Minutes – Council – May 30, 2024

Minute No. 298
Report – Standing Policy Committee on Public Works – May 7, 2024

Item No. 2 Henderson Highway North Improvements Study

COUNCIL DECISION:

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

1. That the preliminary design for the Henderson Highway North Improvements, as shown in Appendix B, be approved.

2. That the Class 3 Budget Estimate of $50.030 million for the project be referred to the 2025 Budget process.

3. 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 Public Works – May 7, 2024

DECISION MAKING HISTORY:

Moved by Councillor Lukes,

That the recommendation of the Standing Policy Committee on Public Works be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 22, 2024, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Public Works and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 7, 2024, the Standing Policy Committee on Public Works concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

The following persons submitted communications with respect to the matter:

- David Grant
- Mark Cohoe

ADMINISTRATIVE REPORT

Title: Henderson Highway North Improvements Study

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

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Neirinck, P.Eng.	J. Berezowsky	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

The pavement on a segment of Henderson Highway is nearing the end of its useful life. In 2020, Council funded preliminary design of a pavement reconstruction project on Henderson Highway from Gilmore Avenue to the City limit at Glenway Avenue.

The Public Service contracted a consultant to complete this study; work took place over 2022 and 2023.

The study looked at:

- Installing a median along undivided portions of the street;
- Adjusting the roadway to improve drainage and accessibility of Transit stops;
- Improving the travel experience for pedestrians, cyclists, and Transit users;
- Replacing the aging Bunn's Creek crossing structure; and
- Reviewing the land use planning policy framework for the area.

Based on technical expertise and what was learned through a three-phase public engagement program, the Public Service is now recommending a preliminary design that includes:

- Reconstructing the four-lane divided roadway with a center median;
- Adding a new bidirectional bike path on the west side of the street;
- Improving Transit amenities and making stops more accessible; and,
- A new crossing structure for Bunn's Creek.

The Class 3 Budget Estimate is $50.030 million (based on a project start date of 2027 and four years of construction).

This report outlines the details of the design, including property acquisitions and other considerations.

RECOMMENDATIONS

1. That the preliminary design for the Henderson Highway North Improvements, as shown in Appendix B, be approved.

2. That the Class 3 Budget Estimate of $50.030 million for the project be referred to the 2025 Budget process.

3. 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 2021 Capital Budget adopted by Council on December 16, 2020 included funding in the Regional Street Renewal Program for preliminary design for reconstruction of Henderson Highway North from Gilmore Avenue to the City Limit, in the amount of $700,000.

IMPLICATIONS OF THE RECOMMENDATIONS

Approval of the recommended preliminary design would allow the Public Service to consider and prioritize this project within the Capital Budget process under the Regional and Local Street Renewal Program and the Waterway Crossing and Grade Separation Program.

The approved design would form the basis of future design refinement and implementation, subject to Council approval of funding to advance the project to construction.

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

The findings of this study may support future Public Service recommendations concerning the North Henderson Secondary Plan By-Law 1300/76, which may be brought separately by the Department of Planning, Property and Development.

HISTORY/DISCUSSION

Background

The segment of Henderson Highway from Gilmore Avenue to the city limit at Glenway Avenue has existed as some form of public transport route since European settlement of the area in the 1800's. Eventually, it was developed into a rural highway serving the adjacent agricultural land use on the outskirts of the City. Over time, various Provincial and local governments upgraded the highway to serve motorized vehicles, including pavement, two lanes in each direction, shoulders, and ditch drainage. The City of Winnipeg inherited responsibility for this segment of the highway with the amalgamation of North Kildonan into the City of Winnipeg via the City of Winnipeg Act (1971).

Development adjacent to the corridor continued to occur, increasing the density of residential and commercial land uses. Despite this, Henderson Highway has remained rural in nature; an undivided four-lane roadway with shoulders and shallow ditches for drainage. In an increasingly urban context, the existing infrastructure presents the following challenges:

- The corridor lacks a cohesive access management strategy for vehicles turning onto and off of Henderson Highway. A large number of private approaches are accessible from both directions, and without the presence of a centre median, left turning vehicles frequently impede through traffic.
- The corridor does not provide dedicated bike infrastructure. Pedestrians are also underserved; north of Bunn's Creek, the corridor only has a sidewalk on one side of the street.
- The ditches and culverts suffer from frequent clogging due to ice and debris, and lack of a curbside boulevard results in poor accessibility for Transit users at stops.

Additionally, the existing pavements within the study are in poor condition and are expected to require reconstruction within the next five years. Similarly, the existing concrete box culvert structure located at the Bunn's Creek crossing is in poor condition and has reached the end of its life. The existing culvert was built in the 1930's and is hydraulically undersized. Thus, the need to reconstruct the existing pavement and crossing structure provides an opportunity to improve the entire right-of-way consistent with current City of Winnipeg standards

Anticipating that a reimagining of the corridor would be required to renew the infrastructure assets and address performance and user equity gaps, Council approved a preliminary design study as part of the 2021 Capital Budget, Regional Street Renewal Program.

On June 17, 2021, RFP No. 231-2021 was awarded to Stantec Consulting Ltd. to complete a preliminary design study including public engagement, and produce a Class 3 Budget Estimate for the project.

Recommended design

An executive summary of the findings of the preliminary design study are provided in Appendix A. The recommended design drawings are shown in Appendix B. Key improvements associated with the recommended design are discussed in Table 1.

Table 1: Key improvements and associated benefits of the recommended design

Improvement	Benefit
New centre median	• Separates northbound and southbound traffic to improve safety. • Provides refuge area for pedestrians and cyclists crossing Henderson Highway. • Allows for more intentional access management and reduced conflicts between vehicles, pedestrians and cyclists. • Allows for left turn storage lanes at intersections and major median openings, improving traffic flow. • Is wide enough to allow U-turns for most vehicles.
New bi-directional bike path on west side	• Provides dedicated bike infrastructure separate from vehicular traffic. • Maintains a designated sidewalk area for pedestrians. • Provides a contiguous north-south active transportation route through the study area, which connects to east-west walking and biking routes throughout the community, and connects to the Chief

	Peguis Greenway Trail to the south, and the Rural Municipality of East St. Paul's trail system to the north.
Urbanization of the cross section	• Eliminates shallow ditches prone to drainage issues. • New curbside boulevards will provide improved Transit stops and accessible service. • Presents opportunity for streetscaping and improved corridor aesthetics.
New crossing structure at Bunn's Creek	• Replaces an aging structure that has reached the end of its useful life. • Supports the improvements to Henderson Highway above (new median, pedestrian and bike infrastructure). • Improves the hydraulic capacity of Bunn's Creek. • Satisfies modern regulatory requirements for navigability and protection of the environment.

The recommended design was prepared in light of the following:

- *OurWinnipeg 2045 and Complete Communities 2.0* - These policies encourage active transportation and seek to increase equity, accessibility, and multi-modal transportation options along major roads and connections between neighbourhoods. The study area is designated as an "Area of Stability – Recent Community".
- *Pedestrian and Cycling Strategies* ("PCS") - In 2015, the PCS identified this segment of Henderson Highway corridor as requiring further study. This study included a comprehensive active transportation planning component.
- *Winnipeg Transit Master Plan* ("WTMP") - Adopted by Council in 2021, the WTMP indicates that Henderson Highway will become a frequent line in the short term. Transit stop locations, spacing, amenities, and connections with walking and biking infrastructure reflect this designation. Adjacent residential areas will be served by On-Request buses, bringing Transit users directly to the frequent line on Henderson.
- *Universal Design Policy* and 2015 *Accessibility Design Standards* - This policy and standard seek to create environments, programs and services that respond to the needs of the widest range of the population possible including a diversity of body types, identities, and abilities.

Public Engagement

The Public Service undertook three phases of public engagement to gauge Winnipeggers' needs, challenges, and design preferences for the area. The design was refined at each stage of the study based on input received.

Phase 1: Pre-design engagement

This phase occurred prior to any significant technical or engineering design work. The project team met directly with property owners who may be directly affected by future construction to gather property-specific information. Members of the general public could provide input on existing conditions and issues in the area via an interactive online map. This input helped the project team create a functional design that responded to issues.

Phase 2: Functional design engagement
During this phase, the project team presented a functional design to the public and area stakeholders. The Public Service held an informational pop-up event on June 11, 2022 at McIvor Mall and an open house on June 16, 2022 at the Bronx Park Community Centre.

Phase 3: Preliminary design engagement
During this final phase of public engagement, the project team presented the recommended design and proposed improvements to the public for additional input and feedback via stakeholder meetings, public open house and an online survey.

Key findings were as follows:

- When asked if the recommended design would improve quality of life, 56 percent of survey respondents *agree* or *strongly agree* that the recommended design would improve their quality of life.
- When asked if they were concerned the recommended design would negatively affect how they live, work, or travel along/through the area, 67 percent of respondents were *not concerned*.
- 63 percent of respondents agreed that the recommended median openings balance safe traffic flow with local access.
- 69 percent of respondents feel the recommended improvements would make it *somewhat* or *a lot easier* to walk, bike, scoot, or wheel from Henderson Highway to other areas.
- 27 percent of respondents would be encouraged to use Transit more, while an additional 24 percent would use Transit about the same amount.

At the conclusion of Phase 1 and Phase 2, public engagement summary reports were published on the project website: www.winnipeg.ca/henderson. The public engagement reports for all three phases of engagement are provided in Appendix C, D and E, respectively.

Property impacts

All permanent property acquisitions required for the improvements lie on the west side of the Henderson Highway right-of-way. Originally, the right-of-way width associated with Henderson Highway was approximately 30.18 metres (99 feet) wide. As development and densification occurred over the years (particularly on the west side of Henderson Highway), additional right-of-way width was secured through development approvals, resulting in a total right-of-way width of approximately 36.58 metres (120 feet). Thus, acquisition of the remaining approximately 6.4 metres (21 feet) depth of frontage is required for select properties, primarily those that have not experienced major redevelopment.

The recommended design will require partial property acquisition from a total of 10 properties. All affected properties are located within the City of Winnipeg. During the final phase of public engagement, the proposed design indicated acquisition of an additional two properties located in the vicinity of Glenway Avenue, within the Rural Municipality of East St. Paul. Since that time, the roadway geometry was revised to eliminate the need for these additional acquisitions.

Temporary construction easements will be required from a small number of properties to facilitate modifications to private property (e.g. relocation of private approaches, regrading work) to suit the proposed design.

Subject to Council approval of funding to advance this project to construction, the Public Service would need further approval by Council or its delegated authority in the future to begin negotiations for property acquisition. No existing rights are extinguished nor are owners prevented from current or future applications to develop these lands.

Property impacts are indicated on the drawings in Appendix B. Permanent acquisition needs are indicated by the purple dashed line.

Next steps

Subject to approval of Recommendation 1, the recommended design would form the basis for future design refinement and construction of the project, if and when funding was to be approved by Council. The approved design would be prioritized amongst other capital projects as part of the investment planning process.

The Class 3 Budget Estimate is $50.030 million based on starting the project in 2027. Approximately 20 percent of this budget is attributed to the reconstruction of the Bunn's Creek crossing structure with the other 80 percent attributed to road renewal/improvements including property acquisition.

This estimate assumes the project is funded under the Regional Street Renewal Program ($40 million) and Waterway Crossing and Grade Separation Program ($10 million) over four years (2027 through 2030). The anticipated annual scope of work and associated capital requirements are described in Table 2. The funding amounts identified in the anticipated budget years are currently unallocated to specific projects within the future budget forecasts for the respective programs.

Table 2: Anticipated annual scope of work and associated capital requirements

Anticipated Budget Year	Scope of Work	Annual Funding Amount ($k)	
		Regional and Local Street Renewal	Waterway Crossings and Grade Separations
2027	• Professional consulting services (to begin detailed design refinement and contract administration services) • Property acquisition • Begin utility relocation works	$10,030	
2028	• Culvert replacement works • Land drainage modifications • Continue utility relocation works	$5,000	$10,000
2029	• First year of major pavement reconstruction of Henderson Highway (south of Bunn's Creek)	$15,000	
2030	• Second year of major pavement reconstruction of Henderson Highway (north of Bunn's Creek)	$10,000	
Subtotal		**$40,030**	**$10,000**
Total Class 3 Budget Estimate		**$50,030**	

FINANCIAL IMPACT

Financial Impact Statement

Date: April 4, 2024

Project Name:

First Year of Program 2027

Henderson Highway North Improvements Study

	2027	2028	2029	2030	2031
Capital					
Capital Expenditures Required	$ 10,030,000	$ 15,000,000	$ 15,000,000	$ 10,000,000	$ -
Less: Existing Budgeted Costs	10,030,000	15,000,000	15,000,000	10,000,000	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
External	-	-	-	-	-
Grants (Identify)	-	-	-	-	-
Reserves, Equity, Surplus, Other	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	733,332	1,050,000	1,050,000	700,000	-
Net Cost/(Benefit)	$ (733,332)	$ (1,050,000)	$ (1,050,000)	$ (700,000)	$ -
Less: Existing Budget Amounts	(733,332)	(1,050,000)	(1,050,000)	(700,000)	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Budgets are not currently in place to undertake the project as detailed in this report. This statement reflects the cost of the project being referred to the 2025 budget process. This statement has been prepared on the basis that the project will be undertaken within the Regional and Local Street Renewal program ($40.030 million) and Waterways Crossings and Grade Separations program ($10.0 million) with no increases to amounts currently forecasted for these programs, as identified in the 2024 Capital Budget. Incremental Revenue/Recovery represent estimated administrative charges for departmental engineering, corporate admin and corporate interest recovered from capital.

J. Ruby, 2024-04-04

J. Ruby CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with:

- Winnipeg Transit
- Office of Public Engagement (as to the public engagement section)
- Legal Services (as to Legal issues)
- Department of Planning Property and Development (as to planning and property issues)

OURWINNIPEG POLICY ALIGNMENT

This report aligns with OurWinnipeg 2045 – Complete Communities Direction Strategy 2.0 – G2 Strategic Infrastructure and Resources, Goal 6 “Limit potential impact on neighbourhoods from major roadways while allowing major roadways to function efficiently for their intended use.”

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report aligns with the Winnipeg Climate Action Plan in the following ways:

- 3.4 Increase Active Transportation Rates
- 3.5 Reduce Traffic Congestion

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The report aligns with the Winnipeg Poverty Reduction Strategy, Goal 5A - the affordability and accessibility of transportation and transit service is increased.

SUBMITTED BY

Department: Public Works
Division: Engineering
Prepared by: Cam Ward, P. Eng.
Date: April4, 2024
File No: 21-G-02

Attachments:
Appendix A – Stantec Executive Summary

Appendix B – Drawings

Appendix C – Phase 1 Public Engagement Summary

Appendix D – Phase 2 Public Engagement Summary

Appendix E – Phase 3 Public Engagement Summary