TOWARDS A
NATIONAL CODE OF PRACTICE
FOR OUTDOOR ADVERTISING

PREPARED BY:

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Submitted in partial fulfilment of the requirements for the degree

Masters in Landscape Architecture

in the Faculty of Engineering and the Built Environment
University of Pretoria
Pretoria

August 2000
TOWARDS A NATIONAL CODE OF PRACTICE FOR OUTDOOR ADVERTISING

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This dissertation formulates a National Code of Practice for Outdoor Advertising in Africa, based on an analysis and understanding of current and inferred legislation and knowledge on the physical environment, the regulatory framework, safety aspects, and technical and aesthetic requirements.

A National Code of Practice for Outdoor Advertising in Africa is required to face the need for legislation and to further develop and improve the regulatory framework and the practice of this industry. The study was conducted under a research grant from the Outdoor Advertising and Standards Committee (OASSC), chaired by Professor B. Smith of the University of Cape Town.

The study is split into two distinct parts. Part One deals primarily with research. The research is based on a comprehensive literature review as well as personal interviews with key role-players in the field of outdoor advertising. The study identified and characterized the need for a National Code of Practice for Outdoor Advertising in Africa.

In Part Two, the National Code of Practice is formulated. The following issues and subjects were researched in Part One:

- Problem Analysis: A comprehensive analysis of the problem, including the need for a National Code of Practice, was undertaken. The study identified sub-problems and methodology were established.

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ABSTRACT

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This dissertation formulates a National Code of Practice for Outdoor Advertising in South Africa, based on an analysis and understanding of all related issues and influences, including sign types, the physical environment, the human environment, safety aspects, environmental impact, and legal and administrative requirements.

A National Code of Practice for Outdoor Advertising is an important tool required to address the problems and frustrations experienced by legislators and advertisers, in managing an industry in the absence of uniform guidelines and regulations. The adoption of a new constitution in South Africa and resultant commercial sector pressure for relaxation in the control of outdoor advertising, has placed even more emphasis on the need for a National Code of Practice.

The research was conducted under the direction of the Outdoor Advertising Study Steering Committee (OASSC), chaired by Professor Ray Smith of the University of Pretoria.

The study is split into two definable parts. Part One deals exclusively with research. This research is based on a comprehensive literature review as well as personal interviews, input from interested and affected parties, and independent sub-studies.

The following issues and subjects were researched in Part One:

In Section One, Problem Analysis, a comprehensive analysis of the problems and complexities surrounding the control of outdoor advertising was undertaken. The study problem and sub-problems and methodology were established.
In Section Two, Information Review, literature sourced locally and internationally was studied. Case studies were conducted as a means of analysing and evaluating problems and solutions experienced in neighbouring countries and abroad.

In Section Three, Outdoor Advertising, outdoor advertising was studied as a form of media and as an industry, and sign types were classified. The classification of outdoor advertisements was an important step towards establishing control measures, and involved a summary and collation of existing classification systems.

Section Four, Physical Environment, deals with the classification of the physical environment in terms of landscapes and roads, thereby facilitating the establishment of areas of control.

Section Five, Human Environment, addresses the viewpoints and perceptions of numerous interested and affected parties. These were elicited via correspondence, opinion polls, workshops and questionnaires. A specialist in the field undertook a sub-study on the role of perceptions and aesthetics.

Section Six, Safety Aspects, looks at the relationship between outdoor advertising and road safety. This includes a sub-study by a specialist in the field.

In Section Seven, Impact Evaluation, the potential ecological, social and economic impacts relating to outdoor advertising are discussed.

Part Two of this study can be considered a culmination and collation of the results of Part One, and sees the formulation of a National Code of Practice for Outdoor Advertising. This is achieved by developing a model for a National Code of Practice (Part Two, Section One), based on the concepts of classification, evaluation and control. In Section Two of Part Two, the model is embroidered upon, adding such detail as is required to establish a usable and practical National Code of Practice. This detail includes an evaluation of sign type versus landscapes and areas of control, the description of principles and guidelines, and a discussion regarding the administrative and legal implications of the National Code of Practice.

Classification, evaluation and control form the functional base of the National Code of Practice. South Africa's natural, rural and aesthetically sensitive urban areas have been protected by defining such areas of maximum control. Outdoor advertising in these areas is restricted and only signs expressing a message essential to the travelling public are permissible. Areas of partial and minimum control are assigned to the commercialised sections of our urban environment. In these areas, most types of outdoor advertising are permitted. Control mechanisms include areas of control, classes of consent, principles and guidelines.

In conclusion, the National Code of Practice is a practical framework and guideline document that effectively standardises the assessment criteria and application of outdoor advertising control measures in South Africa. It enables decision-making authorities and advertisers alike to approach control and regulation with an equal understanding of the issues at hand. The task ahead will include the formulation of appropriate legislation to provide statutory force to the National Code of Practice.
FOREWORD

The problems and frustrations experienced by legislators and advertisers in managing an industry in the absence of uniform guidelines and regulations, as well as the adoption of a new constitution in South Africa and resultant commercial sector pressure for relaxation in the control of outdoor advertising, necessitated an investigation into the control of outdoor advertising along road networks in South Africa.

A meeting regarding advertising along road networks was held in April 1994 involving, amongst others, representatives of the University of Pretoria, the Department of Environmental Affairs and Tourism, and the Department of Transport. It was decided that a research project be launched to investigate the control of advertising along road networks, as a matter of urgency. Insufficient time, manpower and specialist knowledge required the Departments to appoint a consultant to undertake the study.

In June 1994, the Department of Environmental Affairs and Tourism and the Department of Transport commissioned Professor Willem van Riet of the Department of Landscape Architecture, University of Pretoria to conduct a research project on outdoor advertising.

The goal of the study was primarily to develop an understanding of the current situation regarding the control of outdoor advertising, to analyse it and make recommendations as to how to rectify problems arising from outdoor advertising and problems experienced by the industry.

The study culminated in the establishment of a National Code of Practice for implementation by the various authorities as well as the outdoor advertising industry; and this will serve as basis for the revision of existing control measures and legislation.

The main study was preceded by a pilot study, undertaken in order to obtain an idea of the nature and extent of the issues relevant to advertising along road networks. The goal of the pilot study was to ensure that all aspects relevant to outdoor advertising along roads were identified prior to the main study.

The results of the study were well received by legislators, administrators and advertisers alike. It was circulated for comment by the Department of Environmental Affairs and Tourism and subsequently published in April 1998 by the Department under the title "South African Manual for Outdoor Advertising Control (SAMOAC)".
ACKNOWLEDGEMENTS

The development of a National Code of Practice for Outdoor Advertising was reliant on the assistance and advice of numerous specialists and interested and affected parties. The input of the following persons and organisations is acknowledged:

• The Outdoor Advertising Study Steering Committee, under the chairmanship of Professor Ray Smith of the University of Pretoria.

• Client representatives, Mr PF Jordaan of the Department of Environmental Affairs and Tourism and Mr H Visser of the Department of Transport.

• Mr A Davidson of the Outdoor Advertising Association of South Africa.

• The various consultants and specialists who assisted or contributed to the study.

• Van Riet and Louw Landscape Architects.

• Mrs M Droskie of the South African Chamber of Business.

• Professor Willem van Riet of the University of Pretoria, Department of Landscape Architecture.

All photographs in Part Two, Section 2.3, are courtesy of Mr PF Jordaan, unless otherwise mentioned. All other photographs, in the rest of the dissertation, are by the author.
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<td>AA of SA</td>
<td>Automobile Association of South Africa</td>
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<tr>
<td>CSIR</td>
<td>Council for Scientific and Industrial Research</td>
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<td>CSRA</td>
<td>Committee of State Roads Authorities</td>
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<td>EIA</td>
<td>Environmental Impact Assessment</td>
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<td>GIS</td>
<td>Geographic Information Systems</td>
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<td>IEM</td>
<td>Integrated Environmental Management</td>
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<tr>
<td>NCOP</td>
<td>National Code of Practice</td>
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<tr>
<td>NRSC</td>
<td>National Road Safety Council</td>
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<td>OA</td>
<td>Outdoor Advertising</td>
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<tr>
<td>OAASA</td>
<td>Outdoor Advertising Association of South Africa</td>
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<td>OASSC</td>
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<tr>
<td>PPIR</td>
<td>Public Participation and Independent Review Procedure</td>
</tr>
<tr>
<td>RSA</td>
<td>Republic of South Africa</td>
</tr>
<tr>
<td>RSC</td>
<td>Regional Services Council</td>
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<tr>
<td>SACOB</td>
<td>South African Chamber of Business</td>
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<td>SATOUR</td>
<td>South African Tourism Board</td>
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LIST OF DEFINITIONS

The clear interpretation of the laws and bylaws supporting the National Code of Practice will require concise and unambiguous definitions of all words and expressions contained therein. The following words and expressions shall have the meanings respectively assigned to them hereunder:

Advertisement means any visible representation of a word, name, letter, figure or object or of an abbreviation of a word or name, or of any sign or symbol; or any light, which is not intended solely for illumination or, as a warning against any danger.

Advertising hoarding means a screen, fence, wall or other structure in a fixed position to be used, or intended to be used, for the purpose of posting, displaying or exhibiting any advertisement.

Advertising structure means any physical structure built to display advertising.

Aerial sign means any sign attached to a kite, balloon, or similar device whereby it is suspended in the air over any part of the area.

Affix includes to paint onto and "affixed" shall have a corresponding meaning.

Animation involves special treatment such as moving units, flashing lights, etc. and is used to gain added attention and awareness. Animation is more commonly used in rotating permanent or spectacular size sites.

Backlight units (backlit) are advertising structures which house illumination in a box to throw light through translucent advertising printed on plastic or heavy-duty paper for a higher visibility and extended night viewing.

Building means any structure whatsoever with or without walls, having a roof or canopy and a normal means of ingress and egress there under, covering an area in excess of 4,6 m² and having an internal height of more than 1,650 m.

Bus shelter displays mean posters positioned as an integral part of a freestanding covered structure at a bus stop.

Canopy means a structure in the nature of a roof projecting from the facade of a building and cantilevered from that building or anchored otherwise than by columns or posts.

Clear height means the vertical distance between the lowest edge of the sign and the level of the ground, footway or roadway immediately below such sign.

Copy means the complete advertising message to be displayed on the advertising structure.

Cut-outs / embellishments / add-ons means letters, packages, figures or mechanical devices attached to the face of an outdoor sign which extend beyond the rectangular area for greater attention value. Can provide a three dimensional effect.
Depth of a sign means the vertical distance between the uppermost and lowest edges of the sign.

Directional sign means a sign indicating the way to a place, undertaking or activity for the purpose of advertising or directing public attention as contemplated in the definition of "advertisement".

Display of a sign includes the erection of any structure if such structure is intended solely or primarily for the support of such a sign.

Display period means the exposure time during which the individual advertising message is on display.

Flashing sign means a sign in which a symbol, figure, message or illustration intermittently appears and/or disappears and/or is illuminated with light of varying colour or intensity.

Flat sign means any sign that is affixed to or painted directly on a main wall and which at no point projects more than 230 mm in front of the surface of such wall.

Ground sign means any sign detached from a building, other than an aerial sign.

Illuminated means the installation of electrical equipment on an outdoor structure for illumination of the message at night.

Illuminated sign means a sign, the continuous or intermittent functioning of which depends upon it being illuminated.

Main wall of a building means any external wall of such building, but shall not include a parapet wall, balustrade or railing of a veranda or a balcony.

Natural landscape or area means relatively unspoilt areas outside urban and rural areas and may include wilderness areas, national parks, game reserves, nature reserves, marine reserves, extensive agriculture, subsistence agriculture and scenic corridors.

Poster and notices means any placard announcing or attracting public attention to any meeting, event, function, activity or undertaking or to the candidature of any person nominated for election to parliament, the local government or similar body or to a referendum.

Projected sign means any sign projected by a cinematograph or other apparatus, but does not include a sign projected onto the audience’s side of a drive-in cinema screen during a performance.

Projecting sign means a sign, whether stationary or actuated, attached to and protruding from the facade of a building, projecting more than 230 mm from the surface of the main wall of the building.

Pylon sign means any sign whether stationary or actuated, displayed on or forming an integral part of a pylon or mast or similar structure other than a building or advertising hoarding.
Road traffic sign means any road traffic sign as defined in Section 1 of the Road Traffic Ordinance, 1966 (Ordinance 21 of 1966).

Rotating sign means a sign, which rotates about any axis.

Running light sign means a sign or portion of a sign in the form of an illuminated strip, the illumination of which varies periodically in such a way as to convey the impression of a pattern of lights moving steadily along such strip.

Rural landscape or area means an area of transition between developed urban areas and relatively unspoilt natural areas. Typical rural land use forms include intensive agriculture, rural centres of economic activity and peri-urban smallholdings of a rural nature with relatively low population density.

Sign means any advertisement and any object, structure or device that is in itself an advertisement, in or in view of any street, or which is used to display an advertisement.

Sky-sign means any sign erected or placed on or above any roof, parapet wall or the eaves of a building, but does not include a sign painted on a roof of a building.

Spectacular sign is an industry term for a giant, modern, illuminated advertising billboard.

Temporary sign means a sign not permanently fixed and not intended to remain fixed in one position.

Tri-vision means a display embellishment, which, through use of a triangular louver construction, permits the display of three different copy messages in a pre-determined sequence.

Urban landscape or area means an area of human settlement with a population of more than 2500 people.

Veranda means a structure in the nature of a roof attached to or projecting from the facade of a building and supported along its free edge by columns or posts.

Window signs are signs, which are permanently painted on, or attached to, the window-glass of a building.
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PART ONE: BACKGROUND INFORMATION

1.1 INTRODUCTION

1.2 THE PROBLEM AND ITS CONTEXT

1.3 THE IEN PROCEDURE
SECTION ONE: PROBLEM ANALYSIS

This section serves to introduce the problem, nature of the problem and the method followed in undertaking the study. Section One comprises the following sub-sections:

1.1 INTRODUCTION

1.2 THE PROBLEM AND IT'S SETTING

1.3 THE IEM PROCEDURE
1.1 INTRODUCTION

In a fast developing country such as South Africa, with its significant third-world component, outdoor advertising can perform an important social function in the efficient exchange of information. A large majority of the population does not have access to the media where most of this transfer of information occurs.

Outdoor advertising can, apart from the possible economic contribution, play an educational role and deliver a community service especially in the poorer areas of the country. It can also impact negatively on the environment, directly or indirectly. It is important that the perceived positive contributions outdoor advertising has for society be seen in context with the negative aesthetic and ecological impacts.

Performance standards aimed at guiding the industry are therefore important so that certain parties are not disadvantaged - especially in rural areas where healthy competition does not take place.

The problems experienced by advertisers, the public and controlling authorities alike were established in a pilot study preceding this study and are listed below:

- **Pressure from the private sector** has arisen due to a relaxation of controls over outdoor advertising and pressure is increasing for more advertising on roadsides. To date there has been little general control inside the specific municipal areas, except those guidelines laid down by the councils themselves. Rural areas are also beginning to feel the effects of the onslaught of advertising, to the visual detriment of the environment.

- **The new dispensation in South Africa** has resulted in the splintering of an already confused control function in terms of outdoor advertising, and little uniformity remains.

- **Legislation on the topic is fragmented and outdated.** The two pieces of provincial and national legislation, namely the Advertising on Roads and Ribbon Development Act (Act 21 of 1940) and the National Roads Act (Act 54 of 1971) are dated. The original function of these statutes was to protect the urban and rural environment from aesthetic degradation and to ensure road safety for the motoring public. Outdoor advertising in urban areas is controlled by bylaws instituted at the discretion of the local authority.

- The lack of control and ever increasing demand for outdoor advertising has led to **insensitive and ill-considered approval of outdoor advertisements** by town councils, local and rural authorities across the country.

- **Dissatisfaction and concern expressed by environmental agencies**, local authorities and certain community representatives regarding the poor control of outdoor advertising has noticeably appreciated over the last few years.

- Visual degradation resulting from outdoor advertisements has a perceived **negative impact on the country's tourism potential.** Outdoor advertising is, however, essential to the tourism industry as a marketing tool.
• **Ineffective guidelines** presently used by various town councils are not based on sound research and were compiled without specialist and public consultation. Smaller town councils generally do not possess guidelines and consequently exercise limited control over advertising. The possible compilation of standardised guidelines has met with support and interest from these authorities.

• **The outdoor advertising industry** is currently experiencing problems in operating without definite and uniform guidelines. Contractors have expressed frustration when dealing with differing guidelines and regulations from one authority to the next.

In summation, conflict has developed between the commercial sector on the one hand who advocate the loosening of control of, and therefore more advertising; and conservation organisations on the other hand where there is a growing concern that the weakening of legislation will be to the detriment of the country's scenic resources. The crisis is complicated by the fact that no uniform guidelines and control measures exist.

A balance must be maintained between the legitimate needs and the rights of the marketer in a free enterprise economic system, and the principles and beliefs of organisations and individuals concerned with the protection of the environment. It is proposed that a National Code of Practice supported by guidelines could provide a solution to the current impasse. A practical document should be made available which may prove useful to all controlling authorities, advertisers and other interested and affected parties.
1.2 THE PROBLEM AND IT'S SETTING

The goal of the study is defined in terms a study problem and sub-problems.

1.2.1 THE STATEMENT OF THE PROBLEM

This dissertation formulates a National Code of Practice for Outdoor Advertising in South Africa, based on an analysis and understanding of all related issues and influences including sign types, the physical environment, the human environment, safety aspects, environmental impact, and legal and administrative requirements.

1.2.2 THE SUB-PROBLEMS

1.2.2.1 Sub-problem 1 is to incorporate certain salient aspects of the Integrated Environmental Management Procedure in the implementation of the study.

1.2.2.2 Sub-problem 2 is to undertake a comprehensive statutory, literature and case study review of outdoor advertising on a national and international scale.

1.2.2.3 Sub-problem 3 is to classify outdoor advertising based on appropriate criteria.

1.2.2.4 Sub-problem 4 is to classify urban and rural landscapes, based on appropriate criteria.

1.2.2.5 Sub-problem 5 is to classify roads and road signs based on appropriate criteria.

1.2.2.6 Sub-problem 6 is to elicit input and contributions from interested and affected parties and involve such parties in further phases of the study.

1.2.2.7 Sub-problem 7 is to investigate the relationship between outdoor advertising and road safety.

1.2.2.8 Sub-problem 8 is to evaluate the potential for ecological, social and economic impacts of outdoor advertising.

1.2.2.9 Sub-problem 9 is to develop a model for a National Code of Practice for Outdoor Advertising based on the findings of Part One of this dissertation.

1.2.2.10 Sub-problem 10 is to develop and specify the model for a National Code of Practice for Outdoor Advertising in order that such becomes functional and implementable.

1.2.2.11 Sub-problem 11 is to define the legal and administrative requirements of a National Code of Practice for Outdoor Advertising.
1.2.3 THE HYPOTHESES

1.2.3.1 Hypothesis 1 is that the appropriate aspects of the Integrated Environmental Management Procedure can be used to guide the public participation and independent review of the analyses, conclusions and proposals of the study.

1.2.3.2 Hypothesis 2 is that a comprehensive statutory, literature and case study review of outdoor advertising on a national and international scale can serve as basis and point of reference for the study.

1.2.3.3 Hypothesis 3 is that outdoor advertising sign types can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising.

1.2.3.4 Hypothesis 4 is that urban and rural landscapes can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising.

1.2.3.5 Hypothesis 5 is that roads and road signs can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising.

1.2.3.6 Hypothesis 6 is that all interested and affected parties can be identified, their input and contributions elicited and they can be and given the opportunity to become involved in further phases of the study.

1.2.3.7 Hypothesis 7 is that a relationship exists between outdoor advertising and road safety.

1.2.3.8 Hypothesis 8 is that the potential for ecological, social and economic impacts of outdoor advertising can be evaluated and used in the development of a National Code of Practice for Outdoor Advertising.

1.2.3.9 Hypothesis 9 is that a model for a National Code of Practice for Outdoor Advertising can be established based on the findings of Part One of this dissertation.

1.2.3.10 Hypothesis 10 is that the previously established model for a National Code of Practice for Outdoor Advertising can be developed and specified in order that such becomes functional and implementable.

1.2.3.11 Hypothesis 11 is that the legal and administrative requirements of a National Code of Practice for Outdoor Advertising can be defined.
1.2.4 THE DELIMITATIONS

1.2.4.1 The study is only concerned with outdoor advertising within South Africa.

1.2.4.2 The study is limited to outdoor advertising visible from:

- national roads and road reserves;
- provincial roads and road reserves;
- municipal roads and road reserves; and
- primary pedestrian and cycle routes.

1.2.5 THE DEFINITION OF TERMS

1.2.5.1 Advertising is defined as the act or process of notifying, warning, informing or generally making known. In other words, the term refers to information transfer in one form or another.

Outdoor advertising is traditionally associated with large billboards and posters advertising products and services. However, in its broadest interpretation, outdoor advertising will include all signs erected and displayed out of doors for the purpose of providing information, from small ‘beware of the dog’ signs on garden gates to the more familiar giant billboards advertising products.

Outdoor advertising is furthermore not restricted to the advertisement of products and services. Place names, notice of events and directional information can also be construed as outdoor advertising. The information can be communicated via painted, printed, projected or incised surfaces and can be internally or externally illuminated. Signs can be animated, including flashing signs, trivisions, electronics, and fibre-optics. Banners, flags and bunting are also regarded as advertising. Signs may be on buildings, fascias, windows, walls or roofs. Freestanding signs may be on frames, poles and pylons and on street furniture.

For purposes of the study a broad interpretation of outdoor advertising was established and adopted by the Outdoor Advertising Study Steering Committee (OASSC):

Outdoor advertising refers to any sign, model, placard, board, notice, hoarding, poster, flag, banner, bunting, light display, device, structure, or representation employed outdoors wholly or partially to:

- advertise a facility, business, service or product that is available to the public (information on products and services), or
- make known an organisation’s or individual’s opinion, grievance or protest, or
- provide information on localities and activities.

In other words, all signs, varying in size from large billboards to small placards and posters, erected or displayed for the purpose of providing information. It does not
apply to signs erected inside premises and not visible from the outside, with the exception of premises accessible to the general public such as large suburban shopping centres and sport and recreation facilities.

Road traffic signs and street or town name signs are not normally considered as outdoor advertising (although they function in the same way) and are excluded from this study with the following exceptions:

- Street names and place name signs incorporating commercial advertising of any sort are considered outdoor advertising and are included in the study.
- Brown tourism signs advertising tourist facilities and attractions.

The following signs shall be exempt from the scope of this study:

- Any sign displayed in an arcade;
- any sign displayed inside a building;
- all advertisements displayed on an article for sale, or on the container in or from which, an article is sold. This type of advertisement may take the form of price tickets and markers, or trade-names on branded goods or displayed on petrol pumps or vending machines
- any sign advertising a current event in a cinema, theatre or other place of public entertainment, displayed in a fixture on a building especially made for such display; and
- any national flag hoisted on a suitable flagpole.

1.2.5.2 A National Code of Practice is a framework that will standardise assessment criteria and application of control measures. The framework will enable decision-making authorities and advertisers alike to approach control and regulation with an equal understanding of the issues at hand.

1.2.5.3 The clear interpretation of the laws and bylaws supporting a National Code of Practice will require concise and unambiguous definitions of all words and expressions contained therein. Words and expressions particular to the outdoor advertising environment shall have the meanings assigned to them under List of Definitions, page (vi).

1.2.5.4 All other terms will have their Oxford English Dictionary meaning assigned to them.

1.2.6 THE ASSUMPTIONS

1.2.6.1 It is assumed that human likes and dislikes are largely based on social perceptions and that social perceptions vary.

1.2.6.2 It is assumed that humans perceive outdoor advertising and that outdoor advertising has different affects on humans.
1.2.6.3 It is assumed that humans perceive landscapes and that landscapes have different affects on humans.

1.2.7 THE STUDY METHODOLOGY

The method or approach to the study is graphically illustrated in Figure 1: Study Process Organogram. This organogram was developed by the author and approved by the OASSC to guide the course of the study and to ensure that all relevant aspects are adequately addressed. The study was divided into three phases namely; Understanding the Problem, Evaluating the Problem, and Solving the Problem. It is important to note that the direction, scope and scale of the study were largely determined by the OASSC.

Phase One: Understanding the Problem

The problem and sub-problems of this study were established by means of a pilot study and further defined by means of a statutory and literature review, as well as a case study investigation. The scope of the study was similarly defined, and ratified by the OASSC.

Phase Two: Evaluating the Problem

Three primary issues required analysis and evaluation, namely:

Outdoor advertising: The function, need and effectiveness of outdoor advertising was established in order to facilitate the classification of outdoor advertisements. This classification would later facilitate the assessment of potential impacts and the establishment of control measures.

Human environment: Safety aspects and perceptions of the public were evaluated.

Physical environment: Landscapes, including urban precincts, and roads or routes were described and classified.

The economic, social and ecological impacts resulting from the interaction of the above three issues i.e. outdoor advertising, human environment and the physical environment were evaluated.

Recommendations were made with respect to the above.

Phase Three: Solving the Problem

A National Code of Practice for Outdoor Advertising including control measures, performance requirements and specific guidelines was established based on the above analyses.
PHASE ONE: UNDERSTANDING THE PROBLEM

PHASE TWO: EVALUATING THE PROBLEM

OUTDOOR ADVERTISING

SAFETY ASPECTS
PERCEPTIONS
FUNCTION/NEED
EFFECTIVITY
Advertisement classification

PHYSICAL ENVIRONMENT

LANDSCAPES
STRUCTURAL
Landscape classification
Roads classification

IMPACT EVALUATION

ECOLOGICAL IMPACTS
SOCIAL IMPACTS
ECONOMIC IMPACTS

MITIGATION MEASURES

PHASE THREE: SOLVING THE PROBLEM

NATIONAL CODE OF PRACTICE MODEL

CONTROL MEASURES
GUIDELINES
REGULATIONS

LEGAL AND ADMINISTRATIVE REQUIREMENTS / IMPLICATIONS

FIGURE 1: Study Process Organogram
1.3 THE IEM PROCEDURE

Sub-problem 1: To incorporate certain salient aspects of the Integrated Environmental Management Procedure in the implementation of the study.

Hypothesis 1: The appropriate aspects of the Integrated Environmental Management Procedure can be used to guide the public participation and independent review of the analyses, conclusions and proposals of the study.

The study was conducted within the general framework of the Integrated Environmental Management (IEM) procedure as developed by the Department of Environmental Affairs and Tourism. The IEM procedure enables environmental issues to be taken into account in the early stages of the planning of developments, and emphasises a holistic, integrated approach to environmental assessment. The IEM procedure states as its primary goal “to achieve the benefits of development with minimal harm to the environment” and thereby attempts to merge two seemingly opposing activities for the benefit of society as a whole.

The following principles underpinning the IEM procedure will similarly underpin the procedure followed in this study:

- informed decision making;
- accountability for information on which decisions are taken;
- accountability for decisions taken;
- a broad meaning to the term environment (i.e. one that includes physical, biological, social, economic, cultural, historical and political components);
- an open, participatory approach in the planning of proposals;
- consultation with interested and affected parties;
- due consideration of alternative options;
- an attempt to mitigate negative impacts and enhance positive aspects of proposals;
- an attempt to ensure that the social costs of development proposals be outweighed by the social benefits;
- democratic regard for individuals rights and obligations;
- compliance with these principles during all stages of the planning, implementation and decommissioning of proposals; and
- the opportunity for public and specialist input in the decision-making process.

The IEM procedure comprises three stages:

Stage 1: Planning and Assessment of Proposal

This stage involves the planning of the proposal and the assessment of the development in terms of the environmental impacts. Alternative options to the development as a whole and/or various aspects of the development are also sought during this stage.
Stage 2: Decision

This stage involves the determination and formal approval of the conditions under which the development may proceed in a method in the best interests of society as a whole.

Stage 3: Implementation

This stage involves the effective implementation of the approved environmental strategy and the monitoring and auditing thereof.

The involvement of interested and affected parties effectively occurs in stages 1 and 2 by means of public consultation at inception of the study, scoping of opinion and an independent review of proposals generated. Unfortunately, past experience has seen the procedure impede or paralyse the planning of numerous projects due to its cumbersome nature. In order to facilitate expediency, an adapted and simplified version of the IEM procedure was developed by the author and adopted by the OASSC with primary emphasis on public participation and an independent review process. The adapted procedure, hereafter referred to as the “Public Participation and Independent Review - PPIR Procedure”, is illustrated in figure 2 overleaf.
FIGURE 2: PPIR Procedure
SECTION TWO: INFORMATION REVIEW

2.1 STATUTORY REVIEW

Sub-problem 2: Undertake a comprehensive statutory, literature and case study review of outdoor advertising on a national and international scale.

Hypothesis 2: A comprehensive statutory, literature and case study review of outdoor advertising on a national and international scale can serve as basis and point of reference for the study.

In this section, a statutory review is presented, discussing the history of legislation governing outdoor advertising as well as current legislation. A literature review is presented listing the type and scale of literature referenced. Case studies from abroad are described and discussed. Section Two comprises the following sub-sections:

2.1 STATUTORY REVIEW
2.2 LITERATURE REVIEW
2.3 CASE STUDY REVIEW
2.4 CONCLUSIONS
2.1 STATUTORY REVIEW

2.1.1 THE HISTORY OF LEGISLATION GOVERNING OUTDOOR ADVERTISING

Legislation governing outdoor advertising in South Africa has its origin in the late 1930’s when the Automobile Association proposed measures aimed at protecting the visual attractiveness of the South African countryside. Although the original concerns are still valid today it has to be conceded that the relevant legislation has become somewhat dated.

The main function of South Africa’s environmental statutes is to protect the natural beauty of the rural countryside. A second, but equally important consideration is to ensure road safety by preventing the erection of distracting advertisements along public roads.

Outdoor advertising alongside South African Roads is currently governed by three sets of legislation and administered by three powers of authority depending on location:

- **The National Roads Act, 1971 (Act 54 of 1971)** prohibits advertisements visible from a national road, but six exceptions are allowed. The regulatory authority is the Department of Transport.

- **The Advertising on Roads and Ribbon Development Act, 1940 (Act 21 of 1940)** prohibits advertisements visible from a public road in rural areas, but nine exceptions are allowed and a permit is issued under regulations and departmental policy. The regulatory authority is the Provincial Administration.

- **Municipal ordinances and bylaws** empower local authorities to regulate advertising in urban areas by permit.

Advertisements within urban areas are generally controlled by the local authority in question but also, to some extent, by the Department of Transport (in the case of national roads within urban areas) and by the provincial administrations (in the case of certain other public roads within urban areas).

2.1.2 NATIONAL ROADS ACT 54 OF 1971

The National Roads Act 54 of 1971 constitutes the legislation by virtue of which advertisements along all national roads are controlled. The act prohibits the display of any advertisement on, or visible from a national road. This prohibition on advertisements, however, is not applicable to the following exceptions:

(a) Business advertisements on buildings.
(b) Advertisements displayed on vehicles.
(c) Advertisements that have been authorised before or after the promulgation of the National Roads Act.
(d) Advertisements displayed before the declaration of a National Road.
(e) Any advertisement which is displayed in the performance of a person's duties in the service of the state, or which is displayed in accordance with any law.

(f) Advertisements that have been authorised by or under regulations (section 14(2)(f)).

2.1.3 ADVERTISING ON ROADS AND RIBBON DEVELOPMENT ACT 21 OF 1940

The Advertising on Roads and Ribbon Development Act 21 of 1940 seeks to achieve its aim through a provision, which prohibits anyone from displaying an advertisement, which is visible from any public road other than a national road. The prohibition, however, is not applicable to the display of the following specified advertisements:

(a) Certain advertisements on buildings.
(b) Informational advertisements on gates.
(c) Farm names.
(d) Advertisements displayed before the commencement of this Act.
(e) Advertisements displayed on vehicles.
(f) Advertisements displayed in urban areas.
(g) Any advertisement that is displayed in the performance of a person's duties in the service of the state.
(h) Directional advertisements.
(i) Advertisements displayed on windmills, or on vehicles, implements or machinery used in connection with farming.

Unlike the National Roads Act, the prohibition, as set out in the above mentioned Act, is not absolute. Advertisements may be displayed if this is done in accordance with the written permission of the controlling authority concerned.

2.1.4 MUNICIPAL ORDINANCES AND BY-LAWS

Control of outdoor advertising in urban areas is carried out by the local authority concerned in terms of the respective municipal ordinances that authorises the making of by-laws. Although adequate provision is generally made in local by-laws for control over advertisements, local authorities still have the discretion to allow commercial advertising. The degree of control exercised in urban areas is, therefore, entirely dependent upon the policies to which the controlling authorities adhere.
2.2 LITERATURE REVIEW

A review of all relevant literature was undertaken as a part of the background study. Information was collected locally and internationally providing a balanced reflection of the views of both the commercial and conservation sectors. The literature review covered a variety of outdoor advertising related topics as listed below:

- Perceptions
- Outdoor Advertising
- Control of Outdoor Advertising
- Tourism
- Legislation of Advertising
- Environment
- Safety aspects
- Road classification

Not all of the above literature is directly referenced in the body of the report. The literature review enabled the author to obtain a holistic understanding of the problem on an international scale, as well as attempts to address the problem.

The complete reference list is included in the Bibliography at the end of this dissertation.

2.3 CASE STUDY REVIEW

Problems and solutions experienced in neighbouring countries and abroad were investigated by means of case studies. These studies were conducted telephonically, by means of personal visits and by means of an international literature review. A summary of the findings is included below.

2.3.1 UNITED STATES OF AMERICA

2.3.1.1 Introduction

Professor Willem van Riet conducted the most important case study during a weeklong fact finding mission to the United States of America. Professor Van Riet concentrated on establishing the approach adopted by a variety of US State Departments to outdoor advertising control and legislation. The following is the author’s summary of the case study gleaned from a debriefing immediately following the return of Professor Van Riet:

Three days were spent discussing the effects of outdoor advertising with a number of sections of the US Department of Transport. This included discussions with a variety of officials. The discussions centred on an approach followed by certain officials as well an overview of the situation in the United States of America.

A vast amount of relevant literature was made available to the OASSC. This has been included in the list of references.
The most important points raised during the discussions with the Department are as follows:

- Very little control over national roads is available to the US Department of Transport.
- Serious concern over the effect of outdoor advertising and especially billboards on the aesthetic quality of the natural and urban landscape has been expressed in the USA for many years.
- The most important control measure was the establishment of the scenic byways programme over the last twenty years. This scenic byways programme has controlled outdoor advertising to an enormous extent. This programme however, has only been applied to selected scenic routes in the USA.

Most of the other controls have been implemented through the urban areas of America where certain cities such as Houston and other smaller cities have implemented sign control measures. These control measures have been in place for a number of years and have focused on the removing of existing billboards as well as the development of design and guideline procedures for the implementation of new types of outdoor advertising.

In the Department of Transport there is a special sub-department or section dealing with the scenic byways programme. A large number of staff are busy planning, designing and implementing this programme. This programme has achieved notable success.

A visit was also undertaken to the United States Department of Forestry. This Department has a large area of land under their control and as many of the National or Provincial roads traverse these areas, they have had an interest in the scenic byways programme. They have also developed an in-depth signage control and design programme for dealing with information transfer in the Department of Forestry's land. This large manual (United States Department of Transportation, Federal Highway Administration, 1988) was made available to the OASSC.

2.3.1.2 Control of outdoor advertising in the USA

The problems associated with uncontrolled outdoor advertising were first addressed in the USA in the 1950's. The Federal-Aid Highway Act of 1956 provided for bonus payments to States, which voluntarily agreed to control outdoor advertising adjacent to the Interstate System. By the time eligibility to participate expired in 1965, 23 States had entered the programme. In 1965, the Highway Beautification Act (HBA) became law, requiring the States, as a condition of receiving their total apportionment of Federal-aid highway funds, to control outdoor advertising adjacent to both the Interstate System and the Federal-aid primary system. Under the HBA new off-property commercial advertising signs are only permitted in commercial and industrial areas. Size, lighting and spacing criteria were established. States had to maintain "effective control" of outdoor advertising signs along the highways.

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was signed into law on December 18 of that year, amended the HBA with four significant provisions involving the control of outdoor advertising. Section 1046 defined the "primary
system" for purposes of enforcing the HBA, required the removal of illegal signs, prohibited most new signs on scenic byways, and provided highway funding for the control and removal of outdoor advertising.

The ISTE A requires that the sign owner remove illegal signs within 90 days of the effective date of the ISTE A. If owners do not remove the signs, the State must remove them, using Federal-aid highway funds.

To retain the character of designated scenic byways, the ISTE A provided that new signs may not be erected along any highway on the Interstate System or Federal-aid primary system that is designated as a scenic byway. Certain signs, such as directional, official, on-premise, and "for sale" or "lease" signs are exempt from this control.

2.3.1.3 Tourist orientated signing systems in the USA

Currently, there are two signing systems used within the highway right-of-way that provide information to the travelling public about the availability of services furnished by small businesses. The signs are categorised as "specific service" signs and "tourist-oriented directional" signs.

Specific service (or LOGO) signs provide travellers with business identification and directional information regarding essential motorists services. Typically, these gas, food, lodging, and camping signs are found adjacent to interchanges on the Interstate System. However, these signs may be used on any class of highway, and they are primarily intended for use in rural areas. Almost 40 States are using this system. (Logos are displayed on a blue background).

Tourist-oriented directional signs (TODS) provide business identification and directional information about business services and activities, including the availability of seasonal agricultural products. TODS advertise businesses and activities that derive the major portion of their income or visitors from the motoring public that do not reside in the immediate area of the business or activity. TODS may only be used on rural, conventional roads (non-freeway type highways). Currently, 15 States use such signs. (White lettering on a blue background).

2.3.1.4 Environmental viewpoint - Sierra Club

Comments were received from the Sierra Club of America regarding their stance on outdoor advertising and visual pollution. The Sierra Club is one of the largest environmental organisations in the USA and act as watchdogs on sensitive issues such as outdoor advertising.

The Sierra Club opposes billboard development along highways and actively supports litigation to compel the Federal Highway Administration to enforce the Highway Beautification Act of 1965. The Sierra Club opposes the proliferation of outdoor off-premise advertising and endorses legislative and other actions to strengthen prohibitions against billboard proliferation and to replace existing billboards with state-managed service logo signs on highway rights of way.
The Sierra Club opposes unnecessary night lighting in both urban and sub-urban areas as it is a waste of electrical energy, destroys the aesthetics of the night sky and interferes with astronomical research.

Numerous other US publications were consulted and these are listed in the bibliography at the end of the dissertation.

2.3.2 AUSTRALIA AND THE UNITED KINGDOM

Budget constraints meant that a case study investigation of Australia and the United Kingdom relied primarily on correspondence and documentation received from their various transport and environmental agencies. The following documents were studied and were particularly useful in defining the type and range of outdoor advertising signs as well as the various means of control.

- Department of Planning, Sydney. Outdoor advertising - an urban design based approach. 31p.

2.3.3 NAMIBIA

Discussions have been held in Windhoek with the Department of Transport. The Department gave an indication that they are very interested in the results of this study as Namibia is currently operating under the 'Advertising on Roads and Ribbon Development Act', inherited from the Cape Province before independence. The Department are keen to make changes to this Act as it is very restrictive and does not allow for the proper development of the outdoor advertising industry. The Department gave the OASSC it's full co-operation and would await a copy of the research results before commenting.
2.4 CONCLUSIONS

The following conclusions are drawn and used in the development of a National Code of Practice for Outdoor Advertising:

• The general consensus regarding the current legal situation on outdoor advertising is that the National Roads Act and Advertising on Roads and Ribbon Development Act are outdated and in need of basic revision and subsequent ratification. Local bylaws are perceived to be fragmented and very difficult to implement.

• The literature review illustrates the complexity of the outdoor advertising problem. It is clear that many authorities and researchers have been investigating solutions to the problems of aesthetic impact. Guidelines and methods of controlling outdoor advertising are constantly being developed and upgraded. The control of outdoor advertising is a universal problem and this study has come at a crucial phase in the development of this country. A vast amount of literature is available covering a variety of outdoor advertising related topics. However, significant shortcomings were noted with respect to definitive research on issues such as the relationship between road safety and billboards.

• The case studies conducted in the USA illustrate a significant negative reaction to outdoor advertising and many communities are developing strict forms of sign control. The establishment of the scenic byways program is an important event in the creation of a sign free and low impact road related landscape.

• Great interest was expressed in the results of this study and doubt was expressed whether a practical and workable framework for a National Code of Practice can be developed.

• The information review was comprehensive and served as a useful basis and reference point for the study.
SECTION THREE: OUTDOOR ADVERTISING

Sub-problem 3: To classify outdoor advertising based on appropriate criteria.

Hypothesis 3: Outdoor advertising sign types can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising.

This section discusses the purpose and function of outdoor advertising with a view to classifying outdoor advertising. The section comprises the following sub-sections:

3.1 THE PURPOSE AND FUNCTION OF OUTDOOR ADVERTISING IN SOUTH AFRICA

3.2 THE CLASSIFICATION OF OUTDOOR ADVERTISING

3.3 CONCLUSIONS
3.1 THE PURPOSE AND FUNCTION OF OUTDOOR ADVERTISING IN SOUTH AFRICA

The purpose and function of outdoor advertising in South Africa, as defined below, was gleaned from discussions held with representatives of the outdoor advertising industry, most notably with Mr Tony Davidson, General Manager of the OAASA.

3.1.1 PURPOSE

- Outdoor advertising plays an important role in promoting a free market system and assisting in the exchange of ideas and goods. The medium has the potential of making a positive contribution towards economic growth.

- Advertisements are probably the most important component for marketers in a free market system. They form an essential base for the upliftment of the broad community's living standards. It provides support for a healthy economic structure and is important for the economic well being of the country. The economic well-being is also improved on all social levels of the community. It promotes the sales and marketing of goods and services, through which there is also job creation. (Ministerial Committee on destination names guidance and tourism signs and advertisements on the road network. Working group 1: National Code of Practice on Advertising: the Private Sector's View. June 1993, p1-2.). Whether this remains valid for outdoor advertising alone is questionable.

- Outdoor advertising is mostly observed by people in transit - in a motor vehicle, bus, taxi, and train or by foot. In contrast with other mediums, an advertisement board cannot be ignored, covered or scaled down. Outdoor advertising reaches one and all, with or without our permission.

- The diversity of this medium is unlimited and consequently the desired message will reach the envisaged target group. It can also be adjusted to fulfil the needs of the target group, thus allowing the various target groups to be reached effectively.

- Advertising campaigns have the flexibility of being either long-term or short-term.

- The area in which the advertisement board is placed, will determine the appearance and information relating to the advertisement. In rural areas a stronger, simpler, design or symbol will rather be used to convey and reinforce a brand name or brand. In contrast, an intelligent amusing expression, strengthened with a three dimensional design, will target a more sophisticated market.

- Outdoor advertisements provide an effective method of visual communication to the majority of the adult population, of which 60% are functionally illiterate. The medium, with its reliance on direct, simple communication transcends literacy and ethnic barriers.

- Outdoor advertising is an important medium through which to convey messages regarding product and community services to primary market target groups in rural areas.
areas and third world urban areas. It is also being used progressively more as an educational medium to launch various campaigns such as road safety, prevention of AIDS and family planning and to serve as sources of information.

- Advertising posters and billboards have been described by residents of South African townships (personal communication) as the “flowers of the townships” because they are, very often, the most colourful features in an otherwise drab and dull environment.

- Outdoor advertising also plays a possible negative role by influencing the society regarding certain socially acceptable drugs like alcohol and cigarettes.

- Few people own televisions in rural areas and, due to high levels of illiteracy, few people read magazines or newspapers. The primary communication mediums are therefore radio and outdoor advertising.

- Local firms also assist in the economic well-being and general upliftment of the living standards in the surroundings. Shops also serve as gathering places for people. The atmosphere of the local business usually reflects the tendencies of the market. There is thus a need for advertising at such places so that the consumer can be exposed to new products and services.

- Businesses are usually not models of architectural heritage. Therefore, tasteful outdoor advertising can contribute to the character and "colour" of such a business centre and environment (Department of the Environment, Welsh Office 1992:2).

- In sharp contrast to this, information boards can also be the cause of serious visual pollution. Where the environment is defaced with an excess and unregulated amount of advertising, it becomes disturbing and the advertising loses its effectiveness, only contributing to the stress level of the modern age.

3.1.2 THE FUNCTIONING OF THE OUTDOOR ADVERTISING INDUSTRY IN SOUTH AFRICA

The outdoor advertising industry is at present represented by the product manufacturers, the advertisement agencies and the outdoor advertising contractor. The Outdoor Advertising Association of South Africa (OAAASA) was established in 1979 to deal with problems facing the industry, and currently represents all major outdoor advertising interest groups (26 members). These members account for more than 95 per cent of the total spend on outdoor advertising.

A differentiation must be made between the legitimate outdoor advertising contractor, the sign writer and sign writing companies and the numerous informal “advertisers” who plaster public and private walls with pamphlets and advertisements and tie tree signs on trees and poles with every kind of notice and advertisement. The outdoor advertising process described below, was compiled by the OAAASA, and concerns the outdoor advertising contractor who rents out or sells advertising space on the various types of advertisements described in this study.

There are probably between 50-60 outdoor advertising contractors in South Africa, although 90% of the business is handled by twelve companies who are amongst the twenty eight
members of the Outdoor Advertising Association of South Africa. R128 million was spent on the medium in 1994.

The contractor's role is to secure a site and provide the structure and the advertising space i.e. he provides a communication vehicle for advertising in the same way as television, radio and the press does. The actual advertising content is of no concern to the contractor, provided it conforms to the requirements laid down by the Advertising Standards Authority of South Africa.

The contractor obtains the rights to erect / construct an advertising sign on the site with the landowner, and negotiates a rental for the site with the owner of the land. The land may be state owned, provincial property, Transnet, municipal or township property or privately owned. The contractor then obtains permission to use the site for an advertisement with the local municipality, province or authority concerned. The contractor then sells the space to an advertiser. This is usually accomplished through an advertising agency, which is responsible for paying the contractor an agreed rental for the sign. The advertising agency receives a 'commission' for providing the creative expression for the advertising sign and for negotiating and securing the space for the advertiser.

The contractor may, in some cases, sell the sign directly to the advertiser especially where the sign is of a permanent or semi-permanent nature.

3.1.3 IMPORTANCE OF OUTDOOR ADVERTISING

Within our city limits, a well-planned sign programme can contribute to the safety of the motorist and can be an economic and social benefit. Visitors to cities can experience a sense of community pride and shared values as he navigates through a user-friendly environment. A good sign programme can bring in essential tourist money, encourage new development, assist with motorist safety, and convey a clear simple message... "Welcome!"

The general economy, small business, rundown areas, the community, charities and community services, amenity, safety, the advertiser, site owners, the sign company and government can all benefit directly or indirectly from outdoor advertising when applied correctly.

The following issues were listed by the OAASA as crucial when defining the importance of the medium in a socio-economic perspective.

- It is a vital component of our communication system.
- It advises people of availability of products and services, thereby increasing consumer awareness.
- In its various forms it provides information, prescribes trends and lead us in decisions which we must make in our daily lives.
- It informs people of their rights and duties as citizens of the country (political campaigns).
- It conveys messages concerning social views, such as how society views the use of alcohol, sex, the wearing of fur coats, and the use of tobacco.
- It informs, guides, directs and warns.
3.1.4 EFFECTIVITY OF OUTDOOR ADVERTISING

According to an article by Robert L. Stewart in the magazine "Rough Notes", (Stewart, R.L., 1990) advertising next to roads can be an effective low cost medium. It achieves a high repeat message and keeps the company name in the public eye. An open-air advertisement can cost less that 70% of a television advertisement and 50% less that a radio advertisement, for every 1 000 viewers. These figures must be adapted when taking certain cable-TV programmes into consideration. Outdoor advertising still offers the cheapest option to the agent.

A survey published in the Financial Mail, May 27, 1994, reveals that the total advertising spent for all media grew by 11,1% in the year ending January 1994, whilst the spending on outdoor rose by 29,2% to over R113 m, bringing its share of total adspend up to 3,7% from 3,18% in the previous year. Adspend on outdoor advertising, admittedly coming off a low base compared with some of the major media types, has grown by around 30% per annum since 1989, when outdoor held just 2,3% of the adspend cake.

Outdoor advertising grew by 46% in 1990, 30% in 1991 and 29% in 1992. The growth trend is attributed to improved measurement of outdoor advertising audiences, relaxation of controls and increased percentage of sophisticated "supersigns". Realisation of the medium's cost effectiveness is also cited as reason for the growth. Some brand leaders are believed to spend up to 20% of their above-the-line budget on outdoor advertising. In countries like the Netherlands, advertisers spend up to 13% of their budgets on the outdoor medium. It is projected that the local upper limit could be as high as 10%.

A work titled 'Factors influencing recall of outdoor advertising', appearing in the Journal of Advertising Research (Danthu, N., Cherion, J., Bhargava, M. 1993.) studied the factors that influence the recall ability of outdoor advertising. The study has revealed that the factors, which have the greatest influence with regard to effectiveness of outdoor advertising, are location, position, number of words, use of colour and the attitude and involvement of the test subject. The same study has shown that the effectiveness of advertisement boards on roadsides can be increased by placing them on the left hand side of the road, using few words, and by using out of the ordinary applications and designs, such as a black and white board when the rest are all colour. Other important issues, when considering effectiveness, include the amount of attention the test subject (or motorist) gives to, and their attitude towards the advertisement (Danthu, N., et al).

It is difficult to obtain information proving that outdoor advertising is effective, although numerous studies conclude that outdoor advertising does convey information with much success. A further yardstick is the level of investment that business is prepared to spend on the medium. One hundred and twenty eight million rand was spent on the medium in 1994 in South Africa. The number of contracted outdoor advertising signs in South Africa in May 1995 according to the OASA was as follows:

- Roadside billboards: 23 300
- Shopping complex signs: 20 000
- Bus shelters: 4 000
- Airport signage: 1 500
Railway station signage 4 000
Transit (bus) advertising 5 000

The industry provides employment for more than five thousand people and contributes R50 million annually to the State by way of taxation.

Classification of the variety of advertisements is important for the effective evaluation of applications and control of signage. Guidelines should ultimately be developed to facilitate the execution of proper types of signage within various areas of sensitivity. This classification will consider the impact outdoor advertising will have on its surrounding environment.

Many cities and townships have their own set of bylaws and regulations to control outdoor advertising. These policies divide the various types of advertisements into a certain classification scheme. The principal benefit of this is that the various classified systems differ from one authority to another in the same region. This lack of uniformity amongst the application of standards for outdoor advertising classification systems of activities are seldom beneficial in local areas and are often the product of a subjective and misguided perception of the bylaw officials and the need to modernise local advertising. The standards need to be revised so that the industry and the public have a clear and uniform understanding of outdoor advertising classification systems used by a number of local authorities, especially those used by local government. This will result in a reduction of advertisements.

2.2.2 CLASSIFICATION SYSTEM

Advertisements can be classified according to their function, vehicle, posting medium, duration, and type. The various categories used to classify an advertisement are described below:

1. LEVEL

This category refers to the messages conveyed by the advertisement. It will be visually advertised. Any advertisement will convey one of three messages:

- Information on localities
  This class will include all business signs, directional signs, treatment signs, place names, and service detection signs.

- Information on activities
  This class will include all future development and construction signs and public safety and utility signs.
3.2 THE CLASSIFICATION OF OUTDOOR ADVERTISING

3.2.1 INTRODUCTION

Classification entails the sorting of advertisements into different types or classes. The meaningful classification of advertisements is important for the effective evaluation of applications and control of signage. Guidelines should ultimately be developed to facilitate control of the erection of various types of signage within various areas of sensitivity. This classification will consider the impact outdoor advertising will have on its surrounding environment.

Many city councils, especially those of the larger cities, have their own set of bylaws and regulations to control outdoor advertising. These statutes divide the various types of advertisements into a certain classification system. The problem arising from this is that the various classification systems differ from one authority to the next, causing frustration amongst the applicants. Established outdoor advertising classification systems and guidelines are seldom based on thorough research and are often the product of a subjective and misguided perception of the controlling authority. As a result, the approach to control of signage is not standardised, further frustrating the industry and the public. The classification process took cognisance of existing classification systems used by a number of local councils, most notably those used by the Johannesburg, Port Elizabeth and Stellenbosch councils.

A National Code of Practice must function as a tool that can be used to effect revisions to existing laws, bylaws and ordinances and ensure that a standard approach is adopted by all authorities towards the control of outdoor advertising.

3.2.2 CLASSIFICATION SYSTEM

Advertisements can be described according to their function, situation, supporting structure, medium, duration, and type. The various categories used to classify an advertisement are described below:

(1) FUNCTION

This category refers to the message conveyed by the advertisement i.e. what is being advertised. Any advertisement will convey one of three messages:

- **Information on localities**
  This class will include all *business signs, directional signs, landmark signs, place names*, and *service club notices*.

- **Information on activities**
  This class will include all *future development and construction signs and public service and utility signs*.
• **Information on products & services**
  This class will include *for sale, auction and lease signs*, as well as *service and product advertisements*.

(2) **SITUATION**

The next category of classification concerns the positioning of the advertisement relative to the road reserve. Advertisements can be situated

- **in road reserve**, or
- **outside road reserve** (on or off premise).

(3) **SUPPORTING STRUCTURE**

A vast variety of structures are used to support advertisement signs. In many cases, the structure itself bears greater responsibility for the impact on the environment than the actual sign. The following classes are applicable:

- **Structures primarily used for the display of advertisements**
  i.e. poles, standards, pylons and brick, stone and concrete structures.

- **Structures not primarily used for the display of advertisements**
  i.e. walls of buildings, verandas, balconies, roofs, walls fences and hoardings, bridges, reservoirs, silos, street name poles, lamp posts, bus stop shelters, street furniture, and farm structures and machinery.

- **Advertisements on moving structures / objects**
  These could either be on moving vehicles (buses, trailers, etc.) or on kites, balloons, aircraft, etc.

(4) **MEDIUM**

The medium may vary from a static unchanging message, to an active message constantly changing.

- **Static (Unchanging)**
  Most posters, billboards, etc. carry one unchanging advertisement.

- **Active (Changing)**
  Neon lights and electronic media enable signs to constantly change.

(5) **DURATION**

The intended display period for the advertisement may vary:

- **Permanent** (5 years)
- **Semi permanent** (Short term campaigns)
- **Temporary**
TABLE 1: PROPOSED CLASSIFICATION OF OUTDOOR ADVERTISEMENTS

(6) TYPES OF ADVERTISEMENTS

Depending on the budget available, the location and the intended impact, an advertiser can choose from a variety of advertisement types. The majority of these are standardised and produced in quantity. The most distinguishing characteristic of these classes is the shape and size of the sign.

- **Very large**
  - 'Spectaculars' and 'Aerial Signs'.

- **Large**
  - Billboards

- **Medium**
  - Posters

- **Small**
  - Farm names, estate agents' boards, pavement advertisements, etc.

3.2.3 PROPOSED CLASSIFICATION OF OUTDOOR ADVERTISEMENTS

Based on the above and comprehensive research into the control systems currently used by various local and regional authorities, a classification system was developed specifically with the National Code of Practice in mind. The classification hinges on types of signs with signs of similar size (and consequently potential impact), function and situation grouped together (see table 1).
<table>
<thead>
<tr>
<th>CLASS</th>
<th>CODE</th>
<th>TYPE OF SIGN</th>
</tr>
</thead>
<tbody>
<tr>
<td>CLASS 1</td>
<td>1a</td>
<td>Spectaculars and Supapax</td>
</tr>
<tr>
<td>Large, free-standing</td>
<td>1b</td>
<td>Aerial signs</td>
</tr>
<tr>
<td></td>
<td>1c</td>
<td>Large billboards</td>
</tr>
<tr>
<td></td>
<td>1d</td>
<td>Small billboards, Guard Towers and Super Trilaterals</td>
</tr>
<tr>
<td></td>
<td>1e</td>
<td>Advertising on towers, bridges and pylons</td>
</tr>
<tr>
<td>CLASS 2</td>
<td>2a</td>
<td>4 Sheet posters</td>
</tr>
<tr>
<td>Posters and general signs</td>
<td>2b</td>
<td>Pavement posters and notices</td>
</tr>
<tr>
<td></td>
<td>2c</td>
<td>Banners and flags</td>
</tr>
<tr>
<td></td>
<td>2d</td>
<td>Suburban ads</td>
</tr>
<tr>
<td></td>
<td>2e</td>
<td>Street furniture</td>
</tr>
<tr>
<td></td>
<td>2f</td>
<td>Temporary advertisements</td>
</tr>
<tr>
<td></td>
<td>2g</td>
<td>Identitiles</td>
</tr>
<tr>
<td></td>
<td>2h</td>
<td>Transit advertising</td>
</tr>
<tr>
<td></td>
<td>2i</td>
<td>Functional advertisements by public bodies</td>
</tr>
<tr>
<td></td>
<td>2j</td>
<td>Construction site hoardings on boundary walls and fences</td>
</tr>
<tr>
<td></td>
<td>2k</td>
<td>Project boards</td>
</tr>
<tr>
<td></td>
<td>2l</td>
<td>Advertisements displayed on enclosed land</td>
</tr>
<tr>
<td></td>
<td>2m</td>
<td>Neighbourhood watch and similar schemes</td>
</tr>
<tr>
<td>CLASS 3</td>
<td>3a</td>
<td>Sky signs</td>
</tr>
<tr>
<td>Signs on buildings and premises</td>
<td>3b</td>
<td>Flat signs</td>
</tr>
<tr>
<td></td>
<td>3c</td>
<td>Projecting signs</td>
</tr>
<tr>
<td></td>
<td>3d</td>
<td>Veranda, balcony, canopy and underawning signs</td>
</tr>
<tr>
<td></td>
<td>3e</td>
<td>Signs painted on walls and roofs</td>
</tr>
<tr>
<td></td>
<td>3f</td>
<td>Window signs</td>
</tr>
<tr>
<td></td>
<td>3g</td>
<td>Advertisements incorporated into the fabric of a building</td>
</tr>
<tr>
<td></td>
<td>3h</td>
<td>Advertisements on forecourts of business premises</td>
</tr>
<tr>
<td></td>
<td>3i</td>
<td>Miscellaneous advertisements on any premises</td>
</tr>
<tr>
<td></td>
<td>3j</td>
<td>Advertisements on business premises</td>
</tr>
<tr>
<td>CLASS 4</td>
<td>4a</td>
<td>Sponsored road traffic projects</td>
</tr>
<tr>
<td>Composite signs</td>
<td>4b</td>
<td>Logos</td>
</tr>
<tr>
<td></td>
<td>4c</td>
<td>Service facility signs</td>
</tr>
<tr>
<td></td>
<td>4d</td>
<td>Tourism signs</td>
</tr>
</tbody>
</table>

Note: Many of the above names listed under 'Type of Sign' are generic terms commonly used by the outdoor advertising industry. A definition of each is supplied overleaf.
CLASS ONE (large free-standing signs)

Class 1 makes provision for signs deemed to have a high impact on the aesthetic and social environment by virtue of their size, shape or prominence.

1a Spectaculars and Supapax

‘Spectaculars’ are custom made, illuminated billboards, generally 3 m x 12 m or larger but may be as small as 4 m x 2 m. They may be externally or internally illuminated and often include specialist character cut-outs and three-dimensional presentations. ‘Supersites’, ‘Fireflies’, ‘Gloolites’, and ‘Unilites’ are popular brand names.

‘Supapax’ are giant-sized product replicas commonly seen outside shopping centres.

1b Aerial signs

An ‘aerial sign’ is any sign affixed to a captive kite or balloon or an aircraft, or any other device by which it is suspended in the air.

1c Large billboards

‘Large billboards’ are free-standing signs varying from 96 sheets (3 m x 12 m) to 48 sheets (3 m x 6 m).

1d Small billboards, Guard Towers and Super Trilaterals

‘Small billboards’ vary in size from 16 sheets (3 m x 2 m) to 12 sheets (1,5 m x 3 m). They are commonly referred to in the industry as ‘Shopper Twelve’s’, ‘Roadside Twelve’s’, ‘Junior posters’ and ‘Station Twelve’s’. ‘Guard towers’ are tower shaped advertising structures comprising four 2,5 m x 1,5 m, 3 m x 1,5 m or 4 m x 1 m panels. ‘Super trilaterals’ are pole mounted, three sided units carrying three 1 m x 4 m panels.

1e Advertising on towers, pylons and bridges

This category includes all advertising (painted signs, logos or corporate colours as well as mounted signs) on cellular telephone towers, water towers, bridges and the like, as well as pylon mounted signs.

CLASS TWO (Posters and general signs)

2a 4 Sheet posters

Also referred to as ‘4-Sheeters’. These are usually pole mounted, double sided, and permanent advertising structures capable of carrying advertisements varying from 1,56 m x 1,05 m to 1,8 m x 1,2 m. Included are the following industry brand names: ‘Impact Fours’, ‘Popstands’, ‘Flagstands’, ‘Centre Fours’, ‘Shop ads’, ‘CBD Units’, ‘Landscape pops’, ‘Postaflax’, ‘Station fours’ and ‘Station streamers’.
2b Pavement posters and notices

Pavement posters include all temporary signs erected within the road or pedestrian reserve intended to advertise any public thanksgiving, rejoicing, mourning or any other public function or occasion.

2c Banners and flags

An advertisement in the form of a banner or of a flag attached to a single flagstaff projecting from a building or premises.

2d Suburban ads

Pole mounted signs at entrances to suburbs carrying a 0.5 m x 2 m advertising sign beneath the suburb name.

2e Street furniture

Advertising on street furniture includes signs mounted onto benches, planters, pavement litterbins, pole mounted litterbins and bus shelters.

2f Temporary advertisements

This class includes a wide variety of signs and advertisements that are usually displayed to publicise a forthcoming event, or to advertise a short-term use of the advertisement site. This class includes signs temporarily displayed to:

- advertise that land, premises or development are for sale or to let;
- announce that there is to be a sale of goods or livestock on land or premises which are not normally used for commercial purposes;
- advertise any local event which may be religious, educational, cultural, political, social or recreational, but not for any commercial purpose;
- announce the visit of travelling entertainment; or to
- advertise the fact that firms or individuals are carrying out building, engineering or construction work.

2g Identitites

Pole mounted, double sided, internally illuminated, 1.0 m x 1.5 m signs, carrying street names in the urban environment.

2h Transit advertising

This class includes all advertising on normally moving vehicles including taxis, buses, trailers, trains and vessels.
Functional advertisements by public bodies

Those advertisements which are needed by public bodies (such as local authorities, public utilities operators and public transport operators) to give information or direction about the services they provide (e.g. bus timetable).

Construction site hoardings on boundary walls and fences

This class permits signs to be fixed (but not painted) flat against or on top of any fence or wall (not being the wall of a building) where such fence or wall forms the boundary of a site where construction work is being carried out.

Project boards

This class includes all advertisements displayed on a site where a building, swimming pool, tennis court, paving, fencing or garden landscaping or any other structure is in the course of being constructed, erected, carried out or altered. Also included are signs describing the type of development being carried out on a site and which gives details of the type of accommodation being provided, floor space available, etc.

Advertisements displayed on enclosed land

Advertisements displayed on enclosed land would include advertisements inside a railway station forecourt, or inside a bus station or sports stadium.

Neighbourhood watch and similar schemes

This class makes provision for outdoor signs for Neighbourhood Watch, Farm Watch and similar watch schemes established by the local Watch committee and the police authority, advertising that a watch scheme is in operation in the area. It also makes provision for signs containing the name, address and telephone number of a security company contracted to protect the premises on which the sign is displayed.

CLASS THREE (Signs on buildings and premises)

Sky signs

A 'sky sign' is any sign that is fixed above the roof of a building other than a roof of a veranda or a balcony.

Flat signs

Signs affixed to the main walls of buildings and which do not project more than 230 mm from the surface of the walls.
Projecting signs

Any sign that is affixed to a main wall of a building and projects more than 230 mm from the surface of the main wall.

Veranda, balcony, canopy and under-awning signs

Included hereunder are
- signs affixed flat on to, or painted on a parapet wall, balustrade or railing of a veranda or a balcony;
- signs on top of the roof of a veranda, only where such a roof does not have a parapet wall, balustrade or railing;
- signs affixed flat on to, or painted on the fascia of a veranda or a beam over veranda columns; and
- signs suspended under a veranda or balcony.

Signs painted on walls and roofs

All signs painted directly onto the main walls or roof of a building.

Window signs

Window signs are signs that are permanently painted on, or attached to, the window-glass of a building.

Advertisements incorporated in the fabric of a building

Any advertisement incorporated into, and forming an integral part of the fabric of a building (i.e. not painted on or affixed in any manner).

Advertisements on forecourts of business premises

Notices, signs and advertisements positioned on the forecourts of business premises, to draw attention to any commercial services, goods for sale, or other services available at the premises. A forecourt may include the area at a filling station where the pumps are situated, a terrace in front of a restaurant or cafe, etc.

Miscellaneous advertisements on any premises

This class includes a wide variety of small notices and signs to be displayed on the premises or buildings to which the notice or sign relates.

Advertisements on business premises

Advertisements pertaining to the business carried on, the nature of the goods sold, or services provided on those premises.
CLASS FOUR  (Composite signs)

4a  Sponsored road traffic projects

This class makes provision for any advertisements relating to the sponsoring of projects specifically intended for road users either aimed at the provision of road services or the promotion of road safety.

4b  Logos

Specific service or ‘Logo’ signs are proposed alternate signing systems included to provide the motorist with specific information in the interest of the motoring public. They provide travellers with business identification and directional information regarding essential motorists services. These signs may be used on any class of road and are primarily intended for use in rural and natural areas.

4c  Service facility signs

This class permits advertisements to be displayed on any premises for the purpose of advertising the fact that a business, company or person is providing services specifically aimed at the road user. These services include restaurants, filling stations, accommodation, and holiday resorts.

4d  Tourism signs

Tourism signs represent a standardised method of displaying directional information about public places owned by national or local authorities, publicly or privately owned natural phenomena, historic, cultural, scientific, educational, and religious sites; as well as areas of natural scenic beauty or naturally suited for outdoor recreation deemed to be in the interest of the travelling public. The sign may only identify the activity and direct the viewer; advertising and logos are prohibited.
3.3 CONCLUSIONS

The following conclusions are drawn and used in the development of a model for a National Code of Practice for Outdoor Advertising:

- The preceding section has seen the classification of outdoor advertising into four distinct groups.
- The classification is largely based on the size, location and type of sign.
- The classification also reflects the potential impact and necessity value of the sign.
- The classifying of advertisement into groups is an important step in developing a National Code of Practice for Outdoor Advertising.
SECTION FOUR: PHYSICAL ENVIRONMENT

Sub-problem 4: To classify urban and rural landscapes, based on appropriate criteria.

Sub-problem 5: To classify roads and road signs based on appropriate criteria.

Hypothesis 4: Urban and rural landscapes can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising.

Hypothesis 5: Roads and road signs can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising.

This section discusses the physical environment in terms of landscapes and roads and comprises the following sub-sections:

4.1 LANDSCAPES

4.2 STRUCTURAL ENVIRONMENT

4.3 CONCLUSIONS

4.1.1 Hydrology

4.1.1.2 Vegetation

Regional vegetation can be described according to the dominant vegetation types of Southern Africa (Preece, 1988). Defining vegetation communities have a varying influence on the scenic quality of the landscape.
4.1 LANDSCAPES

Environmental impacts can be managed and mitigated by addressing and varying the activity itself, or by investigating the sensitivity of the landscape in which this activity will take place. With regards to the latter, the South African landscape is classified according to its natural, environmental and cultural characteristics. A classification system dealing with broad categories such as protected, natural, rural, peri-urban and urban landscapes is proposed and discussed hereunder.

The following generalised description of the landscapes of South Africa and the evaluation thereof, is a summary of a sub-study undertaken by Professor Willem van Riet, Landscape Architect. This description and evaluation was used as a basis to broadly zone all areas of the country.

4.1.1 LANDSCAPE DESCRIPTION

The physiography of the landscape in this particular study is described according to its shape (geomorphology), the presence of water (rivers, lakes and coastline), the vegetation covering the landscape and lastly, the land use. When these four landscape characteristics are combined, they result in a landscape synopsis that allows one to judge the inherent scenic value of the landscape.

4.1.1.1 Geomorphology

The geomorphology in South Africa is dominated by the position of the great escarpment, resulting in the interior drainage basin of the Orange River draining away to the west, and a series of catchments draining from the great escarpment to the east, south and west. The Cape Folded Mountain System dominates the southern tip of the continent. This coupled with a range of other smaller geomorphologic outcrops creates mountains such as the Waterberg and the Magaliesberg. These dominant, elevated features of the landscape create, in many parts of the country, an incised drainage system, resulting in deep, well defined valleys of the east coast as well as the lower Orange River.

4.1.1.2 Hydrology

The various drainage systems of the country can be described in terms of the valley-shape and the presence of water within such a valley. The coastline was also be evaluated in terms of type or wave action and the shape of the coastline.

4.1.1.3 Vegetation

Regional vegetation can be described according to Acocks' broad classification of vegetation types of Southern Africa (Acocks, 1988). Differing vegetation communities have a varying influence on the scenic quality of the landscape.
4.1.1.4 Land Use

The way the land is utilised and developed, ultimately affects the scenic value of the landscape; the less disturbance, the greater the scenic value.

4.1.2 LANDSCAPE EVALUATION

All four of the data categories discussed above can be evaluated for their visual contribution to a scenic map of South Africa. Certain assumptions were made in order to be able to complete this analysis. It was assumed that

- topographic diversity and steep slopes increase the scenic value of a landscape;
- the presence of water and waves increase the scenic value of a landscape or coastline;
- indigenous forested areas in Southern Africa will contribute to a greater scenic value; and
- the more untouched a landscape, the more important its scenic attributes will be. In this specific case, certain cultural and land use categories relating to farming activities were also deemed to be of scenic value. For example, the subsistence farming methods employed in the former homelands of Transkei and Venda as well as some of the agricultural activities along the valleys of the Cape Folded Mountain System have a high cultural and scenic value.

4.1.3 LANDSCAPE CLASSIFICATION

From the results of the landscape, the consequential scenic values were used to determine three broad regional landscape classes.

4.1.3.1 Natural Landscape

Natural landscapes occur where the activities resulting from agriculture or urban development are so low that the landscape can be classified as basically natural. In this particular case, most of the high value scenic regions of South Africa would be placed in this zone. The land use activities are considerably lower than in the rural and urban areas and the visual impact of outdoor advertising will be considerably higher.

Examples of natural areas are wilderness areas, national parks, game reserves, nature reserves, marine reserves, extensive agriculture, subsistence agriculture and scenic corridors.

4.1.3.2 Rural Landscape

Rural landscapes occur where the agricultural activities have changed the natural scenery to such an extent that little natural visual character remains; but where the land use activity is of such a nature that the landscape as a whole can still be classified as scenic. The land
use activities are considerably higher than in the natural areas and some impact from outdoor advertising can be tolerated.

Examples of rural areas are intensive agriculture, rural centres of economic activity, and peri-urban areas.

The results of the above analysis are illustrated on a landscape zoning map produced by Professor Van Riet. This map of South Africa zones the country into natural, rural and urban landscapes and is included below for illustrative purposes.

MAP 1: Landscape Zoning
4.1.3.3 Urban Landscape

Urban landscapes occur where the activities of humans are so dominant that few natural features remain. In this zone the structures are so dominant that the visual impact of outdoor advertising is low and the intensity of activities demand some form of information transfer and advertising.

Examples of urban areas are central business districts, industrial, commercial, residential, open space, sports and recreation, beachfronts, railway stations, and special neighbourhoods.

Professor S le Roux of the then Department of Architecture, University of Pretoria, undertook a sub-study on the classification of the urban environment. The findings of this study are summarised below. The complete study is included as Appendix One.

4.1.3.3.1 Present classification of Urban Environments

Urban areas are usually zoned according to existing and proposed land use. The plan of such urban areas, commonly referred to as a Structure Plan, usually includes the following classes:

- Residential - with various densities.
- Business - with various orders of use.
- Offices - with orders of size.
- Industrial.
- Commercial.
- Educational.
- Hospitals.
- Government or Municipal.
- Open spaces - local, nature area, city wide, sport.
- Roads - freeway, main.
- Public transport.

This information is indicated on plans and is used for future planning and rezoning applications. It has economic rather than environmental implications.

4.1.3.3.2 A Proposal for Classification of the Urban Environment

The application of an outdoor advertising control scheme will require a refined structure plan that will acknowledge and incorporate the quality of the environment.

It is proposed that the urban environment be divided into three areas of control as described below:
Maximum Control

This includes areas where the size, number and positions of advertisements are strictly controlled, with some freedom for their design. Apart from signs identifying owners or tenants or building names, all advertisements are scrutinised according to well-developed and well-defined regulations. As all advertisements affect the appearance of the building, structure or place where they are displayed, it may be necessary to develop conditions and regulations to specific detail. Local trade and amenity organisations are to be consulted about the policy of demarcation. It is proposed that the following urban areas be included in maximum control zones:

- Conservation areas - national or local heritage sites or buildings, special tourist areas, historical or contextual streetscapes, skylines from viewing points [to be demarcated];
- areas of strong architectural context or historical scale [to be demarcated];
- exclusively residential areas, mostly low density single [residential];
- important gateways [to be demarcated with roads];
- characteristic vistas - over built up area, down streets or avenues [to be demarcated with roads/open space];
- important through roads [roads];
- interface of natural landscape and built fibre; natural edges like water, rivers, ridges and forests [open space]; and
- open areas like parks, squares and commons [open space].

Partial Control

In these areas greater freedom is allowed for the size, number and positions of advertisements and well-stated guidelines may be enough to regulate most cases. It is proposed that the following urban areas be included in partial control zones:

- Residential areas with shops and offices interspersed, mostly high density mixed [residential];
- residential areas in transition [residential];
- small commercial enclaves in residential areas [commercial];
- ribbon development along main streets [roads/commercial];
- roads [roads];
- man-made edges like railway lines, bridges, and roads [roads];
- public transport connections like train and bus stations or harbours [government or municipal];
- educational institutions [educational];
- sports fields or stadia [open space]; and
- government enclaves, including diplomatic or civic amenities [government or municipal].
Minimum Control

Any lawful and safe advertisement is allowed. It is proposed that the following urban areas be included in minimum control zones:

- Commercial districts, shopping centres and office parks or precincts [commercial];
- industrial areas or parks [industrial]; and
- entertainment districts or complexes [commercial].

For each of these specific guidelines/criteria should be formulated taking into consideration the following and stating each unambiguously:

- Objectives;
- appropriate opportunities;
- required standards;
- number of signs per identified site; and
- size of signs.
4.2 STRUCTURAL ENVIRONMENT

4.2.1 CLASSIFICATION OF ROADS

According to a document issued by the Department of Transport, "Classification of Roads in South Africa" (1992), there is considerable confusion and misunderstanding among members of the public regarding the classification of roads. The general misunderstanding is that all tar roads would be national roads and all secondary roads would be gravel roads. The actual problem is that the present road classification system is organised on the system of the "responsible authority".

Only roads declared as national roads are considered as being national roads. Furthermore, every road authority has its own terminology for the roads in its jurisdiction. It is for this reason that terms such as provincial roads, district roads, primary routes and secondary routes, are used to describe roads with the same function.

Using the American approach as a basis, the different levels of roads are defined within the South African context as follows:

*Primary roads* provide mobility in a national context. Traffic on these roads usually has long travel distances and the design of the roads makes provision for relatively high speeds and minimum interference of through traffic (AASHTO classification: Rural principle and minor arterial system).

*Secondary roads* provide mobility in a regional context. Shorter travel distances are experienced on these roads and more moderate speeds are consequently acceptable. This group of roads often forms the link between the towns not situated on the primary road network (AASHTO classification: Rural collector system).

*Tertiary roads* provide local mobility. Their main function is to serve the land uses next to the road network (AASHTO classification: Rural local road system).

The above-mentioned system of classification is based solely upon traffic volumes (vehicles per day: vpd) and primary traffic function. This system is by no means to be used directly as a classification system. It is included as it could form the basis for a classification system.

A road classification system was developed for road traffic signing purposes by the Department of Transport (1992) and is illustrated in figure 3 below:
FIGURE 3: Road classification for signing purposes.

Classification of roads (in the context of outdoor advertising) should be done according to appropriate criteria. The criteria should include visual considerations (views from the road), traffic volume, surrounding land uses, etc. This becomes an area specific system. This means for example, that the whole of the N1 freeway will not necessarily be classified in the same category, but its classification will change as its surrounding land uses change depending on the area. Consequently, the areas have different levels of sensitivity to aesthetic impacts and therefore need to be classified differently.

After discussions with officials of the various national and provincial transportation departments, and in order to reduce the complexity of guidelines, it was decided to simplify the classification system.
For purposes of this study it was decided to use only two categories of roads in the urban and rural environments as follows:

- **RURAL ROUTES**
  - Numbered routes
  - Unnumbered routes

- **URBAN ROUTES**
  - Routes of Metropolitan significance
  - All other routes classified according to zones discussed under 4.1.3.3.2

4.2.2 CLASSIFICATION OF ROAD TRAFFIC SIGNS

As road traffic signs are in its broadest definition included under outdoor advertising, a brief introduction into the South African Road Traffic Sign System is necessary.

*Road traffic signs* is the collective term used in legislation to include all road signs, traffic signals and road markings as illustrated in figure 4.

Of particular interest to this study are the tourism signs ("brown signs") under the category Road Signs. Tourism signs are a local or supplementary form of guidance signing which are provided in support of primary direction signs (blue and green signs). These signs are considered a transitional form of signage that bridges the gap between “commercial” signage and road traffic signs.

![Diagram of Road Traffic Signs]

*FIGURE 4: Road Traffic Signs*
The road traffic sign system and the outdoor advertising sign classification system overlap with the tourism signs being common to both (see figure 5).

FIGURE 5: Common ground: Road Traffic Signs and Outdoor Advertising.
4.3 CONCLUSIONS

The following conclusions are drawn and used in the development of a model for a National Code of Practice for Outdoor Advertising:

- The South African landscape has been classified into three distinct areas, namely natural, rural and urban areas. The latter has been further classified according to land use. This classification system, based largely on the landscapes sensitivity to visual disturbance will further facilitate the development of a model for a National Code of Practice for Outdoor Advertising.

- A simplified classification of South African roads was established. This classification adds a further dimension to the concept advertising control. It is now possible to link certain types of signs (as previously classified) to certain types of landscapes and certain classes of roads.

- The common ground between road traffic signs and outdoor advertising has been established. 'Brown Tourism Signs', are regarded as both road traffic signs and outdoor advertising and should be included in the scope of this study.
SECTION FIVE: HUMAN ENVIRONMENT

Sub-problem 6: To elicit input and contributions from interested and affected parties and involve such parties in further phases of the study.

Hypothesis 6: All interested and affected parties can be identified, their input and contributions elicited and they can be and given the opportunity to become involved in further phases of the study.

Section five discusses the human environment in terms of the viewpoints and perceptions elicited from numerous interested and affected parties, under the following sub-sections:

5.1 VIEWPOINTS OF INTERESTED AND AFFECTED PARTIES
5.2 OPINION POLL
5.3 PRESS RELEASE
5.4 WORKSHOPS
5.5 QUESTIONNAIRE
5.6 PSYCHOLOGICAL PERCEPTIONS
5.7 CONCLUSIONS
5.1 VIEWPOINTS OF INTERESTED AND AFFECTED PARTIES

The following is a synopsis of the main viewpoints of certain interested and affected parties who were contacted directly with the view of eliciting their feelings concerning outdoor advertising.

5.1.1 DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM

The Department of Environmental Affairs and Tourism believes that visual resources form an important component of human settlement and are important for sustainable tourism. It is important to thus manage visual resources carefully and that adequate control is exercised over outdoor advertising. The Department realises that outdoor advertising has an important role to play in economic development, but a balance must be maintained between economic development and the conservation of resources.

The Department believes it may be necessary for the controlled relaxation of laws, but this must only be done when it can be based on sound aesthetic principles. Self-regulation of outdoor advertising by the industry itself, is totally unacceptable to the Department. Certain responsibilities concerning control must lie with regional and central authorities. The Department also believes that sensitive areas need to be identified where a specific form of control needs to be exercised.

5.1.2 SOUTH AFRICAN CHAMBER OF BUSINESS

In principle SACOB favours a deregulatory approach. SACOB believes that local authorities are best placed to determine what is desirable within their own boundaries. They have the power and authority to make bylaws pertaining to activities that take place within their areas of jurisdiction. They have the means of policing such bylaws and ensuring compliance with them. Being democratically elected, they also have an obligation to ensure that the interests of local communities are catered for and they are subject to censure, particularly by ratepayers and residents' associations and by organised business and labour if they act in a manner deemed to be against such interests.

SACOB also believes, however, that it is essential that safety and environmental considerations be taken into account in matters relating to both advertising and trading. SACOB is therefore of the view that certain parameters have to be set within which autonomy is granted to controlling bodies.

5.1.3 THE HABITAT COUNCIL

An environmental problem that many South Africans have been blissfully unaware of, is the visual pollution that is brought about by outdoor advertising. This is mainly due to the current legislation in force. Visual pollution is as important as the tangible forms of pollution such as that in water, air and on land. It has the potential to have a significant negative impact on the social environment as well as the tourism industry, if not effectively controlled.
Nowadays the pressure from the advertising industry to change the policy governing outdoor advertising, is increasing by the day. The temptation for the authorities to submit to this pressure is extremely strong, as a substantial income can be derived from the letting of the area alongside public roads.

The Habitat Council is of the view that the current legislation has served the environment well, however certain amendments should be made. These include the implementation of a National Code of Practice to homogenise the control and regulation of outdoor advertising nation-wide and the inclusion of environmental bodies, such as the Department of Environmental Affairs and Tourism on a national level or the relevant Departments of Nature Conservation at a regional level, in the decision making process for advertisement permit granting.

The Habitat Council appreciates that outdoor advertising plays an important role in promoting economic development, however economic gains must not be given precedent over environmental protection.

5.1.4 OUTDOOR ADVERTISING ASSOCIATION OF SOUTH AFRICA

Outdoor advertising is acceptable worldwide. The National Roads Act, Act 54 of 1971, is impractical because it does not allow advertising along the total length of major roads, where it can be acceptable in certain areas where impact would be low, e.g. industrial and urban areas.

The OAASA would like to suggest the total deregulation of advertisements. The cumbersome process which takes years for applications to be approved is one of the reasons for the suggestion.

The OAASA firmly believes in the international acceptance of outdoor advertising as a legitimate business activity and a morally acceptable form or advertising. The OAASA is however fully aware of their industry’s civic responsibilities and are sensitive to the impact the industry has on the environment and public safety. While the OAASA acknowledges the need for checks and balances to control excesses, they reject the call for absolute prohibitions that are the result of emotional hysteria rather than sound intellectual thought.

The outdoor advertising industry finds itself in a web of regulations and laws governing the industry. The OAASA strongly believes that the laws governing the outdoor advertising industry should be reviewed and that a deregulatory approach be followed regarding the industry. Local municipalities currently control the erection of signage in urban areas. To place additional restrictions is an unnecessary additional bureaucratic control. The OAASA accepts restrictions placed upon the industry in rural areas and believe such applications for signage must comply with regulations issued or in the event such applications go beyond the regulations be considered on appeal by the Transport Advisory Council.

This Association seeks, at all times, to ensure that a balance is maintained between

- the legitimate rights and needs of commerce and industry in a free enterprise economic system, on the one hand, and
- the principles and beliefs of organisations, bodies and individuals concerned with aesthetic values, and the environment and those concerned with aesthetic values and mental health of the population, on the other.
The OAASA believes that controls are necessary and these should be prescribed and administered by the local authority. The OAASA seeks to assist and co-operate with the local authority in establishing whatever by-laws and guidelines are necessary to control the outdoor advertising industry.

5.1.5 CITY COUNCILS

The Johannesburg City Council's viewpoint was concluded from a telephone conversation with Mr. Hannes van Rooy. It therefore may not be representative of the Johannesburg City Council's viewpoint.

The Council is currently experiencing problems with the control of outdoor advertising as they have an estimated 40 000 illegal signs within the Johannesburg area. The Council has only a few inspectors to enforce regulation concerning outdoor advertising. Mr. van Rooy stated that they would require approximately 30 inspectors to keep the number of the illegal signs under control.

The Council believes in the self-regulation of the outdoor advertising industry and believes a code of practice would be an essential addition to the systems of control for outdoor advertising. The Council proposes a system where licences are issued to advertising companies, which allows them to practise outdoor advertising until any irregularity is detected, upon which the licence is revoked.

Correspondence was received from numerous other local authorities. Their views were canvassed at the workshops and via questionnaires.

5.1.6 MEDICAL RESEARCH COUNCIL

The following comments were received from Mr Derek Yach, Group Executive of the Community Health Research Group of the above organisation, and are quoted in full:

"The Medical Research Council has carried out research which clearly shows how pervasive certain forms of advertising have become. In particular, there is grave concern about the blatant targeting of rapidly urbanising Black communities, children and young adults by the tobacco and alcohol industries.

The new legislation with regard to tobacco advertisements require warnings to be placed on billboards needs to be replaced by a total ban. Further, outdoor advertising should not be allowed to advertise events sponsored by the tobacco industry in any form. Worldwide evidence is now clear that this form of pervasive advertising and sponsorship encourages and targets children. For that reason, over twenty countries worldwide have totally banned all forms of outdoor advertising as part of a total ban on tobacco advertising and sponsorship.

With regard to alcohol, the issue is more complex. Alcohol is a product, unlike tobacco, which can be used safely. The reality however is that alcohol related death and disease costs the country R5 billion per year and alcohol is associated with a significant proportion of all motor vehicle injuries (including occupants, drivers and pedestrians) and also a significant proportion of inter-personal violence. While legislation already exists with regard to tobacco advertising, there
is currently no requirement with regard to having warnings placed on alcohol adverts nor is there any requirement with regard to the placement of alcohol advertisements in proximity to schools or places children frequent. Further, the imagery of many alcohol adverts helps to encourage children to start drinking at a young age.

For that reason, the Medical Research Council would strongly recommend that outdoor advertising of alcohol products should carry a clear warning with regard to the dangers of alcohol misuse and should only be allowed to be placed in restricted areas."

5.1.7 GENERAL VIEWPOINTS

According to the proponents of outdoor advertising, the following points emphasise the immediate need for a National Code of Practice on advertising:

- Regarding the control of outdoor advertising, the perception is that the economic gains to be derived from advertising outweigh the negative impacts.
- Current legislation is fragmented.
- Legislation has been eroded with time and is perceived as outdated.
- Responsible road authorities are regarded as meddling bureaucracies.
- Sight has been lost of the intention behind the original legislation.
5.2 OPINION POLL

An opinion poll regarding the public's attitude towards and perception of outdoor advertising, was drawn up by Mr. C.P. Visser of the Department of Transport, in support of a Masters-thesis titled 'Attitude and Perception Study for Outdoor Advertising'. This poll revealed a few interesting discoveries, as illustrated by the responses below.

The following are some of the questions and answers:

Regarding advertisements in general:

- Advertisements furnish information: Yes- 86,5%
- Advertisements help to reduce prices: No- 55%
- Advertisements are necessary in daily life: Yes- 81%

Regarding road safety in general:

- We exceed the speed limit: Yes- 81%
- We adhere to the two second following distance: No- 70%
- South Africans usually drive safely: No- 70%

Regarding the effect of advertising on road safety:

- Advertisements next to freeways cause accidents: Yes- 36%
- Advertisements distract motorists: Yes- 58,6%
- Change lanes in order to read advertisements: No- 90%
- Reduce speed to comfortably read advertisements: No- 85%
- Changing signs negatively influence a driver's ability to concentrate: Yes- 71%
- Motorists should have a say in whether advertisements are allowed next to roads: Yes- 71%

Regarding advertisements and the environment:

- Too many advertisements result in environmental pollution: Yes- 56%
- Advertisements conceal natural scenery: Yes- 53%
- Advertisers must be allowed to advertise as much as possible alongside roads: No- 83%
- There should be a national code of practice which limits advertising next to roads: Yes- 91,4%
- Advertisements should be placed in strategic locations to hide unsightly areas, for example train lines: Yes- 71%

Regarding advertisements next to roads in general:

- Information on the advertisement board should be kept to a minimum: Yes- 81,1%
- Minimum letter sizes should be prescribed: Yes- 91%
- Advertisement boards must adapt to the surrounding environment: Yes- 87%
- Advertisement boards in groups overwhelm: Yes- 80,3%

A report prepared by Markinor (Pty) Ltd for Sayer and Associates in September 1993, titled "Acceptability of Billboards on the M1 North Freeway Between Braamfontein and Corlett Drive" gives further insight into the perceptions and attitudes of the residents of the area and users of the route. The findings are summarised as follows:
• Billboards are interesting / attractive, I really like them: 22%
• Billboards should be allowed if properly controlled: 39%
• Indifferent to billboards – I don’t have strong feelings: 16%
• Billboards are a necessary part of business – I don’t really mind them: 7%
• Billboards are unsightly and should be removed: 15%

The majority of residents and users interviewed were in favour of billboards with the proviso that they be properly controlled.

5.3 PRESS RELEASE

A press release detailing the aim and scope of the study and inviting interested and affected parties to submit contributions in writing, was published in all major newspapers nation wide.

Although contributions were limited, a significant response was received from individuals and organisations requesting that they be included in further participatory exercises, and that they be kept abreast of developments and given the opportunity to review progress. This was affected by means of a mailing list, which included members of the public, governmental and non-governmental organisations, environmental protection agencies, business and the outdoor advertising industry.
5.4 WORKSHOPS

Regional workshops on outdoor advertising were held in Cape Town, Port Elizabeth, Durban and Johannesburg. The aim of the workshops was to create a forum for identifying issues and concerns pertaining to outdoor advertising, analysing the issues and debating solutions. Interested and affected parties including national, provincial and local authorities, business, advertising, environmental, safety and transport and local community representatives were invited to the workshops.

5.4.1 WORKSHOP STRUCTURE

The workshops were structured as follows:

- **Orientation session**

- **Information session**
  Broad discussion supported by examples of aspects mentioned in the discussion document.
  
  - To explain the background of the study,
  - to indicate the economic needs and benefits of outdoor advertising,
  - to explain the relation between outdoor advertising and tourism,
  - to indicate the sensitivity of the natural and built environment,
  - to indicate the nature of the built environment,
  - to indicate the safety aspects of advertising,
  - to explain current legislation and procedures,
  - to present typical guidelines and codes of practice to deal with outdoor advertising, and
  - to give an overview of outdoor advertising in certain centres in the USA.

- **Public response session**
  To identify key issues in response to all aspects covered during the information session regarding outdoor advertising in the natural and built environment. Issues were raised and grouped into broad categories.

- **Group discussion session**
  To discuss the identified issues and to propose solutions to each of the key issues (participants split into four groups representative of all the major groupings invited to the workshops).

- **Plenary discussions**
  Report back on group discussions. Further discussion on issues and solutions.

- **Future communication**
  Distribution of questionnaires.
5.4.2 WORKSHOP RESULTS

WORKSHOP ONE: CAPE TOWN
28 June 1995 Goldfields Education Centre, Kirstenbosch

Participants:
The workshop was well attended by approximately 40 participants representing a host of interest groups including the signage and outdoor advertising agencies, the City Council, governmental and non-governmental environmental agencies, traffic engineers, the corporate sector, roads authorities, tourism agencies, town planning and architectural concerns, and the general public.

General discussion and recommendations

The public response and group discussion session realised issues and concerns that have been summarised as follows:

- A need exists for transparency on the way ahead for the study.
- National guidelines must be set.
- Local level of control: Local authority must discuss their unique position with the relevant communities. Should allow for flexibility. Special towns - no advertising or restricted advertising or does the town currently need the financial aid/benefit. Boils down to a freedom of choice.
- Local authorities should deem national and provincial guidelines as minimum standards. The local authority should have the power to impose stricter measures should the area and the communities warrant or desire stricter control measures.
- Different levels of control for first and third world signage.
- Morals and norms: adverts are seen by all, should be some level of content control in order not to offend any sector of a community.
- The recommendations of this study should make provision for the Proposed Code of Practice and guidelines to be under continuous review, should be able to be changed or adapted to current conditions every five or ten years.
- Lack of community involvement has to be dealt with by the study team.
**General discussion and recommendations**

The public response and group discussion session realised issues and concerns that have been summarised as follows:

- Advertising on the back of information type road signs. Comment: Signs would then be on the wrong side of the road for the driver.
- Most of the directional signage is in a position where the driver’s attention is needed specifically for that purpose - mainly approach signs close to an intersection. When advertisements are placed on the back of road signs the oncoming traffic will see the advert when they enter an intersection, and when their attention is needing to concentrate on the driving task.
- Road median advertising: use advertisements to diffuse lights instead of planting.
- Advertising on side of road helps to keep drivers awake.
- Billboards are subliminal. 80% of the population do not notice billboards.
- The Advertising industry takes advantage of people who complain - use the complaint and media response thereof for additional free advertising.
- Schools: Currently an issue between the schools and the advertiser, not the advertising industry. Schools put up their own boards and deal directly with an advertiser.
- Industry should have their own code of practice to control themselves.
- The proposed code of practice should address any form of outdoor advertising, not only advertising practised by OAAAS members.
- Sky ads are possibly dealt with by Civil Aviation. Sky ads should however also be controlled by the advertisers code of practice. Balloons also fall under Civil Aviation.
- Standard regulations exist to control advertising on street fronts. These regulations should include anything which is attached to the top of a building as well.
- Laser- advertising against a backdrop, i.e. Table Mountain. Will projected images also be regulated? Could present a possible ecological impact. Light quality of a laser is more intense. Laser works better on cloudy or misty nights. No EIA’s have been done on this aspect to date. When the laser image is not clear it becomes a safety hazard. Any place where electric signs are already a safety hazard, no lasers should be allowed.
Participants:

The workshop was attended by approximately 30 participants representing the signage and outdoor advertising agencies, the City Council of Durban, governmental and non-governmental environmental agencies, traffic engineers, the corporate sector, roads authorities, tourism agencies, town planning and architectural concerns, and the general public.

General discussion and recommendations

The public response and group discussion session realised issues and concerns that have been summarised as follows:

- Differentiate between first and third world signage.
- Perception: third world advertising might be the picturesque type (no wording)
- Info overload - does cause distraction.
- Guidelines should prohibit progressive/serial advertising along roadsides. They are distracting.
- Advertising should also be in relation to the character of the city. In-city advertising can only come about when the city itself decides what it wants.
- On-site advertising in USA is more distracting than off-site billboards. No control -- proliferation of signs.
- Traffic signage and the rest are lumped together as advertising. There is a grey area in-between, more directional type of signage and not advertising as such. Therefore a classification range will be developed.
- Vodacom tower’s in the Karoo: are these positioned where they should be for maximum benefit to the cellphone user or are they positioned where people would notice them as advertising for Vodacom.
- Health hazard advertising - content of the advert is important. Any action or activity that is legal, has the right to be advertised.
- Language should be for the community at whom the advertising is aimed.
- Current legislation prevents advertising of, amongst others, cigarettes and alcohol (health hazards) in rural areas.
- Appropriateness of advertising: i.e. no liquor at bus stops outside schools, and no massage parlour outside a church.
- The OASA code of standards, undertakes to support no advertising of cigarettes near schools.
- Currently no product may be advertised 50 m from an intersection, but shopping centres may advertise close to an intersection.
- How is the Code of practice going to be operated, enforced? Comment: by legislation. National guidelines will be enforced by the local authority. Minimum standards will be set on a national level, but each authority may decide how stringent these rules will be applied.
- Special attention should be given to mobile signs and the new drive for logo advertising on SOS call boxes as a subsidising mechanism to maintain the SOS service. Comment: the advertising here should be to the benefit of the motorist. No prescriptions are
currently in place for advertising trailers on the road, some of which are responsible and others not.

Advertising on the back of road traffic signs should be investigated. Tourism signage: to indicate rest areas, service areas, ATM's.

In Mauritius there is no money for route marker signs. They used advertising (logo type) on these signs to raise the money for signage.

Logo type works well for companies with well known logos, what happens to the other guys? Comment: lesser companies could use the regular tourist signs, but logo advertising would challenge designers to produce meaningful logos.

Overseas practice where private enterprise is permitted to clean sections of roads and then advertise along that section. SA needs road cleaning - could the name/logo of the benefactor be displayed? Comment: How much of this would be permissible?

Study in Cape Town is being conducted on how local authorities operate and how they could generate income other than taxation to fund their operations. Study Group to get information on this project.

All applications for signage outside urban areas should have to comply with certain procedural guidelines that allows for authorities (the National Parks Board) and other interested parties to comment on the impact of any signage in those areas.

Legislation / regulations should be applicable to everybody. Hawkers on sidewalks make use of cardboard signs which block shop front signs. Shop owners must comply with strict regulations while the hawkers are free to do as they please.

Farmers and agricultural organisations were identified as interested and affected parties worth contacting.
Participants:

The workshop was attended by approximately 40 participants representing the signage and outdoor advertising agencies, the City Council of Johannesburg, governmental and non-governmental environmental agencies, traffic engineers, the corporate sector, roads authorities, tourism agencies, town planning and architectural concerns, and the general public.

General discussion and recommendations

The public response and group discussion session realised issues and concerns that have been summarised as follows:

- An application for advertising on a footbridge over a highway, linking a community to a school, was discussed. The advertising would help pay for the bridge. The application was rejected. The footbridge should not have been built in the first place. No community was supposed to exist on the other side of the freeway. Squatting occurred and a dangerous situation developed when children started crossing the road. The urban design issue should be addressed here and the environment should not be compromised by the ad-hoc solving of a problem.

- It has not been proven that billboards cause accidents. Some local authorities will not allow neon advertising - it causes accidents. But at certain times of the year Christmas decorative lights are put up in a city, the public is invited to come. Does this not pose the same danger? Law is not consistent.

- Should Outdoor Advertising be banned, a mini-economy will be done away with, and lead to unemployment.

- Pretoria had a history of advertising no-go zones. The few areas that were not controlled by the local authority, i.e. Spoor net and schools: lead to a clutter in those areas. Reason for that probably due to a skewed authority.

- Tender system is not a good system. It creates a 'monopoly' for the person who gets the tender and keeps other advertisers out of that area.

- Often numbers, position and fixing mechanisms are not controlled. Proposal that fixed brackets should be given out to tender on an annual review basis. The company who gets the tender will undertake to remove all illegal posters going up in his tender area.

- Model bylaws should be drawn up as part of the study. Local elements could then be added.

- More controlled spread should be allowed, - would reduce the clutter.

- National roads: control should be with the local authority where a national road runs through a local municipality. Comment: no, the same standards should be applicable on all national roads.

- Devolving all to the local authority is not always as neat as its sounds. In the USA the system is such that the national government states the guidelines, a state would get national funding if he applies the guidelines. If the state chooses not to, it does not get the funding.

- Cultural aspect of advertising: if anything with regards to advertising is allowed (on traffic and road signs) it would trigger a loss of respect for road traffic signs.
When talking of the 'industry': there are a number of players of which only one (OAASA) is represented. Be careful of lumping all together.

Clutter of newspaper selling points: each day a poster is added - pollution, clutter.

People who are not involved in the industry do not appreciate the difficulty to get approval for advertising applications. The industry is also extremely competitive.

Clutter is not caused by the 'industry' but by undisciplined advertisers. The industry will be well controlled (self-control) if given more room to operate in.

If a free market in advertising opportunity exists, the market will make the right adjustments. If one has an unnatural marketplace it will lead to clutter.

If control is relaxed, the good quality signage will go down. Top quality advertisers will leave the media. Second class advertising will go up, and in vast numbers.

General public participation: The consumer has a right to give its views without having to be an expert in urban design or on the advertising industry.

Local authority plants trees to beautify an area and then gives permission for posters to go up on those trees, up to three per tree - defies the purpose of the trees. Party political posters are a nightmare.

Current bylaws should be discussed. Intent to create model bylaw. The study should discuss and define current bylaws - missing in the discussion document. Most bylaws are antiquated. The good and the bad should be discussed and the good taken aboard in the model bylaw development.

Illegal signage: Signs go up without approval, low quality, of wood and paper. It takes 3 years to get to court, the contractor has already paid his bills after six months and makes a profit by the time the case is resolved.

Bylaws are drawn up by officials on instruction of the management committee of a council. The committee represents politicians as representatives of a community of the area. In effect the bylaws thus reflect the views of the community.

The term Outdoor Advertising is applied incorrectly: Should be Outdoor Signage.

Distinguish between information signage, advertising signage, and commercial advertising signage.

The Association of Marketers has been left out and should be brought aboard in this project.
5.5 QUESTIONNAIRES

5.5.1 INTRODUCTION

A questionnaire was prepared and circulated to interested and affected parties in an attempt to encourage participation in the study and to gauge or scope perceptions and opinions on certain critical issues pertaining to the impact and control of outdoor advertising. Questionnaires were circulated to

- all participants at the regional workshops held in Cape Town, Port Elizabeth, Durban and Johannesburg;
- individuals unable to attend the workshops;
- selected local authorities; and
- other interested and affected parties.

Respondents were categorised into six classes depending on their interest base, i.e.:

- national / provincial or local authority;
- the business sector and the advertising industry;
- environmental agencies;
- safety and transport agencies; and
- local communities.

Unfortunately, no response was received from the previously disadvantaged communities although they were invited to the workshops and provided with questionnaires. As this was identified as an important 'affected party' a decision was made to remedy the situation by eliciting response from a group of 36 black students at the University of Pretoria. The students were first enlightened about the problem and the study, after which questionnaires were circulated. The results of this exercise are included under "Student Community" in the table below.

From a total of 600 distributed questionnaires, 130 were completed and returned. The results of the questionnaire are illustrated on the table below. The table is arranged so that the response of each interest group can be gauged independently for each question. The numbers in each block opposite the alternative answers is a cumulative figure indicating the numbers of respondents who chose that answer.
### RESULTS

**RESPONDENTS**  
A = National / provincial or local authority  
E = Safety and transport  
F = Student community  
B = Business  
C = Advertising  
D = Environmental

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<th>QUESTIONS</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
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<td>0</td>
<td>0</td>
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<td>1. How would you rate the influence of Outdoor Advertising in urban industrial sites on the tourism potential of the district?</td>
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<td>2. How do you react towards Outdoor Advertising along scenic routes in the vicinity?</td>
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<td>63.49</td>
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<td></td>
<td>126</td>
<td>100.00</td>
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<tr>
<td>3. How do you react towards Outdoor Advertising in tourist destinations of conservation significance (national parks, nature reserves, etc.)?</td>
<td>9</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>21</td>
<td>24.41</td>
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<td>127</td>
<td>100.00</td>
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<tr>
<td>4. How do you react towards Outdoor Advertising in tourist destinations of visual/visual beauty?</td>
<td>9</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>17</td>
<td>21.09</td>
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<td>9</td>
<td>58.75</td>
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<td>128</td>
<td>100.00</td>
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<tr>
<td>5. How do you react towards Outdoor Advertising in tourist destinations of historical significance?</td>
<td>7</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>10</td>
<td>12.88</td>
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<td>4</td>
<td>1</td>
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<td>32</td>
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<td>34</td>
<td>4</td>
<td>5</td>
<td>1</td>
<td>0</td>
<td>13</td>
<td>43.18</td>
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<td></td>
<td></td>
<td>132</td>
<td>100.00</td>
<td></td>
</tr>
<tr>
<td>6. How do you react towards Outdoor Advertising in centres of urban significance (Town Hall, City Square, etc.)?</td>
<td>7</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>18</td>
<td>20.16</td>
<td></td>
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<td>6</td>
<td>1</td>
<td>2</td>
<td>0</td>
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<td>1</td>
<td>0</td>
<td>3</td>
<td>1</td>
<td>4</td>
<td>31.78</td>
<td></td>
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<td></td>
<td>30</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>0</td>
<td>10</td>
<td>37.98</td>
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<td></td>
<td></td>
<td></td>
<td>129</td>
<td>100.00</td>
<td></td>
</tr>
<tr>
<td>7. How do you react towards Outdoor Advertising in areas of architectural significance?</td>
<td>3</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>10</td>
<td>11.02</td>
<td></td>
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<td></td>
<td>6</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>12</td>
<td>14.96</td>
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<td>38</td>
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<td>1</td>
<td>3</td>
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<td>7</td>
<td>41.73</td>
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<tr>
<td></td>
<td>26</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>0</td>
<td>7</td>
<td>32.28</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>127</td>
<td>100.00</td>
<td></td>
</tr>
<tr>
<td>8. How would you rate Outdoor Advertising as a safety risk factor in rural areas?</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>3</td>
<td>9.92</td>
<td></td>
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<td></td>
<td>30</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>16</td>
<td>37.40</td>
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<td></td>
<td>36</td>
<td>6</td>
<td>7</td>
<td>3</td>
<td>0</td>
<td>17</td>
<td>52.67</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>131</td>
<td>100.00</td>
<td></td>
</tr>
<tr>
<td>9. How would you rate Outdoor Advertising as a safety risk factor in urban residential areas?</td>
<td>15</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>17</td>
<td>25.00</td>
<td></td>
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<tr>
<td></td>
<td>39</td>
<td>1</td>
<td>0</td>
<td>4</td>
<td>0</td>
<td>8</td>
<td>39.39</td>
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<td>22</td>
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<td>0</td>
<td>12</td>
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<td></td>
<td>132</td>
<td>100.00</td>
<td></td>
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<tr>
<td>Question</td>
<td>High</td>
<td>Moderate</td>
<td>Low</td>
<td>Total</td>
<td>Percentage</td>
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<td>-------------------------------------------------------------------------</td>
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<td></td>
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</tr>
<tr>
<td>3. How would you rate Outdoor Advertising as a safety risk factor in Central Business District?</td>
<td>20</td>
<td>30</td>
<td>26</td>
<td>76</td>
<td>100.00</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. How would you rate Outdoor Advertising as a safety risk factor in the urban industrial district?</td>
<td>7</td>
<td>33</td>
<td>34</td>
<td>74</td>
<td>100.00</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>5. Do you think Outdoor Advertising is a right?</td>
<td>Yes</td>
<td>27</td>
<td>5</td>
<td>22</td>
<td>30%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>No</td>
<td>48</td>
<td>1</td>
<td>49</td>
<td>65%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Do you think Outdoor Advertising should be banned totally?</td>
<td>3</td>
<td>0</td>
<td>1</td>
<td>4</td>
<td>3.10%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>banned in parts and controlled in others</td>
<td>71</td>
<td>5</td>
<td>76</td>
<td>63.72%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>allowed everywhere?</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>1.31%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. If Outdoor Advertising is to be controlled, who should be responsible for implementing the control measures?</td>
<td>Outdoor Advertising Association of South Africa</td>
<td>9</td>
<td>3</td>
<td>12</td>
<td>30.71%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Legislation</td>
<td>56</td>
<td>0</td>
<td>56</td>
<td>56.27%</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Both</td>
<td>7</td>
<td>3</td>
<td>10</td>
<td>11.02%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Do you think guidelines and controlled Outdoor Advertising could assist in urban rehabilitation?</td>
<td>Yes</td>
<td>59</td>
<td>6</td>
<td>65</td>
<td>87.50%</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>No</td>
<td>14</td>
<td>0</td>
<td>14</td>
<td>12.50%</td>
<td></td>
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</table>

67
Note: Question two is not included in the table, as it required a written response. The question “What do you think of Outdoor Advertising as a medium for transferring information?” elicited mixed reaction. Generally speaking, local and provincial authorities viewed outdoor advertising as a necessary evil. They believe it has a role to play in the socio-economic environment but needs to be strictly regulated. Environmentalists expressed concern regarding the visual and aesthetic impact of the medium. Business and outdoor advertising industry respondents were of the opinion that outdoor advertising has a vital role to play in the socio-economic environment and felt that the individual and business in general had the right to advertise his business and wares in a controlled manner. The black student group were by far the most supportive of outdoor advertising and made many references to the important role outdoor advertising played in the disadvantaged areas. Specific reference was made to the fact that billboards are capable of brightening up an otherwise drab township environment.

5.5.3 CONCLUSION

Certain deficiencies in the process of eliciting comment via questionnaires became evident:

- The questionnaire response was not representative of the groups it attempted to reach and was loaded in favour of the national, provincial and local authorities.
- A wide interpretation of certain salient terms (outdoor advertising, residential areas) resulted in many of the questions being ambiguous.
- The questionnaire was incomplete and skewed in that it was prepared before the workshops were held. It therefore did not reflect the dynamics of the workshops, nor did it cover some of the issues raised at the workshops.

Although certain deficiencies existed, the questionnaires were nevertheless of great value in determining general opinions and perceptions towards a host of issues.
5.6 PSYCHOLOGICAL PERCEPTIONS

Dr. André C. Fiedeldey of the Department of Psychology, University of Pretoria, undertook an independent study on the role of psychological perception and aesthetic appreciation of outdoor environments with respect to outdoor advertising. His report titled "Recommendations on outdoor advertising: the role of and aesthetic appreciation of outdoor environments" is summarised hereunder.

The express aim of the report was to provide a set of recommendations regarding the control of outdoor advertising in its various forms in different types of outdoor environments. Outdoor advertising is seen as having a potentially wide range of effects on the human perception of outdoor environments.

Human behaviour shapes and is shaped by environmental issues and their management. As a result, psychologists are needed by public policy makers whenever the outcomes of their policies either affect or depend on human behaviour. Concerning the applicability and design of outdoor advertising, the value of psychological expertise lies in the ability to determine how and what people value with regard to outdoor experiences and how these values can be incorporated in environmental policies.

On the basis of Dr Fiedeldey's report, the following recommendations are made for inclusion into guidelines governing the practice of outdoor advertising in South Africa.

5.6.1 GENERAL AESTHETIC VALUES

Any landscape evaluation programme or attempt to systematically categorise landscapes must recognise the general aesthetic values that the environment may hold for people. In order to protect the environmental aesthetics of the full spectrum of environments, a rigid and comprehensive programme should be considered if a national policy is envisaged. As the South African population consists of people from a diversity of cultures and socio-economic backgrounds, this diversity provides an added challenge to the evaluation of the aesthetics of the continuum of outdoor environments. However, it is clear that unrelieved incongruities produce ugliness in landscapes in most cases for a variety of samples of respondents, and the impact of outdoor advertising on landscape aesthetics can therefore be severe. Natural landscapes where man-made influences are absent are consistently more preferred than those where man-made influences are visible, so that a single man-made feature such as an outdoor advertisement in an otherwise pristine natural environment would paradoxically decrease the degree of preference for that landscape more dramatically than for outdoor environments where other signs of human development are already visible.

5.6.2 LOCAL PERCEPTIONS OF AESTHETICS AND COMMUNITY NEEDS

Because of the challenges of the cultural diversity of South Africa, combined with the wide variety of landscape types present in South Africa, an acknowledgement of the importance of decision-making at the local level is also emphasised. Legislation governing the role of local authorities and the community should therefore make provision for a certain degree of freedom
with regard to the implementation of outdoor advertising. No two situations in which outdoor advertising is considered will be identical, and, even though guidelines can be supplied for general consideration and planning, decisions at the local level are best left to those people who will be most directly affected by these decisions, ideally in consultation with representatives from the advertising community and relevant government departments.

5.6.3 THE PSYCHOLOGICAL BENEFITS OF UNSPOILT NATURAL ENVIRONMENTS

Researchers from a variety of different disciplines, using different perspectives on landscape aesthetics and psychological benefits, and focusing on different levels of human functioning, have provided consistent findings that natural landscapes in their unspoilt form, and especially in the case of a visible or known water presence, elicit higher aesthetic ratings than any other kind of landscape that has so far been investigated, together with consistent reports of highly restorative psychological benefits. The ability of different forms of outdoor advertising to impact negatively on these perceived landscape aesthetics and their accompanying psychological benefits cannot be overemphasised. To guard against the continual degradation of the natural and rural environments in South Africa, guidelines that intend to control the outdoor advertising phenomenon should, as far as possible, identify all environments that, apart from any vital ecological significance that they may have, also provide potentially high levels of aesthetic and psychological value. Outdoor advertising in such environments should be strictly prohibited, as the presence of even the slightest evidence of a built feature within a natural scene substantially lowers the aesthetic value and availability of accompanying psychological benefits.

5.6.4 RESEARCH AND OUTDOOR ADVERTISING

According to Dr Fiedeldey’s research, the perceptual judgements of the public provide an appropriate basis for assessing scenic beauty, and a public survey or consumer evaluation approach is seen as valid for assessing the scenic beauty of landscapes. On that account, comprehensive research, incorporating a representative sample of the public, to view and respond to the applicability and aesthetic value of outdoor advertising in a variety of landscape types, is strongly recommended.

5.6.4.1 Cross-cultural research

One of the most problematic aspects of outdoor advertising in South Africa relates to the cultural heterogeneity of its population, where differing standards of aesthetics would possibly be applicable between the different groups. All the research referred to in the review pertains to studies conducted in Western countries, mostly in the USA. Although some of the results may be applicable in a South African context, especially those pertaining to the evolutionary basis for patterns of landscape preferences that have been identified so far, no research that the author is aware of has been conducted in relation to human perception of landscape aesthetics in southern Africa, especially not with the aim of developing comparisons along the rural-urban residential continuum, including the issue of westernisation. The effect of different educational and literacy levels also needs attention. Research investigating cross-cultural issues is therefore a priority, if outdoor advertisers wish to make any claims about cultural sensitivity and context-specific, context appropriate activities.
5.6.4.2 Information overload

The issue of visual stimuli as information requiring active human processing was also addressed in the literature review. There is an optimal level of stimulus information from any landscape, and over-stimulation, through too much perceptual input, can contribute to an increase in environmentally related stress. Environmental stress may, in turn, lead to information overload. Wilderness, according to numerous studies, is one of the very few environments in which (cognitive) solitude, reflected by few encounters with people or human artefacts, and by an absence of evidence of previous use by others, is still obtainable. Wilderness and the wilderness experience is therefore, in a number of psychologically significant respects, an irreplaceable phenomenon in human life.

Care needs to be taken not to allow unrestricted activity by outdoor advertisers even in environments where, due to the absence of high aesthetic and psychologically restorative values, outdoor advertising would be seen as aesthetically acceptable. A balance thus needs to be achieved between a number of factors - in this case, between aesthetics and environmental stress. The problem of information overload can be seen as separate from the cross-cultural issue, but in the case of South Africa it requires an integrated approach to understanding the influence that outdoor advertising will have on South African landscapes.

5.6.5 EDUCATIONAL AND PUBLIC RELATIONS PROGRAMMES

Public involvement is of the utmost importance in environmental decision-making and management issues such as the impact of outdoor advertising. Fischoff (1990: p.648) states that "...if the public understands environmental risks well, then it may be entitled to a more active role in their management." Providing comprehensive and correct information on the potential short, medium and long-term influences of outdoor advertising to the general public, for consideration at local and national levels, is therefore seen as essential.

A further recommendation is to formulate a strong public relations programme that addresses issues arising from any implementation of outdoor advertising, e.g. from the initial stages of a roadside protection program, to the continuous monitoring of standards, so that a public relations programme becomes an ongoing component of the total program.

5.6.6 THE CONTINUOUS DEVELOPMENT OF CLASSIFICATION SYSTEMS

Because of the problem of the relativity of landscape aesthetics, any South African landscape categorisation system should be capable of distinguishing among locales serving different forms of human needs, so that the role of psychological, physical and behavioural expectations for different landscape types/categories are taken into account from the perspective of members of all local communities. At the same time, a trans-disciplinary approach, utilising ecosystems theory to understanding those person-environment transactions that lead to human perceptions of landscape aesthetics, could result in the development of a thorough and comprehensive system of local classification of landscape aesthetics and scenic values. Because the degree of naturalness of a landscape emerges as such a salient predictor of aesthetic preference across
diverse investigations, a clear prohibition on the development of outdoor advertising in such areas is currently the best way to safeguard against the future loss of landscape aesthetic values. A detailed classification system, incorporating qualitative data, is the best way to ensure that such landscapes are identified and protected against aesthetic degradation.

5.6.7 SOME SPECIFIC OUTDOOR ADVERTISEMENT ISSUES

Because of the explicitly focal nature of outdoor advertising, a decrease in preference for natural scenes where outdoor advertising provides a strong focal point or number of focal points is inevitable, as indicated in the research on the influence of man-made objects on preference ratings. With regard to natural environments, outdoor advertising therefore cannot be justified under any circumstance as an improvement of environmental conditions or aesthetics. Although most of the literature summarised for review here has dealt with research on human transactions with wilderness and natural landscapes, the rural and urban environment is equally important as a factor in human quality of life. The main concern in environments where human presence, rather than nature, is a strong or dominant factor, is the extent to which outdoor advertising will contribute to the erosion of quality of life. Amongst others, this has occurred elsewhere through the influence of large concerns, which, with the necessary influence to achieve their aims, has caused many urban landscapes to lose aspects of their distinctive identity.

As previously stated, symbols of stability and continuity in modern urban life have great psychological attraction, and their replacement by modern constructions and standardised, ever-changing urban features contributes to the loss of identity of many present-day urban environments. Due to its very nature, outdoor advertising will contribute to the acceleration of the tempo of urban life, and exert an undesired influence on the perceived quality of life even in the least natural of environments. According to the author, clear guidelines with regard to the control, restriction or prohibition of outdoor advertising are therefore essential in any physical environment in which the human experience is influenced by aspects of that environment.
5.7 CONCLUSIONS

The following conclusions are drawn and used in the development of a model for a National Code of Practice for Outdoor Advertising:

- The opinion polls, press release and regional workshops were essential tools that facilitated the involvement of over 500 individuals and organisations in the study. These interested and affected parties were able to play an ongoing role in the establishment of a model for the National Code of Practice by way of proposal review and comment.

- The results of the questionnaire were interesting and significant. Due to the absence of community leaders attending the workshops a special workshop with black students at the University of Pretoria in the Department of Psychology was arranged. These results differ significantly from the general results of the workshops in that a lesser sensitivity to aesthetic impact was illustrated. This clearly illustrates the subjective nature of aesthetic appreciation, and leads one to the conclusion that the control of outdoor advertising in different socio-economic areas should take cognisance of views and wishes of the local community.

- The vast majority of respondents regarded legislation as an important tool to control outdoor advertising. The results of question 22 and 23 are illustrations of this conclusion. Respondents were also generally averse to the idea of outdoor advertising in areas of natural beauty (questions 11, 12 and 13).

- Results of studies conducted in the section on the urban environment supports the establishment of areas of control and the implementation of guidelines through legal measures.

- The workshops were successful in that a large percentage of the maximum number of fifty people attended the workshops. The last two workshops were dominated by participants linked to the outdoor advertising industry. Many of the issues and discussions raised were therefore slanted towards the viewpoint of the industry. Although the leaders of local communities were selected and invited to attend, they had little interest in contributing to the study. In general, support for the establishment for the National Code of Practice was evident in the discussion sessions.
SECTION SIX: SAFETY ASPECTS

Sub-problem 7: To investigate the relationship between outdoor advertising and road safety.

Hypothesis 7: A relationship exists between outdoor advertising and road safety.

This section focuses on the degree to which outdoor advertising distracts the attention of the driver and consequently creates a safety hazard. Section six comprises the following sub-sections:

6.1 INTRODUCTION

6.3 OUTDOOR ADVERTISING AND ROAD SAFETY

6.3 CONCLUSIONS
6.1 INTRODUCTION

After local and international research, the Automobile Association of Southern Africa (AA) accepted the following policy statement in 1980: "The AA is concerned about the negative effects of open-air/external advertisement boards next to public roads and is also against the erection of signs and boards which can be dangerous, such as reducing visibility on a stretch of road, or for other traffic, distract, shine in one's eyes or confuse with traffic signs, markings or signals."

The belief that outdoor advertising, in any form, is a disturbance to traffic as well as visual clutter, is a perception common to roads authorities, motoring organizations and the general public. A number of studies have probed this hypothesis, with various degrees of success:

- The Australian Road Research Board concluded in an unpublished report titled "Advertising signs and road safety" that smaller signage actually causes visual clutter and confusion amongst motorists. A motorist with the intention, for example, to stop for take away food, will try to investigate the signs for the appropriate one. Usually these signs appear between ground level and first floor level and so compete with traffic signs for the motorist's attention.

- Laboratory studies in Melbourne 1976 (Johnston & Cole, 1976), came to the conclusion that motorists have the ability to ignore unnecessary information and that the general effect to distraction through outdoor advertising is not especially large. Studies in America have come to the conclusion that motorists' reactions are not influenced by the presence of a large number of advertising boards.

- Studies in Brisbane (Brown, 1988), investigated the perplexing effect of advertising on the task of driving and found that there was no obvious effect on either young or old drivers.

- The presence of advertisement boards in rural areas, has been seen by some as a positive element (Lauer, 1959)(Cumming, 1971)(Tindall, 1977), because it can reduce boredom and so make a positive contribution to road safety.

Seen holistically, research up to the present, has found that outdoor advertising does not result in considerably more distraction when compared to the normal traffic environment.
6.2 OUTDOOR ADVERTISING AND ROAD SAFETY

Traffic engineers, Stanway Edwards and Associates, were commissioned to undertake a sub-study on outdoor advertising and its relationship to road safety. The report is quoted in full below.

6.2.1 INTRODUCTION

This section deals with outdoor advertising and its relationship to road safety.

It will cover the following subjects:

- outdoor advertising specifically;
- traffic safety on its own;
- the effect of outdoor advertising on the driving task, covering what the motorist can absorb in terms of information load; and
- research into the relationships between traffic safety and outdoor advertising before concluding with specific considerations.

6.2.2 OUTDOOR ADVERTISING

The main purpose of outdoor advertising is to communicate its message, and to do that it must be seen by the audience at which it is aimed. In terms of the road network, one can say that roads are the only medium where the audience is brought to the advertising, and has no choice whether to read it or not. In addition, roads are the only medium, (versus magazines, newspapers, television and radio) which provides the audience but does not benefit from it. However, if advertising is allowed in future, an agreement could be struck with regard to this issue.

6.2.3 TRAFFIC SAFETY

If one analyses traffic safety and its fundamentals, one can say that traffic safety is a function of the three elements of the transportation environment, namely:

- the driver,
- the vehicle, and
- the road.

From these elements it is obvious that there is a strong relationship between traffic safety, the driver and outdoor advertising.

Looking at it rather more specifically, research has proved that 95% of accidents are a result of human error and not linked to the road or the vehicle. In addition to this, it has also been proven that 95% of the information that drivers absorb, is provided by vision. Furthermore it is agreed that outdoor advertising provides visual information and this influences the driving task mainly because it is designed and aimed at distracting the attention of the driver.
6.2.4 THE DRIVING TASK

In addition to traffic safety and the driving task, it can be said that the fundamental principles of how people see things are already well established. Seeing takes time. There are limits to the detail that can be discerned and the angle of the visual field that is observed by the driver. Furthermore it is also of vital significance to look at the contrast and the placement of this information. In terms of seeing, these are the important issues, namely:

- Seeing takes time.
- There are limits to the detail that can be discerned.
- The angle of the visual field is important.
- Contrast is important.
- Placement is important.

With reference to the time it takes to see, again from research it has been proven that as the driving speed increases, one finds that the driver's concentration increases, the point of concentration recedes, peripheral vision decreases and the foreground details begin to fade. Taking all of this into account, it is clear that perception of space and speed deteriorates and therefore the driver's judgement becomes more dependent on the visual clues picked up along the highway.

6.2.5 THE PROCESSING OF VISUAL INFORMATION

When analysing how the driver processes the visual information, it has also been proven that there is a limit to the amount of information that a driver can be expected to see, process, remember and respond to. In terms of quantifying this, the term "item" or "bits" of information has been defined as one syllable, a symbol or a logo, an abbreviation or a group of numbers. Again from overseas experience, and this has been applied in the South African road signs environment as well, it is recommended that a limit of ten items of information is displayed. In the Baltimore case, they defined that as ten items per property frontage. In the Introduction to the Revised South African Road Traffic Sign System (Department of Transport, 1993), it is defined as eight to ten bits of information per 100 metres.

6.2.6 OVERSEAS RESEARCH

In previous research with regard to the relationship between advertising and accidents, it was found that the link between advertising causing accidents was inconclusive in all research, but the fact that advertising is not affecting accidents is also inconclusive, so the research is actually completely inconclusive in this matter. However, other research has proven conclusively that information overload distracts the driver. Furthermore it has been proven that distracting the driver will influence the driving task and will cause accidents and this research is also conclusive.

One can conclude by saying that one should limit the information to a motorist to that which he can read while driving, without being distracted to the extent that it influences his driving task.
6.2.7 LEGIBILITY ASPECTS

If we look in a bit more detail at what a driver can read whilst driving, the legibility analysis shows that there are two primary factors in determining the legibility of what a driver can read. These are:

- the driving speed, and
- the number of traffic lanes.

Furthermore the driver needs time to react, and this reaction time is determined by the time it takes the driver

- to see the display,
- to read the full message, and
- to respond to this message.

In addition to that, the faster a car is moving, the farther it travels while the driver is reacting to that message. It is therefore clear that the longer a message is, the larger and more readable that message should be in terms of the letter size, for the driver to see it soon enough, have enough time to read it and to respond to it.

This leads us to the issue of the size of letters and the obvious question is: "How large must these letters be to be legible given the fact that one does not want to exceed ten bits of information?"

And again the size of the letters depends on the distance from which they are viewed, the function of seeing and reaction time has described earlier, and it is determined by the driving speed and the number of lanes. However, a rule of thumb is that for every fifteen metres distance, the letter size should be increased by 25 mm.

6.2.8 INFORMATION LOAD

Information overload occurs when the viewer is confronted with more items than what the eye can readily see or the mind can readily process.

The factors influencing this information load are many. Some of these are:

- the driving speed,
- the traffic conditions,
- the personal stress situation,
- the time of day,
- weather conditions,
- legibility of the information,
- the placement,
- the number of signs, and
- the design of the sign.
6.3 CONCLUSIONS

SECTION SEVEN: IMPACT EVALUATION

No conclusive evidence exists linking road accidents to outdoor advertising. However, outdoor advertising cannot be excluded as a possible contributor to road accidents.

In light of the above, a precautionary approach is advised; the following ‘common sense’ measures should be applied as a minimum requirement:

Outdoor advertising signs and structures:

• should not be hazardous to passers-by;

• should not obscure a driver’s or pedestrian’s view of road vehicles, pedestrians or features of the road, railway or footpath such as junctions, bends, changes in width;

• should not be so highly illuminated that they cause discomfort to, or inhibit the vision of approaching drivers or pedestrians;

• should not obscure road traffic signs, interface with the functioning of a road traffic sign or create a road safety hazard;

• should not be liable to interpretation as an official traffic sign or be confused with instructions given by traffic signals or other devices or impair the conspicuous nature of traffic signals or signs (in competing for this information transfer, road traffic signs should get preference); and

• should be located at a height that avoids impact from footpath and other maintenance vehicles and discourages vandalism.

Some further considerations for the proper transfer of information are that a motorist should not be exposed to more than ten bits of information per 100 metres.
SECTION SEVEN: IMPACT EVALUATION

Sub-problem 8: To evaluate the potential for ecological, social and economic impacts of outdoor advertising.

Hypothesis 8: The potential for ecological, social and economic impacts of outdoor advertising can be evaluated and used in the development of a National Code of Practice for Outdoor Advertising.

This section primarily deals with the potential for impact, whether, ecological, social or economic in nature, and comprises the following sub-sections:

7.1 INTRODUCTION
7.2 ENVIRONMENTAL VALUES
7.3 ECOLOGICAL IMPACTS
7.4 SOCIAL IMPACTS (AESTHETICS)
7.5 ECONOMIC IMPACTS
7.6 CONCLUSIONS
7.1 INTRODUCTION

The influence of development on the environment has been subjected to the criticism of the general public due to a heightened awareness of the need for the conservation of the environment, ecologically as well as aesthetically. In most cases, development is seen to be altogether destructive of the environment. South Africa is growing rapidly and needs to contend with the requirements of its growing population. The demand for development in the form of facilities and infrastructure, such as outdoor advertising, puts pressure to bear on the environment. The Integrated Environmental Management Procedure (IEM) states as its primary goal "to achieve the benefits of development with minimal harm to the environment" and thereby attempts to merge two seemingly opposing activities for the benefit of society as a whole. It is within the framework of the IEM procedure that the impact assessment for outdoor advertising was conducted. The environmental assessment (Stage 2 of the IEM procedure) includes the ecological as well as the aesthetic evaluation of the environment within which outdoor advertising should be developed.

The pilot study on outdoor advertising identified three groups of impacts associated with outdoor advertising. These are:

- Impacts of an ecological nature.
- Impacts of a social nature.
- Impacts of an economic nature.
7.2 ENVIRONMENTAL VALUES

The relationship between people and their environment is dependent on their cultural development (Cohen, 1971), which means that such a relationship will vary according to their cultural development. First world communities are, however, not generally aware of their dependence on ecosystems, and their actions often detrimentally affect the ecosystem of which they are a part.

The value that individuals assign to natural features or processes is often in conflict with the value assigned by others. Many values exist, but some are common to all individuals, and can therefore be identified as values of society. The basic classification of these values are values of society and values of individuals.

McHarg (1969), developed a method to identify the values that society as a whole, or individuals in that society, assign to natural resources in their environment, which are necessary to the health and prosperity of people living in such a region. Juneja (1974) grouped these values into four classes, i.e.

- resources inherently hazardous to man,
- resources hazardous to man after human interference,
- resources that are unique or rare,
- resources that are vulnerable and easily destroyed.

The last two categories are related to the aesthetic desirability of the natural features for various activities. For purposes of this study, the following classification of values will be used:

1. Value to Society (ecological)
   - Life support features
   - Unique and rare features
   - Vulnerable or hazardous features

The value to society would therefore be an important issue in the ecological environmental assessment.

2. Value to individuals (aesthetic)
   - Desirable natural features

The values to individuals are therefore relevant to the visual assessment of the environment.
7.3 ECOLOGICAL IMPACTS

Ecological impacts caused by the erection of advertising boards can generally be classed as negative impacts. Although these impacts are considered to be of insignificant scale, they nevertheless warrant investigation. Ecological impact will occur due to the placing, construction and maintenance of advertisement structures mainly in rural and natural environments. These impacts will basically result from the destruction of natural features by the placing of structures and the construction of access roads.

The normal method of assessing ecological impacts begins with a description of the biophysical environment including climate, geology, drainage, soil, vegetation, and fauna. This description is concluded with a summary of the salient features of the environment. In addition to this, the environmental values previously discussed have to be established. This combination of salient features and environmental values is an indication of the real benefit of the natural resource to society. An understanding of the value to society of the resource is crucial in terms of the ecological assessment.

All development projects are realised through the actions carried out by man. A detailed description of the proposed development in terms of people, activities, facilities and financial implications during all development phases (planning, construction and operational phases) of the project is therefore necessary to establish the influence they would have on the ecological environment.

In the case of the Outdoor Advertising study, the various types of outdoor advertisements will be classified and assessed to form the basis for the third stage of the IEM procedure, namely that of taking the decision on which class of outdoor advertising would be the most successful while at the same time creating the minimum damage to the natural environment.
7.4 SOCIAL IMPACTS (AESTHETICS)

The most significant impact outdoor advertising will have on our environment, is without doubt the impact on man’s senses of perception i.e. aesthetic impacts.

7.4.1 THE CONCEPT OF AESTHETICS

7.4.1.1 Definition

Aesthetics can be described as the collective perception of the environment as experienced through all of man’s senses. Two distinctive categories of the quality of the experience, namely the tangible and intangible qualities are identified. The tangible qualities are based on what man touches, sees, hears and smells. The intangible qualities are based on perceptions of qualities such as gradients, diversity, freedom from intrusion and endangerment.

7.4.1.2 Basic norms

Aesthetic analyses are complex, as they deal with human reaction to changes in the landscape. The analyses are conducted in terms of two basic norms.

- Objective norms

  The visual analysis, based upon measurable criteria such as scale, composition and texture of the proposed development, as well as topographic closure, vegetational opacity and visual complexity of surrounding landscapes, is considered to be objective. The criteria can be measured and mapped, and the influence of the proposed development on the existing landscape can be determined.

- Subjective norms

  A visual analysis, based upon the subjective view of the participant, which is influenced by factors such as social life style, background and economics, is considered to be subjective. This personalised analysis differs from one individual to another and is difficult to assess and quantify.

7.4.1.3 Visual aspects of aesthetics

In most instances where aesthetics are considered, it is the visual appreciation of the landscape that receives the most attention. The visual aspect as perceived through the eyes is therefore considered to be of prime importance, and the other sensory perceptions are regarded as secondary in relation to visual perceptions.
The nature of visual perception

Visual quality of the landscape is the aesthetic response resulting from the interaction between the landscape and the human being. The individual goes through a process of taking inventory, cognition, evaluation and decision in order to respond to the environment that he sees.

Studies on visual impact assessment by Varnard (1964) have indicated four important categories of psychological needs. Firstly, man is a social animal, functioning in groups. Secondly, he requires a certain stability in his environment in that he demands variety as well as regularity. Thirdly, he has certain territorial requirements and lastly a certain need for beauty in his environment. This is illustrated by his actions in photographing, painting or the collecting of plants and rocks and then surrounding himself with these elements. It is clear that when all four of these needs are combined, that too dramatic a visual change in his natural environment can be seen to be disturbing and therefore be rated as unacceptable (Conroy, 1981).

Two components of the environment are studied to establish the field of the visual analysis, namely the landscape component and the land use component.

- Landscape component

The landscape component consists of a number of visual resource elements such as landform, vegetation, water, animal life and structures. The landscape is described in terms of form, line, colour, texture, scale, proportions, balance, symmetry, dominance, diversity, continuity, contrast and depth of field, to establish the visual character.

- Land use component

The land use components are described in terms of non-renewable resources, recreational resources, spiritual/cultural resources, educational resources and economical resources.
7.5 ECONOMIC IMPACTS

7.5.1 COMMERCIAL

The commercial benefits of outdoor advertising are difficult to quantify. The investigation into outdoor advertising supports this positive benefit but it appears that these financial advantages circulate between the various participants in the industry. It appears that little money is allocated to either the community in general or the road authorities. Some overseas research indicates that the cost of outdoor advertising equals the financial benefits. It is clear that a great deal of additional research is necessary to quantify the benefits society derives from outdoor advertising.

7.5.2 ROAD SAFETY

Road accidents can be viewed as a large economic cost to the country. Due to the fact that there is uncertainty about the effect of outdoor advertising on road safety, it is not clear what the economic cost in this category would be. Further research would clarify the method of negative cost involved with this impact of outdoor advertising.

7.5.3 TOURISM

The economic benefits of tourism have been discussed and illustrated in many different research projects. It is also evident that the aesthetic impact will reduce the scenic quality in the natural and rural zones. It is difficult to quantify the actual financial cost of this aesthetic impact. Research in the USA on the economic benefits of scenic byways provides detailed indications of the financial benefits of specific aspects of tourism linked to lodging, food and beverage, transportation, sporting activities, recreation and amusement. According to the Final Case Study of the National Scenic Byways Study (1990), specific economic benefits have resulted from the introduction of scenic byways.

As the scenic byways programme includes strict sign control, this study implies that any reduction in scenic qualities would have immediate negative economic impacts.
7.6 CONCLUSIONS

The following conclusions are drawn and used in the development of a model for a National Code of Practice for Outdoor Advertising.

- **Ecological impacts:** The potential for significant ecological impacts resulting from the erection and operation of advertising boards is negligible. This statement is supported by the literature study and workshops, and is based on the assumption that the structures occupy a relatively small footprint area. Consequently, on-the-ground damage is limited. However, on-site conditions can vary considerably and it is proposed that a precautionary approach be adopted in a NCOP. This may ideally be implemented by adopting a system of zoning and control whereby sensitive areas (natural and rural areas) are protected by restricting the type of advertising structure and the performance requirements of such. Furthermore, it is proposed that an EIA become compulsory for larger billboards.

- **Social impact:** The research conducted by Dr. Fiedeldey and presented in Part One Section 5, as well as the preceding review supports the assertion that outdoor advertising boards and structures have a high potential to degrade the aesthetic value of the environment. It is recommended that a number of procedures be adopted in the NCOP that will effectively mitigate this potential impact:
  
  - Areas of higher sensitivity to visual disturbance be identified and zoned as protected areas. In these areas, high impact type signs such as billboards, should be restricted;
  - Parameters and design guidelines should be developed to guide signage companies in the design and construction of aesthetically pleasing structures;
  - An environmental impact assessment should become a prerequisite for certain high impact type of signs and for signage in certain areas of high sensitivity. The latter may include all natural and rural areas, as well as selected precincts within urban areas, such as parks, river courses and ridges.

- The possible **economic benefits** of outdoor advertising cannot be easily defined as most of the funds circulate within the industry and little benefit is felt by communities or road authorities. If any direct financial benefits to the communities are to be realised, specific measures will need to be developed to facilitate this. The negative impact on the tourist industry is suggested by many sections of the research but little accurate information on real economic impacts is available. Detailed economic benefits of the establishment of scenic byways in the USA is illustrated in a variety of detailed studies. It can be argued that a reduction in aesthetic quality of the scenic environment will result in a negative economic impact. This will especially apply to a country such as South Africa, who relies heavily on its natural splendour to lure tourists.
• The concept of zoning South Africa into areas of control is put forward as the most suitable method of reducing the aesthetic impact of outdoor advertising and therefore reducing the economic impact resulting from a reduction in tourism.

PART TWO: A NATIONAL CODE OF PRACTICE FOR OUTDOOR ADVERTISING
PART TWO: A NATIONAL CODE OF PRACTICE FOR OUTDOOR ADVERTISING
SECTION ONE: A MODEL FOR A NATIONAL CODE OF PRACTICE

Sub-problem 9: To develop a model for a National Code of Practice for Outdoor Advertising based on the findings of Part One of this dissertation.

Hypothesis 9: A model for a National Code of Practice for Outdoor Advertising can be established based on the findings of Part One of this dissertation.

Section One discusses a practical model for a National Code of Practice for Outdoor Advertising and comprises the following sub-sections:

1.1 INTRODUCTION

1.2 CLASSIFICATION

1.3 EVALUATION

1.4 CONTROL

1.5 CONCLUSIONS
1.1 INTRODUCTION

Before the National Code of Practice can be defined and described in detail, a practical model based on the research conducted and described in Part One of this dissertation is developed. The sub-problems addressed thus far have enabled the formulation of requirements for such a model. The model should include:

- a classification system for sign types based on size, function and situation.
- a classification system for landscapes based on environmental sensitivity.
- a simplified classification system for roads.

The model should further incorporate effective control measures that:

- ensure the protection of environmentally sensitive areas;
- incorporate specific mechanisms aimed at ensuring road safety (pre-cautionary approach); and
- incorporate specific mechanisms aimed at mitigating potential environmental impacts

A model based on three steps, namely classification, evaluation and control is illustrated overleaf (figure 6).

1.2 CLASSIFICATION

Central to the whole process is the concept of classification. The type of landscape, type of sign and type of control are important in this regard. The type of sign will be classified into one of four classes based on potential impact. The position of the sign in terms of the landscape (natural, rural or urban) will determine the areas of control to be applied. One of five areas of control will apply namely; maximum control (natural), maximum control (rural), maximum control (urban), partial control (urban) and minimum control (urban).

1.2.1 TYPE OF LANDSCAPE

The first step in the classification process is to determine the various landscape types that exist in South Africa. From Part One, Section Four: Physical Environment, it was determined that South Africa consists of three basic landscapes namely:

- Natural;
- Rural; and
- Urban landscapes.

From studies conducted in the tourism field it is clear that the foreign visitor is interested in South Africa for its natural and cultural scenery as well as its wildlife. These three basic landscapes combine to form the overall scenic resource of South Africa. The studies in Part One, Section Four illustrate the extent of these three landscapes as well as the scenic resource existing in the nine provincial regions.

The sensitivity of the landscape is therefore used to determine the environmental impact of outdoor advertising and forms the basis to the types of control measures proposed.
A MODEL FOR A NATIONAL CODE OF PRACTICE FOR OUTDOOR ADVERTISING

TYPE OF LANDSCAPE
NATURAL, RURAL, URBAN

CLASSIFICATION

AREA OF CONTROL
MAXIMUM, PARTIAL, MINIMUM

TYPE OF SIGN
CLASS 1, CLASS 2, ETC

EVALUATION

OPPORTUNITIES

CONTROL

NOT PERMISSIBLE

CONSENT

PERMISSIBLE

PRINCIPLES

GUIDELINES

FIGURE 8: A Model for a National Code of Practice for Outdoor Advertising.
1.2.2 TYPE OF SIGN

Outdoor advertising is perceived to have an aesthetic impact on each of the three types of South African landscapes. This impact may be detrimental to the tourism industry and the well being of the community. It is therefore important to classify sign types according to their aesthetic impact.

The type of sign used by a variety of outdoor advertisers has been studied and from Part One, Section 3: Outdoor Advertising, the following four classifications were determined:

**Class one**  Large free-standing signs

These are the normal billboards that are visible in and around the urban areas and result in most of the aesthetic environmental impact.

**Class two**  Medium size posters and general signs

These are smaller and usually pole-mounted advertising signs varying in size. These signs result in a lesser but determinable environmental aesthetic impact.

**Class three**  Signs on buildings and premises

This type of sign is different from the previous two classes as they are attached to buildings themselves and form a class special to the urban areas of South Africa. Their environmental impact is more linked to the urban character and does not influence the natural or rural scenery.

**Class four**  Composite sign types

This class is linked to a standardised background of a specific size similar to a poster-board on which logos or other tourist-related information can be attached. This sign class has a low environmental aesthetic impact and is suitable for use in most of the natural and rural areas of South Africa.

1.2.3 AREAS OF CONTROL

Now that the type of landscape and the type of sign has been identified, the environmental impact in a specific landscape is dealt with through the establishment of three types of control:

- **MAXIMUM CONTROL:** The natural, rural and urban landscape.
- **PARTIAL CONTROL:** The urban landscape.
- **MINIMUM CONTROL:** The urban landscape.

The areas of control will determine the opportunity and constraint for outdoor advertising.
1.3 EVALUATION

The evaluation of the sign type versus the area of control (i.e., degree of impact versus degree of sensitivity) facilitates the establishment of advertising opportunities. The evaluation process also facilitates the implementation of control measures.

The potential for outdoor advertising is determined by linking the areas of control with the landscape type and the four types of signs. Figure 7 below depicts the link between these three areas of importance. This finally results in an illustration of outdoor advertising opportunities and constraints across the total area of South Africa.

![Diagram](image)

**FIGURE 7:** Evaluation of Advertising Opportunities

1.4 CONTROL

Control measures are applied by means of type of consent, principles and guidelines. Types of consent vary from not permissible to permissible with specific or deemed consent. Principles and guidelines are established for each sign type and area of control.

This step is actually the most important in the Code of Practice as this is where the decision making authority or outdoor advertiser comes to grips with what is allowed or what is not allowed; and in which manner the advertisement may be displayed (see figure 8).
### Figure 8: Control of Advertising

<table>
<thead>
<tr>
<th>TYPE OF SIGN</th>
<th>NATURAL</th>
<th>RURAL</th>
<th>URBAN</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>✗</td>
<td>✗</td>
<td>✗</td>
</tr>
<tr>
<td>2</td>
<td>✗</td>
<td>✗</td>
<td>✗</td>
</tr>
<tr>
<td>3</td>
<td>✗</td>
<td>✗</td>
<td>✗</td>
</tr>
<tr>
<td>4</td>
<td>✗</td>
<td>✗</td>
<td>✗</td>
</tr>
</tbody>
</table>

**Type of Control**

- ✗ = Permissible
- ✗ = Not Permissible

### 1.4.1 Consent

Certain sign types may be deemed to have a limited or negligible impact on the landscape type and will consequently be permitted within the appropriate area of control. Other sign types may be deemed to have an unacceptably high potential impact on the landscape type and will consequently not be permitted within the relevant area of control (see figure 9).

### Figure 9: Consent
1.4.2 PRINCIPLES AND GUIDELINES

A sign benefiting from the permitted scenario will be subject to detailed principles and guidelines regulating aspects such as shape, size, height, position, colour, illumination and animation. Safety, design and construction, and maintenance provisions are also regulated. The guidelines also describe whether a permitted sign will require deemed or specific consent. The guidelines are arranged on standard page format for each type of sign as illustrated in figure 10.

<table>
<thead>
<tr>
<th>TYPE OF SIGN</th>
</tr>
</thead>
<tbody>
<tr>
<td>DESCRIPTION</td>
</tr>
<tr>
<td>APPROPRIATE OPPORTUNITY</td>
</tr>
</tbody>
</table>

FIGURE 10: Typical Guideline Sheet Layout

1.5 CONCLUSIONS

The research of sub-problems described in Part One of this dissertation has facilitated the development of a practical model from which the National Code of Practice for Outdoor Advertising can be developed. The further embellishment of this model will realise the National Code of Practice and is dealt with in the next section.
SECTION TWO: THE NATIONAL CODE OF PRACTICE

2.1 CLASSIFICATION

Sub-problem 10: To develop and specify the model for a National Code of Practice for Outdoor Advertising in order that such becomes functional and implementable.

Hypothesis 10: The previously established model for a National Code of Practice for Outdoor Advertising can be developed and specified in order that such becomes functional and implementable.

Section Two discusses the further development of the model for a National Code of Practice for Outdoor Advertising under the following sub-sections:

2.1 CLASSIFICATION
2.2 EVALUATION
2.3 CONTROL
2.1 CLASSIFICATION

The classification of the type of landscape, area of control and type of sign must be established before evaluation can be undertaken, and control effected.

2.1.1 TYPE OF LANDSCAPE AND AREAS OF CONTROL

The first step in the classification process is to establish which landscape a sign site would fall into. One of three broad landscape categories can apply, namely natural, rural and urban.

The second step would be to establish which area of control the sign site falls into. Areas of control are linked to the three broad landscape classes mentioned above. Areas of control are established by applying a sensitivity rating to the landscape and then linking the landscapes to areas of varying degrees of control. Three alternative areas of control exist, namely areas of maximum control, areas of partial control and areas of minimum control.

Natural and rural landscapes are defined as areas of maximum control due to their sensitivity to visual disturbance. Centres of economic activity in rural areas may be defined as partial or minimum control “urban” areas at the discretion of the local authority concerned. Within urban landscapes, one will find all three areas of control applicable due to the varying nature and sensitivity of the urban environment. The delineation of the urban landscape is the responsibility of the local authority in consultation with interested and affected parties.

It is necessary to consider the urban landscape in its three dimensions. Therefore, at street level a shopping precinct may be defined as an area of minimum control whilst what happens above may be different. A precinct therefore may, depending on the uses at the different levels, be defined as falling into all three categories of control i.e. areas of minimum control at ground level, areas of partial control for offices above and areas of maximum control for living accommodation at the highest levels.

More detail regarding the relationship between the areas of control, the three basic landscapes and the land use zones or precincts, within these landscapes, is provided below and in figure 11.

2.1.1.1 AREAS OF MAXIMUM CONTROL (NATURAL LANDSCAPE)

(a) Character

The ‘natural’ landscape refers to the relatively unspoilt areas of the rural environment. All areas in a relatively natural state are included and defined as areas of maximum control.

Natural landscapes include national parks, game reserves, nature reserves, marine reserves, wilderness areas, extensive agriculture, subsistence agriculture, and scenic corridors.
(b) **Objectives**

- To ensure that the aesthetic appeal and ecological integrity of the natural landscape is not compromised; and
- to permit adequate display of information concerning the identification of areas of interest, identification of premises and activities conducted on the land.

(c) **Appropriate sign opportunities**

Opportunities for advertising as well as acceptable media used are limited.

- Areas of economic activity within the natural landscape (service stations, roadside stalls, etc.) will be permitted to advertise products and services generally available on the premises.
- Alternative forms of signage ('logos' and tourism signs) will be encouraged.
- Directional signage will be permitted (facilitate tourism).

2.1.1.2 AREAS OF MAXIMUM CONTROL (RURAL LANDSCAPE)

(a) **Character**

Rural areas have varied landscapes and form a transition between the developed urban areas and the relatively unspoilt natural areas. Typical forms of land use include intensive agriculture and peri-urban development (small holdings etc.).

(b) **Objectives**

- To discourage the proliferation of signs;
- to co-ordinate advertising to promote road safety;
- to provide information for tourists, tourism-related industries and local communities; and
- to preserve the rural amenity of the locality within which the sign is to be displayed.

(c) **Appropriate sign opportunities**

- Property or farm names.
- Farm stalls will be permitted to display on-premise signs provided they are removed when the stand is not in use.
- Tourism orientated business names relating to the property on which the sign is located.
- Directional signs for tourism.
Note: Rural centres of economic activity in rural or natural landscapes may be defined as urban areas of partial or minimum control.

2.1.1.3 AREAS OF MAXIMUM CONTROL (URBAN LANDSCAPE)

(a) Character

The following precincts are deemed significantly sensitive to visual disturbance and, consequently, may be defined as urban areas of maximum control:

- Conservation
  Interface of natural landscape and built fibre; natural edges like water, rivers, ridges and forests.
- Recreation
  Open areas like parks, squares and commons.
- Scenic
  Characteristic vistas over built up areas, down streets or avenues.
- Architectural
  National or local heritage sites or buildings, special tourist areas, historical or contextual streetscapes, skylines from viewing points; Areas of strong architectural context or historical scale.
- Low density residential
  Exclusively residential areas, mostly low density single.
- Gateway
  Important gateways (scenic, historically or architecturally significant).
- Routes of metropolitan significance (N, R and M routes)
  Certain important through road corridors.

(b) Objectives

- To prevent the proliferation of signs and minimise visual disturbance caused by signs;
- to protect and enhance urban areas of significant conservation and recreation potential, be it natural or man-made, from visual degradation caused by outdoor advertising;
- to preserve the residential amenity of suburbs;
- to enhance and protect the scenic amenity of our towns and cities;
- to protect and enhance urban areas of metropolitan significance, such as through roads and gateways to towns and cities; and
- to permit adequate display of information concerning the identification of areas of interest, identification of premises and activity conducted on the land.

(c) Appropriate sign opportunities
Only signs expressing an essential message are permitted. The size, number and positions of advertisements are strictly controlled, with some freedom for their design. Apart from signs identifying owners or tenants or building names, all advertisements are scrutinised to well developed and well-defined regulations. As all advertisements affect the appearance of the building, structure or place where they are displayed it may be necessary to develop conditions and regulations to specific detail. Local trade and amenity organisations are to be consulted about the policy of demarcation.

In sensitive areas defined as maximum control, the following controls will apply in addition to those set in the guidelines:

- Only one sign will be permitted for each street frontage of a property.
- The materials and colours of the sign must harmonise with the building.
- Only concealed backlighting or floodlighting of signs will be permitted.

2.1.1.4 AREAS OF PARTIAL CONTROL (URBAN LANDSCAPE)

(a) Character

The areas in which this category applies are those in which there is a multiplicity of users and where a particular use does not predominate. Greater freedom is allowed for the size, number and positions of advertisements, and well-stated guidelines will be enough to regulate most cases.

Areas of partial control will predominantly include urban areas although rural centres of economic activity may also be defined as areas of partial control.

- High density residential
  Residential areas with shops and offices interspersed, mostly high density mixed.
- Medium density residential
  Residential areas in transition.
- Commercial enclaves
  Small commercial enclaves in residential areas;
  Rural centres of economic activity.
- Commercial ribbon
  Ribbon development along main streets.
- Education
  Educational institutions.
- Recreation
  Sports fields or stadia.
- Institutional
  Government enclaves including diplomatic or civic amenities.
- Public transport corridors
  *Public transport connections e.g. train and bus stations, railways, airports or harbours.*
- Road corridors

(b) **Objectives**

- To permit greater freedom for the size, number and positions of advertisements;
- to encourage a co-ordinated approach to advertising;
- to permit adequate display of information concerning the identification of areas of interest, identification of premises and activity conducted on the land and business advertising; and
- to provide a means of communicating educational, product and community services messages to major target markets in urban and rural areas.

(c) **Appropriate sign opportunities**

All sign types are permitted subject to compliance with the principles and guidelines.

3.1.1.5 **AREAS OF MINIMUM CONTROL (URBAN LANDSCAPE)**

(a) **Character**

Those urban areas in which commercial interests predominate. Any lawful and safe advertisement is allowed. The principle is that in commercial areas the dominant concern is to conduct business and sell products. In such an environment an illuminated commercial message which is blatant and exaggerated may be deemed acceptable.

- **Commercial**
  *Commercial districts, shopping centres and office parks or precincts.*
- **Industrial**
  *Industrial areas or parks.*
- **Entertainment**
  *Entertainment districts or complexes.*

(b) **Objectives**

- To permit adequate identification and business advertising;
- to recognise that advertising signs express the character of the commercial, entertainment and industrial environment;
- to ensure equal access to limited advertising space;
• to ensure that advertising does not visually degrade the streetscape character or cause visual clutter; and
• to encourage a co-ordinated approach to advertising.

(c) **Appropriate sign opportunities**

All sign types are permitted subject to compliance with the guidelines and principles.

The relation between the categories of control and the three broad landscapes is illustrated in figure 11 overleaf:
FIGURE 11: Relationship between Areas of Control and Landscapes.
2.1.2 TYPE OF SIGN

The second branch to the classification process involves the classification of the sign type. Here four groupings of sign types exist. The grouping of sign types takes cognisance of potential impact and the necessity of the sign. Classes 1 to 3 range from high impact / low necessity to low impact / high necessity. Class 4 represents alternative forms of outdoor advertising where structures are specifically engineered to minimise the aesthetic impact of the sign. Each class is divided into subclasses to enable the compilation of specific guidelines for each subclass at a later stage.

2.1.2.1 CLASS ONE (large free-standing signs)

Class 1 makes provision for signs deemed to have a high impact on the aesthetic and social environment by virtue of their size, shape or prominence.

1a Spectaculars and Supapax

‘Spectaculars’ are custom made, illuminated billboards, generally 3 m x 12 m or larger but may be as small as 4 m x 2 m. They may be externally or internally illuminated and often include specialist character cut-outs and three dimensional presentations. ‘Supersites’, ‘Fireflies’, ‘Golites’, and ‘Unilites’ are popular brand names. ‘Supapax’ are giant-sized product replicas commonly seen outside shopping centres.

1b Aerial signs

An ‘aerial sign’ is any sign affixed to a captive kite, balloon or aircraft, or any other device by which it is suspended in the air.

1c Large billboards

‘Large billboards’ are free-standing signs varying from 96 sheets (3 m x 12 m) to 48 sheets (3 m x 6 m).

1d Small billboards, Guard Towers and Super Trilaterals

‘Small billboards’ vary in size from 16 sheets (3 m x 2 m) to 12 sheets (1.5 m x 3 m). They are commonly referred to in the industry as ‘Shopper Twelve’s’, ‘Roadside Twelve’s’ ‘Junior posters’ and ‘Station Twelve’s’. ‘Guard towers’ are tower shaped advertising structures comprising four 2.5 m x 1.5 m, 3 m x 1.5 m or 4 m x 1 m panels. ‘Super trilaterals’ are pole mounted, three sided units carrying three 1 m x 4 m panels.
1e Advertising on towers, bridges and pylons

This category includes all advertising (painted signs, logos or corporate colours as well as mounted signs) on cellular telephone towers, water towers, bridges and the like as well as pylon mounted signs.

Note 1: Trivision, revolving advertisements and wave motion alternatives, are variations on the above classes and are dealt with in the guidelines under ‘animation’.

2.1.2.2 CLASS TWO Posters and general signs

2a 4 Sheet posters

Also referred to as ‘4-Sheeters’. These are usually pole mounted, double sided, and permanent advertising structures capable of carrying advertisements varying from 1.56 m x 1.05 m to 1.8 m x 1.2 m. Included are the following industry brand names: ‘Impact Fours’, ‘Popstands’, ‘Flagstands’, ‘Centre Fours’, ‘Shop ads’, ‘CBD Units’, ‘Landscape pops’, ‘Postaflex’, ‘Station fours’ and ‘Station streamers’.

2b Pavement posters and notices

Pavement posters include all temporary signs erected within the road reserve intended to advertise any public thanksgiving, rejoicing, mourning or any other public function or occasion.

2c Banners and flags

An advertisement in the form of a banner or of a flag attached to a single flagstaff projecting vertically from a building or premises.

2d Suburban ads

Pole mounted signs at entrances to suburbs carrying a 0.5 m x 2 m advertising sign beneath the suburb name.

2e Street furniture

Advertising on street furniture includes signs mounted onto benches, planters, pavement litter bins, pole mounted litter bins and bus shelters.
2f  **Temporary advertisements**

This class includes a wide variety of signs and advertisements that are usually displayed to publicise a forthcoming event, or to advertise a short term use of the advertisement site. This class includes signs temporarily displayed to:

- advertise that land, premises or developments are for sale or to let;
- announce that there is to be a sale of goods or livestock on land or premises which are not normally used for commercial purposes;
- advertise any local event which may be religious, educational, cultural, political, social or recreational, but not for any commercial purpose;
- announce the visit of travelling entertainment; or to
- advertise the fact that firms or individuals are carrying out building, engineering or construction work.

2g  **Identitites**

Pole mounted, double sided, internally illuminated, 1.0 m x 1.5 m signs, carrying street names in the urban environment.

2h  **Transit advertising**

This class includes all advertising on normally moving vehicles including taxis, buses, trailers, trains and vessels.

2i  **Functional advertisements by public bodies**

This class includes those advertisements which are needed by public bodies (such as local authorities, public utilities operators and public transport operators) to give information or direction about the services they provide (e.g. a bus timetable).

2j  **Construction site hoardings on boundary walls and fences**

This class permits signs to be fixed (but not painted) flat against or on top of any fence or wall (not being the wall of a building) where such fence or wall forms the boundary of a site where construction work is being carried out.
2k Project boards

This class includes all advertisements displayed on a site where a building, swimming pool, tennis court, paving, fencing or garden landscaping or any other structure is in the course of being constructed, erected, carried out or altered. Also included are signs describing the type of development being carried out on a site and which gives details of the type of accommodation being provided, floor space available, and such like.

2l Advertisements displayed on enclosed land

This class includes advertisements displayed on enclosed land, for example inside a railway station forecourt, inside a bus station or sports stadium.

2 m Neighbourhood watch and similar schemes

This class makes provision for outdoor signs for Neighbourhood Watch, Farm Watch and similar watch schemes established by the local Watch Committee and the police authority, saying that a watch scheme is in operation in the area. It also makes provision for signs containing the name, address and telephone number of a security company contracted to protect the premises on which the sign is displayed.

2.1.2.3 CLASS THREE (Signs on buildings and premises)

The following signs and no others are permitted to be affixed or painted on buildings.

3a Sky signs

A 'sky sign' is any sign that is fixed above the roof of a building other than a roof of a veranda or a balcony.

3b Flat signs

These are signs affixed to the main walls of buildings. Such signs do not project more than 230 mm from the surface of the walls.
3c  Projecting signs

A projecting sign is a sign that is affixed to a main wall of a building and projects more than 230 mm from the surface of the main wall.

3d  Veranda, balcony, canopy and underawning signs

Included hereunder are:

- signs affixed flat on to, or painted on a parapet wall, balustrade or railing of a veranda or a balcony;
- signs on top of the roof of a veranda, only where such a roof does not have a parapet wall, balustrade or railing;
- signs affixed flat on to, or painted on the fascia of a veranda or a beam over veranda columns;
- signs suspended under a veranda or balcony.

3e  Signs painted on walls and roofs

This class includes all signs painted directly onto the main walls or roof of a building.

3f  Window signs

Window signs are signs that are permanently painted on, or attached to, the window-glass of a building.

3g  Advertisements incorporated in the fabric of a building

This class includes any advertisement incorporated into, and forming an integral part of, the fabric of a building (i.e. not painted on or affixed in any manner).

3h  Advertisements on forecourts of business premises

This class includes notices, signs and advertisements positioned on the forecourts of business premises, to draw attention to any commercial services, goods for sale, or other services available at the premises. The term 'forecourt' includes an enclosing fence, wall, screen or other structure, so long as the means of enclosure is not part of the business premises itself. A forecourt may include the area at a filling station where the pumps are situated, a terrace in front of a restaurant or cafe, etc.

3i  Miscellaneous advertisements on any premises

This class gives consent for a wide variety of small notices and signs to be displayed on the premises or buildings to which the notice or sign relates.
3j Advertisements on business premises

This class includes advertisements pertaining to the business carried on, the nature of the goods sold or services provided on those premises.

2.2.1.4 CLASS FOUR (Composite signs)

4a Sponsored road traffic projects

This class makes provision for any advertisements relating to the sponsoring of projects specifically intended for road users either aimed at the provision of road services or the promotion of road safety.

4b Logos

Specific service or 'Logo' signs are alternate signing systems included to provide the motorist with specific information in the interest of the motoring public. They provide travellers with business identification and directional information regarding essential motorists services. These signs may be used on any class of road and are primarily intended for use in rural and natural areas.

4c Service facility signs

This class permits advertisements to be displayed on any premises for the purpose of advertising the fact that a business, company or person is providing services specifically aimed at the road user. These services include restaurants, filling stations, accommodation, and holiday resorts.

4d Tourism signs

Tourism signs represent a standardised method of displaying directional information about public places owned by national or local authorities, publicly or privately owned natural phenomena, historic, cultural, scientific, educational, and religious sites as well as areas of natural scenic beauty or naturally suited for outdoor recreation deemed to be in the interest of the travelling public. The sign may only identify the activity and direct the viewer. Advertising and logos are prohibited.
2.2 EVALUATION

Once the classification of the area of control and the sign type is established, it is necessary to cross reference the two in order to arrive at advertising opportunities. Opportunities exist for each type of sign in each area of control. These opportunities are based on the envisaged impact each class of sign would have on each area of control. Figure 12 demonstrates the results.

2.3 CONTROL

Consent (permissible or not permissible), together with principles and guidelines all related to the area of control and type of sign, will form the basis to the control measures.

3.3.1 CONSENT

Figure 12 presents the applicant / decision making authority with two scenarios:

✗ NOT PERMISSIBLE

Under no circumstances may the relevant class of advertisement be located within the particular area of control.

✓ PERMISSIBLE

The type of sign is permissible within the appropriate area of control. The guidelines will determine whether deemed or specific consent is required to erect the sign.
<table>
<thead>
<tr>
<th>TYPE OF SIGN</th>
<th>AREA OF CONTROL</th>
<th>AREA OF MAXIMUM CONTROL</th>
<th>PARTIAL</th>
<th>MINIMUM</th>
</tr>
</thead>
<tbody>
<tr>
<td>CLASS 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Large, free-standing</td>
<td>1a</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>1b</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>1c</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>1d</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
<td>1e</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>CLASS 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Posters and general signs</td>
<td>2a</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>2b</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
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<td>✓</td>
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<td>2d</td>
<td>✓</td>
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<td>2e</td>
<td>✓</td>
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<tr>
<td></td>
<td>2f</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
<td>2g</td>
<td>✓</td>
<td>✓</td>
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<td>2h</td>
<td>✓</td>
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<td>2i</td>
<td>✓</td>
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<td>2k</td>
<td>✓</td>
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<td></td>
<td>2l</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
<td>2m</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>CLASS 3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Signs on buildings and premises</td>
<td>3a</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
<td>3b</td>
<td>✓</td>
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<td>3c</td>
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<td>3e</td>
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<td></td>
<td>3f</td>
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<td>3h</td>
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<td>3i</td>
<td>✓</td>
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<td>✓</td>
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<tr>
<td></td>
<td>3j</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>CLASS 4</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Composite signs</td>
<td>4a</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
<td>4b</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td></td>
<td>4c</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>4d</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

**Legend**
- Landscape type
- Area of control
- Advertisement type
- Not permissible
- Permissible (subject to compliance with principles and guidelines)

**Figure 12:** Advertising Opportunities
2.3.2 PRINCIPLES AND GUIDELINES

2.3.2.1 PRINCIPLES

(a) General

Any advertisement, as permitted by the National Code of Practice, may not

- be detrimental to the environment or to the amenity of the neighbourhood by reason of size, shape, colour, texture, intensity of illumination, quality of design or materials or for any other reason;

- be in its content objectionable, indecent or suggestive of indecency, prejudicial to the public morals or objectionable; or

- unreasonably obscure partially or wholly any sign owned by another person previously erected and legally displayed.

(b) Safety

Any advertisement, as permitted by the National Code of Practice, may not

- constitute a danger to any person or property;

- be illuminated to the extent that they cause discomfort to, or inhibit the vision of approaching pedestrians, cyclists or drivers;

- obscure a road traffic sign, create confusion with a road traffic sign, interfere with the functioning of a road traffic sign, or create a road safety hazard;

- obscure a pedestrian's, cyclist's or driver's view of pedestrians, road or rail vehicles, features of the road, railway or pavement such as junctions, bends and changes in width;

- obstruct any fire escape or the means of egress to a fire escape or obstruct or interfere with any window or opening required for ventilation purposes; or

- if illuminated, contain the colours red, green or amber or any one or more of such colours unless such sign has a clear height of 6 m or unless such sign is more than 15 m (measured horizontally) from the vertical line of the street line at the corner of a public street.

Furthermore, signs or advertisements positioned along roads and specifically targeting the road user shall comply with the following requirements:
• No sign shall exceed 10 “bits” of information where a “bit” is defined as one syllable, a symbol or a logo, an abbreviation or a group of numbers.

• Letter sizes shall increase in size by 25 mm for every 15 m distance between the viewer and the sign as follows:

<table>
<thead>
<tr>
<th>DISTANCE FROM SIGN</th>
<th>MINIMUM LETTER SIZE</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-15 m</td>
<td>25 mm</td>
</tr>
<tr>
<td>16-30 m</td>
<td>50 mm</td>
</tr>
<tr>
<td>31-45 m</td>
<td>75 mm etc.</td>
</tr>
</tbody>
</table>

(c) Design and construction

Any advertisement, as permitted by the National Code of Practice

• shall be neatly and properly constructed, executed and finished in a professional manner;

• shall, when attached to a building, fence or wall, be rigidly and securely attached thereto so that it is safe and that movement in any direction is prevented;

• shall be attached in such a manner that it is capable of effectively securing, supporting and maintaining not less than twice the weight of the sign in question with the addition of any force to which the sign may be subjected. The use of nails or staples for the purpose of anchorage and support is prohibited;

• shall, when attached to brickwork, masonry or concrete, be securely and effectively attached thereto by means of bolts securely embedded in such brickwork, masonry or concrete or passing through the same and secured on the opposite side;

• shall have all exposed metalwork in the sign or supports painted or otherwise treated to prevent corrosion and all timber treated to prevent decay; and

• shall have taken measures to prevent the entry of water into, and the accumulation of water or moisture on, or in, any sign or any part of its supporting framework, brackets or other members.

Furthermore, any advertisement, as permitted by the National Code of Practice, may not

• interfere with the urban design, landscape policies or character of the surrounding area by way of the design of the structure;

• deface building facades by means of electrical services provisions and other accessories;
• be constructed in whole or in part of cloth, canvas, cardboard, paper or like material, except in the case of sign types 2(b) and 2(c); or

• use water soluble adhesive, adhesive tape or similar material to display or secure any sign elsewhere than on an advertising hoarding.

Glass:

• All glass used in signs (other than glass tubing used in neon and similar signs) shall be safety glass at least 3 mm thick.

• Glass panels used in signs shall not exceed 0.9 m² in area, each panel being securely fixed in the body of the sign independently of all other panels.

Electrical - every illuminated sign and every sign in which electricity is used

• shall have power cables and conduit containing electrical conductors positioned and fixed so that they are not unsightly;

• shall be constructed of material which is not combustible;

• shall be provided with an external switch in an accessible position whereby the electricity supply to the sign may be switched off; and

• shall be wired and constructed in accordance with and subject to the provisions of the relevant authority's electricity supply bylaws.

Damage to Property:

• No person shall intentionally, in the course of erecting or removing any sign, advertising hoarding, poster or banner cause damage to any tree, electrical standard or service or other public installation or property.

(d) Maintenance

Any advertisement, as permitted by the National Code of Practice

• shall, where possible, be located at a height that discourages vandalism;

• shall be serviced on a regular basis; and

• shall be maintained together with its supports and braces, in good repair and safe condition and to the highest standard in terms of quality of structures, posting and sign writing.
The owner of any land or building on which a sign is displayed, or on which any sign or advertising hoarding is erected, or to which a sign is attached, and the owner of any such sign or hoarding shall be jointly and severally responsible for the maintenance in a safe and proper condition and for the cleaning and the repainting of any such sign or hoarding.

(e) **Position**

Advertisements, as permitted by the National Code of Practice

- shall not be positioned on a road island or road median;
- shall not be suspended across a road;
- shall not require erection or servicing from a public road unless prior permission has been obtained; and
- shall not be permitted within specified distances of on- and off-ramps, overhead traffic signs and traffic signals as illustrated on figures 13, 14 and 15 with the exception of ‘Identilites’ that may be considered at traffic signal intersections.

(f) **Illumination**

- The following maximum luminance levels per square meter are prescribed for all classes advertisements in this NCOP where illumination is permitted (as determined by the International Commission on Illumination):

<table>
<thead>
<tr>
<th>ILLUMINATED AREA</th>
<th>MAX. LUMINANCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>less than 0.5 m²</td>
<td>1000 candela/m²</td>
</tr>
<tr>
<td>0.5 m² &lt; 2 m²</td>
<td>800 candela/m²</td>
</tr>
<tr>
<td>2 m² &lt; 10 m²</td>
<td>600 candela/m²</td>
</tr>
<tr>
<td>10 m² or more</td>
<td>400 candela/m²</td>
</tr>
</tbody>
</table>

- The light source emanating from floodlights may not be visible to traffic travelling in either direction.
- Floodlighting should be positioned to ensure effective distribution and minimise light wastage or ‘spill’. 
FIGURE 13: ADVERTISING RESTRICTIONS ON FREEWAYS  
(derived from discussions with the Department of Transport)
FIGURE 14: RESTRICTIONS ON SIGNS AT STREET CORNERS
(derived from discussions with the Department of Transport)
FIGURE 15: RESTRICTIONS ON ILLUMINATED SIGNS AT SIGNALISED STREET CORNERS  
(derived from discussions with the Department of Transport)
2.3.2.2 GUIDELINES

Guidelines are established for each permissible scenario resulting from figure 12, i.e. for each sub-class of sign type occurring in each area of control.

Guidelines are discussed under the following headings:

(a) **Description**

The type of sign in question is defined.

(b) **Appropriate Opportunity**

The appropriate area of control wherein the sign type is deemed permissible is stated. A distinction is made between specific or deemed consent requirements.

- **Permissible with specific consent**

  The application may be approved at the discretion of the planning authority after review of the particular guidelines. The application will have to meet the prescribed guidelines and follow the route of application and written approval.

- **Permissible with deemed consent**

  These sign types are deemed approved without the authority having to provide specific consent. The onus is on the advertiser to ensure the sign complies with the guidelines for this particular class. The authority may declare the sign illegal and / or subject to specific consent should the guidelines not be heeded.

(c) **Performance Standards**

Specific guidelines with respect to

(i) shape, size and height;
(ii) position;
(iii) colour and texture; and
(iv) illumination and animation of the sign.

(d) **Safety**

Specific safety requirements where applicable, are stated. The safety provisions listed under 2.3.2.1 (b) above are of a non-specific nature and are applicable to all sign types.
(e) **Design and Construction**

Specific design and construction requirements are listed where appropriate. The design provisions listed under 2.3.2.1 (c) are of a non-specific nature and are applicable to all sign types.

(f) **Maintenance**

Specific maintenance requirements are listed where appropriate. The maintenance provisions listed under 2.3.2.1 (d) are of a non-specific nature and are applicable to all sign types.

(g) **Other Considerations**

Other considerations are discussed where applicable.
"Spectaculars" are custom made, illuminated billboards, generally 3 m x 12 m or larger but may be as small as 4 m x 2 m. They may be externally or internally illuminated and often include specialist character cut-outs and three dimensional presentations. 'Supersites', 'Fireflies', 'Glorilites', and 'Unilites' are popular brand names. 'Supapax' are giant-sized product replicas commonly seen outside shopping centres.

**B. APPROPRIATE OPPORTUNITY**

This type of sign is not permitted in all areas of control with the exception of urban areas of partial and minimum control, where they are permitted subject to specific consent being granted after submission and approval of an EIA.

**C. PERFORMANCE STANDARDS**

(i) Shape, Size and Height

No maximum size is prescribed. The clear height of the advertising structure shall not be less than 2.4 m.

(ii) Position

Signs may not extend over or be nearer than 1.2 m to any overhead electricity wires or cables. No person shall erect more than one sign on a site. An advertisement consisting of a single board shall be displayed perpendicular to, or at an angle of 30° with the direction of the oncoming traffic. In the case of two boards joined together the advertisement shall be displayed with the axis of symmetry perpendicular with the direction of on coming traffic.

These signs will not be permitted within specified distances of on- and off-ramps and overhead traffic signs (see figures 13, 14 & 15, section 2.3.2.1).

At a road intersection, a maximum of 2 signs of this class per intersection are permitted. Spectaculars along roads shall be spaced as follows:

- >100 kph: 300 m;
- 81-100 kph+: 230 m;
- 61-80 kph: 230 m;
- <60 kph: 120 m apart when in view of each other and on the same side of the road.

(iii) Colour and Texture

Signs may not have as main colours red, amber or green if the sign is erected in the vicinity of a signalised intersection.

(iv) Illumination and Animation

Illumination and animation is permitted. The following maximum luminance levels are prescribed (as determined by the International Commission on Illumination):

<table>
<thead>
<tr>
<th>ILLUMINATED AREA</th>
<th>MAX. LUMINANCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;0.5 m²</td>
<td>1000 candela</td>
</tr>
<tr>
<td>0.5 m²-2 m²</td>
<td>800 candela</td>
</tr>
<tr>
<td>2 m²-10 m²</td>
<td>600 candela</td>
</tr>
<tr>
<td>&gt;10 m²</td>
<td>400 candela</td>
</tr>
</tbody>
</table>

The light source emanating from floodlights may not be visible to traffic travelling in either direction. Floodlighting should be positioned to ensure effective distribution and minimise light wastage or 'spill'.

**D. SAFETY**

General safety principles listed under section 2.3.2.1 apply.

**E. DESIGN AND CONSTRUCTION**

Any sign permitted by this class shall be placed on a base, which has been designed and erected to the satisfaction of the local authority.

General design and construction principles listed under section 2.3.2.1 apply.

**F. MAINTENANCE**

General maintenance principles listed under section 2.3.2.1 apply.

**G. OTHER CONSIDERATIONS**

Approval will not be granted for an indefinite period. The relevant controlling authority will at its own discretion grant the approval for a limited period only ranging from 1-10 yrs.

**Positioning of Billboards in relation to traffic flow**

(Must be placed outside road reserve)
A. DESCRIPTION

An aerial sign is any sign attached to a captive kite, balloon or aircraft, or any other device by which it is suspended in the air over any part of the area. Aerial signs should be regarded as temporary signs used for advertising promotions, special events, etc.

(iv) Illumination and Animation
Illumination and animation are not permitted on aerial signs.

B. APPROPRIATE OPPORTUNITY

These signs will only be permitted in urban areas of minimum and partial control and will require specific consent. Aerial signs are not permitted in areas of maximum control.

C. PERFORMANCE STANDARDS

(i) Shape Size and Height
Signs may only be flown at a maximum height of 45 metres above ground level or 25 metres above surrounding structures, whichever is the greater. There are no shape or size restrictions.

(ii) Position
Aerial signs must be located at least 100 m away from any arterial route or 500 m away from any airport flight path.

(iii) Colour and Texture
No colour or texture limitations are imposed.

D. SAFETY

(i) Signs must be secured with at least 2 anchor ropes.
(ii) Metal strips must be incorporated into the body to ensure its radar visibility.

E. DESIGN AND CONSTRUCTION

The application must be accompanied by an engineer's report on the construction thereof and specifically rating the fabric and anchorage's.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply

G. OTHER CONSIDERATIONS

The sign may only be displayed in daylight hours for a period not exceeding 2 weeks in any calendar year.

An application involving aerial signs must be accompanied by a certificate of approval from the Department of Civil Aviation.
A. DESCRIPTION

Billboards are free-standing signs varying from 96 sheets (3 m x 12 m) to 48 sheets (3 m x 6 m) (commonly known as 96 sheet and 48 sheet signs). Billboards are the most widely used outdoor medium, generally paper-posted, but also sign written, posted with vinyl or with a combination of the three. Billboards are usually pole mounted, free-standing signs.

B. APPROPRIATE OPPORTUNITY

These signs will only be permitted in urban areas of minimum and partial control and will require specific consent after submission and approval of an EIA. These signs are not permitted in areas of maximum control.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
Any sign permitted by this class shall not exceed a maximum size of 3 m x 12 m or 36 m². The clear height of the advertising structure shall not be less than 2.4 m.

(ii) Position
Signs may not extend over or be nearer than 1.2 m to any overhead electricity wires or cables. No person shall erect more than one sign on a site. An advertisement consisting of a single board shall be displayed perpendicular to, or at an angle of 30° with the direction of the oncoming traffic. In the case of two billboards joined together the advertisement shall be displayed with the axis of symmetry perpendicular with the direction of on coming traffic.

Billboards along roads shall be spaced as follows:

<table>
<thead>
<tr>
<th>SPEED LIMIT</th>
<th>SPACING</th>
</tr>
</thead>
<tbody>
<tr>
<td>&gt;100 kph</td>
<td>300 m;</td>
</tr>
<tr>
<td>81-100 kph+</td>
<td>250 m;</td>
</tr>
<tr>
<td>61-80 kph</td>
<td>200 m;</td>
</tr>
<tr>
<td>&lt;60 kph</td>
<td>120 m apart when in view of each other and on the same side of the road</td>
</tr>
</tbody>
</table>

At a road intersection, a maximum of 4 billboards per intersection are permitted of which not more than 2 are permitted per corner.

Billboards will not be permitted within specified distances of on- and off-ramps and overhead traffic signs (see figures 13, 14 & 15, section 2.3.2.1).

(iii) Colour and Texture
Signs may not have as main colours red, amber or green if the sign is erected in the vicinity of a signalised intersection.

(vi) Illumination and Animation
Illumination and animation is permitted provided such illumination or animation does not constitute a road safety danger, or cause undue disturbance.

D. SAFETY

General safety principles listed under section 2.3.2.1 apply.

E DESIGN AND CONSTRUCTION

Any sign permitted by this class shall be placed on a base which has been designed and erected to the satisfaction of the local authority. General design and construction principles listed under section 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

Approval will not be granted for an indefinite period. The relevant controlling authority will at its own discretion grant the approval for a limited period only ranging from 1-10 yrs.

Billboard requirements
(Size 36 m² max.; clear height 2.4 m min. 1.2 m min. distance from power lines).
A. DESCRIPTION

Class 1(d) makes provision for billboards ranging in size from 3 m x 2 m to 3 m x 1.5 m. These are more commonly referred to in the industry as 16 sheet and 12 sheet posters (shopper, roadside & station twelve’s, junior posters). ‘Guard towers’ are tower shaped advertising structures comprising four 2.5 m x 1.5 m, 3 m x 1.5 m or 4 m x 1 m panels. ‘Super Trilaterals’ are pole mounted, three sided units carrying three 1 m x 4 m panels.

As guard towers and super trilaterals are variations on the billboard theme, they are grouped together for purposes of control.

B. APPROPRIATE OPPORTUNITY

These signs will only be permitted in areas of minimum and partial control. Deemed consent will apply in areas of minimum control (subject to compliance with these guidelines). Specific consent is required in areas of partial control after submission and approval of an EIA.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
Any sign permitted by this class shall not exceed a maximum size of 3 m x 2 m or an area of 5 m² in the case of billboards or 1.5 m x 4 m in the case of guard towers and super trilaterals. The clear height of the advertising structure shall not be less than 2.4 m.

(ii) Position
Signs may not extend over or be nearer than 1.2 m to any overhead electricity wires or cables. No person shall erect more than one sign on a site. An advertisement consisting of a single board shall be displayed perpendicular to, or at an angle of 30° with the direction of the oncoming traffic.

In the case of two billboards joined together the advertisement shall be displayed with the axis of symmetry perpendicular with the direction of the oncoming traffic.

Billboards along roads shall be spaced as follows:

<table>
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</thead>
<tbody>
<tr>
<td>&gt;100 kph</td>
<td>300 m</td>
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<tr>
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<td>250 m</td>
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<tr>
<td>61-80 kph</td>
<td>200 m</td>
</tr>
<tr>
<td>&lt;60 kph</td>
<td>120 m</td>
</tr>
</tbody>
</table>

At a road intersection, a maximum of 4 billboards per intersection are permitted of which not more than 2 are permitted per corner. Billboards will not be permitted within specified distances of on- and off-ramps and overhead traffic signs (see figures 13, 14 & 15, section 2.3.2.1).

(iii) Colour and Texture
Signs may not have as main colours red, amber or green if the sign is erected in the vicinity of a signalised intersection.

(vi) Illumination and Animation
Illumination and animation is permitted provided such illumination or animation does not constitute a road safety danger, or cause undue disturbance.

D. SAFETY

General safety principles listed under section 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

Any sign permitted by this class shall be placed on a base which has been designed and erected to the satisfaction of the local authority. General design and construction principles listed under section 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

Approval will not be granted for an indefinite period. The relevant controlling authority will at its own discretion grant the approval for a limited period only ranging from 1-10 yrs.
A. DESCRIPTION

Advertising by means of signs affixed to or painted on towers, and bridges not primarily used for advertising purposes. Included in this regard are signs on cellular telephone base station towers, water towers, radio towers, silos and similar structures. Also included in this class are signs attached to pylons.

B. APPROPRIATE OPPORTUNITY

Advertising on towers will only be permitted in urban areas of minimum control and partial control and will be subject to deemed consent (areas of minimum control) or specific consent (areas of partial control) after submission and approval of an EIA.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height

Any single sign permitted by this class shall not exceed a maximum size of 3 m x 12 m. No pylon or tower shall carry signs in the aggregate exceeding an area of 36 m².

In the case of pylon signs, the pylon without the sign shall be such that the entire assembly, can be wholly contained within a notional vertical cylindrical figure having a diameter of 6 m and a height of 12 m. No protruding part of a pylon sign shall be less than 2.4 m above the highest point of the existing ground level immediately below such pylon or sign.

(ii) Position

In the case of signs erected on towers, signs may not extend beyond the top of the tower or project more than 300 mm from the main wall of the tower.

(iii) Colour and Texture

Signs may not have as main colours red, amber or green if the sign is erected in the vicinity of a signalised intersection.

(vi) Illumination and Animation

Illumination and animation is permitted in areas of minimum control provided such illumination or animation does not constitute a road safety danger, or cause undue disturbance. Illumination and animation are not permitted in areas of partial control.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

Any sign permitted by this class shall be affixed to the tower, pylon or bridge in a way which has been designed and erected to the satisfaction of the local authority.

Every pylon shall be independently supported and for that purpose be properly secured to an adequate foundation in the ground and be entirely self supporting without the aid of guys, stays, brackets or other restraining devices.

General design and construction principles listed under section 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

Signs displayed on bridges will require written permission from the relevant road authority.
A. DESCRIPTION

This class permits permanent posters varying in size from 1.56 m x 1.05 m to 1.8 m x 1.2 m. These posters are usually standardised structures erected by outdoor advertising contractors and are commonly referred to in the industry as Impact Fours, Popstands, Flagstands, Centre Fours, Shop Ads, CBD Units, Landscape Pops, PostaFleX, Station Fours, and Station Streamers depending on the function and location of the sign.

The signs are generally self-supporting and mounted on singular poles, standards or pylons, the base of which is firmly embedded and fixed in the ground.

B. APPROPRIATE OPPORTUNITY

These signs are not permitted in natural and rural landscapes, but may be considered in urban areas of maximum control (specific consent) and partial and minimum control (deemed consent).

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height

Signs permitted by this class may not exceed 2.8 m² in area, provided that where signs facing in more than one direction (double-sided) the total area may not exceed 5.6 m². The signs may not exceed a maximum height of 7600 mm.

(ii) Position

If a sign permitted by this class projects beyond the street line the sign may not have a clear height of less than 2600 mm, extend more than 1800 mm beyond the street line or extend nearer than 300 mm to the vertical line of the kerb of the footpath or sidewalk. This type of sign may furthermore not extend over or nearer than 1200 mm to any overhead electricity wires or cables.

(iii) Colour and Texture

Signs may not have as main colours red, amber or green if the sign is erected in the vicinity of a signalised intersection.

(iv) Illumination and Animation

Illumination and animation is not permitted in urban areas of maximum control but is permissible in areas of partial and minimum control.

D. SAFETY

General safety principles listed under section 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under section 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply.
A. DESCRIPTION

Pavement posters and notices includes temporary signs erected within the road reserve intended to advertise the following functions:
- any public thanksgiving, rejoicing, mourning or
- any other public function or occasion.

This permits the display of posters for parliamentary or municipal election campaigns. The advertising of commercial products and services by means of pavement posters and notices is prohibited.

B. APPROPRIATE OPPORTUNITY

Permitted in urban areas of partial and minimum control. Specific consent is required in both cases. Permission should be granted only to non-profit making organisations such as charities, institutions, educational bodies.

C. PERFORMANCE STANDARDS

- The number of posters for election campaigns be limited to an amount determined by the local authority and based on the size of the ward.
- The names of the organisation, the date of the function and the venue must appear on the poster in letters not less than 50 mm in height.
- Only one poster per organisation per occasion may be displayed per pole / standard / tree.

(i) Shape, Size and Height
The posters may not exceed 900 mm x 600 mm in size. Posters to be a minimum of 2.2 metres above the ground and a minimum of 2 metres below any light fixture.

(ii) Position
Posters are to be restricted to electric light standards and trees only. No posters to be erected on power line standards, road traffic signs, walls, electricity boxes or bridges. Posters must be erected above the level of the red, green, yellow or black painted stripes indicating the position of fire hydrants. No posters to be erected on light standards within 40 metres of a busy intersection or on traffic control signals.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
illumination and animation of this class of sign is not permitted.

D. SAFETY

General safety principles listed under section 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

- Posters to be fixed to electric light standards and trees by means of a suitable cord. No metal clamps or wire may be used.
- No steel or aluminium ladders may be placed against the standards on which the posters are to be erected.
- A maximum of 2 posters may be affixed to a street tree.

F. MAINTENANCE

Posters, with the exception of parliamentary or municipal election or referendum posters, may only be erected 14 days prior to the event. All posters, backing boards and cord / string to be removed within 7 days of the passing of the event.

No poster relating to a parliamentary or municipal election or referendum shall be displayed for longer than the period extending from the beginning of either the date of proclamation in the government Gazette declaring that a referendum or election is to be held, to the end of the tenth day after the date of such election or referendum: Provided that posters not relating to a specific candidate may also be displayed for a period no longer than that extending from a date 14 days prior to either nomination day or the date of proclamation in the Government Gazette declaring a referendum is to be held.

General maintenance principles listed under section 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

Any poster displayed in contravention of these guidelines may without notice be removed and destroyed by the local authority, at the cost of the person or organisation who displayed or caused the poster to be displayed.

It is proposed that a fines system be introduced for non-removal of posters after the due date. Payment of a partially refundable deposit may also be considered to cover removal of posters should the applicant fail to do so.

Every poster and notice for which permission is granted should be stamped with the local authority’s stamp and only signs so stamped shall be displayed.
A. DESCRIPTION

An advertisement in the form of a banner or of a flag attached to a single flagstaff projecting vertically from a building or premises.

Banners and flags may only carry an advertisement relating to a function or event conducted for religious, educational, social welfare, animal welfare, sporting, civic or cultural purposes, or to a function or event relating to a municipal or parliamentary election or referendum.

Note: National flags of any country are excluded from this class and may be displayed with deemed consent in all areas of control provided they do not carry any advertisement or subject matter additional to the design of the flag on the flag or flagstaff.

Note: Banners and flags carried through the streets as a part of a procession are not included in this class.

B. APPROPRIATE OPPORTUNITY

This class of advertisement is not permitted in all areas of maximum control. The display of banners and flags is permitted in urban areas of partial control (specific consent) and minimum control (deemed consent).

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
No character or symbol on the flag may be more than 0.75 m in height in areas of minimum and partial control and 0.3 m in areas of maximum control

(ii) Position
Every advertisement shall be attached to or suspended between poles or other supports on the site on which the function or event is to be held or on such other site as the local authority may allow. No banners or flags may be displayed in the road reserve.

No more than five advertisements shall be displayed in respect of one function or event.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
No illumination or animation of banners or flags is permitted.

D. SAFETY

Every banner or flag shall be attached so as not to interfere with, or constitute a danger to passing vehicular or pedestrian traffic.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

No advertisement shall be displayed for more than two weeks before the date of the function or event advertised nor shall any such advertisement be permitted to remain in position for more than three days after the conclusion of such function or event.
A. DESCRIPTION

Pole mounted signs at entrances to suburbs carrying a 0.5 m x 2 m advertising sign beneath the suburb name.

B. APPROPRIATE OPPORTUNITY

'Suburban ads' are permitted in urban areas of partial and minimum control and require specific consent in both instances.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
Rectangular, 0.5 m x 2 m advertising sign beneath the suburb name.

(ii) Position
As these signs are attached to suburb name signs (road traffic signs), their positioning is dependent on the positioning of the suburb name sign. However, suburb name signs positioned on road islands, medians and within the distances specified under 2.3.2.1 (e) of this document, shall not be used to carry Suburban Ads.

(iii) Colour and Texture
No colours that may cause confusion with road traffic signs may be used.

(iv) Illumination and Animation
Not permitted.

D. SAFETY

General safety principles as listed under 2.3.2.1 of this document apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles as listed under 2.3.2.1 of this document apply.

F. MAINTENANCE

General maintenance principles as listed under 2.3.2.1 of this document apply.
A. DESCRIPTION

This category includes all advertising on public street furniture including seating benches, planters, pavement litter bins, pole mounted bins, bus shelters.

B. APPROPRIATE OPPORTUNITY

These are facilities provided for pedestrians and commuters in urban areas and are permitted in all such areas subject to specific consent being granted.

C. PERFORMANCE STANDARDS

The wide variety of street furniture makes it impossible to prescribe specific guidelines.

D. SAFETY

General safety principles as listed under 2.3.2.1 of this document apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles as listed under 2.3.2.1 of this document apply.

F. MAINTENANCE

General maintenance principles as listed under 2.3.2.1 of this document apply.
A. DESCRIPTION

This class permits a wide variety of occasional signs and advertisements which are usually displayed to publicise a forthcoming event, or to advertise a short term use of the advertisement site. This class includes signs displayed to:

2(f)(i) advertise that land, premises or development are for sale, to let or sold;
2(f)(ii) announce that there is to be a sale of goods or livestock on land or premises which are not normally used for commercial purposes;
2(f)(iii) advertise any local event which may be religious, educational, cultural, political, social or recreational, but not for any commercial purpose;
2(f)(iv) announce the visit of travelling entertainment; and
2(f)(v) advertise the fact that firms or individuals are carrying out building, engineering or construction work.

B. APPROPRIATE OPPORTUNITY

These signs are permitted in all urban areas of control and benefit from the provisions of deemed consent in all areas.

C. PERFORMANCE STANDARDS

2(f)(i) Signs temporarily displayed to advertise that land, premises or development are for sale or to let;

Only one sign is permitted and this may consist of a single board or two duplicate boards joined at an angle of 120°.

These signs may not exceed 0.5 m² (areas of maximum and partial control), or 2.8 m² in areas of minimum control.

All signs in this class may only contain the words 'For Sale' or 'To Let' or 'Sold', and the name, address and telephone number of the selling or letting agent. No separate advertisement may be displayed to indicate a sale or tenancy other than by an addition of such notice to an existing advertisement relating to the sale or letting of the land or premises. These signs must be placed on or fixed to the building concerned, or attached to the boundary fence of the erf concerned; or displayed within the boundaries of such erf. These signs are not permitted to be displayed in the road reserve or on road islands or medians.

2(f)(ii) Signs advertising sale of goods or livestock on land or premises which are not normally used for commercial purposes

These signs may be displayed on land adjacent to a public road. Signs may not exceed 4 m² in area or have any part higher than 4 metres above the ground.

2(f)(iii) Signs advertising any local event which may be religious, educational, cultural, political, social or recreational, but not for any commercial purpose;

These signs include advertisements for a church bazaar, a fête, a marathon in aid of charity, an amateur sports event etc. These signs may not exceed 0.5 m².

2(f)(iv) Announcement of the visit of travelling entertainment

Advertisements in this class shall be displayed on land with a direct access road to the public road. It is therefore not applicable to limited access roads. Signs may not exceed 2 m² in area and may have no part higher than 4 metres above ground level.

2(f)(v) Building / engineering / construction project boards

Each firm or individual may display an advertisement referring to the name of the client, project and main contractor and the duration of the project. A sign area of 4 m² is permitted should only one company or person be advertised. Should more than one company / person be advertised, 2 m² per person / company is permitted. No part of any sign in this class may be higher than 5 metres above the ground.

No advertisement permitted by this class may be displayed on a building site adjacent to, or visible from a limited access road except in the case of national, provincial and other road or road related construction, and where the advertisement board conforms to specific requirements pertaining to limited access roads only. Signs may be positioned within the road reserve.

For national or provincial road construction the advertisement board must comply with the requirements as set out in the Standard Plans.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply. No illumination or animation is permitted.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

Signs in this class (with the exception of class 2(f)(v)) may not be displayed earlier than 28 days before the event and have to be removed not later than 7 days after the event. Signs under class 2(f)(iv) may only be displayed while the relevant work is being carried out.
A. DESCRIPTION

Identilite is a registered industry term for pole-mounted, double-sided, internally illuminated 1.033 m x 1.585 m signs, carrying street names in the urban environment.

B. APPROPRIATE OPPORTUNITY

Identilites will be permitted in urban areas of minimum and partial control and shall be subject to specific consent in both cases.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
The advertising and street name sections shall be rectangular in shape. The street name section must be below the advertising section but not lower than 300 mm from the advertising section.

The advertising section of the sign may not exceed 1.033 m x 1.585 m. The letters and numbers may not be smaller than 100 mm high. The street name letters shall be in standard capital letters.

The total height of the sign may not exceed 5000 mm. The illuminated part of the sign must be above the level of standard pole mounted traffic lights.

(ii) Position
Illuminated street names and advertising signs may only be erected at intersections with a maximum of two illuminated signs per intersection.

(v) Colour and Texture
Static illumination is permitted on condition the colours red, amber and green do not predominate at robot controlled traffic signal intersections. The street name shall be black letters on a yellow background.

(vi) Illumination and Animation
Internal illumination of both sections of the sign is permitted with the proviso that the degree of illumination intensity is equal for both parts of the sign.

No forms of animation are permitted. The sign may not flash.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

Signs may bear a logo, a maximum of 5 words in 3 rows and an arrow indicating the direction of an undertaking.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

This class includes all advertising on normally moving vehicles including taxis, buses, trailers, trains and vessels.

Buses: Advertising on panels of various dimensions on the exterior of buses or overall design on the whole of the bus.

Trailers: A moving double sided billboard (3 m x 6 m) on a trailer.

B. APPROPRIATE OPPORTUNITY

This form of advertising is permitted in urban areas of maximum, partial and minimum control and is subject to deemed consent.

C. PERFORMANCE STANDARDS

No specific performance requirements are prescribed with the exception of Trailer Signs which may not exceed an individual sign face area of 18 m² and a combined sign face area of 36 m².

Trailer signs positioned at one place for a period exceeding 2 days per month shall be deemed billboards and subject to the guidelines applicable to class 1c).

D. SAFETY

No person shall drive or propel through any public street any transit advertisement or other movable advertising device if such van or device hinders or obstructs traffic in such street, or is likely to do so.

Trailers shall not be parked in restricted areas or in such a way as to block visibility to the motorist.

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

This class refers to functional advertisements of local authorities, statutory undertakers and public transport undertakers, displayed wholly for the purpose of announcement or direction in relation to any of the functions of a local authority or to the operation of a statutory undertaking or a public transport undertaking, which

- is reasonably required to be displayed for the safe or efficient performance of those functions, or operation of that undertaking, and
- cannot be displayed by virtue of any other class.

The above may include a notice board at a municipal swimming pool, a bus or rail timetable, a warning notice at an electricity sub-station, and the display of bylaws for a recreation ground or common land.

This class also includes advertisements displayed by a local authority on land in their area.

B. APPROPRIATE OPPORTUNITY

These advertisements may be displayed in all areas of control and may be displayed with deemed consent of the decision making authority.

C. PERFORMANCE STANDARDS

Limitations for shape, size and height are at the discretion of the local authority. Illumination is not permitted unless reasonably required for the purpose of the advertisement.

D. SAFETY

General safety principles as listed under 2.3.2.1 of this document apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles as listed under 2.3.2.1 of this document apply.

F. MAINTENANCE

General maintenance principles as listed under 2.3.2.1 of this document apply.
A. DESCRIPTION

This class permits signs to be fixed (but not painted) flat against or on top of any fence or wall (not being the wall of a building) where such fence or wall forms the boundary of a site where construction work is being carried out.

B. APPROPRIATE OPPORTUNITY

This form of signage is only permitted in urban areas of minimum and partial control on condition that such signs conceal an unsightly condition arising out of the use to which the property is lawfully being put, in which instance permission therefore may be granted for a limited period only. Specific consent is required.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
A sign in this class may not exceed 12 m².

(ii) Position
The sign may not be placed onto the top of a fence or wall if it is not positioned to rest directly thereon.

The sign may not project more than 100 mm from the surface to which it is affixed (if placed flat against a wall or fence), or extend above the top or beyond either end of the fence or wall.

(iii) Colour and Texture
Signs may not have as main colours red, amber or green if the sign is erected in the vicinity of a signalised intersection.

(iv) Illumination and Animation
Illumination and animation are not permitted.

D. SAFETY

General safety principles as listed under 2.3.2.1 of this document apply.

E. DESIGN AND CONSTRUCTION

Poster signs in this class shall be enclosed with definite panels, which shall be uniform in size and level.

General safety principles as listed under 2.3.2.1 of this document apply.

F. MAINTENANCE

General safety principles as listed under 2.3.2.1 of this document apply.

G. OTHER CONSIDERATIONS

These signs may only be erected for the duration of the construction work.

The relevant controlling authority may at its own discretion grant the approval for a limited period only.
A. DESCRIPTION

This class includes all advertisements displayed on a site where a building, swimming pool, tennis court, paving, fencing or garden landscaping or any other structure is in the course of being constructed, erected, carried out or altered. The sign may only describe the building or structure being erected or other work or activity being carried out, and the names of the contractors or consultants concerned in such work or activity. The branches of the industry or the professions of the contractors or consultants may be listed.

Also included are signs describing the type of development being carried out on a site and which gives details of the type of accommodation being provided, floor space available, the name, address, telephone number of the developer or his agent, erected during construction, alteration or addition work.

B. APPROPRIATE OPPORTUNITY

This form of advertising is permitted in urban areas of maximum, partial and minimum control and is subject to deemed consent provided the guidelines listed below are adhered to.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
Project boards displaying the names of architects, consultants and contractors may not exceed 9 m². Project boards advertising individual consultants and contractors may not exceed 1.5 m².

Signs describing the type of development may not exceed 6 m² in size.

(ii) Position
Only one such sign, or set of contractor signs shall be permitted per street frontage of a site.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
The advertisement may not be illuminated or animated.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

The sign may only be erected on commencement of work and may remain for a period not exceeding 3 months after the completion of the work.
A. DESCRIPTION

Advertisements displayed on enclosed land would include advertisements inside a railway station forecourt, or inside a bus station or sports stadium.

B. APPROPRIATE OPPORTUNITY

These signs are permitted in all areas of control with deemed consent, provided the advertisement is not readily visible from outside or from any place to which the public have a right of access.

C. PERFORMANCE STANDARDS

No performance requirements or limitations are set for signs displayed on enclosed land and not visible to passers-by.

Advertisements visible from the outside will have to comply with the guidelines for the relevant type of sign listed elsewhere in these guidelines.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

This class makes provision for outdoor signs for Neighbourhood Watch, Farm Watch and similar watch schemes established by the local Watch committee and the police authority, saying that a watch scheme is in operation in the area. The watch scheme must be officially supported by the local authority and police. It also makes provision for signs containing the name, address and telephone number of a security company contracted to protect the premises on which the sign is displayed.

B. APPROPRIATE OPPORTUNITY

These signs are only permitted in urban areas. Specific consent is required in urban areas of maximum control. Deemed consent applies to urban areas of partial and minimum control.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
Signs may not exceed 0.20 m² in area and a height of 3.6 metres above ground level.

(ii) Position
Only one sign per stand or subdivision per street boundary of the stand or subdivision shall be permitted and such sign shall be firmly affixed to the building, boundary wall, fence or gates on the street frontage.

(iii) Colour and Texture
No limitations to colour and texture are imposed.

(iv) Illumination and Animation
Illumination and animation are not permitted.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

If the police or local authority withdraw their approval of the watch scheme, or the watch scheme or security service ceases to operate, the sign must be removed within 14 days.

Signs may only refer to the existence and operation of a commercial security service, burglar alarm system or Neighbourhood Watch or similar system.
A. DESCRIPTION

This class permits sky-signs to be fixed above the roof of a building other than the roof of a veranda or a balcony. Rotating signs on or above the roof of a building are included in this class.

B. APPROPRIATE OPPORTUNITY

Sky signs are only permitted in urban areas of partial control (specific consent required) and minimum control (deemed consent).

C. PERFORMANCE STANDARDS

(i) Shape, Size and height
If the sign is placed solely on the roof, the sign may not be so fixed that the bottom of the sign is more than 1200 mm above the nearest portion of the roof beneath it.

(ii) Position
A sky-sign may not be placed on or over combustible material or project in front of a main wall of a building so as to extend, in plans, beyond the roof of such a building in any direction.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
No limitations over and above those listed under section 2.3.2.1 of this document.

D. SAFETY

General safety principles listed under section 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

Sky signs shall have not less than four metal supports; any two of which shall be capable of carrying the weight of the sign. The designed strength of the supports acting together shall be calculated on a weight equal to twice the weight of the sign with a superimposed horizontal wind pressure of 1,500 kPa. The supports shall be neatly constructed as an integral part of the design of the sign or otherwise concealed from view.

The supporting structure of any rotating sign shall be secured to the building and shall be self-supporting without the aid of guys, stays or other similar devices.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply.
A. DESCRIPTION

A flat sign is any sign which is affixed to any external wall of a building (excluding a parapet wall, balustrade or railing of a veranda or balcony) and which at no point projects more than 230 mm from the surface of such wall.

B. APPROPRIATE OPPORTUNITY

This class of sign is permitted in urban areas of maximum (specific consent), partial (deemed consent) and minimum control (deemed consent).

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height

Flat signs may not exceed in size the areas set out as follows:

<table>
<thead>
<tr>
<th>Clear height of sign</th>
<th>Maximum area</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 m or less</td>
<td>3.25 m²</td>
</tr>
<tr>
<td>6 m&lt;12 m</td>
<td>6.50 m²</td>
</tr>
<tr>
<td>12 m&lt;18 m</td>
<td>13.00 m²</td>
</tr>
<tr>
<td>&gt;18 m</td>
<td>16.00 m²</td>
</tr>
</tbody>
</table>

The maximum areas set out above may be increased if the horizontal length of the main wall concerned exceeds 11 m. Thus, the flat sign may be increased by 1 square metre for every complete 3 m by which such length exceeds 11 m.

The maximum projection of a flat sign over the footway or ground level shall be 75 mm where such sign is less than 2.4 m above the sidewalk or ground level immediately below such sign and 230 mm where such sign is more than 2.4 m above such footway or ground level.

(ii) Position

Flat signs may not extend above the top, or beyond either end of the main wall.

(iii) Colour and Texture

No limitations.

(iv) Illumination and Animation

No limitations over and above those listed under section 2.3.2.1 of this document.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
GUIDELINES

A. DESCRIPTION

Projecting signs mean any sign which is affixed to a main wall of a building and which at any point projects 230 mm or more from the surface of the main wall.

B. APPROPRIATE OPPORTUNITY

This class of sign is permitted in urban areas of maximum (specific consent), partial (deemed consent) and minimum control (deemed consent).

C. PERFORMANCE STANDARDS

(i) Shape, Size and height
A projecting sign may not be fixed at a clear height of less than 2500 mm, or exceed 230 mm in thickness provided that where a V construction is employed the thickness may be more than 230 mm but shall not exceed 600 mm.

The sign may not exceed 2.3 m² in area except where the clear height is greater than 4500 mm, in which case the permissible area of 2.3 m² may be increased by 0.55 m². (For every 1500 mm by which the clear height exceeds 4500 mm, up to a maximum area of 4.6 m².)

The vertical distance between the level of the sidewalk immediately below a projecting sign and the lowest part of the projecting sign will be determined by the vertical dimension of the sign as follows:

<table>
<thead>
<tr>
<th>VERTICAL DIMENSION OF SIGN</th>
<th>MIN. VERTICAL DISTANCE BETWEEN SIDEWALK AND SIGN</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;3 m</td>
<td>2.5 m</td>
</tr>
<tr>
<td>3&lt;6 m</td>
<td>3 m</td>
</tr>
<tr>
<td>&gt;6 m</td>
<td>4.8 m</td>
</tr>
</tbody>
</table>

(ii) Position
A projecting sign may not be fixed otherwise than at right angles to the street line.

A projecting sign may not extend beyond the top of the main wall to which it is affixed or above the level of the top of any parapet wall from which it projects, or above the level of the underside of the eaves or gutter of a building from which the sign projects.

The sign may not project in any part more than 1800 mm from the surface of the main wall to which it is affixed, or more than one half of the width of the sidewalk immediately below such sign, whichever is the lesser dimension.

The sign may not extend over, or nearer than 1200 mm to any overhead electricity wires or cables.

The sign may not be fixed in any way other than the top and the bottom of the sign are in the same vertical plane.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
No limitations over and above those listed under section 2.3.2.1 of this document.

D. SAFETY

General safety principles listed under section 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

Projecting signs shall have not less than four metal supports; any two of which shall be capable of carrying the weight of the sign. The designed strength of the supports acting together shall be calculated on a weight equal to twice the weight of the sign with a superimposed horizontal wind pressure of 1,500 Kpa.

The supports shall be neatly constructed as an integral part of the design of the sign or otherwise concealed from view.

F. MAINTENANCE

General maintenance principles listed under section 2.3.2.1 apply.
A. DESCRIPTION

Signs affixed to or painted on verandas and balconies.

B. APPROPRIATE OPPORTUNITY

This class of sign is permitted in urban areas of maximum (specific consent), partial (deemed consent) and minimum control (deemed consent).

C. PERFORMANCE STANDARDS

The following signs and no others may be affixed to or painted on verandas and balconies:

- Signs affixed flat on to or painted on a parapet wall, balustrade or railing of a veranda or balcony

These signs may not project in any part more than 100 mm from the surface to which it is affixed, nor extend above or below or beyond any of the extremities of the parapet wall, balustrade or railing. The sign may not exceed a depth of 750 mm.

- Signs suspended below the roof of a veranda

These signs shall be fixed at right angles to the street line, have a clear height of not less than 2600 mm, a maximum thickness of 230 mm and a maximum length of 2400 mm.

- Signs placed on top of the roof of a veranda only where such a roof does not have a parapet wall, balustrade or railing.

These signs must be constructed in a straight line. They may not exceed beyond the extremities of the veranda roof nor project beyond the rear of any veranda roof gutter. The signs must be set parallel to that end of the veranda which faces the street as near thereto as the configuration of such veranda roof will permit. The bottom of the sign must rest directly on the veranda roof.

- Signs affixed flat onto or painted on the fascia of a veranda or a beam over veranda columns.

These signs may not project in any part more than 100 mm from the surface to which it is affixed, nor extend above or below or beyond any of the extremities of such fascia or beam. The sign may not exceed 750 mm in depth.

(i) Colour and Texture

No limitations.

(ii) Illumination and Animation

No illuminated sign or sign designed to reflect light, shall be attached to or displayed on any splayed or rounded corner of a veranda or canopy at a street intersection, unless the bottom of such sign is a minimum of 6 m above the street immediately below.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

All signs painted directly onto the main walls or roof of a building.

B. APPROPRIATE OPPORTUNITY

Signs painted on walls and roofs are only permitted in urban areas of partial control and minimum control and are subject to specific consent in both cases.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
At the discretion of the local authority.

(ii) Position
No limitations.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
Illumination of signs painted onto walls and roofs is not permitted.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

Window signs are signs which are permanently painted on, or attached to, the window-glass of a building.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
The maximum area of window signs may not exceed 20% of the total area of the window-glass of any building in an area of partial control; or 40% in any area of minimum control.

(ii) Position
No limitations.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
Not permitted.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.

B. APPROPRIATE OPPORTUNITY

Window signs are only permitted in urban areas of partial and minimum control and are subject to deemed consent.
A. DESCRIPTION

Any advertisement incorporated into, and forming an integral part of, the fabric of a building.

An advertisement fixed to, or painted on a building is not to be regarded as incorporated in its fabric.

B. APPROPRIATE OPPORTUNITY

Any building located in an urban area of minimum, partial or maximum control. Subject to deemed consent.

C. PERFORMANCE STANDARDS

No specific limitations are set provided the building or any external face of it is not used principally for the display of advertisements (a hoarding or similar structure is to be regarded as a building used principally for the display of advertisements).

D. SAFETY

Not applicable.

E. DESIGN AND CONSTRUCTION

Not applicable.

F. MAINTENANCE

Not applicable.
A. DESCRIPTION

When businesses have a forecourt, class 4(c) gives deemed consent to display the type of advertisement permitted by class 4(b), namely notices, signs and advertisements to draw attention to any commercial services, goods for sale, or other services available at the premises. The term 'forecourt' includes any enclosing fence, wall, screen or other structure, so long as the means of enclosure is not part of the business premises itself. A forecourt may include the area at a filling station where the pumps are situated, a terrace in front of a restaurant or cafe, etc.

B. APPROPRIATE OPPORTUNITY

Signs complying with the guidelines below may be displayed with deemed consent on forecourts in urban areas.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height

The total permitted area for all forecourt advertisements must not exceed 4.5 m² on each forecourt frontage to the premises i.e. a building with two forecourt frontages may have advertisements not exceeding 9 m² in all, provided that those on each frontage do not exceed 4.5 m².

(ii) Position

As this class permits advertisements on the forecourts of business premises, any such notices, signs or advertisements must be at ground level.

(iii) Colour and Texture

No limitations.

(iv) Illumination and Animation

No illumination or animation is permitted.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
GUIDELINES

A. DESCRIPTION

This class gives consent for a wide variety of small notices and signs to be displayed on the premises or buildings to which the notice or sign relates. Included in this class are the following:

(i) Identification, direction or warning, e.g.
   - street numbers, house names and farm names; and
   - "Beware of the dog", "No parking please" signs, etc.

(ii) Small business notices, e.g.
   - a brass plate outside a doctor's surgery.
   - notice displaying names of individuals in partnership; and
   - the name of a company operating from the premises.

(iii) Institutions and accommodation
   - any religious, educational, cultural, recreational, medical or similar institution; or
   - any hotel, inn or public house, block of flats, club, boarding-house or hostel.

B. APPROPRIATE OPPORTUNITY

These signs are permitted in all areas of control with deemed consent subject to compliance with the guidelines listed below.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height

Identification, direction and warning signs as well as small business notices may not exceed 0.3 m² in area, but if there is more than one entrance to the premises on different road frontages, two advertisements of 0.3 m² each may be displayed (on a separate frontage).

Signs advertising institutions and accommodation may not exceed 1.2 m² in area. If there is more than one entrance to the premises on different road frontages, two advertisements of 1.2 m² each may be displayed (each on a separate frontage).

(ii) Position

Farm name signs will only be permitted for farms with direct access to a public road. Farms along limited access roads are not permitted to sign post the farm along said road. All types of signs in this class must be displayed outside the road reserve. Farm name signs must be displayed next to the entrance of the access road or attached to the gate at the entrance to the access road.

In the case of several farms sharing an unnumbered access road, a collective advertisement board will be permitted at the entrance to the access road. If an official traffic sign bearing a destination or numbered route is displayed at the entrance to the access road, no advertisement will be allowed. All signs in this class shall be affixed to the boundary wall or fence, building or a free-standing wall. No free-standing signs are permitted.

(iii) Colour and Texture

No limitations.

(iv) Illumination and Animation

Any advertisement in this class may be internally illuminated, with deemed consent, if the illumination is intended to indicate that medical or similar services or supplies are available at the premises. No external illumination is permitted.

(v) Content

Any sign permitted by this class may only have reference to any or all of the following matters:

- name of the owner;
- name of the house / farm / business / institution;
- main activity on the farm or at the business/institution;
- sponsor of the sign.

The name or logo of the sponsor of the sign may not occupy more than one third of the total area of the sign.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.

G. DEVIATIONS

Deviations to the guidelines may be considered by the relevant planning authority if fully motivated. Examples of possible exceptions include:

- the design and position of gates, structures and statues;
- specialist farming;
- the obscuring of accesses and gates by vegetation.
GUIDELINES

TYPE OF SIGN: Class 3(j) On-Premise Business Signs

A. DESCRIPTION

Advertisements pertaining to the business carried on, the nature of the goods sold or services provided on those premises.

B. APPROPRIATE OPPORTUNITY

This class permits businesses to display advertisements pertaining to the business carried on, the nature of the goods sold or services provided on those premises with deemed consent in all areas of control. It is important to note that this class does not attempt to cater for all business signs, but merely caters for certain business signs permissible in all areas of control and requiring deemed consent.

C. PERFORMANCE STANDARDS

C1: RURAL AND NATURAL AREAS OF MAXIMUM CONTROL

Typical examples of businesses in this class are farm stalls and roadside cafes, etc.

(i) Shape, Size and Height
Farm stall advertisements may not exceed 2.0 m² or have any part higher than 4 metres above ground level. Only one sign per premises is permitted.

Other on-premise business signs may not exceed 6.0 m² in area or have any part higher than 5 metres above ground level. Only one sign per premises is permitted.

(ii) Position
An advertisement permitted by this class may be displayed on the premises where the business is conducted, if the premises is adjacent to or visible from the public road. In the case of farm stalls, the stall must be adjacent to, and with direct access to the public road.

Farm stall signs may not be closer than 5 metres from the road reserve fence.

(v) Colour and Texture
No limitations.

(iv) Illumination / Animation
No illumination or animation is permitted.

(v) Content
Advertisements may only refer to the business on the premises; the nature of the goods for sale or services available / provided; and the name and qualifications of the firm or person providing the service in the premises.

C2: URBAN AREAS

Urban areas of minimum, partial and maximum control can accommodate business signs complying with the guidelines below without subjecting those signs to specific consent.

(i) Size and Height
Signs may not have any letters, figures, symbols or similar features in the design over 0.75 m in height, in areas of partial and minimum control, or 0.3 m in areas of maximum control.

The highest point of the sign may not exceed 4.6 m above ground level in areas of partial or minimum control, or 3.6 m in an area of maximum control. In areas of maximum control, the sign may not exceed in area 10% of the external face of the building, measured up to a height of 3.6 m above ground level.

(ii) Position
The highest part of the sign may not extend above the first floor window.

(iii) Content
The signs may only refer to the business or other activity on the premises; the goods for sale or the services for sale; and the name and qualifications of the firm or person providing the service in the premises.

(iv) Illumination and Animation
Illumination is only permitted if it is intended to indicate that medical or similar services or supplies are available at the premises.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

This class makes provision for any advertisements relating to the sponsoring of projects specifically intended for road users either aimed at the provision of road services or the promotion of road safety.

This class also permits logos or brand names to be displayed on the sides of SOS-telephones by sponsors.

Signs may only have reference to the name of the project and the name and, or logo of the sponsor.

B. APPROPRIATE OPPORTUNITY

This form of advertising is permitted in all urban areas of control and is subject to specific consent in all areas of maximum control and deemed consent in areas of partial and minimum control.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
Signs permitted by this class may not exceed a size of 6 m² in area and may not have any part higher than 5 metres above ground level.

In the case of advertisements on SOS call-boxes, duplicate advertisements can be attached to each side of the call-box. Sizes are limited to 0.04 m² on each side of the call-box.

(ii) Position
Advertisements permitted by this class may be displayed inside the road reserve.

(iii) Colour and Texture
Signs may not have as main colours red, amber or green is the sign is erected in the vicinity of a signalised intersection.

(iv) Illumination and Animation
Illumination and animation are not permitted.

D. SAFETY

General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
Logo signs or are not commonly used in the RSA, but have been successfully used in the USA as an integral part of their 'Scenic Byways' programme. It is proposed that these structures be used in the more sensitive landscapes of RSA as a means of consolidating and rationalising essential signage where corporate identification is necessary. These signs will differ from the Tourism Sign system in that they will be erected and maintained by private enterprise, will not be placed in the road reserve, and will contain corporate logos as opposed to generic symbols.

A. DESCRIPTION

'Specific Service' or 'Logo' signs are alternate signing systems included to provide the motorist with specific information in the interest of the motoring public. They provide travellers with business identification and directional information regarding places of interest and tourist attractions where corporate identification is necessary. These signs will only be permitted in exceptional circumstances and should only be considered where the Tourism Sign system (see class 4d) will not cater for the needs of the advertiser. Examples are the 'Crocodile Ramble' in Gauteng and the Wine Route in the Western Cape. These signs may be used on any class of road and are primarily intended for use in rural and natural areas.

The signs shall carry word legends describing the nature of the advertisement i.e. "WINE ROUTE" along with an appropriate directional legend such as NEXT RIGHT, or directional arrows, the exit number if applicable, and one to six separately attached business logos. A business logo, which may consist of the business identification symbol, name, brand, trademark, or combination, shall be shown on a separate panel which is attached to the specific service sign.

B. APPROPRIATE OPPORTUNITY

Specific consent is required to erect a logo sign. Logos may be erected in all areas of control although they are primarily intended to be used along freeways in rural and natural landscapes.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height

Each logo, when attached to a specific service sign, shall be contained within a rectangular background area which shall not exceed the dimensions shown below for the applicable class of road:

<table>
<thead>
<tr>
<th>CLASS OF ROAD</th>
<th>LOGO WIDTH</th>
<th>LOGO HEIGHT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freeways &amp; Numbered routes</td>
<td>1400 mm</td>
<td>1000 mm</td>
</tr>
<tr>
<td>Unnumbered Routes</td>
<td>750 mm</td>
<td>500 mm</td>
</tr>
</tbody>
</table>

The vertical and horizontal spacing between logos shall not exceed 240 mm and 360 mm respectively. A maximum of 6 logos may be affixed to a specific service sign. All letters and numerals on specific service signs, other than on the logos, shall be 300 mm high (freeways and numbered routes) or 200 mm high (unnumbered routes).

(ii) Position

Specific service signs shall NOT be permitted in the road reserve. Signs may not extend over or be nearer than 1.2 m to any overhead electricity wires or cables. No person shall erect more than one sign on a site. The sign shall be displayed perpendicular to, or at an angle of 30° with the direction of the oncoming traffic.

Signs should be located so as to take advantage of the natural terrain, to have the least impact on the scenic environment.

(iii) Colour and Texture

White lettering, numbers, arrows and borders on a blue background.

(iv) Illumination and Animation

Letters, numbers and characters shall be reflectorized. Illumination and animation of any other sort is not permitted.

D. SAFETY

Messages, symbols and trademarks which resemble any official traffic control device shall not be used. General safety principles listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

General design and construction principles listed under 2.3.2.1 apply.

F. MAINTENANCE

General maintenance principles listed under 2.3.2.1 apply.
A. DESCRIPTION

This class permits advertisements to be displayed on any premises for the purpose of advertising the fact that a business, company or person is providing services specifically aimed at the road user. These services include restaurants, filling stations, accommodation; and holiday resorts.

This class is not intended to permit advertisements of all types of service facilities. It only permits advertisements for service facilities adjacent to, and with direct access to the public road.

These advertisements may only refer to the name or logo of the business, company or person providing the service, or the main services provided with a maximum of three.

B. APPROPRIATE OPPORTUNITY

This class is permitted in all areas of control and require specific consent.

C. PERFORMANCE STANDARDS

(i) Shape, Size and Height
The size of the advertisement may not exceed the maximum permissible width and height of 6 and 7 metres respectively. The height of the structure may not exceed 20 metres.

(ii) Position
Signs permitted by this class may not be closer than 20 metres from the road reserve boundary. Only one sign as permitted by this class shall be allowed on the premises of a service facility.

(iii) Colour and Texture
No limitations.

(iv) Illumination and Animation
Illumination is only permitted if the business provides a 24 hour service. Facilities with partial after-hours services will be allowed to illuminate their advertisements during their business hours only. No animation is permitted.

D. SAFETY

General safety provisions listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION

For a sign permitted by this class the applicant shall submit a proposal for approval by the relevant authority. The proposal must include a location plan, detail drawings of the sign and an engineer's certificate verifying that the sign was designed by a structural engineer.

F. MAINTENANCE

General maintenance provisions listed under 2.3.2.1 apply.

G. OTHER CONSIDERATIONS

Deviations to the guidelines may be considered by the relevant planning authority if fully motivated.
Tourism signs are a local or supplementary form of guidance signing which are provided in support of primary direction signs. These signs are provided for the benefit of tourists and should never be regarded as advertisements for the facilities concerned. The primary objective of tourism signs is to guide travellers to their tourism destinations. The tourist facility sign also provides the travelling public with basic information about the establishment.

A. DESCRIPTION

Tourism signs represent a standardised method of displaying directional information about public places owned by national or local authorities, publicly or privately owned natural phenomena, historic, cultural, scientific, educational, and religious sites as well as areas of natural scenic beauty or naturally suited for outdoor recreation deemed to be in the interest of the travelling public. The sign may only identify the activity and direct the viewer. Advertising and logos are prohibited.

The density of tourist facilities and services available in certain areas may make the provision of tourism signs to individual facilities impractical. In such cases sign-mounted road maps in roadside lay-bys should be considered. Much more information relevant to particular facilities, for example costs and hours of operation, may then additionally be shown.

B. APPROPRIATE OPPORTUNITY

Tourism signs may occur within all areas of control and landscapes.

C. PERFORMANCE STANDARDS

To accommodate the multi-lingual nature of tourism, emphasis is placed on the use of identifiable symbols. Information thus permitted may include a symbol, a name and in exceptional cases, a distance.

Facilities approved by SATOUR qualify for the display of a symbol, while facilities that are members of SATOUR’s National Grading and Classification Scheme qualify for a symbol and a full name.

(i) Shape, Size and Height
The size of a tourism sign is commonly dependent on the message to be displayed. Dimensional details for all sign types are given in the publication “Road Signs Note No.3 Tourism Signs”. Tourism signs are generally sized around the symbols used. The dimensional principles are similar to normal direction signs. Tourism signs are basically rectangular or square in shape but are unique in that all turn signs shall have the arrow side edge cut back from top to bottom at a slope of 2 in 5 to create a trapezoidal shape.

(ii) Position
Signs containing information on tourist facilities may be considered from the nearest numbered route or the nearest town to the tourist facility. Signs containing service information may be considered from any appropriate point close to the service facility. Once displayed, follow up signs are necessary until the destination is reached.

In urban areas, or areas where numerous tourism facilities exist, individual signs can often not be provided. In such cases the emphasis is placed on the establishment of tourism information centres or lay-bys (Comprehensive Information Centres) to accommodate the demand. Tourism signs are generally considered to be part of the Road Traffic Sign System and consequently are usually located within the road reserve.

(iii) Colour and Texture
Tourism signs shall have a unique brown background colour and all arrows, legend and border shall be white with a few exceptions. A few symbols, mainly in the emergency services group, such as Police, Hospital and SOS Telephone are used in colour to make them distinctive.

(iv) Illumination and Animation
It is recommended that all arrows, symbols, text and borders used on tourism signs be retro reflective. The use of retro reflective materials for back areas is optional. No forms of animation are permitted on tourism signs.

D. SAFETY
General maintenance provisions listed under 2.3.2.1 apply.

E. DESIGN AND CONSTRUCTION
General maintenance provisions listed under 2.3.2.1 apply.

F. MAINTENANCE
Whilst the construction costs rests with the applicant (in the case of profit making concerns), the maintenance of tourism signs is the responsibility of the road authority.

G APPLICATIONS
Approval for a tourism sign located outside a municipal area must be granted by the Regional Tourism Sign Committee and the Provincial Roads Department. SATOUR will decide whether the facility offered meets the requirements of a tourism facility. If the sign is to be located within a municipal area, the application will be processed by the local authority as is the case with other sign types. Approval of an application will depend on the quality of the service offered, the demand for a sign at that particular location and the ability of the road authority to accommodate such a sign without causing sign clutter or motorist information overload.

NOTE: More information about Tourism Signs is contained in the document “Road Signs Note No.3 Tourism Signs”.

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SECTION THREE: LEGAL AND ADMINISTRATIVE REQUIREMENTS

Sub-problem 11: To describe the legal and administrative requirements of a National Code of Practice for Outdoor Advertising.

Hypothesis 11: The legal and administrative requirements of a National Code of Practice for Outdoor Advertising can be described.

Section Three comprises the following sub-sections:

3.1 APPLICATION PROCEDURE

3.2 DECISION-MAKING AUTHORITIES

3.3 LEGAL CONTROL OF OUTDOOR ADVERTISEMENTS

3.4 IMPLEMENTATION PROCEDURE
3.1 APPLICATION PROCEDURE

Every person intending to display, erect, or alter an outdoor advertisement or sign requiring specific consent, shall apply for such consent on standard forms obtainable from the relevant authorities.

The following information must accompany each application:

- Name and address of applicant.
- Site plan, at a scale not less than 1:500, indicating proposed position of the sign, adjacent buildings, site boundaries and abutting streets.
- Full details and engineering drawings of the sign and supporting structure.
- Photograph (minimum size 200 mm x 250 mm) or elevation drawing (minimum scale 1:100) of the proposed sign superimposed on the site, and of the surrounding area.
- Drawings, at a scale of not less than 1:20, detailing the full text, lettering detail, colour, dimensions (including size, shape, height off the ground), material, design and construction, and method of display.
- Purpose or function of the sign (information on localities, activities or products and services).
- Means of attachment to buildings, extent of projection, where applicable.
- Details and location of any signs in close proximity.
- Means of illumination, illumination period, source of power and location of cables.
- Maintenance provisions.
- Other written permission required e.g.:
  - consent of landowner; and
  - consent of Department Civil Aviation in the case of aerial signs.
- Performance certificates where applicable e.g.:
  - structural engineers certificate; and
  - electrical engineers certificate.

Processing of applications:

- All applications for advertising signs are to be treated equally on merit.
- Applications are to be numbered, dated and registered and considered on a strict first-come first-served basis.
- All applications must be accompanied by a letter of consent or a contract from the landowner.
- All applications to be approved or rejected within 60 days.
- All applications to be channelled through identical stages and relevant bodies and follow a standard procedure.
- Applications for advertising signage are valid for six months only. An extension for a further six months can be applied for and granted at the discretion of the authority.
- A central register of all applications should be kept.
3.2 DECISION-MAKING AUTHORITIES

Outdoor advertising will be controlled by various decision making authorities tasked with evaluating applications as well as removing existing illegal signs and monitoring of infringements. The authority will depend on the location of the advertisement and may include national, provincial or local and municipal departments.

Decision making authorities will have at their disposal certain special powers over and above the powers of approval or disapproval:

3.2.1 POWER TO REVOKE BENEFIT OF DEEMED CONSENT

Regulations will permit the planning authority to prohibit the display of an advert that would normally benefit from deemed consent, in a particular area or on a particular site. This should occur only in certain circumstances i.e. where one or more of the deemed consent provisions have had such an adverse affect on the environment that there is no prospect of an improvement in the quality of advertising in the locality unless the planning authority are enabled to control that particular type of advertising.

3.2.2 POWER TO TAKE DISCONTINUANCE ACTION

Discontinuance action can be taken against any advertisement or advertisement site erected with deemed or specific consent. Action to serve a ‘discontinuance notice’ may be taken if the planning authority is satisfied it is necessary to remedy a substantial injury to the amenity of the locality or a danger to members of the public. Discontinuance actions may also be taken in the event that the advertiser or advertising contractor does not heed the prescribed guidelines.

3.2.3 REMOVAL OF ILLEGAL SIGNS

An illegal sign is a sign that is erected and maintained in violation of the NCOP and it’s supporting laws and ordinances. This would include signs obscuring previously erected signs and signs creating clutter situations. It is the responsibility of the authority to monitor and take action against illegal signs. The NCOP requires that the sign owner remove illegal signs within 90 days of the effective date of the NCOP. If owners do not remove the illegal signs, the relevant authority must remove them. Local authorities will be required to demonstrate effective control of illegal signs. Owners of illegal signs removed by the local authority should be held liable for the costs incurred by the authority in removing the signs.

A non-conforming sign is a sign that was lawfully erected but does not comply with the provisions of the NCOP passed at a later date, or a sign that later fails to comply with the NCOP due to changed conditions e.g. a sign lawfully in existence in an area of minimum control which later becomes an area of partial control. Where a sign has been permitted for a contract period of time, permission for the non-conforming sign may be withdrawn after the expiry of the contract period. The contractor may be given the opportunity to rectify the sign to conform to the NCOP. Where no contracted time limit has been stipulated, legal contracts may be in place and the removal of signs built prior to the introduction of the NCOP will not be possible.
A **conforming sign** is a sign that complies entirely with all provisions of the NCOP. Only conforming signs can be erected after the effective date of the NCOP.

### 3.2.4 PERIOD FOR ERECTION OF SIGNS

On consent being given for an outdoor advertising sign or for a signage contract, the sign/s are to be erected within six months of approval, or the application will be cancelled. The contractor may apply for an extension that may be granted at the discretion of the local authority.

### 3.2.5 RIGHT OF APPEAL

An appeal process and procedure should be incorporated in the bylaws of local authorities whereby an appeal can be heard:

- against a decision to reject an application for an outdoor advertising sign;
- against a condition imposed on the consent of an application; or
- if the planning authority fail to give a decision within 8 weeks of the date of the application.

Any person may appeal to the relevant advertising control body against any decision (or lack thereof) by the body in terms of the by-laws, given by an official of the body under delegated powers, within 30 days of the receipt of notice of such decision.

Such appeal shall be made by lodging a notice setting out the nature and grounds of the appeal within the 30 day period, with the relevant body.

The advertising control body shall hear the appeal including any oral or written submission from either party, and inform the appellant of its decision, which shall be final, and the reasons therefore.
3.3 LEGAL CONTROL OF OUTDOOR ADVERTISEMENTS

Professor A Rabie of the Faculty of Law, University of Stellenbosch, and Dr Jacques de Ville, Faculty of Law, University of the Western Cape, were commissioned to conduct a study on the legal implications of a National Code of Practice for Outdoor Advertising. An edited version of their report is presented hereunder. The sole emphasis of this edition is on proposals made regarding the legislative requirements of a NCOP.

3.3.1 RATIONALISATION OF LEGISLATION

The basic provisions of control legislation for the NCOP, may conceivably be contained in any of the following types of statutes:

3.3.1.1 A general transportation Act

Advertising along roads would then form only a small part of a comprehensive statute on transportation generally.

3.3.1.2 Roads Act

The National Roads Act (NRA) is an example of roads legislation which contains inter alia provisions governing advertisements along roads. As far as roads other than national roads are concerned such provisions could conceivably have been contained in the different provincial Roads Ordinances.

3.3.1.3 Advertising along roads Act

Legislation aimed at the control of advertising along roads is exemplified by the Advertising on Roads and Ribbon Development Act (ARRDA). This Act, however, does not deal exclusively with advertisements.

3.3.1.4 Consolidated advertising along roads Act

It is conceivable that the provisions of the NRA and the ARRDA dealing with advertisements can be consolidated into one single statute which deals either with:

- all roads (i.e. a comprehensive Roads Act encompassing the National Roads Act and the different provincial Roads Ordinances);
- or, exclusively, with advertising along roads.

The subject of roads, according to the Constitution (schedule 6), falls within the concurrent legislative competence of the provinces and of parliament.

The powers of parliament to enact legislation with regard to advertising along roads is thus not limited by the Constitution. The same can be said with regard to the powers of the executive to enact regulations should the matter with which such regulations deal, fall within the requirements of section 126(3)(a)-(e) of the Constitution.
If the provinces, however, pass laws which conflict with an Act of parliament on advertising along roads, the question will arise which law will prevail. The general rule is that a provincial law will prevail (section 126(3)). However, an Act of parliament laying down uniform norms and standards for advertising along roads and the Act being necessary for the protection of the environment, would, in terms of section 126(3)(b) and (d) prevail in cases of conflict.

A further question is what will happen if regulations (passed in terms of an Act of parliament) conflict with an Act of a provincial legislature? The outcome will naturally depend upon the provisions of the Act of parliament, the regulations and the provincial law in question. If the Act of parliament authorises an executive authority to make laws setting `uniform norms or standards that apply generally throughout the Republic' (section 126(3)(b)), or regulations necessary for the protection of the environment (section 126(3)(d)), it is submitted that regulations providing for the above will prevail where they are in conflict with a provincial law. Where the regulations, however, go further than is required to set uniform norms or standards or further than is necessary for the protection of the environment and such a regulation conflicts with a provincial law, it is submitted that the provincial law will prevail.

In section 126(3) of the Constitution the words prevail over are used, which clearly indicates that the provincial law or Act of parliament (depending on which one prevails in terms of section 126(3)) would be rendered inoperative to the extent of the inconsistency. A consequence of this is that the provincial law would be rendered inoperative only as long as the inconsistent Act of parliament is in force. If the Act of parliament is repealed, the provincial law will automatically be revived, without any re-enactment by a provincial legislature.

In any case, there seems to be no indication that the current dichotomy of national and provincial roads will disappear. A problem with the containment of advertising control in roads legislation is that it would not relate to all outdoor advertising and would not be ideally applicable to urban areas.

3.3.1.5 Outdoor Advertising Act

Yet another strategy would be to include the provisions governing advertising along roads in a statute which comprehensively addresses outdoor advertising.

It is unlikely that there will be agreement as to extending the application of the provisions of a consolidated Advertising along Roads Act to include urban areas. It is more likely that advertisements in urban areas may be subjected to a general Outdoor Advertising Act. Also, outdoor advertising does not seem to be included in the list of subjects which are reserved for the provinces.

3.3.1.6 Environment Conservation Act

Although advertising along roads may have an impact on road safety and therefore may be properly addressed in legislation dealing with roads, its impact on the environment - not only along roads - is at least equally severe. It therefore is a subject which may justifiably qualify for inclusion in environmental legislation. The provisions of the
Environment Conservation Act 73 of 1989 governing the declaration and enforcement of environmental policy (sections 2 and 3) come to mind. These provisions cannot, however, by themselves constitute the sole basis for control. Reliance will still have to be placed upon primary control mechanisms, such as those of the ARRDA. The declaration of a comprehensive national policy will nevertheless go a long way towards providing an enforceable set of guidelines to focus and structure primary controls.

3.3.2 INDIVIDUAL PROVISIONS OF NEW LEGISLATION

Should fresh legislation be enacted to control outdoor advertising in accordance with the NCOP, it may be considered to include some of the following provisions:

3.3.2.1 Declaration of different types of outdoor advertising control areas

A provision which would authorise the controlling authority by notice in the Government Gazette to declare any area defined by it to be a specific type of outdoor advertising control area i.e. a natural area, a rural area or an urban area.

3.3.2.2 Prohibition on display of advertisements without permission

A provision, like that of the ARRDA (section 2), by virtue of which the display of any outdoor advertisement is prohibited, unless it is displayed in accordance with the written permission of the controlling authority concerned. The concept of 'outdoor advertisement' will have to be defined. Should it be deemed necessary to except certain types of outdoor advertisements from the above prohibition, such exceptions may be formulated as exceptions either to the prohibition or to the definition of 'outdoor advertisement'.

3.3.2.3 Principles

A provision containing the basic principles governing outdoor advertisements. Account may here also be taken of the different types of outdoor advertising control areas.

3.3.2.4 Permission subject to principles

A provision which determines that permission for the display of an outdoor advertisement may be granted only if the advertisement complies with the principles which have been laid down in the statute. It is important that the principles should be contained in the statute itself and not in a schedule or in regulations because in the latter instances they may be subject to amendment and even to repeal by the controlling authority.

3.3.2.5 National Code of Practice in regulations

A provision authorising the control authority to make regulations concerning issues addressed in the NCOP. Such regulations will be aimed at fleshing out the detailed rules relating to outdoor advertisements.
3.3.2.6 Sanctions

Provisions, like those in current legislation, prescribing the traditional criminal sanction and the administrative abatement notice procedure. It may also be considered expressly to authorise the controlling authority to obtain civil remedies like an interdict.

3.3.2.7 Appeals

A provision making allowance for appeals.

3.3.2.8 State bound

A provision determining that the state (including the railway administration) is bound by the statute.

3.3.3 RELIANCE UPON EXISTING LEGISLATION

The enactment of new legislation is an expensive and time-consuming venture and may give rise to considerable controversy. It may prove to be wise to rather rely upon existing legislation (even if some amendments are required) to implement the NCOP, if this can be at all accomplished.

The NRA may perhaps serve as a satisfactory basis for control over advertisements along national roads. Such roads seem to be restricted mostly to natural and rural landscapes where maximum controls are to apply, according to the NCOP. Provided that relevant provisions of the NCOP can be accommodated as exceptions, it may suffice to rely upon the prohibition on the display of advertisements (section 14(1)). Alternatively, the definition of `advertisement' may be so worded as to exclude not only road traffic signs (as it currently does), but also informational signs such as those permitted in terms of the NCOP. The most satisfactory ruling may even prove to be that these latter signs are allowed only when they are erected and displayed by the controlling authority itself, comparable to the situation prevailing in respect of road traffic signs (except that provision would have to be made for payment by applicants for expenses incurred in constructing, erecting and maintaining the signs concerned.)

The ARRDA, being applicable outside urban areas, would also relate principally to natural and rural landscapes where advertisements, in the commercial sense of the word, are not favoured by the NCOP. Had this Act contained only a prohibition on advertisements, with exceptions, it would have had the same potential as the NRA to accommodate the NCOP. However, since the Act also provides for permission in respect of advertisements, a satisfactory solution will have to be found to structuring the controlling authority's discretion. Alternatively, and perhaps preferably, the provision which authorises the granting of permission for the display of advertisements may be repealed, thereby bringing the ARRDA in line with the NRA.

The great variety of legal provisions at local government level serves to underscore the need for a substantial degree of rationalisation, along the lines of the NCOP. It seems that the initiative will have to be taken at national level, probably through the Environment Conservation Act's provisions relating to environmental policy.
3.3.4 STRUCTURING THE CONTROLLING AUTHORITY’S DISCRETION

The most formidable challenge facing the effective control of outdoor advertisements is not so much the subjection of individuals to control - important though this issue is - but an assurance that permission to display advertisements will not be granted by a controlling body where this would be contrary to the letter and the spirit of the NCOP.

There are different strategies by means of which the controlling authority’s discretion to grant permission for advertisements may be bound in order to ensure that environmental factors will influence the relevant decisions.

3.3.4.1 Total prohibition

Of course, the most effective way in which the danger that permission to display advertisements along roads will be granted freely, may be eliminated, is through the repeal of the provision allowing the display of advertisements along roads with the permission of the controlling authority; in other words, through the enactment of a total prohibition on the display of advertisements along roads.

Such an approach, however, would be too extreme, since there seems to be room for a certain degree of advertising along roads and outdoor advertising, at least in urban areas. It may also be in conflict with the proportionality requirement of the limitation clause in section 33(1) of the Constitution (See par 5.6.5.3).

3.3.4.1 Prohibition subject to exceptions

The approach of the NRA is to prohibit advertisements, subject to exceptions. The ARRDA follows a similar approach, save that it also provides for the authorisation of advertisements by the controlling authority. Should the latter provision be repealed, it would bring the ARRDA more in line with the NRA. It has been pointed out that the latter Act contains no provision authorising the controlling body in question to permit the display of advertisements. The only discretion which a provision such as the above would seem to confer upon the controlling authority, relates to whether or not the advertisement falls within an excepted category. However, in the event of a dispute, it would be for the courts to finally decide this issue.

A strategy which would in effect bring about the same result would be to provide exceptions to the definition of the concept of ‘advertisement’ itself, rather than to the prohibition. For instance, signs with an informational tenor may be expressly exempted from the comprehensive definition of ‘advertisement’ or may per definition be excluded from a more restricted definition which implies the public description or praise of the merits of products and services with a view to encouraging their sale or patronage.

3.3.4.3 Discretion subjected to jurisdictional facts

A strategy by means of which a controlling authority’s discretion may be bound by the Advertising Control Act itself, so that an assurance would be provided that permission for the display of advertisements may be granted only if it is compatible with the needs
of environmental conservation, would be to rely upon the enactment of jurisdictional facts in relation to the discretionary powers.

This may be done by providing in the Act that the controlling authority may grant the permission in question only if the advertisement concerned would not degrade the environment. Such a provision would leave ultimate control in the hands of the court in that non-degradation of the environment would qualify as a jurisdictional fact which may be examined by the court, should the controlling authority’s grant of permission be taken on review. A more subjective phraseology of the jurisdictional fact in question, i.e. that the controlling authority should have reason to believe that the environment will not be degraded by the advertisement concerned, will leave less scope for review by the court, but will at least ensure that permission may not be granted freely. But ‘non degradation of the environment’ is a vague concept, and is a matter of degree. It could perhaps be replaced by more precise principles culled from the NCOP.

3.3.4.4 Discretionary powers and the NCOP

The proposed NCOP may conceivably be implemented through existing provisions i.e. sections 2(1) and 3 of the ARRDA. This involves a prohibition on the display of an advertisement in the relevant declared areas, except with the permission of the controlling authority. Since such permission may prescribe the specifications to which the advertisement relates, the period during which the permission will be of effect, the manner, place and circumstances in which and the conditions on which the advertisement may be displayed, it may encompass more or less all the requirements of the proposed NCOP.

A first problem is that the controlling authority will not automatically be under a legal obligation to even consult the NCOP when deciding whether or not to grant permission for the display of an advertisement, and, if permission were to be granted, particularly the conditions which such permission should be subject to. This shortcoming may be remedied by the inclusion in the Act of a provision to the effect that the controlling authority, in exercising its discretion, is obliged to consider the NCOP. However, this would constitute no guarantee that the authority will indeed abide by the NCOP.

The point is that the a code of practice as such is not a binding document. In a situation like the above, the NCOP would fulfil very much the same function as would guidelines, or so-called quasi legislation. Such guidelines, which have been established by controlling authorities that administer the ARRDA, and are relied upon by them, serve to structure the exercise of discretionary powers, but do not constitute binding rules. (The Western Cape policy and guidelines, for example, are contained in circular letter no R15/1994.) In general, the application of such guidelines in the exercise of discretionary powers will not invalidate such exercise, as long as the guidelines themselves are compatible with the enabling legislation and the controlling authority has not fettered its discretion by applying the guidelines as fixed rules. The authority should always be willing to consider exceptions to its guidelines in any particular instance.
3.3.4.5 Discretionary powers and regulations

Another strategy to render the NCOP binding upon the controlling authority would be to authorise a superior authority such as the Minister of Transport or the premier of the province concerned to enact provisions of the NCOP as regulations in terms of the statute dealing with advertisements along roads. It could be determined that no permission for the display of an advertisement in a particular area may be granted contrary to the provisions of the NCOP, as contained in the regulations.

Should the NCOP (or parts of it) be contained in regulations, one would have to ensure that no subjective discretionary powers are given to authorities, for example:

- to grant an extension 'at the discretion of the authority'
- to take discontinuance action 'if the planning authority is satisfied that it is necessary...'

In so far as the compliance of the NCOP with the bill of rights is concerned, the following can be mentioned (this will be specifically important if the NCOP is transformed into regulations):

- **Freedom of speech and free economic activity**

  As far as the principles in the NCOP are concerned, the requirement that an advertisement may not in its content be objectionable, indecent or suggestive of indecency, prejudicial to the public morals or objectionable, may create problems. These are vague criteria which will not be accepted by a court of law as allowing limitations to be placed upon freedom of speech and free economic activity. It can also be regarded as not relating to the purpose of the Act (protection of the environment, road safety).

  The other limitations imposed upon freedom speech in the NCOP seem to comply with the requirements of the limitation clause as set out above.

- **Property**

  The limitations on rights in property are not of a serious nature and it is doubtful whether any of the limitations placed upon this right can be said not to comply with the requirement of proportionality.

- **Equality**

  The distinctions that are drawn in the NCOP relate to type of landscape and type of sign. No objection could be brought against these distinctions as they can be said to be rational in attaining the purposes of the Act as well as proportional.
3.3.4.6 Discretionary powers and principles

A potentially more effective option to render the NCOP binding upon the controlling authority would be to include basic principles governing outdoor advertisements in the statute concerned, and to determine that permission for the display of outdoor advertisements may be granted only if the advertisement complies with such principles. (See par 6.2.4.)

3.3.4.7 Discretionary powers subjected to environmental policy

Yet another strategy which may be employed to bind a controlling authority’s discretion to permit advertisements, is presented by the Environment Conservation Act 73 of 1989. The most important policy-related aspects of the NCOP may be contained in an environmental policy, declared in terms of this Act.

The Act authorises the Minister of Environmental Affairs and Tourism, after consultation with certain bodies (section 2(2)), by notice in the Government Gazette to determine the general policy to be applied with a view *inter alia* to the protection of the environment against defacement as a result of man-made structures (section 2(1)(c)). This provision seems to encompass outdoor advertisements. And a comparison with the different environmental policies which have so far been determined (cf the general environmental policy (GN 51 of 21 January 1994) and especially the policies relating to vehicles in the coastal zone (GN 858 of 29 April 1994) and the classification of terrestrial and marine protected areas (GN 449 of 9 May 1994)), reveals that it may be possible to accommodate several provisions of the NCOP in an environmental policy. An attraction of this option is that outdoor advertising has profound environmental consequences and that it would therefore be appropriate for ultimate control over this phenomenon to vest in a ministry concerned with environmental affairs.

The determination of an environmental policy has important consequences. First, each minister, administrator (defined in section 1), local authority and government institution (defined in section 1) upon which any power has been conferred or to which any duty which may have an influence on the environment has been assigned by or under any law, must exercise such power and perform such duty in accordance with the policy in question (section 3(1)). This command would also bind authorities concerned with the control of outdoor advertising.

Secondly, the Director-General: Environmental Affairs and Tourism must ensure that the policy concerned is complied with by each of the bodies referred to above, and he may (a) take any steps or make any inquiries he deems fit in order to determine if the policy is being complied with; and (b) if in pursuance of any step so taken or inquiry so made, he is of opinion that the policy is not being complied with by any of the abovementioned bodies, take such steps as he deems fit in order to ensure that the policy is complied with by these bodies (section 3(2)). One can hardly imagine potentially more effective provisions - at least, in theory - than the above, to ensure compliance by controlling authorities with the environmental policy in question.
3.3.5 APPEALS

The traditionally available common-law mechanism for control over administrative actions, i.e. judicial review, suffers from several shortcomings. It serves to review only the legality of the administrative action in question and it is concerned only with the detection and setting aside of illegal administrative actions.

An administrative appeal, on the other hand, is a process whereby the wisdom or merits of an administrative decision (such as the merits of the grant or refusal of permission for the display of an advertisement) are reconsidered and determined by another decision-maker, at the request of an applicant.

A comprehensive appeal on the merits involves a de novo reconsideration of the matter as if there had not been a previous decision, with no restriction on the material which the appeal body may consider and no restriction on the type of decision which that body may make.

Such an appeal, which in effect amounts to substituting the appeal body for the original decision-maker, is a potentially far more effective control mechanism than is judicial review. However, unlike judicial review, it is not a common-law remedy which is generally available. It is available only if it has been specifically provided for in the legislation in question.

Consideration should be given to introducing a right of appeal into the legislation dealing with outdoor advertising control. Among some of the benefits associated with appeals, are the following:

- A right of appeal provides aggrieved individuals with an important safeguard not only that administrative discretions will be exercised according to the law but especially that such discretions will be reconsidered by a second decision maker to determine whether they were exercised wisely. An appeal is intended to function as a safeguard against faulty decisions made on the basis of inadequate information, or resulting from flawed reasoning. The appellate body is able to exercise a calmer, more objective and reflective judgement. An appeal thus provides an assurance that the final decision will have been subjected to more careful scrutiny, prolonged debate and sober reflection.

- Any system that relies upon human endeavour is prone to mistakes or abuse and for that reason alone requires correctives.

- An appeal may also be valuable to administrative bodies against whose decisions the appeal is launched. It affords them an opportunity to respond to allegations of corruption, bias or incompetence which are often made by persons if the substance of administrative decisions is not addressed and the dispute is limited only to questions of legality.

- It may be assumed that the psychological impact on the part of the administrative body that its actions may be examined and reconsidered on their merits by an external body should contribute to more cautious and probably improved decision making.
• An appeal provides a mechanism for heightened accountability of the public body in question since it is thereby accountable not only for the legality but also for the wisdom of its decisions.

When the subject of appeals is considered, attention should also be given to the following issues:

• The appeal body should not in any way be associated with the controlling body, but should be an independent tribunal.

• Allowance should be made for so-called third-party appeals.

An appeal is usually available only to a person whose application for a license or some other type of authorisation, like permission to display an outdoor advertisement, is refused by the administrative body concerned, or if he or she is dissatisfied with the conditions to which the license has been subjected or if the licence is suspended or cancelled. Although such licence or authorisation may concern an activity which may have a negative environmental impact, like outdoor advertising, concerned citizens cannot as a rule participate in such appeals by the unsuccessful licence applicant. This is obviously an unsatisfactory situation which serves to reinforce the applicant's position on appeal. (Legislation sometimes by way of exception provides an objector a right to be joined as a party to the appeal.)

Where a licence (or other authorisation) involving a potentially harmful environmental impact is granted, it is unlikely that the successful applicant will wish to appeal, except if he or she should object to the conditions to which the licence may be subject. However, conservationists may well be dissatisfied with the granting of the licence, but there is normally no provision for appeals by them. It is only in exceptional instances that legislation provides for appeals in these circumstances, usually referred to as third-party appeals. To the extent that no provision is made for third-party appeals and no person with locus standi is willing or able to apply for judicial review, the total custody of the public interest in environmental conservation is exclusively vested in the administrative body concerned.

In view of the above remarks, the introduction of a right of appeal, both to persons who are aggrieved at the refusal of permission to display an outdoor advertisement and persons who are dissatisfied with the granting of such permission, should be considered.
3.4 IMPLEMENTATION PROCEDURE

It is possible for local and regional authorities as well as provincial and national roads authorities to adopt this framework as their detailed control plan or code for the regulation of outdoor advertising.

The following steps are required to implement the National Code of Practice on national, provincial and local level:

Step one: **Delineation of natural, rural and urban areas**

Determine and delineate the natural, rural and urban areas of South Africa.

Step two: **Adopt the NCOP**

The relevant national, provincial or local authority will be required to pass a resolution accepting and adopting the NCOP as its official policy document on outdoor advertising control. This may involve a public participation process and possible revision of the existing NCOP to suit the specific local conditions.

Step three: **Revision of legislation**

On national and provincial level (natural and rural areas), it will be necessary to adapt the current legislation regulating outdoor advertising on national and provincial roads (the 'National Roads Act' and the 'Advertising on Roads and Ribbon Development Act'). On local council level (urban areas), it will be necessary for the relevant authority to revise current bylaws and promulgate new bylaws to effect the NCOP. This may include the development of transitional methodology to deal with illegal and existing non-conforming signs.

Step four: **Zoning of areas of control**

National, provincial and local authorities will be required to zone the respective natural, rural and urban areas into areas of maximum, partial and minimum control as described in the classification system. This process may include the identification of nodes of economic activity in the natural and rural areas. These nodes could be re-classified as urban areas of partial or minimum control depending on specific circumstances. Peri-urban areas in rural landscapes may similarly be rezoned from rural to urban.

Step five: **Application of legislation**

The legislation discussed above will need to be applied to the various areas of control.
SECTION FOUR: CONCLUSION

Section Four comprises the following sub-sections:

4.1 RECAPITULATION

4.2 CONCLUSIONS

4.3 RECOMMENDATIONS FOR FURTHER STUDY
4.1 RECAPITULATION

The problem was the establishment of a National Code of Practice for Outdoor Advertising in South Africa based on an analysis and understanding of all related issues and influences including sign types, the physical environment, the human environment, safety aspects, environmental impact, and legal and administrative requirements.

Part One of this dissertation comprises seven sections, which address a host of related issues and subjects.

Section One describes and defines the problem and establishes a method of incorporating salient aspects of the Integrated Environmental Management Procedure in the implementation of the study. The processes of public participation and independent review were accommodated within this procedure and were critical to the success of the study.

In Section Two the hypothesis that a comprehensive statutory, literature and case study review of outdoor advertising on a national and international scale can serve as basis and point of reference for the study, was explored. A significant amount of information was gathered from case study reviews and a literature search.

Section Three explores the hypothesis that outdoor advertising sign types can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising. Outdoor advertising sign types were classified into four distinct groups, based largely on the size, location and type of sign. The concept of ‘areas of control’ was broadly established by linking each of the four classes of advertising to various landscape types.

Section Four explores the hypothesis that the urban and rural landscapes can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising. The South African landscape was classified into three distinct areas, namely natural, rural and urban areas. The latter was further classified according to land use. This classification system, based largely on the landscapes sensitivity to visual disturbance, further facilitated the development of a model for a National Code of Practice for Outdoor Advertising.

Section Four also investigated the hypothesis that roads and road signs can be classified according to appropriate criteria and used in the development of a National Code of Practice for Outdoor Advertising. A simplified classification of South African roads was established. Adding a further dimension to the concept advertising control. It was now possible to link certain types of signs to certain types of landscapes and certain classes of roads.

Section Five dealt with the identification of interested and affected parties, and the extraction of input and contributions from such. This was an invaluable exercise. Information gleaned from workshops, opinion polls and direct correspondence was used extensively in the establishment of the National Code of Practice. At the same time, a comprehensive contact list of interested and affected parties was developed. These individuals and organisations were kept abreast of all further developments and given every opportunity to review progress and comment. The final draft report was circulated to over 600 interested and affected parties.
Section Six addressed the relationship between outdoor advertising and road safety. Although the common perception is that outdoor advertising, specifically billboards, causes driver distraction and therefore road accidents, no conclusive evidence was found to support this. As this does not disprove the hypothesis, a precautionary approach was adopted and a number of common sense mitigation measures incorporated into the National Code of Practice.

Section Seven discusses the potential for ecological, social and economic impacts resulting from outdoor advertising. The potential for significant ecological impacts resulting from the erection and operation of advertising boards is negligible. However, as on-site conditions can vary considerably, a precautionary approach was proposed. This could ideally be implemented by adopting a system of zoning and control whereby sensitive areas (natural and rural areas) are protected by restricting the type of advertising structure and the performance requirements of such. Furthermore, it was proposed that an EIA become compulsory for larger billboards.

Research supported the assertion that outdoor advertising boards and structures have a high potential to degrade the aesthetic value of the environment. A number of procedures were recommended to effectively mitigate this potential impact, including zoning of sensitive areas, the establishment of design guidelines, and the incorporation of obligatory impact assessments focussing on visual impact.

The possible economic benefits of outdoor advertising could not be easily defined and may require further study, especially with regards to impact on the tourist industry. The concept of zoning South Africa into areas of control was offered as the most suitable method of mitigating the aesthetic impact of outdoor advertising and therefore reducing the economic impact resulting from a decline in tourism.

Part Two of this dissertation describes the development of the National Code of Practice based on the previous research.

Part Two, Section One, discusses a model for a National Code of Practice for Outdoor Advertising. The model is based on three steps;- classification, evaluation and control. The model effectively incorporates the functional requirements established in Part One of the dissertation.

Section Two takes the model a step further by developing and specifying the concepts of classification, evaluation and control. Types of landscapes, types of signs and areas of control are described in detail, and the relationship of one to the other described. This interrelationship between type of landscape, type of sign and area of control forms basis for the evaluation phase, the results of which are tabulated as advertising opportunities. The control measures, including types of consent, principles and guidelines are described and detailed. The guideline sheets established for each type of sign offers the greatest level of performance requirement detail.

Section Three details certain legal and administrative requirements of the National Code of Practice. Procedures for application and implementation, and the powers of decision-making authorities are described. The legal implications of the National Code of Practice are discussed by Professor A Rabie of the Faculty of Law, University of Stellenbosch, and Dr Jacques de Ville, Faculty of Law, University of the Western Cape. The latter sub-study
highlighted certain seemingly expedient approaches to effectively legislating the National Code of Practice for Outdoor Advertising. In essence, an attempt should be made to rely on existing legislation albeit with a number of revisions. Consideration should also be given to establishing a general environmental policy on outdoor advertising, in terms of the Environment Conservation Act, Act 73 of 1989.

4.2 CONCLUSIONS

A National Code of Practice is essential in order to achieve effective control of a burgeoning outdoor advertising industry; an industry that can potentially destroy the aesthetic harmony of the environment and impact on traffic safety.

The NCOP, once implemented, will realise numerous direct benefits for the planning authorities, advertising contractors and marketers:

- The NCOP will facilitate the processing and approval or disapproval of outdoor advertising applications by the relevant planning authority.
- The NCOP can be used by prospective advertisers to plan their advertising strategy.
- The NCOP provides a reference document for dealing with outdoor advertising issues.
- The NCOP provides advice and assistance to marketers and advertisers for preparing specific applications.
- The formulation of guidelines will enable the planning authorities to evaluate applications on their merits and make an informed decision based on the guidelines.
- The NCOP will encourage standardisation of assessment criteria and a uniformity of application of these criteria.

The ultimate success of this study can be measured in the response from interested and affected parties. In this respect, the study has achieved its goal. Environmental agencies, both governmental and non-governmental, national and local authorities, and the Outdoor Advertising Association of South Africa have embraced the proposals made in this study. The NCOP was published in manual format in 1998 under the title “South African Manual for Outdoor Advertising Control” or SAMOAC. This document has been adopted and implemented by numerous authorities including the National Roads Agency, the City Council of Pretoria and many other local councils.

4.3.4 SCENIC BYWAYS PROGRAMME

By linking the primary and secondary roads and the scenic landscapes via a GIS database, a scenic byways program can be developed. This is similar to the established programme in the USA and it is suggested that the road authorities in the RSA investigate the prospects of establishing such a programme.
4.3 RECOMMENDATIONS FOR FURTHER STUDY

4.3.1 INADEQUATE DATA

This study undertook an exhaustive international search for related literature that would assist in the establishment of a National Code of Practice for Outdoor Advertising. Where information was lacking, additional sub-studies were commissioned. Although a huge amount of literature is available on the subject, it became apparent that research regarding certain subjects is inconclusive and may require additional study.

In light of the above, it is recommended that the following subjects be studied further:

- The economic impact of outdoor advertising. Such a study should include the potential positive impact in terms of revenue generation, and the potential negative impacts on tourism.
- The relationship between road safety, specifically road accidents, and billboard type advertising. Although this subject has been studied locally and abroad, no definitive results have been achieved.

4.3.2 ENVIRONMENTAL IMPACT ASSESSMENTS

The National Code of Practice makes provision for obligatory impact assessments for the larger billboards within certain areas of control. This issue could be addressed in a separate study that focuses primarily on the parameters and requirement of an environmental impact assessment for billboards.

4.3.3 IMPLEMENTATION ON MUNICIPAL SCALE USING A GIS

The implementation of the National Code of Practice for Outdoor Advertising on municipal scale requires that the municipal area be zoned according to the three areas of control (minimum, partial and maximum control). This exercise should ideally be undertaken on a Geographic Information Systems platform, and linked to the relevant authorities central land use database. The use of a GIS in this regard will realise a number of other advantages for the controlling authority and the advertising agencies and marketers alike. Such advantages include access to real time data, internet hosting, digital application procedures and online processing capabilities. It is recommended that a separate study be undertaken to address the subject of a GIS based implementation of the National Code of Practice for Outdoor Advertising on municipal scale.

4.3.4 SCENIC BYWAYS PROGRAMME

By linking the primary and secondary roads and the scenic landscapes via a GIS database, a scenic byways program can be developed. This is similar to the established programme in the USA and it is suggested that the road authorities in the RSA investigate the possibilities of establishing such a programme.
The National Code of Practice assimilates practices, regulations and guidelines used to control outdoor advertising in countries including England, Wales, Australia, and the United States of America. The following publications were extensively used:

- United States Department of Transportation. (s.a.). *Outdoor advertising, control and acquisition.* 37p.

Local regulations and codes of practice were also analysed and integrated:

- Outdoor Advertising Association of South Africa. *Guidelines and standards for outdoor advertising.*
- Outdoor advertising bylaws and policy documents utilised by the municipalities of East London, Johannesburg, Port Elizabeth, Bloemfontein and Stellenbosch.

A comprehensive bibliography, discussed in Section Two: Information Review is included hereunder. This list includes the references to all literature sourced during the study and is not limited to literature directly referenced in the body of the dissertation.

The bibliography is subdivided into the various topics relating to outdoor advertising, as listed below:

- Perceptions
- Outdoor Advertising
- Control of Outdoor Advertising
- Tourism
- Legislation of Advertising
- Environment
- Safety aspects
- Road classification
PERCEPTIONS


HÖGE, H. 1990. Ecological perception and aesthetics: Pictures are affordance-free. In K. Landwehr (Ed), Ecological perception research, visual communication, and aesthetics, (pp. 105 - 121). Berlin: Springer-Verlag.


LANDWEHR, K. 1990(a). The "aesthetic experience" as perceiving the general affordance of explorability. In K. Landwehr (Ed), Ecological perception research, visual communication, and aesthetics, (pp. 123 - 132). Berlin: Springer-Verlag.

LANDWEHR, K. 1990(b). Ecological perception research, visual communication, and aesthetics. Berlin: Springer-Verlag.


**OUTDOOR ADVERTISING**


Committee of State Road Authorities (Sub-committee on advertising). (s.a). Framework for a National code of practice for outdoor advertising along public roads. CSRA/CUTA. 19p.


Department of Planning, Sydney. Outdoor advertising - an urban design based approach. 31p.


Outdoor Advertising Association of South Africa (s.a) Standards for outdoor advertising. Johannesburg. 5p.

Outdoor Advertising Association of South Africa. Guidelines and standards for outdoor advertising.


RABIE A. 1990. The control of advertisements along roads - an environmental perspective. 10p.


United States Department of Transportation. (s.a.). Outdoor advertising, control and acquisition. 37p.

Urban aesthetics (mere trimming or important living factor?) 3p. (article).


CONTROL OF OUTDOOR ADVERTISING


Stellenbosch Municipality. 1990. Guidelines for the design and control of signs. Stellenbosch. 6p


Voorgestelde riglyne vir die vertoning van dienste by direkte toegang rus- en diensareas op nasionale paaie. 1994. 6p.

TOURISM


Department of Transport, & SATOUR. How to apply for a tourism sign - a guide.

Ministerial Committee on destination names on guidance signs, tourism and advertisements on the road network (s.a.). National code of practice on advertising. Department of Transport. 8p.


LEGALISATION OF ADVERTISING


Outline of a communication strategy and plan for the revised road traffic signage system. (s.a.). 17p.


ENVIRONMENT


Advertensie en die omgewing. (s.a.) Pietermaritzburg. 1p.

Aesthetics in Environmental Planning. (s.a.). 1p.


Scenic drives. 1993. Issues and principles relating to their destination, preservation and enhancement. Western Cape RSC: Revel Fox & Partners. 33p.


**SAFETY ASPECTS**


ROAD CLASSIFICATION


APPENDICES

- **APPENDIX ONE: THE CLASSIFICATION OF THE URBAN ENVIRONMENT**
  (PROFESSOR S LE ROUX)

With notable exceptions, local authorities have yet not risen to the opportunities offered by the new dispensation and the urge to devolve power and decision as close to the people as possible. The challenge set here has to be taken up.

It is this tardiness to get involved that calls for a NOOP - not to extort bureaucratic barriers to assist local authorities in assessing the impact of intrusion in the environment and in the demarcation of sensitive precincts within their own areas of jurisdiction. In general, an acceptable set of general principles and guidelines for advertising in these sensitive areas and development of a local policy within a national framework seems necessary.

It is accepted that a common system of classification of land-use areas, whether single-use or mixed-use, with weights enabling decision making to be made on areas which are good or bad as of the present, is acceptable. The present situation prevailing in most areas is cause for concern as it results in a false sense of security regarding the classification of areas as sensitive or not sensitive to intrusion. Sensitivity of the urban environment to sensitive areas and the over-anxiety with which the term is used is a great deal of concern. Complexity of economic and social fears concerning the future of the urban fibre play no role in the "comprehensive planning model".

Since the advent of these considerations have come to the fore and many municipalities position themselves with the manners in which human beings experience and make up the environment. Emphasis switched from the knowledge of the urban fibre, the recognition of the opinion and understanding of the so-called lay person.

And in the built-up environment significance shifted from the individual of people of buildings to the relationship between buildings, landscape, shape and mass and the place in the control of place. From the paper plan and principles of the nature and environment and complementary intervention in the legislation, March, 1980 and the environment.

Caring about Outdoor Advertising is one of the consequences of this shift in emphasis towards the understanding. To be in a position to make decisions regarding advertisements will also mean the stated understanding of the local environment and the possibility to make use of it towards its enhancement.
Present classification of urban environments

Protection of the built-up environment is at present regulated only by the National Monuments Act, Act No 28 of 1969 as amended in 1986. Apart from individual buildings, the law seeks to protect the so-called but as yet undefined preservation areas and to delegate decision making to local authorities. This act is now under review, but it can be assumed that the new act(s) will leave the classification of protected areas in cities and towns squarely on the shoulders of local authorities. The necessary process of classification for advertisements can run complementary with this endeavour.

With notable exceptions, local authorities have not yet risen to the opportunity. Under the new dispensation and the urge to devolve power and decision as close to the people as possible, the challenge will have to be taken up.

It is this tardiness to get involved that calls for a NCOP - not to entrench bureaucracy but to assist local authorities in assessing the impact of intrusion in the environment, in the demarcation of sensitive precincts within their own areas of jurisdiction, in adopting an acceptable set of general principles and guidelines for advertising in these and the development of a local policy within a national framework.

It is accepted that a common system of classification of advertisements into various categories or types with guidelines relating to each will assist both council and advertiser, but that these will be further regulated according to the local area classification of every city or town.

While the fixation of twentieth century urban planning, the Structure Plan with its demarcations of Land Use and Zoning, may have become outmoded, it remains one of the few legal systems of classification available to local authorities. It does not address socio-economic and aesthetic concerns and leads to sprawl, districts without distinction, urban renewal and the over-anxiety with traffic flow. Complexity of communities and ambiguity of the urban fibre play no role in this “comprehensive planning”.

Since the sixties these considerations have come to the fore and many studies concern themselves with the ways in which human beings experience and relate to their environments. Emphasis switched from the knowledge of the expert to the incorporation of the opinion and understanding of the so-called lay person.

And in the built-up environment significance shifted from the free-standing or individual building to the relationship between buildings, landscape, streets and open areas - that is the context of place - , from the paper plan and principle to the known and perceived environment and complementary intervention in the legibility (Lynch, 1960:14) of that environment.

Caring about Outdoor Advertising is one of the consequences of this shift from planning to understanding. To be in a position to make decisions regarding advertisements will also mean the stated understanding of the local environment and the possibility to work towards its enhancement.
But to return to the Structure Plan. Main zonings are usually as follows:

- Residential - with various densities
- Business - with various orders
- Offices - with orders of size
- Industrial
- Commercial
- Educational
- Hospitals
- Government or Municipal
- Open spaces - local, nature area, city wide, sport
- Roads - freeway, main
- Public transport

This information is indicated on plans and is used for future planning and rezoning applications. It has economic rather than environmental implications.

The demarcation of areas of desired quality will have to take in consideration the present sensibilities regarding the human environment but strategically it may be wise to marry these with the information of the Structure Plan - in short, one should be looking for a refined structure plan that will acknowledge and incorporate the quality of the environment.

A proposal for classification of the urban environment

It is accepted here that the following will be defined in the main report and will be applicable to all environments - natural, rural and urban:

- a main system for the classification of advertisements, i.e. Maximum control/express consent, Partial control/deemed consent and Minimum control/no consent;
- a thorough classification for classes of advertisements; and
- accepted guidelines and definitions for the size and design of advertisements and their supporting structures.

To this must be added the classification of the existing or desired quality by detailed zoning of every environment within local jurisdiction. Environmental factors to be taken into account in the decision making process are:

- the character of the place, suburb, district or region - including the visual, historical, architectural, cultural or contextual (scale and massing, predominant land use, presence of listed buildings) elements; and
- the acceptable impact of intervention - development, change of use or fibre and physical addition, including Outdoor Advertisements.

While the principles for defining character may be common for most areas, the criteria will differ, as will the desired quality. It is this part of the classification that will be the task of local authorities, lead by the more general guidelines of the NCOP.
When we accept the main system for the classification of advertisements, it means that we will try to fit all classified environmental pockets into these. At this stage they could be predicted as follows. Structure Plan classifications in bold:

**Maximum Control**

The size, number and positions of advertisements are strictly controlled, with some freedom for their design. Apart from signs identifying owners or tenants or building names, all advertisements are scrutinised according to well developed and well defined regulation. As all advertisements affect the appearance of the building, structure or place where they are displayed it may be necessary to develop conditions and regulations to specific detail. Local trade and amenity organisations are to be consulted about the policy of demarcation.

- Conservation areas - National or local heritage sites or buildings, special tourist areas, historical or contextual streetscapes, skylines from viewing points **[to be demarcated]**;
- Areas of strong architectural context or historical scale **[to be demarcated]**;
- Exclusively residential areas, mostly low density single **[residential]**;
- Important gateways **[to be demarcated with roads]**;
- Characteristic vistas - over built up area, down streets or avenues **[to be demarcated with roads/open space]**;
- Important throughroads **[roads]**;
- Interface of natural landscape and built fibre; natural edges like water, rivers, ridges, forests **[open space]**;
- Open areas like parks, squares, commons **[open space]**.

**Partial Control**

Greater freedom is allowed for the size, number and positions of advertisements and well-stated guidelines may be enough to regulate most cases.

- Residential areas with shops and offices interspersed, mostly high density mixed **[residential]**;
- Residential areas in transition **[residential]**;
- Small commercial enclaves in residential areas **[commercial]**;
- Ribbon development along main streets **[roads/commercial]**;
- Roads **[roads]**;
- Man-made edges like railway lines, bridges, roads **[roads]**;
- Public transport connections like train and bus stations or harbours **[Government or municipal]**;
- Educational institutions **[educational]**;
- Sportsfields or stadia **[open space]**;
- Government enclaves, including diplomatic or civic amenities **[Government or municipal]**.
Minimum Control

Any lawful and safe advertisement is allowed.

- Commercial districts, shopping centres and office parks or precincts [commercial];
- Industrial areas or parks [industrial];
- Entertainment districts or complexes [commercial].

For each of these specific guidelines/criteria should be formulated taking in consideration the following and stating each unambiguously:

- Character
- Objectives
- Appropriate opportunities
- Required standards
- Number of signs per identified site
- Size of signs