west of the Shrine of Remembrance between Coventry Street and Dorcas Street.

Objectives

To emphasise the area's civic role, maintain the prominence of the Shrine of Remembrance and protect vistas along the street.

To ensure that signs interfacing with or visible from the Shrine of Remembrance be respectfully designed to preserve the cultural significance of the Shrine of Remembrance as a place of reverence and contemplation.

Strategies

Encourage signs in the Swanston Street and Shrine of Remembrance environs to be at ground level.

Design signs to complement Swanston Street's role as an important civic and ceremonial spine within the municipality.

Protect important vistas to the Shrine of Remembrance.

Avoid animated, electronic, illuminated, panel, promotion, pole, sky, high wall and major promotion signs visible from within the Shrine of Remembrance forecourt.

Yarra River and Victoria Harbour Environs

This applies to the Yarra River between the Bolte Bridge (Western Link Road) and Punt Road and to all waterfront promenades and facades abutting Victoria Harbour.

Objective

To protect the area's attraction for visitors by preserving the visual characteristics and high amenity of public spaces along the Yarra River corridor and Victoria Harbour environs, the varied and interesting built form and the intensively used promenades.

Strategies

Limit signs in and visible from the Yarra River and Victoria Harbour environs to those required for business identification and wayfinding purposes only.

Protect the visual characteristics and high amenity of public spaces along the Yarra River corridor and Victoria Harbour and ensure that signs are not a dominant feature.

Respect the indigenous landscape and natural character of the Yarra River environs.

Design signs to be:

- Responsive to the particular sensitivity of parkland and promenade areas through size, design and location.
- Unobtrusive and complementary to the scale and character of buildings and landscaped areas.
- Located on the lower levels of the host building.

Avoid animated, electronic, illuminated, panel, pole, sky, high wall, and major promotion signs on buildings visible within the Yarra River environs and Victoria Harbour waterfront areas.

Maribyrnong River and Moonee Ponds Creek Environs

This applies to the open spaces and buildings which are adjacent to the river and/or creek that define the edge of the waterway.

Objective

To enhance their role as ecological and recreational green corridors, which support a range of recreational activities for locals and visitors.

Strategies

Limit signs in and visible from the Maribyrnong River and Moonee Ponds Creek Environs to those required for business identification and wayfinding purposes only.

Locate signs on the lower levels of the host building.

Avoid animated, electronic, illuminated, panel, pole, sky, high wall, illuminated and promotion signs in the river or creek corridor, including in open spaces and on adjacent buildings that define the edge of the waterway.

Melbourne Arts Precinct

This area is defined by land within the Capital City Zone Schedule 7 (CCZ7 – Melbourne Arts precinct).

Objective

To recognise that the area is characterised by its exemplary art, architecture and design and provides an important cultural destination for locals and tourists as a place where the arts can be celebrated and put on full display.

Strategies

Encourage signs to be designed as an intentional part of the character of the Melbourne Arts Precinct.

Support promotion signs when integrated into the architecture and form part of the marketing approach and curation of the arts area as a whole.

Encourage business identification and other information signs to assist with wayfinding and provide clear directions to visitors.

Policy guidelines

Consider as relevant:

Ground Level Signs

Design signs located at ground level to:

- Be of a human scale and engage people walking within a 2-5m distance.
- Align with or be perpendicular to the orientation of building frontages.
- Allow a high degree of visibility into the building where the sign is displayed.
- Not be animated.

Window Signs

Discourage a sign displayed in a window unless:

- The sign is located at ground level.
- The sign is written on the glass or mounted behind the window.
- The cumulative effect of all signs covers no more than 15% of the window area per tenancy, per street frontage. Transparent signage will not have concessions to size because it is transparent.
- Any electronic sign does not exceed 1m x 1.8m in dimension.
- The sign does not detract from the use of windows for the display of goods and allows a high degree of visibility into and out of the building where the sign is displayed.
- It is limited to one sign per tenancy, per street frontage.

Under Verandah Signs

Design business identification signs fixed under a verandah or weather awning to:

- Be no greater than 2.5 m measured horizontally, 0.5 m vertically and 0.3 m between the faces of the sign.
- Be located a minimum of 2.7 m above ground level and perpendicular to the building façade.
- Be located in the centre of the shopfront, rather than between two shopfronts.
- Be limited to one sign per tenancy, per street frontage.
- Include fixed and static images only.

Avoid electronic or animated signs fixed under a verandah or weather awning.

Verandah or Weather Awning Facia Signs

Design verandah or weather awning fascia signs so:

- No part protrudes above, below or extends beyond the fascia.
- It is of a size that can be read from the opposite side of the street and no greater.
- It is mounted flush with the fascia.
- The business name or logo forms the focus of the sign, any additional information is avoided.
- It is non-illuminated.

Avoid if the host building is a heritage place and the verandah or weather awning contributes to the building's significance.

Wall Mounted Projecting Signs – Ground Level

Design signs projecting from walls at ground level with no verandah or weather awning to:

- Be for business identification purposes.
- Be no greater than 0.84 m measured horizontally, 0.6 m vertically and 0.3 m between the faces of the sign.
- Be located a minimum of 2.7 m and maximum 3.5 m above ground level and be perpendicular to the building façade. If within 0.75 metres of the kerb, a 5.0 m minimum vertical clearance to roadway.
- Should not project in total more than 1.0 metre from the building.
- Be limited to one sign per tenancy, per street frontage.

Wall Mounted Projecting Signs – Ground to 40m

Discourage wall mounted projecting signs above ground level. These signs may be permitted in individual circumstances where upper-floor tenancies rely on passing trade, subject to urban design and amenity considerations.

Design signs projecting from walls between first floor and 40m to:

- Be for business identification purposes.
- Be no greater than 0.6 m measured horizontally and 0.3 m between the faces of the sign. Height to be compatible with the building but no more than 2 floors.
- Not be mounted to a verandah, canopy or awning.
- Not exceed one sign per façade.
- Not project in total more than 1.0 metre from the building.

Freestanding Signs

Design freestanding signs on a building forecourt, plaza or vacant site to:

- Be no greater than 1.2 m in height from ground level.
- Have a maximum 3sq m advertising area per face.
- Be located a minimum 3.0 m from any wall; if closer, the sign should be mounted on a wall to reduce clutter.
- Be limited to a maximum of one sign per site.
- Maintain a low profile and be incorporated in landscape design.
- Contain information related to the use of adjacent buildings – (directory).

Discourage promotional advertising on freestanding signs.

Avoid freestanding signs located within the public realm.

Wall Signs – First floor to 10m

Design wall signs above ground level to:

- Be no greater than 0.3 m in depth.
- Cover a minor proportion of the building facade.
- Not be animated.
- Not exceed a maximum of one sign per façade.

High Wall Signs

Design high wall signs to:

- Have a maximum depth of 0.3 m.
- Be located on the building parapet.
- Be painted or fixed directly to the building.
- Use individual cut lettering and logos.
- Align with the scale and orientation of the building façade.
- Cover a minor proportion of the host building facade.
- Not wrap around the corner of a building unless it integrates well with the architecture of the building and is appropriate to the surrounding character.
- Ensure only one sign per building façade, with a maximum of two on the building. No more than one sign should be seen at any one time.

Avoid high wall signs visible from within parks and waterway areas.

Limit high wall signs for a building to significant tenants or its owner, where the tenants or owner occupies the largest amount of floor space within the building relative to other tenants or occupants.

Ensure commercial names of corporate bodies are not used for naming residential (or primarily residential) buildings.

Sky Signs

Discourage sky signs. In exceptional cases where a sky sign is suitable, the sign should:

- Not be detrimental to the city skyline, street parapet line or architecture of the supporting or adjacent building.
- Be compatible with the scale of the host building, surrounding buildings and the streetscape.

- Be designed to avoid the rear of the sign and any support structure detracting from views and skylines.
- Not project above planning scheme height controls.

Major Promotion Signs

Support major promotion signs in locations where all the following apply:

- On a building at least 12 m above ground level or 3 storeys.
- Inactive building facades or party walls that can be viewed from a distance.
- The sign is integrated with the architecture of the host building where the size, dimensions and finish complements the architecture and also enriches the street experience.
- The sign is integrated with the architecture of the building such that it does not reduce the ability to perceive key attributes such as building parapets or corner details.
- The sign is designed to avoid unreasonable overshadowing or result in loss of amenity to useable areas of the host site or adjoining land.
- The sign is spaced at sufficient distance apart from other major promotion signs in order to avoid visual clutter.

Avoid major promotion signs in the following locations:

- On a building below 12 m or 3 storeys.
- In small streets or intimate pedestrian spaces.
- Adjacent to public spaces, parks or waterways.
- In urban renewal precincts and transitioning neighbourhoods, where the display of the sign would limit the redevelopment opportunity of a site.
- Within a heritage area or on a heritage building. Exceptions may be made if signage is designed to reinforce heritage character and meets all other criteria.

Avoid major promotion signs in land near sensitive interfaces including river corridors, open space and residential areas, particularly where it will form part of the skyline when viewed from these areas.

Construction hoardings or scaffolding mesh

Support construction hoardings or scaffolding mesh signs where the sign:

- Makes a positive contribution to the street and is designed to improve the presentation of the site and enhance the amenity of the streetscape for parts of the city under redevelopment.
- Is directly related to the site and local context.
- Is graphically creative and visually interesting.
- Is constructed of high quality materials and design.
- Is not animated, electronic or illuminated.
- Is displayed for no longer than the duration of construction or 2 years (whichever is the lesser).

Illuminated Signs

Design illuminated signs located at ground level to meet the guidelines set out in Table 1 to this policy:

Table 1 – Ground Level Signs

Area	Maximum luminance levels (daytime – between sunrise and sunset) At ground level within shopfronts and public spaces	Maximum vertical illuminance levels (night-time – between sunset and sunrise) At ground level within shopfronts and public spaces
Capital City Zone and Docklands Zone	4000 cd/m2	100 (lux)
Zones aligned with Category 1 and 2 in Clause 52.05	4000 cd/m2	70 (lux)
Zones aligned with Category 3 and 4 in Clause 52.05 (excluding Docklands Zone)	4000 cd/m2	50 (lux)

Daytime and night-time periods align with sunrise and sunset to take into account the different periods of day and night across seasonal changes in the year.

Maximum luminance values are to be calculated in accordance with AS/NZS 1158 and AS/NZS 4282 guidelines.

Maximum vertical illuminance values are to be calculated in accordance with Figure 1 and Figure 2.

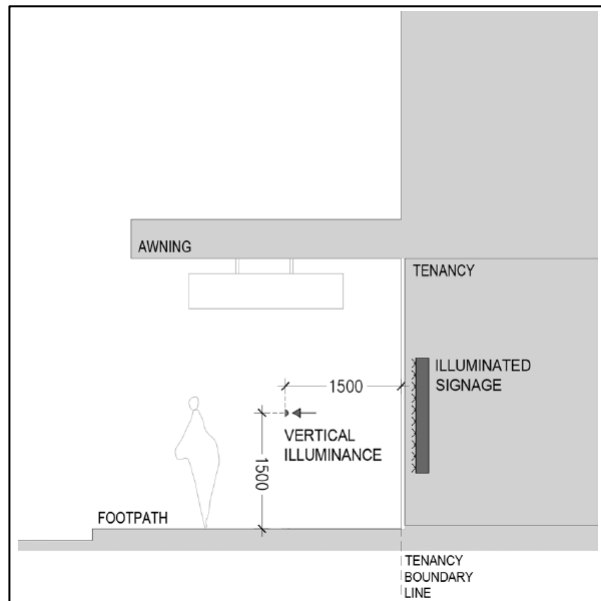


Figure 1: Vertical Illuminance Measurement Method - Illuminated signage at ground level within shopfronts



Figure 2: Vertical Illuminance Measurement Method - Illuminated signage at ground level within public spaces

Design illuminated signs located above ground level to meet the guidelines set out in Table 2 to this policy:

Table 2 – Above Ground Level Signs

Location	Maximum luminance	Maximum vertical illuminance levels	Conditions
	Daytime *Night-time	Daytime *Night-time	
Capital City Zone and Docklands Zone	6,000 cd/m2 *350 cd/m2	25 lux *5 lux	Illuminated signage to be turned off within the following periods: <ul style="list-style-type: none"> Monday - Thursday between midnight and sunrise Friday-Sunday between 1am and sunrise. The exception is for business identification signage which can remain illuminated while a premises is open.
Zones aligned with Category 1 and 2 in Clause 52.05	6,000 cd/m2 *350 cd/m2	25 lux *5 lux	Illuminated signage is to be turned off every night of the week between 11pm and sunrise. The only exception is for business identification signage which can remain illuminated while a premises is open.
Zones aligned with Category 3 and 4 in Clause 52.05 (excluding Docklands Zone)	6,000 cd/m2 *250 cd/m2	10 lux *2 lux	Illuminated signage is to be turned off every night of the week between 11pm and sunrise. The exception is for business identification signage which can

			remain illuminated while a premises is open.
<p>Daytime and night-time periods align with sunrise and sunset to take into account the different periods of day and night across seasonal changes in the year.</p> <p>Illuminated signs are to be dimmable in operation and dynamically controlled, including automatic time switches to allow for a transition in lighting levels and to turn off the illumination.</p> <p>Maximum luminance and vertical illuminance values are to be calculated in accordance with AS/NZS 1158 and AS/NZS 4282 guidelines.</p> <p>To manage the spectral power distribution (the colour of light produced by a sign), all signage during night-time hours should have a melanopic over photopic lux ratio of less than 0.35. Melanopic lux is the light metric weighted to the ipRGCs receptors and measures the biological effects of light on humans. Photopic lux or traditional illuminance is the light metric derived from the average response to the three color vision receptors or cones. M/P ratio is the relationship between melanopic lux and photopic lux levels.</p>			

Electronic Signs

Design electronic signs to meet the guidelines set out in Table 3 to this policy:

Table 3 – Electronic Signs

Area	Guidelines
Capital City Zone	15 seconds minimum dwell time for static images.
All other zones	30 seconds minimum dwell time for static images.
All Zones	Transition time: 0.1 seconds Average luminance must not change by more than 30% for the change of the image.

Policy documents

Consider as relevant:

- *City of Melbourne Signage Policy Review* (Hodyl & Co Pty Ltd, 2024)
- *Yarra River: Use and Development Guidelines* (R.G. Harvey Pty Ltd, 1991)
- *The Shrine of Remembrance, Managing the significance of the Shrine* (Message Consultants Australia Pty Ltd, 2013)
- *Road Encroachment Operational Guidelines* (Melbourne City Council, 2003)
- Australian/New Zealand Standard: AS/NZS 4282:2019 – Control of the *obtrusive effects of outdoor lighting*

15.01-1L-02 Signs

Policy application

This policy applies to planning applications for signs.

General Objectives

To allow for the reasonable identification and marketing of institutions, businesses and buildings and the communication of messages, information and wayfinding.

To protect, ensure signs and associated structures respect the scale, and characteristics of the host of significant buildings, and streetscapes, residential areas and prioritise the visibility of built form, architecture and urban design of the city.

To protect the appearance, ~~and~~ character and amenity of buildings, streetscapes and public spaces from a proliferation of obtrusive and insensitive signs and visual clutter residential areas and other high amenity areas.

To protect, ensure important views, vistas, landmarks, public spaces and the skyline from are not undermined by the visual impact of obtrusive and insensitive signs.

To protect the health and amenity of people and minimise the impacts on natural ecosystems from artificial light.

To encourage where appropriate, signs that make a positive contribution to the character of an area.

Strategies

General strategies

Protect the character and amenity of the area by:

- Encouraging signs are in keeping with the scale and proportions of the street, are suitably located and responsive to the urban form.
- Avoiding signs that obscure views between the public realm and building interior.
- Allowing adequate clearance for the servicing requirements of streets and lanes.
- Avoiding signs located within the public realm or signs which restrict pedestrian movement.
- Discouraging signs above ground level unless they meet the design guidelines for above ground level signs.
- Protecting areas of environmental and natural significance by limiting the number and size of signs and avoiding illumination of signs adjoining or facing these areas.
- Ensuring signs that advertise gaming in the Mixed Use Zone, Public Use Zone, Public Park and Recreational Zone, Commercial Zones, Industrial Zones, Docklands Zone and Schedule 5 to the Capital City Zone are not the dominant feature of any building where a gaming venue is located.
- Discouraging animated, electronic, illuminated, panel, major promotion, pole, sky and high wall signs located in or visible from within the World Heritage Environs Area.

Protect views and vistas by:

- Avoiding signs that detract from, visually interrupt, impede or encroach on views to civic buildings, landmarks and public open spaces.
- Providing visual clearance to views and vistas and protecting the boulevard quality of roads leading to and out of the Central City, including St Kilda Road, Victoria Parade, Royal Parade, Flemington Road, Elizabeth Street, Wellington Parade, Albert Street (west of Fitzroy Gardens), Racecourse Road, Arden Street, Queensberry Street and Footscray Road.

- Avoiding promotion signs along boulevards to preserve their aesthetic and cultural significance.
- Discouraging business identification signs located above ground level along boulevards.

~~Ensure signs do not interrupt important views and vistas along roads leading to and out of the Central City.~~

Protect the appearance, character and amenity of a site or building by:

- Discourage Ensuring signs respect building style and scale, and do not ~~that~~ obscure or detract from the architectural features of buildings, including windows.
- Designing signs to complement architectural forms and seamlessly integrate with the design of buildings, including responding to views of the sign from all angles.
- Encouraging signs to use materials that respond positively to the host building and surrounding context.
- Avoiding signs that dominate the façade of a building, detracting from legibility of entries and façade features.
- Avoiding signs that sit on or protrude above rooflines, parapets, verandahs, weather awnings or beyond the edges of fascias or walls of the host building.
- Encouraging wall or fascia signs to be directly ~~that are~~ applied ~~directly~~ to the building or on a flush mounted panel with minimum projection.
- Designing supporting structures and associated equipment (including external lighting and/or cabling) to be integrated with the sign to minimise any impacts on the appearance of the host building. Any exposed electrical equipment should be unobtrusively located and should be painted to match the surface colour that they are mounted on.
- Avoiding the painting of corporate colours on the exterior of a building or shopfront.
- Encouraging new developments or the significant redevelopment of a site to include a signage strategy that provides adequate future signage opportunities integrated with the building design and responsive to the site context.

~~Design signs to integrate with the:~~

- ~~• Surrounds, including responding to views of the sign from all angles.~~
- ~~• Architectural form and design of the subject building.~~
- ~~• Supporting structure, including hiding cabling.~~

Minimise visual clutter by:

- Avoiding duplication of signs on a building by limiting the number of business identification signs to one per façade (excluding awning and under awning signs).
- Considering the cumulative impact of proposed and existing signs on the character and amenity of the area as well as the host building or site.
- Ensuring buildings adopt an integrated approach to the provision of signage where the building has more than one occupant and encourage the consolidation of signs for multiple tenancies.

~~Encourage signs that adopt an integrated approach to the provision of signage on buildings with more than one occupancy.~~

Protect the health and amenity of people and minimise the impacts on natural ecosystems from illuminated and electronic signs by:

- Avoiding light spill to the public realm, residential and environmental interfaces.

- Avoiding signs which dazzle, distract or obstruct the views of motorists or pedestrians, obscure or interfere with traffic signals, directional signs or street signs, or constitute a road safety hazard in any way.
- Avoiding upward facing light sources for floodlit signs.
- Limiting electronic signs to one per premises.
- Avoiding projected laser advertising and animated video/television screens.
- Avoiding animated signs that display flashing, scrolling, intermittent or sequenced light.
- Avoiding hardware and software that is not strictly necessary to support the sign, including hardware and software that enables active surveillance of, and transmission or receipt of data from audiences and passers-by including vehicles, cyclists and pedestrians.

Zone strategies

Residential zones

Limit the number and size of signs displayed in residential zones.

Encourage signs in the residential zones that are:

Design signs to be sensitive to the residential character and amenity of the area.

Small in scale.

Avoid animated, electronic, illuminated, sky, promotion, and reflective signs in residential areas.

Commercial and industrial zones

Encourage signs located at ground floor level in a Commercial 1 Zone.

Design signs to be visible from the opposite side of the street but not over scaled.

Locate signs to the front and sides of buildings and discourage business identification signs at the rear of buildings.

Avoid sky signs and major promotion signs are not supported unless part of an established signage pattern.

Public Park and Recreation Zone

Respect Signs should be sympathetic to the heritage and the landscape (and where applicable the heritage) character of the area.

Signs should be designed and located signs to minimise their impact on their immediate surrounds.

Limit signs on sports stadiums and grandstands to those should be limited to that required for building identification purposes.

Encourage signs to seamlessly integrate with scoreboard design.

Discourage promotional sponsorship signs.

Provide appropriate space between signs to maintain clearance to views of open space.

Encourage signs to be static, fixed and not internally illuminated.

Road Transport zones

Encourage signs abutting road zones that:

- Respect the boulevard quality of St Kilda Road, Victoria Parade, Royal Parade, Flemington Road, Elizabeth Street and Footscray Road.

~~Are not located signs outside in~~ a landscaped area or freeway buffer zone.

~~Are limited in the~~ number of signs and their size and height to complement the dominant built form or landscape.

Precincts Special character areas

Capital City Retail Core

This area is defined by land within the Capital City Zone Schedule 2 (CCZ2 – Retail Core).

Objectives

To reinforce retail land uses and provide opportunities for unique and creative signs that support retailers and show design excellence.

To enhance the character of the precinct and contribute to a safe and uncluttered public realm.

To ensure signage does not detract from a high quality pedestrian experience of streets and other public spaces, does not obstruct the footpath and prioritises way finding and signs that are in the public interest.

Strategies

Design signs in the retail core to:

- Maintain clear view lines in to and from shopfronts.
- Protect the safety and comfort of pedestrians.
- Minimise obstacles in the public realm.
- Minimise physical and visual clutter.

Support promotional signs where they promote goods, services, events or matters provided, undertaken or sold on-site and they do not form a dominant element in the streetscape.

Bourke Hill Precinct

This area is bound by Little Bourke, Spring, Little Collins and Exhibition Streets.

Objectives

~~To protect the~~ enhance the tourism and residential functions existing heritage character and To improve pedestrian amenity and interest associated with the attractive mixed-use appeal of Bourke Hill.

To maintain the prominence of Parliament House and protect vistas along Bourke Street.

~~To retain the small scale character.~~

Strategies

Design signs in Bourke Hill (the area bound by Little Bourke Street, Spring, Little Collins Street and, Exhibition Street) to be:

- Compatible with the Small scale and at ground floor level built form and heritage character of surrounding buildings.
- Located and at ground floor level.
- Individually crafted with a high degree of detail.
- ~~Illuminated to minimise detriment to the amenity of surrounding residences.~~
- Limited in number, and ~~to~~ not include promotional advertising.

Discourage oversized, protruding or illuminated signage along Bourke and Spring Street given their important civic and architectural qualities.

Chinatown Precinct

This area is bound by Lonsdale, Exhibition, Bourke and Swanston Streets.

Objective

To support the vibrant commercialism of Chinatown and enhance the area's role as part of the entertainment area, its attraction for visitors, and its traditional role as a focus for communities associated with China and its regional neighbours.~~the Asian community.~~

Strategies

Encourage signs in Chinatown ~~(the area bound by Lonsdale, Exhibition, Bourke and Swanston Streets)~~ to be:

- Be compatible with the existing character of the area which consists of small scale, mainly 19th century buildings with narrow laneways and a character which stems from the existing uses.
- Be vertically proportioned, whilst discouraging horizontal projecting signs. Long vertical signs to upper floors can protrude from the facade.
- Be small to medium scale to reflect the scale and character of the buildings and the streetscape.
- ~~• Bright and animated.~~
- Inclusive of traditional or contemporary expressions of Chinese culture in their content and design, including through art, colour and language, characters where consistent with the tenancy of the building.
- ~~• Inclusive of traditional Chinese colours – red, green, black and gold.~~
- Add to the vibrancy of the area.
- Be made of LED tubular neon.
- Be horizontally proportioned at ground level and not protrude from the building facade.

Greek Precinct

Objective

~~To enhance the area's attraction for visitors, and its role as a focus for the Greek community.~~

Strategies

~~Encourage signs in the Greek Precinct (the area on the south side of Lonsdale Street, between Russell and Swanston Streets, and includes the east side of Russell Street, between Lonsdale and Little Lonsdale Streets) to be:~~

- ~~• Horizontally projecting.~~
- ~~• Small scale to reflect the scale and character of the buildings.~~
- ~~• Reflective of the Greek character.~~

- ~~Compatible with post supported verandahs and discourage fascia signs.~~
- ~~Internally illuminated.~~

Swanston Street and Shrine of Remembrance

This area relates to Swanston Street between Victoria Street and the Yarra River, the area along St Kilda Road and the area west of the Shrine of Remembrance between Coventry Street and Dorcas Street.

Objectives

To emphasise the area's civic role, maintain the prominence of the ~~public buildings~~Shrine of Remembrance and protect vistas along the street.

To ensure that signs interfacing with or visible from the Shrine of Remembrance be respectfully designed to preserve the cultural significance of the Shrine of Remembrance as a place of reverence and contemplation.

Strategies

Encourage signs in the Swanston Street and Shrine of Remembrance environs ~~(the area along Swanston Street between Victoria Street and the Yarra River and the area west of the Shrine of Remembrance between Coventry Street and Dorcas Street)~~ to be at ground level, ~~usually under the verandah.~~

Design signs to complement Swanston Street's role as an important civic and ceremonial spine within the municipality.

Protect important vistas to the Shrine of Remembrance.

~~Discourage~~ Avoid animated, electronic, illuminated, panel, promotion, pole, sky, and high wall and major promotion signs visible from within the Shrine of Remembrance forecourt.

Yarra River and Victoria Harbour Environs

This applies to the Yarra River between the Bolte bridge (Western Link Road) and Punt Road and to all waterfront promenades and facades abutting Victoria Harbor.

Objective

To ~~enhance-protect~~ the area's attraction for visitors by preserving the visual characteristics and high amenity of public spaces along the Yarra River corridor and Victoria Harbour environs, the varied and interesting built form and the intensively used promenades.

Strategies

~~Encourage-Limit~~ signs in and visible from the Yarra River and Victoria Harbour ~~e~~Environs_ ~~(Yarra River between Charles Grimes Bridge and Punt Road)~~ to those be: ~~Limited to that~~ required for business identification and wayfinding purposes only.

Protect the visual characteristics and high amenity of public spaces along the Yarra River corridor and Victoria Harbour and ensure that signs are not a dominate feature.

Respect the indigenous landscape and natural character of the Yarra River environs.

Design signs to be:

- Responsive to the particular sensitivity of parkland and promenade areas through size, design

and location.

- Unobtrusive and complementary to the scale and character of buildings and landscaped areas.
- Located on the lower levels of the host building.

~~Discourage Avoid animated, electronic, illuminated, panel, pole, sky, and high wall and major promotion signs on buildings visible within the Yarra River corridor environs and Victoria Harbour waterfront areas.~~

Docklands Zone

Objectives

~~Promote a thriving and vibrant mixed use inner city environment that includes major sporting and entertainment, leisure and recreation facilities.~~

~~Provide for a range of residential development that complements the other functions of Docklands.~~

~~Encourage leisure and recreational activities to be located around the waterfront to ensure waterfront access and exposure are maximised.~~

Strategies

~~Encourage signs in the Docklands Zone to be:~~

- ~~Integrated and reinforce the contemporary character of Docklands.~~
- ~~Designed to enhance and complement the surrounding environment and architecture.~~
- ~~Durable and made of high quality materials.~~

Maribyrnong River and Moonee Ponds Creek Environs

~~This applies to the open spaces and buildings which are adjacent to the river and/or creek that define the edge of the waterway.~~

Objective

~~To enhance their role as ecological and recreational green corridors, which support a range of recreational activities for locals and visitors.~~

Strategies

~~Limit signs in and visible from the Maribyrnong River and Moonee Ponds Creek Environs to those required for business identification and information purposes only.~~

~~Locate signs on the lower levels of the host building.~~

~~Avoid animated, electronic, illuminated, panel, pole, sky, high wall, illuminated and promotion signs in the river or creek corridor, including in open spaces and on adjacent buildings that define the edge of the waterway.~~

Melbourne Arts Precinct

~~This area is defined by land within the Capital City Zone Schedule 7 (CCZ7 – Melbourne Arts precinct).~~

Objective

~~To recognise that the area is characterised by its exemplary art, architecture and design. It provides~~

an important cultural destination for locals and tourists as a place where the arts can be celebrated and put on full display.

Strategies

Encourage signs to be designed as an intentional part of the character of the Melbourne Arts Precinct.

Support promotion signs when integrated into the architecture and form part of the marketing approach and curation of the arts area as a whole.

Encourage business identification and other information signage to assist with wayfinding and provide clear directions to visitors.

Policy guidelines

Consider as relevant:

Ground Level Signs

Design signs located at ground level to:

- Be of a human scale and engage people walking within a 2-5m distance.
- Align with or be perpendicular to the orientation of building frontages.
- Allow a high degree of visibility into the building where the sign is displayed.
- Not be animated.

Window Signs

Discourage a sign displayed in a window unless:

- The sign is located at ground level.
- The sign is written on the glass or mounted behind the window.
- The cumulative effect of all signs covers no more than 15% of the window area per tenancy, per street frontage. Transparent signage will not have concessions to size because it is transparent.
- Any electronic sign does not exceed 1m x 1.8m in dimension.
- The sign does not detract from the use of windows for the display of goods and allows a high degree of visibility into and out of the building where the sign is displayed.
- It is limited to one sign per tenancy, per street frontage.

Under Verandah Signs

Design business identification signs fixed under a verandah or weather awning to:

- Be no greater than 2.5 m measured horizontally, 0.5 m vertically and 0.3 m between the faces of the sign.
- Be located a minimum of 2.7 m above ground level and perpendicular to the building façade.
- Be located in the centre of the shopfront, rather than between two shopfronts.
- Be limited to one sign per tenancy, per street frontage.
- Include fixed and static images only.

Avoid electronic or animated signs fixed under a verandah or weather awning.

Verandah or Weather Awning Fascia Signs

Design verandah or weather awning fascia signs so:

- No part protrudes above, below or extends beyond the fascia.
- It is of a size that can be read from the opposite side of the street and no greater.
- It is mounted flush with the fascia.
- The business name or logo forms the focus of the sign, any additional information is avoided.
- It is non-illuminated.

Avoid if the host building is a heritage place and the verandah or weather awning contributes to the building's significance.

Wall Mounted Projecting Signs – Ground Level

Design signs projecting from walls at ground level with no verandah or weather awning to:

- Be for business identification purposes.
- Be no greater than 0.84 m measured horizontally, 0.6 m vertically and 0.3 m between the faces of the sign.
- Be located a minimum of 2.7 m and maximum 3.5 m above ground level and perpendicular to the building façade. If within 0.75 m of the kerb, a 5.0 m minimum vertical clearance to roadway.
- Should not project in total more than 1.0 metre from the building.
- Be limited to one sign per tenancy, per street frontage.

Wall Mounted Projecting Signs – Ground to 40m

Discourage wall mounted projecting signs above ground level. These signs may be permitted in individual circumstances where upper-floor tenancies rely on passing trade, subject to urban design and amenity considerations.

Design signs projecting from walls between first floor and 40m to:

- Be for business identification purposes.
- Be no greater than 0.6 m measured horizontally and 0.3 m between the faces of the sign. Height to be compatible with the building but no more than 2 floors.
- Not be mounted to a verandah, canopy or awning.
- Not exceed one sign per façade.
- Not project in total more than 1.0 metre from the building.

Freestanding Signs

Design freestanding signs on a building forecourt, plaza or vacant site to:

- Be no greater than 1.2 m in height from ground level.
- Have a maximum 3 sq m advertising area per face.
- Be located a minimum 3.0 m from any wall; if closer, should be mounted on wall to reduce clutter.
- Be limited to a maximum of one sign per site.
- Maintain a low profile and be incorporated in landscape design.
- Maintain a low profile and be incorporated in landscape design.
- Contain information related to the use of the adjacent buildings – (directory).

Discourage promotional advertising on freestanding signs.

Avoid freestanding signs located within the public realm.

Wall Signs- First floor to 10m

Design wall signs above ground level to:

- Be no greater than 0.3 m in depth.
- Cover a minor proportion of the building facade.
- Not be animated.
- Not exceed a maximum of one sign per façade.

High Wall Signs

Design high wall signs to:

- Have a maximum depth of 0.3m.
- Be located on the building parapet.
- Be painted or fixed directly to the building.
- Use individual cut lettering and logos.
- Align with the scale and orientation of the building façade.
- Cover a minor proportion of the host building facade.
- Not wrap around the corner of a building unless it integrates well with the architecture of the building and is appropriate to the surrounding character.
- Ensure only one sign per building façade, with a maximum of two on the building. No more than one sign should be seen at any one time.

Avoid high wall signs visible from within parks and waterway areas.

Limit high wall signs for a building to a significant tenant or its owner, where the tenant or owner occupies the largest amount of floor space within the building relative to other tenants or occupants.

Ensure commercial names of corporate bodies are not used for naming residential (or primarily residential) buildings.

Sky Signs

Discourage sky signs. In exceptional cases where a sky sign is suitable, the sign should:

- Not be detrimental to the city skyline, street parapet line or architecture of the supporting or adjacent building.
- Be compatible with scale of the host building, surrounding buildings and the streetscape.
- Be designed to avoid the rear of the sign and any support structure detracting from views and skylines.
- Not project above planning scheme height controls

Major Promotion Signs

Support major promotion signs in locations where all of the following apply:

- On a building at least 12 m above ground level or 3 storeys.
- Inactive building facades or party walls that can be viewed from a distance.
- The sign is integrated with the architecture of the host building where the size, dimensions and finish complements the architecture and also enriches the street experience.

- The sign is integrated with the architecture of the building such that it does not reduce the ability to perceive key attributes such as building parapets or corner details.
- The sign is designed to avoid unreasonable overshadowing or result in loss of amenity to useable areas of the host site or adjoining land.
- The sign is spaced at sufficient distance apart from other major promotion signs in order to avoid visual clutter.

Discourage major promotion signs in the following locations:

- On a building below 12m or 3 storeys.
- In small streets or intimate pedestrian spaces.
- Adjacent to public spaces, parks or waterways.
- In urban renewal precincts and transitioning neighbourhoods, where the display of the sign would limit the redevelopment opportunity of a site.
- Within a heritage area or on a heritage building. Exceptions may be made if signage is designed to reinforce heritage character and meets all other criteria.

Avoid major promotion signs in land near sensitive interfaces including river corridors, open space and residential areas, particularly where it will form part of the skyline when viewed from these areas.

Construction hoardings or scaffolding mesh

Support construction hoardings or scaffolding mesh signs where the sign:

- Makes a positive contribution to the street and is designed to improve the presentation of the site and enhance the amenity of the streetscape for parts of the city under redevelopment.
 - Is directly related to the site and local context.
 - Is graphically creative and visually interesting.
 - Is constructed of high quality materials and design.
 - Is not animated, electronic or illuminated.
 - Is displayed for no longer than the duration of construction or 2 years (whichever is the lesser).
- ~~• Encouraging signs within the Capital City Zone that meet the guidelines set out in the table to this policy:~~

Sign type	Recommended design	Special conditions
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Horizontal projection – Ground level	<p>Height: 0.5m max.</p> <p>Width: 2.5m max.</p> <p>Depth: 0.3m max.</p> <p>Dimensions: 1.5 sq m max.</p> <p>Clearance (vertical) to pavement: 2.7m min.</p> <p>Location: Under verandah.</p>	<p>Clearance (vertical) to roadway: If within 0.75m of kerb, 5m min. clearance to roadway.</p>
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Façade mounted – Ground level	<p>Height: 0.6 max.</p> <p>Width: 0.84 max.</p> <p>Depth: 0.3 max.</p> <p>Clearance (vertical) to pavement: 2.7m to 3.5m</p> <p>Location: Projecting from walls, with no verandah.</p>	<p>Clearance (vertical) to roadway: If within 0.75m of kerb, 5m min. clearance to roadway.</p> <p>Should not project in total more than 1m from building.</p>
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– Freestanding on building forecourt, plazas or vacant site	<p>Height: 1.2m max.</p> <p>Dimensions: 3sq m max. per face.</p> <p>Location: Min. 3m from any wall; if closer, should be mounted on wall to reduce clutter.</p> <p>Quantity: 1 per site max.</p>	<p>Signs should maintain a low profile and be incorporated in landscape design.</p> <p>Where possible, these signs should be avoided by having signs fixed to buildings rather than freestanding.</p> <p>Information should relate to the use of buildings on the subject land – (directory).</p> <p>Promotional advertising is discouraged.</p>
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~~Wall mounted projecting –
First floor level to 40m~~

~~**Height:** to be compatible with building but no more than 2 floors
Width: 0.6 max.
Depth: 0.3 max.
Location: Between first floor and facade parapet. Lower levels preferred. Should not be mounted on roof of verandah, canopy or awning.
Quantity: Maximum 1 per façade~~

~~Variations may be permitted in individual circumstances where upper floor tenancies rely on passing trade, subject to urban design and amenity considerations.
Should not project in total more than 1m from building.~~

~~Wall sign – First floor level to 40m~~

~~**Quantity:** Maximum 1 per façade~~

~~Variations may be permitted in individual circumstances subject to urban design and amenity considerations.
To be compatible with scale of building and streetscape.
To cover a minor proportion of the building facade.
Should not be detrimental to the architecture of the host building.~~

~~Sky sign – First floor level up to 40m height~~

~~•~~

- ~~• In exceptional cases where a sky sign may be suitable, the sign should not be detrimental to the city skyline, street parapet line or architecture of the supporting or adjacent building and the sign should:~~
- ~~• Be compatible with scale of supporting building/s and the streetscape.~~
- ~~• Cover a minor proportion of the supporting building facade.~~
- ~~• Be designed to avoid the rear of the sign and any support structure detracting from~~

views and
skylines.

- Not project above
planning scheme
height controls.

~~Wall sign and Sky sign -
Over 40m height~~

~~**Location:** On building parapet.
Painted or fixed directly to building.~~

~~**Quantity:** Wall sign — 1 per building
facade, max. of 4.~~

~~Logos of corporate
bodies with naming
rights, or major tenants,
or name of building are
supported in this
location.~~

~~Sign to be preferably
painted on the wall.~~

~~Signs must be
compatible with the
architecture of the
building and avoid
detracting from the city
skyline.~~

~~Animated signs are
discouraged.~~

~~Sky signs are
discouraged. In
exceptional
circumstances where
such a sign is suitable,
the above guidelines
contained in this table for
sky signs apply.~~

Free-standing on building forecourt, plazas or vacant sites – Open site	<p>Height: 1.2m max.</p> <p>Dimensions: 3sq m max. per face.</p> <p>Location: Min. 3m from any wall; if closer, should be mounted on wall to reduce clutter.</p> <p>Quantity: 1 per site max.</p>	<p>Signs should maintain a low profile and be incorporated in landscape design.</p> <p>Where possible, these signs should be avoided by having signs fixed to buildings rather than freestanding.</p> <p>Information should relate to the use of buildings on the subject land – (directory).</p> <p>Promotional advertising is discouraged.</p>
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Illuminated Signs

Design illuminated signs located at ground level to meet the guidelines set out in Table 1 to this policy:

Table 1 – Ground Level Signs

<u>Area</u>	<u>Maximum luminance levels (day-time – between sunrise and sunset)</u> <u>At ground level within shopfronts and public spaces</u>	<u>Maximum vertical illuminance levels (night-time – between sunset and sunrise)</u> <u>At ground level within shopfronts and public spaces</u>
<u>Capital City Zone and Docklands</u>	<u>4000 cd/m²</u>	<u>100 (lux)</u>
<u>Zones aligned with Category 1 and 2 in Clause 52.05</u>	<u>4000 cd/m²</u>	<u>70 (lux)</u>
<u>Zones aligned with Category 3 and 4 in Clause 52.05 (excluding Docklands Zone)</u>	<u>4000 cd/m²</u>	<u>50 (lux)</u>
<p><u>Day-time and night-time periods align with sunrise and sunset to take into account the different periods of day and night across seasonal changes in the year.</u></p> <p><u>Maximum luminance values are to be calculated in accordance with AS/NZS 1158 and AS/NZS 4282 guidelines.</u></p> <p><u>Maximum vertical illuminance values are to be calculated in accordance with Figure 1 and Figure 2.</u></p>		

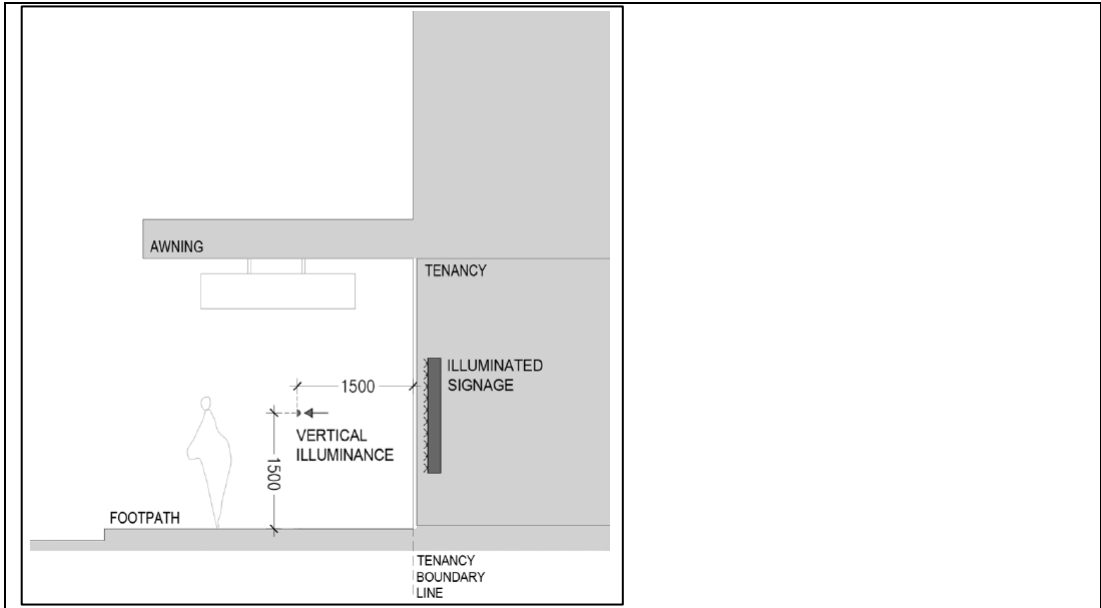


Figure 1: Vertical Illuminance Measurement Method - Illuminated signage at ground level within shopfronts

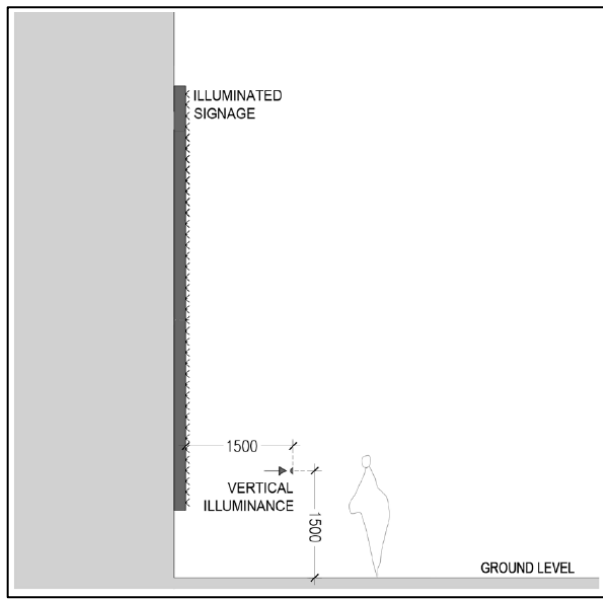


Figure 2: Vertical Illuminance Measurement Method - Illuminated signage at ground level within public spaces

Design illuminated signs located above ground level to meet the guidelines set out in Table 2 to this policy:

Table 2 – Above Ground Level Signs

<u>Location</u>	<u>Maximum luminance</u>	<u>Maximum vertical illuminance levels</u>	<u>Conditions</u>
	<u>Daytime</u>		
	<u>*Night-time</u>	<u>Daytime</u>	

<u>*Night-time</u>			
<u>Capital City Zone and Docklands Zone</u>	<u>6,000 cd/m²</u> <u>*350 cd/m²</u>	<u>25 lux</u> <u>*5 lux</u>	<u>Illuminated signage to be turned off within the following periods:</u> <ul style="list-style-type: none"> • <u>Monday - Thursday between midnight and sunrise</u> • <u>Friday-Sunday between 1am and sunrise.</u> <u>The exception is for business identification signage which can remain illuminated while a premises is open.</u>
<u>Zones aligned with Category 1 and 2 in Clause 52.05</u>	<u>6,000 cd/m²</u> <u>*350 cd/m²</u>	<u>25 lux</u> <u>*5 lux</u>	<u>Illuminated signage is to be turned off every night of the week between 11pm and sunrise.</u> <u>The only exception is for business identification signage which can remain illuminated while a premises is open.</u>
<u>Zones aligned with Category 3 and 4 in Clause 52.05 (excluding Docklands Zone)</u>	<u>6,000 cd/m²</u> <u>*250 cd/m²</u>	<u>10 lux</u> <u>*2 lux</u>	<u>Illuminated signage is to be turned off every night of the week between 11pm and sunrise.</u> <u>The exception is for business identification signage which can remain illuminated while a premises is open.</u>
<p><u>Daytime and night-time periods align with sunrise and sunset to take into account the different periods of day and night across seasonal changes in the year.</u></p> <p><u>Illuminated signs are to be dimmable in operation and dynamically controlled, including automatic time switches to allow for a transition in lighting levels and to turn off the illumination.</u></p> <p><u>Maximum luminance and vertical illuminance values are to be calculated in accordance with AS/NZS 1158 and AS/NZS 4282 guidelines.</u></p> <p><u>To manage the spectral power distribution (the colour of light produced by a sign), all signage during night-time hours should have a melanopic over photopic lux ratio of less than 0.35. Melanopic lux is the light metric weighted to the ipRGCs receptors and measures the biological effects of light on humans. Photopic lux or traditional illuminance is the light metric derived from the average response to the three color vision receptors or cones. M/P ratio is the relationship between melanopic lux and photopic lux levels.</u></p>			

Electronic Signs

Design electronic signs to meet the guidelines set out in Table 3 to this policy:

Table 3 – Electronic Signs

<u>Area</u>	<u>Guidelines</u>
<u>Capital City Zone</u>	<u>15 seconds minimum dwell time for static images.</u>
<u>All other zones</u>	<u>30 seconds minimum dwell time for static images.</u>

<u>All Zones</u>	<u>Transition time: 0.1 seconds</u> <u>Average luminance must not change by more than 30% for the change of the image.</u>
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Policy documents

Consider as relevant:

- City of Melbourne Signage Policy Review (Hodyl & Co Pty Ltd. 2024)
- ~~Central City Planning and Design Guidelines (City of Melbourne, 1991)~~
- ~~Swanston Street Walk — Precinct Amenity Planning Report (Department of Planning and Housing, City of Melbourne, 1992)~~
- *Yarra River: Use and Development Guidelines* (R.G. Harvey Pty. Ltd., 1991)
- ~~Melbourne Docklands Outdoor Signage Guidelines (City of Melbourne, 2004)~~
- *The Shrine of Remembrance, Managing the significance of the Shrine* (Message Consultants Australia Pty Ltd, 2013)
- Road Encroachment Operational Guidelines (City of Melbourne, 2003)
- Australian/New Zealand Standard AS/NZS 4282:2019 – Control of the obtrusive effects of outdoor lighting

Name of background document	Amendment number - clause reference
<i>Central City (Hoddle Grid) Heritage Review</i> (Graeme Butler, 2011)	C258 Clause 15.03-1L
<i>Central City Planning and Design Guidelines</i> (City of Melbourne, 1991)	C105 Clause 15.01-1L
<i>Central Melbourne Design Guide</i> (City of Melbourne, 2019)	C308melb Schedule 1 to Clause 43.02
<i>City Plan 2010</i> (City of Melbourne, 2001)	C162
<i>City of Melbourne: Energy, Water and Waste Review</i> (City of Melbourne, 2011)	C187 Clause 15.01-2L
City of Melbourne Exceptional Tree Register 2019	C379melb Schedule 2 to Clause 42.01
<i>City of Melbourne Open Space Strategy</i> (Thompson Berrill Landscape Design and Environment & Land Management, 2012)	C209 Clause 19.02-6L
<i>City of Melbourne Open Space Strategy, Technical Report</i> (Thompson Berrill Landscape Design and Environment & Land Management, 2012)	C209 Clause 19.02-6L
<i>City of Melbourne Open Space Strategy, Open Space Contributions Framework</i> (Environment & Land Management and Thompson Berrill Landscape Design, 2012)	C209 Clause 19.02-6L
<u><i>City of Melbourne Signage Policy Review</i> (Hodyl & Co, 2024)</u>	<u>C395melb Clause 15.01-1L-02</u>
<i>City of Melbourne, Zero, Net Emissions by 2020</i> (City of Melbourne, 2002)	C187 Clause 15.01-2L
<i>City of Melbourne, Zero Net Emissions by 2020 Update 2008</i> (City of Melbourne, 2008)	C187 Clause 15.01-2L
<i>CBD Lanes Built Form Review ID Sheets</i> (Hansen Partnership Ltd, 2005)	C105 Clause 15.01-1L
<i>City of Melbourne, Total Watermark - City as a Catchment</i> (City of Melbourne, 2009)	C187 Clause 15.01-2L
<i>City of Melbourne Waste Management Strategy</i> (City of Melbourne, 2005)	C187 Clause 15.01-2L
<i>City of Melbourne Water Sensitive Urban Design Guidelines</i> (City of Melbourne, 2009)	C142 Clause 19.03-3L
<i>Guidelines for Preparing a Waste Management Plan</i> (City of Melbourne, 2021)	C187 Clause 15.01-2L
<i>City of Melbourne Social Planning Framework</i> (City of Melbourne, 2002)	C162
<i>City of Melbourne Stormwater Management Plan</i> (City of Melbourne, 2000)	C162
<i>City North Heritage Review</i> , RBA Architects (RBA Architects, 2013)	C198 Clause 15.03-1L
<i>City of Port Phillip and City of Moreland, Sustainable Design Scorecard</i> (City of Port Phillip and City of Moreland)	C187 Clause 15.01-2L

Name of background document	Amendment number - clause reference
<i>City West Plan, 2002</i> (City of Melbourne, 2002)	C162
<i>Disability Action Plan 2001—2004</i> (City of Melbourne, 2001)	C162
<i>Docklands Community Development Plan 2001-2016</i> (City of Melbourne, 2002)	C162 Clause 11.03-6L
<i>Drugs Action Plan 2001-2003</i> (City of Melbourne, 2001)	C162
<i>East Melbourne & Jolimont Conservation Study</i> (Meredith Gould, 1985)	C258 Clause 15.03-1L
<i>Extract from Fishermans Bend In-Depth Heritage Review and Stakeholder Engagement Summary Report</i> (HLCD, 2022)	C394melb Clause 02.03-4 and Clause 15.03-1L
<i>Fitzroy and Treasury Gardens Management Plan</i> (City of Melbourne, 1996)	C162
<i>Fishermans Bend Vision</i> (DELWP, 2016)	C162 Clause 11.03-6L
<i>Fishermans Bend Framework</i> (DELWP, 2018)	C162 Clause 11.03-6L
<i>Fishermans Bend Community Infrastructure Plan</i> (DELWP, 2017)	C162
<i>Fishermans Bend Urban Design Strategy</i> (Hodyl and Co, 2017)	C162
<i>Fishermans Bend Public Space Strategy</i> (Planisphere, 2017)	C162
<i>Fishermans Bend Integrated Transport Plan</i> (DEDJTR, 2017)	C162
<i>Fishermans Bend Sustainability Strategy</i> (DELWP, 2017)	C162
<i>Flagstaff Gardens Master Plan</i> (City of Melbourne, 2000)	C162
<i>Flemington & Kensington Conservation Study</i> (Graeme Butler & Associates, 1985)	C258 Clause 15.03-1L
<i>Future Melbourne Community Plan</i> (City of Melbourne , September 2008)	C187 Clause 15.01-2L
<i>Grids and Greenery: The Character of Inner Melbourne</i> (City of Melbourne, 1987)	C162 Clause 15.01-1L
<i>Growing Green</i> (City of Melbourne, 2003)	C162
<i>Green Star Rating Tools</i> (Green Building Council of Australia)	C187 Clause 15.01-2L
<i>Guildford and Hardware Laneways Heritage Study</i> (Lovell Chen, 2017) (Updated October 2018)	C387melb Clause 15.03-1L
<i>Harbour, Railway, Industrial Conservation Study</i> (Meredith Gould Architects, 1985)	C258 Clause 15.03-1L
<i>Hoddle Grid Heritage Review</i> (GML and GJM, July 2020) (Updated March 2022)	C387melb Clause 15.03-1L
<i>How to Calculate Floor Area Uplifts and Public Benefits</i> (DELWP, 2016)	C270 Clause 15.01-2L

Name of background document	Amendment number - clause reference
<i>Integration and Design Excellence, Melbourne Docklands</i> (Docklands Authority, July 2000)	C162 Clause 11.03-6L
<i>JJ Holland Park Concept Plan</i> (City of Melbourne, 1998)	C162
<i>Kensington Heritage Review</i> (Graeme Butler & Associates, 2013)	C215 Clause 15.03-1L
<i>Linking People, Homes and Communities - A Social Housing Strategy 2001—2004</i> (City of Melbourne, 2001)	C162
<i>Lygon Street Action Plan</i> (Melbourne Metropolitan Board of Works and City of Melbourne, 1984)	C59 Clause 17.02-1L
<i>Melbourne BioAgenda</i> (City of Melbourne, 2002)	C162
<i>Melbourne Docklands Bicycle Strategy</i> (EDAW in association with SKM, 2000)	C92 Clause 11.03-6L
<i>Melbourne Docklands Community Development Plan 2001-2016</i> (Docklands Authority, 2001)	C92 Clause 11.03-6L
<i>Melbourne Docklands ESD Guide</i> (Docklands Authority, 2002)	C92 Clause 11.03-6L
<i>Melbourne Docklands Outdoor Signage Guidelines</i> (VicUrban, 2004)	C162 Clause 11.03-6L Clause 15.01-1L
<i>Melbourne's Greenhouse Action Plan 2001-2003</i> (City of Melbourne, 2001)	C162
<i>Melbourne Sustainable Energy and Greenhouse Strategy</i> (City of Melbourne, 2000)	C162
<i>Melbourne Docklands Water Plan</i> (Docklands Authority, June 2001)	C92 Clause 11.03-6L
<i>Moving Melbourne into the Next Century-Transport Strategy</i> (City of Melbourne, 1997)	C162
<i>National Australian Built Environment Rating System 'NABERS'</i>	C187 Clause 15.01-2L
<i>North and West Melbourne Conservation Study</i> (Graeme Butler 1985 & 1994)	C258 Clause 15.03-1L
<i>North West 2010 Local Plan</i> (City of Melbourne, 1999)	C162
<i>Parks Policy</i> (City of Melbourne, 1997)	C162
<i>Parkville Conservation Study</i> (City of Melbourne, 1985)	C258 Clause 15.03-1L
<i>Places for People</i> (City of Melbourne and Jan Gehl, 1994)	C60 (part1A) Clause 15.01-1L
<i>Places for Everyone – A Strategy for Creating and Linking Public Open Spaces at Melbourne Docklands</i> (Melbourne Docklands, 2002)	C92 Clause 11.03-6L
<i>Port of Melbourne Land Use Plan</i> (Maunsell McIntyre Pty Ltd., 2002)	C162
<i>Port Melbourne Structure Plan</i> (City of Melbourne, 1999)	C162

Name of background document	Amendment number - clause reference
<i>Princes Park Ten Year Plan</i> (City of Melbourne, 1998)	C162
<i>Queen Victoria Market Precinct Renewal Built Form Review & Recommendations</i> (Jones and Whitehead Pty Ltd, 2015)	C245
<i>Queen Victoria Market Precinct Renewal Master Plan</i> (City of Melbourne, 2015)	C245
<i>Retail Core Development Strategy</i> (City of Melbourne, 2001)	C162
<i>Review of Heritage Buildings in Kensington: Percy Street Area</i> (Graeme Butler, 2013)	C215 Clause 15.03-1L
<u><i>Road Encroachment Operational Guidelines</i> (Melbourne City Council, 2003)</u>	<u>C395melb</u> <u>Clause 15.01-1L-02</u>
<i>Royal Park Master Plan</i> (City of Melbourne, 1998)	C162
<i>Southbank Heritage Review</i> (Biosis and Graeme Butler, 2017) (updated November 2020)	C305 Clause 15.03-1L
<i>Southbank Structure Plan 2010</i> (AECOM, 2010)	C162
<i>South Melbourne Urban Conservation Study</i> (Allom Lovell Sanderson Pty Ltd , 1987)	C258 Clause 15.03-1L
<i>State Environment Protection Policy (Waters of Victoria)</i> , (Environment Protection Authority, 2003)	C142 Clause 19.03-3L
<i>South Melbourne Conservation Study</i> (Bryce Raworth Pty Ltd, 1985 & 1998)	C258 Clause 15.03-1L
<i>South Yarra Conservation Study</i> (Meredith Gould, 1985)	C258 Clause 15.03-1L
<i>Swanston Street, Carlton- Urban Design Guidelines</i> (City of Melbourne, 1999)	C162
<i>Swanston Street Walk – Precinct Amenity Planning Report</i> (Department of Planning and Housing, City of Melbourne, 1992)	C60 Clause 15.01-1L
<i>The Docklands Authority Environmental Management Plan</i> (EMP, 2000)	C92 Clause 11.03-6L
<i>The Shrine of Remembrance: Managing the significance of the Shrine</i> (Message Consultants Australia, 2013)	C162 Clause 15.01-1L
<i>The Bourke Russell Street Area Development Strategy</i> (City of Melbourne, 1999)	C60 Clause 13.07-1L
<i>Total Watermark 2004</i> (City of Melbourne, 2004)	C162
<i>Towards a Knowledge City Strategy</i> (SGS Economics & Planning and The Eureka Project for City of Melbourne , 2002)	C162
<i>Transport Program 2003-2006</i> (City of Melbourne 2003)	C162
<i>Urban Stormwater Best Practice Environmental Management Guidelines</i> (CSIRO, 1999)	C187 Clause 19.03-3L
<i>Victoria Harbour Development Plan</i> (Lend Lease, 2010)	C92 Clause 11.03-6L

Name of background document	Amendment number - clause reference
<i>Water Sensitive Urban Design – Engineering Procedures: Stormwater</i> (Melbourne Water, 2005)	C142 Clause 19.03-3L
<i>West Melbourne Heritage Review</i> (Graeme Butler & Associates, 2016)	C258 Clause 15.03-1L
<i>West Melbourne Structure Plan</i> (City of Melbourne, 2018)	C385melb
<i>World Heritage Environs Area Strategy Plan: Royal Exhibition Building and Carlton Gardens</i> (Lovell Chen, 2009)	C154 Clause 15.03-1L
<i>Yarra River: Use and Development Guidelines</i> (R.G. Harvey Pty. Ltd., 1991)	C60 Clause 15.01-1L
<i>Zero Net Emissions by 2020 – A Roadmap to a Climate Neutral City</i> (City of Melbourne, 2003)	C162