

Agenda Item Summary

Date: January 6, 2025

To: Honorable Mayor and Members of the Town Council

Prepared By: Peter Souza, Town Manager 

Subject: Broad Street Traffic Calming and Pedestrian Safety Project

Background

As proposed in the Windsor Center Transit-Oriented Development Master Plan and Redevelopment Strategy Study, this project seeks to make physical alterations to Broad Street (Route 159) from the Palisado and Poquonock Avenue area to Batchelder Road in order to slow traffic, enhance pedestrian safety and add on-street parking, all with the overarching goal being to strengthen the town center's vitality.

This project is a priority action item in the Windsor Center Transit-Oriented Development (TOD) Master Plan. The town, in conjunction with First Town Downtown, has held numerous community information meetings since the TOD Study was completed in 2014. The most recent town sponsored public information meetings have been in April 2024, June 2024 and October 2024.

On December 16, 2024, the Town Council selected Option 3 with two single lane roundabouts as the preferred design alternative. This design alternative includes:

- New lane arrangement within existing curb line
- Provides parking spaces on west side. No parking on Town Green side.
- On street bike lanes both sides
- Maintains existing curb line and sidewalks with no impacts to main Town Green
- Two roundabouts; one at Palisado / Poquonock / Broad Street and a second at Poquonock / Bloomfield Avenue.

At this time the Town Council is respectfully requested to consider approving a bond ordinance as well as a resolution to set a referendum date and approve the ballot question. The attached resolution calls for Tuesday, February 11, 2025 as the referendum date.

Discussion

Broad Street (Route 159) is a four lane state highway through Windsor Center and is an auto-centric design. The average daily vehicle trips through town center on Route 159 is approximately 9,675. Often the speed of traffic exceeds the posted speed limit of 30 MPH. Data shows that on a daily basis 3,520 or 36% of the vehicles travel greater than the posted speed limit. The project, often referred to as a road diet or a complete streets project approach, aims to reduce the current four lanes of travel through Windsor Center into one lane of travel in both directions with center turn lanes and on-street parking. The goal is to slow vehicle speeds, reshape Windsor Center to become more pedestrian friendly and to add vitality to the downtown and support local businesses.

Town staff, working with consulting engineers, developed and refined three concept plans as well as the possible replacement of traffic signals in the northern end of the project area with two single

lane roundabouts. Below are short recaps of the three design concepts. On December 16, 2024, the Town Council selected Option 3 with two single lane roundabouts as the preferred design alternative.

Option 1 - On Street Parallel Parking Both Sides of Roads

- New lane arrangement within existing curb line
- Provide parking spaces on west and east sides
- No bike lanes
- Maintain existing sidewalks and provide pedestrian bump outs

Option 2 - On Street Parking & Bike Lane on Both Sides

- New lane arrangement moves existing curb line on east side by approximately 6+ feet
- Provides parking spaces on west and east sides
- On street bike lanes on both sides of road
- Requires relocation of multiple utility and streetlight poles
- Requires additional pavement width, new curb and new sidewalk
- Reduces the width of the Town Green by 5 to 10 feet to accommodate relocated snow shelf, utility poles and sidewalk

Option 3 - Parking West Side, Bike Lanes Both Sides

- New lane arrangement within existing curb line
- Provides parking spaces on west side. No parking on Town Green side.
- On street bike lanes both sides
- Maintains existing curb line and sidewalks. No pedestrian bump outs on east side.

Through the public input process over the past year, the request for traffic circles or roundabouts was raised. Those residents expressed a desire for the traffic signals at Palisado and Broad, Poquonock at Prospect as well as Bloomfield Avenue and Poquonock be removed and replaced with roundabouts so to slow traffic, reduce the potential for serious accidents and facilitate pedestrian circulation. It was also suggested to add bike lanes along Broad Street.

Attached is a concept plan for two single lane roundabouts. One at Palisado / Poquonock / Broad Street and a second at Poquonock / Bloomfield Avenue.

The bond ordinance presented below reflects the Town Council selection of Option 3 with two roundabouts as shown on the attached plan view.

Financial Impact

The cost estimate for Option 3 with roundabouts is estimated to be \$6.1M and assumes a summer of 2026 construction start. Attached is a summary of preliminary cost estimates.

The town has obtained \$4.0M in State and Federal grants for construction and design services. Please note these funds should be formally obligated by September 2026. Based on the Town Council's selection of Option 3 including roundabouts, \$2.1M in other grant and town funds would be needed for design and construction services. Town staff plans to pursue additional grant funds to offset or reduce the local bonding amount. If no additional grant funding was received, the

average annual debt service on \$2.1M would be \$160,000 based on a 20 year term and a 5% interest rate.

The overall project funding authorization requires a voter referendum per the *Town Charter*. Please note that a referendum can't be scheduled without at least a thirty day window from the time of public notice. This time window allows for absentee voting and completion of referendum logistics.

Recommendation

If the Town Council is in agreement, the following motions are recommended for approval:

Waiving of the Reading

“RESOLVED, that the reading into the minutes of the text of the bond ordinance entitled, ‘AN ORDINANCE APPROPRIATING \$6,100,000 FOR COSTS IN CONNECTION WITH BROAD STREET TRAFFIC CALMING AND PEDESTRIAN SAFETY; AND AUTHORIZING THE ISSUE OF \$2,100,000 BONDS AND NOTES, \$1,000,000 FROM STATE OF CONNECTICUT DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT URBAN ACT GRANT FUNDS AND \$3,000,000 FROM UNITED STATES DEPARTMENT OF TRANSPORTATION HIGHWAY INFRASTRUCTURE GRANT FUNDS TO FINANCE THE APPROPRIATION’ is hereby waived, the full text of the ordinance having been distributed to each member of the Council and copies being made available to those persons attending this meeting; and that the full text of the ordinance be recorded with the minutes of this meeting.”

Item 11 c) Approve a Bond Ordinance

“MOVE to approve a bond ordinance entitled, “AN ORDINANCE APPROPRIATING \$6,100,000 FOR COSTS IN CONNECTION WITH BROAD STREET TRAFFIC CALMING AND PEDESTRIAN SAFETY; AND AUTHORIZING THE ISSUE OF \$2,100,000 BONDS AND NOTES, \$1,000,000 FROM STATE OF CONNECTICUT DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT URBAN ACT GRANT FUNDS AND \$3,000,000 FROM UNITED STATES DEPARTMENT OF TRANSPORTATION HIGHWAY INFRASTRUCTURE GRANT FUNDS TO FINANCE THE APPROPRIATION.”

Item 11 b) Approve a Resolution Setting Referendum Date and Question

“MOVE to approve the following resolution: “RESOLVED, pursuant to Section 9-3(a) of the Charter, the ordinance entitled ‘AN ORDINANCE APPROPRIATING \$6,100,000 FOR COSTS IN CONNECTION WITH BROAD STREET TRAFFIC CALMING AND PEDESTRIAN SAFETY; AND AUTHORIZING THE ISSUE OF \$2,100,000 BONDS AND NOTES, \$1,000,000 FROM STATE OF CONNECTICUT DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT URBAN ACT GRANT FUNDS AND \$3,000,000 FROM UNITED STATES DEPARTMENT OF TRANSPORTATION HIGHWAY INFRASTRUCTURE GRANT FUNDS TO FINANCE THE APPROPRIATION’ shall be submitted to the voters of the Town on Tuesday, February 11, 2025 between the hours of 6:00 A.M. and 8:00 P.M. (prevailing time) in the manner provided

by the Town Charter and the Connecticut General Statutes, Revision of 1958, as amended, and the procedures set out in subsection (b)(2) of Section 9-369d of the Connecticut General Statutes, Revision of 1958, as amended, which procedures are hereby chosen and approved in accordance with subsection (b)(1) of Section 1 of said statute. Electors shall vote on the question at their respective polling places. Voters who are not electors shall vote on the question at the Windsor Town Hall. Absentee ballots will be available from the Town Clerk's office.

FURTHER RESOLVED that said ordinance shall be placed upon the voting machines or paper ballots under the following heading:

"SHALL THE TOWN OF WINDSOR APPROPRIATE \$6,100,000 FOR COSTS IN CONNECTION WITH BROAD STREET TRAFFIC CALMING AND PEDESTRIAN SAFETY; AND AUTHORIZING THE ISSUE OF \$2,100,000 BONDS AND NOTES, \$1,000,000 FROM STATE OF CONNECTICUT DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT URBAN ACT GRANT FUNDS AND \$3,000,000 FROM UNITED STATES DEPARTMENT OF TRANSPORTATION HIGHWAY INFRASTRUCTURE GRANT FUNDS TO FINANCE THE APPROPRIATION?"

Voters approving said ordinance will vote "Yes" and those opposing said ordinance will vote "No." Absentee ballots will be available from the Town Clerk's office.

FURTHER RESOLVED, that the Town Clerk is authorized and directed to post and publish notice of said referendum, to be incorporated into the notice of the aforesaid election."

Attachments

Bond Ordinance

Preferred Design Option

Conceptual Roundabout Layout

Preliminary Cost Estimate

Potential Milestone Schedule

AN ORDINANCE APPROPRIATING \$6,100,000 FOR COSTS IN CONNECTION WITH BROAD STREET TRAFFIC CALMING AND PEDESTRIAN SAFETY; AND AUTHORIZING THE ISSUE OF \$2,100,000 BONDS AND NOTES, \$1,000,000 FROM STATE OF CONNECTICUT DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT URBAN ACT GRANT FUNDS AND \$3,000,000 FROM UNITED STATES DEPARTMENT OF TRANSPORTATION HIGHWAY INFRASTRUCTURE GRANT FUNDS TO FINANCE THE APPROPRIATION

BE IT HEREBY ORDAINED,

Section 1. That the Town of Windsor appropriate SIX MILLION ONE HUNDRED THOUSAND DOLLARS (\$6,100,000) for costs in connection with Broad Street traffic calming and pedestrian safety, comprised of the installation of various traffic calming elements through Windsor Center in order to slow vehicle speeds and create a safer environment for pedestrian circulation, including new lane configurations within existing curb lines, center turn lanes and traffic roundabouts, new on-street parking, bicycle lanes, signage, traffic signals, sidewalks and curbing, landscaping, pedestrian bump-outs and other pedestrian safety and traffic calming features (the "Project"). The appropriation may be spent for design, construction and installation costs, equipment, materials, engineering, inspection and consultant fees, administrative costs, printing, legal fees, net interest on borrowings and other financing costs, and other expenses related to the Project and its financing. The Town Engineer is authorized to determine the scope and particulars of the Project and may reduce or modify the scope of the Project, and the entire appropriation may be expended on the Project as so reduced or modified. The appropriation shall be funded with \$1,000,000 from State of Connecticut Department of Economic and Community Development Urban Act grant funds, \$3,000,000 from United State Department of Transportation Highway Infrastructure grant funds and \$2,100,000 from the proceeds of bonds and notes authorized pursuant to this ordinance.

Section 2. That the Town issue bonds or notes in an amount not to exceed TWO MILLION ONE HUNDRED THOUSAND DOLLARS (\$2,100,000) to finance the appropriation for the Project. The amount of bonds or notes authorized to be issued shall be reduced by the amount of grants received by the Town for the Project and not separately appropriated to pay additional costs of the Project. The bonds or notes shall be issued pursuant to Section 7-369 of the General Statutes of Connecticut, Revision of 1958, as amended, and any other enabling acts. The bonds or notes shall be general obligations of the Town secured by the irrevocable pledge of the full faith and credit of the Town.

Section 3. That the Town issue and renew temporary notes from time to time in anticipation of the receipt of the proceeds from the sale of the bonds or notes or the receipt of grants for the Project. The amount of the notes outstanding at any time shall not exceed TWO MILLION ONE HUNDRED THOUSAND DOLLARS (\$2,100,000). The notes shall be issued pursuant to Section 7-378 of the General Statutes of Connecticut, Revision of 1958, as amended. The notes shall be general obligations of the Town and shall be secured by the irrevocable pledge of the full faith and credit of the Town. The Town shall comply with the provisions of Section 7-378a of the General Statutes if the notes do not mature within the time permitted by said Section 7-378.

Section 4. That the Town Manager and either the Treasurer or the Director of Finance of the Town shall sign any bonds or notes by their manual or facsimile signatures. The Director of

Finance shall keep a record of the bonds and notes. The law firm of Pullman & Comley, LLC is designated as bond counsel to approve the legality of the bonds or notes. The Town Manager and either the Treasurer or the Director of Finance are authorized to determine the amounts, dates, interest rates, maturities, redemption provisions, form and other details of the bonds or notes; to designate one or more banks or trust companies to be the certifying bank, registrar, transfer agent and paying agent for the bonds or notes; to provide for the keeping of a record of the bonds or notes; to designate a financial advisor to the Town in connection with the sale of the bonds or notes; to sell the bonds or notes at public or private sale; to deliver the bonds or notes; and to perform all other acts which are necessary or appropriate to issue the bonds or notes.

Section 5. That the Town hereby declares its official intent under Federal Income Tax Regulation Section 1.150-2 that costs of the Project may be paid from temporary advances of available funds and that (except to the extent reimbursed from grant moneys) the Town reasonably expects to reimburse any such advances from the proceeds of borrowings in an aggregate principal amount not in excess of the amount of borrowing authorized above for the Project. The Town Manager and either the Treasurer or the Director of Finance are authorized to amend such declaration of official intent as they deem necessary or advisable and to bind the Town pursuant to such representations and covenants as they deem necessary or advisable in order to maintain the continued exemption from federal income taxation of interest on the bonds or notes authorized by this resolution, if issued on a tax-exempt basis, including covenants to pay rebates of investment earnings to the United States in future years.

Section 6. That the Town Manager and either the Treasurer or the Director of Finance are authorized to make representations and enter into written agreements for the benefit of holders of the bonds or note to provide secondary market disclosure information, which agreements may include such terms as they deem advisable or appropriate in order to comply with applicable laws or rules pertaining to the sale or purchase of such bonds or notes.

Section 7. That the Town Manager, or any other proper officer of the Town, is authorized to apply for and accept grants for the Project, to execute grant agreements for the Project, and to file such documents as may be required to obtain grants for the Project. Any grant proceeds may be used to pay Project costs or principal and interest on bonds, notes or temporary.

Section 8. That the Town Council, the Town Manager, the Treasurer, the Director of Finance, the Town Engineer, and other proper officers and officials of the Town are authorized to take all other action which is necessary or desirable to complete the Project, and to issue bonds or notes to finance the aforesaid appropriation.

Section 9. That the ordinance is subject to mandatory referendum under Section 9-3 of the Town Charter and shall not become effective until approved by referendum vote.

APPROVED AS TO FORM:

Bond Counsel

ATTEST:

Town Clerk

Distributed to Town Council

 12/16/24

Public Hearing Advertised

 12/20/24

Public Hearing

 01/06/25

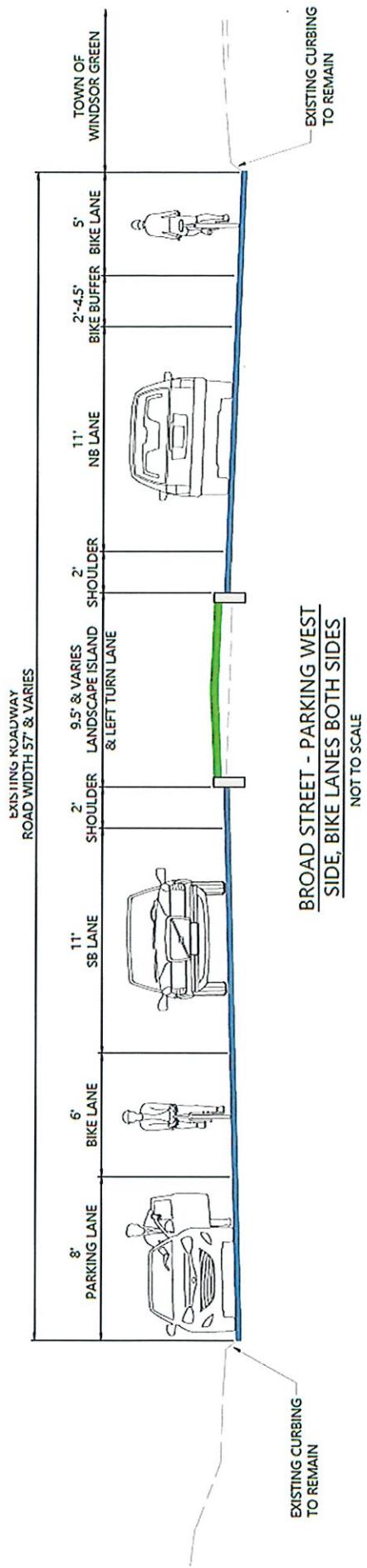
Adopted

Advertised

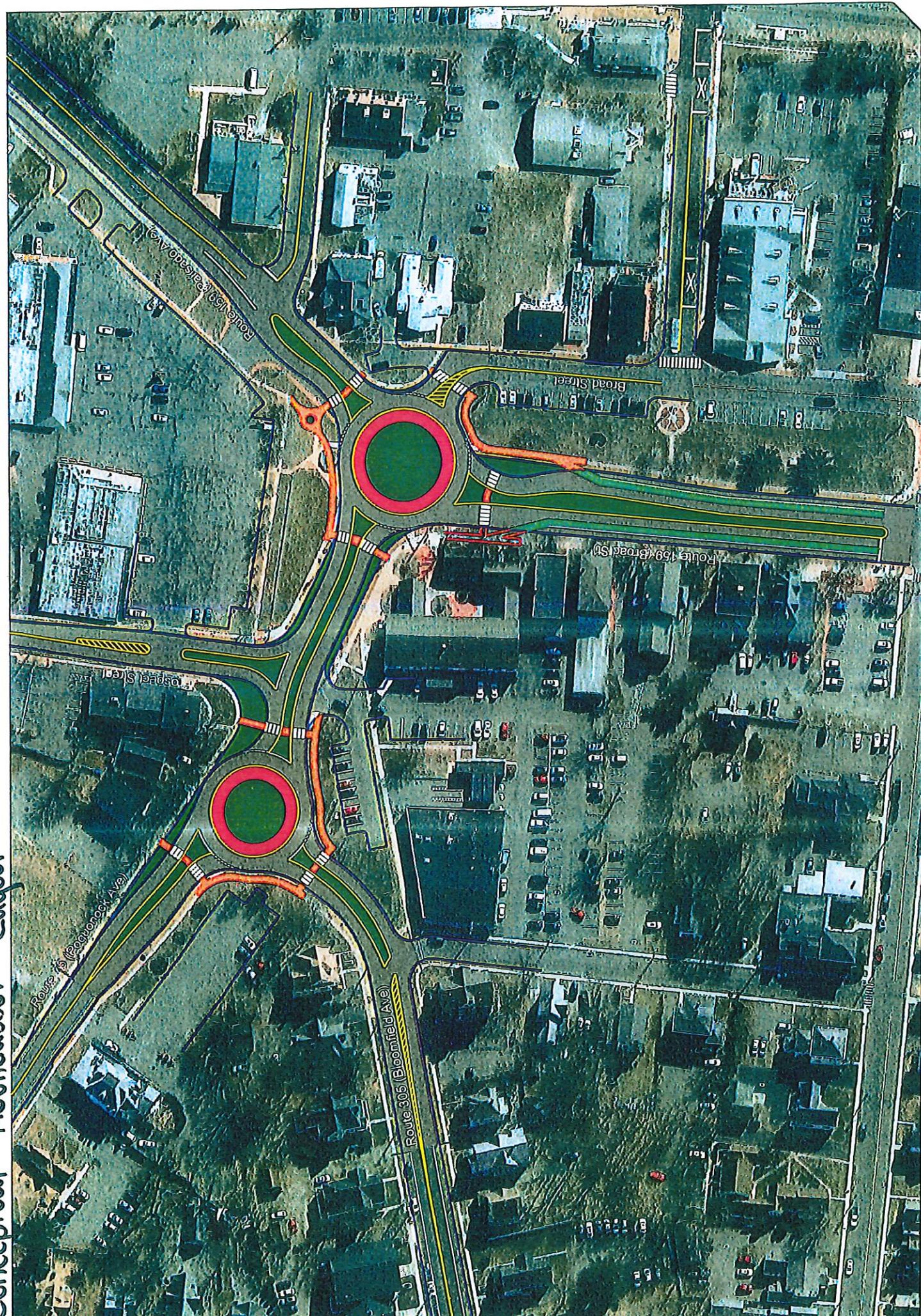
Effective Date

Town Council Approved Option 12-16-24

Option 3 – Road Diet with Roundabouts



Conceptual Roundabout Layout



Windsor Broad Street Road Diet

Current Preliminary Cost Estimates

12/12/24

Option 3 Road Diet with Roundabouts {Town Council Approved Option 12/16/24}

| | |
|----------------|----------------|
| Design = | \$0.29m |
| Road work = | \$4.41m |
| 2 signals = | <u>\$1.40m</u> |
| TOTAL = | \$6.10m |

Option 1: parking on both sides and no bike lanes

| | |
|----------------|----------------|
| Road work = | \$2.06m |
| 3 signals = | <u>\$2.16m</u> |
| TOTAL = | \$4.22m |

Option 2: parking on both sides and bike lanes both sides

| | |
|----------------|----------------|
| Road work = | \$2.83m |
| 3 signals = | <u>\$2.16m</u> |
| TOTAL = | \$4.99m |

Option 3: parking on west side and bike lanes both sides

| | |
|----------------|----------------|
| Road work = | \$1.93m |
| 3 signals = | <u>\$2.16m</u> |
| TOTAL = | \$4.09m |

Preliminary Estimates adjusted by 4% factor to 2026 Construction. Includes design and construction contingencies.

POTENTIAL SCHEDULE OF MAJOR PROJECT MILESTONES

| | |
|--------------------|---|
| January 2025 | Town Council decides to hold referendum or not |
| February 2025 | Voter Referendum on Project Funding |
| Spring 2025 | Design continues; discussions with CT DOT regarding project design & approval |
| Fall 2025 | Refine Cost Estimates, DOT Design Approval |
| Winter/Spring 2026 | Bid Project |
| Summer/Fall 2026 | Construction start |
| Summer 2028 | Construction substantially complete depending on phasing |

*Please note timeline is subject to CT DOT design review / permitting process