

SECTION

4

CLASSIFICATION OF SPATIAL ENTITIES: LANDSCAPE TYPES AND AREAS OF CONTROL

This section presents a theoretical classification of spatial entities which serves as guideline and practical framework to be implemented by controlling authorities for the classification and actual demarcation of spatial entities in the areas under their control.

4.1 INTRODUCTION

Classification criteria

The guidelines for spatial classification and demarcation presented in this section are based on landscape sensitivity which consists of:

BASIC LANDSCAPE SENSITIVITY as reflected by **LANDSCAPE TYPES** and which provides a broad framework for spatial classification. Based on the intensity of human activity and land use one of three landscape categories can apply, namely:

- Natural
- Rural
- Urban

DEGREE OF LANDSCAPE SENSITIVITY as reflected by **AREAS OF CONTROL** and corresponding degrees of control to be applied by controlling authorities. This can be seen as a refinement of basic landscape sensitivity and, apart from visual sensitivity, may include traffic safety conditions as a criterion for sensitivity rating. In refining basic landscape sensitivity the following three areas of control may be superimposed on the landscape types:

- Areas of maximum control
- Areas of partial control
- Areas of minimum control

The following key principles were applied in drawing up the classification guidelines for spatial entities:

- All **NATURAL AND RURAL LANDSCAPES** shall be defined as **AREAS OF MAXIMUM CONTROL** with no other areas of control allowed owing to their sensitivity to visual disturbance.
- **URBAN LANDSCAPES** may be defined in terms of all **THREE AREAS OF CONTROL** owing to the varying nature and degree of sensitivity of the urban landscape and to the considerable demand for advertising in urban areas.

While providing sufficient opportunities for outdoor advertising where it is needed such an approach will ensure the preservation of sensitive aesthetic environments at the same time.

Guideline structure

The classification guidelines put forward in this section provide an indication of the following aspects in each area of control:

- Landscape character and land use
- Management objectives
- A summary of appropriate sign opportunities.

Application of guidelines

Controlling authorities and especially municipalities will be responsible for the demarcation of the various areas of control under their jurisdiction by applying these guidelines in consultation with interested and affected parties. Spatial information in this regard should be made available to the public and the advertising industry in the form of maps or plans.

In certain instances it may be necessary for municipalities to adapt the classification guidelines for urban areas of control as presented in this subsection in order to reflect more accurately the char-

4.2 NATURAL AND SCENIC LANDSCAPES - Areas of maximum control

Character and land use

The 'natural' landscape shall refer to the following parts of the non-urban environment:

- Unspoilt areas which are in a relatively natural state in the opinion of the controlling authority.
- Areas of high scenic value in the opinion of the controlling authority.

Natural and scenic landscapes shall include but shall not be limited to the following:

- Protected areas such as national parks and game, nature and marine reserves.
- Wilderness areas
- Extensive agriculture such as stock and game farming
- Scenic corridors
- Scenic landscapes

Objectives for outdoor advertising control and display

- To ensure that the aesthetic appeal, landscape character, ecological integrity and the sense of solitude, tranquillity and remoteness of the natural landscape is not compromised;
- to permit adequate display of information concerning the identification and location of areas and places of interest and the identification of enterprises and services and activities conducted on the land;
- to protect tourism resources;
- to promote the tourism industry through the provision of appropriate signs;
- to promote road safety; and
- to ensure public and occupational health and safety.

Appropriate sign opportunities

- Opportunities for commercial advertising shall be limited to locality-bound signs at places of economic activity.
- Only signs expressing an essential message are permitted and shall be restricted to a limited number of sign classes.
- The main sign class to be applied to natural landscapes, *Class 3(c) ~ Signs for Agricultural and Related Land Use in Rural & Natural Areas*, makes provision for locality-bound signs which may be of relevance to:
 - ◆ Farms and farming enterprises or corporations
 - ◆ Protected areas and conservation projects.
 - ◆ Agricultural products.
 - ◆ Places of economic activity such as farm stalls, general dealers, bush pubs and other commercial enterprises.
 - ◆ Accommodation and conference facilities.
 - ◆ Tourism and recreational resources.
 - ◆ Community facilities such as churches.

NATURAL AND SCENIC LANDSCAPE - Areas of maximum control

- Class 3(c) is supplemented by the following locality-bound signs:
 - ◆ *Class 5(a) ~ Service Facility Signs* providing information on a variety of services at filling stations and roadside service areas.
 - ◆ *Class 5(c) ~ Tourism Information Signs* providing on-site information on tourist attractions and heritage sites.
 - ◆ Most sign types in *Class 2: Signs on Buildings & Structures* for identifying enterprises, products and services at places of economic activity.
- No non-locality-bound signs provided in the SAMOAC shall be allowed in natural and scenic landscapes with the exception of:
 - *Class 6(a) ~ Vehicular Advertising.*
 - *Class 6(c) ~ Aerial Signs*
- Brown tourism guidance signs forming part of the *Southern African Development Community Road Traffic Signs Manual (SADC-RTSM)* will fulfil the need of directing and guiding the tourist and traveller to tourist facilities and attractions. No other sign or advertisements shall be used for this purpose.
- No standardised corporate signs or structures which serve as advertising mechanisms shall be allowed.
- Signs should be rather limited in size, should harmonise with the environment aesthetically through the use of natural materials, and wherever possible should enhance the natural and cultural character of the environment.



NATURAL AND SCENIC LANDSCAPE - Areas of maximum control



Nature Reserve



Extensive agriculture



Scenic landscape



Game Reserve



Scenic landscape



Kruger National Park



Wolkberg Wilderness Area

4.3 RURAL LANDSCAPES - Areas of maximum control

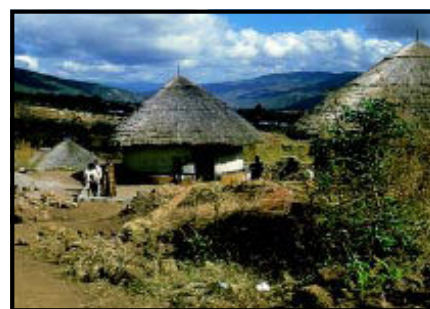
Character and land use

Rural areas may consist of a variety of landscapes which form a transition between developed urban areas and relatively unspoilt natural areas. Typical forms of land use shall include:

- Intensive agriculture in the form of agronomy or field husbandry and animal feed lots.
- Subsistence agriculture
- Peri-urban or rural smallholdings of a predominantly rural nature and with a relatively low population density.

Objectives for outdoor advertising control and display

- To ensure that the aesthetic appeal, ecological integrity and the character of the rural landscape is not compromised;
- to provide limited opportunities for commercial advertising;
- to permit adequate display of information concerning the identification and location of areas and places of interest and the identification of enterprises and services and activities conducted on the land;
- to prevent the proliferation of signs;
- to co-ordinate and optimise outdoor messages;
- to promote road safety;
- to ensure public and occupational health and safety;
- to promote the tourism industry through the provision of adequate signs and information;
- to provide information for tourists, travellers and local residents;
- to protect tourism resources.



Subsistence agriculture



Intensive agriculture



4.3 RURAL LANDSCAPES - Areas of maximum control

Appropriate sign opportunities

- Although sign opportunities are more or less the same as for natural and scenic areas of maximum control rural areas of maximum control provide nevertheless somewhat more comprehensive opportunities for outdoor advertising. The main differences in rural areas of maximum control being:
 - More conspicuous signs in terms of various sign characteristics and sign performance.
 - Less emphasis on harmony between sign and visual environment.
 - More opportunities for commercial advertising and non-locality-bound signs.
- Only signs conveying an essential message shall be permitted.
- As is the case with natural and scenic areas *Class 3(c) ~ Signs for Agricultural and Related Land Use in Rural & Natural Areas* is also the main sign class to be applied in rural areas. It covers the same activities, facilities, enterprises and services with the addition of agricultural field trails.
- As is the case with natural and scenic areas *Class 3(c)* is supplemented by:
 - *Class 5(a) ~ Service Facility Signs* providing information on a variety of services at filling stations and roadside service areas.
 - *Class 5(c) ~ Tourism Information Signs* providing on-site information on tourist attractions and heritage sites.
 - The same sign types in *Class 2: Signs on Buildings & Structures* for identifying enterprises, products and services at places of economic activities with the addition of *Class 2(b) ~ Roof Signs*.
- No non-locality-bound signs provided in the SAMOAC shall be allowed in rural areas of maximum control with the exception of:
 - ◆ *Class 2(i) ~ Advertisements on Towers, Bridges and Pylons*
 - ◆ *Class 6(a) ~ Vehicular Advertising.*
 - ◆ *Class 6(c) ~ Aerial Signs*
 - ◆ *Class 7(a) ~ Construction Site Advertisements*
 - ◆ *Class 7(c) ~ Signs for Sporting Events, Festivals and Exhibitions*
 - ◆ A variety of signs at outdoor advertising nodes
- Brown tourism guidance signs forming part of the *Southern African Development Community Road Traffic Signs Manual (SADC-RTSM)* will fulfil the need of directing and guiding the tourist and traveller to tourist facilities and attractions. No other sign or advertisements shall be used for this purpose.

4.4 URBAN LANDSCAPES - Areas of maximum control

Character and land use

Urban landscapes refer to human settlements with a population of more than 2 500 people. The following urban elements are deemed sensitive to visual disturbance or in terms of traffic safety and should be defined as urban areas of maximum control:

- **Conservation**
 - ◆ 'Natural' open space and urban conservation areas.
 - ◆ Interface of nature and built fibre, in the form of 'natural' edges like bodies of water, rivers, forests, ridges and other topographical features.
- **Recreation**
 - ◆ Open areas for passive recreation such as parks, camping sites and non-commercialised squares.
 - ◆ Golf courses.
- **Scenic**
 - ◆ Scenic areas.
 - ◆ Characteristic views across built-up areas.
 - ◆ Distinctive vistas down streets or avenues.
- **Architectural and cultural**
 - ◆ National or local heritage sites
 - ◆ Historical buildings.
 - ◆ Important tourist areas.
 - ◆ Distinctive historical or contextual streetscapes.
 - ◆ Prominent skylines seen from viewing points.
 - ◆ Areas or facilities of strong architectural context or historical scale.
 - ◆ Areas with a strong and unique local character or sense of place.
- **Residential**
 - ◆ High and middle income residential areas, mostly low density single.
- **Gateways**
 - ◆ Prominent entrances to or exits from urban areas or a specific part of an urban area, which creates a strong sense of arrival or departure by means of features of scenic, topographical, historical or architectural significance.
- **Transportation and traffic safety**
 - ◆ Visual zones along urban freeways, unless the responsible roads authority, after an Outdoor Advertising Potential Assessment (OAPA), identifies areas along such freeways, in which relaxation may be allowed.
 - ◆ Other high-speed, high volume arterials.
 - ◆ Accident prone areas.
- **Institutional**
 - ◆ Government enclaves, including diplomatic amenities.
 - ◆ Civic amenities such as museums and theatres
 - ◆ Other institutions
- **Education**
 - Educational institutions such as schools and universities.

4.4 URBAN LANDSCAPES - Areas of maximum control

Objectives for outdoor advertising control and display:

- To prevent the proliferation of signs, to minimise aesthetic disturbance caused by signs and to optimise aesthetic harmony between sign and urban landscape.
- To protect urban areas and facilities of significant conservation, architectural, historical, cultural and recreation value from aesthetic degradation caused by outdoor advertising
- To aesthetically enhance urban areas and facilities of significant conservation, architectural, historical, cultural and recreation value by means of attractive signs and sign structures.
- To preserve the residential amenity of upper and middle class suburbs.
- To enhance and protect the scenic amenity of towns and cities in general.
- To enhance and protect local character and sense of place.
- To enhance and protect important elements of urban structure and identity, such as major transportation routes and gateways.
- To ensure optimum traffic safety on high-speed and high-volume routes and to ensure that traffic safety is not compromised by advertising signs in any other area of maximum control.
- To ensure public and occupational health and safety in general.
- To contribute to the creation of more pleasant living or liveable environments in general.
- To permit adequate display of information concerning the identification of areas of interest, identification of premises and activities conducted on the premises.
- To enhance and protect tourism resources.
- To provide opportunities for commercial advertising without exceeding the advertising capacity of maximum control areas.

Appropriate sign opportunities

- Only signs conveying an essential message are permitted.
- The performance standards of advertisements such as size, number, illumination and position should be strictly controlled and all advertisements should be scrutinised according to well developed and well-defined requirements and conditions.
- As all advertisements will affect the appearance of visually sensitive buildings, structures, features or areas, it may be necessary to develop specific and more detailed conditions and design standards according to local circumstances and the character of specific urban areas of maximum control.
- No standardised corporate signs or structures such as buildings which serve as advertising mechanisms shall be allowed in areas of maximum control with a strong and unique local character or sense of place.

4.4 URBAN LANDSCAPES - Areas of maximum control



Architectural: Union Buildings



Passive Recreation: Burgerspark, Pretoria



Natural Open Space: Moreleta Spruit, Pretoria



Scenic: View from Johann Rissik Drive, Pretoria



Historical: Church Square, Pretoria



Gateway: University of South Africa and Fountains Circle, Pretoria



Historical: Church Street, Tulbagh



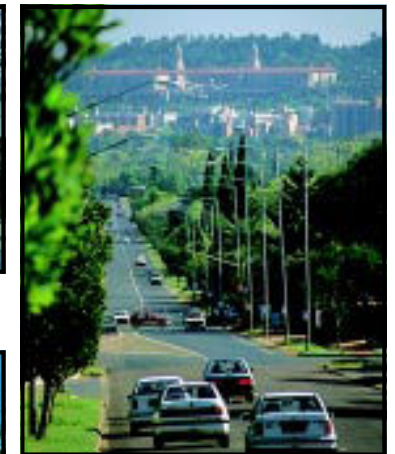
Transportation: Freeway, Pretoria



Residential: Higher Income Residential Area, Pretoria



Historical: Graaff-Reinet **Photo:** Theuns van Rensburg



Scenic: Vista down Queen Wilhelmina Avenue with the Union Buildings in the background



Educational institution — University of Pretoria



Scenic: Vista

4.5 URBAN LANDSCAPES - Areas of partial control

Character and land use

Urban landscapes refer to human settlements with a population of more than 2 500 people.

Urban areas of partial control are, in most cases, characterised by a greater degree of integration and complexity of land use, facilities and activities than is the case with urban areas of maximum control. This allows for greater freedom with regard to the size, number and position of advertisements.

The following urban elements shall be seen as urban areas of partial control:

- **Residential**
 - ◆ Residential areas with high-rise apartment blocks, interspersed with shops and offices, mostly high density mixed.
 - ◆ Medium density residential areas in transition as well as residential areas where office and commercial encroachment has taken place.
 - ◆ Low density, lower income suburbs.
- **Commercial**
 - ◆ Small commercial enclaves in residential areas.
 - ◆ Suburban shopping centres and office parks.
 - ◆ Ribbon development along main streets.
- **Recreation**
 - ◆ Sports fields or stadiums and commercialised squares.
- **Transportation and traffic safety**
 - ◆ High volume urban arterials, but with a lower volume than those classified as areas of maximum control.
- **Smallholdings** of an urban nature with a higher population density than rural or peri-urban smallholdings.

Objectives for outdoor advertising control and display

- To permit greater freedom regarding the size, number and position of advertisements than is the case with urban areas of maximum control;
- to provide a means of communicating commercial, educational and community messages to major target markets in urban areas.
- to encourage a co-ordinated and integrated approach to advertising;
- to permit adequate display of information identifying areas of interest and premises together with the activities conducted and services and products available on those premises;
- to ensure that traffic safety is not compromised by advertisements;

4.5 URBAN LANDSCAPES - Areas of partial control

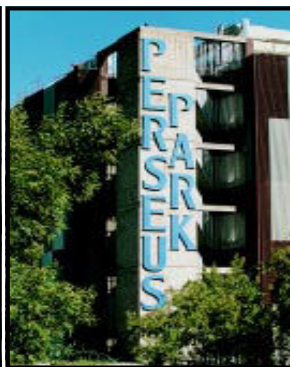
- to ensure public and occupational health and safety
- to enhance and protect tourism resources;
- to contribute towards the creation of more pleasant residential and working environments; and
- to conserve and enhance the character of a variety of urban land use.

Appropriate sign opportunities

- Almost all sign types are permitted in urban areas of partial control with the exception of certain high impact sign types.
- All sign types shall, however, be subject to compliance with the general conditions in section 5.1 and the specific conditions in the relevant guideline sheets in section 5.2 which, although more restrictive than the conditions controlling advertising in areas of minimum control, still grant some measure of freedom regarding most performance standards such as size, number, illumination and position of signs.
- Where an OAPA process is applicable, stricter conditions and design standards may also be placed on signs and sign structures than is the case with areas of minimum control.



Suburban shopping centre



Suburban office park

Sports field



Suburban shopping centre



Residential area with high rise apartment blocks

4.6 URBAN LANDSCAPES - Areas of minimum control

Character and land use

Urban landscapes refer to human settlements with a population of more than 2 500 people.

Urban areas of minimum control can be seen as centres, areas and nodes of concentrated economic activity where the dominant concern and motivation is to conduct business and to sell products and services. This calls for the display of advertisements and signs in stronger and more obvious forms than in any of the other areas of control.

The following urban elements should be included in urban areas of minimum control:

- **Commercial**
 - ◆ Commercial districts, central shopping centres and central office precincts.
 - ◆ Commercial enclaves and shopping centres in lower income suburbs.
- **Industrial**
 - ◆ Industrial areas or industrial parks.
- **Entertainment**
 - ◆ Entertainment districts or complexes.
- **Transportation**
 - ◆ Prominent public transport nodes such as railway stations, bus stations, minibus taxi ranks, airports and harbours with a commercial character, excluding nodes of exceptional historical and architectural value or nodes with a unique sense of place.

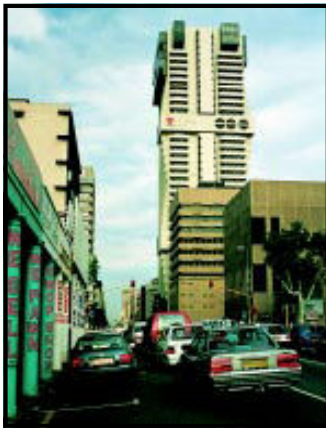
Objectives for outdoor advertising control and display

- To stimulate economic growth by providing favourable means of communicating commercial messages to major target markets in urban areas, permitting ample opportunities for identifying enterprises, products and services;
- to express and enhance the vibrant character of the commercial, entertainment and industrial environment and of public transportation nodes by means of advertising signs;
- to ensure equal access to advertising space;
- to ensure that advertising does not visually degrade the streetscape character or cause visual clutter and information overload;
- to ensure that traffic safety is not compromised by advertisements;
- to ensure public and occupational health and safety;
- to encourage a co-ordinated and integrated approach to advertising; and
- to enhance tourist and entertainment attractions.

4.6 URBAN LANDSCAPES - Areas of minimum control

Appropriate sign opportunities

- All sign types are permitted subject to compliance with the general principles and conditions in section 5.1 and the specific conditions set out in the relevant guideline sheets in section 5.2.
- Advertisements and signs may be expressed in stronger and more obvious terms and the principles and conditions are therefore less restrictive than those regulating the other areas of control.



Commercial district



Industrial Area



Commercial District



Transportation: Airport



Transportation: Airport



Transportation: Harbour

FIGURE 3: RELATIONSHIP BETWEEN AREAS OF CONTROL AND LANDSCAPE TYPES

Areas of maximum control	Urban landscapes (Human settlements of more than 2 500 people or any part of such a settlement)	Minimum control	<ul style="list-style-type: none"> • Central commercial and office districts • Industrial areas or industrial parks • Entertainment districts or complexes • Transport nodes (Railway and bus stations, minibus taxi ranks, airports and harbours) • Commercial enclaves and 	shopping centres in lower income suburbs
		Partial Control	<ul style="list-style-type: none"> • High and medium density residential • Residential with office and commercial encroachment • Low density, lower income suburbs • Commercial enclaves in residential areas • Commercial ribbon development 	<ul style="list-style-type: none"> • Suburban shopping centres and office parks • Sport fields and stadiums • Urban smallholdings • High volume urban arterials not covered under urban areas of maximum control
		Areas of maximum control	<ul style="list-style-type: none"> • Urban conservation areas and natural features • Passive recreation areas • Golf courses • Scenic features and areas • Architectural and cultural features and areas. • High and middle income residential areas 	<ul style="list-style-type: none"> • Gateways • Visual zones along urban freeways, other high speed, high volume arterials and accident prone areas • Government institutions and civil amenities • Educational institutions
	Rural landscapes	<ul style="list-style-type: none"> • Intensive agriculture (agronomy or field husbandry and animal feed lots) • Rural smallholdings • Subsistence agriculture 		
Natural and scenic landscapes		<ul style="list-style-type: none"> • Protected Areas (National Parks and game, nature and marine reserves) • Wilderness areas • Extensive agriculture (stock and game farming) • Scenic corridors • Scenic landscapes 		