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1.0 INTRODUCTION

The display of advertising signs is an important and significant part of the modern commercial environment. It is part of an economic function and contributes to the image and character of the built environment.

Whilst advertising plays a significant and necessary role, there must be control measures put in place in the form of Policy to regulate the location, design, size and layout of advertisement signage. Advertisement signage can either enhance or detract from the existing built form. As too many signs, or signs which are too large or inappropriate, can dominate the urban environment and create visual clutter and disorder, particularly in areas of special character, or where signage is not an established part of the visual landscape.

It is therefore important to ensure that excessive or inappropriate signage is avoided to create a balance and harmonious built form. Signage should be effective in advertising a product or promoting a business, and should complement its local setting and other nearby signs.

In responding and addressing the issues mentioned above, the NCD Physical Planning Board in its meeting No 01/2002 approved an Interim Policy on Advertisements prepared by the NCD Physical Planning Office. It sets out the general policies for the city as a whole and specific standards for various categories of land use zones for both private and publicly owned land.

Over the years, there were changes in the development of signage trend and technology with associated issues resulting in the review of the Interim Policy on Advertisements in NCD.

2.0 PURPOSE

The purpose of this Policy is to have in place a set of development control standards to guide and regulate the type, location, the positioning of signage, the size, colour and appearance of signage within the National Capital District Commission. It promotes signage that is not a traffic hazard rather signage that compliments the existing built environment rather than been dominating subsequently compromising the visual amenity of where it is to be positioned.

The Policy will set the standards for which all businesses and individuals should make reference to when considering the erection of sign boards. It will also provide guidance to the NCD Physical Planning Board when making decisions on applications submitted for planning permission on advertisements.

It is intended that all existing approvals will lapse once this policy obtains final approval from the NCD Physical Planning Board and that all business, groups, individuals, will need to reapply for new planning permission for all the existing signage to ensure compliance with the current policy.

3.0 REASONS FOR A REVIEW OF EXISTING POLICY

The basis on which the Board requested an immediate review on the existing Policy are for the new Policy to address;

1. Direct billboard advertisements of products such as tobacco and alcohol
2. Increasing pressure from businesses due to rapid growth and the development in the recent years to approve more billboards, often exceeding permitted sizes, within the road reserve throughout the city
3. Introduction digital billboards and such new forms of illuminated and animated signage giving rise to excessive glare which is road traffic hazard.

The NCDC, as custodian of all road reserves and open spaces within NCD, has also entered into contractual arrangements with various parties to erect billboards specifically on road reserves in the city. Thus, the new Policy should in addition encompass such existing arrangements in place

4.0 OVERARCHING POLICY FRAMEWORK

The overarching policy framework under the NCD Urban Development Plan is “**To Make National Capital District a Vibrant, Attractive, Sustainable and Liveable City for All**”.

This vision embraces the 4 concepts in detail, 2 of which in relation to this policy is indicated below:

Attractive means to be appreciated both through its visual appearance and its setting
Liveable means to live in a safe, healthy and secure environment.

Implementation of this policy is intended to promote the above mentioned vision.

5.0 SCOPE OF WORKS

The scope of works includes;

- i. Carrying out a review of the Interim Policy on Advertisements in NCD and the current practice to identify issues and gaps and trends with the existing policy;
- ii. Prepare a revised Policy that addresses the identified issues and provides a strategic justification for the changes.
- iii. The Policy should depicted the approval process for all applications for advertising signage
- iv. The review also provided a new set of objectives and the overarching policy and legal framework. It also discussed the roles of signage in NCD in terms of its economic, social, physical and environmental context. And finally includes the management and Implementation plan of the new policy.

6.0 LEGAL AND POLICY FRAMEWORK

6.1 Physical Planning Legislations

Section 83 of the Physical Planning Act 1989 and Section 51 of Physical Planning Regulation 2007 (Revised) provides the legal basis that deals with the control of sign boards and advertisements. Such laws provide controls for restricting or regulating the display of signboards and advertisements in the interest of amenity, traffic safety, or traffic control.

Section 83 of the Act allows temporary advertisements relating to the development of land, on the site being developed and is removed within one month of the completion of the development.

There is a clear presumption in Section 83 of the Act against signboards or advertisements in the Public Utilities Zone, including road reserves, unless they are directing traffic, for street or road names or in connection with the operation of public utilities on the land concerned. If a sign in a reserve is approved by a Physical Planning Board, then a license to display the sign or advertisement is also required under the Land Act.

Since the whole of NCD Physical Planning Area is a declared Redevelopment Zone it is considered that the placing of a sign falls within the definition of “development” under the act and requires planning permission under Section 73. It is considered to fall within the category “other operations”. Similarly the painting of a sign, which materially affects the external appearance of a building also falls within the interpretation of “development” and needs planning permission under Section 73 of the Act.

The Physical Planning Regulation 2007, revised, clearly gives the definition “advertisement”, “signboard” and “advertising signboard”. It also considers, with some exceptions, signboards and advertisements to be non-conforming uses and/or developments. It is considered any sign that is not applied for together with an application for planning permission for a building and added later to be non-conforming including signs normally considered incidental to the use of a building. It does not attempt, however, to lay down detailed control standards relating to dimensions, appearance or position of advertisements.

Section 51 considers that advertising signboards and advertisements which are attached or proposed to be attached to a development shall be considered non-conforming uses and are to be interpreted under section 98 and determined by Boards under section 72 (2) (b) except for signboards incidental to the main purpose or signboards not exceeding 0.5m² area for developments in residential zone.

Freestanding signboards are to be treated as non-conforming commercial developments in any zone and application fees shall be calculated and charged in respect of fascia area of the advertisements

The maximum period for consent to display a signboard or advertisement as an approved non-conforming use shall not exceed five years.

6.2 Other Laws related to Signboard Advertisements

NCD Physical Planning and Road Control Law 2014

Part 4 Section 20. Outdoor signs or advertisements stipulates that:

Subject to compliance with any requirement relating to physical planning, the City Manager may enter into an agreement with any person to erect signs or advertisements in or on:

- Regulated parking area; or
- A designated parking area; or
- A no parking zone
- Reserve land

An agreement under subclause (1) is subject to such conditions as are specified in the agreement, including the fees payable to the Commission. A copy of such agreement is attached in Appendix A.

Without limiting an agreement under subclause (1), the agreement may specify the installation method, sizes, and content and display materials of signs or advertisements

6.3 Building Act (Chapter 301) 1994

According to the Building Act (Chapter 301) 1994, defines “**building**” as a structure or thing in the nature of a structure and ensure the safety of the public and users of the structure, thing or erection.

2.2 Under the Division 1 of PART XIV of Building Regulation 1994 provides that, a sign, notice, advertisement and the like shall not be erected or displayed without the written approval of the Board. Any alterations or addition and the transferring of an existing sign, notice or advertisement are subject to the approval of the Board. It further recommends that, a permit should only be issued by the Board and shall be for a specific period, and is subject to the payment of a prescribed fee and to such conditions as are imposed by the Board, declaring that the fee for a temporary sign is the same as for a permanent sign and shall be as shown in the Schedule 2.

2.3 The owner or occupier of the land, a building or a structure to which a sign, notice, advertisement or the like is attached shall keep the structure, sign, notice, advertisement or the like in good repair and clean to the satisfaction of the Board. It also indicates that any sign, notice, advertisement or the like must not be erected in a position that may be a distraction or obstruction of visibility.

2.4 The regulation highlights that, any structure erected for the purpose of supporting signs, advertisements, notices and the like (such as bill-boards, hoardings, banners or other framework) is to be constructed in accordance with a design and materials approved by the Board so that-

- (a) No part of the structure projects more than 300mm beyond the street alignment, and no projections is at a height less than 2,400mm from the level of footpath;
- (b) Where the structure is erected above a street or public footway, it has sufficient clearance to allow unimpeded movement of traffic;
- (c) The structure does not constitute a hazard to vehicular, pedestrian, air traffic by the distraction or obstruction of visibility.

2.5 As stated in the regulation that, the powers of the Board comes into effect in the case of non-compliance of the regulation, when a sign, notice, advertisement or the like is erected contrary to this Division, the Board shall serve notice on the owner of the building, land or structure to which the sign, notice, advertisement or the like as the case may be attached, requiring him to pull down or repair, within a time to be specified in the notice, the sign, advertisement or the like, as the case may be. If the owner does not respond on the time specified in a notice then a penalty fine should be paid.

2.6 In the cases of Off-Street Parking Facilities, the Board shall not grant an application for the approval of the plans and specifications of proposed building or alterations unless the plans and specifications make provisions for off-street parking facilities to be provided within the boundaries of the area on which the building stands or is to be erected, in accordance with the requirements of the Physical Planning Act 1989.

2.7 According to this section of the Act (**Exemptions**), the following signs, notices, advertisements and the like (other than illuminated signs) may be displayed without the approval of the Board:-

- (a) Functional advertisements of the statutory body; and
- (b) Miscellaneous advertisements relating to premises on which they are displayed, if they do not project past the street alignment; and
- (c) Advertisements or signs relating to a person, partnership, company or the like carrying on a profession, business or trade at the premises where the advertisement or signs is displayed, if they do not exceed 0.27m² in area; and
- (d) Advertisements or signs relating to an educational, medical, religious or benevolent institution or the like, or to a residential hotel, block of flats, club, boarding house, hostel or the like, if they are displayed within the premises and do not exceed 1.08m² in area;
- (e) Advertisements or signs relating to the announcement or building operations for the duration of the building operations, if they do not exceed 2.16m² in area; and

- (f) Advertisements relating to the sale or letting of property on which they are displayed, if they do not exceed 2m² in area; and
- (g) Advertisements displayed on business premises, where they contain only the name of the person, firm or company the nature of the business and the nature of the type of goods sold; and
- (h) Advertisements displayed within a building.

7.0 ROLE OF SIGNAGES IN NCD

This section gives a brief insight of the roles that signage plays within the NCD. It provides discussions on the economic, social, physical and environmental aspects including identification of issues and challenges that the policy needs to address in the ever changing commercial environment.

7.1 Economic Context

National Capital District Physical Planning Board (NCD PPB) acknowledges that the display of advertising signs is an important and significant part of the modern commercial environment. It is essential to businesses that advertisements be displayed within the city as it communicates business and promotional information for economic vitality of the businesses. With the rapid development and growth occurring within the city over the recent years, there is a corresponding effect on the economy with the boom in the businesses. New businesses and products are introduced into the market which generates more advertisements in order to be competitive to survive. Such Advertisements encompasses a wide spectrum and promotes the business name, location, services and products which ranges from beverages and fast food chains to prescription drugs and automobiles. Business pay significant amount of money to promote their goods and services. In Port Moresby, the National Capital District Commission as the custodian of all reserves charges and collects all advertisement fees for advertisements on billboards, light poles, roundabouts, foot and overhead bridges, tunnels, and recreational parks as shown in the table below.

Table 1. Rates of different signages in NCD

| Categories | Rate/m2 |
|----------------------|---|
| Billboards | K1,000/m2 from ground to top x width |
| Light Poles | K200 per light pole per month |
| Roundabouts | K10,000/year for small roundabouts K20,000/for big roundabouts |
| Footbridges/overhead | K1000/m2 length x width |
| Tunnels | K1000/m2 |

Whilst economic factor is only one series of issues to be considered in advertising, foremost consideration for NCDPPB are aesthetics and road safety, The issue is a subjective one, as there will also be differing perceptions as to what is acceptable or desirable and what is not. With rapid growth and development over the years, the NCDC and the NCDPPB have faced increasing pressure from business houses to approve more billboards, often exceeding permitted sizes, throughout the city. The NCDC, as custodian of road and other reserves, has also entered into contractual arrangements with various parties to erect billboards on some reserves in the city. There has to be some sort of harmonious balance that encourages advertisement whilst protecting the aesthetics and character of the built environment

This policy does, however, seek to provide a consistent and harmonious balance, with the emphasis on well designed and effective advertising that enhances, rather than detracts, from its environment.

7.2 Social Context

Whilst some advertisements are socially beneficial to the community, others are not. Advertisements advertising and promoting community messages helps educate people. There are some social issues which advertising deals with like child labour, child killing, smoking, family planning education, etc. thus, advertising plays a very important role in society. Whilst it is important to appreciate the social benefits advertisements had on the community there are also negative effects which has brought about a growing concern.

One of the issue raised by the NCD Physical Planning Board in meeting 01/2016 is the direct advertisement of alcohol and tobacco by the respective manufacturers. Some outdoor advertisements have direct messages that are insensitive to minors and may result in negative social impacts. Such include direct advertisements of products that promotes the usage and consumption of alcohol and tobacco without taking into consideration community message that indirectly promotes the products. Examples of such is shown below:



Fig.1.Heineken billboard



Fig.2. SP billboard

The location upon which such advertisements are constructed is also a concern because of the potential repetitive exposure which encourages and increases the likelihood of a minor to consume such products. Public places such as schools, parks, recreational areas that are frequented by minors such as school age population. It is also likely that such outdoor advertisements in or in close proximity to public places such as schools, parks or recreational areas increase alcohol use behaviours and intentions. Therefore it is suggested that outdoor advertisements promoting such products should be restricted to licensed premises only. That includes retail outlets, hotels,

Whilst outdoor advertisements of alcohol is obvious, there seems to be an absence of outdoor tobacco advertisements in NCD. This is assumed to have resulted from a ban on tobacco advertisements and promotion due to related social and health impacts under the Tobacco Control Policy. (tobaccoatlas.org/country-data-papua-new-guinea/)

7.3 Physical and Environmental Aspects

7.3.1 Physical Environment

The paradox of advertising signage is that it contributes to the visual interest and colour of the city but the city image is essentially about the built form and character. Urban design and character is important to the image, identity and function of a city or a particular neighbourhood or locality. Signage is part of the makeup of the City, however it needs to contribute positively to the visual amenity of the built environment and not overwhelm or dominate the cityscape. It is accepted that part of a functioning city is advertising signage, however such elements should not overwhelm or dominate the cityscape to the detriment of the appreciation of the built form. Considerations should be given to the number and type of signs in an area so that signs are responsive to the intensity of commercial activity, the complexity of the built form of the area and established approved signage patterns.

7.3.2 Natural Environment

NCD's public space realm has in the recent past witnessed a competitive increase of superfluous outdoor advertisements and signage that have a high possibility to affect the natural form of the environment in terms of inappropriate sizes, settings and excess clutter or changing the natural form to cater for the erection of signage. Streetscapes and public spaces are fast becoming places full of visual barriers carrying messages rather than being places of uninterrupted changes and natural beauty. Natural Public spaces such as road reserves, parks, sporting fields and hilltops are now dominated with billboards displaying various messages. Billboards on such locations may defeat the original intent or use of the area and may create disharmony to the natural environment if the locations of the advertisements are not properly controlled. The pictures below shows examples of advertisements placed on the hilltop of Hunter Street and Champion Parade Roundabout at Konedobu. There is huge number of signboards placed on hilltops/slopes along Poreporena Freeway, Gabutu Hill, Wards Road, Skyview at 8 Mile and other prominent and scenic hilltops within the city "a city with trees and landscaping which bloom without being blocked by billboards was a more appealing place in which to do business than a city in which forests of billboards dotted the so called landscape."



Fig.3. Example of signs on hilltops



Fig.4. Signage in the roundabout

Such cases of visual pollution, caused by billboards crowded in certain locations especially at road junctions and roundabouts, need to be addressed to conserve environment and ensure public safety. Further, this often than leads to cases of traffic hazards culminating to accidents as they block views around such junctions.

8.0 REVIEW OF TRENDS, ISSUES AND OPPORTUNITIES

Since its approval in 2002, this Policy has provided the guidance for the National Capital District Commission (NCDC) and the NCDPPB to consider and make decisions on applications for planning permission for all forms of advertising signage in the NCD.

The current policy is perceived to be extensive and quite strong as it provides both general policy guidance and specific controls for different categories of signage under each of the land use zones commercial, industrial, public institutional and public utility open spaces. However, general observations and discussions with the Development Control Unit revealed that there are still some issues concerning the assessment of signage applications and the implementation of the policy

8.1 TYPES OF ADVERTISEMENTS IN NCD

Table 2: Types of Advertisements in NCD

| Types of advertisements | Trends and Issues |
|-------------------------|---|
| Billboards | The billboards have in the city have witnessed and increased in the recent years especially along major arterial roads and road intersections and within commercial and industrial centres. Some have exceeded the permitted sizes due to demand from advertising industry to have better visibility results. Their locations have also compromised on road and public safety and amenities. Some have also altered the natural landscape of the environment. |
| High sign | Similar to billboards, sky signs have too undergone major transformations particularly with increase in size. Almost all sky signs dotting the city skyline bear no urban design elements: angle and impact of visibility stands out as the only principle of their disposition. Similar to the high demand sky line visibility, many commercial advertisers have made forays into building tops in total disregard to the aesthetic quality and overall architectural appeal of the host building. |
| Pole signs | Pole signs are current trend of advertising at the roundabouts and median strips where advertisements are attached to existing poles by advertising industry through a contractual agreement with NCDC and is subject to renewal annually. Their greatest negative impact has been the compromise on road and public safety and visual distortion of public amenities. |
| Digital signs | LED screens are electronically operated devices that are new in the market. They are largely staking a claim on the billboard and sky sign sector with a few stand-alone on ground level public spaces targeting the pedestrian audience. A few sets have been installed across the city thus creating mixed reactions as to their impact and illumination effects on both pedestrians and motorists alike. The fact that they display live-motion images with the option of audio capacity makes them totally different from still image billboards in terms of public nuisance hence critical evaluation is needed before approval. |
| Projecting sign | These signs are common in major commercial hub where there is a line of businesses operating along the same street. Downtown area is an example where most of these signs are found. Wall branding has hitherto been given least urban design input resulting in discordant colours standing in sharp |

| | |
|----------------------------------|--|
| | contrasts to each other within a streetscape. Buildings have literally been draped with colours and adverts that are visually out of context. |
| Wall sign | Wall signs in recent years have been on the rise as well especially with new commercial and major shopping malls. A classic example is the wall sign at Vision City Mega mall. |
| Bus shelter | <p>Bus shelters have recently been targeted by businesses houses to advertise their products. Most advertisements on bus shelters seems to be extensive and overdone in the sense that advertisements occupy every possible space to the point of relegating the facility as an advertisement bazaar. Classical examples. Since bus shelters are public facilities advertisements should not be allowed to take up all the spaces.</p> <p>There is need to review this trend and allow an urban design input that will first and foremost delineate and isolate advertisement spaces leaving the rest to County institutional colours. The termini as a public facility under the management of the County needs a corporate identity that evidently missing</p> |
| Foot and overhead bridges | Business enter into contractual agreement with NCDC to put up their advertisements on foot and overhead bridges. This is also a current trend within the city. |

The policy does not specify the type and number of signs in an area or building resulting in visual clutter. In some cases the intensity of the advertisements dominates the existing use/activity resulting in an unpleasant built form.

Further the policy does not made standard provisions for digital signages.

8.2 Other notable Issues

There are other notable issues observed throughout the city that are not directly related to the advertisement policy, but are concerned with the general erection and management of the signage

- The quantity of business and promotional signs on some of the properties seems to exceed the reasonable levels. There are also multiple signs attached onto fences presenting an unpleasant aesthetic image of the built form which sometimes dominants the environment and reduces its vitality. Existing use rights of many signs both promotion/major promotion and business identification have also given rise to increased number of promotional signs on a single allotment resulting in cluttering issue.
- Most signs are not uniform in size, shape and presentation resulting in unpleasant built from
- The physical condition of some of the billboards are tattered and run down, contributing to a blighted image of the city and its visual entry corridors.

- Along Champion Parade in the Downtown Area Retractable awning signs are dominant especially with businesses taking advantage of multiple signage opportunities. Use of retractable awnings can encourage awnings to be extended unnecessarily which could reduce streetscape amenity, i.e.: blocking views across or along streets. Using the 'fascia' or edge of an awning for a simple business identification may be appropriate where the awning acts like a veranda over the public footpath or a seating area. Pictures below shows some of the signs on awnings.



Fig.5. Example of Projecting Sign



Fig.6. Projecting Sign

8.3 Emerging Trends and Technology

¹Digital signage/billboards are an emerging outdoor advertisements that are being erected at major road intersections, rooftops and mounted onto buildings in NCD. Whilst NCD Physical Planning Board is accepting and approving these signs, there does not appear to be standards specifying how these signs should operate to minimise their potential glaring impacts on both pedestrian and motorist on road safety. Whilst such signs adds vitality and dimension to the urban core, there is a need to deal with the use of such signs and their operational characteristics to minimise glaring and safety impacts.

Currently there are approximately eight digital signage on both public and private land within the city. Four are regarded as wall signs and are located at vision city mega mall, King Kararuk at Boroko, and J-Mart at Erima, Another two are free standing signs and are erected at the Sir John Guise Intersection, the remaining are erected at various other locations of the city.

¹ Digital signages are those that are capable of displaying words, symbols, figures, images, animation, vision and moving pictures that can be electronically or mechanically changed by remote or automatic means. (*Discussion Paper, Digital signage and Road Safety, September 2009*)



Fig.7. Example of Digital billboard at VC Mall

Changeable electronic variable message signs, (CEVMS) or digital message have been shown to create possible threats to public safety. Such signs are erected for the purpose of trying to hold the attention of motorists by changing messages and pictures for short durations using a series of bright, colourful images produced mainly via LED (light emitting diode) technologies. Brightly lit signs that change messages every few seconds compel motorists to notice them, and they lure the attention of motorists away from what is happening on the road and onto the sign. Such signs pose safety threats because if they attract a motorist's attention, the motorist will look at the sign and not at the road. (CEVMS) are also a threat to public safety because of their brightness, making them visible from great distances. Due to their nature of brightness and changing displays, changeable electronic variable message signs are more distracting than signs which do not vary the message. Unless otherwise regulated, such displays can be extremely bright since they are designed to be visible in bright sunlight and at night.

An interview with ADFX, a digital signage industry found that brightness levels of (LED (light emitting diode)) LED are controlled through the use of light sensors, which measure the amount of light available in the surrounding environment, or altered remotely. In the brightest sun, the sign is at its brightest to provide the necessary contrast and enhance legibility. At night, the billboard is much dimmer according to the surrounding light conditions. The interview further revealed that the LED are certified by Certified Electricians prior to its erection to ensure all electrical lighting standards are met.

A literature review of various studies conducted for digital signage was undertaken to assist determine the appropriate control standards for the Digital signage revealed seven common features where controls should be set against. These features are listed below:

- I. Brightness
- II. Message hold time
- III. Message Transition time
- IV. Spacing of signs
- V. Location
- VI. A default designed to freeze a display in one still position if a malfunction occurs.
- VII. A process for modifying displays and lighting levels where directed by the State Department of Transport to ensure the safety of the motoring public.

In addition to the above, the distraction potential of advertising signs is considered to be related to the signs size, content, and its longitudinal, lateral and vertical placement.

These studies also revealed that the customary practice of signing which merely displays time and temperature is to have a shorter on time of 3 – 4 seconds. Other features needs more research regarding the mechanical and electrical components before the alternatives can be recommended.

To address the brightness impacts it is recommended that Digital billboards feature LED (light emitting diode) technology have light sensors installed , which measures the amount of light available in the surrounding environment, or altered remotely. In the brightest sun, the sign is at its brightest to provide the necessary contrast and enhance legibility. At night, the billboard is much dimmer according to the surrounding light conditions.

8.4 Approved Records of NCD PPB

A Review of both NCD PPB and Revenue Unit’s approval records appears to reveal an inconsistency in the approval and recording process. Those approved by NCDC Revenue Unit/Section are not approved and recorded by NCDPPB and vice versa.

It was also found that the actual messages and the type of advertisements were not recorded by both NCDPPB and Revenue Unit of NCDC causing difficulty to determine the frequency of the type of advertisements whether they were community, promotional, business or organizational names. The information recorded were the names of companies intending to advertise and the location of the advertisements.

From 2005 to 2016, NCD PPB through Development Control Unit recorded a total of 66 applications for erection of signage both on private and public land in NCD.

Table 3.Number of Applications received by NCDPPB

| Years | No of applications | Approved | Refused | Decision not recorded |
|-------|--------------------|----------|---------|-----------------------|
| 2005 | 4 | 3 | 1 | |
| 2006 | 5 | 2 | 3 | |
| 2007 | 4 | 4 | | |
| 2008 | 2 | | | 2 |
| 2009 | 5 | 5 | | |
| 2010 | 10 | 9 | 1 | |
| 2011 | 8 | 8 | | |
| 2012 | 8 | 8 | | |
| 2013 | 5 | 5 | | |
| 2014 | 12 | 10 | | 2 |
| 2015 | 1 | | | 1 |
| 2016 | 2 | | | 2 |

8.5 Approved Records by NCD Revenue Division

The NCDC as a custodian of all reserves has entered into contractual agreement with various business houses to approve about 328 signage of varying sizes on public reserves especially at roundabouts along road reserves, on median strips and street infrastructure. Approval has also been granted for signage on street furniture such as foot and road bridges and power poles installed along and on median strips. The contractual period is usually a year and is renewed after the expiration period depending on the whether the advertising company wishes to continue advertising or not. Below is record showing current contractual agreements between NCDC and Advertising Company from the periods 2013 to 2017.

Table 4: Approved Records of Advertisements

| Contractual Years | Commencement date | Expiry dates | Expired and not renewed | Location | | | Total |
|-------------------|-------------------|--------------|-------------------------|-------------|---------------------|-------------------------|-------|
| | | | | Roundabouts | Other road reserves | Street Infrastructure | |
| 2013 - 2017 | 2013 | 2017 | 69 l/poles | 2 | 4 | 251L/Poles 2 f/bride | |
| | | | | | | | |
| | | | | | | | |
| | | | 69 | 2 | 4 | 253 | 328 |

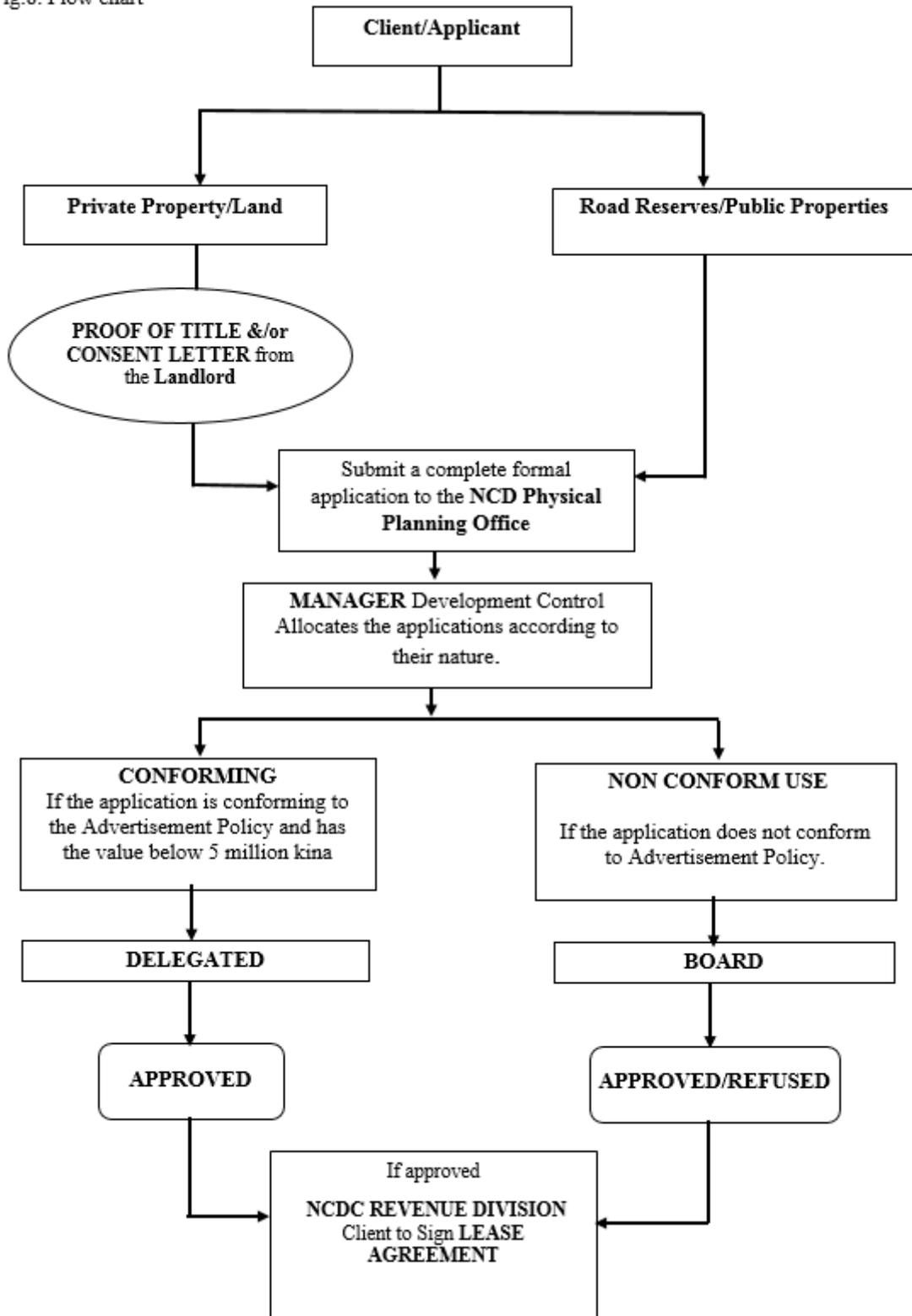
According to the above table the advertisements installed on the light poles has the highest frequency with total of 328 advertisements. Out from that 328, 69 has expired whilst a very small number are installed at roundabouts and along other road reserves.

9.0 MANAGEMENT OF THE SIGNAGES IN NCD

Management of all signage within NCD is the sole responsibility of the owner. It is their responsibility to ensure that the display panels are kept in good and proper condition at all times. They are also responsible to pull down the panels and poles with extreme care that will not cause any harm to the general public after the contractual period lapses.

10.0 PROCESS TO OBTAIN PLANNING PERMISSION FOR SIGNBOARD ADVERTISEMENT

Fig.8. Flow chart



11.0 ADOPTION OF EXISTING POLICY STANDARDS

The current policy is perceived to be extensive and quite strong as it provides both general policy guidance and specific controls for different categories of signage under each of the land use zones commercial, industrial, public institutional and public utility open spaces. Hence most of the policy standards are adopted into the current policy.

The new inclusion are the standards for the Digital Signage and a few others on the limits placed on the quantity of signboards. Another important inclusion in the policy is the restriction of placement of advertisements promoting alcohol consumption.

Also the previous planning permission of 3 years is now revised to 1 year to ensure consistency with the Signage Instrument

12.0 ADVERTISEMENTS EXEMPT FROM PLANNING PERMISSION IN NCD

12.1 The following categories of sign will not require planning permission from the NCD Physical Planning Board and there is nothing in this policy to prevent the erection or display of such signs:

- A traffic control or driver advisory guide, service or similar device;
- An advertisement on enclosed land (including a sporting field) or within a building and not readily visible from the land outside the enclosure or building.
- An advertisement displayed on or inside a vehicle, other than a vehicle which is adapted and exhibited primarily as an advertising sign;
- An advertising sign affixed to the inside of a window of a premises, unless the sign causes offence to members of the public;
- Signs on land where engineering or building work is being lawfully undertaken, provided that the signs are non-illuminated and that they are removed within one month of the completion of the development.
- "For Sale", "Auction", "To Let", or "For Lease" signs displayed within the confines of a building or allotment as long as the sign is less than 2.0m².
- Signage, in the form of a plaque attached flush to a building, where each side of the sign is no greater than 500mm, which advertises the business name of the premises or the occupant(s) of the premises. Only one sign per occupant will be exempted from planning permission.

12.2 PERMITTED / CONSENT / UNLISTED/PROHIBITED SIGNAGE

12.2.1 Permitted Signage

Signage which complies with all the requirements of this code, including general policies and the policy and standards for each zone will be considered "permitted signage" which can be approved by the Director, Regulatory Services, under delegated powers, on behalf of the Board. Permitted signage cannot be erected as of right, an application for planning permission is required.

12.2.2 Consent Signage

If approval for a sign which does not comply with this policy is requested, then the sign will automatically become a consent form of signage, requiring the consideration of the Physical Planning Board. The application will be considered on its merits. The specification of this policy will be taken into account when the Physical Planning Board assesses the application.

12.2.3 Unlisted Signage

Signage which does not fit within one of the defined categories of signs (as defined in Section 6) will be assessed by the Physical Planning Board on its merits (as a consent form of signage) and on its compliance with:-

- The objectives and general policies; and
- The policy statement and standards detailed for each zone.

12.2.4 Prohibited Signage

Applications for prohibited forms of signage will be automatically refused by the NCD Physical Planning Board.

13.0 GENERAL POLICIES THROUGHOUT THE NATIONAL CAPITAL DISTRICT

1. Planning permission will not be granted on a permanent basis to the display of advertisements; consent will be limited to a maximum period of validity of one year.
2. Road reserves are important areas to be preserved for public utilities. Signs within the road reserve are, therefore, generally undesirable and should be discouraged unless they are for the purposes of directing traffic, for street or road names, in connection with the operation of public utilities on the reserve or have a serious community message.
3. Signs must not constitute a traffic hazard either by being a distraction to road-users or by obstructing visibility.
4. Combined Business/Promotion signs may only be appropriate in certain instances. The promotion proportion must not exceed 50% of the total area of the advertising sign.
5. Digital signs must have installed ambient light monitors which adjust the brightness of the sign based on (ambient) light conditions to control excessive glare or reflection. Further, the sign must have a system that automatically shuts the sign off when the display "deteriorates, in any fashion, until the sign has been repaired to its fully functional factory specifications." At the time of permit application, the sign owner is required to specify the lamp wattage and luminance level in Nits, and state that the sign will be operated in accordance with PNG Power Limited Codes at all times.
6. Advertisements with flashing lights shall be prohibited, where the premises upon which they are displayed front an arterial road, as they are a potential distraction to motorists.
7. Advertisements with "chasing" lights, where the light follows a repetitious pattern, are only appropriate in commercial and industrial zones but will not be allowed where the

signage is likely to cause distraction to motorists or nuisance to residents.

8. An advertisement shall not normally project above the highest point of the premises upon which it is displayed, except in a General Industrial Zone where the premises do not front a highway or distributor road.
9. Banners are generally an untidy form of advertising and for this reason should not be encouraged. Banners displayed on a permanent basis are particularly undesirable and will not generally be approved.
10. Flag advertisements can be unattractive, especially as they get older, and can create an appearance of clutter. Flags are more appropriate where they are erected on larger, more open sites rather than on buildings on the property line where the flag is erected on the roof or under the awning and protruding over public land.
11. Advertising on or attached to, fences is generally considered to be an inappropriate form of advertising (except for small signs on residential properties and temporary election advertising). Other forms of signage should be pursued and signage erected on fences only in exceptional circumstances. Promotion signage on fences is considered particularly undesirable.
12. Where a number of tenants are involved in;
 - a. A single premise, advertising should be co-ordinated and consolidated into one or two structures and must be complimentary to one another. They should also be complementary to the building. Directory type signs are encouraged in this situation.
13. Pole signs should be designed so that structural supports are either concealed from public view or are of minimum visual impact. Landscaping is encouraged around such signs. Guy wires are considered undesirable forms of support.
14. No alcohol signage should be located 5000meters within all levels of established schools, sporting grounds and other recreational parks.
15. Contractual agreements should only be entered into by NCDC after all the planning requirements for advertising signs are met through the planning approval process
16. Signs erected for the purposes of an election campaign should not be erected more than 6 weeks prior to an election and shall be removed within week postelection. Signs are not to be placed so as to obscure the view of oncoming traffic and shall be no more than 2m² in area.

14.0 POLICY & CONTROL STANDARDS FOR RESIDENTIAL ZONES

Policy

- 14.1 Signs within Residential Zones should be sympathetic to the residential character of the zone. Signs must be discreet and small scale.
- 14.2 All forms of advertising signage displayed as promotion signs are prohibited in Residential Zones.
- 14.3 Signs on residential properties are inappropriate, however, a sign not more than 0.3m² identifying the name and occupation of the resident of the dwelling will be permitted where:-
- The sign is not displayed above the ground floor of the dwelling;
 - Is attached to the inside of a fence and does not exceed 1.8 metres in height;
 - or
 - The sign is freestanding and does not exceed 1.8 metres in height.
- 14.3 Nonconforming commercial premises within these zones must generally be limited to one sign in order to maintain the visual amenity of the residential zone. Signage should be discreet and small scale
- 14.4 Signage should be limited to the front of the building, facing the street, rather than the sides of buildings facing residential properties.
- 14.5 If displayed as a **Business sign**:-
- | | | |
|---------------------|---|------------|
| Pole sign | - | consent |
| Wall or fascia sign | - | consent |
| Projecting sign | - | consent |
| High sign | - | prohibited |
| Illuminated sign | - | consent |
- 14.6 Illuminated signs are only appropriate in residential areas when located at least 30.0 metres from a residential dwelling. Illuminated signs shall not exceed 1.5m² in area, per premises.

Control Standards

- 14.7 **Business sign** if displayed on approved non-conforming commercial premises as:-

i) Pole sign

One sign per site is appropriate where it does not exceed 1.5m² in area, does not exceed a height of 4.5 metres and does not extend past the property boundary into the road reserve.

ii) Wall or Fascia sign

Appropriate where it does not exceed 3.0m² in area.

iii) Projecting sign

Appropriate where it does not exceed 1.0m² in area. Signs must not project into the road reserve. Only one sign per building may be permitted.

15.0 POLICY & CONTROL STANDARDS FOR COMMERCIAL ZONES

Policy

- 15.1 These zones are the busiest and most active business areas in the city. People accept and expect to see advertisement in a variety of forms.
- 15.2 Signs in these zones should be harmonious to the streetscape and not detrimental to visual amenity. They should not be offensive to community standards.
- 15.3 All development proposals in commercial zones must contain details of intended advertisements and any illumination of them.
- 15.4 Where there is an opportunity for shared usage of signage, particularly in the case of pole signs, then this should occur.
- 15.5 If displayed as a **Business sign**:
- Pole sign - permitted
 - Wall or fascia sign - permitted
 - Projecting sign - permitted
 - High sign - permitted
 - Illuminated sign - permitted
- 15.6 An illuminated sign is only permitted when:-
- It is located no closer than 30.0 metres to a residential zone; and
 - Where there are no other illuminated signs located on the building or within the allotment
 - The sign is to be a maximum of 10m² in area
 - The sign must not project beyond the front alignment of a property and expose an unsightly back view to a road or other public place.
 - The sign must not be located on a street frontage along which is located another electronic graphic display screen, unless such a screen is located at least 200m away

Control Standards

- 15.7 A **Business sign** if displayed as:-

Pole Sign

One sign per site is appropriate.

- a) On a single tenant allotment:-

Appropriate where the sign does not exceed 4.0m² in area and does not exceed 5.0 metres in height.

- b) On a multi-tenant allotment (catering for two or more tenants):-

Appropriate where the sign does not exceed 10.0m² in area and does not exceed 7.0 metres in height unless the site faces a major road when the sign must not exceed 5.0m² in area.

Wall or Fascia sign

Appropriate where they do not exceed 25% of one façade to a maximum of 20.0m² in area.

Projecting sign

Appropriate where it does not exceed 2.0sqm in area. Signs projecting over any footpath shall have a minimum clearance of 2.4m above the footpath.

High sign

Appropriate where it advertises the business name of the occupants of the building, or the name of the building, especially of a multi-storey building and does not exceed 5.0m² in area and is not exhibited as a freestanding sign. No more than one sign is permitted per building.

11.8 If displayed as a **promotion sign**:-

| | | |
|---------------------|---|---------|
| Pole sign | - | consent |
| Wall or fascia sign | - | consent |
| Projecting sign - | - | consent |
| High sign | - | consent |
| Illuminated sign | - | consent |

All forms of promotion signage will be considered on their merits Promotion signage which does not advertise goods or services which are available from the site or events or activities which are carried on, on the site, will not generally be permitted.

15.7 **Promotion sign** if displayed as:

Pole Sign

A promotion sign displayed as a pole sign is generally considered undesirable. If, however, a promotion sign was incorporated within a business sign, erected as a pole sign, then more favourable consideration would be given to the application. No more than half the sign should be devoted to promotion signage.

Wall or Fascia sign

May be appropriate where it does not exceed 6.0m² in area, per building.

Projecting sign

May be appropriate where it does not exceed 2.0m² in area. Signs projecting over any footpath shall have a minimum clearance of 2.4 metres above the footpath. One sign per building may be permitted.

High sign

High signs displayed as promotion signs are generally considered to be an inappropriate and unattractive form of advertising, especially when exhibited on or above the roof of a building or structure. Freestanding signs displayed as promotion signs will generally not be permitted.

16.0 POLICY & CONTROL STANDARDS FOR LIGHT INDUSTRIAL ZONES**Policy**

- 16.1 The definition of “light industry” in the Physical Planning Regulation 1990 is industry which is compatible with any residential area and which does not impose undue load on utility services. Signs in Light Industrial Zones should, therefore, be discreet and small scale.
- 16.2 Advertising must be generally limited to one sign, preferably facing the road.
- 16.3 Promotion signs are prohibited in Light Industrial Zones.
- 16.4 If displayed as a Business sign:-
- | | |
|-----------------------|--------------|
| - Pole sign | - consent |
| - Wall or fascia sign | - consent |
| - Projecting sign | - consent |
| - High sign | - prohibited |
| - Illuminated sign | - consent |
- 16.5 Illuminated signs are only appropriate when located at least 30.0 metres from a residential dwelling. Illuminated signs shall not exceed 1.5m² in area per premises

Control Standards

12.6 **Business Sign** if displayed as:-

i) **Pole Sign**

Appropriate where it does not exceed 1.5m⁵ in area, does not exceed a height of 4.5 metres and does not extend past the property boundary into the road reserve.

ii) **Wall or Fascia Sign**

Appropriate where it does not exceed 3.0 m² in area.

iii) **Projecting Sign**

Appropriate where it does not exceed 1.0 m² in area. Signs must not project into the road reserve.

17.0 POLICY & CONTROL STANDARDS FOR GENERAL INDUSTRIAL ZONES**Policy**

- 17.1 These areas are busy trading, employment and transportation centres. General Industrial Zones with their larger scale built form, larger wall spans and lower aesthetic standards are more suitable for larger signs.
- 17.2 Dominant activities should have the dominant sign with identification of the business being the prime objective. In the case of a multi-tenant complex, signage should be displayed to avoid clutter. A single structure which identifies the location of the complex and the various tenants, e.g., a directory sign, is considered desirable.
- 17.3 Where properties front highways and distributor roads, the view from the road should be to avoid message clutter and be designed to reduce visual confusion.
- 17.4 If displayed as a **Business sign**:-
- Pole sign -permitted
 - Wall or fascia sign -permitted
 - Projecting sign - permitted
 - High sign -consent
 - Illuminated sign - permitted
- 17.5 An illuminated sign is only permitted when:-
- It does not exceed 12 m² in area;
 - It is located no closer than 30.0 metres from a residential zone
 - When there is no other illuminated sign on the building or within the allotment.
 - The sign must not project beyond the front alignment of a property and expose an unsightly back view to a road or other public place.
 - The sign must not be located on a street frontage along which is located another electronic graphic display screen, unless such a screen is located at least 200m away

Control Standards

- 17.6 A **Business sign** if displayed as:-

Pole Sign

One sign per site is appropriate.

- a) On a single tenant allotment:-

Appropriate where the sign does not exceed 4.0m² in area and does not exceed 5.0 metres in height.

- b) On a multi-tenant allotment (catering for two or more tenants):-Appropriate where the sign does not exceed 10.0m² in area and 7.0 metres in

height. A pole sign erected at a height of 7.0 metres, 5.0m² in area, may, however, be acceptable on commercial/industrial properties fronting major roads.

Wall or Fascia Sign

Appropriate where they do not exceed 50% of any one façade.

Projecting Sign

Appropriate where it does not exceed 3.0m² in area. Signs should not project into the road reserve. Only one sign per building is considered appropriate.

High Sign

High signs will be considered on their merits but shall not be exhibited as freestanding signs. No more than one sign is appropriate per building.

17.7 Control Standards

If displayed as a **promotion sign**:-

- Pole sign - consent
- Wall or fascia sign - consent
- Projecting sign - consent
- High sign - consent
- Illuminated sign - consent

All forms of promotional signage will be considered on its merits.

17.8 A Promotion sign if displayed as:-

Pole Sign

A promotion sign displayed as a pole sign is generally considered undesirable. If, however, a promotion sign was incorporated within a business sign erected as a pole sign then more favourable consideration would be given to the application. No more than half the sign should be devoted to promotion signage.

Wall or Fascia Sign

May be appropriate where it does not exceed 10m² in area, per building.

Projecting Sign

May be appropriate where it does not exceed 3.0m² in area. Signs should not project into the road reserve. Only one sign per building may be permitted.

High Sign

High Signs will be considered on their merits but shall not be exhibited as freestanding signs. No more than one sign is appropriate per building.

18.0 POLICY & CONTROL STANDARDS FOR PUBLIC INSTITUTIONAL, OPEN SPACE AND PRIVATE OPEN SPACE ZONES

Policy

18.1 The very nature of these zones is such that development within them provides community services and passive and organized recreation areas whether they are in public or private ownership. Advertising should be discreet and limited to that necessary to identify the use of the land and be sited so as to minimize the impact on the locality. Promotion signage is generally considered undesirable within these zones.

18.2 Promotion signs may only be acceptable when constructed in association with a licensed sporting club or association. Promotion signage erected on fencing enclosing sporting fields/sporting facilities/open space/passive recreation areas/golf courses/parklands, etc and facing public land, including the road reserve is totally inappropriate and will not be consented to.

18.3 If displayed as a **business sign**:-

| | | | |
|---|---------------------|---|---------|
| * | Pole sign | - | consent |
| * | Wall or fascia sign | - | consent |
| * | Projecting sign | - | consent |
| * | High sign | - | consent |
| * | Illuminated sign | - | consent |

18.4 Illuminated signage should be discouraged within these zones; however, one illuminated sign per premises may be acceptable where the sign does not exceed 1.5m² in area. Illuminated signs should be located at least 30.0 metres from a residential zone.

18.5 The sign is to be a maximum of 6m² in area and be a maximum of from the ground to the highest part of the screen.

18.6 c. The sign must not to be located on a street frontage along which is located another electronic graphic display screen, unless such a screen is located at least 200m away

Control Standards

18.7 A **Business sign** if displayed as:-

Pole Sign

One sign per site is appropriate where it does not exceed 2.0m² in area and does not exceed a height of 5.0 metres and does not extend past the property boundary into the road reserve.

A "Combined Business/Promotion" sign erected as a Pole sign will be considered on its merits, particularly within a Private Open Space Zone. It is understood that sporting clubs often have a close relationship with their sponsors and rely on their support.

Wall or Fascia Sign

Appropriate where it does not exceed 5.0m² in area per building.

Projecting Sign

Appropriate where it does not exceed 1.0m² and does not project over the allotment boundary into the road reserve. Only one sign per building will be permitted.

High Sign

Advertising in the form of sign writing, on the roof of sporting clubs will be permitted on its merits. Other forms of "High Signs" will not be permitted.

18.8 If displayed as a **promotion sign**:-

- | | | |
|-----------------------|---|------------|
| • Pole sign | - | prohibited |
| • Wall or Fascia sign | - | consent |
| • Projecting sign | - | consent |
| • High sign | - | prohibited |
| • Illuminated sign | - | prohibited |

All forms of promotion signage will be considered on its merits (except Pole signs and Illuminated signs which are prohibited). Promotion signage which does not advertise goods or services which are available from the site or events or activities which are carried on, on the site, will not generally be permitted. The exception to this policy is signage with a serious community message.

Control Standards

18.9 **Promotion sign** if displayed as:-

Wall or Fascia Sign

May be appropriate where it does not exceed 5.0m² in area per building.

Projecting Sign

May be appropriate where it does not exceed 1.5m² in area. Signs should not project into the road reserve. Only one sign per building may be permitted.

19.0 POLICY & CONTROL STANDARDS FOR PUBLIC UTILITIES ZONES**Policy**

- 19.1 These zones are reserved for the accommodation of important public utilities and not for other non-conforming uses.
- 19.2 The limited advertising which is appropriate in these zones should be discreet and confined to that necessary to directing traffic, for street or road names, identify the use of the land or in connection with the operation of public utilities on the land concerned. Signs with a serious community message will be considered on their merits
- 19.3 Promotion signage is considered, to be a non-conforming commercial use in these zones is considered undesirable and is prohibited.
- 19.4 If displayed as a business sign:-
- Pole sign - consent
 - Wall or Fascia sign - consent
 - Projecting sign - consent
 - High sign - consent
 - Illuminated sign - prohibited

Control Standards

- 19.5 A **Business Sign** if displayed as:-

Pole Sign

One sign per site is appropriate where it does not exceed 4.0m² in area and a height of 5.0 metres

Wall or Fascia Sign

Appropriate where it does not exceed 5.0m² in area per building.

Projecting Sign

Appropriate where it does not exceed 1.5m² and does not project over the allotment boundary into the road reserve. Only one sign per building will be permitted.

High Sign

A High Sign will be considered on its merits.

20.0 IMPLEMENTATION AND ENFORCEMENT PLAN OF SIGNAGE ADVERTISEMENTS IN NCD

Table 5. Implementation and Enforcement Plan

| Management Roles & Responsibilities | Stakeholders | Timeframe |
|---|---|------------------|
| Create an Inventory and map out all advertisements in NCD | NCDC – Planning Office | 3 months |
| Determine all legal and illegal advertisements in NCD | NCDC- Planning Office | 1 month |
| Prepare public Notices to inform all businesses, individuals, groups that once this policy receives approval, all the current policy will expire requiring them to obtain new planning permission | NCDC- Planning Office | 2 months |
| Serve non-compliance notices to all non-compliers | NCDC Planning Office | 4 months |
| Fine non-compliers | NCDC Planning office | 4 months |
| All structures to be demolished once the contract period lapses and that the location should be cleared and free from demolished waste. | Advertising Companies/Individuals, groups | 6 months |

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