

TO: CHAIR AND MEMBERS
FINANCIAL MANAGEMENT COMMITTEE

DATE: 2020 September 2

FROM: MAJOR CIVIC BUILDING PROJECT
COORDINATION COMMITTEE

FILE: 4230 12
*Reference: Wayfinding – Deer Lake
Precinct*

SUBJECT: DEER LAKE PRECINCT WAYFINDING PROJECT

PURPOSE: To obtain Council approval in principle of the preliminary wayfinding concept design for the Deer Lake Precinct.

RECOMMENDATIONS:

1. **THAT** Council approve-in-principle work completed to date on the Deer Lake Precinct Wayfinding Project, as outlined in Section 4.0 of this report, as the basis for the preparation of a Comprehensive Sign Plan (CSP) for the precinct and a text amendment to the Burnaby Sign Bylaw.
2. **THAT** a copy of this report be sent to the Parks, Recreation and Culture Commission for information purposes.

REPORT**1.0 INTRODUCTION**

In March 2020, City staff re-engaged Public: Architecture + Communication to complete a wayfinding signage program, concept and implementation strategy for the Deer Lake Precinct, as well as the preparation of related drawings and specifications for permit approvals and construction tender. This work is intended to form part of a Comprehensive Sign Plan (CSP) that will guide the installation of current and future wayfinding signage needs in the precinct. Work on the project has advanced to a stage that a proposed signage program, preliminary concept, and implementation strategy has been developed. As such, the purpose of this report is to seek Council approval-in-principle on the preliminary concept and implementation strategy. This work will form the basis for initiating next steps, including the preparation of a future bylaw text amendment report to amend the Burnaby Sign Bylaw so as to enable the installation of a wayfinding signage program that exceeds the limitations of the current Bylaw; preparation of detailed design drawings and specifications for tendering purposes; and, fabrication and installation.

It is noted that the scope of this project is limited to wayfinding signage for civic, Burnaby RCMP and public park facilities and destinations within the Deer Lake Precinct (see *attached* Sketch #1). All other signs are subject to the provisions of the Burnaby Sign Bylaw and/or approved Comprehensive Sign Plans (CSP).

2.0 POLICY SECTION

The advancement of this project aligns with the following goals and sub-goals of the Corporate Strategic Plan:

- **A Safe Community**
 - Community Amenity Safety – Maintain a high level of safety in City buildings and facilities for the public and City staff
- **A Connected Community**
 - Geographic Connection - Ensure that people can move easily through all areas of Burnaby, using any form of transportation
- **A Dynamic Community**
 - Economic Opportunity – Foster an environment that attracts new and supports existing jobs, businesses and industries
 - City Facilities and Infrastructure – Build and maintain infrastructure that meets the needs of our growing community

3.0 BACKGROUND

The Deer Lake Precinct, which is centrally located in Burnaby, is a major destination within Burnaby and is of City-wide significance. It encompasses the City's Central Administrative Area (City Hall Main Building, West Building, RCMP Burnaby Detachment), Deer Lake Business Centre (Deer Lake Buildings 1 and 2), Burnaby Arts and Culture Complex (Burnaby Cultural Services, Shadbolt Centre for the Arts, Burnaby Village Museum, Burnaby Art Gallery), and Deer Lake Park. The precinct receives numerous visitors on a daily basis, and with the increased profile of Deer Lake Park as a concert venue, it has also brought many new visitors to the precinct from throughout the region.

To the north and northwest are a range of business, institutional and residential uses, including Discovery Place Community Plan Area, BCIT, Greentree Village multiple-family residential development and Forest Lawn Cemetery. To the northeast is the Trans-Canada Highway and Kensington Interchange, beyond which are the Burnaby Lake Regional Nature Park and the Burnaby Lake Sports Complex Area. To the west is Burnaby Central Secondary School and single- and two-family neighbourhoods. Further west still, across Willingdon Avenue, is Moscrop Secondary School. To the east, across Sperling Avenue is the Rayside Community Plan Area, which has undergone recent multiple family residential development, and single- and two-family neighbourhoods. To the south are single- and two-family neighbourhoods, Oaklands multiple-family residential development, and Downtown Metrotown Plan Area.

Over the years, improvements to signage for the various land uses within the precinct has been advanced on an individual site basis. As a result, signage is not consistent between destinations, nor is there a cohesive relationship between the signage of each facility/destination, posing a challenge for wayfinding through the precinct. As a number of wayfinding/directional signage

types throughout the precinct are aging and in need of replacement, it presents an opportunity to undertake a comprehensive review of the existing signage within the precinct for the purposes of developing a cohesive and consistent approach to wayfinding signage improvements. This approach would enable the approvals of future wayfinding signage within the precinct based on a set of guidelines that appropriately responds to the land use context of the precinct, the public realm and its relationship to other signage within the precinct. This approach would also enable the development of a contemporary wayfinding signage program that enhances civic presence and identity within the precinct.

In 2015, Council approved the initiation of a wayfinding study for the precinct, and for which the consultant, Public: Architecture + Communication, was engaged to work with City staff to develop a comprehensive wayfinding program so as to enhance the visitors' arrival experience and navigation through the precinct, as well as establish a cohesive civic presence within it. Work on the Deer Lake Precinct Wayfinding project was advanced to an extent as work priorities and resources permitted, but was not completed.

On 2020 February 24, Council authorized funding to re-initiate and complete the project. City staff have since formed a work group and re-engaged Public: Architecture + Communications to complete the project, but with the expanded scope of developing a CSP for the precinct. The CSP is intended to provide a framework that will enable future signage within the precinct to meet the needs of the various business, civic, institutional, cultural and park uses within it as described in Section 4.0 of this report.

4.0 PROPOSED DEER LAKE PRECINCT WAYFINDING CONCEPT AND STRATEGY

4.1 Proposed Wayfinding Signage Program

As noted in this report, City staff have formed a work group and re-engaged the consultant, Public: Architecture + Communications, to develop a CSP for the Deer Lake Precinct. The CSP will encompass:

- completion of an inventory and audit of existing signage within the precinct, as well as identification of existing wayfinding signage to be retained as part of the proposed CSP;
- preparation of wayfinding signage concept design and typology, including a standardized graphic/iconography and typography consistent with the City's approved branding and visual identity standards;
- completion of site studies and analysis for location, orientation and messaging of wayfinding signage;
- preparation of drawings and specifications for each sign type for tendering purposes; and,
- development of an implementation phasing plan, as well as guidelines for the siting of future wayfinding signage.

It is noted that while the signage inventory will encompass all awning, business, canopy, fascia or freestanding signs within the precinct, the proposed CSP is intended to be a regulatory framework for wayfinding signage only. Business and primary building identification signs will need to comply with the provisions of the Burnaby Sign Bylaw and/or approved Comprehensive Sign Plans for the site.

4.2 Wayfinding Goals

It is intended that the project develop a wayfinding concept and strategy that achieves the following goals:

- facilitates ease of wayfinding for visitors arriving on-foot, cycling, transit, and passenger and commercial vehicle;
- is a cohesive and contemporary signage system that is easy to update; and,
- is welcoming, visible, clear and integrated with the surrounding facilities, public realm, and park.

It is also intended to enhance the visitors' arrival experience to the precinct, support their ability to self "orient-in-place", determine route, and navigate easily to their destination.

4.3 Design Principles

Wayfinding signage design is premised on the over-arching principles of visibility ("I Can See It"); functionality ("It Works Great"); and aesthetics ("It Looks Great"):

- Visible – signage is accessible, legible and sized/oriented at a scale that is appropriate to the intended user;
- Functional – signage "chain" or system is predictable, progressively discloses information and is accurate. The signage system is also designed to be flexible to adapt to a variety of conditions, locations and messaging needs, while remaining visually unified. Components are update-able, materials are durable and easy to maintain; and,
- Aesthetic – signage design is contemporary, integrated and consistent with the City of Burnaby's visual identity and corporate branding. Signage design is also respectful of the different architecture, land use, and precinct characteristics.

Given that the precinct, and particularly Deer Lake Park, is a major destination of City-wide significance, there is a desire to also express a civic presence and specialness of place in the proposed wayfinding signage concept design.

4.4 Proposed Wayfinding Signage Concept Design

Development of the preliminary concept design has been a joint-collaboration and effort across several departments and agencies including Planning, Parks, Recreation and Cultural Services, Engineering, Communications, Colliers (property manager for Deer Lake 1 and 2) and Burnaby Detachment RCMP. The following is a summary of the design work completed to date:

The proposed wayfinding signage concept consists of a suite or family of sign typology that are unified by colour, composition, and materiality. In general, the signage is constructed of metal panels or blades atop a concrete board-form base. The colour composition of the panels are primarily blue tones with an accent colour of bright green, all of which are consistent with the City's approved colour palette. The concrete base is detailed with a wood-grain pattern and aluminum inlay "City of Burnaby logo". Figure 1 below illustrates the proposed colour composition and materiality of the wayfinding signage.

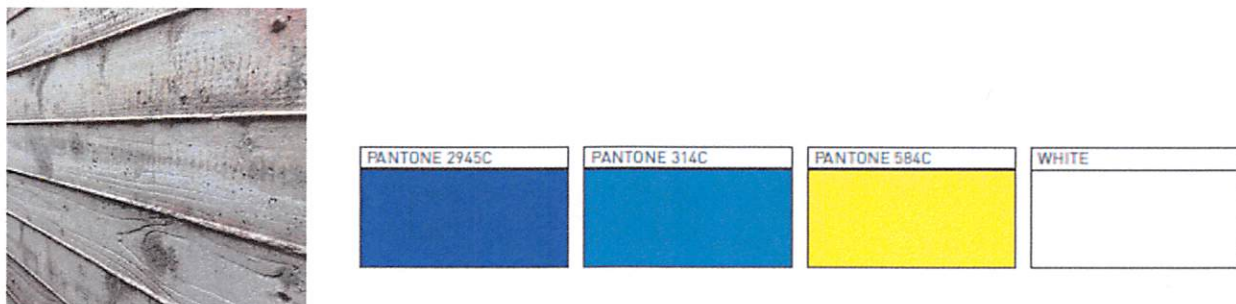


Figure 1. Drawing on the natural beauty of Deer Lake, the colour composition of the panels are primarily blue tones, representing water. A green accent is also used to both express a contemporary visual appearance and reference to the natural park setting. The concrete board-form base is detailed with a wood-grain finish as a reference to the boardwalk around Deer Lake and natural wood fibre materials.

Figure 2 *attached* illustrates the proposed sign typology. It comprises a hierarchy of seven sign types that enable a wayfinding "chain" or system that progressively discloses information to the user/visitor as they arrive and/or navigate through the precinct to their destination on foot, cycling, transit, or vehicle. The signage types are summarized as follows:

- **Gateway Signs** – Vehicular-oriented signage that is intended to be used at the periphery of the precinct, at most prominent vehicle access points;
- **Directional Pylons** – Signage that would typically be placed along a major route within the precinct. It is intended to assist visitors using all modes of transportation to navigate through the precinct to their destination once they have arrived;
- **Destination Pylons** – Signage that would typically be placed close to the main entrance/frontage of a facility. It is intended to let visitors know they have arrived at their destination;
- **Orientation Pylons** – Pedestrian-oriented signage that is approachable and accessible, inviting visitors to step-up close and examine a map of the precinct. A legend and key map would help

visitors orient themselves in relation to their destination, and may include information such as walking distance from a “You Are Here” marker;

- **Directional Post** – Pedestrian-oriented signage that is intended to support the signage “chain” or system, directing visitors from one area of the precinct to other destinations within the precinct or park attractions;
- **Orientation Post** – Pedestrian-oriented signage that is a hybrid between an orientation pylon and directional post. It is a flexible option for providing more information and supporting progressive disclosure design; and,
- **Parking Post** – Vehicular-oriented signage that would be used to identify parking lots and/or areas within the precinct, as well as detailed regulatory information about parking and parking restrictions.

Within Deer Lake Park, there are a number of trails that traverse through a more natural park setting. In these areas, the proposed wayfinding signage is a park-like adaptation of the Directional Post sign type. Figure 3 *attached* illustrates trail directional signs and trail marker signs that are constructed of a wood material and are sized to a more appropriate scale so as to integrate with the more natural park setting.

Visibility, legibility and accessibility are key tenets of the proposed wayfinding concept design. The typography of the signage uses variations of Proxima Nova, as well as high contrast lettering to ensure that different levels and types of visual impairments can easily read the letters and icons. Concept design work also reviewed options for internal lighting, aluminum reflective coatings and other supporting infrastructure to facilitate visibility, legibility and accessible use of wayfinding signage.

4.5 Wayfinding Strategy and Implementation Phasing

In alignment with the wayfinding goals and design principles indicated in this report, the proposed strategy is premised on a progressive disclosure approach to wayfinding, whereby visitors arriving and navigating through the precinct receive and process information in manageable segments at key decision making points in the selected direction of travel. This strategy focuses on enhancing the visitor’s experience to move confidently through the precinct from point “A” to “B”, even if they have never visited the precinct before. This strategy supports all modes of transportation using wayfinding tools that encompass visual cues, signage, orientation maps and regulatory information. Moreover, a progressive disclosure approach to wayfinding will enable reduction of signage clutter in the precinct.

Implementation of the wayfinding program was initially planned to be advanced over two or three phases, with the first phase consisting of Gateway and Directional pylon sign types. Other wayfinding sign types were to be implemented in subsequent phases, subject to funding approval. Upon further review, it would seem more appropriate to advance the project under a single phase to better meet visitors’ needs and consistent with the premise of the wayfinding strategy and approach to wayfinding. A number of implementation phasing options are being considered to

better meet the needs of visitors' and a recommended implementation phasing plan, including cost estimates will be presented in a future report to Council.

4.6 Development Approvals Process

City staff will continue to work with the consultant to refine the concept design that will form part of an eventual CSP for the precinct. An amendment to the Burnaby Sign Bylaw is required to enable the implementation of the proposed CSP for the Deer Lake Precinct. With Council's approval-in-principle of the preliminary concept design and strategy for wayfinding in the precinct, City staff will commence the preparation of a future bylaw text amendment report to amend the Burnaby Sign Bylaw so as to enable the implementation of a wayfinding signage program that exceeds the limitations of the current Bylaw. Given that the proposed CSP for the precinct encompasses Deer Lake Park and the cultural complex within it, the proposed Bylaw amendment report will be advanced through the Parks, Recreation and Culture Commission for Council approval.

Wayfinding is an important design element of public realm planning and design. In addition to its functional characteristics, wayfinding can be a unifying element between different land uses, characteristics, and building architecture; express a cohesive civic presence, contribute to place-making; and, enhance the visitor's experience within a place. In view of the above, the wayfinding concept design and resulting CSP for the Deer Lake Precinct could potentially set a precedent for developing wayfinding programs in other major destinations within Burnaby.

4.7 Timeline

Subject to Council approval of the work completed to date, project scope and future funding requests, the following is an estimated timeline for the project:

Project Milestone	Estimated Date
Sign Bylaw Text Amendment	November 2020
Detailed Design	Spring 2021
Project Tender	Summer 2021
Installation of Phase 1 Signs	Fall/Winter 2021

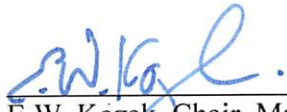
5.0 CONCLUSION

Work on the Deer Lake Precinct Wayfinding Project has advanced to a point in which Council approval-in-principle is required to advance to next steps, including the preparation of a future text amendment to the Burnaby Sign Bylaw. With Council's approval, City staff will continue to further develop the CSP, and determine signage location, orientation and messaging.

It is recommended that Council approve-in-principle work completed to date on the Deer Lake Precinct Wayfinding Project, as outlined in Section 4.0 of this report, as the basis for the preparation of a Comprehensive Sign Plan (CSP) for the precinct and a text amendment to the Burnaby Sign Bylaw.

To: Financial Management Committee
From: Major Civic Building Project Coordination Committee
Re: Deer Lake Precinct Wayfinding Project
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It is also recommended that a copy of this report be sent to the Parks, Recreation and Culture Commission for information purposes.



E.W. Kozak, Chair, Major Civic Building Project
Coordination Committee



for Leon Gous, Director Engineering



Dave Ellenwood
Director Parks, Recreation and Cultural Services

ZT/sla

Attachments

cc: City Manager
Director Corporate Services
Director Public Safety and Community Services
Director Parks, Recreation and Cultural Services
Director Engineering
Director Finance
Purchasing Manager
City Clerk

Deer Lake Precinct



PLANNING & BUILDING DEPARTMENT



Date:
AUG 28 2020

scale:
1:18,000

Drawn By:
JS



Subject Area

- 1 City Hall
- 2 West Building
- 3 Deer Lake Centre 1 and 2
- 4 RCMP-Burnaby Detachment
- 5 Burnaby Art Gallery

Deer Lake Park

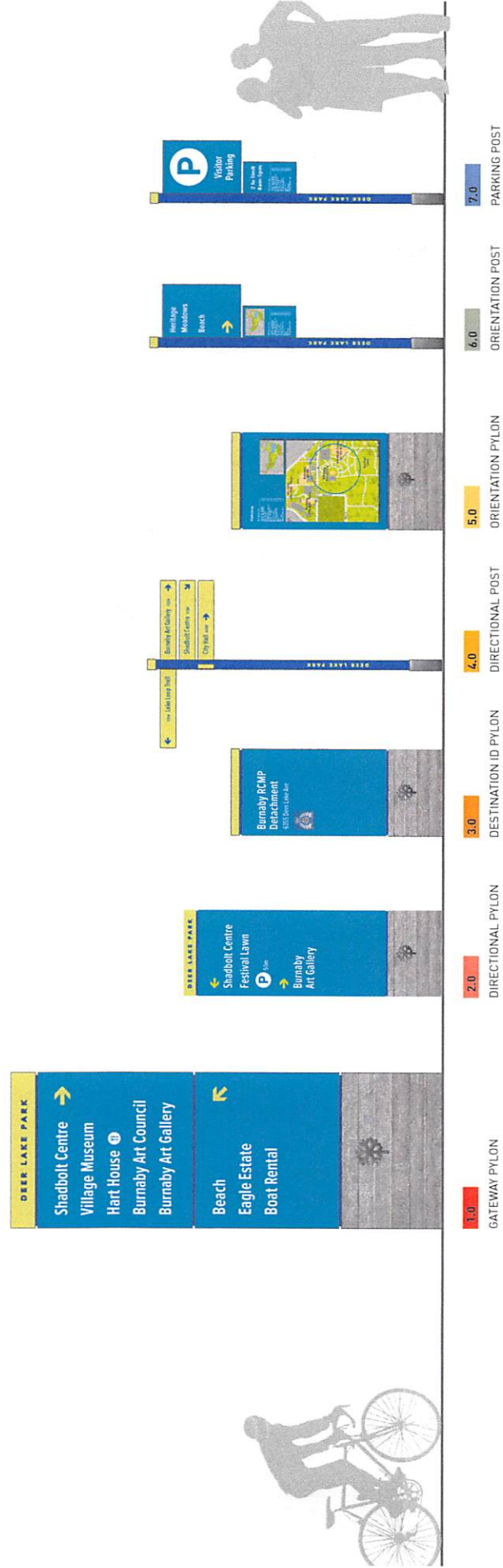
- 6 Shadbolt Centre
(James Cowan Theatre & Studio Theatre)
- 7 Burnaby Village Museum
- 8 Festival Lawn
- 9 Hart House Restaurant
- 10 Beach/Boat Rental

Sketch #1

SIGN TYPE REFERENCE DIAGRAM

This diagram illustrates the complete sign family, with associated colour and number tags. It can be used to better understand the proposed location plan.

Figure 2. The proposed sign typology is comprised of a hierarchy of seven sign types that enable a wayfinding "chain" or system that progressively discloses information to the user/visitor as they arrive and/or navigate through the precinct to their destination on foot, cycling, transit or vehicle



SIGN TYPE 8.0 – TRAIL DIRECTIONAL SIGN

This sign is a more park-like adaptation of the more urban variety directional sign type 4.0. The post is anticipated as kiln-dried, tight-grain cedar, in a nod to classic park signage and the materiality of other infrastructure within the park. The sign conveys directional information, distances and can be read from a distance. It can also offer space for a park map with specific trail information. It can be used in areas that are determined to be a more park-like setting, such as the Heritage Meadow or lake-side areas.

SIGN TYPE 9.0 – TRAIL MARKER SIGN

Similar in nature to sign type 8.0 this small marker can be used at minor decision points to confirm trail routes and directions. A flexible number of aluminum sign plates can be added to 1 or 4 sides, as required. The metal base is optional depending on soil conditions and may be recommended in areas where drainage is a challenge.

DETAIL NOTES

- 1. Metal post sleeve, cast in concrete base.
- 2. Kiln-dried tight grain natural cedar sign post.
- 3. Engraved and in-filled park name.
- 4. Painted sign panel mounted on post.
- 5. Wayfinding information. Blue high-viz (reflective) vinyl.
- 6. Painted aluminum sign-cap.
- 7. Optional map or information panel add-on.

SAMPLE VISUALIZATIONS



Figure 3. Proposed Trail Directional Sign and Trail Marker Signs within the more naturalized park areas of the precinct.

