Oshawa

Public Report

To:	Economic and Development Services Committee
From:	Warren Munro, HBA, MCIP, RPP, Commissioner, Economic and Development Services Department
Report Number:	ED-23-207
Date of Report:	November 1, 2023
Date of Meeting:	November 6, 2023
Subject:	Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North
Ward:	Ward 4
File:	SV-2023-07

1.0 Purpose

The purpose of this Report is to seek Council's direction on the sign variance application submitted by Pattison Outdoor Advertising ("Pattison") to permit the alteration of both the northeast face and southeast face of the existing non-accessory roof sign at 30 Park Road North to read-o-graphs [electronic light emitting diode ("L.E.D.") digital display].

The proposed read-o-graphs are for static messages only that transition every 8 to 10 seconds from one static message to another static message. There will be no flashing, motion, video, animation or audio related to the sign.

The owner of the subject site, 2775295 Ontario Inc., authorized Pattison to make the appropriate applications to alter the sign structure.

The Delegation By-law 29-2009, as amended ("Delegation By-law"), grants the Commissioner of Economic and Development Services or Director of Planning Services the authority to approve variances to the Sign By-law 72-96. The Commissioner may forward controversial applications or applications proposed to be denied for Council's consideration at their discretion. This application is considered controversial necessitating this staff report since roof signs are not permitted under Sign By-law 72-96, as amended.

Attachment 1 is a map showing the location of the subject site and the existing zoning in the area.

Attachment 2 is an air photo of the subject site and the surrounding area.

Attachment 3 is a copy of the details of the proposed signs.

Attachment 4 is a copy of a photo of the existing signs.

Attachment 5 is a copy of a letter from Pattison dated August 17, 2023 provided in support of the application.

Attachment 6 is a photo of the northeast face of the existing sign at 30 Park Road North at night.

Attachment 7 is a photo of the northeast face of the existing read-o-graph sign at 7 and 11 Taunton Road East at night.

2.0 Recommendation

That the Economic and Development Services Committee recommend to City Council that, pursuant to Report ED-23-207 dated November 1, 2023, the Commissioner of Economic and Development Services or Director of Planning Services be authorized to approve the sign variance application submitted by Pattison Outdoor Advertising (File: SV-2023-07) to permit the alteration of the northeast face and southeast face of the existing non-accessory roof sign at 30 Park Road North to provide read-o-graphs as a display surface.

3.0 Executive Summary

Not applicable

4.0 Input From Other Sources

The following have been consulted in the preparation of this Report:

- Regional Municipality of Durham Works Department
- Oshawa Environmental Advisory Committee

The Region of Durham Works Department advises that the intersection of Park Road North and Bond Street West currently has the highest number of pedestrian collisions in the Region. They have concerns that read-o-graph signs cause a distraction for drivers and could make the condition worse.

On October 3, 2023, the Oshawa Environmental Advisory Committee reviewed the application and passed the following motion:

> "The Oshawa Environmental Advisory Committee is concerned about the residents in the apartment building directly northeast of the signage being disturbed by the L.E.D. lights between the hours of 5:00 pm and 11:00 pm during the winter months."

5.0 Analysis

5.1 Background

The owner has an existing non-accessory roof sign with two display surfaces. This sign was approved by the City in 1994 prior to the passing of Sign By-law 72-96, as amended. One side faces northeast and the other side faces southeast (see Attachment 2). Each face has the dimensions of 6.1 metres (20 ft.) in width and 3.05 metres (10 ft.) in height and an individual sign area (display surface) of 18.6 square metres (200 sq. ft.). The current signs have uplighting that illuminates the signs at night.

Pattison has submitted an application (File: SV-2023-07) for a variance to Sign By-law 72-96, as amended, to permit the alteration of both the northeast face and the southeast face of the roof sign at 30 Park Road North to include a new electronic L.E.D. sign (read-o-graph).

Pattison advises:

- The request would be to convert both the northeast face and the southeast face of the existing sign to electronic L.E.D. digital displays. The size, height and area of the existing structure would remain at its current size: 6.1 metres (20 ft.) by 3.05 metres (10 ft.).

- During the course of time, the industry has witnessed advances in technology that have affected how a message is displayed on billboards. The industry has graduated from the concept of paper and paste to display messages, to the vertical louvers known as tri-vision signs, to now using electronic L.E.D. static message digital displays. The industry is currently growing this electronic medium on a national basis. Pattison has approached the City of Oshawa to convert both the northeast face and the southeast face of the existing roof sign from a traditional paper and paste board to electronic L.E.D. digital display.

- The boards will contain no video, animation, flashing or audio.

- The boards will contain a series of static images which will be viewed for a minimum 8 seconds per image.

- The boards are equipped with an ambient light sensor which controls the levels of illumination as per the surrounding environment. During nighttime hours the illumination is reduced and during daytime hours the illumination is intensified by way of the sensor.

- The northeast facing board will incorporate SiteLine technology into the sign face. SiteLine technology employs a mechanical baffle (or louver) system to eliminate all projection of light from the L.E.D.s toward the neighbouring residential use to the northwest of the sign face. The baffle is a reliable and permanent baffle, not the result of any programming or settings. Media Resources, Pattison's lighting consultant, has analyzed the SiteLine technology and attests to the effectiveness of this light restriction technology. Attachment 5 includes a diagram (Figure 2) showing the angles at which

the sign will be visible. Lighting from the sign will not be visible beyond these angles. According to Pattison's analysis, the light levels experienced from this sign at 100 metres (328 ft.) will be 0.192 lux. There is only one residential property within 100 metres (328 ft.) of the northeast sign that will be able to see the sign. The light level experienced at this residential property will be between 0.181 lux and 0.192 lux. In contrast, at 100 metres (328 ft.) to the northwest the light level will be 0.001 lux due to the baffles. Beyond certain angles shown in Attachment 5, people viewing the roof sign would see a blank canvas.

- All of Pattison's electronic L.E.D. digital displays are equipped with a camera to monitor all activities on the board daily.

Additional details of the proposed alteration are included in Attachment 5.

5.2 Sign By-law

The City's Sign By-law 72-96, as amended, prohibits "ROOF SIGNS" in all zones. A roof sign is defined as any sign located entirely on or above the roof of a building or located entirely on top of or above the parapet of a building. The existing sign is a non-accessory roof sign.

"NON-ACCESSORY SIGN" means a sign in which the copy does not relate to the lawful use of the lot upon which the sign is located.

A "READ-O-GRAPH" means a sign indicating an electronic message via illuminated, moving and changing light patterns which contain words, numbers, graphics, pictures, symbols, images or emblems. A read-o-graph is not permitted on roof signs since roof signs themselves are prohibited. Read-o-graph signs are permitted on pylon signs, ground signs and fascia signs.

Sign By-law 72-96 requires that no person shall erect, display, demolish, or structurally alter or repair any sign except in compliance with the provisions of this By-law.

"ALTER" means to make any change to a sign, including the addition, deletion or rearrangement of parts, but excluding the changing of copy on a changeable copy sign or the replacement of display matter in an existing structural frame or the replacement of identical parts for maintenance purposes. Alteration and altering shall have corresponding meanings.

The existing sign boards, catwalks and lights would be removed by Pattison and new L.E.D. signs would be installed. This is a structural alteration not permitted by Sign By-law 72-96, as amended.

Sign By-law 72-96 permits a read-o-graph sign to be erected at this site if it is incorporated into a fascia sign, pylon sign or ground sign, as long as the sign only displays copy related to the uses on the site and subject to size requirements. A pylon sign 8 metres (26.2 ft.) high could be erected with a read-o-graph sign area of 10 square metres (107.6 sq. ft.).

5.3 Delegation By-law

The Delegation By-law 29-2009, as amended, grants the Commissioner of Economic and Development Services and Director of Planning Services the authority to approve variances to Sign By-law 72-96, as amended. The Commissioner may forward controversial applications or applications proposed to be denied for Council's consideration at their discretion.

This application is considered to be controversial since non-accessory roof signs are not permitted by Sign By-law 72-96, as amended. In addition, permitting the alteration to allow a sign will extend the life of the sign.

5.4 Basis for Recommendation

This Department has no objection to the approval of the subject application.

The general basis for this recommendation is as follows:

(a) The roof sign will use a permanent baffle to eliminate all projection of light from the L.E.D.s toward the neighbouring residential properties to the northwest of the sign face.

(b) A read-o-graph (electric L.E.D. digital sign) represents more contemporary technology for sign messaging.

(c) The size of the roof sign is not changing.

(d) Any concerns regarding safety and that the messaging (e.g. brightness, frequency of message changes, motion in messages) could be a distraction to drivers can be addressed through appropriate conditions of approval to the satisfaction of City staff. These include:

- Static messages to have no animation, flashing, turning or full motion video;
- Each static image message is to remain up for a minimum of 8 seconds;
- Transition between two different static images to be instantaneous; and,
- Mechanical baffles shall be installed in the northeast sign area to obstruct views of the sign generally above 30 degrees and below minus 60 degrees Celsius.

  Sign By-law 72-96, as amended, already permits read-o-graph signs that are incorporated into fascia signs, ground signs or pylon signs.

(e) The Oshawa Environmental Advisory Committee, at their October 3, 2023 meeting, had one concern regarding the relationship between the proposed sign and the existing residential use to the northeast. The proposed light levels at the closest residential property (51 Park Road North) appears to be between 0.181 lux and 0.192 lux, as calculated by the applicant's lighting consultant, Media Resources Inc. (not including lights from street lights, vehicle lights or traffic signals).

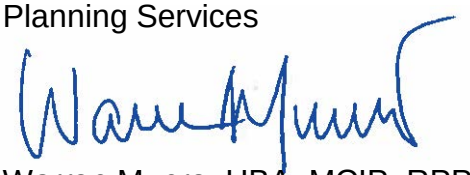
6.0 Financial Implications

There are no financial implications associated with the Recommendation in this Report.

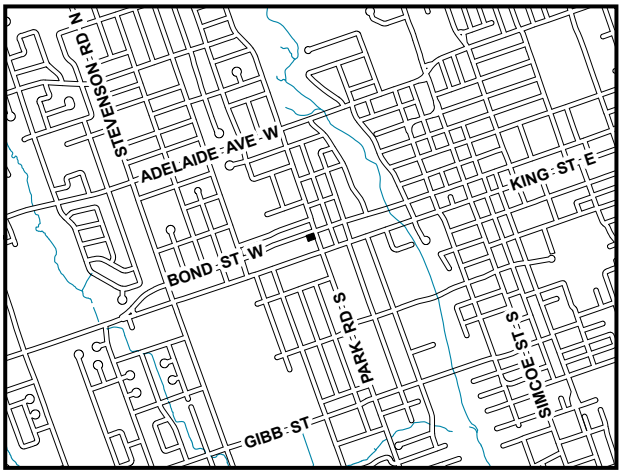
7.0 Relationship to the Oshawa Strategic Plan

The Recommendation in this Report advances the Accountable Leadership goal of the Oshawa Strategic Plan.

Tom Goodeve, M.SC.Pl., MCIP, RPP, Director,
Planning Services



Warren Munro, HBA, MCIP, RPP, Commissioner,
Economic and Development Services Department



Item: ED-23-207
Attachment 1

Economic and Development Services

Subject: Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North

Ward: Ward 4

File: SV-2023-07

N

Subject Site

H:\PLAN\07-IT Mgmt\09-Data Trans\Attachments\2023\10 Oct\30ParkRdN\30ParkRdN_SV_Att1.mxd\10/27/2023

Subject: Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North
Ward: Ward 4
File: SV-2023-07

Item: ED-23-207
Attachment 2

Subject Site

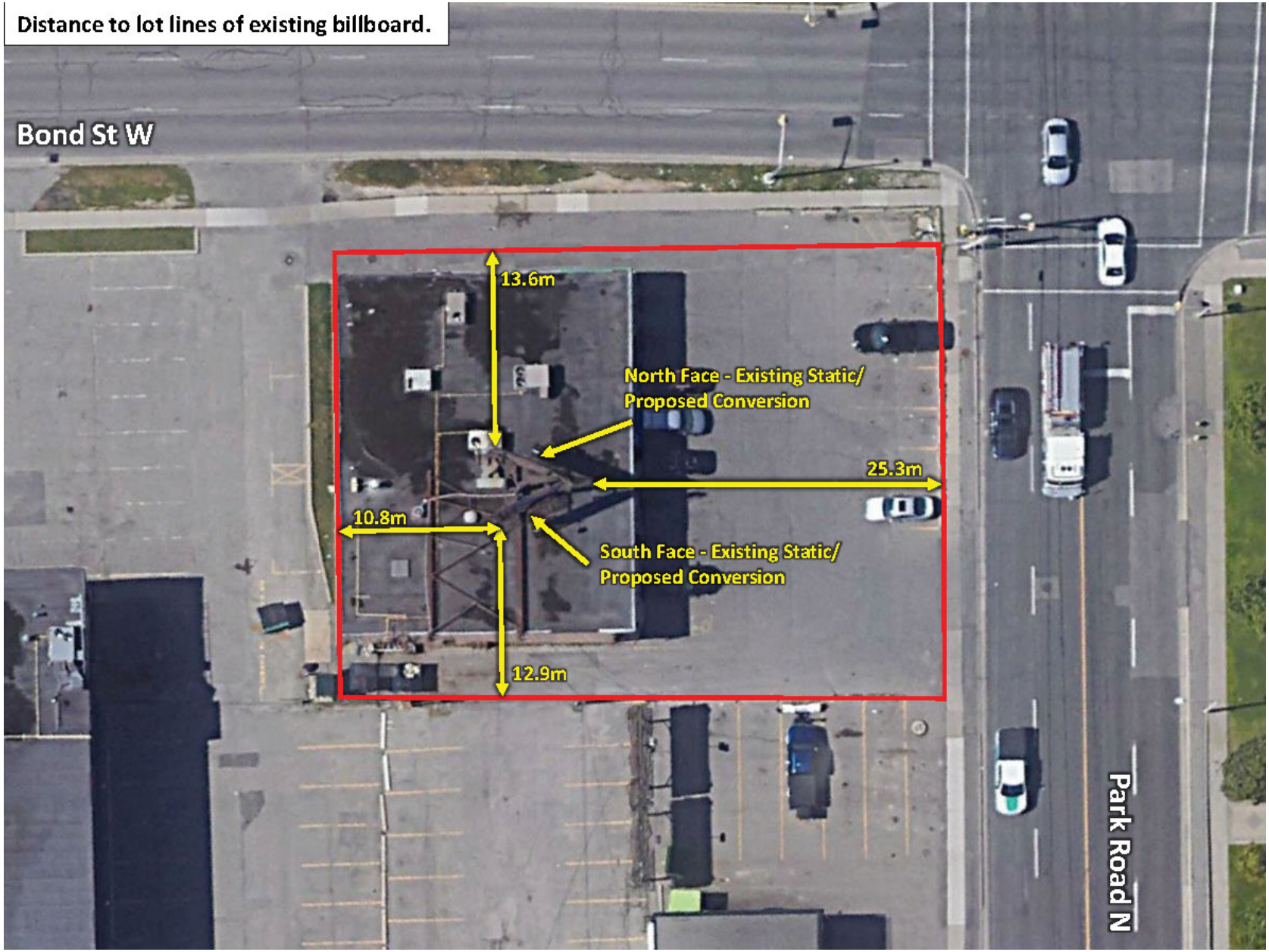
City of Oshawa
Economic and Development Services

H:\PLAN\07-IT Mgmt\09-Data Trans\Attachments\2023\10 Oct\30ParkRdN\30ParkRdN_SV_Att2.mxd\10/27/2023

Item: ED-23-207
Attachment 3

Title: Aerial Photo of Existing Signs
Subject: Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North
Ward: Ward 4
File: SV-2023-07

City of Oshawa
Economic and Development Services



H:\PLAN\07-IT Mgmt\09-Data Trans\Attachments\2023\10 Oct\30ParkRdN\pdfs\30ParkRdN_SV_Att3.pdf

Item: ED-23-207
Attachment 4

Title: Photo of Existing Signs
Subject: Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North
Ward: Ward 4
File: SV-2023-07

N

City of Oshawa
Economic and Development Services

Mock up with Measurements

H:\PLAN\07-IT Mgmt\09-Data Trans\Attachments\2023\10 Oct\30ParkRdN\pdfs\30ParkRdN_SV_Att4.pdf

August 17th, 2023

Attn: Warren Munro
Commissioner Development Services
City of Oshawa
50 Centre Street South
Oshawa ON L1H 3Z7

RE: Minor Variance Application - Conversion of Existing Billboard at 30 Park Road North

Dear Mr. Munro,

I am writing on behalf of Pattison Outdoor Advertising, to put forth a detailed application for a variance to convert the existing rooftop billboard, located at 30 Park Road North, Oshawa (the "Subject Property"), from a v-shaped static sign to an electronic/read-o-graph display system (the "Proposed Sign").

The conversion represents a substantial opportunity for both the City of Oshawa and local businesses, and is intended to foster growth, align with City objectives, and further modernize the community. Our application will also address the four tests as outlined in the Planning Act.

The existing static sign was installed in 1996 above a one-storey building, zoned as “Planned Strip Commercial (PSC-A)”. It consists of two faces, each measuring approximately 18.6 square meters. Our intention is to convert these faces into digital displays with the same dimensions and height as the existing sign, thus maintaining the local character and adhering to the City's strategic vision.

The proposed conversion is in line with historical precedents in the City of Oshawa. Over the past few years, we have seen other existing signs converted from static displays to electronic displays. Variance approvals were granted for similar applications in 2017, and again in 2022. These projects successfully enhanced the landscape, offering a more dynamic advertising medium that provides new opportunities for businesses and increased community engagement, without causing disturbances or posing safety risks.

The proposed conversion of the existing sign at the Subject Property represents a significant stride towards modernization within the local advertising landscape. By converging with the technological standards that have been successfully implemented in other neighborhoods of Oshawa, we are enhancing the digital infrastructure within the City and boosting the competitive edge of the local economy.

The benefits of digital signs extend far beyond their visual appeal. They open up a world of dynamic, efficient, and adaptable advertising opportunities that are well-suited for the fast-paced, digitally-driven world we live in. The upgraded signage allows businesses, both local and

PATTISON OUTDOOR ADVERTISING
Suite 500, West Tower, 2700 Matheson Blvd East, Mississauga, Ontario L4W 4V9 | Tel: 905-282-6800 Fax: 905-282-9698

national, to engage more effectively with their audience, offering real-time updates, versatile content, and high-impact visuals.

Figure 1: Aerial View of the Existing Sign Location and Surrounding Area

Our past experiences with similar conversions provide real examples of the success of this venture. Established organizations and brands such as Durham Children's Aid Society, Durham College, Durham Region Health, Amazon, FreshCo, Johnson & Johnson, and Rogers Media have harnessed the power of our digital products in Oshawa. These modern advertising platforms not only improved their visibility, but also underscored their connection with the local community, contributing further towards economic growth. Our intention is to replicate this success, and we believe it will contribute to the City's ongoing growth and prosperity.

The proposed conversion also aligns with the City's strategic vision, specifically its *Economic Diversification Strategy*. This strategy focuses on economic growth, which is intertwined with robust marketing and advertising. The upgrade to electronic displays would provide a more effective platform for more local businesses to advertise their goods and services, further spurring on economic momentum.

The flexible nature of digital content also offers an added benefit to the City due to the opportunity to display important community updates, public initiatives, and special events, which

provides the ability to broadcast messaging to a large audience of visitors and residents. This added function would significantly enhance community engagement, and align with Oshawa's broader strategic vision.

The Proposed Sign would likely lead to an increase in consumer attention, resulting in higher sales for businesses leveraging this new technology. This would further boost growth of the local economy and compliment Oshawa's *Plan for Success*, ultimately contributing to an enhanced quality of life for Oshawa's citizens.

Converting to an electronic display also aligns with the City's strategies related to environmental responsibility. These displays offer a unique advantage over traditional static displays – the ability to change content remotely, without producing physical waste or travelling to and from the site. Combating climate change and reducing waste also aligns with the City's *Strategic Goals of Environmental Responsibility*, as set out in the Official Plan.

We are committed to the responsible operation of our digital network across Canada. As such, the digital displays that we would install are designed to be energy-efficient by using LED technology, which is known to consume less power than traditional bulbs. This means that the Proposed Sign would help reduce our carbon footprint and better protect the environment.

As the Subject Property is situated near a residential zone, we have taken careful measures to minimize any potential impact on these areas. We have used the "V"-shaped configuration to direct the displays away from the residential properties, and towards the intended audience.

We will also operate the sign at levels much lower than the typical maximum brightness requirements during the evenings, at 75 NITS on the North-east face and 150 NITS on the South-east face from sunset to sunrise. These levels are substantially below the "industry-standard" maximum allowable brightness levels of 300 NITS between sunset and sunrise, and will ensure minimal impacts are achieved.

In line with our commitment to public safety, we will also be installing ambient light sensor technology. This technology adjusts the brightness of the LED displays based on the ambient light levels, ensuring the content is not overly bright, further mitigating any potential distraction to drivers and impacts on the neighborhood.

The conversion to an electronic sign will comply with the majority of the guidelines outlined in the Sign By-law, including Section 4.8. Our proposal for this conversion to a digital display also incorporates SiteLine technology – an advanced, permanent solution for projects where light spill into residential areas is of concern. SiteLine is essentially a mechanical baffle system which is installed around each individual LED within the digital display, that controls the direction of the light emitted to effectively "black out" the display from specified angles.

In this instance, the mechanical baffles (or louvers) will physically block any light from the sign from reaching a designated "protected region". Adding SiteLine to the sign face directed North-

east will virtually eliminate any light spill from reaching properties on Buena Vista Avenue or further north on Park Road North.

This method of control is exceptionally reliable because it doesn't rely on software programming or settings that could be subject to failure or errors in configuration. The baffles provide a permanent, physical barrier that ensures the content is only visible from where it is intended to be seen, thereby eliminating unwanted light spill.

Through the application of SiteLine technology, we can guarantee a high degree of control over light spill, effectively protecting the surrounding residential zones. The use of this technology underscores our commitment to adhere to the spirit and intent of the Sign By-law and demonstrates respect for the surrounding community.

As demonstrated in Table 1 below, and detailed in the Light Impact Study included in our application materials, the integration of SiteLine technology is a substantial mitigating measure that will curtail light spillage towards residences along Park Road North and Buena Vista Ave.

Table 1: Light Levels (in NITS) Reaching Nearby Uses

North-east Face

Site Calculations - 10 x 20 75 NITS Right-Blocking									
Measurement Angle									
Distance (M)	-80°	-60°	-40°	-20°	0°	20°	40°	60°	80°
50	0.068lux	0.224lux	0.505lux	0.683lux	0.718lux	0.612lux	0.010lux	0.004lux	0.001lux
100	0.018lux	0.059lux	0.133lux	0.181lux	0.192lux	0.167lux	0.003lux	0.001lux	0.000lux
150	0.008lux	0.026lux	0.060lux	0.081lux	0.087lux	0.075lux	0.001lux	0.000lux	0.000lux
200	0.004lux	0.015lux	0.034lux	0.046lux	0.049lux	0.043lux	0.001lux	0.000lux	0.000lux

South-east Face

Site Calculations - 10 x 20 150 NITS Standard									
Measurement Angle									
Distance (M)	-80°	-60°	-40°	-20°	0°	20°	40°	60°	80°
50	0.137lux	0.448lux	1.011lux	1.366lux	1.437lux	1.366lux	1.011lux	0.448lux	0.137lux
100	0.036lux	0.117lux	0.266lux	0.362lux	0.384lux	0.362lux	0.266lux	0.117lux	0.036lux
150	0.016lux	0.053lux	0.120lux	0.163lux	0.173lux	0.163lux	0.120lux	0.053lux	0.016lux
200	0.009lux	0.030lux	0.068lux	0.092lux	0.098lux	0.092lux	0.068lux	0.030lux	0.009lux

The study results indicate that including SiteLine technology will ensure that any light spill would remain compliant with the requirements set out in the Sign By-law. This implies an increase of less than 0.1 lux at the property boundary, which is significantly lower than the light levels typically associated with urban light pollution like street lights or automobile headlights.

As part of our ongoing commitment to ensuring minimal environmental impacts and preserving the comfort of the surrounding community, we sought the expertise of optical engineers from Media Resources Inc. to conduct a comprehensive Lighting Impact Study of the Proposed Sign. The results of this study are illustrated in Figure 2, which provides a clear representation of the potential light exposure for the neighboring properties.

Figure 2: Aerial View of the Proposed Sign (North-east Face)

Figure 2: Aerial View of the Proposed Sign (South-east Face)

PATTISON OUTDOOR ADVERTISING
Suite 500, West Tower, 2700 Matheson Blvd East, Mississauga, Ontario L4W 4V9 | Tel: 905-282-6800 Fax: 905-282-9698

The visualization in Figure 2 uses the unit 'lux' to measure the amount of light that would spill onto the surrounding areas. To offer a real-world comparison, an increase in light of 0.3 lux is roughly equivalent to the light of a full moon on a clear night - a level of brightness that is both natural and unobtrusive.

This study shows that the light emanating from the Proposed Sign is less than 0.3 lux for all neighboring properties. This indicates that the Proposed Sign would have a negligible impact on surrounding properties, and is unlikely to cause any disturbance to nearby residents or businesses. This low-level lighting falls well within the acceptable standards, demonstrating our commitment to preserving the ambience of the local environment while simultaneously providing enhanced and additional advertising capabilities.

Furthermore, we intend to install a remote monitoring system which is supervised 24/7 by our National Operations Centre via live video feed, to ensure that the Proposed Sign is operating as planned at all times. This established system would detect any irregularities or malfunctions and report them immediately, allowing for swift correction and ensuring continuous compliance with applicable regulations.

Public safety is one of our top priorities. The Proposed Sign will display only a series of static images for a fixed period of 10 seconds, that transition instantaneously to the next, without any distracting visual effects. At no time will the sign display any full-motion video, flashing, blinking, or scrolling images.

A study conducted by the City of Toronto's Transportation Services in 2015 found no significant correlation between electronic sign installations and collision rates (the data found a four per cent decrease in accidents within the study area – a statistically insignificant amount). This further demonstrates that this conversion will not have an adverse effects on traffic safety.

As part of our commitment to comply with the *Planning Act*, we believe our application thoroughly addresses the four applicable tests. Our proposal aligns well with the general intent and purpose of the *Official Plan*, and compliments Oshawa's strategic vision and planning objectives, which prioritize enhancing the City's economic growth, environmental responsibility, and community engagement.

In regards to adhering to the general intent and purpose of the Zoning By-law, despite the variance being sought, our conversion plans respect these guidelines by maintaining the existing sign dimensions, height and location, and strategically planning for measures to minimize any potential impacts on the surrounding residential zones.

Furthermore, the conversion is highly desirable for the appropriate development of the land. By converting the existing sign into digital displays, we allow for a more efficient use of the advertising space, simultaneously providing enhanced marketing opportunities for local businesses and promoting broader economic development within the City of Oshawa.

As for the final test – whether the variance can be considered minor in nature - the conversion to digital displays is designed to respect and enhance the local community. It maintains the size and footprint of the existing sign, and includes numerous steps to mitigate any impacts on the surrounding community, using SiteLine technology to control light spill and setting programmed brightness levels which are far below the industry standards. Our commitment to considering and planning for any potential impacts underscores the minor nature of the proposed conversion, while highlighting the potential for multiple positive impacts.

In conclusion, the conversion of the existing sign at the Subject Property to digital displays presents an opportunity to modernize Oshawa's advertising landscape and align with City objectives, while providing numerous benefits to the local economy and the environment. We hope that you will consider our application favorably, and are always available to discuss any aspects that may require additional information or clarification.

Thank you for your time and consideration.

Sincerely,

Marisa A. Goncalves

Marisa Goncalves
Leasing Representative, Central Region
Pattison Outdoor Advertising

CC: Nathan Jankowski, Manager, Legislation & Permits
Nicholas Campney, Director of Leasing & Legislation

Item: ED-23-207
Attachment 6

Title: Photo of the Northeast Face of the Existing Sign at 30 Park Road North at Night
Subject: Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North
Ward: Ward 4
File: SV-2023-07

N

City of Oshawa
Economic and Development Services

H:\PLAN\07-IT Mgmt\09-Data Trans\Attachments\2023\10 Oct\30ParkRdN\pdfs\30ParkRdN_SV_Att6.pdf

Item: ED-23-207
Attachment 7

Title: Photo of the Northeast Face of the Existing Sign at 7 and 11 Taunton Road East at Night
Subject: Application for a Sign Variance: Pattison Outdoor Advertising on behalf of 2775295 Ontario Inc. Regarding Signage at 30 Park Road North
Ward: Ward 4
File: SV-2023-07

N

City of Oshawa
Economic and Development Services

H:\PLAN\07-IT Mgmt\09-Data Trans\Attachments\2023\10 Oct\30ParkRdN\pdfs\30ParkRdN_SV_Att7.pdf