A local government guide to planning and implementing

A BEST PRACTICE PEDESTRIAN WAYFINDING SYSTEM

Where am I now?
Where do I want to go?
How do I walk there?
How long will it take to walk there?
What is the safest walking route?
What else is in the area – shops, services, attractions, other places to visit?

THESE QUESTIONS CAN BE ANSWERED THROUGH THE PROVISION OF BEST PRACTICE PEDESTRIAN WAYFINDING SIGNAGE
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1. WAYFINDING AND WALKING

Best practice wayfinding signage encourages and enables people to walk more often to more destinations. Improved wayfinding is closely associated with more walking.

John Butcher – the founder of ‘Walk21’, made the following comment in 1999:

Walking is the first thing an infant wants to do and the last thing an old person wants to give up. Walking is the exercise that does not need a gym. It is the prescription without medicine, the weight control without diet, and the cosmetic that can’t be found in a chemist. It is the tranquilliser without a pill, the therapy without a psychoanalyst, and the holiday that is free. What’s more, it does not pollute, consumes few natural resources and is highly efficient. Walking is convenient, it needs no special equipment, is self-regulating and inherently safe. Walking is as natural as breathing.

(For more information on Walk21 go to www.walk21.com)

A significant proportion of any population needs to walk (if they are too young to drive, too old or have a disability, can’t afford to drive or do not have access to a car) while a large numbers of visitors to an area also need or want to walk and explore the local area on foot. Many people prefer to walk if they can – for a range of health, environmental and economic reasons. Walking is the number 1 recreational activity in Australia.

In many activity centres the share of retail and services expenditure from people who walk-in (or catch public transport and then walk) rather than drive-in can be considerable – up to 75% of turnover, in places like Acland Street in St. Kilda, and rarely under 30% even in the less walkable and poorly-signed centres.

Best practice wayfinding for pedestrians has a significant local economic development benefit – at low cost. It also responds to many of the major issues of the 21st Century including the environmental and sustainability objectives of most local councils.

Signage systems are usually developed for a city’s major (and minor) activity centres, as this is where most people need and want to walk.

However, signage can also be provided for trails and residential suburbs, where people need to know the answers to the questions asked above.

The process of developing and implementing a wayfinding project involves three stages:

1. Developing the signage strategy
2. Designing the signage in detail
3. Manufacturing and installing the signs.

Each of these processes is detailed below.
2. BEST PRACTICE PEDESTRIAN WAYFINDING SYSTEMS

It is widely accepted that best practice pedestrian wayfinding systems consist of a coordinated ‘family of signs’ containing ‘heads-up’ map-based signs and directional pointers, often complemented by the production of a hand-held map that is similar in brand and design to the map-based signage.

This type of signage system was first developed in Bristol in 2001 as part of the ‘Building Legible Cities’ project and has since become standard practice in most cities developing and installing new signage systems for the benefit of pedestrians. (see; www.bristollegiblecity.net). Councils are increasingly recognising the importance of pedestrians as shoppers, as people who browse and spend money, and as the ‘indicators’ of a good quality public environment.

Until the advent of the 21st Century signage for pedestrians was usually piecemeal, and where it existed it often contained a variety of unrelated components, including the advertising-focussed ‘Civic Guides’, hand-held maps reproduced from street directories for drivers, and pointers of different colours and styles to a seemingly random selection of destinations. Some places have installed panels with long lists of destinations with pointers heading in many directions, but the pointers are difficult to follow and the large panels are an inefficient use of space. Maps are much more efficient in providing the level of detail needed by people on foot.

Since the beginning of the 21st Century most new pedestrian signage systems in the UK, the USA and Australia have followed the Legible Cities approach, using heads-up maps, directional signage and hand-held maps. Transport for London has begun installing a new system in time for the 2012 Olympics.

As noted in the Legible London report ‘It’s clear many journeys are ‘walkable’ – but how many people could be persuaded to walk, merely through better information? A study by Research Business International (2002) found that 66% of travellers said they would consider walking instead, after being shown a walking map. (Among tourists it’s as high as 80%, and even among commuters the figure was 60 %.)

These findings are supported by a MORI study for the London Borough of Islington, which reported in 2005 that 49% of respondents had seen and used map-based signs, and of these 83% were satisfied that the signs had helped them find their way. Maps had assisted 66% with their journey, with 47% saying that the maps had ‘encouraged’ them to walk. Only 5% said that they did not find them useful. What this suggests is that an integrated signage and information strategy to support the needs of walkers can be expected to deliver substantial dividends.’ (see: www.tfl.gov.uk).

In a more recent study (in Edmonton, Canada, in 2010) 12000 walking maps with walking routes marked on them were distributed to local households and each household was surveyed to assess the impact of the map. The results were:

- 48.3% of respondents had tried at least one of the walking routes. Of these respondents, 27.9% had tried three or more of the routes.
Despite the fact that only 48.3% of respondents had tried at least one of the walking routes, 76.4% indicated that the map encouraged them to walk more in their community.

64.0% of respondents indicated that they would walk more often to get to local community destinations and 55.1% indicated that they would walk more for physical activity or exercise because of having the walking map.

43.8% of respondents agreed that the walking map encouraged them to discover new places to visit in the community.

44.9% of respondents indicated that they visited local destinations in their community more frequently as a result of having the map.

91.0% of respondents suggested that they found the walking map to be useful. The map was considered to be a useful resource because it provided walking routes (67.0%) and it provided places to go in the community (64.0%).

93.3% of respondents indicated that the map was beneficial to the community, as it would help to get people more active (74.2%), provide local routes for people to walk (66.3%) and get people out into the community (66.3%).

Best practice signage and the maps on them are effective in encouraging and enabling people to walk more. They are appreciated by local residents and often attract positive press coverage.
NEW SIGNS SHOW THE WAY

New visitor information signs have been installed across Central Geelong and the Waterfront to help visitors find their way around.

Measuring two metres high, the signs show colourful maps that feature landmarks, tourist attractions and shopping and dining precincts.

The maps were well used by the many of the visitors who came to Geelong during the UCI Road World Championships.

The maps also include a fun game for kids – finding where Spike the echidna is hidden on each map.

The 13 map-based signs, as well as 22 smaller directional signs, have been manufactured by local company JC Brown – Blakiston & Shortell and designed by wayfinding consultants Visual Voice.

Students from Grovedale College and Mandama Primary School were also involved in the development and design of these signs.

The signage extends to cycling routes, showing cyclists the distance and direction to public transport hubs, shopping precincts and tourist destinations.

The new signage is part of council’s efforts to encourage more people to use active transport when travelling relatively short distances.

Active transport, such as walking and cycling, is a simple way to improve personal health and community wellbeing. Choosing walking or cycling over driving also reduces greenhouse gas emissions and consumption of fossil fuels.
The innovative characteristics of these new maps are illustrated in the London panels (Figure 3):

- They are ‘heads-up’ maps – so that ‘where you are is what you see’. Destinations above the ‘you-are-here’ icon are in front of you in the real world. The top of the map does not always point north.
- The panels are usually double-sided, so that people walking along a street or through an open space can see the area ahead of them. This means that the side seen, for example, from the south has north at the top and the side seen from the north has south at the top. One panel can thus efficiently provide information about a large area of a city for people walking along a footpath or other space in both directions.
- The panels often contain a ‘reference map’ showing the whole of a large signage area, and a more detailed map of the part of the signage area surrounding the site where each sign is located.
- Maps contain either walk-time contours or walk-time grids and the scale on the maps can be represented in both distance (metres) and walk-time.
People walk at approximately 5kms/hr and cover 1km in 12 minutes. Walk time contours often show where you can get to in a 10min walk.

- They are ‘pedestrian-focussed’ maps and thus include elements such as footpaths, crossings, indications where walking is difficult (steep gradients or steps) as well as the amenities that pedestrians value. The detail of which amenities are illustrated is decided at the ‘map design’ stage, and can be different for each Council, but will generally include items such as public toilets, seating, public transport stops, major ‘destinations’ (shopping areas, civic buildings, etc.) and other local attractions.
- Landmark buildings are illustrated with 3D representations, so that people will know what to look for and will know when they have arrived at the destination.
- The panels are ‘user oriented’ (with the walking icon in the top banner). They are clearly marketed to people on foot.
- The panels can contain pointers to major destinations at the top, to provide a ‘quick-guide’ to these major destinations, without having to search the map.
- The panels can contain a directory of streets and destinations, based on the panel grid system.

The map-panels can vary in size and shape (depending on the size and shape of the area to be signed). The cost of a fully installed map-panel can vary from $3500-5000+ (at 2011 prices) depending on materials and size.

Independent Directional Signs are considerably lower in cost and are used to provide guidance to pedestrians where there is a need for a sign, but the location (such as on the periphery of a signage area) does not justify the expense of a panel or there is insufficient space on the footpath for a panel sign. However, Independent Directional Signs can act a ‘beacons’ and attract pedestrians, and are valuable parts of a signage system.

A comprehensive ‘family of signs’ will consist of a number of sign types. Typically it may contain only 2-3 members of a family, but in more complex environments there may be the need to develop a number of different but related signs for different locations. The initial Parramatta sign family consisted of 6 sign types (see Fig 4) because it was a large and complex area to navigate.
However, to this initial family was added (i) a city-wide hand-held map distributed to all residents and used extensively in council publications (Fig 5), and (ii) a city-wide map on the side of the new city shuttle-buses (Fig 6) and at all shuttle bus stops (Fig 7).

Fig 5

Fig 6

Fig 7

Stop 12

Macquarie Street
(East)

Hours
Monday–Friday
From Parramatta Station
First Bus – 7.00am
Last Bus – 6.30pm
Saturday
From Parramatta Station
First Bus – 8.00am
Last Bus – 4.00pm
The Loop does not operate on Sundays & Public Holidays

Route Map

Cover the car, like the loop.
The Parramatta family of signs is one of the most comprehensive developed in Australia.

For most cities a much smaller family is likely to suffice.

Fig 8. The Bendigo Family of Signs
3. **STAGE 1 – DEVELOPING A SIGNAGE STRATEGY**

Once a council has decided that it is worthwhile installing a new, best practice signage system for an area it is necessary to develop the signage strategy. The strategy is designed to answer the following inter-related questions: What is the ‘Signage Area’? What signage already exists there? What new signs are needed, how many of each type and where are they to be located and oriented? What else can be done to enhance wayfinding?

**Defining the ‘Signage Area’**

Most ‘Activity Centres’ are relatively easy to define geographically – whether they are a CBD or a suburban shopping area. Frequently they are surrounded by schools, parks or other people destinations, so they could be included in the signage area especially if people are likely to walk to and from the activity centre to the school or park, etc.

(If signage is needed for a trail or beachfront ensure that the signage area also encompasses the nearby groups of shops which can benefit from the signage – and tempt people to go off the trail/beach to sample the cafes and other attractions nearby, thereby providing economic as well as recreational benefits).

The shape and size of the signage area will influence the final outcome in terms of the costs of signage and the ease of locating signs.

- The bigger the area then the more signs will be needed, and with a large area it is more likely that the map-based signs will need both a reference map and a detailed local map. There will also be the need for more directional signs and possibly a larger family of signs.
- Signage should be ‘content driven’ and designed to carry the information about the signage area. Signage structures should not be designed in advance of defining the signage area. This is because the shape of the area will influence the shape of the signs – longer, thinner signage areas can be fitted onto taller, thinner map-based signs, and these are easier to fit onto city footpaths (compared to wider, squatter signage areas and thus maps, on wider structures).

Defining the signage area is an important process which will be enhanced by weighing up the options, discussing the issue with different departments in Council and with other stakeholders – such as the traders group, visitor centre operators and local businesses, to identify where they believe the boundary should be drawn in order to get the maximum benefit from the new wayfinding system. These stakeholders will also know what places people want to visit and how frequently they are asked ‘How do I get to x or y?’

The signage area should include the all main destinations and attractions in your city or activity centre.
What signage already exists there?

It is important to audit the signage area to see what signage already exists and what the major destinations are that people want to walk to and from.

Auditing an area involves walking every metre of footpath, identifying, locating and photographing all existing pedestrian-oriented signs and identifying all of the major pedestrian origins and destinations.

Usually the existing signage will not compare well with best practice signage as defined above. It may provide guidance on what destinations will need to be included on the new maps and directional signs. In many places it is surprising how many signs already exist, but often they are inaccurate or the signage system is incomplete. Existing systems based mainly on directional pointers are only useful if the pointers ‘follow the complete trail’ from each origin to each destination and back again, and the pointers are located at every change of direction such as at street corners. This rarely happens in practice.

The Parramatta audit identified over 130 separate signs, but the CBD was still not ‘legible’. Most of these signs were removed and replaced with a total of approximately 50 signs (20 of which were map-based signs) that achieved a much more satisfactory outcome, with a lot less clutter and confusion. However, in most activity centres there is limited existing signage and the level of legibility is not as good as it should be.

A second and important element of the audit is to gain an understanding of the signage area from the pedestrian perspective. It is often surprising how infrequently decision makers walk the streets and get to know an area on foot, and experience in detail the difficulties faced by the average pedestrian, visitor, child or older person as they attempt to find their way from the station to the shops or their hotel to the information centre.

Identifying sign types, quantities and locations

The basic ‘guidelines’ are that map-based signage should be located;

- where the average person would expect to find it – at arrival places such as railway stations and bus terminals or outside major pedestrian destinations or civic places (shopping centres, information centres or town halls);
- at major ‘decision points’ – at major road intersections or in public open spaces where people need guidance; and,
- on popular walking routes, beachfronts, riverfronts, near groups of historic buildings etc. to reassure people that they are heading in the right direction and to inform them where they are and what they can see.

However, some cities have developed their own innovative approaches.

In South Perth, along the Swan River waterfront, signs are being installed at footpath junctions. Seating and landscaping is being provided around the new riverside wayfinding signs so that people can view both the signs and the waterfront views.
The new sign locations are becoming local meeting places. The new signage provides both ‘interpretive’ and historic information as well as wayfinding information.

In Bunbury new signs are planned for installation next to car park pay-and-show machines, to inform drivers that all of the CBD is within a few minutes walk, and that it is not really necessary to move and re-park a car to get a little closer to a particular group of shops. All are within an easy walking time and distance – and ‘park and walk’ is the message here.

The audit process and local knowledge will usually lead to the identification of the most important (and obvious) locations for map-panels. Once they have been identified it is necessary to check that there is an appropriate ‘site’ available for each sign – a place where there is room for a map panel, with a ‘clearance’ of at least 1-1.5m around it so people can stop and look without blocking the footpath.

The number of map panels needed is largely determined through the above evaluation, but with consideration of the cost of the system borne in mind.

Given the fact that most map panels are double sided then even the most simple map will need 2 ‘orientations’ – 1 copy with north (or any other point of the compass) at the top, for 1 side and a second copy with the opposite point of the compass at the top, for the other side. This requires the map designer to turn all the information the other way up for the second map. However, if the panels face a number of different directions this process will need to be repeated a number of times, so that the heads-up approach is maintained on all map panels. Designing numerous orientations adds to the cost.

Minimising the number of signs and the number of orientations thus keeps costs to a minimum.

There is no formula for the number of signs likely to be required for an activity centre. However, in central Parramatta – an area approximately 2km x 2km – 20 map based signs were installed, while in central Bendigo and Ballarat (both approximately 1km x1km) there are 10 map-based signs. At a smaller scale, in Bairnsdale, it is planned to install 7 signs (in an area 1km x 500m), while in the Rockingham Beachfront Village (500m2) only 5 are needed.

In addition to the map panels a signage area will need a number of Independent Directional Signs (IDS) to guide walkers to major destinations from places (usually on the periphery of the signage area) where a map based sign cost cannot be justified. These can cost as little as $500-800 but more if they have a large number of blades. In the smaller activity centres there are usually about the same number of IDS as there are map panels.

A map based signage system depends on good quality, visible, street name blades, so that people can locate themselves on the maps and know which streets link them from a-b. As a result it is recommended that all streets have 2 pairs of street name blades diagonally opposite each other on every street corner, at a readable height for pedestrians (2.5m above ground level)
As a result an element in the new family of signs in Bairnsdale is a new street name blade. The audit of Bairnsdale CBD showed that on most intersections there were few street name blades, and more were needed. These are relatively inexpensive and costs are similar to the IDS pointers.

Finally, some centres have short-cuts and lanes that people use, but these lanes are not named. Naming lanes and short cuts so they can be identified on a map (and have a name blade at either end) is an important detail that should be addressed.

**What else can be done to enhance wayfinding and encourage walking?**

A number of Councils have implemented a range of innovative ways to enhance the level of wayfinding, at low cost.

These include:

1. Installing on-ground transfers to promote walking and showing the direction to major destinations.
2. Putting street names and directional/walk time information onto the sides of square rubbish bins.

   Fig 11 – Efficient use of rubbish bins in South Melbourne (City of Port Phillip)

3. Producing pedestrian-focussed hand-held maps of a signage area.

   Fig 12 The Mandurah hand-held map
4. Producing Transport Access Guides to show people how to access destinations using active transport modes. This simplifies an otherwise complex public transport map of Mandurah by isolating the routes to the major destinations.

Fig 13 The Mandurah TAG

Having developed a draft strategy most Council’s will need to consult with a range of groups and the public to gauge reaction, to check that all the necessary destinations are included in the signage area, to check that any signage planned on ‘private’ land (such as railway stations etc.) will be approved, and that residents and stakeholders understand the benefits of the proposed new system.
4. STAGE 2 – DEVELOPING THE PROJECT

This section provides a brief outline for the process of implementing the signage strategy. The signage strategy has answered the ‘what & where’ issues, the next step is to design every element of the system including the sign structures. While best practice principles for wayfinding are consistently applied to every area, each area has local characteristics which need to be considered. Local characteristics inform the design development process to create a locally unique solution.

There are 4 major components to this stage:
1. Place naming
2. Developing the maps
3. Branding
4. Sign structure design

Place naming
Consistency of place naming is critical. This is achieved through the development of a place name map. A place name map is a planning document used to establish all the destinations which will appear on the map-based signs and directional signage. The key aim of a place name map is to achieve rigid consistency in the use of named locations & destinations so that a coherent system of signage can be developed.

Developing the maps
Best practice maps for pedestrian wayfinding are relatively new and are often misunderstood in terms of their requirements. In order to be effective maps must be of an appropriate scale and show relevant information for people on foot (or bike). The development of a master map must be undertaken from a pedestrian’s perspective and should be developed in consultation with council staff and external stakeholders where appropriate.

The system must be fully coordinated to ensure consistency for ease of use by the end users. Consistency of design elements such as colour, typography, symbols, flowing through to the consistency of placement for all elements, impacts the overall effectiveness of the system.

The information can be varied by the council, but usually includes the following information embedded in the map:

Primary information
Pedestrian zones: Footpaths & kerbs clearly show safe pedestrian access
Streets, lanes, alleys: Labelled & numbered for easy identification
Pedestrian crossings: Safe pedestrian crossing locations
Pictorial icons: Visual representation of major attractions and landmark buildings
Building foot prints: Significant buildings identified for reference
Through routes: Pedestrian access through retail centres
Public transport: Tram, Tram stops with wheelchair, Train stations, and Taxi ranks. Major bus interchanges & bus stops
Public facilities: Toilets, including wheelchair accessible. Post offices & Information centres
Walking routes: With walking time from sign location

Map content should be limited to achieve maximum legibility. However the following secondary information can be applied when deemed appropriate.

General: Shared paths (pedestrian & cyclist)
Motorcycle and bike parking
Public transport routes, walking and cycling routes

Public facilities: Seating, public toilets and toilets available to the public in private facilities, baby change facilities ATM’s, Public telephones, Picnic areas, skate areas, drinking fountains, playgrounds

Disability access: Building access ramps, street/footpath gradients, lifts

Index & grid: Index of destinations & grid references
Legend: Key to symbols & colour coding

Fig 14

Figure 14 illustrates a typical outcome of the map design process
Branding & logos

Branding, logos and font selection sometimes become an issue in signage projects. For example some organisations’ logos may not work in certain design situations or an organisation's corporate font does not meet the necessary flexibility or legibility requirements. While the brand or logo of the provider of the signage can and should be integrated into the designs, the key role of branding in relation to wayfinding is to create a positive user experience (i.e. find what you are looking for and know how to get there). When a user of the system has a positive experience interpreting the information, and subsequently easily finds their desired destination this is the brand experience. Therefore it follows that corporate branding is integrated, but in a secondary manor to the primary function of the signage. Note that in most map-based signs the corporate identity is usually at the bottom of the panel - not at the top. The main identity is the 'Walk' brand.

The signs can also contain promotional messages – ‘shop local’ in Kew and ‘Healthy body healthy mind’ health promotion message in Heidelberg

Fig 15           Fig 16
Sign structure design

Signs can take many forms and be constructed in a variety of materials. Simple and attractive sign structure designs are the most effective choice, as by their nature wayfinding signs are required to communicate information in an accessible and non-distracting form. Signs that are complex in design can detract from their usability and legibility. The most effective signage systems focus on the delivery of information. The sizes of map panels are determined by the required map coverage and the appropriate scale of the map(s). People respond well to information delivered in simple and approachable designs at a readable scale.

Fig 17 Prototype inspection for City of Boroondara

Sign material choices are usually determined by three requirements:

1. Implementation budget
2. Durability
3. Maintenance & updatability

Effective material choices exist for all budgets and selected off-the-shelf signage products may be suitable for many projects to keep implementation and maintenance cost down.

At the conclusion of the project development stage all graphic artwork, sign schedules and specifications are completed to enable independent manufacture & installation. A public tender for the manufacture & installation can be issued to local suppliers.
5. **STAGE 3 – MANUFACTURE & INSTALLATION**

Following the public tender for the manufacture & installation a local contractor is usually appointed. In addition to installing new signs the contractor may need to remove existing signs that will become redundant or give negative messages.

Fig 18  Fig 19

6. **WALKABILITY**

The installation of a best practice pedestrian wayfinding system and the provision of hand-held maps (and possibly also Transport Access Guides and other wayfinding aids) will encourage people to walk more and to want to walk more.

However, an accurate pedestrian wayfinding map will also show people where desirable road crossings do not exist on the ground, where sections of footpath along routes from origins to destinations are ‘missing’ and that the walking environment and the level of amenity is not as good as it should be. The maps ‘show the gaps’ in the walking environment.

There are numerous resources that can assist in guiding Councils on how to improve an area’s walkability. The Heart Foundation provides a simple ‘Walkability Checklist’ to enable people to assess the walkability of an area (www.heartfoundation.org.au) while a similar but more comprehensive resource is provided by Victoria Walks (www.victoriawalks.org.au).

The most comprehensive resource that examines the whole range of issues involved in improving walkability has been produced by Land Transport New Zealand – The Pedestrian Planning and Design Guide.

See www.nzta.govt.nz/resources/pedestrian-planning-guide

The NZTA guide provides detailed assistance on how to improve the walking environment in urban areas and is highly relevant to Australian urban situations.
7. CONCLUSION

Developing a best practice pedestrian wayfinding signage strategy, designing the signs and then installing them will provide significant benefits to the residents and traders of and visitors to an area.

The stages of the process and the details involved in moving from project inception to completion have been identified for you in this Guide to Pedestrian Wayfinding.

We hope it will inspire and enable Councils throughout Australia to make their activity centres, CBDs and neighbourhoods places which are more legible, walkable and liveable.