

REPORT NO. 347 of the
ENVIRONMENT, TRANSPORTATION & PUBLIC SAFETY
STANDING COMMITTEE
of its meeting held January 20, 2016

Present: Councillor Fred Francis
Councillor Chris Holt
Councillor Bill Marra (Chair)
Councillor Hilary Payne
Councillor Paul Borrelli

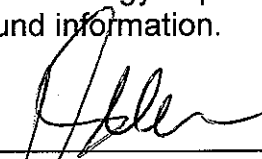
That the following recommendations of the Environment, Transportation and Public Safety Standing Committee **BE APPROVED**:

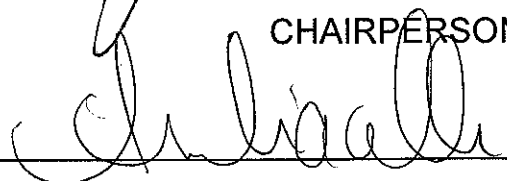
Moved by Councillor Payne, seconded by Councillor Francis,
That City Council **RECEIVE** the Downtown Windsor Transportation Strategy, and,
That Administration **BE DIRECTED** to finalize the Strategy in accordance with City Council direction, and,
That this Strategy **BE TABLED** for review for a period of thirty (30) days;
and,
That this all **BE SUBJECT TO** the condition that such approval does not necessarily imply approval of any particular recommendations on individual streets.

Carried.

S 77/2015 MT2016

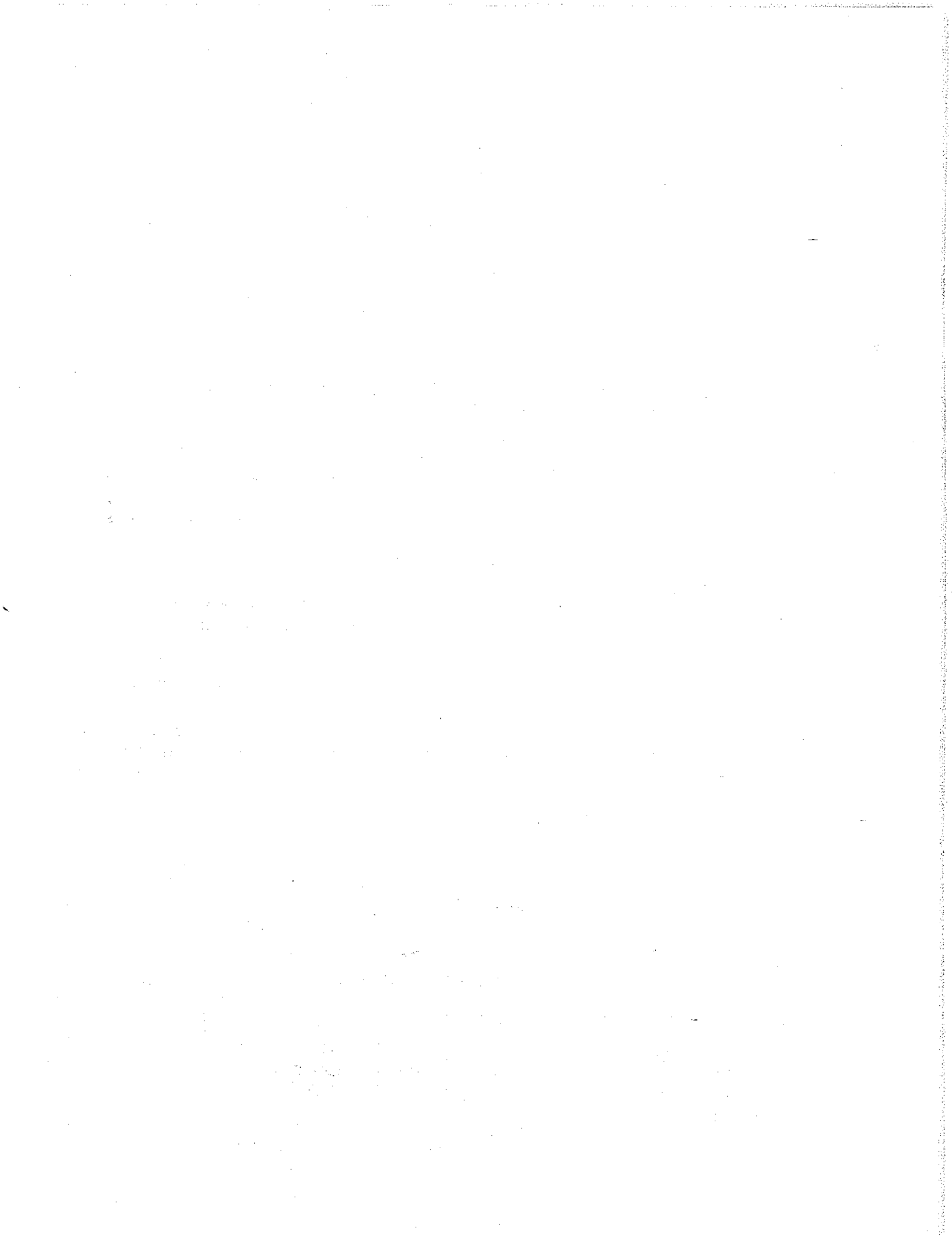
Clerk's Note: The report of the City Engineer dated January 4, 2016 entitled "Downtown Windsor Transportation Strategy Update – Project Completion" is **attached** as background information.



CHAIRPERSON


SUPERVISOR OF COUNCIL SERVICES

NOTIFICATION:	
NAME	CONTACT INFORMATION
Stephen Keen, P.Eng. Director of Transportation Planning, CIMA Canada Inc.	3027 Harvester Road, Suite 400 Burlington, ON L7N 3G7





Public Works - Operations

MISSION STATEMENT

"Our City is built on relationships – between citizens and their government, businesses and public institutions, city and region – all interconnected, mutually supportive, and focused on the brightest future we can create together"

REPORT #: S 77/2015	Report Date: 1/4/2016
Author's Contact: Andrew Dowie Project Administrator (519) 255-6100 ext. 6472 adowie@citywindsor.ca	Date to Council:
	Clerk's File #: MT2016

To: Mayor and Members of City Council

Subject: Downtown Windsor Transportation Strategy Update - Project Completion - Wards 3 and 4

RECOMMENDATION:

That City Council **RECEIVE** the Downtown Windsor Transportation Strategy, and

That Administration **BE DIRECTED** to finalize the Strategy in accordance with City Council direction, and

That this Strategy **BE TABLED** for review for a period of thirty (30) days.

EXECUTIVE SUMMARY:

See attached Appendix

BACKGROUND:

In 1993, the City of Windsor conducted the "Downtown Windsor and Waterfront Park Traffic Operations Study" to address several major development initiatives at the time including:

- The Civic Square,
- Waterfront Park,
- Windsor Casino Project.

In 2005, the Ontario Lottery and Gaming (OLG) began expansion of the non-gaming amenities at Caesars Windsor and commissioned the Downtown Windsor Transportation Master Plan which was completed in 2008.

Several major developments and new initiatives have been completed downtown since completion of the Master Plan, including:

- Windsor International Aquatic and Training Centre
- St. Clair College Centre for the Arts and MediaPlex
- University of Windsor Faculties of Music and Fine Arts
- University of Windsor School of Social Work and the Centre for Executive and Professional Education
- Riverfront Festival Stage
- Downtown Windsor Farmer's Market at Charles Clark Square
- Windsor-Detroit Tunnel Plaza

As part of the 2013 Budget, Council authorized B4/2013, which states:

"That the report of the City Engineer dated February 15, 2013 entitled "Downtown Traffic Impact Study" BE APPROVED to conduct a Downtown Traffic Study, and that \$100,000 be set aside in the Capital Budget to conduct this study to review a more pedestrian-friendly downtown, charged to the Budget Stabilization Reserve Fund."

Subsequently, at its meeting of January 20, 2014, City Council adopted M64-2014, which read:

"THAT the report Downtown Windsor Transportation Strategy - Overall Objectives BE RECEIVED for information; and

THAT the Chief Administrative Officer and City Clerk BE AUTHORIZED to sign a contract not to exceed \$100,000 inclusive of taxes with the successful proponent of the RFP process, satisfactory in technical content to the City Engineer, in financial content to the City Treasurer, and in form to the City Solicitor."

The objectives of the Strategy were:

- To develop a strategy for a transportation system that supports Council's Strategic Vision for a vibrant and inviting Downtown Windsor focusing on place making and supporting active transportation choices;
- To repurpose the existing public right-of-way to optimize space for all users (vehicles, transit, bicycles and pedestrians) to achieve a balanced transportation network for people that encourages non-motorized uses and establishes vibrant and inviting public spaces;

- To review existing auto, pedestrian, cyclist, and transit facilities in the study area (including a field audit) along with known future developments and planned transportation improvements to determine existing and future deficiencies, strengths, needs, and opportunities;
- To engage in consultation with the public and stakeholders at major decision points in the process;
- Based on public and stakeholder input and Council leadership, to develop the goals and objectives for the Downtown Windsor Transportation Strategy;
- To identify inefficiently used or surplus transportation infrastructure and develop alternatives to allocate the public right-of-way more appropriately (e.g. road diets/bike lanes, etc.) in keeping with the "transportation strategy";
- Identify opportunities to optimize on-street parking, in terms of factors such as location, time limits, and parking fees; and,
- Prepare a recommended strategy.

In addition, Administration sought to ensure that convenient & efficient vehicular access to Downtown and to the Detroit-Windsor Tunnel would be protected. This aspect is critical to protecting vehicular access where it is required to be the priority.

CAO Approval #2653 authorized an agreement between City and CIMA Canada Inc. for development of the Downtown Windsor Transportation Strategy. CIMA Canada Inc. was selected as the consultant of record as part of Request for Proposals #16-14, and was engaged at a cost of \$88,625 plus tax, on May 15, 2014.

Public Information Centres were held at the Windsor International Aquatic and Training Centre on June 18, 2015 and October 14, 2015. In addition, representatives from CIMA+ operated a booth at the Downtown Windsor Farmer's Market on June 20, 2015. And the Downtown Windsor Community Collaborative organized a special Public Information Centre at the Downtown Windsor YMCA on July 15, 2015.

Final study recommendations have now been determined and representatives from CIMA+ will present findings at the Environment, Transportation and Public Safety Standing Committee on January 20, 2016. An Executive Summary is appended to this report and the full Strategy will be released in time for the Standing Committee meeting.

DISCUSSION:

Previous efforts to address Downtown Windsor's transportation network were completed by the McCormick Rankin Corporation in 2008 as the "Downtown Windsor Transportation Master Plan". This traffic analysis was primarily associated with expansion of Caesars Windsor to the former Market site, and also considered the

expected road closures that would be necessitated by the Windsor-Detroit Tunnel Plaza expansion. Ultimately, recommendations were provided with respect to one-way street conversion and street closures including Goyeau Street and McDougall Street. An update to this report was completed in 2012 by McCormick Rankin, recommending closure of Chatham and Pitt Streets between Bruce Avenue and Church Street for development of the Windsor International Aquatic and Training Centre, conversion of Victoria Avenue from a one-way street into a two-way street from Chatham Street to University Avenue.

Feedback was solicited throughout 2015 with respect to all project objectives including the supply and distribution of parking, efficient use of the right-of-way, and opportunities for active transportation. Recommendations regarding these items are published in the attached Executive Summary.

Specific streets were identified as recommended active transportation corridors. Specific layouts are as follows:

Street	Direction	Sidewalk	Blvd	Curb	Parking	Bike	Transit / Through	Raised Median / Blvd
Wyandotte	WB	2.0	N/A	0.5	2.5	1.5	3.5	N/A
	EB	2.0	N/A	0.5	2.5	1.5	3.5	N/A
Ouellette	NB	2.0	N/A	0.5	N/A	N/A	3.5	1.5
	SB	2.0	N/A	0.5	N/A	N/A	3.5	1.5
University (1)	WB	3.0	N/A	0.5	N/A	2.0	3.5	N/A
	EB	2.0	3.0	0.5	N/A	2.0	3.5	N/A
University (2)	WB	2.0	N/A	0.5	2.5	1.5	3.5	N/A
	EB	2.0	N/A	0.5	2.5	1.5	3.5	N/A
University (3)	WB	2.0	N/A	0.5	N/A	N/A	4	3.5*
Preferred Option	EB	2.0	N/A	0.5	N/A	N/A	4	3.5*
University (4)	WB	2.0	2.0	0.5	N/A	1.5**	4.0	N/A
	EB	2.0	2.0	0.5	N/A	1.5**	4.0	N/A
Pitt (1)	N/S	2.0	3.0	0.5	N/A	N/A	4.5	N/A
Preferred Option	S/S	3.0	1.0	0.5	2.5	N/A	3.0	N/A
Pitt (2)	N/S	2.0	5.5	0.5	N/A	N/A	4.5	N/A
	S/S	3.0	1.0	0.5	N/A	N/A	3.0	N/A
Chatham (1)	N/S	3.0	1.0	0.5	N/A	N/A	3.0	N/A
Preferred Option	S/S	2.0	5.5	0.5	N/A	N/A	4.5	N/A
Chatham (2)	N/S	3.0	1.0	0.5	2.5	N/A	3.0	N/A
	S/S	2.0	3.0	0.5	N/A	N/A	4.5	N/A
Victoria N of Univ. (1)	NB	1.8	3.0	0.5	2.5	1.5	3.7	N/A
	SB	1.8	3.0	0.5	2.5	1.5	3.7	N/A
Victoria N of Univ. (2)	NB	2.0	5.5	0.5	2.5	1.5	3.5	N/A
	SB	2.0	0.5	0.5	2.5	1.5	3.5	N/A
Victoria N of Univ. (3)	NB	1.8	0.5	0.5		1.5	3.7	2.5
	SB	1.8	0.5	0.5	2.5	1.5	3.7	2.5

Victoria N of Univ. (4) Preferred Option	NB	2.0	0.5	0.5	N/A	N/A	4.0	5.0
	SB	2.0	0.5	0.5	N/A	N/A	4.0	5.0
Victoria – Park to Univ (1)	NB	1.8	3.0	0.5	2.5	1.5	3.7	N/A
	SB	1.8	3.0	0.5	2.5	1.5	3.7	N/A
Victoria – Park to Univ (2)	NB	1.8	0.5	0.5	2.5	1.5	3.7	2.5
	SB	1.8	0.5	0.5	2.5	1.5	3.7	2.5
Victoria – Park to Univ (3)	NB	2.0	5.5	0.5	2.5	1.5	3.5	N/A
	SB	2.0	0.5	0.5	2.5	1.5	3.5	N/A
Victoria – Park to Univ (4) Preferred Option	NB	3.0	0.5	0.5	N/A	N/A	4.0	5.0
	SB	3.0	0.5	0.5	N/A	N/A	4.0	5.0
Victoria – S of Park (1) Preferred Option	W/S	1.5	2.0	0.5	2.5	1.5	3.5	N/A
	E/S	1.5	2.0	0.5	N/A	1.5	3.5	N/A
Victoria – S of Park (2)	W/S	1.5	0.5	N/A	2.0	N/A	4.0	N/A
	E/S	1.5	0.5	N/A	N/A	N/A	4.0	N/A
Victoria – S of Wyandotte (1) Preferred Option	W/S	1.5	2.0	0.5	2.5	N/A	3.5	N/A
	E/S	1.5	2.0	0.5	N/A	3.0	4.0	N/A
Victoria – S of Wyandotte (2)	W/S	2.0	N/A	0.5	2.5	N/A	N/A	N/A
	E/S	2.0	N/A	0.5	2.5	3.0	3.5	N/A
McDougall	W/S	2.0	3.0	0.5	2.5	1.5	3.5	N/A
	E/S	2.5	1.0	0.5	N/A	1.5	3.5	N/A
Janette / Bruce (1)	W/S	1.5	2.0	0.5	3.5	N/A	N/A	N/A
	E/S	1.5	N/A	0.5	2.5	N/A	N/A	N/A
Janette / Bruce (2)	W/S	2.0	N/A	0.5	2.5	N/A***	3.0	N/A
	E/S	2.0	N/A	0.5	N/A	1.5	N/A	N/A
Aylmer (1) Preferred Option	W/S	2.0	N/A	0.5	2.7	3.0	N/A	N/A
	E/S	2.0	N/A	0.5	3.0	N/A	4.0	N/A
Aylmer (2)	W/S	2.0	N/A	0.5	N/A	3.0****	3.5	N/A
	E/S	2.0	N/A	0.5	N/A	N/A	3.5	N/A
Howard	NB	2.0	4.5	0.5	N/A	3.0****	3.5	N/A
	SB	2.0	3.0	0.5	2.5	N/A	3.5	N/A
Louis	WB	2.0	N/A	0.5	2.5	N/A	4.0	N/A
	EB	2.0	N/A	0.5	N/A	N/A	3.5	N/A
Elliott	WB	1.5	N/A	0.5	2.5	N/A	4.0	N/A
	EB	1.5	N/A	0.5	N/A	N/A	4.0	N/A
Marentette	WB	2.0	N/A	0.5	2.5	N/A	4.0	N/A
	EB	2.0	N/A	0.5	N/A	N/A	3.5	N/A
Erie	WB	1.5	N/A	0.5	N/A	1.9	3.3	N/A
	EB	1.5	N/A	0.5	N/A	1.9	3.3	N/A

*Bike Lanes are segregated and located in Centre Boulevard

**Bike Lanes are aligned in centre of road between through lanes.

***The alleyway between Bruce and Janette from Pitt to Erie would serve as the southbound bicycle route.

****Bike Lanes are located between Parking Lane and Through Lane

*****Bike Lanes are located between two Through Lanes

An executive summary of the report and its recommendations is attached, with the Strategy report to be released in time for the January 20, 2016 meeting.

RISK ANALYSIS:

Associated risks to the Corporation resulting from the undertaking of projects identified in the Downtown Windsor Transportation Strategy include risks typical of a construction project, such as bodily injury, property damage, and matters arising from violations of the Occupational Health and Safety Act. These risks are to be transferred to the successful proponent, through the contract that the City and the successful bidder enter into. As part of the contract with the successful bidder, there will be sufficient insurances in place to cover the Corporation for the potential damage and claims that might arise from their work during or after construction in the maintenance period.

FINANCIAL MATTERS:

While conversion to these concepts will carry a material cost should they be incorporated on their own at this time, the proposed direction to enact these design guidelines as part of ongoing maintenance and operations will have no material impact to existing budgets. If approved, these recommendations and related costs will be reflected in future project budgets that will be brought forward for Council approval.

CONSULTATIONS:

Consultations were held with members of the public through the two Public Information Centres and Downtown Windsor Farmers Market booth, with the Downtown Windsor Community Collaborative, and with various stakeholders including direct meetings with Downtown Windsor Business Improvement Association representatives and correspondence with the Downtown Residents Association. Internal consultation was also carried forward with Jane He of the Engineering Department regarding the final phase of Ouellette Avenue streetscaping.

CONCLUSION:

Adoption of the Downtown Windsor Transportation Strategy will supply the right-of-way guidelines necessary to achieve an enhanced community experience for all modes of transportation within Downtown Windsor, to be implemented through regularly

scheduled improvement to the noted corridors in the Capital Budget within the study area.

PLANNING ACT MATTERS:

N/A

APPENDICES:

Executive Summary – Downtown Windsor Transportation Strategy



The Corporation of the City of
Windsor

Downtown Transportation Strategy

Executive Summary - Final
Report

DRAFT

December 2015

B000460

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The Corporation of the City of
Windsor

**Downtown
Transportation
Strategy**

Executive Summary - Final
Report

DRAFT

December 2015

B000460

PREPARED BY:

Jaime Garcia
Project Manager

VERIFIED BY:

Stephen Keen
Project Director

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1. Executive Summary

This report documents the development of a strategy to support City Council's Vision in which Downtown Windsor becomes a vibrant and inviting place in which people want to work, play and shop and have the opportunity to use active transportation modes. Council's Vision was shown to have support with the public and stakeholders during the consultation component of this study. A strategy to support the vision must recognize the fact that corridor right-of-ways are limited without any realistic chance of being widened to accommodate improvements in active transportation and/or the urban landscape. However, support for additional bicycle (including protected) lanes were particularly highlighted during the public consultation.

The development of a strategy draws upon key outputs of the study that has included:

- + opportunities for improvement;
- + roadways with excess road capacity;
- + identification of context zones/road type classifications and their associated needs with respect to servicing the land uses;
- + identification of corridors in which vehicular priority is required – for example, to protect the access to the international tunnel and to facilitate easy access and egress to the downtown parking and destinations;
- + identification of corridor element requirements – including minimum and recommended standards for different modes; and
- + development and evaluation of alternative cross-sections for each of the identified corridors.

The resulting strategy is focused around improvements to active transportation modes along corridors that have either the greatest need and / or best opportunity for place making and improving active transportation. The City's 2001 BUMP study has identified a proposed skeleton network of bicycle facilities to serve the downtown area; the strategy builds upon the BUMP by developing a finer network of bicycle facilities while improving the pedestrian environment in key areas of high pedestrian activity (e.g. business/commercial areas and areas of special interest).

Portions of corridors that have recently been modified (e.g. Wyandotte Street and Ouellette Avenue) were not considered for further revision.

1.1 Key Elements of the Strategy

1. *Re-allocation of Excess Road Capacity* - Of particular note are the roadways that have been identified as having excess road capacity (i.e. a lane of traffic can be taken away without any change in level of service provided to autos):

- + Pitt Street;
- + Chatham Street;
- + Victoria Avenue; and
- + Aylmer Avenue.

The removal of a lane can be utilized for improved bicycle facilities and/or boulevards for improving the pedestrian environment.

2. *Connecting Areas of Special Interest* – There is already the beginning of two main axes of institutional and cultural activities in the downtown with ongoing university and college development soon to add to them. The east-west axis connects the Windsor International Aquatic and Training Centre in the west to City Hall in the east with several college and university buildings along the way; similarly, an opportunity exists to connect these areas with the residential areas south of the Core Commercial/Business area via Victoria Avenue due to the availability of space that is not available in Ouellette Avenue.

In order to recognize the importance of these axes as important people places and improve the facilities for active transportation, improvements are recommended for:

- + Multimodal corridors along Chatham Street, Pitt Street and University Avenue and Victoria Avenue.

3. *Core Commercial/Business Area* – The strategy around the “areas of Special Interest” above also include parts of the core commercial/business area. An additional measure includes the already planned implementation of the redesign of Ouellette Avenue as proposed by the Downtown Windsor Streetscape Improvements from Wyandotte Street to Elliott Street, as well as considerations for the existing configuration of the Windsor-Detroit Tunnel Plaza along Park Street.

4. *Mixed Use Corridors* – Utilitarian activities and spatial experience were considered for these corridors with recommendations for:

- + Implementing the BUMP recommendations for University Avenue and Wyandotte Avenue to increase connectivity and accessibility for alternative modes of transportation without restricting roadway capacity for vehicular traffic along Wyandotte Avenue; and
- + Reallocating available roadway capacity (centre lane) along Ouellette Avenue between Elliott Street and Pine Street to increase opportunities for safe pedestrian crossing via a number of central pedestrian refuges (in-between centre left-turn requirements) without restricting roadway capacity for vehicular traffic along Ouellette Avenue.

5. *Residential Areas* - Due to the limited right-of-way widths in these areas opportunities were focused to expand connectivity for cycling:

- + If on-street parking can be removed from the Aylmer Avenue – Howard Avenue corridor, bicycle lanes can be implemented to increase connectivity and accessibility between the Waterfront and the Residential areas east of Ouellette Avenue;
- + If on-street parking cannot be removed, use of “share-the-road” pavement markings along local roads can be used to increase the connectivity and accessibility:
 - o between the Waterfront and the Residential areas east of Ouellette Avenue; and
 - o between the residential areas east and west of Ouellette Avenue;
- + Maintain the existing one-way traffic operations along Victoria Avenue and re-designate the excess roadway capacity to increase connectivity and accessibility for alternative modes of transportation between Wyandotte Street and Erie Street; and
- + Implement the proposed dedicated bicycle lanes along Erie Street to increase connectivity and accessibility for alternative modes of transportation between Janette Avenue and Victoria Avenue.

6. *Other streets of note:*

Riverside Drive has been studied through an Environmental Assessment Study which has recommended widening to accommodate bicycle facilities. An initial analysis carried out during this study has suggested that one of the through lanes (both directions) in the downtown area could be taken out without a significant reduction in level of service for autos. However, at intersections the four lane cross-section would have to be maintained for left and right turning lanes to ensure that a good level of service is maintained for autos. Although more detailed analysis would be required to confirm the feasibility of such a plan, the provision of additional opportunities for controlled pedestrian crossings is recommended to increase connectivity and accessibility for alternatives modes of transportation along Riverside Drive between Marentette Avenue and Bruce Avenue.

7. *Consideration of the removal of on-street parking* - All of the four streets noted on Point 1 as having excess capacity also have an additional parking lane(s). If the on-street parking was found to be unnecessary (under-used due to lack of demand or availability of adjacent off-street parking spaces), then in fact, a further lane could be removed from each of these streets and the opportunities for further improvements could be entertained.

There are other roads that also appear to have an excess of roadway capacity but this excess capacity is typically used for on-street parking and is therefore not easily removed. These streets include:

- + University Avenue;
- + Howard Avenue;
- + Janette Avenue; and
- + Bruce Avenue.

Similarly, as implementation proceeds, the need for maintaining on-street parking along these streets also needs to be assessed as part of the design phase. A parking utilization study was outside the bounds of this strategic study.

1.2 Implementation

The basis of the implementation plan is to identify projects as short and longer term depending on their implementation cost. For example projects that simply require a remarking of lanes are identified for short term implementation. Projects that

require more extensive reconstruction (e.g. curbing and stormwater systems) are identified for longer term implementation based on a routine accommodation principle, i.e. the reconfiguration is done as the road becomes due for rehabilitation and/or budget becomes available. On this basis, the implementation plan is provided below and is illustrated in Figure 1.

IMPLEMENTATION				
CORRIDOR	SHORT TERM	MEDIUM TERM	LONG TERM	RECOMMENDATION
Wyandotte Street	✓	✓		Implementation of BUMP recommendations
Ouellette Avenue	✓	✓		Installation of uncontrolled and/or controlled pedestrian crossings
University Avenue		✓	✓	Roadway reconfiguration (proposed cross-section 2.3.3)
Pitt Street		✓	✓	Roadway reconfiguration (proposed cross-section 2.4.1)
Chatham Street		✓	✓	Roadway reconfiguration (proposed cross-section 2.5.1)
Victoria Avenue	✓	✓	✓	Roadway reconfiguration (proposed cross-sections 2.6.4 – 2.7.4 – 2.8.1 – 2.9.1)
McDougall Street	✓	✓		Implementation of BUMP recommendations
Aylmer Street Alternative 1		✓		Roadway reconfiguration (proposed cross-section 2.12.1)
Howard Avenue		✓		Roadway reconfiguration (proposed cross-section 2.13)
Erle Street	✓	✓		Implementation of BUMP recommendations
Local Roads	✓			Share-the-road facilities (proposed cross-section 2.14)
Riverside Drive	✓			Implementation of Central Riverfront Implementation Plan recommendations (pedestrian)

03/00/2015