Minute No. 663
Report - Executive Policy Committee - October 15, 2003

Item No. 2 **Wayfinding Signage System - Graphic Standards and Funding for the Implementation of Traffic Wayfinding Signage**
File ST-5

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the graphic standards for the City's Traffic Wayfinding Signage System as outlined in the administrative report dated October 7, 2003, be endorsed by City Council.

2. That a budgetary requirement of $220,000.00 for the implementation of the Traffic Wayfinding Signage System be approved for incorporation into the Planning, Property, and Development Department's 2004 Capital Program for the City of Winnipeg.

3. That beginning with the 2004 Operating Budget, that an annual budgetary requirement of $11,000.00 for the on-going maintenance of the Traffic Wayfinding Signage System be approved for incorporation into the Public Works Streets Maintenance Division (Traffic Services Branch) budget.

4. That the City encourage proponents of all similar Traffic Wayfinding Signage to be considered for installation within the public right-of-way to adopt our graphic standards.

5. That the Chief Administrative Officer be delegated the authority to determine the final installation methodology, schedule, and details for the City's Traffic Wayfinding Signage System.

6. That the Proper Officers of the City be authorized to do all things necessary to effect the intent of the foregoing.

Report - Executive Policy Committee - October 15, 2003

DECISION MAKING HISTORY:

Moved by His Worship Mayor Murray,
That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 15, 2003, the Executive Policy Committee concurred in the administrative recommendation and submitted the matter to Council.

Re: PROPOSED WAYFINDING SIGNAGE SYSTEM
APPROVAL OF GRAPHIC STANDARDS AND FUNDING FOR THE IMPLEMENTATION OF TRAFFIC WAYFINDING SIGNAGE

For submission to: The Executive Policy Committee

Original report signed by: Director of Planning, Property and Development

Report date: October 7, 2003

Recommendation(s):

1. That the graphic standards for the City's Traffic Wayfinding Signage System as herein proposed be endorsed by City Council.
2. That a budgetary requirement of $220,000 for the implementation of the Traffic Wayfinding Signage System be approved for incorporation into the Planning, Property, and Development Department's 2004 Capital Program for the City of Winnipeg.
3. That beginning with the 2004 Operating Budget, that an annual budgetary requirement of $11,000 for the on-going maintenance of the Traffic Wayfinding Signage System be approved for incorporation into the Public Works Streets Maintenance Division (Traffic Services Branch) budget.
4. That the City encourage proponents of all similar Traffic Wayfinding Signage to be considered for installation within the public right-of-way to adopt our graphic standards.
5. That the Chief Administrative Officer be delegated the authority to determine the final installation methodology, schedule, and details for the City's Traffic Wayfinding Signage System.

REPORT SUMMARY

Key Issues:

- The administration has been working over the past four months with the Wayfinding specialist firm of Informing Design Inc. to develop graphic standards for the proposed comprehensive City of Winnipeg Wayfinding Signage System.
- Departments including Planning, Property, and Development, Public Works, Transit, Community Services, the CAO Secretariat, as well as Stakeholders including the Chamber of Commerce, Destination Winnipeg, the Forks North Portage Partnership, CentreVenture, True North, and the Downtown BIZ have been involved in the design development process.
- The first phase of the design study has been completed and the proposed graphic design standards for the Traffic Wayfinding Signage System have been developed for the endorsement of City Council.

- The Forks North Portage Partnership (FNPP) are poised to implement at their cost, a Traffic Wayfinding Signage Program within their site utilizing these recommended graphic standards.
- Due to previous commitments with their merchants association, the FNPP are looking to have the signage fabricated as quickly as possible for installation in November 2003.
- The consultant has determined a capital budget requirement estimated at $220,000 to implement the proposed Traffic Wayfinding Signage System including 155 signs on 132 poles; 129 of which are new poles.
- The consultant has determined an on-going annual maintenance requirement of $11,000 to maintain the Traffic Wayfinding Signage as proposed.
- Phase II of the planning and design of the Wayfinding Signage System Study including graphic standards for the weather protected walkway system signage and pedestrian information kiosks is currently underway.
- The Planning, Property, and Development Department has included a request for $750,000 within their 2004 and the 2005 through 2009 Capital Budget submission for implementation of both phases of the city's proposed Wayfinding Signage System Program.

Implications of the Recommendation(s):

General implications:

	None
X	**For the organization overall and/or for other departments**
X	**For the community and/or organizations external to the City of Winnipeg**
	Involves a multi-year contract

Comment(s):

This Report recommends a graphic standard for Wayfinding Signage within the City of Winnipeg.

All organizations, agencies, crown corporations as well as the Provincial and Federal Governments will be requested to adopt our graphic standards for any signage proposed within the city right-of-way.

Policy implications:

	No
X	**Yes**

Comment(s):

The need to develop and implement such signage is supported under Plan Winnipeg Policy 5E-01 Promote High-Quality Urban Design iv) establishing urban design standards for public and private signage, with particular attention to areas of regional commercial concentration and neighbourhood character areas as well as under CentrePlan Action: Develop a comprehensive signage program for downtown.

Environmental implications:

X	**No**
	Yes

Comment(s):

Human resources implications:

X	**No**
	Yes

Comment(s):

Financial implications:

	Within approved current and/or capital budget
X	**Current and/or capital budget adjustment required**

Comment(s):

The Planning, Property, and Development Department had previously included $750,000 for the implementation of both phases of the Wayfinding Signage System within their 2004 and the 2005 through 2009 Capital Budget submission.

This Report recommends capital funding of $220,000 for the implementation of the first Phase of the Wayfinding Signage Program as well as an annual operating budget allocation of $11,000 for the maintenance of the system.

REASON FOR THE REPORT:

The first phase of the planning and design of the Wayfinding Signage System Study for the City of Winnipeg has largely been completed and the proposed Traffic Wayfinding Signage System graphic standards and the budgets associated with the implementation and the on-going maintenance of the System requires Council endorsement.

HISTORY:

During the summer of 2002, the Downtown Initiatives Committee requested that the administration act on Plan Winnipeg policy and consider the coordination of all of the various wayfinding signage systems that are already within, or were being planned for installation within the public-right-of-way.

In July of 2002, Mr. Bob Firth, President of Informing Design Inc. from Pittsburg PA. was invited to visit the city and provide a session on Wayfinding Signage systems and strategies to both the administration as well as invited design consultants and stakeholders.

On July 31, 2002 the City received a Proposal for the design and implementation of a comprehensive Wayfinding Signage System from Informing Design Inc. The Proposal identified a two phase planning and design (consulting) requirement estimated at $385,000 as well as an estimated fabrication and installation budget of between $724,000 and $834,000. Utilizing this information, the Planning Property and Development Department prepared a Budget Submission for funding of the project.

On March 27, 2003 Council approved $250,000 for the planning and design work on the Wayfinding Signage Study within the Planning, Property, and Development Department's 2003 Operating Budget.

On July 7, 2003, the Planning, Property, and Development Department retained the services of Informing Design Inc. The first Phase of the two Phase Study was authorized at an upset maximum cost of $81,908 (Cnd.) including all applicable taxes.

On September 23, 2003, representatives of the Forks North Portage Partnership (FNPP) advised the city that they wished to proceed immediately with implementation of their Wayfinding Signage System within the Forks. Their signage system has been developed from the city's proposed graphic standards as recommended within this report.

DISCUSSION:

Background:
Plan Winnipeg Policy 5E-01 states that the city Promote High-Quality Urban Design iv) establishing urban design standards for public and private signage, with particular attention to areas of regional commercial concentration and neighbourhood character areas. In addition, one of the actions proposed within the CentrePlan Action Plan 1995-1996 under Accessibility, was that the City develop a comprehensive signage program for the downtown.

A consistent, comprehensive, simple and identifiable approach to signage contributes to an improved and convenient circulation for tourists and residents alike. A comprehensive signage program identifying parking, destinations, transit and vehicular routes, and special events would provide unity by tying all of the disparate signage components together. This program could be linked with the improvements to signage especially at the City's periphery and along our image routes welcoming tourists as well as directing motorists to the downtown from city boundaries and the airport.

Once within the downtown, a coherent signage system directing traffic to major destinations and public parking facilities will improve the perceived "accessibility" in and around the downtown. In the second phase of the study, the consultant will develop graphic standards for pedestrian signage within the downtown including information kiosks and for signage within the weather protected walkway system. The signage will be used both for access and orientation purposes, as well as to promote activities and events taking place within the downtown.

The Planning / Design Process:
The consultant began work on the Phase I of the project in May 2003. The administration coordinated essential background information for the use of the consultant. The essential information included digital data on the current location of existing signs (including Welcome to Winnipeg and City Centre signage), downtown parking lot location plans, existing plan information as prepared by the Downtown BIZ and Winnipeg Transit, Traffic Signage Manual and standards etc. A Working Group represented by administrators in Planning, Property, and

Development (planning and design), Public Works (transportation planning and sign shop), the CAO Secretariat (public affairs), and Winnipeg Transit (transit planning) was formed to support and direct the consultant. The Working Group was supplemented by stakeholders including representation from the Chamber of Commerce, Destination Winnipeg, the Forks North Portage Partnership, CentreVenture, True North, as well as the Downtown and Exchange District BIZs.

Since May, the consultant has visited Winnipeg on a monthly basis to attend Working Group meetings, gather detailed site specific information, and to "ground truth" preliminary designs and layouts.

On Tuesday June 17, 2003, the City's Public Affairs staff coordinated media opportunities triggering several TV and radio spots as well as newspaper articles and editorials. Both the media, as well as the resulting public response was generally extremely favourable regarding the need for a more consistent and thoughtful approach to Wayfinding signage within the city.

The Proposed Graphic Design Standard:
One of the required design parameters that Informing Design Inc. was given as direction for their design was the utilization of city "branding" of the signage as guided through the use of the City of Winnipeg Logo. Several design iterations were prepared by the consultant with the recommended design being a modern, unique-to-Winnipeg look that sets the signs, and their directional function apart from all other signing within the streetscape. The design is primarily a simple rectangular sign with a unique asymmetrical curve on the top. In the case of new installations on their own pole, the curve could be extended through the top of the pole as indicated in the attachments. The shape of the curve precisely matches the arc of the bottom swoosh of the City of Winnipeg logo.

The primary "business" colour of the system is the dark blue of the logo. A dark blue is commonly used throughout the continent to denote tourist-related signing. A second and contrasting blue colour is employed to announce proximity to the downtown. As with the city logo, the use of the two contrasting blues pays homage to the two primary rivers within Winnipeg. The third colour is the yellow also from the Winnipeg logo. The use of the word "Winnipeg" with the logo could not be used on a directional sign without leading to a certain degree of directional message confusion. The proposed design is in compliance with the graphic standards as prepared for the use of the City of Winnipeg logo.

The graphic design for the signage proposes the use of French by employing the yellow colour in the logo to distinguish the French version of a message. The proposed design allows an Anglophone to quickly skip over the French version of the message and vice versa. The French translation of the message is utilized on all signs "where practical". French messaging is not used for proper names or in instances where the English spelling is the same or very similar to the French equivalent (i.e. "Zoo", "Parking", "Route"). The proposed signage has been reviewed by the City's French Language Services Coordinator and will be circulated to the Societe Franco-Manitobaine. The Translation Services Branch will be involved in the "proofing" of French translation prior to sign fabrication.

The city logo will be used on most of the signs. Signs pointing directly to parking facilities will have the large universal "P" in a circle at the top instead of the logo.

Rules Governing Selection of Destinations Eligible for Signing:
The Winnipeg Traffic Wayfinding System carefully restricts the amount of signing which may be eligible for installation. In an identified "Wayfinding Neighbourhood" (in this case, Downtown Winnipeg), one or more "main streets" are selected as Wayfinding Routes. Individual Destinations are eligible for signing only if they meet certain criteria for being a destination of major public significance, only if they have public parking facilities associated with them, and only if the public parking facilities for these destinations are not directly off of one of the Wayfinding Routes.

The destinations selected for the Downtown System, by category, with their applicable rules of selection, are:

Public Facilities:
The buildings housing the seat of City and Provincial government, the main branch of the Public Library, and the main branch of the Post Office shall be eligible for inclusion in the Traffic Wayfinder Sign System.

Educational Institutions:
Institutions granting bachelor's degrees including the University of Manitoba and the University of Winnipeg shall be eligible for signing as they have a campus of area of sufficient size to be distinguished as a destination for motorists with parking. Eligible institutions shall have a minimum attendance of 2,000 full time equivalent students, over eight months in a year. In addition, the City may at its discretion, designate at a future time, the Red River College downtown campus or similar large educational "traffic generators".

Transportation Terminals:
The Winnipeg International Airport and the Via Rail terminal (Union Station) are the destinations with the most regular commercial intercity service and shall be eligible for signing in the System.

Venues /Attractions:
The following venues shall be eligible for signing: the Convention Centre, the True North Arena (name subject to change), the Can-West Global Ballpark, theatres offering seasons of live drama over at least eight months in a year (i.e. Manitoba Theatre Centre), and the largest concert hall (Manitoba Centennial Concert Hall) with a regular season of live performing arts over at least eight months in a year.

The following attractions shall be eligible for signing: the Winnipeg Art Gallery and the Manitoba Museum, attractions that had previously been signed in the Provincial "Star Attractions" sign program (including the Dalnavert Museum), as well as the largest parks in the

City which can serve as primary navigational beacons for a section of the City (Assiniboine Park and Kildonan Park). In addition, the City may at its discretion, designate historic or attraction districts which are large traffic generators as "districts of regional significance" (including the Forks and the Exchange District).

Shopping / Entertainment Areas:
The following shall be eligible for signing: the three shopping malls or department stores with their own public parking facilities which can demonstrate the highest gross sales revenue within the Downtown (i.e. Portage Place, Winnipeg Square, and the Bay), the two "main street" neighbourhoods bordering on Downtown which can demonstrate the highest traffic count (i.e. Osborne Village and Corydon Avenue District), as well as St. Boniface.

Funding and Implementation:
The initial allocation of $250,000[1] for the Wayfinding Strategy provides for the:

- Graphic design for all of the proposed wayfinding signage including Phase I city-wide traffic and downtown parking wayfinding signage design and Phase II weather protected walkway system, information kiosk, and pedestrian signage design
- Preparation of comprehensive Wayfinding Signage Manuals with complete sign specifications, installation details and standards, as well as sophisticated sign placement information.
- New "Welcome to Winnipeg" Signage proposed to replace the existing "One Great City" signage.
- Implementation of a limited pilot program

Phase One Traffic Wayfinding Signage Program

The consultant has estimated that the cost of implementing the Phase I Traffic Wayfinding Signage Program to be $ 220,000 based on the installation of 155 signs on 132 poles, including 129 new poles on break-away bases. The consultant has also estimated life-cycle costing of the signs to be 5% of the capital budget or $11,000 annually. The Superintendent of Traffic Services responsible for the Public Works Traffic Signs Shop has agreed with the consultant's capital and maintenance estimates. Future Traffic Wayfinding Signage as deemed necessary could be accommodated within future capital programs.

The Forks North Portage Partnership (FNPP) had previously committed to the implementation of an internal traffic wayfinding signage system in the spring of 2003. Recognizing the opportunity to collaborate, the FNPP delayed their signage program so that it could be coordinated with the City's system. To this end, in August 2003, the FNPP retained Informing Design Inc. to provide a site specific signage program for the Forks, that was based on the graphic standards proposed for the City of Winnipeg and as recommended within this report. The FNPP are now ready to implement their signage program at their cost, and their signage which utilizes the recommended graphic standards within this Report could be installed as early as November 2003.

[1] Due to the nature of the design provided by the consultant (including graphic design, complete specifications, and site location details), it is not anticipated that any further consultant work will be necessary during implementation.

Phase II Pedestrian Level Wayfinding Signage Program

The Phase II planning and design of the weather protected walkway system signage and the 3-D pedestrian information kiosk is currently underway. The city administration will be looking for partnership opportunities to contribute to the completion of the comprehensive Wayfinding signage system within the downtown. For example, the Lombard Group Ltd. have indicated that they will consider the city graphic standards when they undertake new signage within the Lombard Concourse while the True North Entertainment Centre will also sign in accordance with the graphic standards that we develop. The issue of third party advertising as a potential source of funding for the implementation of the system will be addressed as the Phase II Pedestrian Level Wayfinding Signage Program is brought forward.

The Planning, Property, and Development Department had previously included a request for $750,000 for the implementation of both Phases of the Wayfinding Signage Program within their 2004 and 2005 through 2009 Capital Budget submission ($400,000 in 2004, $250,000 in 2005, and $100,000 in 2006).

Financial Impact Statement

Date: September 30, 2003

Project Name:

PROPOSED WAYFINDING SIGNAGE SYSTEM PHASE ONE GRAPHIC STANDARDS

First Year of Program 2003

	2003	2004	2005	2006	2007
Capital					
Capital Expenditures Required	$ -	$ 228,800	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ 228,800	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ 228,800	$ -	$ -	$ -
External	-	-	-	-	-
Grants (Identify)	-	-	-	-	-
Reserves, Equity, Surplus, Other	-	-	-	-	-
Total Funding	$ -	$ 228,800	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 228,800				
Total Additional Debt Required	$ 228,800				
Current Expenditures/Revenues					
Direct Costs	$ -	$ 18,766	$ 33,066	$ 33,066	$ 33,066
Less: Incremental Revenue/Recovery	-	8,800	-	-	-
Net Cost/(Benefit)	$ -	$ 9,966	$ 33,066	$ 33,066	$ 33,066
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ 9,966	$ 33,066	$ 33,066	$ 33,066

Additional Comments:

The capital costs noted above consist of the requirement identified in the report of $220,000 plus interest and admin charges. The operating costs include an estimated annual maintenance requirement of $11,000 plus GST as part of the Public Works Department operating budget plus annual debt and finance charges flowing from the capital expenditure. There is nothing included in the above related to subsequent phases of this wayfinding project.

"Original signed by"
Gord Courage, Manager
Support Services Division

IN PREPARING THIS REPORT, THERE WAS CONSULTATION WITH AND CONCURRENCE BY: PUBLIC WORKS / TRANSPORTATION PLANNING DIVISION AND WINNIPEG TRANSIT.

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Office of the Director
Prepared by: Jim Paterson

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