



# Planning Permit Application Report

## VU CHTF Signage Application

70-100 Ballarat Road, Footscray

Submitted to Maribrynong  
on behalf of Victoria University

CITY OF MARIBYRNONG  
**ADVERTISED PLAN**

Prepared by Urban Planning

24 June 2026 | 3260037



### 'Gura Bulga'

Liz Belanjee Cameron

'Gura Bulga' – translates to Warm Green Country. Representing New South Wales.



### 'Dagura Buumarri'

Liz Belanjee Cameron

'Dagura Buumarri' – translates to Cold Brown Country. Representing Victoria.



### 'Gadalung Djarri'

Liz Belanjee Cameron

'Gadalung Djarri' – translates to Hot Red Country. Representing Queensland.

Colliers Urban Planning acknowledges the Traditional Custodians of Country throughout Australia and recognises their continuing connection to land, waters and culture.

We pay our respects to their Elders past and present.

In supporting the Uluru Statement from the Heart, we walk with Aboriginal and Torres Strait Islander people in a movement of the Australian people for a better future.

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## Attachments

| Attachment              | Author                 |
|-------------------------|------------------------|
| A. Certificate of Title | N/A                    |
| B. Proposed Plans       | Denton Corker Marshall |
| C. Road Safety Audit    | Eukai                  |
| D. Sign Specifications  | Maxhub                 |

## Appendices

| Appendix                            | Author                      |
|-------------------------------------|-----------------------------|
| A. Detailed Planning Policy Context | Maribrynong Planning Scheme |



# Executive Summary

## Proponent

Colliers Urban Planning was engaged by Victoria University (VU) to prepare and lodge a Planning Permit Application at the Footscray Campus located at 70-100 Ballarat Road, Footscray.

The proposal seeks approval to display four (4) signs at the site across Building C and Building K as part of the VU Campus Uplift program.

## Proposal

This application seeks the approval of four (4) signs located across Building C and Building K of the Victoria University Footscray Campus.

The proposal seeks the installation of one (1) electronic major promotional business identification sign integrated within the eastern façade of the CHTF building (Building C) facing the new Campus Gateway approved as part of the VU CHTF project.

In addition to the installation of three (3) electronic business identification panel signs at the eastern façade of Building K abutting the Mills Close boundary. These signs replace existing externally illuminated signs in the dimensions and location.

The new signage is proposed as part of the Victoria University Uplift program to provide business identification signage across the Footscray Park University campus.

## Site Location and Context

The subject site is located at 70-100 Ballarat Road, Footscray shown at Figure 1. The Footscray Park University campus hosts a range of degrees and post-graduate courses in sport, youth and community work, science and engineering and education. The site is located on the north side of Ballarat Road, directly opposite the NFH at 160 Gordon Street.

The subject site is located within the Public Use Zone – Schedule 2 (PUZ2) and the Transport Zone 2 (TRZ2) to the south. The site is impacted by the following overlay controls:

- Significant Landscape Overlay – Schedule 3 (SCO3)
- Design and Development Overlay – Schedule 1 (DDO1)
- Parking Overlay – Precinct 2 (PO2)
- Development Contributions Plan Overlay – Schedule 2 (DCPO2)
- Land Subject to Inundation Overlay (LSIO)
- Specific Control Overlay – Schedule 2 (SCO2)

## Planning Permit Triggers

The following planning permit triggers apply:

- Clause 36.01-7, where a Transport Zone 2 or a Transport Zone 3 is the nearest adjoining zone, a permit is required to display a sign.
- Clause 52.05-12, a permit is required to display an electronic sign, and internally illuminated business identification signs with a cumulative display are greater than 8m<sup>2</sup>.

## Reasons why the Proposal should be supported

The proposal is consistent with the Maribyrnong Planning Scheme and should be supported as:

- The proposal aligns with the Maribyrnong Planning Scheme and the PUZ2, supporting improved business identification for VU as well as campus activation.

- The signage is appropriately scaled and integrated with the existing built form at the Campus. The signage responds to the emerging identity of the Footscray health and education precinct, consistent with the broader surrounding context of the site.
- The proposed electronic signs will not result in any material change to visual impact, with signage remaining consistent with existing scale, location and visibility from both Ballarat Road and Mills Court.
- The major promotion sign at the eastern façade of the CHTF building is entirely obscured from Ballarat road and primarily serves VU students and staff on campus.
- The electronic signage provides flexible, high-quality business identification that enhances campus branding and communication without dominating the streetscape. The internal electronic major promotion sign at the CHTF building will allow for changeable content to support the needs of VU.
- The signage remains consistent in position and does not introduce any additional visual distraction or obstruction, ensuring no adverse impacts on pedestrian or vehicle safety. The primary change is the digitisation of the signage, with views for pedestrians and vehicles remaining largely unchanged.

# 1.0 Overview and Context

## 1.1 Introduction

Colliers Urban Planning was engaged by Victoria University (VU) to prepare and lodge a Planning Permit Application at the Footscray Campus located at 70-100 Ballarat Road, Footscray.

The proposal seeks approval to display four (4) signs at the site across Building C and Building K as part of the VU Campus Uplift program.

VU is progressing a program of redevelopment works across the Campus. This includes the redevelopment of Building C and the construction of the CHTF building and associated signage and carparking under Planning Permit PA2403450 approved 12 December 2025.

This application seeks the approval of four (4) signs, including one (1) electronic major promotional business identification sign integrated within the eastern façade of the CHTF building (Building C) facing the new Campus Gateway.

Also, the installation of three (3) electronic business identification panel signs at the eastern façade of Building K abutting the Mills Close boundary.

## 1.2 Planning Summary

The subject site is located within the Public Use Zone – Schedule 2 (PUZ2) and the Transport Zone 2 (TRZ2) to the south. The site is impacted by the following overlay controls:

- Significant Landscape Overlay – Schedule 3 (SCO3)
- Design and Development Overlay – Schedule 1 (DDO1)
- Parking Overlay – Precinct 2 (PO2)
- Development Contributions Plan Overlay – Schedule 2 (DCPO2)
- Land Subject to Inundation Overlay (LSIO)
- Specific Control Overlay – Schedule 2 (SCO2)

The following material is attached to this report in support of the application:

- Copies of the Certificate of Title (Attachment A)
- Signage Plans (Attachment B)
- Traffic Impact Assessment (Attachment C)
- Sign Specifications (Attachment D)

**Table 1** provides an overview of the relevant information regarding the application, as well as the planning provisions and policies that are addressed in this report.

**Table 1      Planning Summary**

| Item                         | Application Specifics                                                                                                   |
|------------------------------|-------------------------------------------------------------------------------------------------------------------------|
| Address                      | 70-100 Ballarat Road, Footscray                                                                                         |
| Existing Use and Development | Existing VU Campus                                                                                                      |
| Proposed Use and Development | Signage associated with VU Campus uplift                                                                                |
| Existing Zone(s)             | <ul style="list-style-type: none"><li>• Public Use Zone – Schedule 2 (PUZ2)</li><li>• Transport Zone 2 (TRZ2)</li></ul> |
| Overlay(s)                   | <ul style="list-style-type: none"><li>• Significant Landscape Overlay – Schedule 3 (SCO3)</li></ul>                     |

| Item                              | Application Specifics                                                                                                                                                                                                                                                                                                                                                                         |
|-----------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                   | <ul style="list-style-type: none"> <li>• Design and Development Overlay – Schedule 1 (DDO1)</li> <li>• Parking Overlay – Precinct 2 (PO2)</li> <li>• Development Contributions Plan Overlay – Schedule 2 (DCPO2)</li> <li>• Land Subject to Inundation Overlay (LSIO)</li> <li>• Specific Control Overlay – Schedule 2 (SCO2)</li> </ul>                                                      |
| Planning Policy Framework         | <ul style="list-style-type: none"> <li>• Clause 02.03-4 Built Environment and Heritage</li> <li>• Clause 15.01-1S Urban Design</li> <li>• Clause 15.01-1R Urban Design – Metropolitan Melbourne</li> <li>• Clause 15.01-2S Building Design</li> <li>• Clause 15.01-5S Neighbourhood Character</li> </ul>                                                                                      |
| Particular Provisions             | <ul style="list-style-type: none"> <li>• Clause 52.05 - Signs</li> </ul>                                                                                                                                                                                                                                                                                                                      |
| Application Triggers              | <ul style="list-style-type: none"> <li>• Clause 36.01-7, where a Transport Zone 2 or a Transport Zone 3 is the nearest adjoining zone, a permit is required to display a sign.</li> <li>• Clause 52.05-12, a permit is required to display an electronic sign, and internally illuminated business identification signs with a cumulative display are greater than 8m<sup>2</sup>.</li> </ul> |
| Restrictive Covenants & Easements | N/A                                                                                                                                                                                                                                                                                                                                                                                           |
| Reference Documents               | <p>Footscray Structure Plan (2014)</p> <p>Footscray Business Precinct Opportunities &amp; Directions Paper (2021)</p>                                                                                                                                                                                                                                                                         |
| Title                             | <p>Allot. 5L Sec. 15</p> <p>5L~15\PP2478</p>                                                                                                                                                                                                                                                                                                                                                  |

## 1.3 Site and Surrounds

### 1.3.1 Subject Site

The subject site is located within the Victoria University Campus at 70-100 Ballarat Road, Footscray, shown at Figure 1. The Footscray Park University campus hosts a range of degrees and post-graduate courses in sport, youth and community work, science and engineering and education. The site is located on the north side of Ballarat Road, directly opposite the NFH at 160 Gordon Street.

The subject site is currently occupied by existing VU Buildings, including Building C and Building K. The existing VU campus buildings generally have limited interface with Ballarat Road and there is currently only a narrow pedestrian access point to the wider campus to the north of the site.

Simple landscaping surrounds the site. Hedged landscaping lines the southern elevation of the building. Established trees, street trees and grassed areas are incorporated into the front setback of the building to Ballarat Road. Compact gravel and established trees comprise the landscaping to the north of the building.

The subject site is sloped from Ballarat Road down to the north towards the Maribyrnong River. A number of existing buildings at the site are constructed across multiple levels to accommodate the slope of the land.

There is no direct vehicular access to the site from Ballarat Road. Vehicle access to the campus is via an access lane from Hoadley Court. At grade parking is provided in the setback to Hoadley Court. Delivery vehicle access is provided from the north of the campus via Hoadley Court.

### 1.3.2 Surrounding Context

Footscray Train Station is located approximately 1km south of the subject site, providing metropolitan train services to and from Sunbury, Werribee and Williamstown, and regional rail services to Warrnambool. Several bus services travel and stop along Ballarat Road. The 82 tram travels along Droop Street to the southeast of the site, providing services between Footscray Train Station and Moonee Ponds.

The subject site interfaces with open spaces and low density residential areas characterised by consistently sited, detached single dwellings on moderately sized lots. Dwellings are generally one to two storeys and reflect a mix of Post-war, Modern and Contemporary Infill development. These court-style residential streets contain low levels of vegetation, consisting of grassed nature strips and intermittent tree canopy.

The UniLodge VU accommodation building located south-west of the site at 101 Ballarat Road is a 12-storey building constructed to the site's primary street interfaces. The NFH complex opposite the site, ranging from 6 to 12 storeys, will make a significant contribution to the scale and character of the surrounding area. The approved Footscray Clinical Hub building (Erica Healthcare Partners) at 5-11 Geelong Road will also be a key feature of the emerging built environment and healthcare landscape in Footscray. The NFH and Footscray Clinical Hub are strategically located near VU and will define the emerging Health, Education and Employment Precinct.

Ballarat Road is located in Transport Zone 2 as part of the principal road network and PPTN. It is an arterial connection between the Eastern and Western Freeways, with on and off ramps to the Western Ring Road in Ardeer and Citylink in Flemington. High traffic volumes are expected during the day, particularly at peak hours.

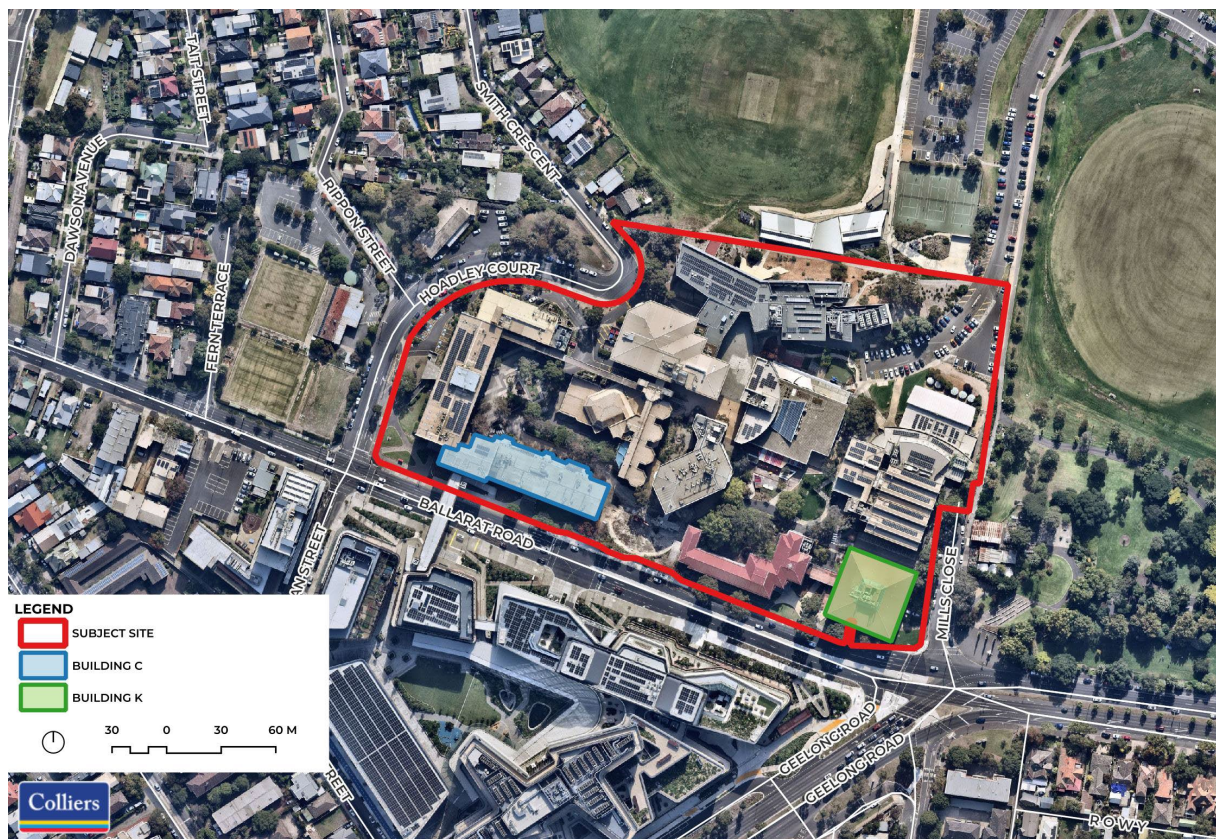


Figure 1 Aerial Image

Source: Colliers Urban Planning & NearMap, 2026



### 1.3.3 Signage Context

The site currently features a range of signage which provide business identification and navigation across the VU Footscray campus.

Signage visible from the public realm includes four static business identification panel signs along the eastern façade of Building K and one business identification sign on the southern boundary of Building A.

Wayfinding pylon signs are located throughout the site to direct students and faculty to different buildings and classrooms.

The site is positioned with the emerging Footscray Health, Education and Employment Precinct, and adjacent buildings include the NFH complex and the Footscray Clinical Hub.

Signage within the surrounding area consists of a range of signage types including highwall, above veranda signs and business identification signage including:

- **North:** Footscray Rugby Union Club and Bowling club is located northwest of the site and provides totem business identification signs
- **East:** Footscray Memorial Garden is located east of the site and features one large business identification sign along Ballarat Road.
- **South:** NFH located opposite the site on the southern side of Ballarat Road features multiple signs including an above veranda sign facing Ballarat Road, a high wall sign along the pedestrian bridge and a highwall sign at rooftop level. Footscray clinical hub is located further south of the site and features a high wall facing Geelong Road.
- **West:** The UniLodge located southeast from the site features two business identification above veranda signs.

Figure 2 illustrates signage at the site and in the surrounding area.

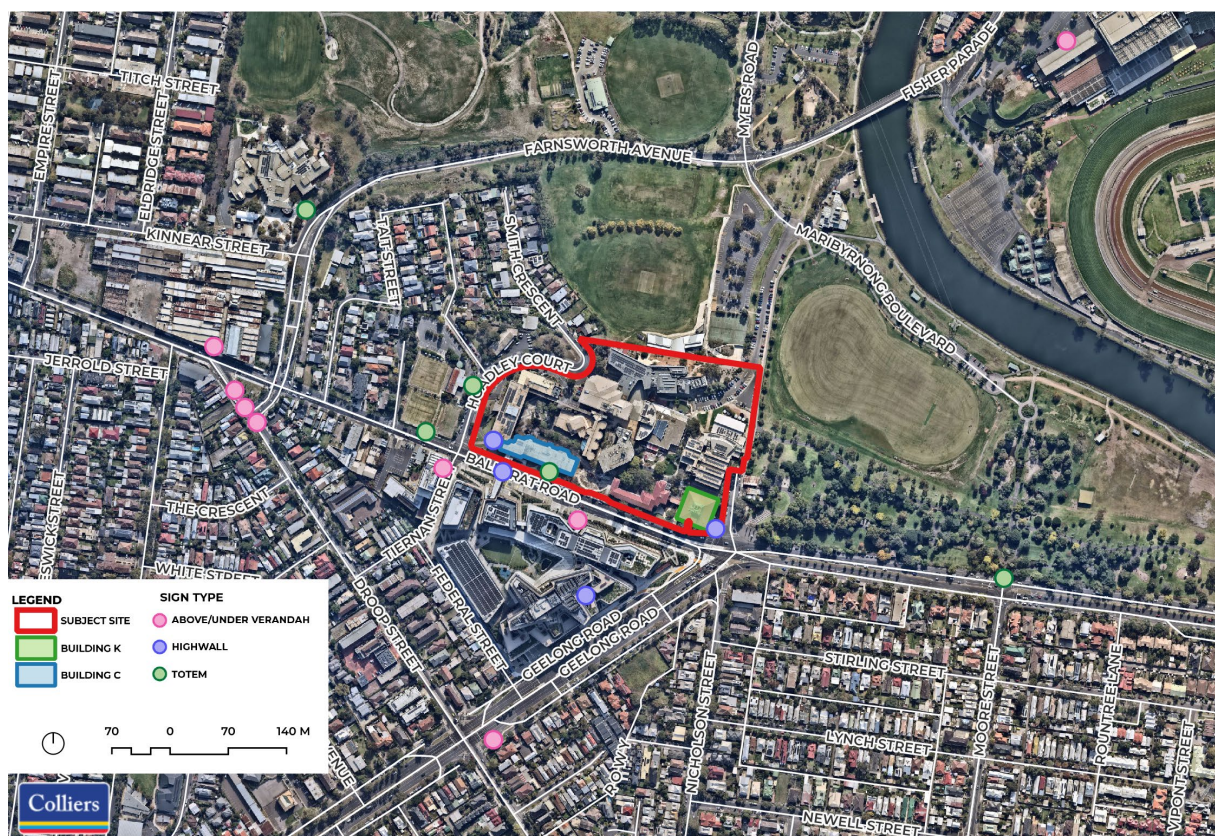


Figure 2 Business identification signs

Source: Nearmap, edited by Colliers Urban Planning



## 1.4 Existing Signage at Building K

The four existing signs located on the eastern façade of Building K are visible from Ballarat Road and Mills Court.

The viewpoints identified below are taken through the perspective of the driver and show the limited visibility of the existing signage from Ballarat Road and Geelong Road.

The signage is generally not visible from Ballarat Road until approximately 50 metres westbound, with views screened by established vegetation, intervening built form and existing traffic infrastructure.

As shown in Figures 3 to 6, visibility of the signage is constrained at key approach points.

The signs are partially obscured along Ballarat Road by the central median strip vegetation.

The signs are fully visible at the Geelong Road and Ballarat Road intersection but are not dominant visual features.



**Figure 3 Viewpoint 2 – Ballarat Road**

Source: Colliers Urban Planning



**Figure 4 Viewpoint 3 – Ballarat Road**

Source: Colliers Urban Planning





**Figure 5 Viewpoint 4 – Ballarat Road and Geelong Road intersection (facing west)**

Source: Colliers Urban Planning



**Figure 6 Viewpoint 5 – Geelong Road and Ballarat Road intersection (facing north)**

Source: Colliers Urban Planning

## 1.5 Certificate of Title and Encumbrance

The subject site is also known as allotment 5L-15 on Title Plan 076277P.

The site is not impacted by any easements or covenants.

There is a restriction on title requiring the land is only used for Education purposes.

A copy of the title plan and instruments can be found in **Attachment A**.

## 2.0 The Proposal

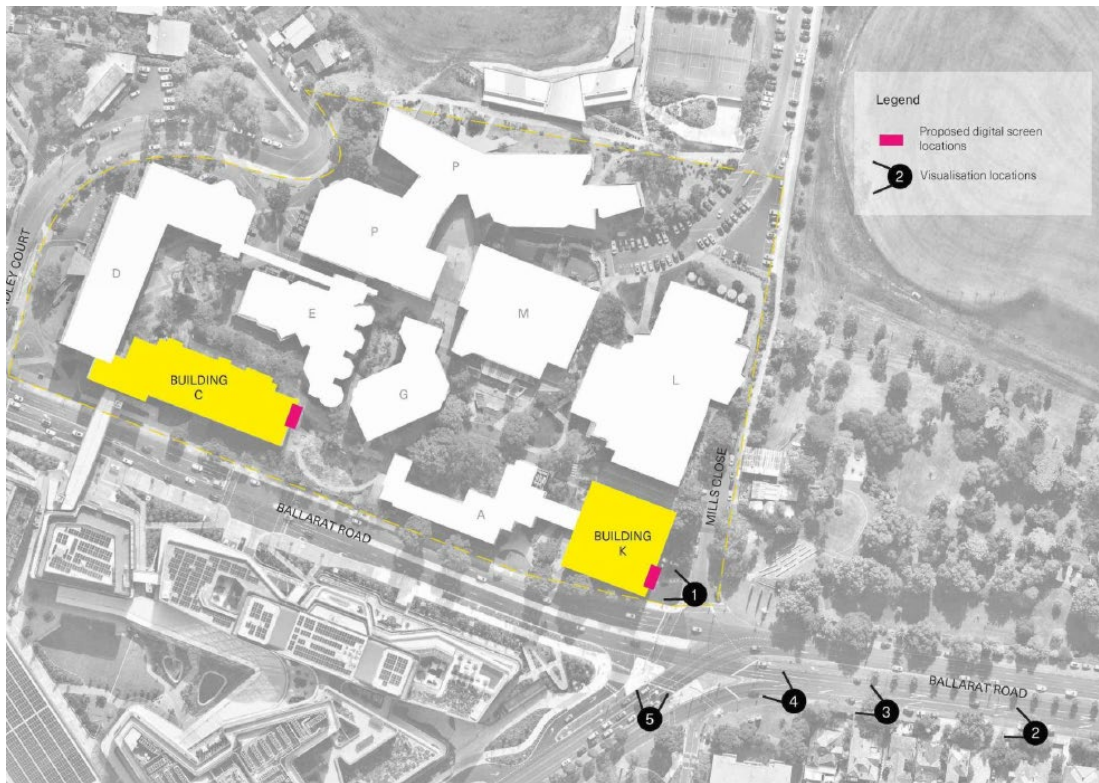
### 2.1 Overview

This application seeks the approval of four (4) signs.

This includes:

- One (1) electronic major promotional business identification sign integrated within the eastern façade of the CHTF building (Building C) facing the new Campus Gateway
- Installation of three (3) electronic business identification panel signs at the eastern façade of Building K abutting the Mills Close boundary. These signs replace existing externally illuminated signs of the same dimensions and location.

The northernmost business identification panel sign at Building K will remain unchanged.



**Figure 7** Signage Location Plan

Source: Denton Corker Marshall, 2026

### 2.2 Signage

Four (4) signs are proposed at the site.

The signs are proposed on the eastern façade of Building C and the eastern façade of Building K.

The proposed signs include one (1) electronic major promotion business identification sign on the eastern façade of the CHTF building (previously Building C) Building C and three (3) electronic, business identification panel signs on the eastern façade of Building K.

#### **CHTF Building (Building C)**

One (1) electronic major promotion business identification sign located on the existing eastern façade of the CHTF building facing the Campus Gateway

The sign is 8.6m x 6.7m (approximately 58m<sup>2</sup>) and is located 4.3m above ground level.

The sign is electronic, displaying changeable advertising content for VU.



The sign features mesh screening to the side panels.

The sign will not be visible from Ballarat Road and is intended primarily for internal viewing within the Victoria University campus.



**Figure 8** CHTF Building- Eastern Elevation sign

Source: Denton Corker Marshall, 2026

### Building K

Three (3) electronic panel business identification signs to replace three existing static panel signs along the eastern façade of the building.

The 3 signs will be 9m x 0.8m (approximately 7.2m<sup>2</sup>) and are mounted along each floor level.

The signs are electronic and allow for changeable content for advertising purposes. The content of these signs will be limited to simple text and logo's.

The uppermost business identification panel sign on Building K will remain unchanged.

The signs will be visible from Ballarat Road and the Ballarat/Princess Highway intersection.



**Figure 9** Building K – East Elevation Signage

## 2.3 Road Safety Audit

Eukia has been engaged to undertake a road safety assessment of the proposed digital screens and determine whether the signage would present an unacceptable risk to road users. A copy is provided at Attachment C.

The assessment was undertaken through a review of the proposed signage design, site characteristics and surrounding road environment. The review included:

- Assessment of the location, dimensions, orientation and visibility of the proposed digital screens.
- Review of the surrounding road network, including Ballarat Road, Geelong Road and Mills Close.
- Review of the existing road environment, including traffic signals, pedestrian crossings and traffic volumes.
- Review of available crash history data for the Ballarat Road / Geelong Road / Mills Close intersection.
- Assessment of the proposal against the Department of Transport and Planning (DTP) Requirements and Guidelines for Illuminated Outdoor Advertising Signage (2023).
- Assessment against the safety hazard decision guidelines contained within Clause 52.05-8 of the Victorian Planning Provisions (VPPs).
- Consideration of the human factors principles outlined in Austroads Research Report AP-R420-13 Impact of Roadside Advertising on Road Safety.

The assessment considered potential impacts associated with driver distraction, driver cognitive demand, visual clutter, gaze direction, vulnerable road users and rear-end crash risk.

The assessment found that the digital screens have the potential to increase driver distraction, cognitive workload and gaze diversion if the displayed content is highly engaging, animated, excessively bright or otherwise inconsistent with safe roadside advertising practices.

However, the assessment also found that:

- The proposed screens will not obstruct driver sightlines to the intersection or traffic signals.
- The screens are unlikely to be mistaken for traffic control devices provided appropriate content restrictions are imposed.
- The screens will replace existing signage and therefore will result in only a limited increase in visual distraction.
- The intersection crash history does not indicate a significant existing road safety issue that would be exacerbated by the proposal.
- Compliance with DTP luminance requirements and operational controls will substantially reduce the potential for driver distraction.

To minimise potential road safety impacts, it is recommended that the digital screens operate subject to the following controls:

- No movement, animation, flashing, scrolling or colour-changing effects.
- No content that could be mistaken for traffic control devices or road signage.
- No complex, emotional or highly attention-grabbing content.
- Simple, static messages only.
- Appropriate dwell times to minimise frequent image changes.
- Automatic brightness control and dimming in accordance with DTP requirements.
- Image transition times that comply with DTP requirements.

We would invite Council to include a condition that includes the above sign controls within the permit.



## 3.0 Planning Controls, Policy and Strategic Documents

### 3.1 Zone

#### 3.1.1 Public Use Zone (PUZ)

The subject site is located within the Public Use Zone – Education (PUZ2).

The purpose of the PUZ is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To recognise public land use for public utility and community services and facilities.
- To provide for associated uses that are consistent with the intent of the public land reservation or purpose.

As per the schedule to Clause 36.10, the University of Victoria, Footscray Park Campus, also known as 70-100 Ballarat Road, is in Sign Category 2.

Pursuant to Clause 36.01-7, a permit is required to display a sign if Transport Zone 2 or Transport Zone 3 is the nearest adjoining zone.

#### 3.1.2 Transport Zone (TRZ)

The subject site is adjacent to a Transport Zone in the Principal Road Network (TRZ2).

The purpose of the TRZ is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To provide for an integrated and sustainable transport system.
- To identify transport land use and land required for transport services and facilities.
- To provide for the use and development of land that complements, or is consistent with, the transport system or public land reservation.
- To ensure the efficient and safe use of transport infrastructure and land comprising the transport system.



Figure 10 Planning Zones

Source: Colliers Urban Planning

## 3.2 Overlays

The subject site is affected by the following planning overlays:

- Significant Landscape Overlay – Schedule 3 (SCO3)
- Design and Development Overlay – Schedule 1 (DDO1)
- Parking Overlay – Precinct 2 (PO2)
- Development Contributions Plan Overlay – Schedule 2 (DCPO2)
- Land Subject to Inundation Overlay (LSIO)
- Specific Control Overlay – Schedule 2 (SCO2)

### 3.2.1 Significant Landscape Overlay – Schedule 3 (SLO3)

The purpose of the SLO is as follows:

- *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
- *To identify significant landscapes.*
- *To conserve and enhance the character of significant landscapes.*

SLO2 applies to Waterways of the west: Maribyrnong River (Mirrangbamurn) corridor environs: Maribyrnong River Reach 2 – Urban Growth Boundary, Keillor Park to Afton Street Conservation Reserve, Essendon West.

The SLO2 does not specify any signage requirements.

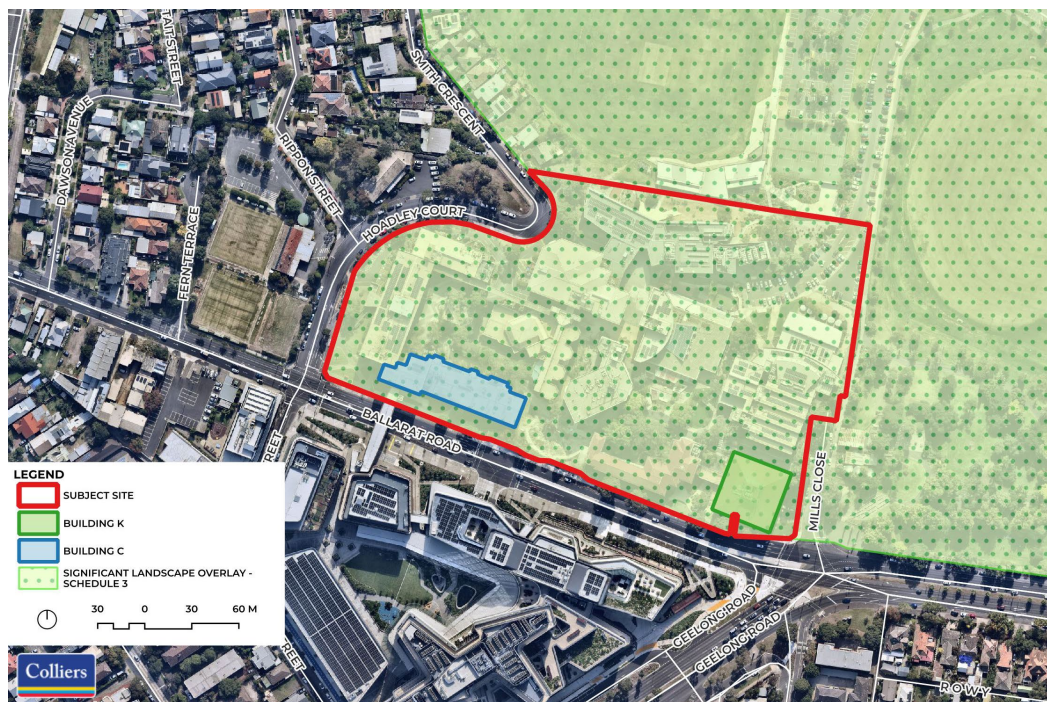


Figure 11 Significant Landscape Overlay

Source: Colliers Urban Planning

### 3.2.2 Design and Development Overlay – Schedule 1

The Purpose of the DDO is to identify areas which are affected by specific requirements relating to the design and built form of new development.

DDO1 applies to the entirety of subject site and relates to *Skyline Areas*.

The design objectives of DDO1 are:

- *To protect areas along the Maribyrnong River from visual intrusion caused by the inappropriate siting or appearance of buildings and works.*
- *To encourage development in keeping with the character and appearance of the area.*



- To protect and enhance the skyline when viewed from the River and its banks.
- To encourage development consistent with the objectives of the Lower Maribyrnong River Concept Plan 1984.
- To protect and enhance remnant vegetation and sites of biological significance.

The DDO1 does not specify any signage requirements.



**Figure 12** Design and Development Overlays

Source: Colliers Urban Planning

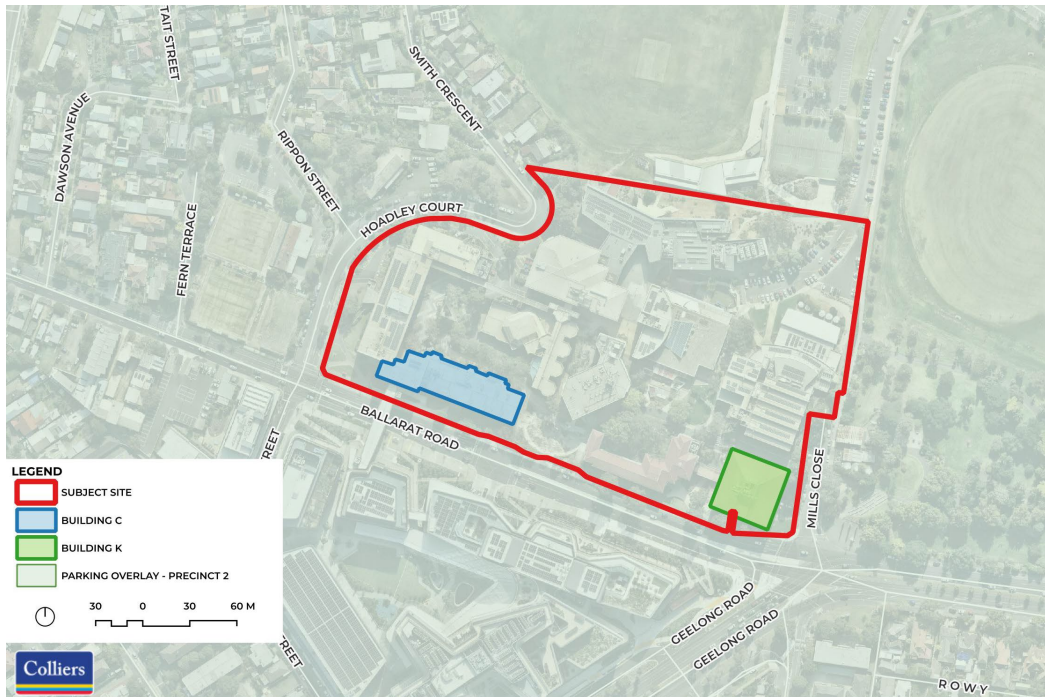
### 3.2.3 Parking Overlay (PO)

The purpose of the PO is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To facilitate an appropriate provision of car parking spaces in an area.
- To identify areas and uses where local car parking rates apply.
- To identify areas where financial contributions are to be made for the provision of shared car parking

The PO does not specify any signage requirements.





**Figure 13** Parking Overlay

Source: Colliers Urban Planning

### 3.2.4 Development Contributions Plan Overlay (DCPO)

The purpose of the DCPO is:

- To identify areas which require the preparation of a development contributions plan for the purpose of levying contributions for the provision of works, services and facilities before development can commence.

DCPO refers to Maribyrnong Development Contributions Plan.

The DCPO does not specify any signage requirements.



**Figure 14** Development Contributions Plan Overlay

Source: Colliers Urban Planning



### 3.2.5 Land Subject to Inundation Overlay (LSIO)

The purpose of the LSIO is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To identify flood prone land in a riverine or coastal area affected by the 1 in 100 (1 per cent Annual Exceedance Probability) year flood or any other area determined by the floodplain management authority.
- To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, responds to the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.
- To minimise the potential flood risk to life, health and safety associated with development.
- To reflect a declaration under Division 4 of Part 10 of the Water Act, 1989.
- To protect water quality and waterways as natural resources by managing urban stormwater, protecting water supply catchment areas, and managing saline discharges to minimise the risks to the environmental quality of water and groundwater.
- To ensure that development maintains or improves river, marine, coastal and wetland health, waterway protection and floodplain health.

The LSIO does not specify any signage requirements.

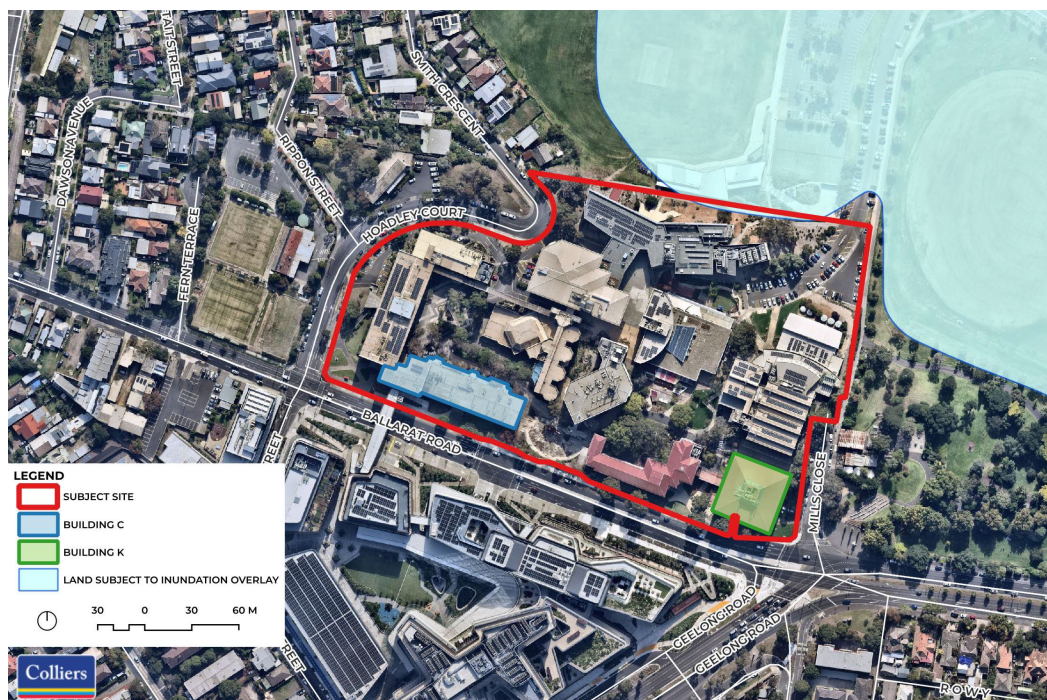


Figure 15 Land Subject to Inundation Overlay

Source: Colliers Urban Planning

### 3.2.6 Specific Controls Overlay (SCO)

The Purpose of the SCO is:

- To apply specific controls designed to achieve a particular land use and development outcome in extraordinary circumstances.

SCO2 references the New Footscray Hospital Incorporated Document, December 2020. It is applied to the site's frontage to Ballarat Road to a depth of 10m.

The New Footscray Hospital Incorporated Document identifies the following signage requirements:

- Prior to the commencement of development, an Advertising Signage Strategy for business identification signage must be submitted to and be approved by the Minister to his satisfaction

- No advertising signs other than those approved under the Strategy may be erected, painted or displayed on the development without the permission of the Minister. The approved signs, including their structure and advertising material, must be maintained in good order and condition, to the satisfaction of the Minister.
- The relevant road authority must be consulted in relation to any business identification signs which are animated or electronic within 60m of an arterial road or which are to be attached to any pedestrian bridge.

The SCO2 applies to the sites southern frontages to Building C and Building K. The SCO2 will not impact this application.



**Figure 16** Specific Controls Overlay

Source: Colliers Urban Planning

### 3.3 Particular Provisions

#### Clause 52.05: Signs

Clause 52.05 applies to the development of land for signs.

The purpose of Clause 52.05 is:

- To regulate the development of land for signs and associated structures.
- To ensure signs are compatible with the amenity and visual appearance of an area, including the existing or desired future character.
- To ensure signs do not contribute to excessive visual clutter or visual disorder.
- To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.

Signs located in PUZ are generally within Sign Category 4. The schedule to Clause 36.01 outlines *The University of Victoria, Footscray Park Campus* described in Map 1 to this schedule and also known as 70-100 Ballarat Road, Footscray is in Sign Category 2.

As per Clause 52,05-12, a planning permit is required when displaying a major promotional sign, electronic sign, panel sign and business identification signage that exceeds 8m<sup>2</sup>.

### 3.4 General Provisions

#### Clause 65.01: Approval of an application or plan

Clause 65.01 provides standard decision guidelines which must be considered by the responsible authority before a permit is granted. These are as follows:



- *The matters set out in Section 60 of the Act.*
- *The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *The purpose of the zone, overlay or other provisions.*
- *Any matter required to be considered in the zone, overlay or other provision.*
- *The orderly planning of the area.*
- *The effect on the amenity of the area.*
- *The proximity of the land to any public land.*
- *Factors likely to cause or contribute to land degradation, salinity or reduce water quality.*
- *Whether the proposed development is designed to maintain or improve the quality of stormwater within and exiting the site.*
- *The extent and character of native vegetation and the likelihood of its destruction.*
- *Whether native vegetation is to be or can be protected, planted or allowed to regenerate.*
- *The degree of flood, erosion or fire hazard associated with the location of the land and the use, development or management of the land so as to minimise any such hazard.*
- *The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.*
- *The impact the use or development will have on the current and future development and operation of the transport system.*

### 3.5 Policy Context

The Planning Policy Framework provides the broad objectives and strategies for planning in Victoria. The policies enable planning at a state and regional/municipal level and guide the formulation of local policies to implement good planning outcomes. The key provisions of the PPF relevant to this application are:

- **Clause 02.03-4:** Built Environment and Heritage
- **Cause 15.01-1S:** Urban Design
- **Clause 15.01-1R:** Urban Design – Metropolitan Melbourne
- **Clause 15.01-2S:** Building Design
- **Clause 15.01-5S:** Neighbourhood Character

A review of the relevant policy can be found at **Appendix A**.

### 3.6 Strategic Documents

#### Footscray Structure Plan (2014)

The Footscray Structure Plan was prepared in 2014 by the Maribyrnong City Council, to provide a long-term planning and design vision for Footscray as a designated Central Activities Area (FCAA).

Building upon the recommendations of the Footscray City Edge Masterplan (2012), Footscray Skyline Study Review (2012) and the Footscray CAA Car Parking Study (2013), the Structure Plan provides guidance on land uses within the different precincts, services and infrastructure required, and the appropriate character and scale of new development. As part of the Structure Plan, the FCAA is divided into eight precincts, which feature varying and unique vision statements, objectives and strategies.

The subject site is located within Precinct 3: University Precinct.

Relevant strategies for consideration include:

- *Provision of continuous shelter on key pedestrian routes, and additional and updated wayfinding signage.*
- *To provide for uses and developments which support the University needs within the precinct, whilst facilitating university services to locate within the broader FCAA, drawing students and staff into the centre of the CAA.*
- *To ensure the University campuses and their students are integrated in the broader Footscray CAA.*
- *To discourage commercial and retail uses unless they are associated with the operations of the University.*
- *To ensure optimal utilisation of land within the precinct and minimise large expanses of at grade car parking.*



Relevant Precinct Guidelines/Strategies for consideration include:

- *Underutilised and inactive building frontages along Ballarat Road.*

### **Footscray Business Precinct Opportunities & Directions Paper (2021)**

Prepared by the State Government in 2021, the Footscray Business Precinct Opportunities & Directions Paper is the first step in the development of the Footscray Business Precinct Strategy which will have implications for the subject site. The subject site is located within the Footscray Business Precinct. The New Footscray Hospital, which is south of the site is identified as a key existing project.

The Victoria University Footscray Park Campus is also identified as a key local place which defines the character of Footscray.

This document proposes a whole-of-government approach for Footscray, highlighting the Victorian Government's commitment to its Precincts Approach and a series of short term and longer terms actions which focus on economic, land use, transport, social and sustainability objectives as well as future investment.

The following goals will underpin the development of the medium and long-term interventions as part of the Footscray Strategy include:

- An integrated, creative and enterprising economy;
- A diverse, inclusive and vibrant community;
- A highly connected and accessible place;
- An exemplar of liveability and high quality amenity;
- A safe healthy and resilient environment.

## 4.0 Planning Assessment

### 4.1 Planning Policy Framework

The proposal is consistent with the Maribyrnong Planning Scheme and should be supported as:

- The proposal introduces signage to the CHTF (Building C) and upgrades signage at Building K, improving visibility, legibility and business identification while maintaining appropriate scale and siting to avoid adverse safety or urban design impacts. This is consistent with Clause 02.03-4.
- The major promotional sign integrated within the building façade of the new CHTF building is only visible within the campus. Mesh screening is also provided, limiting any visibility from Ballarat Road and impacts to surrounding pedestrians and vehicles. This ensures no visual impact to the public realm, consistent with Clause 15.01-1S.
- The signage will display static electronic images that can be readily updated, providing flexible and contemporary communication while delivering effective business identification that supports VU in its uplift program, consistent with Clause 15.01-1R.
- The proposed signage is integrated into both building facades and aligns with the scale of signs across the campus, responding appropriately both to the existing and evolving campus context. This is consistent with Clause 15.01-2S.
- The proposal responds to the emerging Footscray health and education precinct, which is characterised by highwall and internally illuminated signage fronting Ballarat Road. The proposed signs are consistent with the signage character at the NFH, Memorial Garden, and UniLodge, consistent with Clause 15.01-5S.

### 4.2 Clause 52.05 - Signs

The proposal is consistent with the Decision Guidelines of Clause 52.05-8 as:

- The surrounding area is evolving and includes the NFH, student accommodation, open space and residential uses. The proposed signage responds to context of the surrounding area as well existing signage in the area and will not impact the streetscape character of Ballarat Road.
- The proposed electronic business identification panel signs replace existing panels signs already visible from Ballarat Road. Whilst electronic, the signs do not introduce any additional visual impact or materially alter existing views or vistas from Ballarat Road, Geelong Road and Mills Court.
- The major promotional sign is integrated within the CHTF building façade and is only visible within the campus, with mesh screening further limiting visibility. This ensures no impact on the public realm. The sign will also not be a dominant feature of the VU campus.
- The major promotional sign will not be visible from areas of public open space.
- The three electronic panel signs will replace existing signage currently visible from the Ballarat Road and Geelong Road intersection. The proposed signs maintain the existing level of visibility and will not alter views to the site.
- The content of these signs will be limited to simple text and logo display and will not display animated graphics.
- Appropriate sign controls are provided in the Road Safety Audit to minimise potential road safety impacts. These should be included as conditions on the permit.
- The 4 signs are appropriately scaled and integrated within the campus setting consistent with the purpose of the PUZ whilst also providing for changeable business identification content to support the evolution of the campus.
- All signs are electronic. The signs are appropriately setback from Ballarat Road and are well integrated into the building design. The signs will not impact the safety of vehicle and pedestrians around the site
- The electronic format of the signage is required to provide updated and changeable content for VU, whilst also incorporating branding and colours which deliver clear and effective business identification.

# 5.0 Conclusion

## 5.1 Final Assessment

The proposal is consistent with the Maribyrnong Planning Scheme and should be supported as:

- The proposal aligns with the Maribyrnong Planning Scheme and the PUZ2, supporting improved business identification for VU as well as campus activation.
- The signage is appropriately scaled and integrated with the existing built form at the Campus. The signage responds to the emerging identity of the Footscray health and education precinct, consistent with the broader surrounding context of the site.
- The proposed electronic signs will not result in any material change to visual impact, with signage remaining consistent with existing scale, location and visibility from both Ballarat Road and Mills Court.
- The major promotion sign at the eastern façade of the CHTF building is entirely obscured from Ballarat road and primarily serves VU students and staff on campus.
- The electronic signage provides flexible, high-quality business identification that enhances campus branding and communication without dominating the streetscape. The internal electronic major promotion sign at the CHTF building will allow for changeable content to support the needs of VU.
- The signage remains consistent in position and does not introduce any additional visual distraction or obstruction, ensuring no adverse impacts on pedestrian or vehicle safety. The primary change is the digitisation of the signage, with views for pedestrians and vehicles remaining largely unchanged.



# Appendix

## Appendix A | Detailed Planning Policy Context

### Clause 02.03 – Strategic Directions

#### Clause 02.03-4 – Built environment and heritage

##### Building and urban design

*Development needs to be responsive to its context, which varies considerably between different settings.*

*A well designed urban environment can enhance the image, aesthetics and amenity of the City. Excellence in urban design can improve streetscapes and public spaces and help achieve a more sustainable, attractive and liveable city.*

*Council seeks to:*

- *Encourage development that enhances and contributes to the local built form context of the area.*
- *Improve urban design outcomes by enhancing the safety, amenity, access and attractiveness of an area.*

##### Environmentally sustainable design

*The extent of redevelopment occurring in the City affords an opportunity for sustainable design and development outcomes that can reduce greenhouse gas emissions, energy consumption, and waste. Water conservation practices are needed to manage water resources and reduce reliance on potable water for non-drinking purposes. New development will be expected to incorporate water re-use technology and Water Sensitive Urban Design.*

*Sustainability principles will strongly influence the design, siting and servicing of buildings (especially residential). Development will need to meet new design and development requirements, adopt new and emerging technologies, and achieve best practice. Best practice can be achieved by applying a variety of tools, technology, and design. Evaluation tools such as the Built Environment Sustainability Scorecard (BESS) and Sustainable Design Assessment should be used to demonstrate the sustainability of new developments. Other recognised evaluation tools include Green Star, Stormwater Treatment Objective Relative Measure (STORM), and Model for Urban Stormwater Improvement Conceptualisation (MUSIC).*

##### Neighbourhood character

*Development provides opportunities to build on the qualities of the City's heritage and neighbourhood character while introducing new built form that can enhance the City's image and liveability. In new residential areas, innovative design provides opportunities to establish a preferred character for that area.*

*Council seeks to:*

- *Encourage development to respect the heritage values and identified character of neighbourhoods.*
- *Encourage contemporary architecture to establish a preferred neighbourhood character in new residential areas.*
- *Encourage development that is responsive to the preferred future neighbourhood character.*
- *Retain and enhance identified elements that contribute to neighbourhood character.*

### Clause 15 – Built Environment and Heritage

The objective of **Clause 15.01-15 (Urban design)** is as follows:

- *To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.*

Strategies listed at **Clause 15.01-15** that are relevant to the proposal include:

- *Require development to respond to its context in terms of character, cultural identity and heritage, natural features, surrounding landscape and climate.*
- *Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.*
- *Ensure the interface between the private and public realm protects and enhances personal safety.*

- *Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.*
- *Ensure that the design and location of publicly accessible private spaces, including car parking areas, forecourts and walkways, is of a high standard, creates a safe environment for users and enables easy and efficient use.*
- *Ensure that development provides landscaping that supports the amenity, attractiveness and safety of the public realm.*
- *Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.*
- *Promote good urban design along and abutting transport corridors.*

The objective of **Clause 15.01-1R (Urban design – Metropolitan Melbourne)** is as follows:

- *To create a distinctive and liveable city with quality design and amenity.*

Strategies listed at **Clause 15.01-1R** that are relevant to the proposal include:

- *Support the creation of well-designed places that are memorable, distinctive and liveable.*
- *Integrate place making practices into road space management.*
- *Strengthen Melbourne's network of boulevards.*
- *Create new boulevards in urban-growth areas and selected existing road corridors across Melbourne.*
- *Provide spaces and facilities that encourage and support the growth and development of Melbourne's cultural precincts and creative industries.*

The objective of **Clause 15.01-2S (Building Design)** is as follows:

- *To achieve building design and siting outcomes that contribute positively to the local context, enhance the public realm and support environmentally sustainable development.*

Strategies listed at **Clause 15.01-2S** that are relevant to the proposal include:

- *Ensure a comprehensive site analysis forms the starting point of the design process and provides the basis for the consideration of height, scale, massing and energy performance of new development.*
- *Ensure development responds and contributes to the strategic and cultural context of its location.*
- *Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.*
- *Improve the energy performance of buildings through siting and design measures that encourage:*
  - *Passive design responses that minimise the need for heating, cooling and lighting.*
  - *On-site renewable energy generation and storage technology.*
  - *Use of low embodied energy materials.*
- *Restrict the provision of reticulated natural gas in new dwelling development.*
- *Ensure the layout and design of development supports resource recovery, including separation, storage and collection of waste, mixed recycling, glass, organics and e-waste.*
- *Encourage use of recycled and reusable materials in building construction and undertake adaptive reuse of buildings, where practical.*
- *Encourage water efficiency and the use of rainwater, stormwater and recycled water.*
- *Minimise stormwater discharge through site layout and landscaping measures that support on-site infiltration and stormwater reuse.*
- *Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.*
- *Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.*
- *Ensure development is designed to protect and enhance valued landmarks, views and vistas.*
- *Ensure development considers and responds to transport movement networks and provides safe access and egress for pedestrians, cyclists and vehicles.*
- *Encourage development to retain existing vegetation.*
- *Ensure development provides landscaping that responds to its site context, enhances the built form, creates safe and attractive spaces and supports cooling and greening of urban areas.*

The objective of **Clause 15.01-5S (Neighbourhood Character)** is as follows:

- *To recognise, support and protect neighbourhood character, cultural identity, and sense of place.*

Strategies listed at **Clause 15.01-5S** that are relevant to the proposal include:

- *Support development that respects the existing neighbourhood character or contributes to a preferred neighbourhood character.*
- *Ensure the preferred neighbourhood character is consistent with medium and higher density housing outcomes in areas identified for increased housing.*
- *Ensure development responds to its context and reinforces a sense of place and the valued features and characteristics of the local environment and place by respecting the:*
  - *Pattern of local urban structure and subdivision.*
  - *Underlying natural landscape character and significant vegetation.*
  - *Neighbourhood character values and built form that reflect community identity.*





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# eukai

17 June 2026

|                  |                                     |
|------------------|-------------------------------------|
| Client:          | Victoria University                 |
| Eukai Reference: | 26105                               |
| Client Contact:  | Will Fooks, Director, Eukai Pty Ltd |

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## Victoria University – Digital Screens Road Safety Assessment

## Acknowledgement of Country

In the spirit of reconciliation, Eukai acknowledges the Traditional Custodians of country throughout Australia and their connections to land, sea, and community. We pay our respect to their Elders past and present, and we extend that respect to all Aboriginal and Torres Strait Islander peoples.

## Disclaimer

This report provides a preliminary road safety assessment based on the information available at the time of preparation. The findings and recommendations represent a professional opinion and are subject to confirmation through any subsequent design development, specialist assessments, statutory approvals and additional information that may become available. This report does not constitute legal advice and should not be relied upon for any purpose other than that for which it was prepared

## Issue Record

| Issue | Date     | Status | Prepared By  | Reviewed By                 | Signature |
|-------|----------|--------|--------------|-----------------------------|-----------|
| A-Dr  | 17/06/26 | Draft  | Ashwath Mani | Will Fooks<br>Kane Williams |           |

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# Executive Summary

## Background

Victoria University (VU) is proposing to replace three existing static signs on the eastern façade of Building K at the Footscray Park Campus with digital display screens. The proposed screens will be used for university branding, wayfinding and campus information and will be visible primarily to motorists travelling westbound on Ballarat Road approaching the signalised intersection of Ballarat Road, Geelong Road and Mills Close.

Eukai was engaged by Victoria University to undertake a road safety assessment of the proposed digital screens and determine whether the signage would present an unacceptable risk to road users.

## Assessment Methodology

The assessment was undertaken through a review of the proposed signage design, site characteristics and surrounding road environment. The review included:

- Assessment of the location, dimensions, orientation and visibility of the proposed digital screens.
- Review of the surrounding road network, including Ballarat Road, Geelong Road and Mills Close.
- Review of the existing road environment, including traffic signals, pedestrian crossings and traffic volumes.
- Review of available crash history data for the Ballarat Road / Geelong Road / Mills Close intersection.
- Assessment of the proposal against the Department of Transport and Planning (DTP) Requirements and Guidelines for Illuminated Outdoor Advertising Signage (2023).
- Assessment against the safety hazard decision guidelines contained within Clause 52.05-8 of the Victorian Planning Provisions (VPPs).
- Consideration of the human factors principles outlined in Austroads Research Report AP-R420-13 Impact of Roadside Advertising on Road Safety.

The assessment considered potential impacts associated with driver distraction, driver cognitive demand, visual clutter, gaze direction, vulnerable road users and rear-end crash risk.

## Key Findings

The proposed digital screens will replace existing static signage and therefore do not introduce a new advertising location within the road environment. The screens are located on the eastern façade of Building K and are visible primarily to westbound drivers on Ballarat Road approaching the signalised intersection with Geelong Road and Mills Close.

The assessment found that the digital screens have the potential to increase driver distraction, cognitive workload and gaze diversion if the displayed content is highly engaging, animated, excessively bright or otherwise inconsistent with safe roadside advertising practices.

However, the assessment also found that:

- The proposed screens will not obstruct driver sightlines to the intersection or traffic signals.
- The screens are unlikely to be mistaken for traffic control devices provided appropriate content restrictions are imposed.

- The screens will replace existing signage and therefore will result in only a limited increase in visual distraction.
- The intersection crash history does not indicate a significant existing road safety issue that would be exacerbated by the proposal.
- Compliance with DTP luminance requirements and operational controls will substantially reduce the potential for driver distraction.

## Recommended Controls

To minimise potential road safety impacts, it is recommended that the digital screens operate subject to the following controls:

- No movement, animation, flashing, scrolling or colour-changing effects.
- No content that could be mistaken for traffic control devices or road signage.
- No complex, emotional or highly attention-grabbing content.
- Simple, static messages only.
- Appropriate dwell times to minimise frequent image changes.
- Automatic brightness control and dimming in accordance with DTP requirements.
- Image transition times that comply with DTP requirements.

## Conclusion

Based on the assessment undertaken, the proposed digital screens are considered capable of operating safely within the surrounding road environment, subject to compliance with the DTP Guidelines, the Victorian Planning Provisions and the recommended operational controls outlined in this report.

Accordingly, the proposed digital screens on the eastern façade of Building K are not expected to result in a significant road safety risk for motorists or pedestrians on Ballarat Road, Geelong Road or Mills Close.

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# 1 Introduction

## 1.1 Background

Victoria University (hereby referred to as 'VU') is currently considering a number of upgrades to their Footscray campus, including carparks and signage. One such upgrade is the replacement of the existing static university signage on the Building K east façade with digital screens.

Eukai has been engaged by VU to undertake a road safety assessment of the proposed digital screen locations to ensure the signage does not present an unacceptable distraction for drivers.

## 1.2 References

The report has been prepared having reference to the following (amongst other documents):

- Department of Transport and Planning, Requirements and Guidelines for Illuminated Outdoor Advertising Signage, Victoria, 4 October 2023.
- Austroads, AP-R420-13 Impact of Roadside Advertising on Road Safety, 16 January 2013.
- Victorian Planning Provisions – Clause 52.05-8
- Victoria University, Footscray Park campus access information.
- Transport Victoria, Victorian road crash data.
- Denton Corker Marshall, Victoria University Campus Gateway, Building C, K Signage Site Location Plan and Elevations, 28 May 2026.

## 2 Existing Context

### 2.1 Site Location

Victoria University Footscray Park Campus is located approximately 6km west of the Melbourne CBD. Building K is located near the eastern campus, at the northwest corner of the Ballarat Road / Geelong Road / Mills Close signalised intersection. The eastern façade of Building K faces Footscray Park, as shown below in **Figure 2.1**.

**Figure 2.1: Site location**



Source: OpenStreetMap

### 2.2 Existing Signage

The eastern façade of Building K currently features three static signs with university advertising facing westbound drivers on Ballarat Road, as shown below in **Figure 2.2**. The signs sit underneath a static VU logo, with each sign approximately 9m in length and 0.8m in height.

**Figure 2.2: Existing signage**



Source: Site inspection photo

## 2.3 Road Network

The signage can be viewed from Ballarat Road, Geelong Road and Mills Close. The existing characteristics of the sections of road from where the signage is visible are summarised below.

### Ballarat Road



Ballarat Road is a primary arterial road controlled by Department of Transport and Planning (DTP) and is zoned as TZ2 (Transport Zone 2).

The VU signage is visible from the westbound approach to the intersection with Geelong Road and Mills Close. This approach comprises two through lanes, a dedicated left turn lane into Geelong Road and a dedicated right turn lane into Mills Close. Furthermore the road features street lighting and a physical median between the approach and departure carriageways.

Ballarat Road has a posted speed limit of 60 km/h and traffic volume data from Transport Victoria indicates that in 2019, the westbound carriageway carried 25,354 vpd.

### Geelong Road



Geelong Road is a primary arterial road controlled by DTP and is zoned as TZ2 (Transport Zone 2).

The VU signage is visible from the northbound approach to the intersection with Ballarat Road and Mills Close. This approach comprises three right turn lanes into Ballarat Road eastbound and a separated left turn slip lane into Geelong Road westbound. Furthermore the road features street lighting and physical median separation between the approach and departure carriageways, as well as the left turn slip lane.

Geelong Road has a posted speed limit of 60 km/h and traffic volume data from Transport Victoria indicates that in 2019, the northbound carriageway carried 11,001 vpd.

### Mills Close



Mills Close is a local access road controlled by Maribyrnong City Council. While drivers turning from Ballarat Road have visibility of the VU signage, drivers on Mills Close do not have direct sightlines to the signage as it is parallel to the direction of traffic.

This no-through road that provides access to the VU campus (including Building K), the Aquatic and Fitness Centre and Footscray Park. It also features ticketed and accessible parking spaces at the northern end.

Mills Close is a low-speed environment and is expected to have low daily traffic volumes.

## 2.4 Crash History

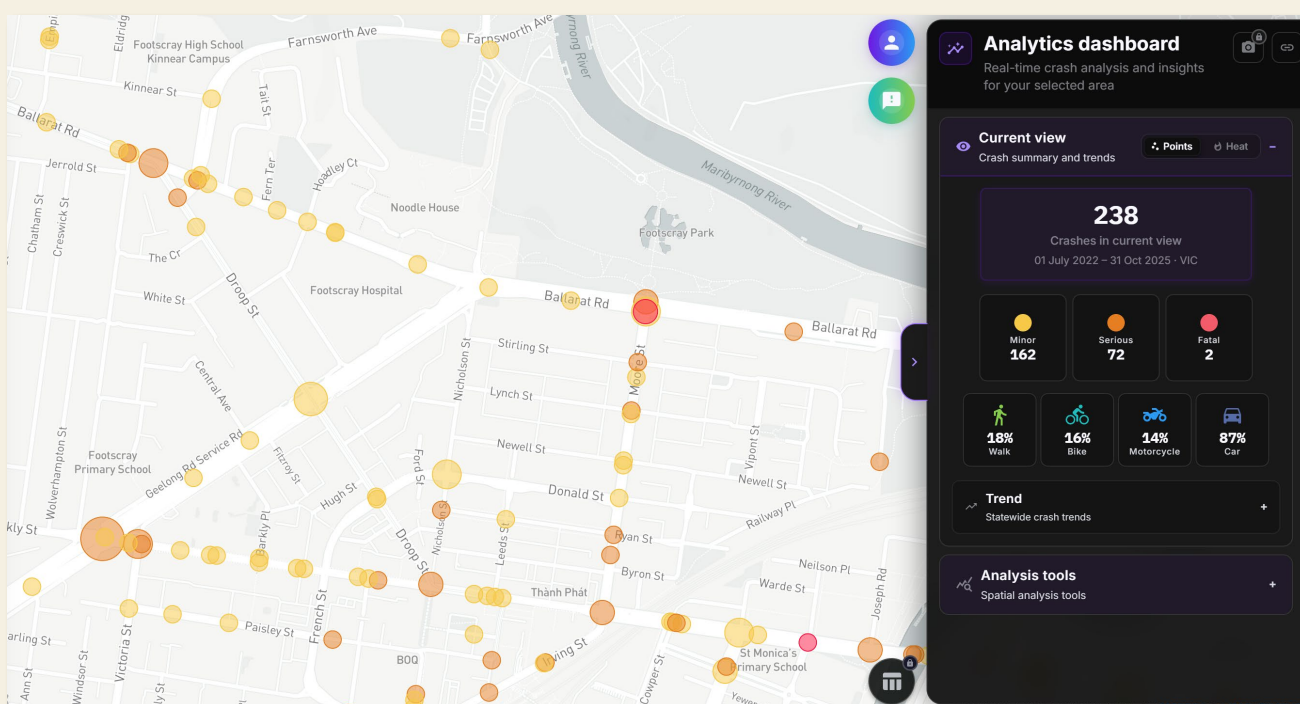
According to Transport Victoria, the crash history at the Ballarat Road / Geelong Road / Mills Close intersection for the five years preceding 31 October 2025 is as follows:

- 2 x vehicle rear end crashes – DCA 130
- 1 x motorcycle cross traffic crash – DCA 110

All three crashes were OTHER INJURY crashes.

The following screenshot from CrashDash (**Figure 2.3**) shows that several surrounding intersections have had greater numbers of crashes over the last five years, indicating the area wide safety concerns.

**Figure 2.3: Area crash history**





### 3 Proposed Digital Screens

The proposal is to replace the three existing static signs on the Building K eastern façade with digital screens of similar dimensions. These display panels will be used for VU campus branding and information, with mostly text-based content and the university logo. It is noted that the existing static logo above the proposed digital screens will be retained.

A concept schematic showing the proposed signage (prepared by the Architecture firm Denton Corker Marshall) is shown below in **Figure 3.1** and the approximate dimensions of the digital screens (panels) are summarised below in **Table 3.1**.

**Figure 3.1: Proposed digital screens**



Source: Denton Corker Marshall

**Table 3.1: Approximate display screen dimensions**

|                                 |                                         |
|---------------------------------|-----------------------------------------|
| Approximate panel height        | 0.83m                                   |
| Approximate panel length        | 9.08m                                   |
| Approximate height of top panel | 8.32m (ground to the top edge of panel) |
| Approximate area per panel      | 7.54m <sup>2</sup>                      |
| Combined display area           | 22.6m <sup>2</sup>                      |

## 4 Reference Framework

This road safety assessment uses DTP requirements, Victorian Planning Provisions (VPPs) decision guidelines and Austroads research as the road safety framework.

### 4.1 DTP Requirements

The DTP publication Requirements and Guidelines for Illuminated Outdoor Advertising Signage (hereby referred to as the 'DTP guidelines') provides guidance in relation to illuminated outdoor advertising signage visible from Transport Zone 2. The document applies to all illuminated signs that would be referred to the Head, Transport Victoria under the Victoria Planning Provisions (VPPs).

The DTP guidelines state that luminance standards apply to electronic signage as well as floodlit, externally illuminated and internally illuminated signage. It also states that an animated or electronic sign within 60 meters of a freeway or arterial road declared under the Road Management Act 2004 must be referred to the relevant referral authority.

### 4.2 VPP Decision Guidelines

Clause 52.05-8 of the VPP includes the following ten decision guidelines to assess whether a proposed sign is a safety hazard. These guidelines must be considered by the responsible authority when undertaking a safety assessment of digital signage.

1. Obstructs a driver's line of sight at an intersection, curve or point of egress from an adjacent property.
2. Obstructs a driver's view of a traffic control device, or is likely to create a confusing or dominating background that may reduce the clarity or effectiveness of a traffic control device.
3. Could dazzle or distract drivers due to its size, design or colouring, or it being illuminated, reflective, animated or flashing.
4. Is at a location where particular concentration is required, such as a high pedestrian volume intersection.
5. Is likely to be mistaken for a traffic control device, because it contains red, green or yellow lighting, or has red circles, octagons, crosses, triangles or arrows.
6. Requires close study from a moving or stationary vehicle in a location where the vehicle would be unprotected from passing traffic.
7. Invites drivers to turn where there is fast moving traffic or the sign is so close to the turning point that there is no time to signal and turn safely.
8. Is within 100 metres of a rural railway crossing.
9. Has insufficient clearance from vehicles on the carriageway.
10. Could mislead drivers or be mistaken as an instruction to drivers.

### 4.3 Austroads Human Factors Framework

The Austroads Research Report AP-R420-13: Impact on Roadside Advertising on Road Safety (hereby referred to as the 'Austroads research') identifies the human factors that should be considered when assessing the road safety impacts of digital signage.

The Austroads research states that that movement, luminance changes and salient emotional material can involuntarily capture driver attention. Austroads also identifies the need to consider movement, dwell time, transition time, message sequencing, content, luminance, gaze direction, sight distance and speed environment.

## 5 Compliance with DTP Guidelines

### 5.1 DTP Sign Category

Each proposed digital screen panel is approximately 7.54m<sup>2</sup>. According to DTP Guidelines, panel signs that exceed 3m<sup>2</sup> are classified as Category A.

### 5.2 District Brightness Classification

According to DTP Guidelines, as illuminated signs will appear more prominent in darker locations, the nighttime luminance conditions for signs are different for High District Brightness Areas, Medium District Brightness Areas and Low District Brightness Areas.

The proposed digital screens will be located along an urban corridor with existing street lighting. Furthermore, being adjacent to a hospital and university campus provide additional ambient lighting within the road environment. Therefore, the site should be classified as a High District Brightness Area, which includes town centers, commercial and other areas with high ambient lighting and street lighting.

### 5.3 Luminance Standard

According to DTP Guidelines, the luminance limits for illuminated signs for category A sign in a High District Brightness Area are summarised below in **Table 5.1**. It is noted that the maximum average luminance and threshold increment values must not be exceeded.

**Table 5.1: Luminance limits for illuminated signs**

|                                                 |                        |
|-------------------------------------------------|------------------------|
| Full sun on face of signage                     | No limit               |
| Daytime luminance                               | 6000 cd/m <sup>2</sup> |
| Morning / evening twilight and overcast weather | 700 cd/m <sup>2</sup>  |
| Night-time, High District Brightness            | 350 cd/m <sup>2</sup>  |
| Night-time threshold increment                  | 20%                    |
| Night-time adaptation luminance                 | 5 cd/m <sup>2</sup>    |



## 5.4 Brightness Levels

The DTP Guidelines specify the following brightness level conditions for illuminated signs:

1. to be dimmable and to have a control system that allows maximum lighting levels to be set or adjusted if deemed necessary by the Responsible Authority and the Head, Transport for Victoria.
2. It is also a requirement that where signs are illuminated during the day, they must be fitted with Photocells (light sensors) that measure the ambient light and adjust the signage luminance accordingly.
3. Any change in brightness levels must be applied during an image transition, not while an image is being displayed.

## 5.5 Image Transitions

According to DTP Guidelines, any changes in graphical content or colours for digital signage must occur in 0.1 seconds or less.

## 5.6 Externally Illuminated Signs

*Not applicable for the proposed digital screens, which will feature internal illumination.*

## 5.7 Upward Light Ratio

The Upward Light Ratio (ULR) value is the percentage of light output from a luminaire that is emitted above the horizontal. The DTP Guidelines specify the following ULR conditions for digital signs:

1. Digital signs must have an ULR of less than 50%. In addition, facilities (such as integrated baffles) must be included in the design to mitigate upwards wastage of light.
2. Externally illuminated floodlit signage must be top mounted (facing down). This is not applicable for the proposed digital screens, which will feature internal illumination.

## 6 Road Safety Assessment

### 6.1 Driver Distraction

#### 6.1.1 Risk

Ballarat Road / Geelong Road / Mills Close is a highly trafficked signalised intersection, with approximately 45,000 vehicles travelling through the intersection per day according to 2019 traffic volume data from Transport Victoria. The road environment requires drivers to monitor signals, lane markings, queueing traffic, road signs, turning movements and pedestrian crossings, all of which increase the cognitive demand on drivers.

**Figure 6.1: Ballarat Road, facing west towards the proposed digital screens**



Source: Site inspection photo

Austrorads research states that “while attention may be less likely to be captured by irrelevant material in a demanding driving situation, it is clear that in some driving situations it is likely that movement or changes in luminance will involuntarily capture attention and that particularly salient emotional and engaging material will recruit attention to the detriment of driving performance, particularly in inexperienced drivers”.

#### 6.1.2 Finding

As the proposed digital screens will replace existing static, drivers familiar with the route are less likely to be distracted by seeing promotional VU information on the eastern façade of Building K. However, as the digital screens will be clearly visible for westbound drivers on Ballarat Road as they approach the intersection, displayed information has the potential to distract drivers if it is too engaging, colorful, bright, fast moving and so on.

Furthermore the close proximity between the signs and the signalised intersection of Ballarat Road / Geelong Road / Mills Close, there is the potential for the digital screens to distract drivers’ attention away from the traffic

signals if the information displayed is similar in colour, shape and size to traffic signals. However it is noted that the VU colour palette is primarily blue, which is unlikely to be mistaken for traffic control devices.

## 6.1.3 Recommendation

The potential risk of driver distraction must be managed by limiting the type of information that is displayed on the proposed digital screens. Therefore, the information displayed should be subject to the following controls:

- Movement – must be prohibited
- Animation – must be prohibited
- Flashing – must be prohibited
- Scrolling – must be prohibited
- Colour changing – must be prohibited
- Colours/shapes that could be mistaken for a traffic control device (signals), including red, yellow or amber circles, arrows or pedestrian symbols – must be prohibited
- Emotional content – should not be displayed
- Complex content – should not be displayed
- Dwell time – must be long enough to avoid frequent attention capture
- Brightness levels – must be controlled by dimming and transition rules (see Section 5.4)
- Transition time – must be instantaneous (see Section 5.5)
- Content should be simple only

By implementing these appropriate controls, the proposed digital screens are not anticipated to create an unacceptable level of driver distraction.

## 6.2 Driver Cognitive Demand

### 6.2.1 Risk

There is cognitive demand at Ballarat Road / Geelong Road / Mills Close intersection on drivers. This is due to the need for drivers to manage a range of inputs including traffic signal control, multiple approach lanes, high volumes of vehicles, vehicle queues, directional signage and pedestrian/cyclist movements.

Austroads research identifies intersections, decision points and merge points as environments where advertising visibility should be carefully controlled to avoid placing unnecessary cognitive demand on drivers.

### 6.2.2 Finding

The information presented on the digital screens will impact the cognitive load on drivers. However, as long as screens are used to display only simple content, the increase will be limited as the screens will be replacing existing static signage.

### 6.2.3 Recommendation

The digital screens should use simple content so as not to place unnecessary additional cognitive load on drivers at this location. Refer to the recommended signage controls in Section 6.1.3.

## 6.3 Visual Clutter

### 6.3.1 Risk

The Ballarat Road / Geelong Road / Mills Close intersection features visual clutter, including traffic signals, signage, pavement marking, street lighting, palm trees, buildings in the background (Footscray Hospital and the VU campus) and sculptures.

Austrroads research identifies visual clutter as a road safety issue because additional non-driving information can make critical road information harder to detect; however, this is a reality across all urban street environments.

### 6.3.2 Finding

While the digital screens will add some visual information for drivers, the increase will be limited as the signs will be replacing existing static signage.

### 6.3.3 Recommendation

The digital screens should use simple content to reduce the visual clutter at this location. Refer to the recommended signage controls in Section 6.1.3.

## 6.4 Gaze Direction

### 6.4.1 Risk

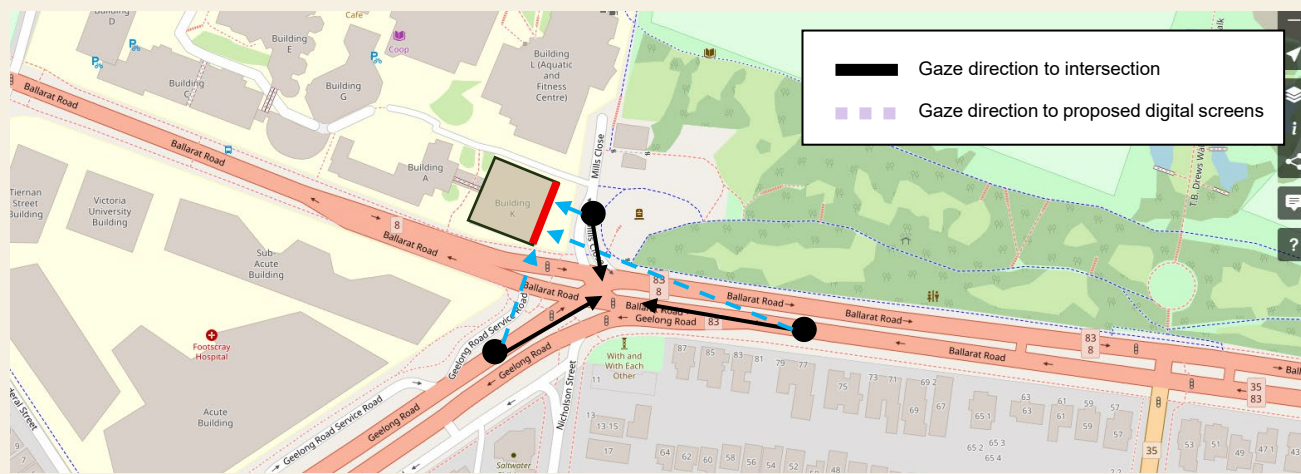
If roadside advertising is substantially offset (vertically or horizontally) from the travel lane, it has the potential to move drivers' gaze direction from the roadway.

Austrroads research identifies that advertising signage should not be located significantly outside the visual envelope of normal driving-related information but should be located close enough to the travel lane to obviate this possibility.

### 6.4.2 Finding

The gaze direction of drivers approaching the intersection on Ballarat Road, Geelong Road and Mills close is shown below in **Figure 6.2**.

**Figure 6.2: Gaze direction to intersection and proposed digital screens**





## Ballarat Road (westbound)

Westbound drivers on Ballarat Road have the most direct sightlines to the digital screens, and will have a clear view of them while waiting at the intersection with Geelong Road and Mills Close. However as Building K is located adjacent to the traffic lanes, drivers looking at the screens are unlikely to have their gaze direction laterally moved significantly from the roadway. Furthermore the maximum height of the screens is approximately 8.32m above the ground level, which is below the relative height of the overhead signal lanterns for drivers on the westbound approach.

## Geelong Road

The orientation and location of the Building K eastern façade means that northbound drivers on Geelong Road drivers must turn their heads away from the direction of travel to view the screens. However, as there is limited visibility to the screens, due primarily to the natural direction of traffic travelling from Geelong Road to Ballarat Road (east), drivers are less likely to have their gaze direction drawn away from the roadway. Furthermore, as the intersection is fully signalised, drivers are expected to be facing straight ahead towards the traffic signals, rather than towards the VU campus where the screens will be located. Therefore, it is highly unlikely that the screens will fall within the eyeline of these drivers and move their gaze direction.

## Mills Drive

Drivers on Mills Close have very limited sightlines to the signage as it is parallel to the direction of traffic.

### 6.4.3 Recommendation

The digital screens should use simple content and long dwell times so as not to encourage drivers to move their gaze direction significantly away from the roadway. Refer to the recommended signage controls in Section 6.1.3.

## 6.5 Vulnerable Road Users

### 6.5.1 Risk

The presence of signalised shared pedestrian and cyclist crossings across Ballarat Road and Geelong Road indicates the presence of vulnerable road users at the intersection. This is further indicated by nearby pedestrian generators including the VU campus, Footscray Park and Footscray Hospital.

Austrorads research identifies that digital signage should not draw driver attention away from crossings, signals or turning point conflicts.

### 6.5.2 Finding

All crossing points at the Ballarat Road / Geelong Road / Mills Close intersection are signalised. As such, drivers are less likely to fail to give way to pedestrians when travelling through the intersection. Therefore, as long as screens are used to display only simple content, they are unlikely to draw drivers' attention away from vulnerable road users crossing the road.

### 6.5.3 Recommendation

The digital screens should use simple content so as not to draw driver attention away from pedestrians and cyclists crossing at the intersection. Refer to the recommended signage controls in Section 6.1.3.

## 6.6 Rear-end Crashes

### 6.6.1 Risk

As detailed in Section 2.4, three other injury crashes have occurred at the Ballarat Road / Geelong Road / Mills Close intersection in the five-year period preceding 31 October 2025.

The proposed digital screens may distract drivers and draw their attention away from traffic in front of them, increasing the likelihood of rear-end collisions as vehicles reduce speed on approach to the intersection.

### 6.6.2 Finding

Two of the three crashes in the five-year period preceding 31 October 2025 were rear-end collisions, which may have been caused by drivers being distracted and not aware of vehicle queues in front. However, given the significant daily traffic volumes that travel through the intersection, the lack of a significant rear-end crash history indicates that the risk of rear-end collisions is not a significant safety issue.

### 6.6.3 Recommendation

The information displayed on the digital screens should adhere to the signage controls recommended Section 6.1.3 to mitigate any increased risk of additional crashes at the intersection.

## 7 VPP Decision Guidelines

The responses to the VPP decision guidelines for assessing if a new sign is a safety hazard, as stated in Clause 52.05-8, is summarised below in **Table 7.1**.

**Table 7.1: Luminance limits for illuminated signs**

| A sign is a safety hazard if the sign                                                                                                                                                               | Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Obstructs a driver's line of sight at an intersection, curve or point of egress from an adjacent property.</b>                                                                                   | <p>The proposed digital screens will not obstruct sightlines of drivers approaching the intersection on Geelong Road or Mills Close, due to the geometry of the carriageways and orientation of the Building K eastern façade.</p> <p>Westbound drivers on Ballarat Road will have clear sightlines to the digital screens as they approach the intersection. However as Building K is located adjacent to the road reserve and to the west of the intersection, the digital screens will not obstruct westbound drivers' line of sight as they approach the intersection.</p>                                                                                                                                                                                                                                                                                                                                                  |
| <b>Obstructs a driver's view of a traffic control device, or is likely to create a confusing or dominating background that may reduce the clarity or effectiveness of a traffic control device.</b> | <p>The proposed digital screens will not obstruct driver sightlines to the signalised intersection from Geelong Road or Mills Close, due to the geometry of the carriageways and orientation of the Building K eastern façade.</p> <p>Westbound drivers on Ballarat Road will have clear sightlines to the digital screens as they approach the intersection. However as Building K is located adjacent to the road reserve and to the west of the intersection, the digital screens will not obstruct westbound drivers' line of sight to the traffic signals.</p> <p>To reduce the risk of the digital screens creating a confusing or dominating background, the information displayed on the panels should be subject to strict operational controls, including no movement, animation, flashing, scrolling or colour changing. Refer to Section 6.1.3 for a full list of recommended controls for the digital screens.</p> |
| <b>Could dazzle or distract drivers due to its size, design or colouring, or it being illuminated, reflective, animated or flashing.</b>                                                            | <p>As noted in Section 6.1.3, the following controls are recommended for the information displayed on the digital screens:</p> <ul style="list-style-type: none"> <li>• The following should be prohibited – movement, animation, flashing, scrolling, colour changing and colours/shapes that could be mistaken for traffic control devices (signals).</li> <li>• The following should not be displayed – emotional or complex content</li> <li>• Dwell time – should be long enough to avoid frequent attention capture</li> <li>• Brightness levels – should be controlled by dimming and transition rules (see Section 5.4)</li> <li>• Transition time – 0.1 seconds or less (see Section 5.5)</li> </ul>                                                                                                                                                                                                                   |
| <b>Is at a location where particular concentration is required, such as a high pedestrian volume intersection.</b>                                                                                  | <p>The presence of signalised shared pedestrian and cyclist crossings across Ballarat Road and Geelong Road indicate the presence of vulnerable road users at the intersection. This is further indicated by nearby pedestrian generators including the VU campus, Footscray Park and Footscray Hospital.</p> <p>However as all crossing points at the intersection are signalised, drivers are less likely to fail to give way to pedestrians with crossing priority. Therefore the digital screens should only display simple content so as not to draw driver attention away from pedestrians and cyclists crossing at the intersection. Refer to the recommended signage controls in Section 6.1.3.</p>                                                                                                                                                                                                                     |

|                                                                                                                                                                              |                                                                                                                                                                                                                                                             |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Is likely to be mistaken for a traffic control device, because it contains red, green or yellow lighting, or has red circles, octagons, crosses, triangles or arrows.</b> | It is recommended that the digital screens only display simple content and not include colours/shapes that could be mistaken for traffic control devices (signals). Refer to Section 6.1.3 for a full list of recommended controls for the digital screens. |
| <b>Requires close study from a moving or stationary vehicle in a location where the vehicle would be unprotected from passing traffic.</b>                                   | It is recommended that the digital screens should not display complex or emotional content that required close study from passing drivers. Refer to Section 6.1.3 for a full list of recommended controls for the digital screens.                          |
| <b>Invites drivers to turn where there is fast moving traffic or the sign is so close to the turning point that there is no time to signal and turn safely.</b>              | The digital screens will be used for VU campus branding and information only and will not be used to display any messaging that would invite turning movements from drivers.                                                                                |
| <b>Is within 100 metres of a rural railway crossing.</b>                                                                                                                     | The proposed digital screens are not located within 100m of a rural railway crossing.                                                                                                                                                                       |
| <b>Has insufficient clearance from vehicles on the carriageway.</b>                                                                                                          | The proposed digital screens will be located entirely on the eastern façade of Building K and will not overhang any road carriageways. Therefore the proposed digital screens will have sufficient clearance from vehicles on the carriageway.              |
| <b>Could mislead drivers or be mistaken as an instruction to drivers.</b>                                                                                                    | The digital screens will be used for VU campus branding and information only and will not be used to display any messaging that would be misleading or mistaken as an instruction for drivers.                                                              |



## 8 Additional Requirements

### 8.1 Lighting Impact Assessment Report

Prior to installation of the proposed digital screens, a lighting impact assessment report must be submitted to the Head, Transport for Victoria. This report must be undertaken by a suitably qualified lighting consultant.

According to DTP Guidelines, the lighting impact assessment report must include the following:

- A detailed description of the proposed signage, including location, size, orientation, dwell time, lighting specification details, dimming/control functionality, and hours of operation.
- A plan drawn to scale showing the proposed sign in elevation and plan view (including which signs are electronic and which are static).
- Photomontage images showing the proposed sign from a driver's perspective (with approximate distances) from any locations where drivers would be able to view the proposed sign.
- A classification of the existing night time lighting condition as either High District Brightness, Medium District Brightness or Low District Brightness and justification for the classification.
- The proposed maximum luminance of the sign for each lighting condition, with detailed calculations provided to demonstrate compliance with the criteria outlined in the Department of Transport and Planning Requirements and Guidelines for Illuminated Outdoor Advertising Signage. Calculations must use the definitions and methodology as described in AS4282 where relevant. A maintenance factor of 1 is to be used for all calculations.
- A certification, signed by a suitably qualified Lighting Consultant, stating that the design complies with the Department of Transport and Planning Requirements and Guidelines for Illuminated Outdoor Advertising Signage.

This assessment may trigger an update to the findings within this report

### 8.2 Lighting Compliance Report

Prior to the operation of the digital screens, a lighting compliance report must be submitted to and approved by the Responsible Authority and the Head, Transport for Victoria. This report must demonstrate that the sign has been commissioned according to the requirements of the lighting impact assessment report.

According to DTP Guidelines, the lighting compliance report must include the following:

- On site luminance measurements for Daytime, Evening/Morning Twilight and Night Time, based on a 100% white screen set to the maximum value for each lighting condition.
- Date and times of luminance measurements for the relevant lighting conditions.
- Details of the luminance meter used, including serial number. The luminance meter must have been calibrated by an appropriately certified Lab within the last 12 months. The date of calibration and Calibration Report Number shall be provided.
- A description of the luminance methodology used, including location and orientation of the luminance meter relative to sign, the image/content displayed on sign and number of measurement points taken. The signage should be measured with a 100% white image displayed, unless signage is a fixed colour/design.

- Photos of the sign for each sky condition measured, taken from the meter location.
- Indicative elevation plans of the signage showing the values of luminance at each measurement point.
- A summary showing the final average luminance of the signage for each relevant sky condition.
- A certification signed by a suitably qualified lighting consultant to undertake luminance measurements.

## 8.3 Compliance Record

The operator must keep a compliance record of the operation of the digital screens. This must be provided to the Head, Transport for Victoria within 5 days of a written request.

According to DTP Guidelines, the compliance record must include:

- The sign's luminance ( $\text{cd/m}^2$  or as a percentage of its maximum luminance) in minimum 10-minute intervals.
- The sign's photocell (light sensor) reading of the ambient light in minimum 10-minute intervals.
- The dwell time and transition time between successive images.

All record information must be time and date stamped to show the time of measurement. Furthermore compliance records must be maintained for a minimum of 12 months.

## 9 Conclusion

The proposed digital screens on the eastern façade of Building K have the potential to distract drivers, increase the cognitive demand on drivers and draw their gaze away from the roadway. Therefore, in addition to adhering to DTP Guidelines and VPP Decision Guidelines, it is recommended that the information displayed on the proposed digital screens on the VU Building K (eastern façade) is subject to the following operational controls:

- Movement of any text, images or graphics must not be permitted.
- Animation of any form must not be permitted.
- Flashing, flickering or pulsating effects must not be permitted.
- Scrolling text or images must not be permitted.
- Rapid colour changes or colour-transition effects must not be permitted.
- Colours, symbols, shapes or display elements that could be mistaken for traffic control devices, traffic signals or road signage must not be displayed.
- Emotional, provocative or highly attention-grabbing content should not be displayed.
- Complex content that requires extended reading or interpretation should not be displayed.
- Display dwell times should be sufficient to minimise the frequency of image changes and associated attention capture.
- Screen luminance must be controlled through automatic dimming and transition protocols in accordance with the requirements outlined in Section 5.4
- Image transitions must be instantaneous and comply with the requirements outlined in Section 5.5.
- Display content should be limited to simple, static messages that can be readily understood without prolonged driver attention.

If these controls are implemented, then the proposed digital screens are not expected to pose a significant road safety risk for drivers on Ballarat Road, Geelong Road and Mills Close.

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