

## **12.0 Implementation**

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### **12.1 Introduction**

The Ottawa Pedestrian Plan is a long-term strategic plan with a vision to "facilitate year round walking in the City of Ottawa as a comfortable, viable, well integrated and well used component of the transportation plan in the City". This plan is about recreating a culture of walking that has been overshadowed by the automobile focused culture that evolved across North America over the past several generations. Many experts agree that it has taken a significant amount of time for the automobile focused culture to evolve to what it is today; therefore it is likely that it will take a significant amount of time to recreate the culture of walking, and the vision presented in this plan must be maintained throughout the process. Input received during the development of the Ottawa Pedestrian Plan through Public Open Houses, stakeholder sessions, and the Pedestrian Plan Survey all indicate strong support for improving the pedestrian realm. Strong leadership by City Council is the first critical step to making the shift happen towards a more walkable Ottawa.

As introduced in Chapter 6, "nurturing and cultivating" pedestrian travel can be compared to cultivating a tree and a healthy tree is also a symbol of a healthier, greener Ottawa. The tree is made up of several components and its overall health is dependant on a number of inputs. Without the inputs, the tree may survive but its health and vigor will be compromised. The previous chapters of the Ottawa Pedestrian plan identify key recommendations and strategies organized according to components or themes including: the Pedestrian Network, Planning and Design, Safety and Accessibility, Maintenance and Rehabilitation, and Education and Promotion.

The Ottawa Pedestrian Plan includes many recommendations that require evaluation by staff, action and further study. Clearly the resources do not exist to accomplish everything at once and it is difficult to predict which actions will have the greatest impact for the least cost. This chapter of the Ottawa Pedestrian Plan provides guidance on implementation priorities, responsibilities and resources needed to enable the shift towards a culture of walking. The implementation strategy is based on the premise that changes need to take place at a variety of levels and within each of the key theme areas identified in the plan rather than concentrating on one specific theme. The implementation strategy is intended to guide and not prescribe, so that the plan can have the flexibility to adapt to opportunities that arise during the life of this plan.

*"We don't need to talk about it, we need to spend the money needed to make improvements, not just cosmetic ones, but real design changes that are long-term investments in building the city we say we want."*

*Ottawa Resident*

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### **12.2 Making the Investment (Water, Soil and Nutrients)**

If the Ottawa Pedestrian Plan is to be successfully implemented, Council must commit to fund the Plan and its supporting implementation strategies. Some aspects of the Plan, particularly portions of the pedestrian network can be funded in part by current infrastructure programs, and by new development.

In addition funding the implementation of the Plan, the City should also seek out other sources of revenue and partnership opportunities, which may include local partners, the Provincial and Federal governments through various funding programs. A few examples include:

- Federal and Provincial gas taxes.

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- The Canada-Ontario Infrastructure Program.
- Transport Canada's Moving on Sustainable Transportation Program (M.O.S.T.).
- Federation of Canadian Municipalities Green Municipal Fund.
- The Federal Government Transportation Showcase Program.
- Ontario Trillium Foundation.
- Federal funding through partnership with the National Capital Commission.
- Corporate Environmental Funds, donations, partnerships and in-kind contributions.

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### 12.3 The Plan Components (The Roots)

Roots support the tree, they keep it anchored and are the conduit for uptake of critical nutrients that enable the tree to grow and thrive. The following are the recommended key areas of focus for each of the roots (components/themes) of the Plan: the Pedestrian Network, Planning and Design, Safety and Accessibility, Maintenance and Rehabilitation, and Education and Promotion.

#### 12.3.1 The Pedestrian Network

It is important to recognize that the pedestrian network presented in the Ottawa Pedestrian Plan is part of a long term vision to create a more connected pedestrian network, therefore it should be considered as a starting point and that the network will be refined over time. Several key initiatives will contribute to its further refinement and development. These include:

- Improving upon the criteria used to administer the New Sidewalk Links Program and continuing to use this tool to close gaps in the existing sidewalk system.
- Developing a parallel program to evaluate and prioritize requests for new pathway links.
- Embarking on the Community Pedestrian Improvement Process process to examine the details of the pedestrian network at a more focused scale within distinct communities across Ottawa, recognizing that this process allows for the examination of the unique nature of each community as opposed to a "one size fits all" approach.
- Committing annual budgets to implement network priorities and coordinate the ultimate pedestrian network with the city's Long Range Financial Plan.

When completed, the formalized pedestrian network of sidewalks and pathways as recommended in the Ottawa Pedestrian Plan will consist of approximately 2000km of sidewalks and 1100km of pathways. In rural areas this is complemented by low volume roads with granular shoulders and approximately 120km of roadway that currently have paved shoulders, both of which can be used by pedestrians. The complement of paved shoulders will grow over time as they are identified and scheduled for paving through other infrastructure programs. **Table 12.1** provides a summary of the ultimate Pedestrian Network in the Ottawa Pedestrian Plan according to facility type, and length.

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Table 12.1 Pedestrian facility length by type		
Facility Type		Facility Length (km)
Sidewalks	Existing	1,660
	Requests ( <i>New Sidewalk Links Program</i> )	105
	Proposed in Pedestrian Master Plan	265
	<b>Subtotal</b>	<b>2030</b>
Pathways	City Existing	490
	City Planned (through other studies)	380
	Proposed in Pedestrian Master Plan	45
	NCC Existing	140
	NCC Planned (through other studies)	60
	<b>Subtotal</b>	<b>1,115</b>
	<b>Grand Total</b>	<b>3,145</b>

Note that the length of facilities reported for the New Sidewalk Links Program includes only the current requests that were considered a "pass" according to a preliminary screening. A number of requested links were "failed" as they did not fit with the intent of the New Sidewalk Links Program. Refer to Sections 7.2.4 and 7.6 for further details.

### 12.3.2 Planning and Design

Planning and design influence walkability significantly. Planning and design are very broad in scope and ranges from high level community layout and organization of neighbourhoods all the way to the details of the width of a landscaped boulevard. Consideration must be given to both the broad-scale planning policy level and the design details at the site specific level.

The Ottawa Official Plan and the Transportation Master Plan contain policies and principles to support a healthy pedestrian realm; these are further defined in the Ottawa Pedestrian Plan and include:

- A Pedestrian Charter;
- Community Design Plans;
- Community Pedestrian Improvement Process;
- Development Approvals;
- Design Guidelines, and;
- Streetscape Design.

In a recent review entitled "Pedestrian Plans-State of the Practice(111)" Ridgway (2007) recommends a number of actions that a municipality can take which are likely to have the greatest positive impact on the pedestrian realm with the least cost. The majority of the highest priorities relate directly to planning and design, including:

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111 Ridgway, M. *Pedestrian Plans-State of the Practice* Prepared for the ITE District 6 Conference in Portland Oregon, July 2007.

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- **Pedestrian supportive policies** that promote and enable pedestrian friendly development are considered an “easy win” as they can be achieved relatively inexpensively and can yield significant and immediate results.
- **Development review practices.** These can be especially effective if resources are limited and the review of pedestrian facilities can be built into site plan review, traffic analysis etc. To add to this, a number of municipalities have developed user friendly checklists to ensure that pedestrian travel is given proper consideration, starting at the beginning of the development process (i.e. the City of Sacramento has developed a Pedestrian Smart Growth Scorecard(112).
- **Institutionalizing pedestrian consideration.** Having a Pedestrian Coordinator and Roundtable/Working groups are good first steps to ensure that pedestrians’ needs are given adequate consideration. However, the practice of institutionalizing pedestrian consideration needs to grow among all staff involved in projects that affect pedestrians. The City has taken some positive steps in this regard, and is encouraged to continue to support this direction by growing a “pedestrian-first” focus and the expertise to provide the necessary support.
- **Developing and employing pedestrian friendly design standards,** to ensure that future transportation facilities properly accommodate pedestrians.

### 12.3.3 Safety and Accessibility

Safety and accessibility includes developing a clearer understanding of key issues affecting pedestrians both at a global/city-wide scale and site-specific scale, then taking steps to rectify the issues. Ridgway (113) recommends implementing safety countermeasures for high pedestrian collision locations as a way to achieve short term “wins” and develop a clearer understanding of some of the key safety issues that affect pedestrians at the site-specific scale. Ongoing monitoring of these locations to evaluate the effect of changes made can provide valuable insight into predicting other potential problem locations and proactive methods of improving them.

Improving accessibility is an area of study that is expanding as more is learned about various disabilities and new innovations are created to enable those who live with disabilities. A number of guidelines were presented in Chapter 9 for consideration, based on current understanding of issues and how they can be resolved with current design and innovation. As this area of study is constantly becoming more sophisticated and more inclusive it is very important that those involved in designing for accessibility remain abreast of the most current research and practices.

### 12.3.4 Maintenance and Rehabilitation

Maintenance and rehabilitation are critical to the success of the pedestrian network as well maintained facilities help to encourage more use. Maintenance and rehabilitation include how the physical components of pedestrian network should be properly cared for to maximize their effectiveness and lifespan. It also requires the knowledge of when and how facilities should be replaced once they

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112 <http://www.smartgrowthgateway.org/howsmart.shtml>

113 Ridgway, M. *Pedestrian Plans-State of the Practice* Prepared for the ITE District 6 Conference in Portland Oregon, July 2007.

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reach their lifespan. The City is constantly challenged by “having to do more for less” and the expected level of service can not always be matched by the time or resources to achieve the expectations. Winter maintenance is particularly challenging in Ottawa with heavy snowfall and recent trend towards more difficult winter conditions. Some key points of focus with regard to maintenance and rehabilitation include:

- Developing a clearer understanding of who (Department or Branch) is, or should be responsible for different components of the pedestrian network once they have been constructed and ensuring that the respective Department or Branch is granted the resources to achieve the expectation.
- Making some adjustments to align maintenance (particularly winter maintenance) with the function/use of the pedestrian network.
- Through proper planning, design and budget allocation, ensure that the repair, rehabilitation or replacement of pedestrian network facilities results in a pedestrian facility that is aligned with best practice guidelines and the surrounding pedestrian network, rather than the direct replacement of what was taken out if it is deemed inadequate.

### 12.3.5 Education and Promotion

#### External

Education and promotion includes a range of promotional campaigns and programs that are effectively designed and delivered to the public, so that over time the culture of walking becomes engrained among Ottawa's citizens. The success of these programs will be measured by the degree to which Ottawa's citizens build walking into their everyday travel routines and lifestyles. Programs and initiatives can be developed and delivered by the City alone, but synergy that can be achieved through partnerships with other organizations has potential for far reaching positive impacts.

#### Internal

Education and promotion within the City will also have positive benefits by raising awareness of the pedestrian realm; therefore providing support for the other key components of the Ottawa Pedestrian Plan that staff will be expected to embrace. Sharing corporate GIS data and information related to pedestrian infrastructure planning, construction, maintenance and rehabilitation, and communication through a pedestrian round table/working group are two key areas where the pedestrian focus can be strengthened internally. Annual reporting regarding successes, challenges, and upcoming priorities will keep Council informed and engaged in providing the ongoing leadership that will continually improve walkability in Ottawa.

### 12.3.6 Summary of Recommendations

**Table 12.2** is a consolidation of recommendations in the Ottawa Pedestrian Plan and includes a recommendation regarding resource requirements and an indication of the Branch or Department that should assume primary responsibility for the implementation of each.

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Table 12.2 Summary of recommendations					
No.	Page	Technical Recommendation		Financial Implications	Implementation Responsibility
<b>Chapter 7 – The Pedestrian Network</b>					
7.1	74	Form an interdepartmental working group comprised of staff involved in planning, design, maintenance and rehabilitation of sidewalks and pathways, to coordinate efforts in pedestrian network management. .		Existing Resources	PWS (Strategic Planning?) and all Departments as appropriate
7.2	75	Use walking participation results from the 2005 Origin Destination Survey, and future updates to this survey as a source indicator of possible trends.		Existing Resources	PTE & PWS
7.3	91	Undertake a comprehensive review of roles and responsibilities for all aspects of sidewalk and pathway planning design, operation, rehabilitation and maintenance to ensure that responsibility for all aspects of the pedestrian network infrastructure have been accounted for and properly assigned to the appropriate Branch or Department. .		Existing Resources	To be discussed
7.4	91	The scope and budget for new and reconstructed roads are to include the provision of sidewalks and/or multi-use pathways as prescribed by the Pedestrian Plan, the Official Plan and the Transportation Master Plan.		Existing Resources	PTE & PWS
7.5	94	Modify the New Sidewalk Links program using the criteria and weighting system for assessing candidates identified in the Ottawa Pedestrian Plan, so that eligibility is established and a clearer separation of priorities is achieved. This may include recommendations for the development or reinstatement of parallel program(s) for pedestrian facilities, other than sidewalks such as pathways.		Existing Resources	PWS (TPO)
7.6	94	Consolidate pedestrian master data, currently managed independently by various branches, utilizing the corporate GIS tool. This would require processes to ensure data is continually updated and refined by the various data "owners". .		Existing Resources	PWS (Strategic Planning?) and all Departments as appropriate
7.7	98	Refine and adopt the Community Pedestrian Improvement Process methodology and process to assess the walkability of a community, subdivision or specific site. This methodology proactively improves pedestrian facilities by analyzing pedestrian origins, routes and attractions.		Existing Resources	PWS, PTE & CPS
7.8	103	Establish a Pedestrian Network for Ottawa based on: a) The proposed pedestrian network presented in Schedules 1 through 17; b) Refinements to the network through the application of the Community Pedestrian Improvement Process (as established in recommendation 7.7); c) The consistent application of the Community Pedestrian Improvement Process methodology to all planning		Existing Resources	PWS, PTE & CPS

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		and development process, undertaken by all City Branches.		
7.9	124	Launch the Ottawa Pedestrian Plan by selecting a community for a pilot Community Pedestrian Improvement Process from one of the priority communities identified in Table 7.7 of this Plan. Establish an appropriate study budget and review and report on the outcomes of the pilot including any recommendations and future capital funding allocation request. .	\$100,000	PWS (TPO)
<b>Chapter 8 – Planning and Design</b>				
8.1	134	Develop a Pedestrian Charter, for adoption by the City, that represents a commitment to creating a walkable and pedestrian friendly-city. Link the Pedestrian Charter to the City of Ottawa Official Plan and Transportation Master Plan.	Existing Resources	PWS & PTE
8.2	135	Integrate pedestrian planning tools and methods, from the Ottawa Pedestrian Plan, particularly the Pedestrian Improvement Process into planning processes (such as the Community Design Plan process), which will then form part of the base pedestrian network. These tools also include walkability audits and the various pedestrian supportive guidelines.	Existing Resources	PTE, CPS & PWS
8.3	135	Establish a priority list of landscape and streetscape improvements within each Secondary Plan and Community Design Plans to further walkability. .	Existing Resources	PTE
8.4	138	Create a Pedestrian Facility Planning and Design Guideline document to be used during the development review and capital works processes. Base the guidelines on a consolidation of the pedestrian-supportive recommendations in existing City guideline documents, as well as the safety and accessibility guidelines presented in the Ottawa Pedestrian Plan. .	\$50,000	PTE, PWS and all Departments as appropriate
8.5	144	Require the pedestrian design solutions established by the pedestrian plan be applied to the development application process. (Reference Recommendations 8.1, 8.3, 8.4, 8.5). .	Existing Resources	PTE, CPS & PWS
8.6	144	Amend the Transportation Impact Assessment Guidelines to specifically include the requirement for a description of how the site meets the pedestrian supportive guidelines and Community Pedestrian Improvement Process methodologies (Reference recommendation 8.5).	Existing Resources	PWS (TPO) & PTE and all Departments as appropriate
8.7	154	Use the sidewalk and boulevard guidelines presented in Table 8.4 as a guide for the development or redevelopment of roadways.	Existing Resources	PTE & PWS
8.8	154	On new road construction, road reconstruction and rehabilitation, apply Ottawa's Pedestrian Guidelines and the Community Pedestrian Improvement Process methodology.	Existing Resources	PWS
8.9	154	The defined sidewalk pedestrian zone meet accessibility guidelines and remain unimpeded.	Existing Resources	PTE & PWS

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<b>Chapter 9 – Safety and Accessibility</b>				
9.1	165	Review design elements of sidewalks and street crossings to ensure that they meet accessibility and safety guidelines presented in the Pedestrian Plan and include consideration of pedestrian signal activation devices on pedestrian islands.	Existing Resources	PWS & PTE
9.2	177	Review warrants for ladder markings at pedestrian crossings for their application at locations such as school crossings, roundabouts (particularly multi-lane) and multiple right-turn and left-turn lanes.	Existing Resources	PWS (TPO)
9.3	187	Improve measures to reduce risks and improve accessibility for pedestrians passing through road construction zones including advanced signing for construction activities, temporary conditions that are fully accessible and pedestrian specific detours where appropriate. .	Existing Resources	PWS, PTE and all Departments as appropriate
<b>Chapter 10 – Maintenance and Rehabilitation</b>				
10.1	200	Review road and sidewalk maintenance standards, as an initiative under the City Strategic Plan, with a specific focus on levels of service and maintenance classifications based on the sidewalk's transportation role.	Existing Resources	PWS (SOP)
10.2	201	Support programs, with the assistance of partners, such as the Yellow Grit Box Program and the Snow-Go Program including the development and introduction of new programs to meet specific needs.	Existing Resources	PWS (SOP)
10.3	209	Undertake a comprehensive review of roles and responsibilities for managing the lifecycle continuum (planning, construction, maintenance, rehabilitation, reconstruction and lighting) of pathways to ensure that responsibility for all aspects of the pedestrian network infrastructure have been accounted for and properly assigned to the appropriate Branch or Department. (Reference recommendation 7.1 and 7.3).	Existing Resources	PWS (Strategic Planning?) and all Departments as appropriate
10.4	210	Adopt the sidewalk pathway maintenance criteria presented in Table 10.4. .	Existing Resources	PWS (TPO & SOP)
<b>Chapter 11 – Education and Promotion</b>				
11.1	221	Develop and implement pedestrian education and promotion programs under the TDM Program and undertake a review of existing walking promotions to ensure a coordinated approach. (Reference recommendations 7.1, 7.3 and 10.4.).	\$50,000	All Departments as appropriate

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### 12.4 Next Steps

A number of next steps are recommended to advance the Ottawa Pedestrian Plan. These include:

1. Review the recommendations with the various Departments and Branches that will be accepting responsibility for their implementation.
2. Present the plan and recommendations to the Pedestrian and Transit Advisory Committee.
3. Announce the completion of the Plan with a media release.
4. Post the Plan in digital format on *ottawa.ca*, receive comments and prepare the final plan.
5. Prepare and deliver a Staff Report to Council acknowledging the completion of the study, recommending adoption of the Ottawa Pedestrian Plan and seeking appropriate resources to implement the recommendations.
6. Embark on the implementation of the recommendations.
7. Begin to, and continue to monitor and measure success of the plan which should include the preparation and delivery of annual progress reports to Council regarding the successes, challenges and upcoming implementation priorities.
8. Review and update the Ottawa Pedestrian Plan within a reasonable timeframe (every 5 years is recommended).