

Signage Vision for Downtown Yonge Strip

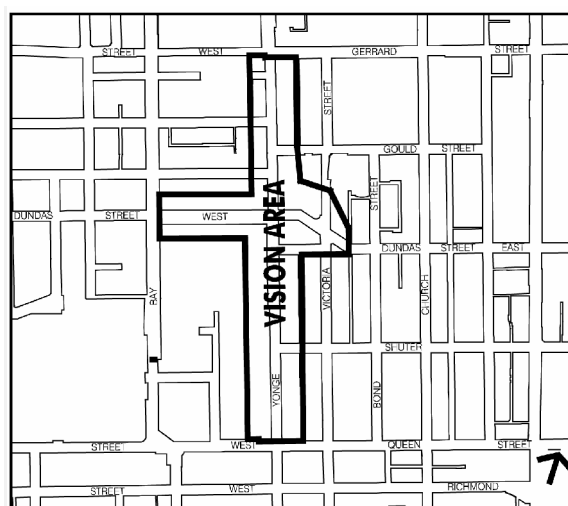
Date:	March 27, 2009
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27, Toronto Centre - Rosedale
Reference Number:	08 174562 SPS 00 TM

SUMMARY

The Downtown Yonge Business Improvement Area has prepared a Vision for signage in a portion of its area, which provides a framework for evaluating pending and future applications and a guiding vision for signage in the area. This report presents a Signage Vision for the Downtown Yonge Strip, for Council to adopt in principle.

The Signage Vision is proposed for a portion of the Downtown Yonge Business Improvement Area (DYBIA) defined as the Downtown Yonge “Strip”. The Downtown Yonge “Strip” covers an area which is along Yonge Street from Gerrard Street to Queen Street, and includes a segment of Dundas Street from Dundas Square to Bay Street.

The Signage Vision is an approach to large-format signage to address the area’s existing and emerging signage context.



RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council adopt in principle the Signage Vision for the Downtown Yonge Strip as presented in Attachment 3, save and except for Section 6 – Other Considerations and Implementation.
2. City Council request the Chief Building Official in consultation with the Chief Planner and Executive Director to develop provisions for signage in the Downtown Yonge Strip as part of the new City-wide sign by-law.
3. City Council direct the Chief Planner and Executive Director in consultation with the Chief Financial Officer and Chief Building Official to report on methods for capturing revenue from signage to reinvest in improvements to heritage buildings and heritage conservation in the Downtown Yonge Strip.
4. The Chief Planner and Executive Director undertake a review of the signs approved eighteen months after the adoption, in principal, of A Signage Vision for the Downtown Yonge Strip.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The DYBIA was formed in 2001 with the goal of making Downtown Yonge safer, cleaner and more inviting. The boundaries of the BIA are Bay Street to the west, Grosvenor Street/Alexander Street to the north, a jagged boundary that is generally west of Church Street to the east, and Richmond Street to the south. Attachment 1 shows the boundaries of the BIA.

Yonge-Dundas Square was officially opened in 2003 as part of the revitalization of Downtown Yonge. It is part of the City's reinvestment in the downtown core and the revitalization of Yonge and Dundas. The Square is utilized year-round as public open space, as well as for a variety of events.

Toronto Life Square, the retail, office and entertainment complex on the north side of Yonge-Dundas Square, was opened in 2007. A site-specific by-law 695-2007 was enacted to allow increased permissions regarding signage from those provisions in Chapter 297 of the Municipal Code.

A site-specific by-law 1997-0615 was enacted in 1997 amending Chapter 297 of the Municipal Code of the Former City of Toronto to permit the media tower at 306 Yonge

Street, the northwest corner of Yonge Street and Dundas Street. The media tower is located on the property to the north of the heritage building that is immediately located on that corner. In 1998 and 1999, site-specific by-laws 1998-0835 and 1999-0370 were enacted to amend Chapter 297 of The Municipal Code of the Former City of Toronto to permit signage installations on 1 Dundas Street West, the Eaton Centre, including the media tower on the southwest corner of Yonge and Dundas Streets.

In addition, variances from Chapter 297 of the Municipal Code of the Former City of Toronto have been granted to permit other signage installations in the area.

The DYBIA is in the process of finalizing streetscape guidelines outlining key streetscape elements including: lighting, landscaping, paving and coordinated elements of the City's street furniture program for roll-out within its boundaries.

The Downtown Yonge Strip falls within the boundaries of the Downtown Yonge Street Community Improvement Plan Area (CIP), which includes the façade improvement program.

The Downtown Yonge Business Improvement Area prepared a Vision for signage in its area at the request of the City, in order to assist the City in evaluating the appropriateness of altering the existing signage permissions in the area. In addition the City has received resubmissions of applications which are considerably in excess of the permissions that currently exist for the area. The Vision is intended to provide the City with a framework for evaluating pending and future sign applications and guiding the vision for signage in the area.

Site and Surrounding Area

A Signage Vision is proposed for a portion of the Downtown Yonge Business Improvement Area (DYBIA) defined as the Downtown Yonge “Strip”. This area is generally along Yonge Street from Gerrard Street to Queen Street, and includes a segment of Dundas Street from Dundas Square to Bay Street.

There is a variety of built form accommodating the primarily retail uses on Yonge Street. A significant number of properties in the area are listed as heritage properties on the City of Toronto’s inventory, however it is not a Heritage Conservation District. The Eaton Centre shopping mall is at the southern end of the Strip. Yonge-Dundas Square is in the centre of the area, with a 10-storey retail building on its northern edge and a low-scale and mid-rise heritage buildings on its southern edge.

The built form changes on the Dundas Street portion that is included in the Vision. The Atrium on Bay is a 14-storey office building on the north side of the street that is almost the entire length of the block from Yonge to Bay Streets. On the south side of Dundas Street, is the northern frontage of the Eaton Centre. In addition, the 4-storey mixed-use building that is home to Ryerson University’s School of Business is located on the southeast corner of Dundas and Bay Streets.

Official Plan

The Official Plan designation for this area is primarily Mixed Use Areas. Yonge-Dundas Square is designated as Parks. There is also a site and area specific policy number 174 in the Official Plan that relates to Downtown Yonge.

The general planning objectives of policy 174 are to promote and enhance Downtown Yonge Street as a primary location for street-related retail and entertainment uses by attracting new investment to Downtown Yonge Street. The policy outlines several provisions for achieving these objectives. It does contain specific references to signage both with respect to the Yonge Dundas Redevelopment Project as well as the general area.

With respect to Yonge-Dundas Square:

174.a.c.iv: “opportunities for view corridors and landmark buildings with building elements such as signage and architectural treatments that create a focal point and a prominent place within Downtown Yonge Street at the commercial core of the City;”

With respect to the Vision area:

174.a.ii.d: “changes to Downtown Yonge Street will be consistent with and enhance Downtown Yonge Street’s special physical and experiential character, including the low scale of built form along Yonge Street between Dundas Square and Gerrard Street, the high level of pedestrian comfort, the varied and diverse storefront appearance of building facades and signage and the pedestrian orientation of the public realm;”

The site and area specific policy also contains a provision for the heritage buildings in the area:

174.a.ii.e “the retention, conservation, rehabilitation, re-use and restoration of buildings listed on the City of Toronto’s *Inventory of Heritage Properties* and those buildings designated pursuant to Part IV of the *Ontario Heritage Act* will be encouraged;”

The boundaries of policy 174 differ slightly from those of the Vision area.

Specifically, the northern boundary of the Vision area is the south side of Gerrard Street whereas the northern boundary of policy 174 extends slightly north of Gerrard Street along Yonge. It was determined that the extension of this boundary would not be appropriate for the Vision area due to the significant residential development that is approved on the northwest corner of Yonge and Gerrard Streets, specifically the 75-storey residential building at College park known as the “Aura”.

In addition, a small section of Dundas Street, from Yonge to Bay Streets, was included in the Vision area. This area is not included in policy 174. The rationale for including this portion of Dundas Street was because of the function it serves as an approach to Yonge-Dundas Square, which is at the heart of the Vision area.

Zoning

The zoning permissions from Zoning By-law 438-86 (as amended) differ throughout the Vision area, including the maximum permitted heights (refer to Attachment 2: Zoning Map).

Yonge Street from Queen Street to slightly north of Shuter Street:

The maximum permitted height on the northeast corner of Yonge and Queen Streets is 76 metres.

On the east side of Yonge Street, the maximum permitted height is 46 metres; subject to a maximum street wall height of 28 metres and an angular plane of 60 degrees.

On the west side of Yonge Street the maximum permitted height is 76 metres.

Yonge Street from north of Shuter Street to Dundas Square:

On the east side of Yonge Street, the maximum permitted height is 30 metres; subject to a maximum street wall height of 28 metres and an angular plane of 60 degrees.

On the west side of Yonge Street, the maximum permitted height is 76 metres.

Yonge Street from Dundas Square to Gerrard Street:

On both the east and west sides of Yonge Street, the maximum permitted height is 20 metres; subject to a street wall height of 16 metres and an angular plane of 44 degrees.

Dundas Street West from Yonge Street to Bay Street:

On the northeast corner of Yonge and Dundas Streets, the maximum permitted height is 18 metres. On the remainder of the north side of Dundas Street West, to Bay Street, the maximum permitted height is 61 metres.

On the south side of Dundas Street West, from Yonge Street to mid-block between Yonge and Bay Streets, the maximum permitted height is 76 metres. On the remainder of the south side of Dundas Street West, to Bay Street, the maximum permitted height is 61 metres.

Dundas Square from Yonge Street to Victoria Street:

From Yonge Street to O'Keefe Lane, the maximum permitted height is 30 metres. From O'Keefe Lane to Victoria Street the maximum permitted height is 61 metres.

Dundas Street from Yonge Street to Victoria Street:

From Yonge Street to O'Keefe Lane, the maximum permitted height is 20 metres. From O'Keefe Lane to Victoria Street, the maximum permitted height is 30 metres.

Site Plan Control

Signs are regulated through Chapter 297 of the Municipal Code of the Former City of Toronto and are not subject to site plan approval.

Development Applications

There are no active rezoning or site plan applications within the Downtown Yonge Strip.

Outstanding Applications for Variances to Chapter 297:

There are currently five sign applications to obtain a variance from the restrictions contained in Chapter 297 of the Municipal Code of the Former City of Toronto for the area within the Downtown Yonge Strip.

Community Consultation

A community consultation meeting was held on July 8, 2008 at City Hall. Approximately 35 people were in attendance. The overall response to the project was positive. At both the meeting and in other communications with Community Planning staff, one of key concerns raised was with respect to the boundaries of the area. In several cases it was requested that the boundaries be extended to include additional properties to the north and east of the proposed area. Questions were also raised regarding implementation and application process.

COMMENTS

It is recognized that Downtown Yonge Street is a prominent area in the City, an important retail and entertainment street and a major shopping focus within the Greater Toronto Area and beyond. The Downtown Yonge Business Improvement Area has prepared a Vision for signage in a portion of its area, specifically Downtown Yonge Street. The Vision sets out a framework for creating a special area in the city for distinct signage installations that are not otherwise permitted, focussed on the Yonge Street Strip with Yonge-Dundas Square at its centre. The intention is to accommodate the increased interest in signage installations and new technologies, as well as to create a distinct signage context for this area. Attachment 3 is the document, “A Signage Vision for the Downtown Yonge Strip”. This document is also available online at http://www.toronto.ca/planning/downtownyonge_signage.htm

The Vision outlines six key approaches with respect to large-format signage, which are outlined below:

1. Acknowledge a distinct precinct with tailored guidelines for signage
2. Develop a design strategy that considers all signage within the district
3. Harness the propensity for signage to generate a grand urban design gesture

4. Protect and conserve heritage buildings and ensure compatible signage design
5. Installations of large-format signage must ensure significant improvements to the host buildings and the viability of commercial uses
6. Ensure signage is of the highest quality and contributes to the precinct's distinction on the global stage

To provide further specificity to the approach for signage in the area, the Vision outlines an urban design strategy. The intention in this section is to ensure that applicants have guidance with respect to signage permissions, in addition to allowing for flexibility that does not limit new technologies or signage forms. In addition, the section outlines locations for different types of signage treatments. The following sections describe the components the form the urban design strategy:

- Define a distinct precinct
- Identify signage character areas
- Appropriate enclosure of public space
- Key visual sites: Dundas Square landmark signage
- Key visual sites: Gateway signage
 - Southwest corner of Gerrard Street and Yonge Street
 - Southeast corner of Gerrard Street and Yonge Street
 - Northwest corner of Queen Street and Yonge Street
 - Southeast corner of Queen Street and Yonge Street
- Key visual sites: Terminating signage
 - East end of Elm Street
 - West end of Shuter Street
- Key visual sites: Corner sites
 - Northwest corner of Elm Street and Yonge Street
 - Southwest corner of Elm Street and Yonge Street
 - Northeast corner of Gould Street and Yonge Street
 - Southeast corner of Gould Street and Yonge Street
 - Northwest corner of Edward Street and Yonge Street
 - Southwest corner of Edward Street and Yonge Street
 - Northeast corner of Shuter Street and Yonge Street
 - Southeast corner of Shuter Street and Yonge Street
 - Northeast corner of Dundas Street and Bay Street
 - Southeast corner of Dundas Street and Bay Street
- Integrate and conserve heritage buildings

There are four “character areas” identified in the Vision.

1. Yonge-Dundas Square
 - Proposed to be the peak of signage intensity, animation and scale.

2. Yonge-Dundas Square to Gerrard
Proposed that signage can be vibrant, illuminated and animated but within a height range that respects the street proportions.
3. Yonge-Dundas Square to Queen
Proposed that signage should be of a height that is consistent with the existing street wall, complementary of the heritage character, and of less vibrancy and animation than Yonge-Dundas Square or the strip between Dundas Square and Gerrard Street.
4. Yonge-Dundas Square to Bay
Proposed that these signage installations should only be first-party signage and there should be a notable reduction in the level of illumination and animation moving from Dundas Square towards Bay Street.

The general principles of the Vision do not recommend increasing the maximum heights that are permitted in the zoning by-law, with the exception of the following cases:

Key Visual Sites: Gateway Signage

- “to accentuate the gateway treatment, signage at the corner is permitted to be taller than the allowable street wall height, but not to exceed the maximum permitted zoning height”
- “slender architectural features excluding signage may extend beyond the permitted zoning height”

Key Visual Sites: Terminating Signage

- “slender architectural features excluding signage may extend beyond the permitted zoning heights”

The Vision contains some recommendations that directly relate to intersections with Yonge Street. The document recommends in both Key Visual Sites: Gateway Signage and Key Visual Sites: Corner Sites the following:

- “where signage wraps onto a cross-street to the ‘Yonge Strip’, signage may have no more than 15 metres of frontage from the corner”.

Based on the key visual sites identified in the Vision, the following streets would be included: Gerrard, Elm, Gould, Edward, Shuter, and Queen Streets.

Staff have conducted internal consultation with various City staff from Transportation Services, Urban Design, Heritage Preservation Services and Toronto Building.

There is a project underway to develop a harmonized sign by-law for the City. Most recently, the project team reported to Planning and Growth Management Committee in December 2008. A final report is anticipated by mid-2009. Staff recommend that Council adopt in principle the Signage Vision for the Downtown Yonge Strip document save and except for Section 6 – Other Considerations and Implementation. In place of

those recommendations, staff recommend that Council direct City Planning staff to work with Toronto Building on implementation of the Vision as part of the new City-wide sign by-law.

HERITAGE CONSIDERATIONS

Heritage Preservation Services (HPS) has reviewed the Downtown Yonge Street BIA Signage Vision (the Vision), in coordination with Community Planning and the BIA, and recommended several changes to the document to ensure that the potential impact of the Vision upon the area's heritage properties is mitigated. It should be noted however, that the context for these mitigation strategies is based upon the assumption that this area would be treated as a "special area" by City Council, with unique planning and heritage conservation provisions and expectations.

The general approach for large-format signage on heritage properties within the Vision is not appropriate for heritage properties in any other context and should not to be applied to conservation or signage issues elsewhere in the city. HPS's involvement has been to ensure that despite the special area status, a minimum of heritage standards are maintained and general conservation practices adhered to.

At the outset, HPS determined that the area of the Vision (generally Yonge Street from Queen Street to Gerrard Street) would not warrant a Heritage Conservation District. As such, HPS has limited its comments to the impact of the Vision on individual properties and not the overall character of the area. It should be noted, however, that there is a high number of heritage properties in the subject area and they should be carefully considered for their individual cultural heritage values, including contextual values where applicable. In accordance with the Provincial Policy Statement 2005, wherever development or signage applications have the potential to impact the identified attributes of an adjacent designated heritage property, appropriate mitigation measures should be developed and implemented by the applicant to protect the heritage property from harm.

Upon its initial review of the Vision, HPS made the following recommendations for changes to make clearer the expectations for large-format signage on heritage properties within the Vision:

- **General standards to be adhered to in considering large format signage for heritage buildings** (source: The Standards and Guidelines for the Conservation of Historic Places in Canada):
 - Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character defining elements. Do not move a part of a historic place if its current location is a character defining element
 - Conserve heritage value by adopting an approach calling for minimal intervention

- Evaluate the existing condition of character defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention
 - Conserve the heritage value and character defining elements when creating and new addition to a historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place
 - Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future
- **Guidelines for Signage on Heritage Buildings**
- Signage should not obscure character-defining materials, forms or spatial configurations
 - Smaller signage along horizontal and vertical orders is preferable so that no character-defining elements are hidden
 - Promote signage atop or separate from the building itself, ensuring that the building is not damaged or destroyed by the signage
 - There should be a clear distinction between what is historic and what is an addition
 - Additions should be visually compatible
 - Signage should fit within existing architecture wherever possible, i.e. within window frames so that the surrounding façade is not disturbed
 - Additions should be compatible in mass: The size and scale of signage should be limited to its relationship with the heritage building; signage should not be larger than the building itself
 - The design of the signage could include an image of the building itself in its background for scaffolding during construction purposes, or for temporary signage
 - The type of signage and its display method should as inconspicuous as possible
 - Whenever possible, the design of a large format sign on a heritage building should be designed to minimize its impact upon the building while allowing for effective signage
- **Buildings Where No Large Format or Third Party Signage Can be Accommodated**
- Some structures have characteristics and significance which mean they cannot accommodate large format signage despite the intention of the larger signage program for the Yonge Street BIA corridor. These structures include, but are not limited to:
 - temple banks
 - house form buildings

- buildings with irregular or angled roofs that could not easily accommodate a new signage structure or where the roof is a recognized attribute.
 - heritage buildings with pre-existing heritage signs
- **Respecting the Heritage Structure: Items for Further Consideration**

Keeping in mind the standards, guidelines and conditions above, there are many areas that need to be examined for standardized solutions and implementation. To ensure there are heritage specific solutions within the Vision, further consideration needs to be given to the following:

- Gapping: All roof top signage should have a gap between the bottom of the sign and the top of the building's nearest structural component (parapet, roof top, building edge, etc.) to ensure it is visually separate from the building. A clear gap should be easily seen to indicate it is not part of the structure or an extension of the building's original form, scale and massing
- Sign Frames: Many large format signs have framed edges to help make them appear more prominent. When installed on heritage buildings framing should be avoided entirely, or minimized as much as possible to reduce the visual interference with the heritage building
- Banners: Banners can be incorporated into some buildings provided it is compatible with the architecture of the building, for example suspended between columns on a classically inspired building. These may only be appropriate as temporary signage, but must adhere to the Standards and Guidelines
- Backlighting: Backlighting should be discouraged because it tends to overwhelm heritage buildings and requires larger proportion signage to accommodate light boxes. Front-lit or unlit signage is preferred for heritage buildings
- Tilting: Some signage on Yonge Street has been tilted to lean over the street from the top of heritage buildings. Tilting diminishes the impact of the façade and proportions of the buildings and should be minimized or eliminated to ensure the proportions of the building are protected and complimented
- Visual Permeability: Signage that is not solid or does not have a solid background may be preferred on some buildings. This will minimize the impact of the signage on the building while still allowing for effective advertising
- Historic Types & Grandparenting in Old Signage: Yonge Street has historic signage types and forms that should be kept over time. Not only should these be conserved, they may offer technology types or design cues that are desirable for other signage in the area, such as:
 - neon tubing which was prominent in the history of downtown Yonge Street
 - visual permeability

- perpendicular or projecting signage

These recommendations have been incorporated into the Vision to the satisfaction of HPS. Additional conservation measures should be employed to ensure that further alterations not concerning signage are consistent with the City Council adopted Standards and Guidelines for the Conservation of Historic Places in Canada.

Important to the Vision and the many heritage properties in the area, is the possibility of collecting fees related to large-format sign permits which may be reinvested into the conservation of the properties within the Vision area. Reinvestment in these properties will be vital to the success of the Downtown Yonge BIA area and the Vision area. Without reinvestment in these properties, Yonge Street will continue to suffer the effects of neglect and decay. The legal ability and mechanism to collect revenue needs to be further investigated. Should an appropriate mechanism not be found, it may be necessary to exclude listed and designated heritage buildings within the Vision area from the increased sign permissions.

Review by the Toronto Preservation Board

The Vision was presented to the Toronto Preservation Board (TPB) in July of 2008 as an information item. The TPB was generally supportive of the mitigation measures suggested by HPS staff. The TPB was clear that this approach should be limited to the area identified in the Vision. The TPB further requested that HPS staff ensure that a sensitive balance between buildings and signage be adhered to. The examples in the Vision pertaining to heritage properties have been revised accordingly.

In addition there were concerns about the urban design of the area and that a variation in height along the corridor be maintained. While the consultants took note of this issue, it is generally contrary to the Vision and is outside the usual scope of issues dealt with by the TPB. Further the TPB was concerned that implementation may result in deviations from the Vision that overwhelm the built form of the area and would like to see a review of the Vision and its effects on heritage properties after implementation.

IMPLEMENTATION STRATEGIES

The DYBIA's consulting team provides recommendations for implementing the Vision. Staff are considering these strategies within the context of the current review and approvals process for signage applications. Variances to Chapter 297 of the Municipal Code of the Former City of Toronto are reviewed by Toronto Building and the authority to approve sign variances has been generally delegated to the Community Councils. However, City Council has not delegated the authority to approve variances to Chapter 297 of the Municipal Code of the Former City of Toronto which involve the display or erection of signs containing video displays.

There are signage treatments that are considered as appropriate in the Vision area that may be prohibited or require different permissions than what may be proposed in the

City-wide sign by-law. For example, provisions that deal with matters such as digital technology, illumination, rooftop signs, third party signs on listed or designated heritage buildings, height, area, and distance separation as a City wide matter may differ from what may be considered as appropriate in the Vision area.

This report recommends that Community Planning staff be directed to work with staff in Toronto Building to create area-specific provisions for signage in the Downtown Yonge Strip as part of the new City-wide sign by-law. In addition, staff will be determining what the appropriate submission requirements are for these applications, as well as a circulation process and reporting process. An application for a permit under the general sign by-law, which does not require variances to the by-law, will follow the regular process. It is anticipated that signage proposals which do not comply with the provisions in the general sign by-law will proceed as applications for variances to the general sign by-law and will be evaluated using the Vision document as a guide. An advantage of proceeding in this manner is that it allows staff to use an existing approvals framework to retain a level of review to ensure, among other things, the use of quality materials and appropriate heritage considerations.

Heritage Preservation Services staff is supportive of the recommendation in the Vision that Toronto Preservation Board be consulted on alterations including signage to all listed and designated properties within the Vision area in order to ensure their appropriate treatment. In addition, the Board would like to see a review of the Vision and its effects on heritage properties after implementation.

Staff recommend that Council direct staff to report on methods for capturing revenue from signage to reinvest in improvements to heritage buildings in the Downtown Yonge Strip and report back to City Council in the context of the new City-wide sign bylaw.

It is intended that the area-specific provisions would capture the majority of signage contemplated by the Vision, thus streamlining the review process. However, where an emerging sign type or technology significantly exceeds the purpose and intent of the Vision, such proposals may require site-specific amendments following appropriate review and consideration.

Staff will be reporting back to Council to advise on the possibilities of capturing revenue for reinvestment in heritage buildings, as well as providing a recommendation as to whether or not Council should adopt the Vision in full.

CONCLUSIONS

Staff recommend that Community Council adopt in principle the Signage Vision for the Downtown Yonge Strip, save and except for Section 6 – Other Considerations and Implementation; that City Council request the Chief Building Official in consultation with the Chief Planner and Executive Director to develop area specific provisions for signage in the Downtown Yonge Strip as part of the new City-wide sign by-law to

facilitate the use of the Vision document in the review of sign variance applications; and that Council direct staff to report back on methods for capturing revenue from signage to reinvest in building improvements in the Downtown Yonge Strip.

CONTACT

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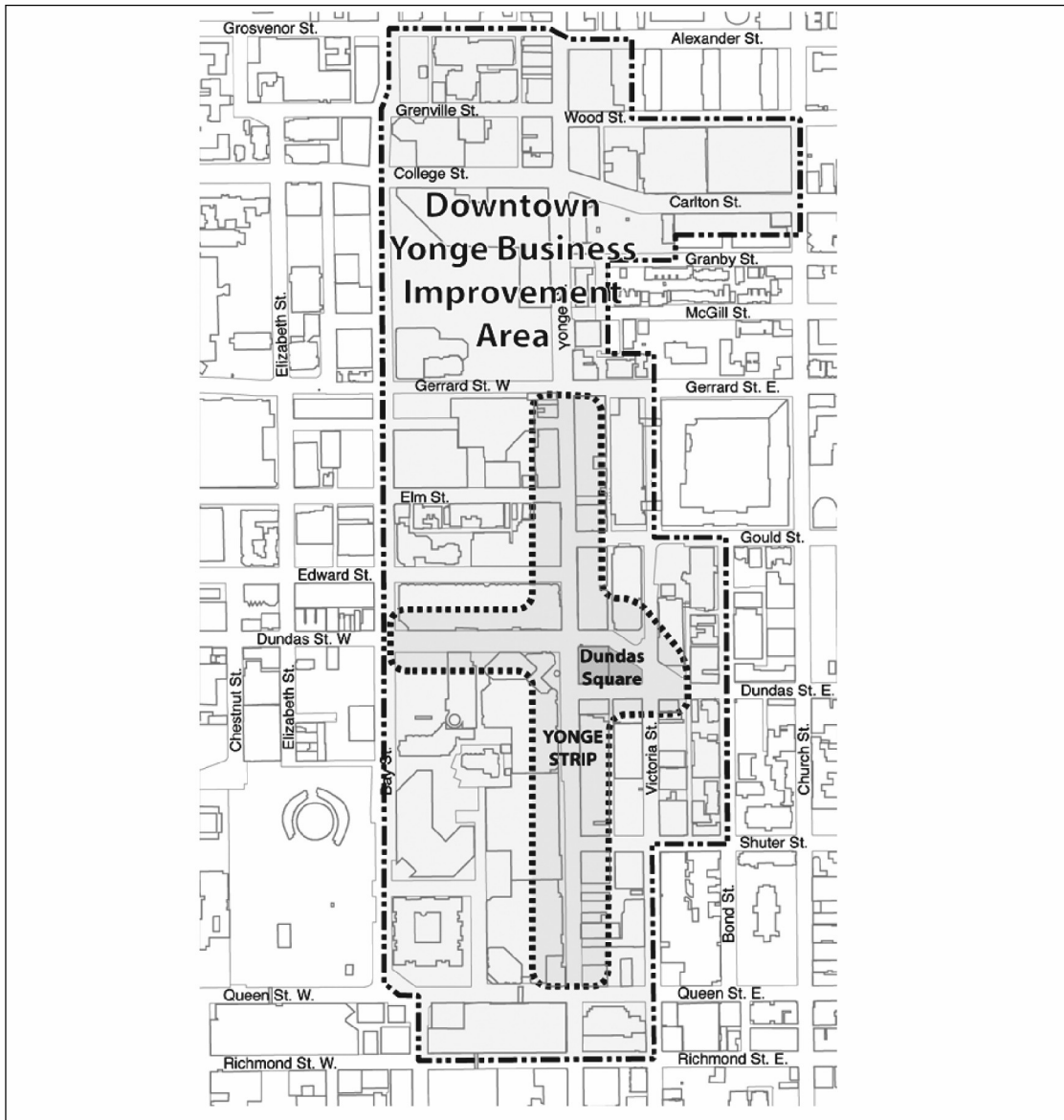
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ATTACHMENTS

Attachment 1: Boundaries of BIA
Attachment 2: Height Map
Attachment 3: Signage Vision for the Downtown Yonge Strip

Attachment 1: Boundaries of BIA



Toronto City Planning
Study Area

Downtown Yonge Signage Vision

File # 08_174562

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Not to Scale
10/08/08

Attachment 2: Height Map

