

Section

1

Background Information

1.1

Introduction

1.1.1 Nature and extent of outdoor advertising

“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 a visible manner.

Outdoor advertising is traditionally associated with large billboards and posters advertising products and services. However, in its broadest interpretation, outdoor advertising includes 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 that advertise commercial 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 to be 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 fibreoptics. Banners, flags and bunting are also regarded as advertising. Signs may be on buildings, fascias, windows, walls or roofs or on structures such as towers, pylons or bridges. Free-standing signs may be on frames or poles.

For the purposes of this manual a very broad interpretation of outdoor advertising will apply. Outdoor advertising can therefore be seen as referring for example to any sign, model, placard, board, notice, billboard, 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.

I.E. 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, such as sports stadia, with the exception of premises accessible to the general public on a more continuous basis, e.g. large suburban shopping centres and sports and recreation facilities such as parks, nature trails and golf courses.

In terms of the broad interpretation made of outdoor advertising for the purpose of this manual road traffic signs are considered to be a form of outdoor advertising. Since control of the use of road traffic signs is provided by legislation and the South African Road Traffic Signs Manual control of their use is not generally covered by this manual. References are included, however, regarding *street name* and *suburb name signs* since these may be combined, in a controlled manner, with commercial outdoor advertising, and to *tourism direction signs* because by their application they may be used in place of commercial outdoor advertising.

This manual concerns itself primarily with outdoor advertisements visible from all public roads and streets.

The following signs are exempt from the provisions of the South African Manual for Outdoor Advertising Control:

- | Any sign displayed inside a sports stadium which is not visible from outside the stadium;
- | any sign displayed in an arcade which is not aimed at road users;
- | any sign which is displayed inside a building at a distance of more than two metres from any window or other external opening through which it may be seen from outside the building and which is not aimed primarily at attracting the attention of the road user;
- | any price ticket smaller than 0,01 m² on an item displayed in a shop-window;
- | any national flag hoisted on a suitable flag pole as long as nothing is added to the design of the flag and no advertising material is added to the flag pole; and
- | any banner or flag carried through the streets as part of a procession.

1.1.2 The role and function of the South African Manual for Outdoor Advertising Control (SAMOAC)

SAMOAC constitutes a framework and a guideline document for the standardisation of assessment criteria and the application of control measures in South Africa. The framework will enable decision-making authorities and advertisers alike to approach control and regulation with an equal understanding of the issues at hand.

SAMOAC seeks to classify, evaluate and control outdoor advertising. Control mechanisms will include areas of control, classes of consent and principles and conditions. Appropriate regulations will be needed to provide SAMOAC with statutory force. Municipalities wishing to control outdoor advertising in their area of jurisdiction need to use this manual as a basis to draft by-laws and determine conditions.

1.1.3 Objectives of SAMOAC

SAMOAC is aimed at establishing control systems and mechanisms to:

- | contribute to the conservation of tourism resources in natural, rural and urban environments;

- | contribute to the creation of more acceptable human living environments;
- | promote traffic safety;
- | promote sustained economic growth and sustainable development; and
- | foster a balanced approach between economic development, on the one hand, and traffic safety and the conservation of visual resources, on the other hand (Such an approach should recognise the individual's right to economic freedom and freedom of expression and his or her right to live in an acceptable and safe environment).

1.1.4 Advantages of SAMOAC

SAMOAC will realise the following benefits for the controlling authorities, advertising contractors and marketers:

- | SAMOAC will facilitate the processing and approval/disapproval of outdoor advertising applications by the relevant controlling authority.
- | SAMOAC can be used by prospective advertisers to plan their advertising strategy.
- | SAMOAC will facilitate pre-planning on the part of controlling authorities.
- | SAMOAC provides a reference document for dealing with outdoor advertising issues.
- | SAMOAC provides advice and assistance for marketers and advertisers in preparing specific applications.
- | SAMOAC provides guidelines which will enable the controlling authorities to evaluate applications on their merits and make a informed decision based on the guidelines.
- | SAMOAC will encourage standardisation of assessment criteria and uniformity in the application of these criteria.
- | SAMOAC will lead to uniformity in legislation.

1.1.5 Requirements for an advertising control manual

SAMOAC is aimed at meeting the following requirements:

- | Providing an efficient and effective framework for reference and control.
- | Being comprehensive enough to include all advertisements, landscapes and situations.
- | Being user friendly.
- | Being simple enough in concept and design in order to simplify control over outdoor advertising, which can be seen as a rather comprehensive and complex subject. A manual should therefore be easy to interpret and implement without any special training or qualifications and without be too demanding on manpower and funds.
- | Being flexible and open-ended in order to accommodate changes in the advertising industry.
- | Being able to take the values and perceptions of communities into consideration.

1.2

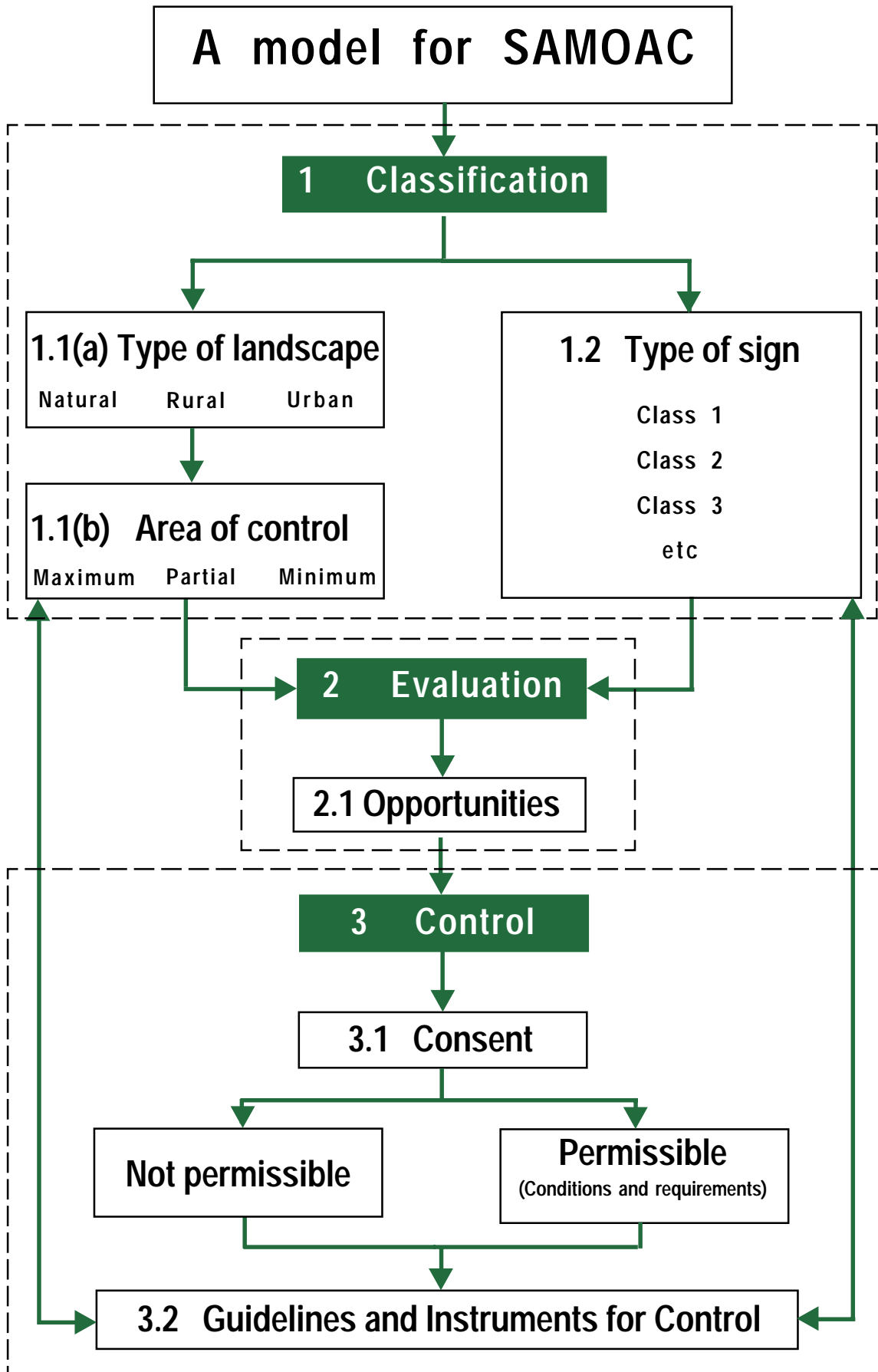
A model for SAMOAC

SAMOAC is based on a theoretical model or process consisting of certain assumptions which are synthesised by means of the following three steps:

- | Classification
- | Evaluation
- | Control

These steps should be read in conjunction with Figure 1.

Figure 1: A model for SAMOAC (The numbers in this figure indicate the different steps to be taken and do not refer to paragraphs in this report).



1.2.1 Classification

Central to the whole process is the concept of classification. The type of landscape, type of sign and area of control are important in this regard. The type of sign will give an indication of the potential impact of such a sign. The basic character of the landscape in which a sign is displayed will affect the degree of control and therefore the area of control to be applied.

1.2.1.1 Type of landscape

For the purpose of this manual basic landscape character is most effectively expressed in terms of the intensity of human activity and influence, namely natural, rural and urban landscapes.

Since such a classification gives a basic indication of landscape sensitivity with regard to the potential impact of advertisements and signs, it can form the basis for control measures.

1.2.1.2 Type of sign

In order to lessen the complexity of outdoor advertisements and signs and in order to determine the potential impact of signs on the environment, they should be classified into classes and subclasses based on visual character, function and necessity.

1.2.1.3 Areas of control

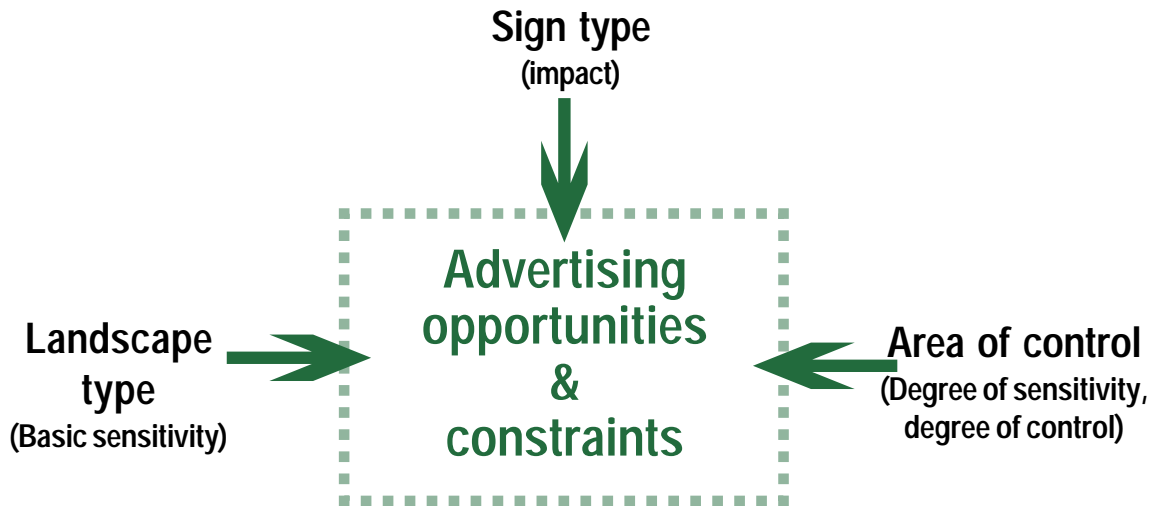
The potential interaction between basic landscape sensitivity and sign impact can most effectively be dealt with by means of areas of control. Three areas of control should apply namely areas of maximum, partial and minimum control. On the one hand, an area of control reflects the degree of control to be applied in a certain landscape or part of such a landscape. On the other hand, being a spatial entity an area of control may also imply a spatial superimposition on a specific landscape type. This concept therefore also has to do with the degree of landscape sensitivity which can be seen as a refinement of the basic sensitivity of a landscape. Traffic safety conditions should also be taken into consideration when it comes to the classification of areas of control.

1.2.2 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 actual advertising opportunities and constraints. The evaluation process also facilitates the implementation of specific control measures.

The potential for outdoor advertising may therefore be determined by linking area of control with landscape type and sign type. Figure 2 depicts the link between these three areas of importance.

Figure 2: Evaluation of advertising opportunities



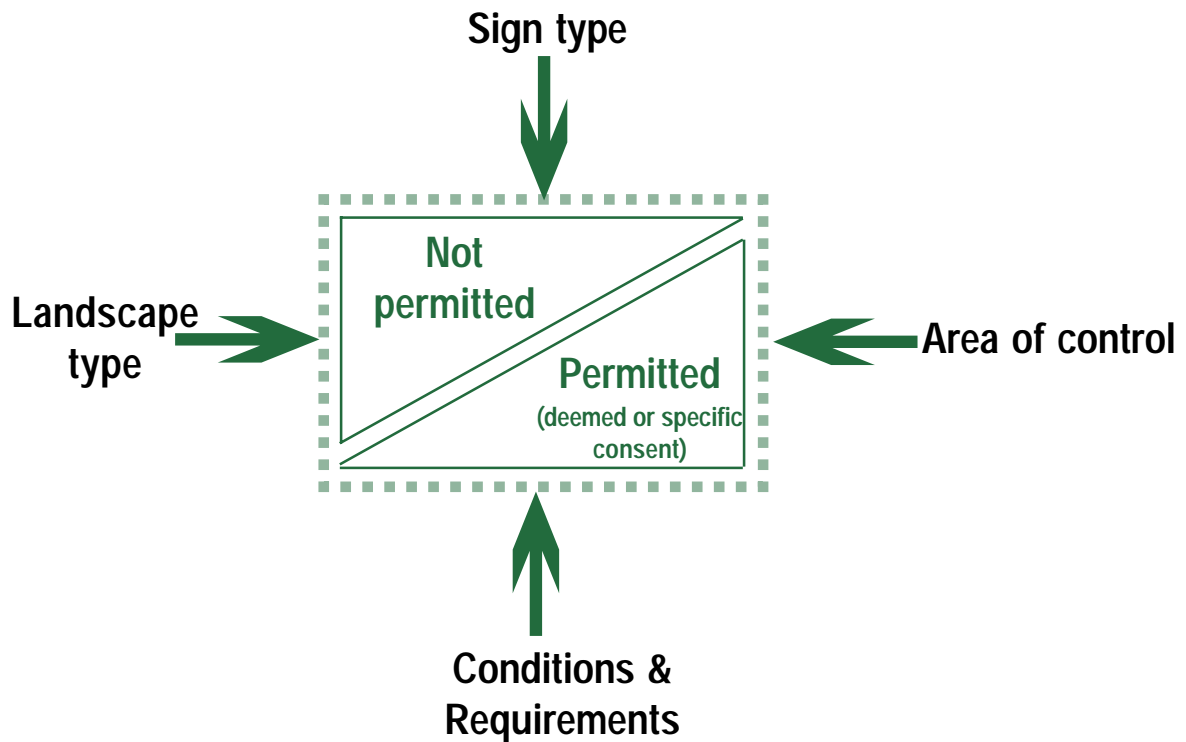
1.2.3 Control

Control measures should be applied by means of type of consent, and by means of general and specific conditions and requirements. Conditions and requirements will have to be established for all permissible signs.

1.2.3.1 Consent

Certain sign types may be deemed to have a limited or negligible impact on the environment 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 environment and will consequently not be permitted within the area of control concerned (see Figure 3). The type of control needed for permissible signs may be imposed in terms of specific or deemed consent.

Figure 3: Consent



1.2.3.2 Conditions and requirements

A sign in the permitted category has to be subject to general and detailed conditions and regulations as to shape, size, height, position, colour, illumination and animation. Aspects such as safety, design and construction and maintenance provisions also have to be regulated.

1.2.3.3 Guidelines and instruments

This theoretical model provides a framework for the development of the necessary guidelines and instruments for control. Such instruments will give controlling authorities a clear indication of what is allowed and where it is allowed and how an advertisement may be displayed.