

Council Report: S 155/2020

Subject: Wyandotte Street East Corridor Review - Wards 4, 5 & 6

Reference:

Date to Council: December 16, 2020

Author: Jeff Hagan

Transportation Planning Senior Engineer

519-255-6267 ext 6003 jhagan@citywindsor.ca Planning & Building Services Report Date: November 17, 2020

Clerk's File #: Z2021

To: Mayor and Members of City Council

Recommendation:

THAT report S 155/2020, "Wyandotte Street East Corridor Review," **BE RECEIVED** for information.

Executive Summary:

As directed by Council (CR563/2019 & CR265/2020), this report provides information on:

- The feasibility of a lane reduction on Wyandotte Street East between St. Luke Road and Lauzon Road, and
- Projects in the planning stages that can be accelerated to reduce active transportation pressures along Wyandotte Street East.

To determine the feasibility of a lane reduction for the identified section of Wyandotte Street East, a corridor review was carried out. The conclusions of the review are as follows:

- Reducing the number of lanes for through traffic on Wyandotte Street East is not recommended as it would cause poor levels of service and high amounts of delay and congestion.
- Maintaining status quo (not reducing lanes but also not providing cycling facilities along the corridor) will perpetuate poor and marginal levels of service already present at certain points along the corridor. With moderate traffic growth, operations will worsen.

 Turning lanes at certain points – particularly the westbound right turn lane on Wyandotte Street East at Devonshire – can be removed without worsening traffic operations.

The following projects were identified as potential candidates for acceleration:

Route	ATMP Priority	Status	Good Candidate for Acceleration?	Notes
Ontario / St. Rose / Jerome Local Street Bikeway	Medium / Low (varies by segment)	Initial Planning	Yes	Priority is based on the Wyandotte Street East multi-modal corridor.
St. Luke Road	Medium	Initial Planning	Yes	A bikeway connection at Wyandotte & St. Luke will help to facilitate bike travel into and out of Ford City, but will be of limited benefit for east-west travel along the corridor.
Westminster Avenue	Medium / Low (varies by segment)	Initial Planning	Potentially - See notes	Between Wyandotte Street and Ontario Street or Raymond Street could be accelerated to provide a neighbourhood connection.
				Providing a new pedestrian and cyclist crossing on the VIA line (as envisioned by the ATMP) to connect further south will require negotiations with the railway and is likely not viable as a short-term project.

Route	ATMP Priority	Status	Good Candidate for Acceleration?	Notes
Jefferson Boulevard	Low (in the vicinity of Wyandotte Street East)	Initial Planning	Potentially - See notes	The ATMP identifies Jefferson Boulevard as a future AAA ("all ages and abilities") cycling route.
				As an interim measure, painted bicycle lanes (non-AAA) could be provided on Jefferson by removing on-street parking.
				Providing a AAA cycling facility on Jefferson is likely a longer-term project.
Matthew Brady Boulevard	Medium	Initial Planning	Yes	Currently a signed cycling route (non-AAA). Can be upgraded to a local street bikeway (AAA).
Riverdale Avenue	Low	Initial Planning	Potentially - See notes	Currently a signed cycling route (non-AAA). The ATMP identifies Riverdale for a future AAA cycling route.
				A preliminary review indicates that a multiuse trail can be accommodated on the east side of Riverdale.

Background:

At its November 18, 2019 meeting, Council passed the following resolution:

CR563/2019 DHSC 103

That Report No. 20 of the Windsor BIA Advisory Committee - Lane reduction on Wyandotte indicating:

That Administration BE REQUESTED to report back on the feasibility of lane reduction on Wyandotte Street East from St.

Luke to Lauzon Road in light of the passing of the Active Transportation Master Plan by City Council.

At its May 25, 2020 meeting, Council passed the following resolution:

CR265/2020

That administration BE DIRECTED to report back on other projects in the queue or in the planning stages, that could be accelerated along with any implications, to help alleviate some of the active transportation pressures that the subject neighbourhood is enduring in the area of Wyandotte Street East, including the possibility of lane reductions from 4 lanes to 3.

This report provides the information requested in both resolutions.

The portion of Wyandotte Street East referred to in resolution CR563/2019 goes through the Riverside and Pillette Village BIAs (as well as the Ford City BIA, not referred to in the May 4, 2020 resolution). A map of the area referred to in this resolution is provided as Figure 1.



Figure 1: Wyandotte Street East (St. Luke Ave. To Lauzon Rd.)

Previous Reports

Report S 55/2017, "CQ56-2016 Wyandotte Street East Windsor Loop Connection," was brought before Council at its June 17, 2017 meeting. This report recommended that a functional design study be carried out for Wyandotte Street East cycling infrastructure. Council directed that this recommendation be referred to Administration to await the completion of the Active Transportation Master Plan.

Report S 44/2018, "Bicycle Road Safety Audits - Top Cycling Collision Locations," was brought before Council at its June 4, 2018 meeting. This report provided recommendations for the four City intersections with the highest number of cyclist collisions, including one intersection in the area identified in resolution CR563/2019 (Wyandotte Street East at Drouillard Road). The report identified short-term safety improvements to be implemented immediately and long-term improvements to be referred to the Active Transportation Master Plan (under development at the time) for consideration.

Report C 87/2020, "Lane Closures for Physical Distancing - Wyandotte BIAs" was brought before Council at its May 25, 2020 meeting. This report reviewed the potential for lane closures – either for bicycle facilities or other uses – in the Pillette Village and Olde Riverside BIAs. This report resulted in resolution CR264/2020, which was addressed with report S 95/2020 (discussed below), and CR265/2020 (provided above), which is addressed with this report.

Report S 95/2020, "Wyandotte Street East Road Narrowing - Environmental Assessment Requirements" was bought before Council at its September 14, 2020. This report responded to CR264/2020 by providing details on the environmental assessment requirements that could apply to a roadway narrowing on Wyandotte Street East. The report was received for information.

Report S 145/2020, "Windsor Municipal Heritage Register Update," was brought before the Development and Heritage Standing Committee at its November 16, 2020 meeting. Report S 145/2020 recommended a number of updates to the Windsor Municipal Heritage Register, including adding the Wyandotte Street/Drouillard Road rail overpass structure to the Register. Should Council adopt this recommendation, Council approval would be required before demolition of the structure. As of the date of this report, report S 145/2020 has not yet come before Council.

Walk Wheel Windsor (Active Transportation Master Plan)

The Active Transportation Master Plan, *Walk Wheel Windsor*, identifies Wyandotte Street East as a Regional Spine in the cycling network. Except for a short section at St. Luke Road, Wyandotte Street East between St. Luke Road and Lauzon Road is identified as low to medium priority for cycling infrastructure, as shown in Figure 2.



Figure 2: Bicycle Priority Network Map Excerpt (Red: High Priority, Yellow: Medium Priority, Green: Low Priority)

As shown in Figure 3, bicycle lanes are provided along certain segments of Wyandotte Street East in the area of interest, but not through the Ford City BIA, Pillette Village BIA, or the Olde Riverside BIA.



Figure 3: Existing Bicycle Lanes – Wyandotte Street East (Red)

The ATMP identifies Wyandotte Street East as a multi-modal corridor. The ATMP provides the following description:

Multi-Modal Corridors

The proposed bicycle network includes several multi-modal corridors, which are major streets that need further review to consider how they will accommodate active transportation given other competing priorities. [...] Along these corridors there is a need to have an established process to consider the mobility of all modes and competing needs when implementing bicycle facilities. These streets are some of Windsor's main travel corridors, serving a variety of vehicle types and modes while playing an important role in the City's transportation system.

These multi-modal corridors will require more in-depth analysis through specific corridor studies or Environmental Assessments. Recognizing that these corridors serve desire lines within the bicycle network, these studies can determine whether bicycle facilities can be accommodated on the corridors or adjacent streets. As growth occurs within Windsor, additional corridors, or segments of identified corridors, may be designated as multi-modal corridors requiring additional study.

It is important to note that as part of a complete and connected bicycle network that meets the needs of all users, there is still a place for complementary, non-AAA facilities such as painted bicycle lanes.

Discussion:

Lane Reductions on Wyandotte Street East

To determine the feasibility of lane reductions on Wyandotte Street East, a corridor review was carried out.

Details of this review are provided in Appendix 1. The key points from the review are summarized below:

- Under existing conditions, traffic operations are already poor or marginal at some locations along the corridor.
- Reducing the number of through lanes on Wyandotte Street East in the study area will have a significant effect on traffic operations along the corridor, causing poor operations of the corridor as a whole.
- Even with the existing number of through lanes, traffic operations along the corridor are expected to significantly worsen with even moderate growth in traffic volumes.
- The westbound right turn lane on Wyandotte Street East at Devonshire Road can be eliminated without significant impacts to traffic operations. The elimination of this turning lane would allow a new segment of bicycle lane on Wyandotte Street, which would close a gap in the cycling network, as shown in Figure 4.
- The eastbound left turn lane on Wyandotte Street East at George Street is not required for intersection capacity; however, actually eliminating this turning lane is likely not possible without reconstructing Wyandotte Street East at the intersection and along the eastbound and westbound approaches.
- Windsor Fire & Rescue Service & Windsor Police Service both indicated that a reduction in the number of lanes on Wyandotte Street East may negatively affect emergency response and may increase response times.



Figure 4: Potential New Bicycle Lanes, Devonshire to Monmouth (solid blue: existing bicycle lanes, dashed red: proposed bicycle lanes)

Next Steps - Wyandotte Street East Corridor

While removing travel lanes is likely unfeasible along most of the Wyandotte Street East corridor, other options are available for most of the corridor to accommodate east-west cyclist travel. Figure 5 provides a summary of the high-level options that appear most promising for each segment of the corridor.

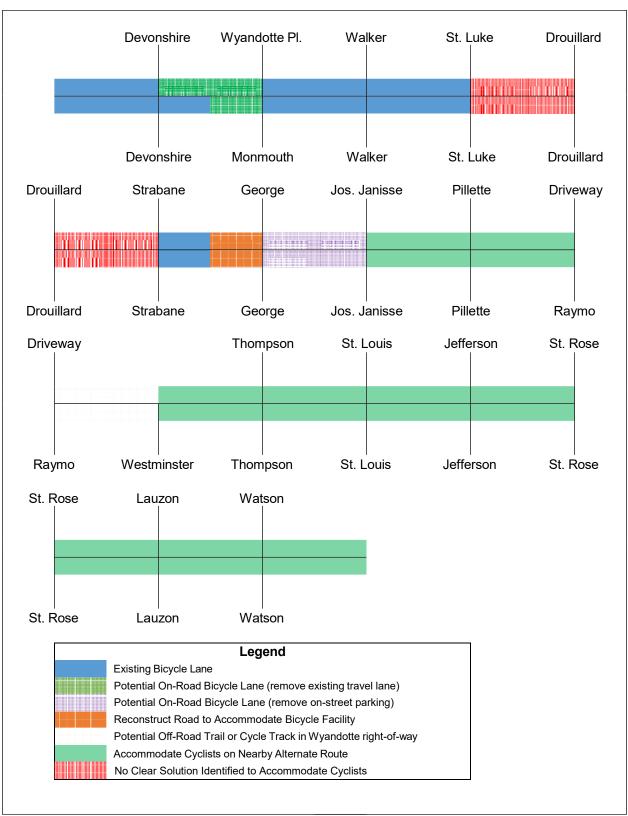


Figure 5: Summary of Preliminary Review - Potential Cycling Infrastructure Along Wyandotte St. E. Corridor

These options can be divided into several broad categories:

Potential "Quick Wins"

 These are segments where there are no significant obstacles to constructing the cycling infrastructure. Design and implementation can proceed right away, subject to funding and prioritization against other projects.

Longer-term Projects

 These are segments where a preliminary preferred solution is apparent, but it requires road reconstruction, property acquisition, or there are other factors that would make implementation of the solution in the short term difficult.

Major Barriers

 These are segments where no preferred solution is apparent, and cycling facilities will likely not be possible until significant barriers are addressed.

Potential "Quick Wins" – Wyandotte Corridor

The following projects are potential "quick wins:"

- **Devonshire to Monmouth:** bicycle lanes can be constructed along this segment to eliminate a gap in the cycling network, as shown in Figure 4. This can be accomplished by removing the westbound right turn lane on Wyandotte Street at Devonshire Road and realigning the remaining lanes.
- **Westminster to East of Watson:** the road network in this area allows a convenient alternate route, generally following Ontario Street, St. Rose Avenue, and Jerome Street, as shown in Figure 6.
 - This route would connect directly to a park (Riverside Baseball Park) and five schools (F.J. Brennan CHS, Corpus Christi Catholic Middle School, Dr. David Suzuki PS, St. Rose CES & Riverside SS) and likely be of benefit for students of two additional nearby schools (Princess Elizabeth PS & École élémentaire catholique Georges-P.-Vanier).
 - A preliminary review suggests that a local street bikeway (also called a bicycle priority street or bicycle boulevard) would be suitable for the route, except for the portion of the route through Riverside Baseball Park, which would be a multi-use trail. A summary of the key features of a local street bikeway is provided in Appendix 2.
 - This route would connect to future cycling routes already proposed in the Active Transportation Master Plan, including:
 - Westminster Boulevard
 - Jefferson Boulevard

- Matthew Brady Boulevard
- Riverdale Avenue
- An additional future connection to the Ganatchio Trail via Isabelle, not currently envisioned in the ATMP, would also be beneficial for ensuring continuous cycling routes in the area.

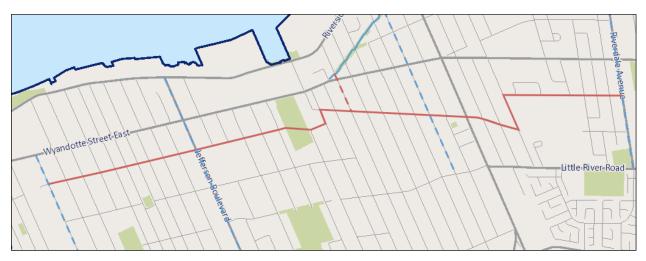


Figure 6: Potential Ontario/St. Rose/Jerome Local Street Bikeway (Red) and Connecting Cycling Routes (Blue)

Longer-Term Projects – Wyandotte Corridor

The following projects are locations where a preferred alternative is apparent, but road reconstruction or property acquisition are needed to allow the cycling facility to be constructed:

- George to Jos. Janisse: Currently, bicycle lanes on Wyandotte Street East end
 just west of George Street. With the existing right-of-way width, there is no
 available space in the boulevard to accommodate cycling infrastructure, as
 shown in Figure 7.
 - Road reconstruction, and likely property acquisition, would be needed to accommodate cycling infrastructure along Wyandotte Street through the George Avenue intersection.
 - East of George Avenue to Jos. Janisse Avenue, bicycle lanes can be accommodated by eliminating on-street parking; however, bicycle lanes on this segment would likely be of limited value without connections to the cycling network east and west of this segment.
- Jos. Janisse to Westminster: in most of the Pillette Village BIA, providing cycling facilities in the Wyandotte Street East right-of-way would likely be impossible without removing on-street parking, which would cause significant impacts to local businesses. Options to provide a nearby cycling route along Pleasant Place should be evaluated in further detail; all options for this alternate route would require property acquisition.



Figure 7: Wyandotte Street East at George Avenue

Major Barriers – Wyandotte Corridor

One segment of the corridor has been identified as a major barrier:

- St. Luke to Strabane: this portion of Wyandotte includes the VIA Rail underpass at Drouillard Road.
 - The rail bridge, as well as the retaining walls on the approaches to the Wyandotte/Drouillard intersection, represent a significant barrier to providing cycling infrastructure along the Wyandotte Street right-of-way. Addressing the bridge, abutments, and retaining walls will be needed to accommodate cycling facilities along this segment of Wyandotte Street.
 - A 2018 bicycle road safety audit previously presented to Council (report S 44/2018 "Bicycle Road Safety Audits – Top Cyclist Collision Intersections") recommended an alternate route around the Wyandotte/Drouillard intersection (shown in Figure 8) as an interim solution until the rail underpass and associated retaining walls can be replaced.
 - Other than Riverside Drive, the road network layout in this area does not allow for any other alternate east-west routes without significant out-ofway travel.
 - Administration is currently planning to develop design alternatives to address this intersection in 2021, with a target of construction in 5 to 7 years.



Figure 8: Alternate Route around Wyandotte/Drouillard Intersection (Report S 44/2018)

Other Active Transportation Projects

The Active Transportation Master Plan identifies a number of other future cycling routes in this area. The cycling network prioritization map from the ATMP is attached as Appendix 3. Routes crossing or near the Wyandotte Street East corridor are summarized in Table 1.

Route	ATMP Priority	Status	Good Candidate for Acceleration?	Notes
Riverside Drive Bicycle Lanes	Low	Varies by section	No	Bicycle lanes are being built out as per the Riverside Drive Vista EA. Construction generally requires utility relocation and road reconstruction; accelerating the project quicker than the current schedule is likely not feasible.
Ontario / St. Rose / Jerome Local Street Bikeway	Medium / Low (varies by segment)	Initial Planning	Yes	Priority is based on the Wyandotte Street East multi-modal corridor.

Route	ATMP Priority	Status	Good Candidate for Acceleration?	Notes
Walker Road Multi-modal Corridor	High / Medium / Low (varies by segment)	Initial Planning	No	Walker Road is also identified as a multimodal corridor with a number of issues to be resolved before a bikeway can be designed and constructed.
St. Luke Road	Medium	Initial Planning	Yes	A bikeway connection at Wyandotte & St. Luke will help to facilitate bike travel into and out of Ford City, but will be of limited benefit for east-west travel along the corridor.
Drouillard Road	High	Initial Planning	No	The rail bridge and retaining walls at the Wyandotte/Drouillard intersection present a major barrier to connecting a bikeway to Wyandotte Street along Drouillard Road in the short term.
George Avenue	High / Medium / Low (varies by segment)	Initial Planning	No	Connecting this segment to a bikeway on Wyandotte Street is likely a longer-term project (see discussion under "Longer Term Projects – Wyandotte Street East" above)
Pillette Road	Low	Initial Planning	No	Extending existing bicycle lanes on Pillette Road will require upgrades to the VIA Rail grade crossing.

Route	ATMP Priority	Status	Good Candidate for Acceleration?	Notes
Westminster Avenue	Medium / Low (varies by segment)	Initial Planning	Potentially - See notes	Between Wyandotte Street and Ontario Street or Raymond Street could be accelerated to provide a neighbourhood connection. Providing a new pedestrian and cyclist crossing on the VIA line (as envisioned by the ATMP) to connect further south will require negotiations with the railway and is likely not
Jefferson Boulevard	Low (in the vicinity of Wyandotte	Initial Planning	Potentially - See notes	viable as a short-term project. The ATMP identifies Jefferson Boulevard as a future AAA ("all ages
	Street East)			and abilities") cycling route. As an interim measure,
				painted bicycle lanes (non-AAA) could be provided on Jefferson by removing on-street parking.
				Providing a AAA cycling facility on Jefferson is likely a longer-term project.
Matthew Brady Boulevard	Medium	Initial Planning	Yes	Currently a signed cycling route (non-AAA). Can be upgraded to a local street bikeway (AAA).

Route	ATMP Priority	Status	Good Candidate for Acceleration?	Notes
Riverdale Avenue	Low	Initial Planning	Potentially - See notes	Currently a signed cycling route (non-AAA). The ATMP identifies Riverdale for a future AAA cycling route. A preliminary review indicates that a multiuse trail can be accommodated on the east side of Riverdale.

Risk Analysis:

There are moderate resource risks associated with accelerating any of the identified projects, since this will have the effect of "de-prioritizing" other projects identified as high priority in the Active Transportation Master Plan.

Climate Change Risks

Climate Change Mitigation:

Carbon dioxide emissions for each scenario were forecasted based on estimates of fuel consumption provided by *Synchro 10* traffic analysis software. For the Wyandotte Street East corridor, carbon dioxide emissions are mainly a function of two factors:

- Vehicle volume: the Active Transportation Master Plan provides targets for nonauto mode share.
 - It is unlikely that the Active Transportation Master Plan's non-auto mode share targets will be achieved without providing the Regional Spine cycling route through this area.
- **Congestion:** traffic congestion tends to increase emissions, due to increased acceleration and braking in congested conditions.
 - Reducing the number of through lanes on Wyandotte Street East tends to increase congestion along the corridor significantly.

The net effect of these two factors can be seen in Table 2 and Table 3. Important limitations on the estimates should be noted:

 The analysis only considers emissions during the weekday AM and PM peak hours ("rush hour"). However, these tend to be the most significant periods for overall emissions, since vehicle volumes and emissions per vehicle both tend to be highest during "rush hour" conditions.

- The analysis only considers emissions along the Wyandotte Street East corridor between Devonshire and Watson. Most vehicles travelling the corridor will be on trips that begin and end outside the analysis area; these emissions outside the analysis area are not considered in the estimates.
- The analysis assumes no change to average vehicle efficiency over time.

Table 1: Carbon Dioxide Emission Estimates

	Carbon Dioxide Emissions During Weekday AM and PM Peak Hours (tonnes of CO ₂ per year)				
Year	Do Nothing	Provide Bicycle Infrastructure on Wyandotte Street by Removing Through Lanes	Provide Bicycle Infrastructure Without Removing Through Lanes (e.g. alternate routes, in- boulevard cycling facilities)		
	4-lane Wyandotte St., Status Quo Mode Share	2-lane Wyandotte St., ATMP Target Mode Share	4-lane Wyandotte St., ATMP Target Mode Share		
2020	2,374	3,218	2,374		
2030	2,528	2,635	2,085		
2040	2,763	2,613	2,065		

Table 2: Percent Change in Carbon Dioxide Emissions

	Change in Carbon Dioxid	de Emissions Relative to 2020	"Do Nothing" Conditions
Year	Do Nothing	Provide Bicycle Infrastructure on Wyandotte Street by Removing Through Lanes	Provide Bicycle Infrastructure Without Removing Through Lanes (e.g. alternate routes, in- boulevard cycling facilities)
	4-lane Wyandotte St., Status Quo Mode Share	2-lane Wyandotte St., ATMP Target Mode Share	4-lane Wyandotte St., ATMP Target Mode Share
2020	0%	36%	0%
2030	6%	11%	-12%
2040	16%	10%	-13%

The "do nothing" alternative is associated with steady growth in carbon dioxide emissions over time as moderate background growth in traffic causes increases in congestion along the corridor.

Converting existing through lanes to cycling infrastructure is associated with a sharp increase in emissions initially due to increased congestion. Over time, emissions will decrease as the ATMP non-auto mode share targets are achieved and the volume of motor vehicles decreases; however, even by 2040, emissions will still remain above 2020 "do nothing" levels.

Providing a convenient, comfortable east-west regional spine cycling using alternate routes or in-boulevard cycling facilities (as appropriate for each segment) will allow the increase in non-auto mode share envisioned in the ATMP without the increased

emissions associated with the increased congestion caused by reducing the number of lanes. The net effect is a moderate decrease in emissions over time.

The Community Energy Plan 2017 supports the implementation of the Active Transportation Master Plan (Strategy 10); this strategy was reaffirmed as a priority 1 mitigation action in the Acceleration of Climate Change Actions in response to the Climate Change Emergency Declaration (report S 18/2020).

Climate Change Adaptation:

An increase in the number of summer days with temperatures above 30° Celsius has the potential to decrease the attractiveness of cycling as a transportation mode.

Typically, using local streets and park trails for cycling routes provides opportunities for urban greening. This urban greening can provide shade and mitigate urban heat island effects in ways that are often not available for cycling facilities along arterial roads and in "main street" areas.

Warmer winter temperatures may also encourage more year-round cycling activities.

Financial Matters:

No expenditures are associated with the report recommendations.

A number of bikeway projects were identified as candidates for potential acceleration. Should Council direct that any of these projects proceed as high priority projects, Administration will develop detailed cost estimates as part of the design process.

Construction of these projects will be subject to approval as per Purchasing By-law 93-2012, as amended.

Consultations:

Dwayne Dawson, Operations

Shawna Boakes, Traffic Operations

Fahd Mikhael & Anna Godo, Engineering

Heidi Baillargeon, Parks

Karina Richters, Environmental Sustainability and Climate Change

Chris Carpenter, Legal

Michael Cooke & Kristina Tang, Planning

John Lee & Andrea DeJong, Windsor Fire & Rescue Services

Barry Horrobin, Insp. Andrew Randall, Sgt. Craig Judson & Sgt. Morgan Evans, Windsor Police Service

Conclusion:

Based on the results of the corridor review, reducing the number of through lanes on Wyandotte Street East between St. Luke Road and Lauzon Road is not recommended.

Other options to provide an east-west regional spine cycling route through this area will be pursued in keeping with the Active Transportation Master Plan, previously endorsed by Council.

As an alternative to providing bicycle lanes on Wyandotte Street East itself, an alternate route could be provided on a local street bikeway between Westminster Boulevard and Riverdale Avenue using Ontario Street, St. Rose Avenue, Watson Avenue, and Jerome Street. This project is a good candidate for acceleration, should Council so choose, as are bikeway projects on certain north-south roads that cross Wyandotte Street in the section identified for review.

Planning Act Matters:

N/A

Approvals:

Name	Title
John Revell	Chief Building Official
Mark Winterton	City Engineer
Shelby Askin Hager	City Solicitor
Onorio Colucci	Chief Administrative Officer

Notifications:

Name	Address	Email
Councillor Holt		
Councillor Sleiman		
Councillor Gignac		
Windsor BIA Advisory Committee		
Windsor Bicycling Committee		
Lisa Milec		chair.wbia@gmail.com
Chair		
Walkerville BIA		
Shane Potvin		fordcitybia@gmail.com
Chair		
Ford City BIA		
Bridget Scheuerman		bscheuerman@cogeco.ca
Executive Director		
Pillette Village BIA &		
Olde Riverside BIA		
Eric Nadalin		enadalin@wechu.org
Manager, Chronic Disease & Injury		
Prevention		
Windsor Essex County Health Unit		41:
Ashleigh Atkinson		aatkinson@wechu.org
Health Promotion Specialist – Healthy Schools		
Windsor Essex County Health Unit		
Willuson Essex County Health Offic		

Name	Address	Email
Todd Awender Superintendent of Education - School Development and Design		todd.awender@publicboard.ca
Greater Essex County District School Board Penny King Executive Superintendent of Business Windsor-Essex Catholic District School Board		penny_king@wecdsb.on.ca
Luigi Baggio Principal F.J. Brennan Catholic High School	910 Raymo Rd Windsor ON N8Y 4A6	
Dean Favero Principal Corpus Christi Catholic Middle School	910 Raymo Rd Windsor ON N8Y 4A6	
Kerry Green-Duren Principal Dr. David Suzuki Public School	6320 Raymond Ave Windsor ON N8S 1Z9	
lan Drago Principal St. Rose Catholic Elementary School	871 St. Rose Ave Windsor ON N8S 1X4	
Tony Omar Principal Riverside Secondary School	8465 Jerome St Windsor ON N8S 1W8	
Residents with recent related service requests (list provided to Clerks)		

Appendices:

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- 2
- Traffic Analysis Wyandotte St E Corridor Bicycle Priority Streets (Ontario Traffic Manual Excerpt) Cycling Network Prioritization (*Walk Wheel Windsor* Excerpt) 3