Minute No. 394
Report – Standing Policy Committee on Infrastructure Renewal and Public Works – May 28, 2019

Item No. 7 Preliminary Design Study – Chief Peguis Trail Extension West – Main Street to Brookside Boulevard

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the Chief Peguis Trail Extension West project be considered and prioritized amongst other major unfunded capital projects through the development of a City Infrastructure Plan.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Infrastructure Renewal and Public Works – May 28, 2019

DECISION MAKING HISTORY:

Moved by Councillor Allard,

That the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works be adopted.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 11, 2019, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 28, 2019, the Standing Policy Committee on Infrastructure Renewal and Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

The Standing Policy Committee on Infrastructure Renewal and Public Works received submissions with respect to the matter from the following:

- Casey Jones submitted a communication
- George Fraser and Irwin Kumka, Historic Kildonan Church & Cemetery submitted a communication dated May 28, 2019
- Mark Cohoe, Executive Director, Bike Winnipeg submitted a communication dated May 28, 2019

ADMINISTRATIVE REPORT

Title: Preliminary Design Study – Chief Peguis Trail Extension West – Main Street to Brookside Boulevard

Critical Path: Standing Policy Committee on Infrastructure Renewal and Public Works – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Neirinck, P. Eng.	J. Berezowsky	M. Ruta	D. McNeil

EXECUTIVE SUMMARY

On April 25, 2012 Council approved an amendment to the Transportation Master Plan (TMP) advancing Chief Peguis Trail (CPT) – Main Street to Brookside Boulevard to a short term timeframe.

The proposed project consists of the construction of a four-lane divided roadway from Main Street to Brookside Boulevard (Route 90), including overpasses at Main Street and McPhillips Street. It will also include four intersections and three pedestrian and cycling grade overpasses, and improvements to the Kildonan Settlers Bridge to accommodate intersection improvements at Main Street and multi-use pathways on both sides of the roadway.

The Class 3 Budget cost estimate is $486.6 million for CPT – Main Street to Brookside Boulevard. For a phased approached, to complete only CPT – Main Street to McPhillips Street, the Class 3 estimate is $262.3 million. The second phase, McPhillips Street to Brookside Boulevard, would occur at a future date based on need. These estimates are based on the project being funded in 2020. If the project approval is delayed, construction inflation needs to be added to the budget which is currently projected to be 3% annually.

The exact timeframe of when Chief Peguis Trail is needed is not fully known. The Public Service has reviewed the planned development in the northwest quadrant of the city and current traffic projection estimates indicate Chief Peguis Trail between Main Street and McPhillips will not be required until after 2031. An upcoming review of the Transportation Master Plan will provide more analysis on the required project timing.

The Public Service is recommending that this project be prioritized amongst other major unfunded capital projects through the development of a City Infrastructure Plan.

RECOMMENDATIONS

1. That the Chief Peguis Trail Extension West project be considered and prioritized amongst other major unfunded capital projects through the development of a City Infrastructure Plan.

2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

The 2015 Capital Budget adopted by Council on March 23, 2015 included funding for the Preliminary/Detailed Design for Building Canada Fund Projects in the amount of $3,000,000.00. On March 25, 2015 Council adopted the Chief Peguis Trail Extension West from Main Street to Brookside Boulevard as a priority project to pursue inter-governmental funding.

IMPLICATIONS OF THE RECOMMENDATIONS

The Public Service will consider and prioritize this project amongst other major unfunded capital projects through the development of a City Infrastructure Plan.

The Public Service would need further approval in the future to begin negotiations for land acquisition. No existing rights are extinguished nor are owners prevented from current or future applications to develop these lands.

HISTORY/DISCUSSION

On April 25, 2012 Council approved an amendment to the Transportation Master Plan (TMP) advancing Chief Peguis Trail (CPT) – Main Street to Brookside Boulevard to a short term timeframe. The 2011 Transportation Master Plan had identified the portion of CPT from Main Street to McPhillips Street as medium term timeframe and from McPhillips Street to Brookside Boulevard as long term timeframe. The 2011 TMP defined Short, Medium and Long-term timeframes as project completion by 2016, 2021, and 2031 respectively.

Residential and employment growth over the next 25 years in north Winnipeg and the adjacent Capital Region Municipalities will result in increased travel demand. This increase in travel demand will be multi-modal, but a significant portion will be vehicle trips. There is a need to accommodate future regional traffic growth. The Chief Peguis Trail extension will be required to accommodate this growth but the timing of when it is required is uncertain at this point.

CPT is intended to provide a continuous east-west link between the east and west sections of the Perimeter Highway (PTH 101) via CentrePort Canada Way, improving access to industrial parks in the vicinity of the airport, and further develop the future inner ring road. It is also intended to serve areas in the northern portions of the City that are designated “General Manufacturing” policy area in *Complete Communities*, new developments near the northern edge of the City (Precincts D, E, F, & G) and development north of the City limits.

Based on currently available data that these Precincts will primarily be building out between 2031 and 2041, the City's traffic model identifies that this segment of CPT will only slightly relieve pressure on the closest parallel route, Leila Avenue, and will have very little impact on routes south of it. The Perimeter Highway to the north is also far from being at capacity.

The Secondary Plan for Precinct F was approved by Council in 2014 that includes a medium and high density residential and commercial node. Residential development in Precinct F is not limited by existing road infrastructure. In addition, the lack of a CPT extension is not a limiting factor in allowing the commercial area to develop.

A Secondary Plan for Precinct G was approved by Council on January 31, 2019. It includes a residential neighborhood with local commercial uses. Road improvements along McPhillips Street and CPT between Main Street and McPhillips Street will be required to accommodate a significant portion of the development. The forecasted volume for the Main Street to McPhillips Street segment by 2041 is 38,400 vehicles per day.

The forecasted volume for the McPhillips Street to Brookside Boulevard segment by 2041 is 22,000 to 29,000 vehicles per day. This is considered a light to moderate traffic volume for this standard of roadway. As comparison this is a similar volume to what exists on Grant Avenue through the Assiniboine Forest area that is accommodated with a much more modest corridor.

The Public Works Department's VISUM Transportation Model primarily shows a need for upgrades/improvements to North-South routes rather than East-West routes throughout the City due to higher vehicle to capacity (V/C) ratios in the future (2031 and 2041 horizons). In the north part of the City, corridors that require further investigation include McPhillips Street, Main Street, Lagimodiere and Route 90 (between the Perimeter & Wellington). Thus, it is recommended that updates to land use planning assumptions and an update to the TMP be undertaken before prioritizing transportation network improvements.

Ultimately, the extension of CPT between McPhillips Street and Brookside Boulevard may be influenced by the timeline of future development at CentrePort.

The preliminary design study was completed by WSP Canada Group Ltd. (WSP). The WSP Preliminary Design Report Executive Summary is attached as Appendix A with representative plan drawings in Appendix B, and property acquisition requirements in Appendix C.

The CPT Extension will initially be a 4-lane divided rural cross-section roadway with variable right-of-way width between Main Street and Brookside Boulevard. The corridor will be expandable to a six-lane divided cross-section by adding one lane in each direction in the median when expansion becomes necessary.

The CPT extension includes modifications to the Kildonan Settlers Bridge over the Red River to allow for construction of new eastbound and westbound lanes, a new grade separation on CPT over Main Street (Single Point Urban Interchange) and a grade separation over McPhillips Street (Diamond Interchange), as well as new pedestrian and cycling bridges over Main Street south of CPT, over CPT west of Ferrier Street and over CPT at Amber Trails.

New at-grade intersections along CPT at Ferrier Street, Pipeline Road, Dr. Jose Rizal Way and Brookside Boulevard have also been identified, along with realignment of Ferrier Street and a

single-lane roundabout at the intersection of Templeton Avenue and Ferrier Street/McGregor Street. McPhillips Street will be widened from four-lanes to six-lanes from Leila Avenue to North Point Boulevard.

A 200 stall park and ride was identified to be located in the northwest quadrant of the proposed interchange at CPT and Main Street. The adjacent bus stop will include a heated shelter, benches, and bicycle storage.

Active transportation along the corridor will include multi-use pathways along the south side of the CPT extension from Main Street to Brookside Boulevard and along the north side of the CPT extension from Main Street to a proposed pedestrian and cyclist grade separation between Pipeline Road and Dr. Jose Rizal Way.

Landscaping features include planting design, protection and restoration of natural areas, a proposed park at Ferrier Forest, accessibility, safety, rest areas, pathway lighting, integration with the surrounding context, and heritage features.

Noise attenuation walls are identified on the north side of CPT at Wisteria Way and Endcliffe Place.

Extensive public engagement was undertaken during both the functional and preliminary design stage of the project. Public engagement information can be found on Public Works project website.

The Class 3 Budget cost estimate is $486.6 million for CPT – Main Street to Brookside Boulevard. For a phased approached, to complete only CPT – Main Street to McPhillips Street, the Class 3 estimate is $262.3 million. The second phase, McPhillips Street to Brookside Boulevard, would occur at a future date based on need. These estimates are based on the project being funded in 2020. If the project approval is delayed, construction inflation needs to be added to the budget which is currently projected to be 3% annually. The above amounts include an additional $37.5 million for the full project and $15.2 million for the phased project, above the WSP Class 3 estimates identified in Appendix A, to account for the assumption that the City will solely fund the project and utilize 100% debt financing.

The City's Debt Strategy outlines parameters which establish debt limits. The City's remaining capacity to borrow and stay within the Debt Strategy is approximately $150 million. Thus, if the City issued $486.6 million, or $262.3 million for a phased approach, of additional debt to fund the Chief Peguis Trail Extension West project, it would exceed the Debt Strategy.

FINANCIAL IMPACT

Financial Impact Statement Date: March 25, 2019

Project Name:

Preliminary Design Study – Chief Peguis Trail Extension West – Main Street to Brookside Boulevard

COMMENTS:

There is no financial impact associated with the recommendations of this report.

There is no capital budget for this project at this time. Options presented in this report range from $262.3 million to $486.6 million (Class 3 estimates). Funding will be referred for further consideration and prioritization amongst other major unfunded capital projects through development of a City Infrastructure Plan.

"Original Signed by J. Ruby, CPA, CA"
J. Ruby, CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to Legal issues)
- Planning Property and Development Department (as to Property Issues)

OURWINNIPEG POLICY ALIGNMENT

This report aligns with Our Winnipeg – Sustainable Transportation, Section 05-2 Major Street Network. This includes strategic street network improvements and strategies to improve active transportation.

The 2011 Transportation Master Plan (TMP) identified Chief Peguis Trail – Main Street to McPhillips Street as a medium term priority (by 2021) and Chief Peguis Trail – McPhillips Street to Brookside Boulevard as a long term priority (by 2031). On April 25, 2012 Council approved an amendment to the Transportation Master Plan advancing Chief Peguis Trail (CPT) – Main Street to Brookside Boulevard to a short term timeframe.

This report is recommending that the decision on when to refer the CPT Extension Project to the Capital Budget Process, including applicable phasing alternatives, be determined after the Transportation Master Plan has been updated and adopted by Council.

SUBMITTED BY

Department: Public Works
Division: Engineering
Prepared by: B. A. Neirinck, P. Eng.
Date: March 26, 2019

Attachments:
Appendix A – WSP Executive Summary
Appendix B – Drawings
Appendix C - Property