

# Curbside Priorities Framework

## Redefining Edmonton's Curbside Space

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[edmonton.ca/CurbsideManagementStrategy](https://edmonton.ca/CurbsideManagementStrategy)

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# 1.0 Introduction

## 1.1 Purpose

The Curbside Priorities Framework responds to Action 1 of the [Curbside Management Strategy](#). It lays out a way to view and conceive of curbside space as a strategic public asset that supports land use objectives and the overall mobility system in alignment with the direction of The City Plan. The Framework offers a practical approach for City staff and development and construction industry professionals involved in neighbourhood and roadway design and construction (referred to as practitioners in this document) to determine, understand, and apply the functional priorities of the curbside space for a particular street or neighbourhood in consideration of the adjacent land uses and the modal priorities.

Figure 1.1: Curbside space can be used to accommodate a variety of users and serve different purposes.



## 1.2 What is Curbside Space?

Curbsides—the space between the sidewalk and vehicle traffic—are important to how we move and gather in Edmonton. Curbside space is an important asset—one that [The City Plan](#) calls on us to diversify to create vibrant urban spaces that help us to reach our economic prosperity and climate resiliency goals. In the [Complete Streets Design and Construction Standards](#), this space is referred to as the ancillary zone, and it “provides the opportunity for various permanent and temporary street uses depending on the context and characteristics of the street”.<sup>1</sup>

Figure 1.2: Curbside Space is sometimes referred to as the “Ancillary Zone”.



<sup>1</sup> Edmonton Complete Streets Design and Construction Standards, page 29, [https://www.edmonton.ca/sites/default/files/public-files/documents/PDF/CompleteStreets\\_DesignStandards\\_2021.pdf](https://www.edmonton.ca/sites/default/files/public-files/documents/PDF/CompleteStreets_DesignStandards_2021.pdf)

## 2.0 Why Establish Curbside Priorities?

Traditionally used for parking, curbsides are transforming into valuable space for people and businesses for many different uses, such as: transit, food trucks, seasonal and year-round patios, parklets, electric vehicle charging, events, commercial loading and delivery zones, accessible parking zones, active transportation, and more.

Explicitly prioritizing curbside space more efficiently supports The City Plan goals of achieving 50 percent of trips being made by transit and active transportation, reducing Edmontonians' housing and transportation spending, achieving net-zero greenhouse gas emissions per person, accommodating 50 percent of new residential units through infill citywide and more.

Edmonton's curbsides have not intentionally been prioritized in a way that helps advance these goals. Although efforts have been made to recognize priorities on a project-by-project basis, overarching guidelines to guide different aspects of design, operations and maintenance of curbside space have not previously existed. An evaluation of Edmonton's existing curbside space distribution in some areas of the city found a mismatch between curbside uses, travel activity and curbside space allocation, which can conflict with The City Plan goals.

Figures 2.1 - 2.3 visualize this existing challenge. Data analysis of the curbside space distribution, uses, and travel activity on these few blocks of 82 Avenue shows how the curbside space used does not align with how its space is allocated between users. For instance, the number of people boarding the bus is more than six times greater than those parking a car, and the number of people using rideshare and scooters/bikes is high, among other uses. However, the majority of the curbside space on these few blocks is currently allocated for personal vehicle parking.

Figure 2.1: Curbside uses along 82 Avenue between 106 Street and 101 Street NW

## 82 Avenue NW curbside analysis

### Between 106 Street NW and 101 Street NW

#### FIELD OBSERVATIONS

- A wide mix of retail, dining, and housing—all generating foot and vehicle traffic
- High intensity of car rideshare and scooter/bicycle share
- Lots of food and package delivery and commercial loading at the curb
- Strong transit activity, including bus service from multiple operators
- Numerous outdoor dining patios, sidewalk seating, benches, and gathering places
- Snow clearing can be challenging given the intensity of curb uses



#### MONTHLY WHYTE AVENUE CURBSIDE USE AT A GLANCE

RIDESHARE <sup>1</sup>	BUS RIDES <sup>2</sup>	CURBSIDE PARKING <sup>3</sup>	COMMERCIAL ACTIVITY <sup>4</sup>
7,953 Uber pickups	58,407 Bus boardings	8,659 EPark Transactions	8,030 Commercial stops 11 minutes average stay

Data collection limits: 82 Avenue from 101 Street to 106 Street

Data sources: rideshare pickup/dropoff data from the City of Edmonton, bus ridership from the ETS ridership counts, curbside parking utilization from the City of Edmonton, and commercial deliveries sourced from Populus Technologies Inc.

<sup>1</sup> Uber pickups during March 2023

<sup>2</sup> Average monthly bus boardings based on data from March-May 2023

<sup>3</sup> Total Epark transactions issued during April 2023

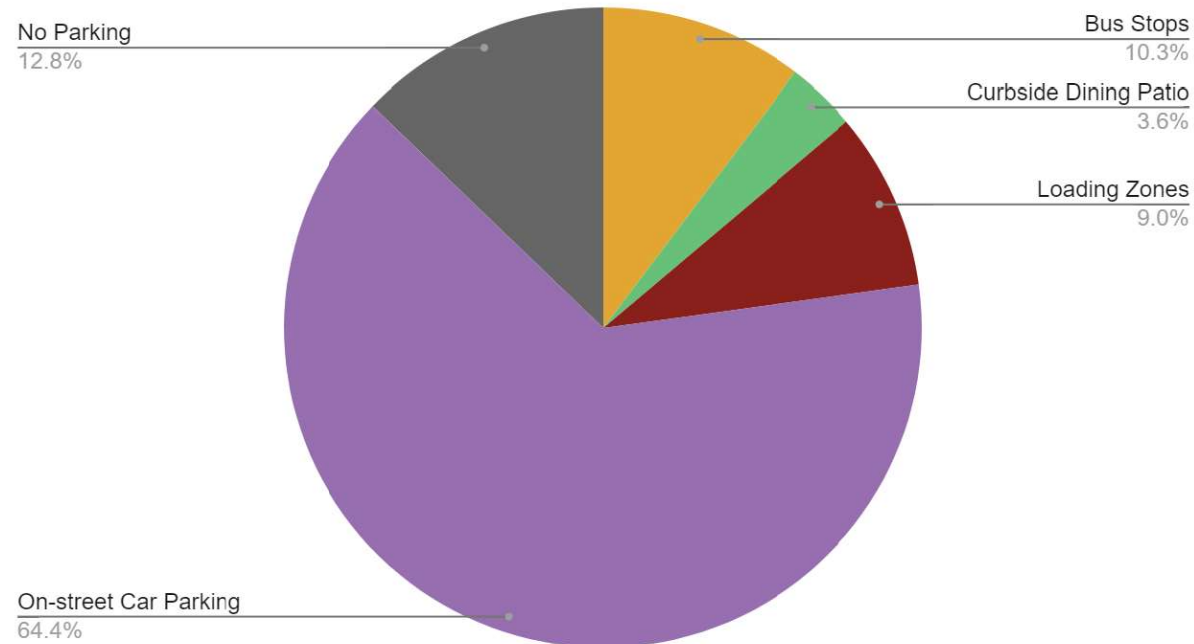
<sup>4</sup> Average monthly commercial stops based on aggregated data from May - July 2023, with assumptions to define "stay". Commercial Activity also includes rideshare trips

Figure 2.2: Curbside space allocation on 82 Avenue NW between 106 Street and 101 Street NW (existing condition)



- |  |  |   |
|--|--|---|
|  Paid, 1-hour |  Dining patio         |  Park        |
|  Paid, 2-hour |  Bus stop, no parking |  Commercial  |
|  Loading      |  No parking           |  Residential |
|  Bicycle lane |  Scooter/Bike Stalls  |   |
|  Alley        |  |   |

Figure 2.3: Pie chart breakdown of curbside space allocation on 82 Avenue between 106 Street and 101 Street NW



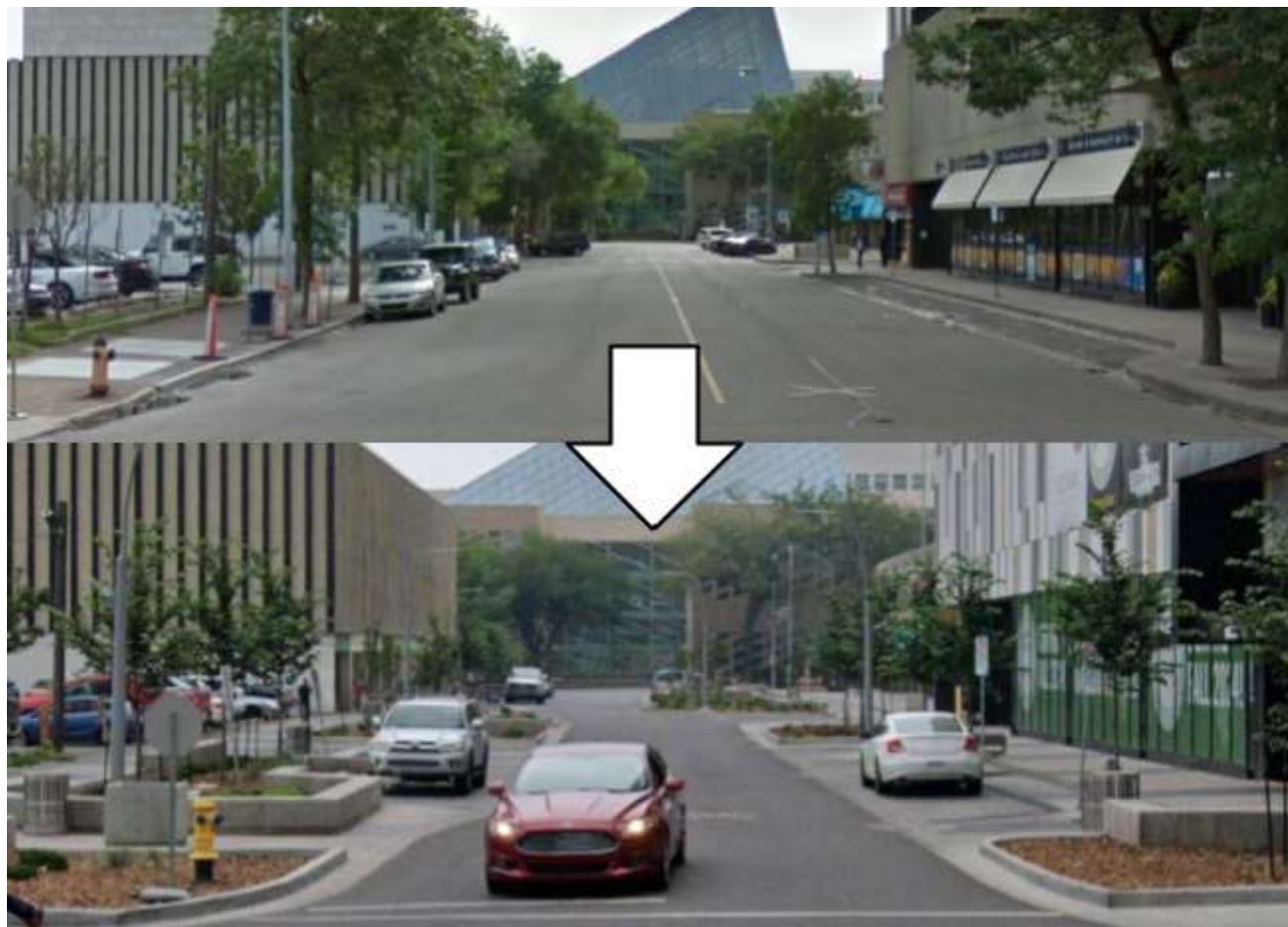
The figures above indicate that this stretch of 82 Avenue is a vibrant urban street supporting a large variety and productivity of curbside activities and that Edmontonians are choosing to travel to 82 Avenue by means of urban mobility other than personal vehicles. However, as shown in the pie chart above, most of the curbside space is still dedicated to on-street parking. Reimagining curbside space distribution to make it safer and more usable to walk, bike, ride transit, and gather, while ensuring curbside parking is efficiently managed, will help build the Edmonton envisioned in The City Plan by supporting and encouraging people to choose from a range of transportation options. Some Edmonton examples of curbside transformations that exemplify The City Plan goals are shown in Figures 2.4 and 2.5.



Figure 2.4: Curbside transformation of 124 Street



Figure 2.5: Curbside transformation of 103 Avenue



## 3.0 The Curbside Priorities Framework

The Curbside Priorities Framework helps practitioners prioritize curbside space along a block or corridor and within the context of the neighbourhood or surrounding area. Specifically, this Framework advances a practical approach to determining, understanding, and applying and allocating the uses of the curbside space in consideration of the urban context. Using the land use adjacent to the curb and the modal network priority of the roadway as articulated in The City Plan and other strategic documents, the framework groups all of Edmonton's curbsides into types. These curbside types then guide the reprioritization and allocation of curbside space as it relates to planning and designing the space, operating it, and accommodating the curbside needs of redevelopment.

### 3.1 Curbside Space Serves Many Functions in Cities

Curbside space serves many functions in cities. In Edmonton, curbside space is prioritized into five functions that guide how the curb is designated and operated. These five curbside functions are based on how people use the curbside today and the identified future goals in The City Plan. They include:

- **Movement:** supports moving people along a block or corridor. Vehicle movement will remain the dominant use along the central travel lanes of most streets (i.e. not on the curbside), while the curbside lane provides more flexibility for moving people through active transportation and transit.
- **People / Green / Public Space:** provides access for people and placemaking activities in the curbside space.
- **Goods / Commercial:** supports pickup and delivery needs for businesses and Edmontonians.
- **Passengers:** provides access for passengers through pickup and dropoff zones for rideshare (vehicles for hire) or public transit.
- **Storage:** allocates space for bike, micro-mobility and personal vehicle parking.

Each curbside function represents multiple design, distribution, and operational options. It’s worth noting that there could be curbside uses that are not captured specifically by the five functions (large waste containers, accessible parking stalls). In these cases, the decision to allocate space for these uses will follow their standard processes and procedures within their respective business areas that supersede this framework.

Figure 3.1 illustrates the menu of the five core curbside functions and associated list of curbside uses. Curbside functions can change throughout the day and by season based on needs. For example, streets can be closed to vehicles during warmer months to support people-oriented activities such as the City of Edmonton’s [Summer Streets](#) program and festivals.

Figure 3.1: The five core curbside functions



The different functions of the curbside space are often reflective of the competing needs different uses have for the infrastructure. Therefore, a framework to prioritize different curbside functions can assist in making informed decisions in how we use this infrastructure in a way that reflects Edmonton's collective vision for the future.

The way that we prioritize the different uses of curbside space is based on the following four elements:

**Citywide and District Goals:** Curbsides are an essential asset that can advance Edmonton's citywide and community goals. The City Plan calls for recognizing and managing parking and curbside space as a strategic public asset.<sup>2</sup> The City Plan is the first step in mapping Edmonton's physical networks through a system of nodes and corridors and key mobility connections, all of which guide the Curbside Priorities Framework.

**District Policy and Plans** and their associated maps provide additional insight into how neighbourhoods will grow to achieve The City Plan goals. Curbside assets are a central element of [district plans](#). District Policy 3.3.1.4 requires Edmonton to "treat curbside space as a strategic public asset and use tools such as time-restrictions or parking pricing where appropriate to balance the demands on curbside space."<sup>3</sup>

**Adjacent Land Use:** Land use is a primary element that guides how the curbside functions on a block and in a neighbourhood. For example, downtown is an area with dense retail, restaurants and other uses that require more space for commercial delivery and passenger and food pickup. On the other hand, residential areas consist primarily of smaller scale houses, parks, schools, local retail and community centres, with more curbside space available for vehicle storage.

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<sup>2</sup> The City Plan, Direction 2.4.2.5, [https://www.edmonton.ca/sites/default/files/public-files/assets/PDF/City\\_Plan\\_FINAL.pdf](https://www.edmonton.ca/sites/default/files/public-files/assets/PDF/City_Plan_FINAL.pdf)

<sup>3</sup> District Policy, page 40, <https://www.edmonton.ca/sites/default/files/public-files/District-Policy-2024.pdf>

**Infrastructure and Modal Priorities:** The width of the street and existing modal priorities are important considerations when allocating curbside space. Typically, wider streets can provide a greater opportunity to support many curbside uses, while narrow streets may encounter less flexibility. However, in certain circumstances the opposite can be true and therefore additional guidance is required to find the best allocation of curbside space. Modal priorities also play a large role in determining curbside space allocation as it provides clear direction on the need for this space to align with the transportation priorities on the street.

**Local Context:** As curbside space covers many areas in the city with different features and contexts, there may be unique, site-specific considerations that inform the best way to treat the space. For example, a local commercial node without off-street parking may need space for short-term pickups at the curb, no matter the location, otherwise, there may be illegal stopping and parking.

## 3.2 Curbside Space Typology

For the most part, people use curbside spaces in a way that responds to the adjacent land use and available street space considering the modal priority of the street. Therefore, curbsides can be grouped into types or 'curbside typologies' to reflect these two conditions. Edmonton's curbside typologies, as shown in the Matrix in Table 3.1, reflects the direction in The City Plan and district plans including the node and corridor designations and priorities outlined in the mobility networks.

The curbside typology matrix explicitly combines land use and mobility, and provides clear direction on how to identify curbside types based on Edmonton's strategic documents. Each curbside type then has its own order of prioritization for each curbside function, which is described in the curbside space hierarchy later in this document.

The below matrix identifies land use categories including The City Plan nodes and corridors. The horizontal axis uses street identifiers, which speak to the planned priority road user as defined by the active transportation and mass transit networks in the district plans. This matrix approach prioritizes people-focused curbside management, which in turn aligns the use of Edmonton’s street and curbside space with The City Plan.

Table 3.1: Edmonton curbside space typology matrix

Land Use Categories	Street Identifiers			
	Pedestrian Priority Area	Bike Connection	Mass Transit	Other (no other Street Identifier)
Centre City	Commercial Centre	Commercial Centre	Commercial Centre	N / A
Major Node	Institutional Centre	Institutional Centre	Institutional Centre	N / A
District Node	Urban Avenue	Urban Avenue	Urban Avenue	N / A
Primary Corridor	Commercial Centre	Active / Transit	Active / Transit	N / A
Secondary Corridor	Urban Avenue	Active / Transit	Active / Transit	N / A
Residential Neighbourhood or Industrial Area	N / A	Active / Transit	Active / Transit	Residential Street or Industrial Area

## Land Use Categories

The land use categories are used as input into the curbside typology matrix as they are reflective of the users and activity that can be supported with appropriate curbside management. Land use categories stem largely from The City Plan and district plans, but can also be inferred by practitioners in certain circumstances where areas are developing organically away from their original designation (for instance, an industrial area that is transitioning more towards a commercial/mixed-use area).

**Centre City** is the core of Edmonton with the highest density and mix of land uses, including residential, commercial, and civic opportunities. Curbside space in the Centre City features higher productivity functions that support the highest amount of access, movement, placemaking and economic activity per square metre, with a balance of on-street personal vehicle parking.

**Major Nodes** are larger intensity urban areas that serve multiple districts. They typically feature public institutions and/or significant employment centres. Curbside space in Major Nodes is similar to that in the Centre City, and it is characterized by the provision of access for people to the institutions and significant employment areas.

**District Nodes** are urban centres that support mid-rise housing and commercial buildings. Curbside space serves many different functions and supports more passenger pickups and dropoffs and more storage opportunities than the Major Node and Centre City.

**Primary Corridors** are vibrant urban streets that act as connections and destinations. The limits of a Primary Corridor includes one to two blocks on both sides of the main street. Curbside space on Primary Corridors facilitates many activities though it also may feature active transportation lanes (typically off the main street) or dedicated mass transit infrastructure (typically on the main street).



**Secondary Corridors** are typically more residential than Primary Corridors and as such the curbside space supports a mix of activities, but with more passenger pickups and dropoffs and storage opportunities. The width of a Secondary Corridor typically extends at least one block on both sides of the street.

**Residential Neighbourhoods and Industrial Areas** are grouped together in the Curbside Priorities Framework as they would typically be characterized by similar curbside space functions, namely the storage of personal or commercial vehicles. In areas identified in district plans or other infrastructure programs, active transportation may be the primary use. These areas would be identified by the designations of Urban Mix or Commercial/Industrial Employment in district plans, and the absence of a node or corridor.

## Street Identifiers

The Street Identifiers are used as an input into the curbside typology matrix as these Identifiers will influence the necessary functions of the curbside space and its resulting design and operation. Street identifiers stem from Edmonton's Complete Streets Design and Construction Standards and modal priority networks—as inferred through district plan statutory policies and maps. They help to define which modes will be given higher priority if space constraints require trade-offs among design elements. This modal priority will influence the use, allocation, design, and operation of the curbside space.

**Pedestrian Priority Area** is a term defined in district plans and includes “areas where the safety and comfort of pedestrians are the most important considerations affecting the design and use of road right-of-way, as well as the interface between buildings and the Public Realm.”<sup>4</sup> Pedestrian Priority Areas are areas where curbside spaces more predominantly feature people / green / public space uses.

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<sup>4</sup> District Policy, page 36, <https://www.edmonton.ca/sites/default/files/public-files/District-Policy-2024.pdf>

**Bike Connection** is any constituent part of Edmonton's active transportation network routes that requires or may require part of the on-street space, also known as the traveled way, in the public right-of-way. Bike connections are identified in district plans, [The Edmonton Bike Plan](#) and relevant area network plans. It should be noted that not all bike connections are identified on spatial maps but may be identified as a result of public engagement and available right-of-way. Once the location of a bike lane is determined, the typology can be used to identify curbside priorities.

**Mass Transit** is a large-scale network of public transportation that transports large numbers of people. In the curbside space context, this includes at-grade bus-based operations. The network of citywide and district routes is identified in district plans.

**Other** refers to all streets that do not feature any of the other Street Identifiers. This includes any street classification like arterials, collectors, or locals with curbside activity and without any other formal street identifier designation per Edmonton's strategies and planning documents. Curbsides in the "Other" category are less likely to require significant curbside management direction from this document, and instead lean more heavily on site-specific programs such as neighbourhood renewal that design for local context.

## Curbside Type

When combining the land use and street identifier a possible curbside type can be derived. Each of the possible curbside types are defined in Table 3.2.

Table 3.2: Curbside types

Commercial Centre	<p><b>Description:</b> Diverse mix of land uses with the highest commercial/residential densities.</p> <p><b>Curbside Focus:</b> Access for people, green infrastructure, and placemaking, followed by goods loading and deliveries for adjacent businesses.</p>
Institutional Centre	<p><b>Description:</b> High activity area primarily featuring large institutions and employment centres, such as a hospital or a post-secondary.</p> <p><b>Curbside Focus:</b> Access for people and green infrastructure, placemaking, passenger loading and pickup and dropoff areas.</p>
Urban Avenue	<p><b>Description:</b> Mixed use neighbourhood with multi-unit residential and dense commercial, access to high quality transit and active transportation.</p> <p><b>Curbside Focus:</b> Supporting the mix of local land uses that may flex broadly across retail and service business uses with emphasis on people and green infrastructure, and goods delivery.</p>
Active / Transit	<p><b>Description:</b> A street that facilitates efficient and multimodal mobility and emphasizes active transportation and/or transit and shared micromobility.</p> <p><b>Curbside Focus:</b> Access for people and green infrastructure and multimodal mobility including mass transit and active transportation connections.</p>
Residential Street	<p><b>Description:</b> Lower density primarily small scale residential neighbourhoods.</p> <p><b>Curbside Focus:</b> Curbside management should come from site-specific initiatives such as neighbourhood renewal, which responds to local context to determine when there are priorities other than on-street storage.</p>

Industrial Area	<p><b>Description:</b> Lower density warehouse/industrial buildings and employment areas.</p> <p><b>Curbside Focus:</b> Curbside management should occur when site-specific trends in activity and development point to a need for it. Industrial and employment areas needs like goods delivery and primarily on-street storage and loading/unloading.</p>
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### 3.3 Curbside Space Hierarchy

Each curbside type has an associated prioritization of functions in the curbside space hierarchy, shown in table 3.3, that provides a guideline for allocating curbside space along a street block to support businesses, residents and visitors. For example, Commercial Centre curbsides attract many people who want to walk or socialize and recreate, and these curbsides often facilitate significant goods loading and delivery activity. Therefore, the highest priorities for the Commercial Centre curb type are the people / green / public space to encourage vibrant public spaces.

In areas with a high degree of competing curbside functions, alleys should provide for the goods / commercial needs of businesses, removing them from the primary street. However in areas where alleyways cannot accommodate this need, the goods / commercial function should also be prioritized to support nearby businesses. Further, Active / Transit curbsides will feature the movement of people by cycling or mass transit and associated activation and placemaking uses. Therefore, the highest priorities for the Active / Transit curb type are the people / green / public space, and the movement functions to allow for and encourage efficient and affordable urban mobility. Conversely, in areas like residential neighbourhoods, there is still a need to prioritize curbsides for people and public space, but also a necessity to recognize that residents and visitors will mainly use the curbside space for storage of personal vehicles.

Table 3.3: Edmonton Curbside space hierarchy

Commercial Centre		Institutional Centre		Urban Avenue		Active/ Transit		Residential Street		Industrial Area	
Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %
People/ Green/ Public Space	5-30	People/ Green/ Public Space	5-20	People /Green/ Public Space	5-20	People/ Green/ Public Space	5-20	People/ Green/ Public Space	5-20	Storage	80-90
Goods	5-10	Psgr	5-15	Goods	5-10	Mvmt	75-100	Storage	40-90	Goods	5-10
Psgr	5-15	Mvmt	0-100	Mvmt	0-100	Goods	0-10	Mvmt	0-100	Mvmt	0-100
Mvmt	0-100	Goods	0-5	Psgr	5-15	Psgr	0-15	Goods	0-5	People/ Green/ Public Space	0-10
Storage	15-40	Storage	50-70	Storage	50-80	Storage	0-5	Psgr	5-10	Psgr	0-5

The curbside space hierarchy and the overall Curbside Priorities Framework are explicitly designed based on the following:

- Existing conditions:** Currently a significant portion of Edmonton’s curbside space is dedicated to storage. This is true, even in busy, active areas that are prime locations for active transportation, transit, and people-focused activities. For example, the existing data shows that in some areas of 82 Avenue, the number of people boarding buses is more than 6 times greater than those parking a personal vehicle. However, most curbside space is prioritized for vehicle storage. The hierarchy within the Framework looks to reflect and address this reality.

- **Policy objectives:** The advancement of the identified goals in The City Plan and district plans, including the Big City Moves are reflected in the hierarchy and this Framework. Stated goals such as 50 percent of trips being made by transit and active transportation, less than 35 percent of average household expenditures spent on housing and transportation and net-zero greenhouse gas emissions per person are supported by the application of the Curbside Priorities Framework.

Each curbside type has a hierarchy and recommended distribution for how to divide up the curbside functions along the street block (i.e., movement, people / green /public space, goods / commercial, passengers, and storage). The distributions are guidelines—not precise standards—and do not add up to 100 percent. They are reasoned and estimated target ranges, and serve to move toward a future condition and transformation of the use of curbside space to achieve The City Plan goals.

### 3.4 Guidance on Using the Curbside Hierarchy

**Site-Specific Considerations:** How curbside space is ultimately distributed along a blockface is based on many factors, such as individual land uses, modal priorities, local needs and district plan objectives. Practitioners are encouraged to use judgment to identify instances where the optimal distribution of curbside space is different from the target ranges based on professional interpretation, but nonetheless in alignment with overall citywide goals and project objectives. Further, there is some limited opportunity to switch the ranked order of curbside functions in some situations if reasonable and warranted depending on the street and/or neighbourhood. For instance, some Commercial Centres, especially those in the Centre City, may need to put movement as the number one priority of the curbside in order to accommodate mass transit and active modes.

**Area of Applicability:** The target curbside percentages are intended to be allocations for a single block (both sides of the street). However, these allocations must have due regard for the allocation of curbside space in the immediate surrounding area. For example, a practitioner may choose to go over the targeted allocation for people/green/public space if the surrounding blocks have an over-allocation of other functions.

**Temporary uses:** Curbside uses can be temporary and/or permanent improvements for active transportation or mass transit implementation. They could also be regulatory changes that are flexed and permit multiple uses. Some examples of a flexed curbside are a bus stop that is located in a travel lane, a loading zone that permits loading during certain times of the day or week and personal vehicle parking during the remaining times, a vehicle travel lane that converts to parking during off-peak times or a parklet that is only in use during specific months of the year.

**Priorities and target curb percentages:** The hierarchy priorities column represents the ranked order of functions as they should be considered and incorporated into the curbside space. The hierarchy target curb percentage column represents the range of space allocation that is appropriate for each curbside function. These two columns together acknowledge the need to consider and reprioritize the use of curbside space in many areas of the city while also recognizing that some lower priority functions may still occupy a substantive amount of curbside space. In other words, the hierarchy priorities column should be considered first and the target curbside percentage second.

Some distributions, such as for the movement function, have a wide recommended range—between 0 and 100 percent—for some curbside types, depending on whether a block or street has a planned curbside mass transit or bike lane. This emphasizes the importance of using context-specific considerations and professional judgment in order to determine the most effective distribution of functions along the curbside space. An overall example is that today, in Commercial Centres, curbside space is primarily allocated for storage. The recommended future distribution of storage in Commercial Centres is 15-40 percent. This recommendation supports moving more curbside space to uses that can assist in meeting The City Plan goals.

## Street Identifier Guidance

- **Pedestrian Priority Area Street Identifier:** If the curbside type was derived from the Pedestrian Priority Area street identifier, the higher end of the people / green / public space function target curb % should be applied.
- **Bike Connection Street Identifier:** If the curbside type was derived from using the Bike Connection street identifier, the higher end of the movement function target curb % should be applied.
- **Mass Transit Street Identifier:** If the curbside type was derived from using the Mass Transit street identifier, the higher end of the movement function target curb % should be applied.
- **Multiple Street Identifiers:** If the curbside type was derived from more than one street identifier, the middle to lower end of the people / green / public space and/or the movement function should be used, based on the designer's professional judgment of the local context.

## Land Use Guidelines:

- **Residential Neighbourhood:** In general, this Framework does not provide prescriptive guidance for curbside management on streets within residential neighbourhoods without a Mass Transit or Bike Connection street identifier. However, site-specific initiatives, such as neighbourhood renewal, can identify opportunities for curbside transformation not specifically noted in this framework.
- **Industrial Areas:** Similarly to Residential Neighbourhoods, this Framework does not provide prescriptive guidance for curbside management on streets within Industrial Areas without a mass transit or Bike Connection street identifier. However, in some historically Industrial Areas, redevelopment and land use changes have begun a transition towards commercial/mixed-use land uses. Practitioners should confirm if an Industrial Area is experiencing such a transition, as a more placemaking focused curbside type may be more appropriate here.



- **Local Nodes:** Although Local Nodes are not identified on the maps in district plans, District Policy provides criteria that can be utilized in identifying them. Curbsides within local nodes can utilize the “District Node” or “Residential Neighbourhood” land use category, based on the discretion of City staff.

## Curbside Functions Guidance:

- **Storage Function:** For the storage function, aim for the lower end of the recommended range in Commercial Centres, Institutional Centres, Urban Avenues, and Active / Transit curbside types. For the other curbside types, there can be a wider application of the recommended range for storage depending on local context.
- **Goods and Storage Function:** In areas with a high degree of competition for curbside space between functions, it is important to look at alleys as potential spaces to accommodate goods and storage uses, allowing movement and people/green/public space and passenger uses to utilize the curbside space.
- **Movement Function:** In some instances, appropriate application of the movement function will require 100 percent of the curbside space, including streets with bike or bus lanes on either side.
- **Centre City:** Centre City curbsides are the location where competition between uses is greatest, as such, there may be certain circumstances where priorities may be swapped. For example, streets in the Centre City may be identified as bike or transit connections and may require the movement function to take priority.
- **Residential Streets:** In Residential Areas, curbside space along collector roadways are more likely to experience underutilization and parking, and a higher need to provide traffic calming measures. In these cases, the lower end of the storage portion should be used, and the higher end of the people/green/public space function should be used.
- **Residential Streets:** Some residential local roads may only have sufficient right-of-way to accommodate one lane of on-street parking. In these scenarios, the lower-end of the storage function (50%) should be utilized.

There are some instances where curbside uses are not covered under this Framework. For instance, this strategy does not allocate or govern the distribution of accessible parking stalls. This should follow their specific governing policies and procedures, as well as reflect site-specific considerations.

## 4.0 How to Use the Curbside Priorities Framework

The Curbside Priorities Framework is a tool that guides how to allocate curbside space on different blocks. It increases transparency by demonstrating how curbside distribution decisions are made to the public. Local context is an important consideration and curbside priorities may change based on needs.

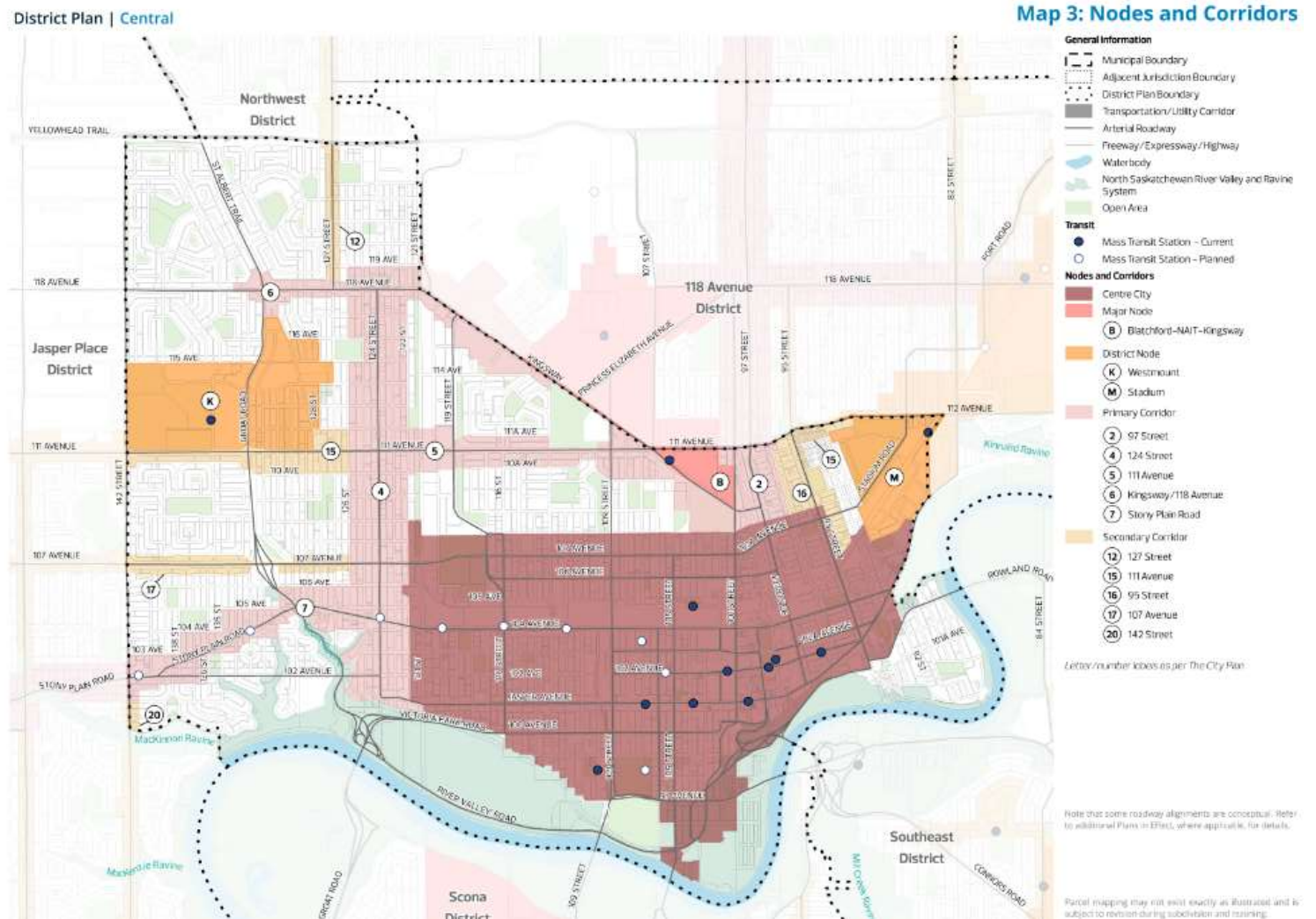
Once a block or corridor has been identified, the following steps guide the curbside planning process.

### Step 1: Identify the land use category

Identify the street in the appropriate district plan and determine its land use category. Use map 3 in the district plans. Refer to the curbside space typology for all possible land use categories. Figure 4.1 illustrates the relevant district plan map used to identify land use categories of streets identified within the Central District Plan.

If a street is not in a node or corridor in a district plan, it is likely a residential or industrial area and will require minimal curbside management guidance from this document or be informed by more site-specific initiatives such as neighbourhood renewal, which identifies local nodes and corridors.

Figure 4.1: Nodes and Corridor Map from the Central District Plan

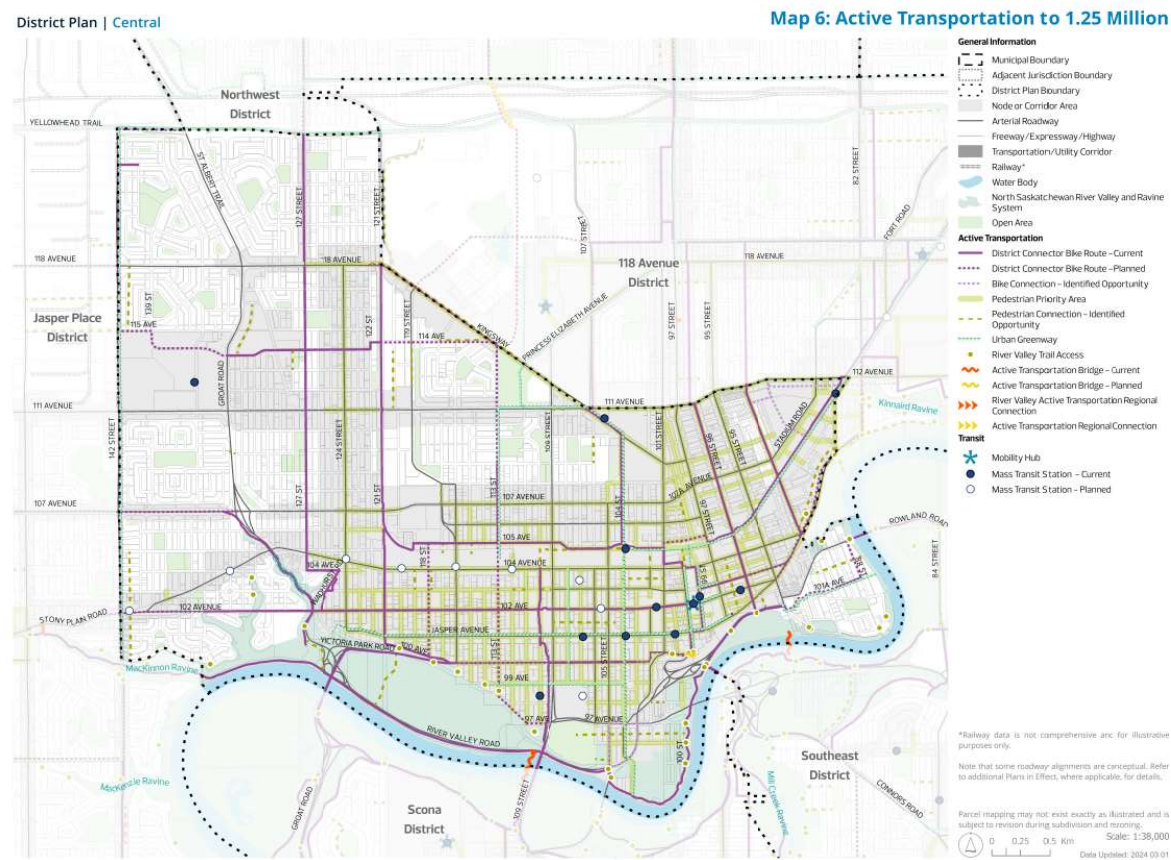


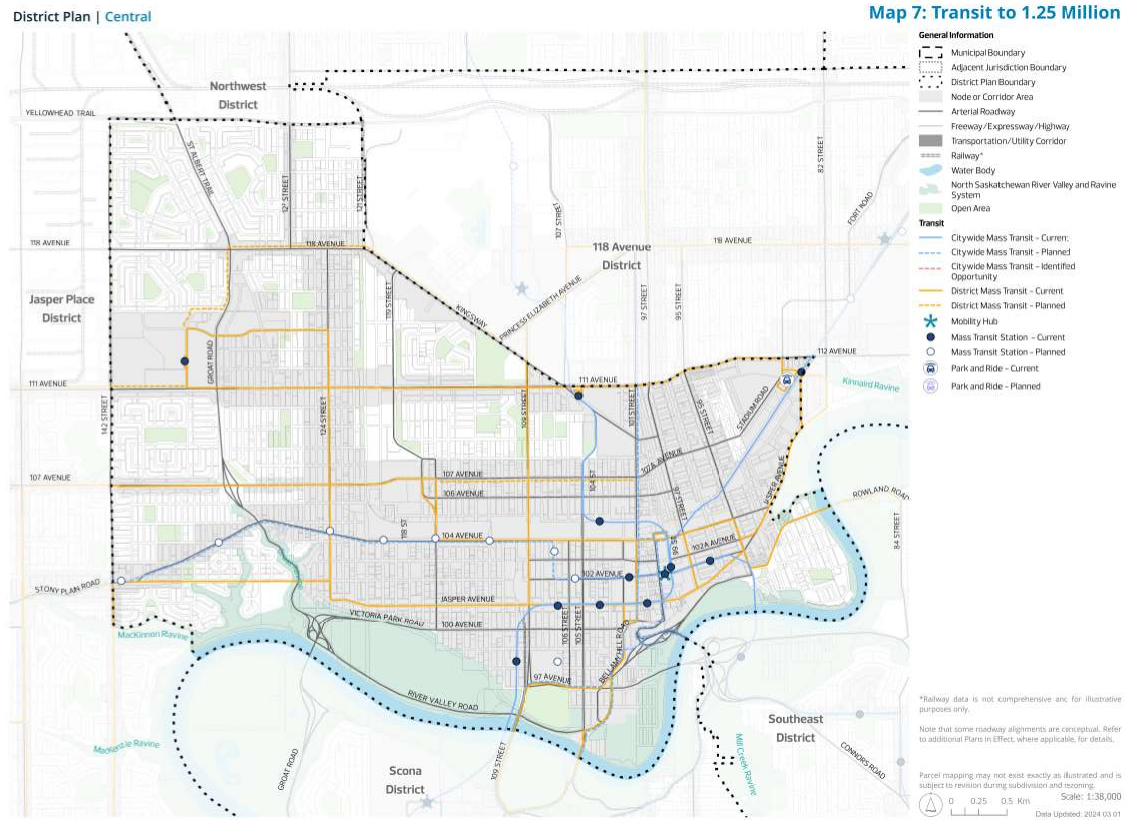
## Step 2: Determine the street identifier

Determine the street identifier in the district plan, typically found on the district plan map 6 and map 7. Figure 4.2 shows the relevant maps for determining street identifiers of streets in the Central District Plan.

Some streets may feature more than one street identifier. This may indicate some anticipated complexity of long-term operation of the curbside space. The practitioner should note all street identifiers and continue with this process.

Figure 4.2: Active Transportation and Transit Maps from the Central District Plan





### Step 3: Identify the curbside type

Using the curbside space typology, identify the relevant curbside type for the street in question. For example, the curbside type for a street identified as a Pedestrian Priority Area in a land use identified as a District Node is an Urban Avenue, as shown in Table 4.1.

The curbside space typology provides guideline direction within the context of city-building complexity as described in The City Plan and district plans. In certain circumstances, and through the process as outlined in this document, more than one curbside type may emerge as an option. This is to be seen as an example of the inherent tensions in city-building. In these situations, the practitioner must exercise professional judgment in the context of the competing priorities and tradeoffs and in collaboration with other relevant parties, and choose the most representative curbside type from the curbside space typology.

Table 4.1: Curbside Typology Matrix identifying Urban Avenue as the Typology

Land Use Categories	Street Identifiers			
	Pedestrian Priority Area	Bike Connection	Mass Transit	Other (no other Street Identifier)
Centre City	Commercial Centre	Commercial Centre	Commercial Centre	N / A
Major Node	Institutional Centre	Institutional Centre	Institutional Centre	N / A
District Node	Urban Avenue	Urban Avenue	Urban Avenue	N / A
Primary Corridor	Commercial Centre	Active / Transit	Active / Transit	N / A
Secondary Corridor	Urban Avenue	Active / Transit	Active / Transit	N / A
Residential Neighbourhood or Industrial Area	N / A	Active / Transit	Active / Transit	Residential Street or Industrial Area

### Step 4: Assess the curbside space priorities using the curbside space hierarchy

Once the curbside Type is identified, identify the priorities and recommended curbside distribution of space between the five core functions (people / green / public Space, movement, goods / commercial, passengers, storage). For example, in an Urban Avenue curbside type, the highest priority is for people / green / public space and goods / commercial, and the lowest is for storage, as shown in Figure 5.3. Determine the existing curbside distribution and the difference between the existing and future curbside priorities based on the target curbside distribution ranges. For the Urban Avenue example, between 5 and 20 percent of the total on-street curbside space should be dedicated to people / green / public space and the remaining should be distributed following the recommended ranges in the Hierarchy.

Table 4.2: Curbside space hierarchy, identifying the function priorities and allocation percentages for Urban Avenue curb types.

Commercial Centre		Institutional Centre		Urban Avenue		Active/ Transit		Residential Street		Industrial Area	
Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %	Priority: High to Low	Target Curb %
People/ Green/ Public Space	5-30	People/ Green/ Public Space	5-20	People /Green/ Public Space	5-20	People/ Green/ Public Space	5-20	People/ Green/ Public Space	5-20	Storage	80-90
Goods	5-10	Psgr	5-15	Goods	5-10	Mvmt	75-100	Storage	40-90	Goods	5-10
Psgr	5-15	Mvmt	0-100	Mvmt	0-100	Goods	0-10	Mvmt	0-100	Mvmt	0-100
Mvmt	0-100	Goods	0-5	Psgr	5-15	Psgr	0-15	Goods	0-5	People/ Green/ Public Space	0-10
Storage	15-40	Storage	50-70	Storage	50-80	Storage	0-5	Psgr	5-10	Psgr	0-5



## Step 5: Consider local context

Identify if there are competing demands for curbside space and conflicts through data collection, observations, community input, and/or evaluation. Evaluate any potential spillover effects of new curbside distributions, such as parking and loading on adjacent streets. Determine if there are opportunities for off-street spaces to accommodate curbside demands.

## Step 6: Identify the decision-making process

The Curbside Priorities Framework can be applied at a variety of projects and processes, and therefore it is important to identify the process in which the decisions surrounding the allocation of curbside space are made, some examples include:

- Development and redevelopment review
- Street planning, design, and renewal
- Ongoing operations at the curbside

Based on the identified process, develop a plan for implementation of the curbside distribution changes. Work with the community—where and when appropriate—throughout each step to determine changes to the existing distribution of curbside space functions based on the Curbside Priorities Framework. For further guidance, see examples of typical curbside types in this document.

## Step 7: Develop an implementation plan

Based on the above steps, determine any new curbside functions from the core five functions for the street in question, and develop an implementation plan. This will vary between projects based on scope, timelines, and available funding.

## 5.0 Example of Curbside Types

The following curbside type examples illustrate the implementation of the Curbside Priorities Framework by curbside type. The examples include both the existing and future curbside space distribution. The existing distribution shows how the curbside is currently used on a typical block. The future curbside distribution shows how to achieve the vision of the Curbside Priorities Framework to transform curbside space throughout Edmonton as the City implements plans and policies, constructs new street capital and renewal projects, permits redevelopments, and manages curbside operations. The examples below are conceptual applications of the Curbside Priority Framework and are not prescriptive design directions.

## Commercial Centre

### Description

Edmonton's Commercial Centre curbsides have the most dynamic curbside demands. These high intensity streets support office buildings and dense residential areas, with ground floor retail, restaurants, bars and venues. Street-level uses are active, attracting significant pedestrian activity, active transportation and mass transit. There is also significant curbside demand from delivery, short-term pickup and passenger pickup and dropoff. Commercial Centres are locations for activation, such as parklets or outdoor dining. An example of a Commercial Centre curbside is shown in Figure 5.1.

**Example** 109 Street at 99 Avenue NW

### Land Use and Street Identifiers from District Plans

- District Plan: **Central**.
- Land Use Category: Map 3 Nodes and Corridors: **Centre City**.
- Street Identifier: Map 6 Active Transportation to 1.25 Million: **Pedestrian Priority Area**.
- Street Identifier: Map 7 Transit to 1.25 Million: **N/A**
- Therefore, this is a **Commercial Centre**.

## Existing Conditions

Today, much of the curbside space in Commercial Centres is allocated for storing personal vehicles and some space is dedicated to people and passengers. However, data analysis as shown above in section 2.0 finds that these locations have much greater demand for curbside functions other than parking. Analysis shows that on 82 Avenue NW in the Old Strathcona neighbourhood, there are 6 times more people riding the bus than parking vehicles and many people getting picked up or dropped off in rideshare vehicles.

## Curbside Future

Given the wide-ranging needs and intensity of uses, curbside space in Commercial Centres must balance demands with priorities to remain as inviting places and, at the same time, keep people and goods moving. The highest priority for curbside use is people / green / public space to support walking, businesses and people-focused activities. Goods / commercial is also a higher priority due to the density and mix of uses. Given the significant amount of rideshare, space for the passenger function is also prioritized. In some Commercial Centres with an existing or planned mobility hub, movement is prioritized. Some vehicle storage remains in the future, but it is a low priority.

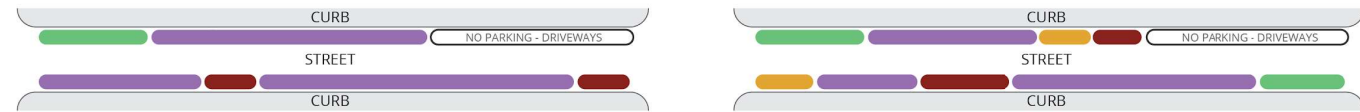
The example in Figure 5.1 illustrates the curbside space hierarchy for the Commercial Centre curbside type at 109 Street NW, north of 99 Avenue. The transformation shows changing the curbside distribution from personal vehicle parking to a variety of curbside functions including a parklet to activate the street and support people-focused activities, a new passenger pickup and dropoff space to accommodate rideshare demand and reduce congestion from double parking and a new curb extension to increase street safety.

Curbside space can be flexed throughout the day or season. Flexible loading zones allow many different curbside users to share the same space over the course of a day. In the summer, these curbsides can provide seating for outdoor dining and street fairs.

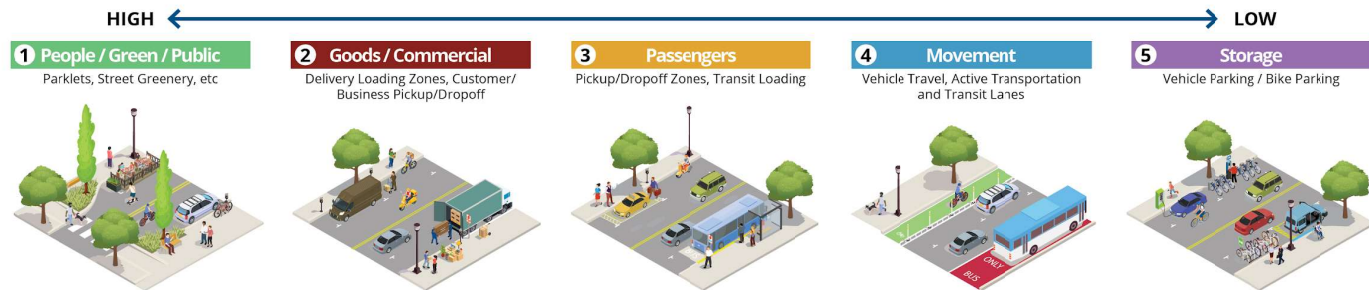
Figure 5.1: Curb typology:  
Commercial Centre



**Curb Transformation Plan View**



**Curb Function Priorities**



## Institutional Centre

### Description

Institutional Centres are locations with anchor institutions that attract a broad mix of people and curbside uses. Curbside demands stem from pedestrians, passengers and multimodal activity as students, employees and visitors travel to class and other destinations.

**Example** Kingsway between Princess Elizabeth Avenue and 111 Avenue NW (11727 Kingsway NW)

### Land Use and Street Identifiers from District Plans

- District Plan: **North Central.**
- Land Use Category: Map 3 Nodes and Corridors: **Major Node.**
- Street Identifier: Map 6 Active Transportation to 1.25 Million: **Pedestrian Priority Area and District Connector Bike Route.**
- Street Identifier: Map 7 Transit to 1.25 Million: **District Mass Transit.**
- Therefore, this is an **Institutional Centre.**

### Existing Conditions

Many curbsides in the Institutional Centre curbside type are travel lanes for personal vehicles and buses, with no on-street parking. Parking is accommodated in off-street lots and structures. Goods delivery is also often accommodated in off-street loading areas.

### Curbside Future

Institutional Centres are destinations and key multi-modal areas for active transportation, transit and mobility hubs. In the future, people / green / public space, passengers and movement are the highest priorities for the curbside. While curbside space is also distributed for vehicle storage, it is a low priority. The example Figure 5.2 illustrates the curbside space hierarchy for the Institutional Centre curbside type. A new passenger pickup and dropoff space accommodates demand from rideshare and a loading zone supports delivery to nearby offices, facilities and businesses. Pedestrian activity remains on the sidewalk and a curb extension increases safety.



Figure 5.2: Curb typology: Institutional Centre



**Curb Typology**  
**Institutional Centre - Curb Transformation Concept**

**Kingsway NW at 108 Street NW**

**Curb Type Definition**

High activity area primarily featuring large institutions and employment centres, such as a hospital or a post-secondary

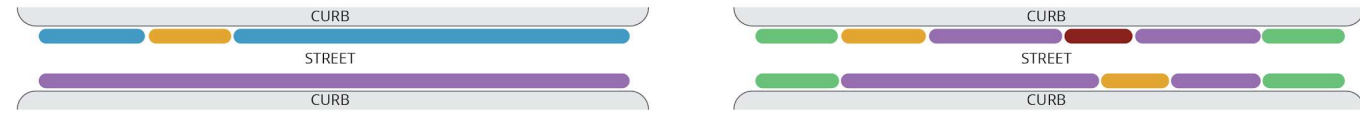
Curbside focus on access for people and green infrastructure, passenger loading and pickup and dropoff areas

**North Central District Plan Designations**

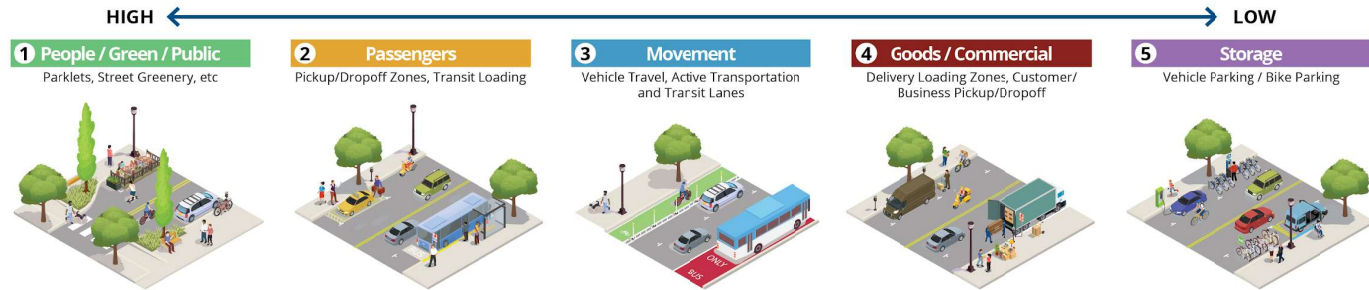
**Land Use:** Major Node

**Street Identifier:** Pedestrian Priority Area

**Curb Transformation Plan View**



**Curb Function Priorities**



## Urban Avenue

### Description

Urban Avenues are multifaceted streets with competing demands from a mix of low and medium density commercial and residential uses, primarily retail, restaurants, bars and multi-unit residential. Retail and restaurants create demand for passenger pickup and dropoff space, commercial goods delivery and short-term food delivery. These streets may also be multimodal corridors, supporting active transportation and mass transit.

**Example** 95 Street at 108A Avenue NW

### Land Use and Street Identifiers from District Plans

- District Plan: **Central**.
- Land Use Category: Map 3 Nodes and Corridors: **Secondary Corridor**.
- Street Identifier: Map 6 Active Transportation to 1.25 Million: **Pedestrian Priority Area**.
- Street Identifier: Map 7 Transit to 1.25 Million: **N / A**.
- Therefore, this is an **Urban Avenue**.

### Existing Conditions

Today, most curbside space in Urban Avenues is distributed for storing vehicles and some space is dedicated to people and passengers. Data analysis above finds that overall parking is underutilized, except for some peak times. It shows high demand for rideshare, micromobility, transit and a significant amount of food, package delivery and commercial loading. Pedestrian amenities include outdoor dining patios, seating and gathering places.

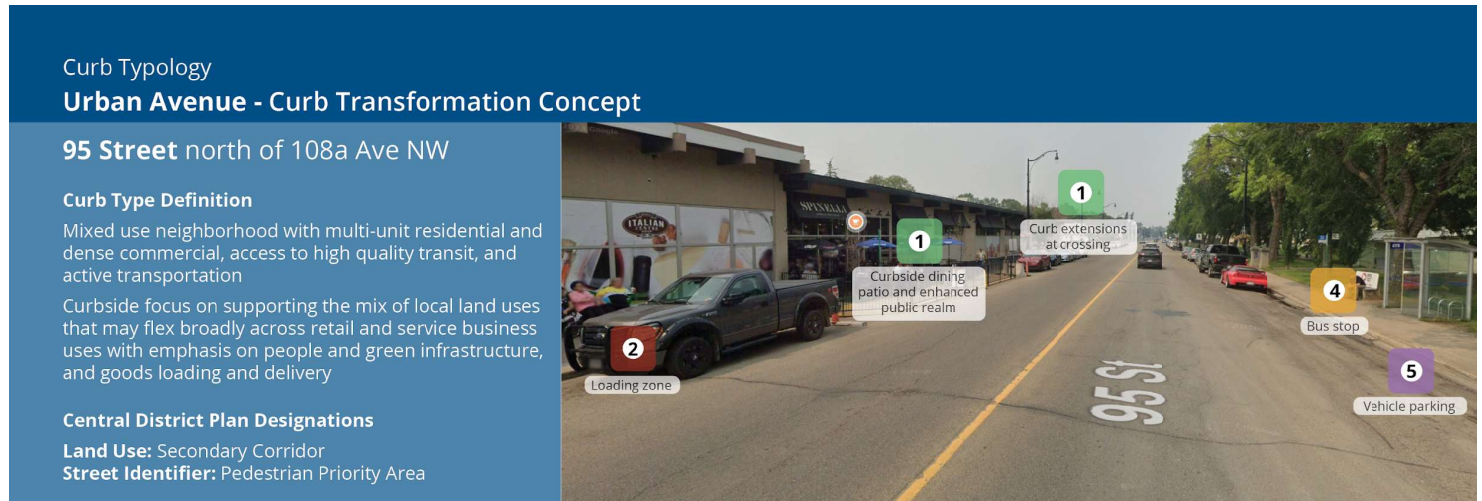
### Curbside Future

In the future, the highest priority for curbside use in Urban Avenues is people / green / public space to support walking, businesses and people-focused activities. Goods / commercial and passenger space are also higher priority due to the density and mix of uses. In some Urban Avenues with an existing or planned mobility hub, movement is prioritized. Vehicle storage will remain in the future, but it will be a lower priority.

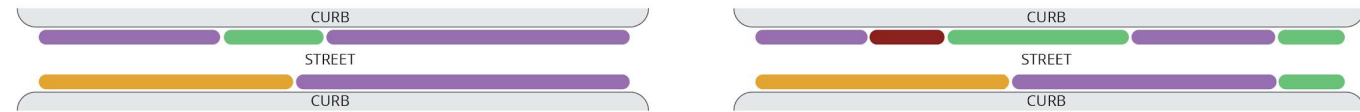
The example Figure 5.3 illustrates the curbside space hierarchy for the Urban Avenue curbside type at 95 Street, north of 108A Avenue NW. The parklet and bus stop remain to activate the street life and support movement. A new curb extension increases safety and a new loading zone accommodates delivery to nearby businesses and residents.

Curbside space can also be flexed throughout the day or season. Flexible loading zones allow many curbside users to share the same space over the course of a day. During the summer, as shown in the figure, curbsides can provide seating for outdoor dining and street fairs.

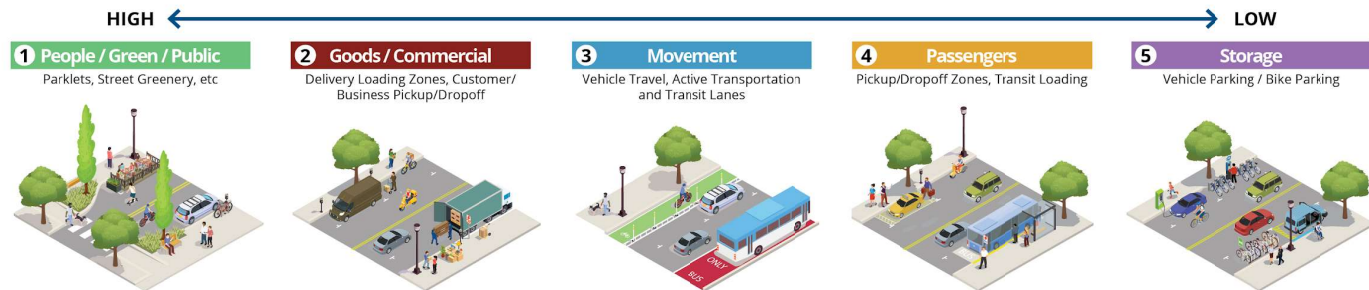
Figure 5.3: Curb typology:  
Urban Avenue



**Curb Transformation Plan View**



**Curb Function Priorities**



## Active / Transit

### Description

Active / Transit curbsides prioritize multimodal travel by dedicating part of the right-of-way to high quality cycling or mass transit infrastructure integrated with public space. Some routes offer shared use facilities with people walking or rolling. This curbside type places a high priority on the movement function. Active transportation or mass transit are featured depending on the identified network routes in the district plans, Bike Plan, or others.

**Example** 79 Street at 90 Avenue (active transportation example)

#### Land Use and Street Identifiers from District Plans

- District Plan: **Southeast.**
- Land Use Category: Map 3 Nodes and Corridors: **N / A (Urban Mix).**
- Street Identifier: Map 6 Active Transportation to 1.25 Million: **District Connector Bike Route.**
- Street Identifier: Map 7 Transit to 1.25 Million: **N / A.**
- Therefore, this is an **Active / Transit.**

**Example** 82 Avenue at Gateway Boulevard (mass transit example)

#### Land Use and Street Identifiers from District Plans

- District Plan: **Scona.**
- Land Use Category: Map 3 Nodes and Corridors: **Primary Corridor.**
- Street Identifier: Map 6 Active Transportation to 1.25 Million: **Pedestrian Priority Area.**
- Street Identifier: Map 7 Transit to 1.25 Million: **Citywide Mass Transit and District Mass Transit.**
- Therefore, this is a **Commercial Centre or an Active / Transit.**

## Existing Conditions

Today, curbsides in these locations have a mix of vehicle travel lanes, parking and active transportation and transit infrastructure. The City Plan, Bike Plan, and district plans identify locations for active transportation and mass transit lanes and mobility hubs.

## Curbside Future

The highest priority for this Curbside Type is movement and people / green / public space to support planned active transportation and transit infrastructure, such as district connector and neighbourhood bike routes, citywide and district mass transit routes and mobility hubs. The City Plan identifies mobility hubs strategically located in nodes and at intersections of several active transportation and mass transit routes to provide connections for walking, biking, transit and shared mobility. While vehicle storage remains in some locations, it is reprioritized.

Figure 5.4 shows the Active aspect of the Active / Transit curbside type at 79 Street at 90 Avenue NW. This street is a District Connector Bike Route in the Southeast District Plan.

Figure 5.5 shows the Transit aspect of the Active / Transit curbside type at 82 Avenue east of 99 Street NW. This street is proposed to feature dedicated mass transit lanes in the curbside space. This aligns with the Curbside Priorities Framework distribution recommendations.

The curbside space typology provides framework direction within the context of city-building complexity as described in The City Plan and district plans. A street's curbside type designation may differ from expectations based on plans, goals, uses, and professional judgment.

Figure 5.4: Curbside typology: Active / Transit (active transportation example)



**Curbside Typology**  
**Active / Transit - Curbside Transformation Concept**

79 Street NW north of 95 Avenue NW

**Curbside Type Definition**

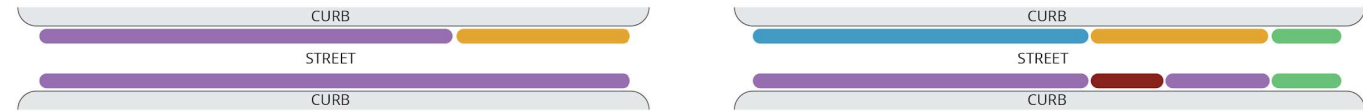
A street that facilitates efficient and multimodal mobility, and emphasizes active transportation and/or transit, and shared micromobility

Curbside focus on access for people and green infrastructure, and multimodal mobility including mass transit and active transportation connections

**Southeast District Plan Designations**

**Land Use:** District Connector Bike Route - Current

**Curbside Transformation Plan View**



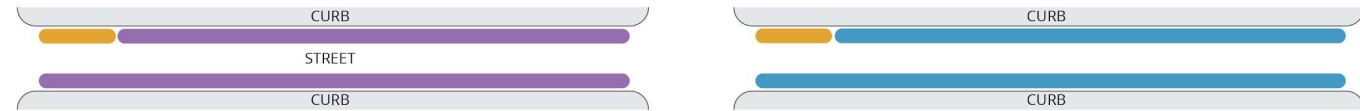
**Curbside Function Priorities**



Figure 5.5: Curb typology: Active / Transit (mass transit example)



**Curb Transformation Plan View**



**Curb Function Priorities**





## Residential Street

### Description

Residential Streets are predominantly areas with small scale homes, parks and schools. Most do not have retail or restaurants. Under this framework, these areas require minimal management because there are fewer competing demands for the curbside space. However, site-specific initiatives may identify opportunities for curbside transformation that can supersede this framework.

**Example** Hermitage Road 1194 Hermitage Road NW

### Land Use and Street Identifiers from District Plans

- District Plan: **Northeast.**
- Land Use Category: Map 3 Nodes and Corridors: **N / A.**
- Street Identifier: Map 6 Active Transportation to 1.25 Million: **N / A.**
- Street Identifier: Map 7 Transit to 1.25 Million: **N / A.**
- Therefore, this is a **Residential Street.**

### Existing Conditions

Currently, Residential Streets generally provide ample space for personal vehicle storage and walking on sidewalks. Street trees provide greening and a buffer with traffic. Data analysis conducted in support of this work shows there is lower demand for rideshare, micromobility, transit and commercial delivery. While there is demand for curbside parking, Residential Streets typically have plenty of off-street vehicle and bike parking in driveways and garages. Vehicles are typically parked for more extended periods.

## Curbside Future

Generally, the small scale and lower density Residential Street curbside type make them more suited for curbside management that comes from site-specific initiatives such as neighbourhood renewal.

The example Figure 5.6 illustrates the Residential Street curbside type at Hermitage Road NW.

The highest priority for the Residential Street curbside type is people / green / public space, which will continue to be accommodated on the sidewalk and by replacing vehicle storage with new curb extensions and green uses. A significant amount of personal vehicle storage remains to accommodate the driving and parking nature of these areas. However, it should be noted that some residential local roads might only have sufficient width to accommodate one lane of on-street parking.

Locations abutting commercial corridors can also support the curbside space hierarchy. Car share spaces near commercial corridors can provide travel options for people without access to a personal vehicle.

While there is some demand for passenger pickup, dropoff and goods delivery, dedicating space to these activities is unnecessary because of the low density nature of the streets. Delivery or rideshare drivers are unlikely to use loading zones unless they are located right in front of their destination.

Residential Streets adjacent to parks and river valley access points may be areas of curbside tension between residential and visitor parking demands. In these cases, the curbside should be allocated to support both users, while parking management tools like parking pricing on some streets can support local needs.

Figure 5.6: Curbside typology: Residential Street

**Curb Typology**  
**Residential - Curb Transformation Concept**

**Hermitage Road NW at Huffman Crescent NW**

**Curb Type Definition**  
 Lower density primarily small scale residential neighborhoods, minimal managed from a curbside perspective  
 Curbside focus on primarily on-street longer term parking with or without parking restrictions

**Northeast District Plan Designations**  
 Land Use: None

**Curbside Transformation Plan View**

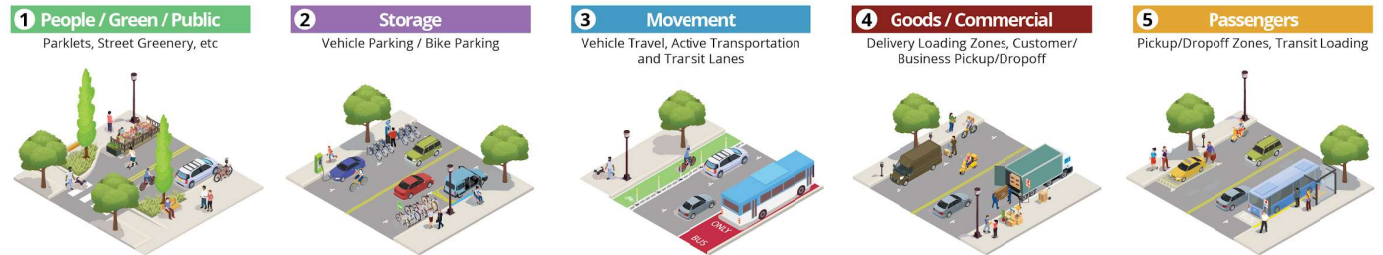
EXISTING --> FUTURE



**Curbside Function Priorities**

HIGH ←

→ LOW



## Industrial Area

### Description

Edmonton's Industrial Areas serve distribution, manufacturing, warehousing and other industries. They are centres of employment, primarily located in low-density areas. When selecting the appropriate curbside typology in Industrial Areas, it is important to identify whether the area is experiencing a transition towards a more commercial/mixed-use land use that may require a more placemaking-focused curbside type.

**Example** 148 Street at 131 Avenue NW

### Land Use and Street Identifiers from District Plans

- District Plan: **Jasper Place**.
- Map 3 Nodes and Corridors: **N / A (Commercial / Industrial Employment)**.
- Map 6 Active Transportation to 1.25 Million: **N / A**.
- Map 7 Transit to 1.25 Million: **N / A**.
- Therefore, this is an **Industrial Area**.

### Existing Conditions

Currently, curbside space in Industrial Areas is allocated primarily for movement of vehicles and storage to support commercial delivery and employee parking. Bus stops are in some locations to provide employees with transit options. In this hypothetical example, there was some evidence of this area transitioning towards a larger focus on commercial/mixed-use development.

### Curbside Future

The example in Figure 5.7 illustrates the Industrial Area curbside type on 148 Street south of 131 Avenue NW. The priority for Industrial Areas continues to be storage for vehicles, which is practical due to the low-density, vehicle-centric nature of the area. Goods delivery and loading are likely accommodated in off-street loading docks or parking lots, but some space may be necessary at the curbside. Despite the heavy vehicle-centric nature of these areas, space for pedestrians is to be planned and included in all designs and redesigns. In this hypothetical example, the practitioner identified early signs of this area transitioning towards a more commercial/mixed-use land use and form. In response, more space under the people/green/public function was added to support these uses.

Figure 5.7: Curb typology:  
Industrial Area



**Curb Typology**  
**Industrial - Curb Transformation Concept**

**148 Street NW** south of 131 Avenue

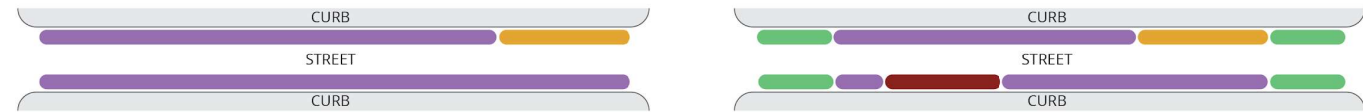
**Curb Type Definition**

Lower density warehouse buildings and employment areas, minimally managed from a curbside perspective  
Curbside focus on industrial and employment areas needs like goods delivery and primarily on-street parking and loading

**Jasper Place District Plan Designations**

**Land Use:** None

**Curb Transformation Plan View**



**Curb Function Priorities**



## 6.0 Putting the Framework Into Practice

City staff and other city-building practitioners are expected to utilize the Curbside Priority Framework when making decisions about allocation of curbside space. These decisions may arise during design, renewal, or operations-based projects. This framework recognizes that curbside space is an important public asset, and as such, there are many users and needs competing for it. As this Framework is put into use, observed utilization of the curbside space or emerging changes in competing needs for the space may necessitate an update to the curbside typology matrix or the curbside space hierarchy. It is therefore recommended that this Framework be re-evaluated on a bi-annual basis in order to foster a tool that is reflective of Edmonton's needs and enables practitioners to help reach our collective goals as outlined in The City Plan.