



Paths  
for  
People



Urban  
Development  
Institute  
Edmonton Metro

# Downtown Pedestrianization

## Plan



DOWNTOWN  
RECOVERY  
COALITION



EDMONTON  
DOWNTOWN  
BUSINESS  
ASSOCIATION



Downtown Edmonton  
Community League



## Acknowledgments

Shaping an inclusive and equitable city is a collaborative effort. We wish to acknowledge and thank the many residents, community organizations, and developers, for sharing their mobility experiences, aspirations for their city, and their perspectives on how to improve the pedestrian experience in the heartbeat of our city – Downtown Edmonton. The actions presented in this plan are driven by them, and they remain committed to advancing them forward.

# Contents

3	Background
<b>4</b>	<b>Project Goals</b>
4	Partners
5	Strategies
<b>6</b>	<b>Findings</b>
6	Policy Review
7	Community Survey
10	Developer Interviews
14	Shared Interests & Remaining Issues
<b>15</b>	<b>Actions</b>
	<b>Path to Pedestrianization</b>
<b>19</b>	<b>Implementation</b>
19	Contributors
19	References

Urban Development Institute – Edmonton Metro and Paths for People respectfully acknowledges that we are located within Treaty 6 territory and Métis Nation of Alberta Region 4 and Region 2. We acknowledge this land as the traditional home for many Indigenous Peoples including the Cree, Blackfoot, Métis, Nakota Sioux, Dene, Saulteaux, Anishinaabe, Inuit, and many others whose histories, languages, and cultures continue to influence our vibrant communities.

# Background

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Debates around the future of 102 Avenue in Edmonton's downtown brought forward a multiplicity of ideas and perspectives. Some argued that closing the street to cars could change the corridor into a people-oriented place, while others argued that this particular stretch of downtown was already designed to accommodate all modes of travel and did not currently meet the conditions (e.g., density, street-front retail) for a successful pedestrian mall.

102 Avenue was designed as a multi-modal passageway, repositioning four car lanes into dedicated space for light rapid transit (LRT), pedestrians, bicycles, and cars to coexist. This demarcation of transportation modes is known as complete streets, a national best practice for the design of road networks that enable all users to thrive – not just motorists.

In 2022, conversations at city council provoked thinking around whether the one car lane could be closed to cars entirely – citing goals of downtown revitalization, pedestrianization, and social connection. Ultimately, council voted not to pilot this idea.

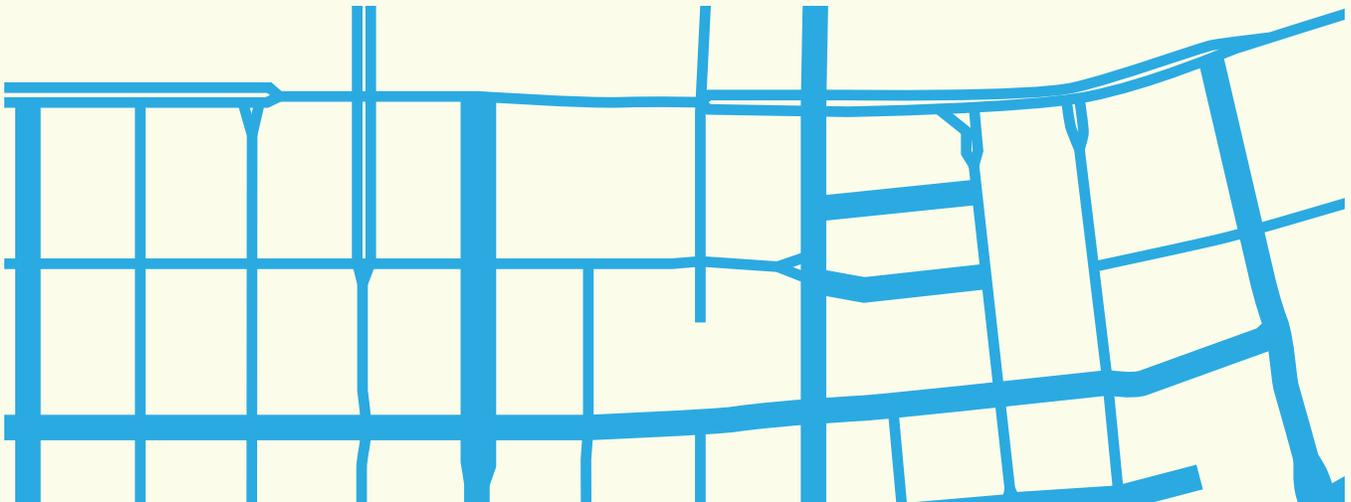
In the short term, Edmontonians will be able to drive, bike, walk, or roll down 102 Avenue. However, longer-term questions remain around how we can build a downtown that is easier and safer to navigate for all modes of transportation.

The destination of a healthy core is clearly shared, but where conflicts occur is about where, how fast, and in what ways can we realize this vision. Some say that space allocated for cars should be turned into pedestrian paths. Others say that negating a very real driver of change — automobiles — is planning with our eyes closed and fails to consider market realities and contemporary transportation behaviour.

102 Avenue revealed how important it is to listen to residents and stakeholders as the city grows, and how challenging it can be to balance opinions, perspectives, and best practices during decision-making. 102 Avenue also shows us that we need to be open to seeing our city and its challenges through a multitude of lenses, and how a range of ideas and approaches can be explored.

The passion and immense level of discussion around 102 Avenue can and should be directed towards working with one another and in locating common goals to set our downtown up for success. Now, at a crossroad, we have an opportunity to think bigger and think through new options for our downtown. How do we create safe, accessible spaces that serve everyone in our core?

This Downtown Pedestrianization Plan sorts through our collective understanding around issues like 102 Avenue, and downtown pedestrianization. It points to solutions that more fully reflect community compromise and tradeoffs for the greater good of our downtown.



# Project Goals

The City of Edmonton's Urban Planning & Economy department will be responding to a motion that emerged from a City Council meeting where a street closure bylaw of 102 Avenue was discussed and debated:

*That Administration engage with local stakeholders to develop an approach regarding closed, car-free, and shared streets in Downtown to enhance vibrancy, active modes, safety and business activity and return with a report including a streamlined process for setting up temporary road closures to accommodate pedestrian and active modes.*

Administration has engaged UDI - Edmonton Metro and Paths for People on their approach to fulfilling this motion. This Downtown Pedestrianization Plan is meant to support the City's work on this motion and draw further attention towards a more holistic discussion around what is needed to fully pedestrianize the city's core.

Working collaboratively, UDI - Edmonton Metro and Paths for People staged and hosted several discussions and engagements, conducted qualitative/quantitative research, and developed actions to broaden the conversation towards the goal of downtown pedestrianization and mobility and supporting transformative projects in the city's core.

- ✓ To develop community-driven strategies to implement pedestrianization of downtown,
- ✓ To support efforts to revitalize downtown Edmonton, and
- ✓ To demonstrate how community stakeholders can lead/catalyze city building actions and conversations.

## Partners



**Urban  
Development  
Institute**  
Edmonton Metro



**Residents**

**Developers**

**Community-at-large**

## Strategies

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A series of planning and design strategies were employed to gather research, insights, and perspectives – to support the development of actions to improve downtown pedestrianization in Edmonton:



### **MAPPED STAKEHOLDER INTERESTS**

to identify stakeholders and their goals, and to identify partners to support the plan's implementation.



### **DATA DEEP DIVE**

to identify data, stories, and insights around pedestrianization in the downtown, including but not limited to: mobility, streetscaping, alignment opportunities with development (built/planned), and municipal best practices.



### **TARGETED STAKEHOLDER MEETINGS**

to identify support for the plan's implementation, and to identify any potential risks/challenges or other opportunities.



### **TOURS/WALKS**

to garner community interest and support, and to identify any potential risks/challenges or other opportunities.



### **PUBLIC ENGAGEMENT SESSIONS**

to connect with residents and visitors to discuss proposed actions for downtown pedestrianization.

# Findings

## Policy Review

A policy review was conducted to assess what the City of Edmonton and other stakeholders have said about pedestrianization in the downtown. In particular, the review focused on the policies and actions that are in place or have been prioritized. The documents that were referenced include City of Edmonton reports (The City Plan, Public Places Plan, Capital City Plan, Downtown Vibrancy Strategy, Bike Plan, District Plans, and Downtown Streetscape Manual) and media coverage. The issues and opportunities that were identified through this policy review encompass perspectives shared by a range of stakeholders, including but not limited to: residents, business owners, developers, office workers, academia, tourists, community organizations, advocacy groups, and more. This policy review identified the following key challenges and opportunities:

### CHALLENGES

#### Safety

- Unsafe experiences for pedestrians due to infrastructure quality/sidewalk connectivity
- Unsafe experiences for cyclists/scooter users due to lack of infrastructure/conflict with vehicle users
- Concerns around danger posed by social disorder in downtown

#### Public Realm Experience

- Limited accessibility, especially for people who experience disabilities
- Poor/inconsistent design for public realm spaces
- Lack of connectivity
- Being ill-prepared to handle the challenges posed by different seasons even though they literally happen every year
- Perceptions that congestion (especially related to private automobiles) is a negative and should be fixed

#### Trends Within Downtown

- Increase in parking fees/rates
- Less desire for businesses to operate in downtown
- Increase in social disorder due to the increase in and lack of requisite supports for people experiencing homelessness
- Fewer workers returning to offices post-pandemic returning to work,
- Fatigue due to construction from major public/private projects
- Increased demand for an array of housing options

### OPPORTUNITIES

- 1 Desired outcomes within plans/strategies/policies: accessibility, connectivity, multi-modal design, inclusivity, vibrancy, safety, sustainability
- 2 Actions identified in various plans/strategies/policies:
  - a. Implementing Active Transportation (AT) corridors and pedestrian priority areas
  - b. Expanding tree canopy and green space
  - c. Supporting downtown revitalization through business attraction
  - d. Encouraging redevelopment of surface parking lots
  - e. Incentivizing infill and residential development
  - f. Implementing developer contributions to public amenities/space
  - g. Increasing bike safety and transportation
  - h. Enhancing stewardship and maintenance of public parks
- 3 Approaches identified included short-term (piloting or testing interventions) and long-term (public realm improvements through corridor/site renewal)





## LOCATIONS OF INTEREST

We asked respondents to identify specific streets that they thought should be focused on when it comes to improving the pedestrian experience. The graphic below displays where respondents thought we should prioritize efforts. The thicker the line, the greater the number of respondents who identified that street as a priority in terms of pedestrian improvements.

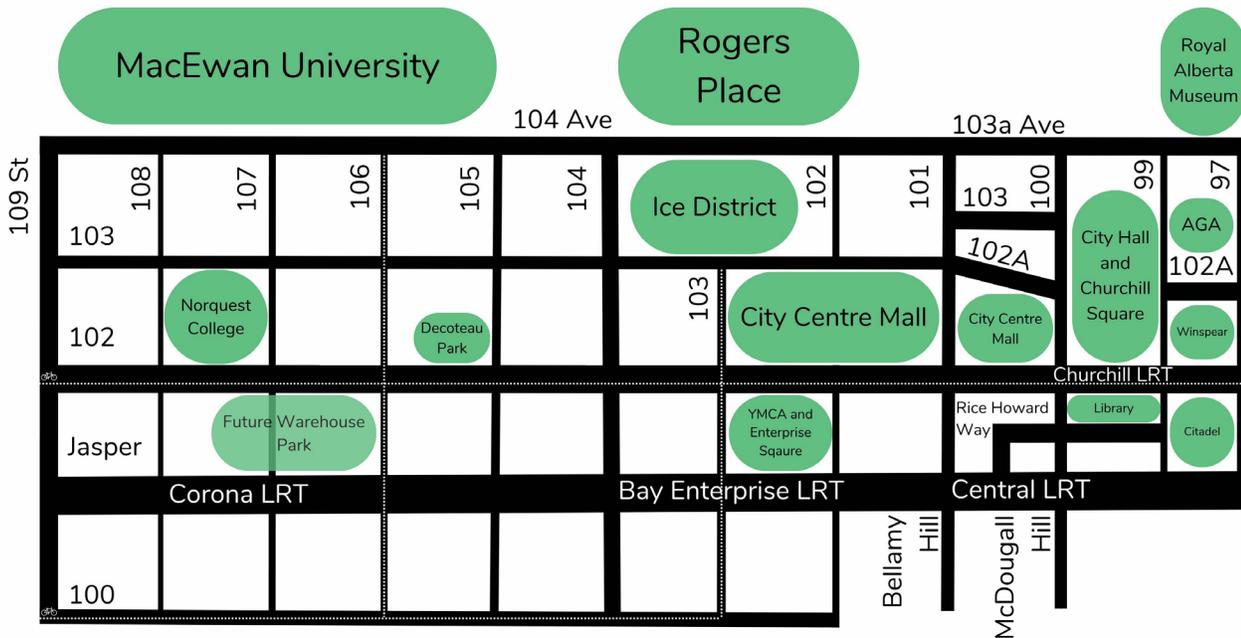


Figure 4 - Priority corridors for pedestrianization provided respondents, with landmarks

Looking at the overall picture, it is clear that respondents believed that all of downtown needed improvements.

- **Every single street was a priority to at least some respondents**, indicating a general desire for downtown-wide improvements.
- **Major connectors into downtown** were most sought after. This includes streets that provide key transit connections like 100/101/109 St and Jasper Avenue. It also includes key city-wide active transportation corridors like 102 Avenue.
- **Destinations with many public-facing restaurants and stores** like 104 St and Rice Howard Way were also priorities for improvement.

# Developer Interviews

A series of interviews were conducted with real estate developers involved in building residential and commercial spaces and places in the downtown. Speaking to 7 developers for one-hour interviews, the following qualitative data was thematically organized around their perspectives on opportunities and challenges associated with downtown pedestrianization.

## DEVELOPMENT CONTEXT

- An increase of residents is expected at key areas of downtown (e.g., Station Lands, The Shift, The Parks). We need to find ways to ensure they can move freely and confidently.
- Many interesting hubs of activity in the downtown (e.g., Civic Precinct, Citadel, Chinatown, University District). Need to stitch these places of people, businesses, and programming together.
- Companies choose neighborhoods with social, connected environments for their staff to visit, gather, connect, and move.
- We cannot ignore that Edmonton is a vehicular-dominated city.

## CHALLENGES

### Safety

- Safety issues (both real and perceived)

### Public Realm Experience

- Cleanliness impacts pedestrian experience
- Roads are not reflecting context (e.g., too wide, 102 Avenue design focused on too many priorities)
- Pedestrianization improvements cost money (e.g., maintenance of trees are an ongoing cost for the municipality)
- Need better ways to delineate bicycle and car paths than use of concrete
- Materials that developers and municipalities use can impact pedestrian experience
- Car-free streets may push away businesses and people from the downtown – when there is a lack of public-facing commercial and institutional uses

- Need a copesetic relationship between vehicles and pedestrians.
- Current approach to street-front activation (e.g., mixed-use) is too focused on street-front retail
- Derelict sites do not add to the pedestrian experience

## OPPORTUNITIES

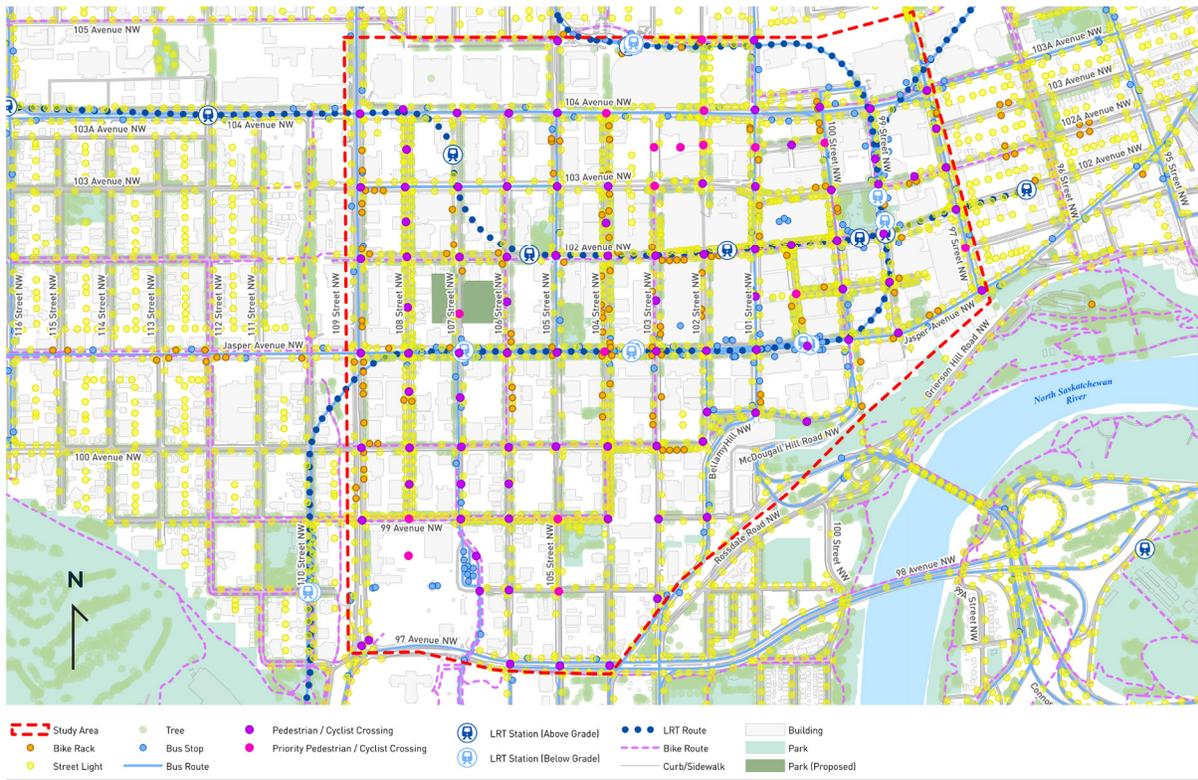
- 1 Desired outcomes identified: accessibility, connectivity, multi-modal design, safety, activity
- 2 Potential actions:
  - A Ongoing actions/ideas that can be integrated within minor renewal/maintenance opportunities
    - Heightened cleaning standards
    - Implementing minor street/sidewalk improvements as opportunities arise
      - Removing curb cuts
      - Widening existing sidewalks
      - Expanding the tree canopy, green space, and open space
      - Providing more lighting
      - Balancing need for pedestrianization with parking for customers/businesses
      - Considering congestion as a good for vibrancy when allocating space for different modes/activities like cars, people, bicycles, businesses, programming
      - Communicating when any disruption to traffic downtown
      - Considering movement in different seasons
  - B Short-term actions/ideas that can be implemented without major infrastructure changes in the near term:
    - Increasing patio opportunities and enabling restaurants and businesses to spill onto the street
    - Implementing temporary street closures and pedestrianization initiatives on weekends and evenings
    - Implementing shared streets as a way to balance all modes of transportation
    - Broadening the low-cost bicycle network downtown

## LOCATIONS OF INTEREST

- Encouraging businesses to clean up streets and sidewalks in front of their businesses or have them pay into a shared cleanliness service (e.g., pressure washing the street)
  - Implementing soft indicators to welcome pedestrians: benches, wide sidewalks, trees
- C** Long-term actions/ideas that can be implemented in the longer term because they usually require site redevelopment/corridor renewal to implement:
- Implementing major street/sidewalk improvements along entire corridors as opportunities arise
    - Removing curb cuts
    - Widening existing sidewalks
    - Expanding the tree canopy, green space, and open space
    - Providing more lighting
  - Concentrating pedestrianization along major nodes, with corridors that connect them
  - Seamlessly connecting buildings into transit systems and, specifically, exploring transition from at-grade to LRT entrances
  - Creating permeability between new developments and public realm
  - Shifting all local roads to operate like a shared streets, where cars move slow and different modes mix safely
  - Ensure integration between public and private space for throughway traffic, accessibility, and connectivity
- 105 Avenue
  - Rice Howard Way
  - 99 Street
  - 100 Street
  - 104 Street
  - 108 Street
  - 109 Street

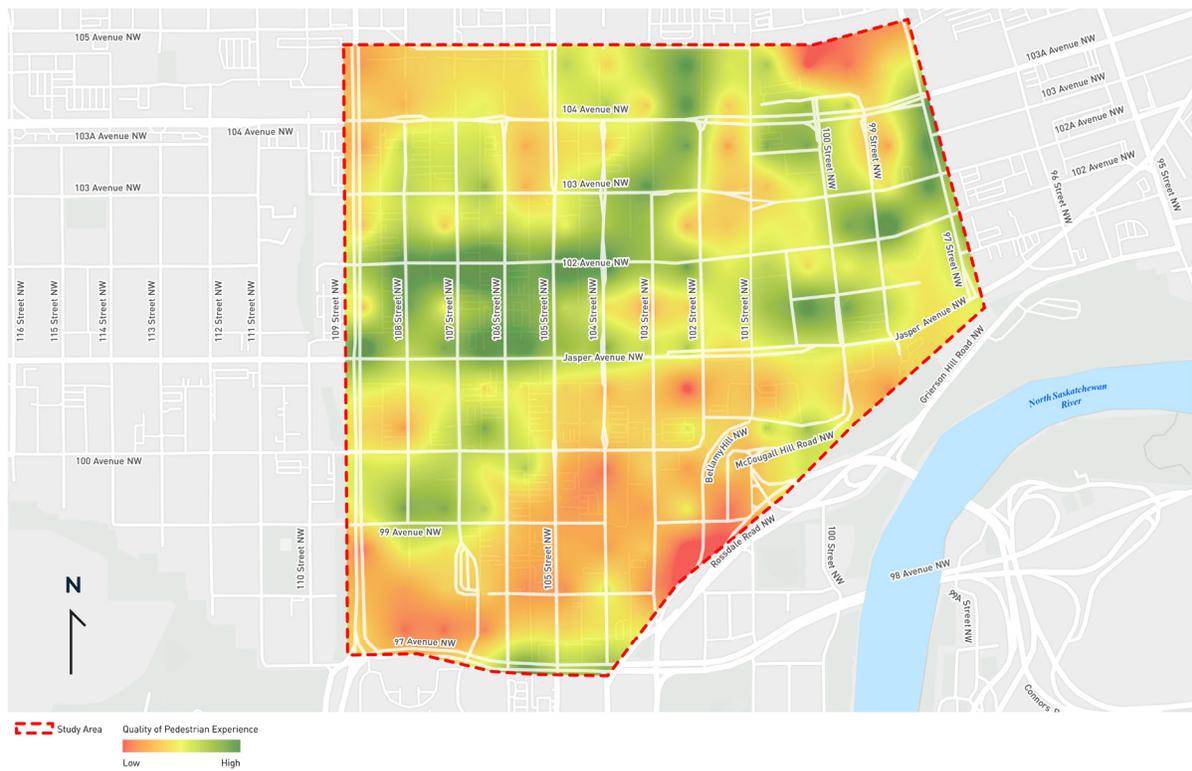
## EXISTING AND PLANNED INFRASTRUCTURE

This map highlights the range of infrastructure that is already provided within the downtown to support the pedestrian experience, but also the lack of consistency along corridors and in some destinations. *(Analysis and mapping by B&A Studios)*



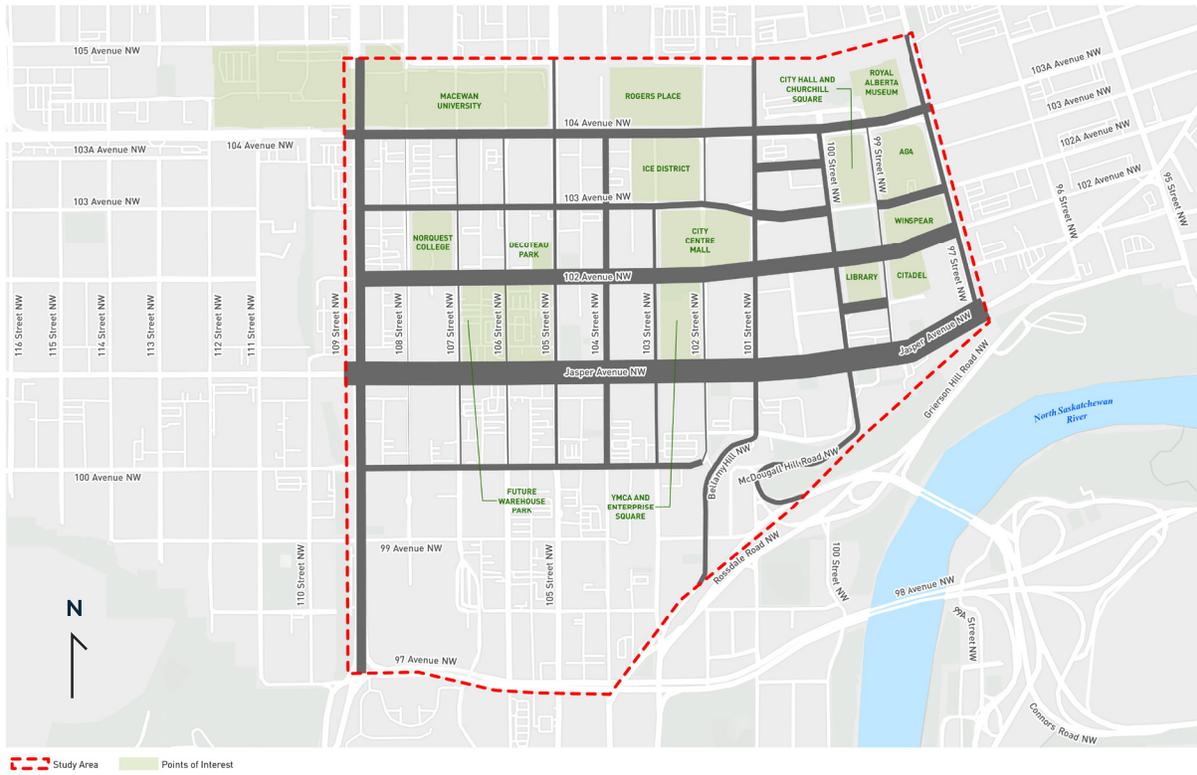
## PEDESTRIAN EXPERIENCE

This map summarizes and evaluates the existing and proposed infrastructure data available to illuminate the quality of experience walking and rolling through the downtown. Most importantly, it focuses on the importance of safe pedestrian priority crossings, separated bike lanes, and wide sidewalks. *(Analysis and mapping by B&A Studios)*



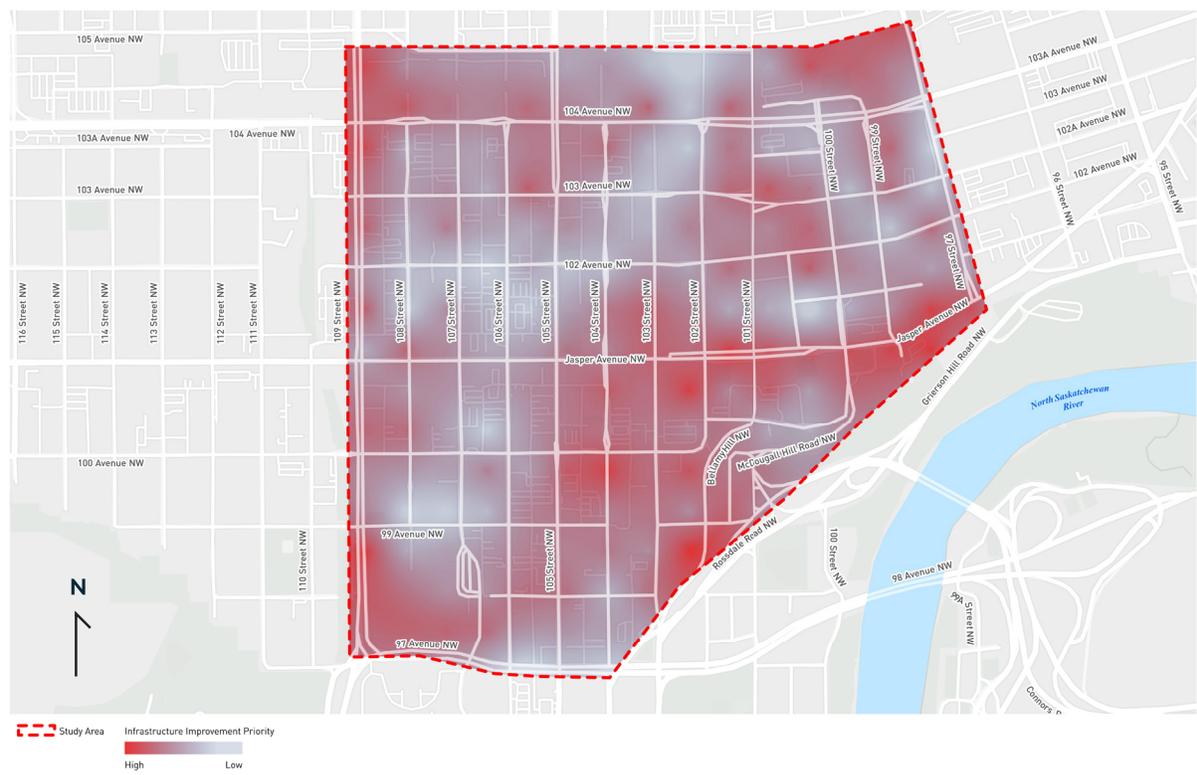
## COMMUNITY PRIORITIES

Summarizing input from community engagement, this map shows the priority connections and locations for the community within the downtown for targeting improvements in the pedestrian realm. (Analysis and mapping by B&A Studios)



## COMMUNITY PRIORITIES AND PEDESTRIAN EXPERIENCE CONVERGENCE

By combining the pedestrian experience analysis with the community priorities, this map identifies any gaps in infrastructure within the community priority routes. The lower the quality of pedestrian experience and the higher the community priority creates the high priority for infrastructure improvements. These red zones are critical investment points to pedestrianize the downtown. (Analysis and mapping by B&A Studios)



# Shared Interests & Remaining Issues

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## SHARED INTERESTS

Developers, the public, and the policy framework shared the three following common interests.

- **A fun and friendly pedestrian experience year-round** - We all want to walk and roll around a downtown that is alive and well in all seasons, where opportunities for social interaction and happy, silly, little moments abound.
- **Connectivity of routes and connectivity to places of interest** - We all want to walk and roll around a downtown that is made up of consistent sidewalks, streets, and public spaces that are well-furnished, well-built, and well-maintained infrastructure.
- **Accommodating all transportation modes thoughtfully** - We understand that everyone needs to get around downtown and that this means there we need to allocate space in a thoughtful way for all modes, placing an emphasis on enhancing the pedestrian experience.

## REMAINING ISSUES

The positions of developers, the public, and the policy framework diverged in the following topics.

### All three parties had different views on certain kinds of solutions

- **Pedways:** Some developers and some members of the public had positive views of the pedway system, while some other members of the public had negative views of this.
  - Those who viewed pedways positively saw them as enhancing connectivity, especially for those who face mobility challenges in different seasons.
  - Those who viewed pedways negatively cited concerns around cost and flagged that accessibility concerns can be addressed by improving the experience in the public realm within all seasons.
- **Street closures:** Many developers had concerns with shifting directly to permanent street closures, while the

community survey indicated strong support for this action at a general level.

- Developers stressed the need for strong street-facing retail and restaurants as a prerequisite for successful permanent street closures.
- Developers indicated places like Rice Howard Way could be a strong contender for further pedestrianization in the short term by rerouting vehicle traffic (while maintaining goods movement) and 104 Street as a contender for enhanced pedestrianization and more frequent temporary closures, albeit with differing views on whether permanent closure was a possible in the short term.
- **Shared streets:** Many developers saw shared streets, where pedestrians, cyclists, and drivers safely co-mingle, as an excellent opportunity for further pedestrianization. Many members of the public flagged safety concerns with this approach.
  - Clearly, design for these spaces is an important factor if they are to move forward. Design features that compel all modes of transportation to move at a similar speed to pedestrians to ensure safety for the most vulnerable mode.

### There were differing views on current locations

- **Obviously, there were differing views on 102 Avenue.** Developers expressed ongoing concerns around the lack of street-level activation of storefronts and the resultant lack of vibrancy driven by commercial activity. The public saw 102 Avenue as the primary major east-west connector for active transportation as well as some excitement around the LRT opening and producing further foot traffic in the area.
- **108 Street was viewed differently too.** To many developers, it is an upcoming area. The results of the community survey indicate that the public may not be aware of the existing public infrastructure improvements and the ongoing redevelopments taking place.
- **To note, there was shared vision on the priority of certain corridors, like 104/109 Street and Jasper Avenue.**

# Actions

## Path to Pedestrianization

Based on all of the above sources of information, we have developed a short list of actions that we could work on with the City over the coming months and years to implement this shared vision for downtown pedestrianization. It is important to note that some of these actions are already ongoing. By highlighting these, we want to communicate to the City and the community that these should be priority actions for initiatives and investments going forward.



### FOCUSED EFFORT

The organization is interested in playing a primary role in ongoing advocacy and/or implementation efforts.



### SUPPORT

The organization is playing a secondary role in ongoing advocacy and/or implementation efforts.



### INITIATED BY

The time at which the action should begin to be implemented.



### DO WE BELIEVE THE CITY IS DOING THIS?

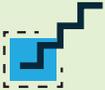
Our assessment of the City of Edmonton's current involvement.

The following matrix outlines how each action can be implemented collaboratively by the partner organizations listed in this report, in addition to timelines and expectations for City involvement.

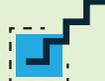
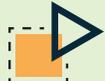
### LEGEND

- UDI** Urban Development Institute - Edmonton Metro
- P4P** Paths for People
- DRC** Downtown Recovery Coalition
- EDBA** Edmonton Downtown Business Association
- DECL** Downtown Edmonton Community League

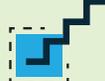
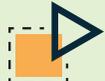
# A fun and friendly pedestrian experience year-round

ACTION	 FOCUSED EFFORT	 SUPPORT	 INITIATED BY	 DO WE BELIEVE THE CITY IS DOING THIS?	
	<p><b>IMPLEMENT SHARED AND OPEN STREETS DOWNTOWN</b> by</p> <ul style="list-style-type: none"> <li>✓ Targeting immediate improvements and accountability for shared and open streets at locations where there are existing street-level public and retail uses like Rice Howard Way and 104 Street.</li> <li>✓ Developing an implementation plan to scale up to a complete shared and open streets network downtown.</li> <li>✓ Considering snow and ice control and operationalizing heightened standards for clearance.</li> </ul>	EDBA	DRC, DECL, UDI, P4P	ONGOING	<p><b>No</b>, but the City could move closer towards this with clear direction based from the Urban Planning Committee report scheduled for December 5.</p>
	<p><b>EXPAND SIDEWALK WIDTH</b> using temporary enhancements and/or permanent infrastructure redevelopment to support patios/sales/benches/trees, while maintaining a wide enough thoroughfare for all walking/rolling for the purpose of accessibility.</p>	EDBA	DRC, DECL, UDI, P4P	ONGOING	<p><b>Yes</b>, but need metrics regarding permanent infrastructure improvement and greater focus on expanding temporary enhancements.</p>
	<p><b>ENCOURAGE DEVELOPERS TO INTEGRATE PRIVATE/ PUBLIC SPACES</b> for throughway traffic, accessibility, and connectivity within redevelopment opportunities.</p>	UDI, DRC	EDBA, DECL, P4P	Q4 2023	<p><b>Yes</b>, but inconsistent direction from Development Officers and lack of openness from City and innovation around funding models.</p>

# Connectivity of routes and connectivity to places of interest

ACTION →	 FOCUSED EFFORT	 SUPPORT	 INITIATED BY	 DO WE BELIEVE THE CITY IS DOING THIS?
 <p><b>ENFORCE AND SUPPORT HEIGHTENED STANDARDS</b> for</p> <ul style="list-style-type: none"> <li>✓ Construction detours through better signage/warning/communication/artwork and improved detour experiences.</li> <li>✓ Cleanliness through more consistent waste pick-up, sidewalk sweeping, and pressure washing.</li> <li>✓ Snow and ice clearing through enhanced expectations for shared/open streets and innovative partnerships between private and public entities.</li> </ul>	DRC, EDBA	DECL, UDI, P4P	ONGOING	<p>Yes, but need for continued improvement for construction detours. Regarding cleanliness, there is lack of transparency around recent funding implementation and perceived lack of openness to formal partnerships between the City/private sector to manage and operate cleanliness initiatives.</p>
 <p><b>ELEVATE EXPECTATIONS FOR STREETSCAPING</b> (i.e. trees, lighting, benches, curb cuts, curb extensions, cycling infrastructure), ensure consistency throughout corridor, and prioritize renewal along major corridors.</p>	P4P	DRC, DECL, EDBA, UDI	ONGOING	<p>Yes, a Downtown Streetscape Manual exists, but metrics of success are not recorded or reported on.</p>
 <p><b>ENHANCE LRT ENTRANCES</b> by expanding public space to create wider stairwells, clearer sightlines, and more room for amenities at street level (e.g., secured bike parking, public washrooms).</p>	P4P	DRC, EDBA, DECL, UDI	2024	<p>Yes, but implementation has been limited and narrow in scope and scale.</p>

# Accommodating all transportation modes thoughtfully

ACTION	 FOCUSED EFFORT	 SUPPORT	 INITIATED BY	 DO WE BELIEVE THE CITY IS DOING THIS?
 <p><b>FIX GAPS WITHIN AND UPGRADE CYCLING INFRASTRUCTURE</b> throughout downtown in order to reduce conflict between cars/bikes and pedestrians/bikes by expanding the network of infrastructure and providing more parking areas (especially secure bicycle parking areas).</p>	P4P	DECL, DRC, EDDBA, UDI	2024	No, recent changes to 105 Avenue have degraded cycling infrastructure and east downtown has long-standing considerable gaps in cycling infrastructure.
 <p>Where shared open streets are implemented, <b>UTILIZE HEIGHTENED DESIGN AND OPERATIONAL STANDARDS</b> to promote safety of vulnerable road users (pedestrians).</p>	P4P	DECL, DRC, EDDBA, UDI	2024	Yes, but City is only exploring this as part of their Urban Planning Committee report scheduled for December 5 and may require Council direction to implement opportunities.
 <p><b>CONTINUE TO SHIFT SOCIETAL PERSPECTIVES ON PARKING/ DRIVING</b>, recognizing that driving will continue to be an available transportation mode to reach downtown, even if some access to streets change over time.</p>	P4P, DECL, DRC, EDDBA, UDI, CITY	RESIDENTS	ONGOING	Yes, but continued dedication is required to achieve all other goals.

# Implementation

A plan is only as good as its implementation. In developing this strategy, we have worked with a series of organizations to identify partners to advance each action forward, and are collectively committed to working with the City of Edmonton to embed these ideas into their operational work plans. This plan consists of actions that are limited to the built environment. It is important to note that issues like safety and cleanliness are important to address, and are critical to the success of the ideas outlined in this plan. Implementation of this plan should be in concert with complementing strategies like the City of Edmonton's Downtown Vibrancy Plan, Capital City Downtown Plan, and Downtown Core and Transit System Safety Plan, and others.

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Edmonton Metro

The Urban Development Institute – Edmonton Metro is a non-profit, member-driven organization representing leaders in the real estate development industry in all communities throughout the Edmonton Metropolitan Region. Our members are development companies and the professionals involved in our industry, including planners, surveyors, landscape architects, engineers, contractors, finance managers, and others. Together with municipalities who regulate and set policy related to land use, we are important city builders. We build the communities where people live, the roads they travel, the buildings they work in, and the parks where families gather.

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**Paths  
for  
People**

Paths for People is committed to making Edmonton a friendlier place to walk, roll and cycle.

Their vision for Edmonton is a multimodal city where active transportation is a safe, accessible, year-round option for all.

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