Agenda – Standing Policy Committee on Property and Development – July 6, 2026

REPORTS

Item No. 5 Expropriation of Lands and Opening of Public Right-of-Way - Henderson Highway North Improvements Project

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the Director of Legal Services be instructed to initiate expropriation proceedings, including preparing the necessary by-law for submission to Council, to acquire the lands identified as "PROPOSED ACQUISITION AREA" on Misc. Plan Nos. 16085/1, 16086/1, 16080/1, 16081/1, 16068/1, 16069/1, 16070/1, 16071/1, 16078/1, and 16079/1 (attached as Schedule A to this report), required for the Henderson Highway North Improvements Project.

2. That subject to the approval of Recommendation 1, the Chief Administrative Officer be authorized to request the Province of Manitoba to waive the requirement for an expropriation inquiry, under Clause 9(8)(a) of the Expropriation Act, if required.

3. That subject to the approval of Recommendation 1, the proposed street opening shown as "PROPOSED OPENING" on Misc. Plan No. 2846/2 (attached as Schedule C to this report), be approved to be opened as a public right-of-way.

4. That the Director of Legal Services and City Solicitor be instructed to prepare and bring directly to Council for enactment a by-law to facilitate the street opening shown as "PROPOSED OPENING" on Misc. Plan No. 2846/2 with Schedule C.

5. That the authority be delegated to the Director of Planning, Property and Development to negotiate and approve any ancillary agreements required for the expropriation, in accordance with this report and such other agreements deemed necessary by the City Solicitor to protect the City's interests.

6. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing, including the demolition of any improvements, execution of any necessary documents, and preparation of any necessary by-laws, plans, and any intermediary steps that may be required to acquire the lands for the Project and have the lands opened for public right-of-way.

ADMINISTRATIVE REPORT

Title: Expropriation of Lands and Opening of Public Right-of-Way - Henderson Highway North Improvements Project

Critical Path: Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
G. Chappell (Acting)	H. Borys	B. D'Avignon, acting for T. Graham	J. Dunford

EXECUTIVE SUMMARY

To proceed with the Henderson Highway North Improvements Project (the "Project"), the City needs a portion of several private properties. The Project will improve road safety and construct a bike path. The works are intended to start in Summer 2027.

The Public Service is asking Council to approve the following:

1. Expropriation of parts of privately owned properties needed for the Project. These are shown on the Misc. Plans attached as Schedule A (collectively, the "Subject Properties").

2. Open the lands on the Misc. Plans attached as Schedule C as public right-of-way. This includes parts of the Subject Properties and nearby City-owned lands needed for the project.

The City initiated negotiations to buy all required land. Negotiations are at various stages. Some agreements have been finished, and others have not. Expropriation is recommended so the City can get access to align with the Project timelines.

Property owners will be compensated as per The Expropriation Act. Offers of compensation are made after a confirmed expropriation.

RECOMMENDATIONS

1. That the Director of Legal Services be instructed to initiate expropriation proceedings, including preparing the necessary by-law for submission to Council, to acquire the lands identified as "PROPOSED ACQUISITION AREA" on Misc. Plan Nos. 16085/1, 16086/1, 16080/1, 16081/1, 16068/1, 16069/1, 16070/1, 16071/1, 16078/1, and 16079/1 (attached as Schedule A to this report), required for the Henderson Highway North Improvements Project.

2. That subject to the approval of Recommendation 1, the Chief Administrative Officer be authorized to request the Province of Manitoba to waive the requirement for an expropriation inquiry, under Clause 9(8)(a) of the Expropriation Act, if required.

3. That subject to the approval of Recommendation 1, the proposed street opening shown as “PROPOSED OPENING” on Misc. Plan No. 2846/2 (attached as Schedule C to this report), be approved to be opened as a public right-of-way.

4. That the Director of Legal Services and City Solicitor be instructed to prepare and bring directly to Council for enactment a by-law to facilitate the street opening shown as “PROPOSED OPENING” on Misc. Plan No. 2846/2 with Schedule C.

5. That the authority be delegated to the Director of Planning, Property and Development to negotiate and approve any ancillary agreements required for the expropriation, in accordance with this report and such other agreements deemed necessary by the City Solicitor to protect the City’s interests.

6. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing, including the demolition of any improvements, execution of any necessary documents, and preparation of any necessary by-laws, plans, and any intermediary steps that may be required to acquire the lands for the Project and have the lands opened for public right-of-way.

REASON FOR THE REPORT

According to the “Real Estate - Acquisition of Property” Policy, Council approval is required to approve the Declaration of Expropriation and Expropriation By-law.

Dedication of land as a public right-of-way requires a by-law pursuant to Section 139 of The City of Winnipeg Charter.

Council approval is required before land can be legally opened as public right-of-way.

IMPLICATIONS OF THE RECOMMENDATIONS

The expropriation will enable the City to obtain the Subject Properties and avoid Project delays pending the transfer of property interests.

While there are no direct financial implications associated with authorizing the expropriation, the City will be responsible for compensating the property owners for the market value of the land interests acquired, as well as other applicable costs, in accordance with The Expropriation Act. Offers of Compensation will be provided to affected property owners once the expropriation is confirmed by Council.

If Council concurs with the recommendations contained in this report, the Subject Properties, together with lands already owned by the City, will be opened as public right-of-way.

HISTORY/DISCUSSION

On May 30, 2024, Council approved the preliminary design for the Henderson Highway North Improvements Project, at which time a Class 3 cost estimate was identified, with future funding to be considered through the capital budget process. The Project seeks to improve road safety on Henderson Highway through the construction of a centre median and bi-directional bike path. In addition, the structure which allows a crossing at Bunn's Creek will be replaced and an urban cross section will be created within the Project limits.

The approved design for the Project includes the Subject Properties, as well as lands owned by the City.

On December 17, 2025, City Council approved the 2026 Preliminary Capital Budget, including the Supplement to the 2026 Preliminary Budget. The Project is included within the Public Works capital program under the Regional and Local Street Renewal Program and forms part of the multi-year capital investment plan. The Supplement to the 2026 Preliminary Budget provides first charge authorization, permitting funding for the Project to support these acquisitions in advance of the adoption of the 2027 Capital Budget.

The Public Works Department requested that the Real Estate Division negotiate the acquisition of the Subject Properties, being the lands identified as "PROPOSED ACQUISITION AREA" on Misc. Plan Nos. 16085/1, 16086/1, 16080/1, 16081/1, 16068/1, 16069/1, 16070/1, 16071/1, 16078/1, and 16079/1, required for the Project.

The Public Service has initiated negotiations to acquire all Subject Properties. Negotiations are at various stages and are ongoing. Given the number of properties involved and the project schedule, purchasing the Subject Properties is not expected to be completed in time to support the planned construction timeline. Expropriation is recommended as the most timely means to assemble the land and complete the Project.

The required lands form part of a continuous corridor and are necessary to advance the Project as designed. Delays in securing these lands would impact the City's ability to proceed with construction and may result in project delays.

The Public Works Department has been consulted and concurs with the intention of this report.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 4, 2026

Project Name:

Expropriation of Lands and Opening of Public Right of way - Henderson Highway North Improvements Project

COMMENTS:

There are no direct financial implications associated with the initiation of expropriation proceedings.

Mike McGinn May 4, 2026
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services Department (as to legal issues)
- Public Works Department – Engineering Division, Bridge Planning and Operations.

OURWINNIPEG POLICY ALIGNMENT

This report is in accordance with the OurWinnipeg 2045 Development Plan. It supports achieving Policy 6.22 as the proposed expropriation and opening are needed to secure the lands required for corridor improvements and public right-of-way configuration that support safer and more usable transportation infrastructure.

Goal: City Building

Objective: Integrate resilient land use, transportation and infrastructure planning, and investments.

Policy: 6.22 Complete Streets
Apply complete streets principles in the design, reconstruction, construction and operation of designated Urban Mixed-Use Corridors, and other areas of the city where appropriate, to enhance the safety and usability of an integrated and sustainable transportation system based on a hierarchy of users which safeguards those most at risk of fatality and injury.

Goal initials: EP (Economic Prosperity), HW (Good Health and Well-Being)

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The proposed recommendations in this report align with the Winnipeg Climate Action Plan by supporting the Key Direction and Action noted below by enabling the acquisition and opening of lands required to complete the Henderson Highway North Improvements Project. The project will advance sustainable transportation by supporting improved traffic flow and increasing the use and efficiency of active transportation paths.

Key Direction: 3.4 Increase Active Transportation Rates (Primary Responsibility: Public Works Department)

Action: Prioritize capital investments in active transportation to establish connected and integrated corridors for walking and cycling, along with supporting infrastructure.
Timeframe: Medium Term

Page Reference: 48

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given to whether this report aligns with and advances the Winnipeg Poverty Reduction Strategy. The information and recommendations presented in this report align with the following:

Guiding Principle: Promote and maintain the well-being of all residents.

Goal 5: Improved access to transportation and mobility options.

Related 10-year Objective: Increased collaboration with community partners improves access to safe and secure transportation by all residents.

Actions: While this report supports the delivery of transportation infrastructure improvements that may enhance mobility and access along the Henderson Highway corridor, these improvements also play a critical role in supporting low-income residents who rely on public transportation to access essential services, employment opportunities, and pathways out of crisis situations.

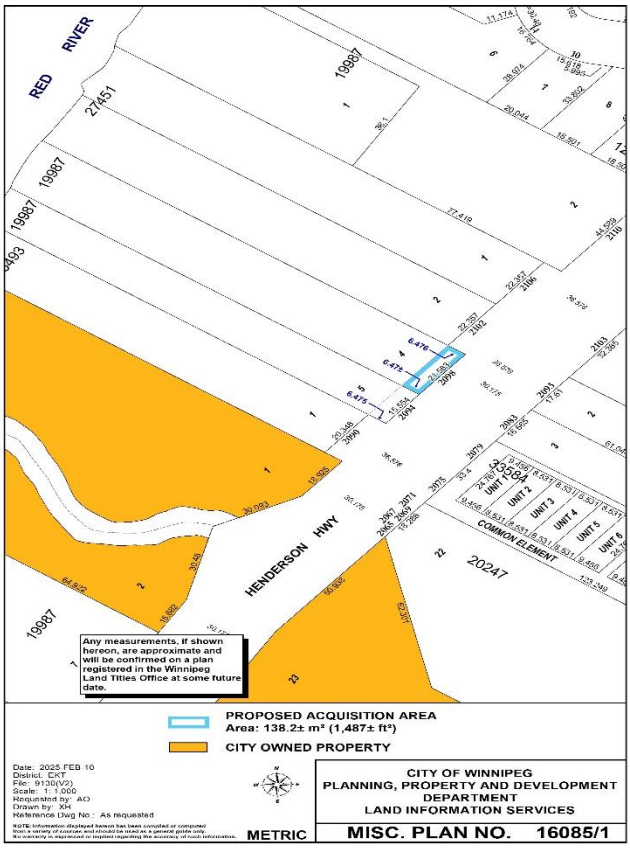
Responsibility:
Lead Department- Public Works
Collaborating Department- Planning, Property and Development

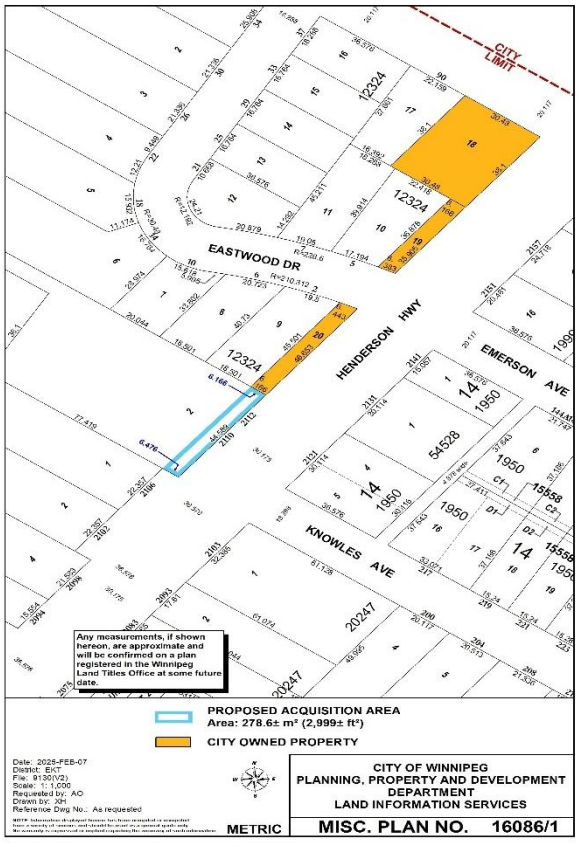
SUBMITTED BY

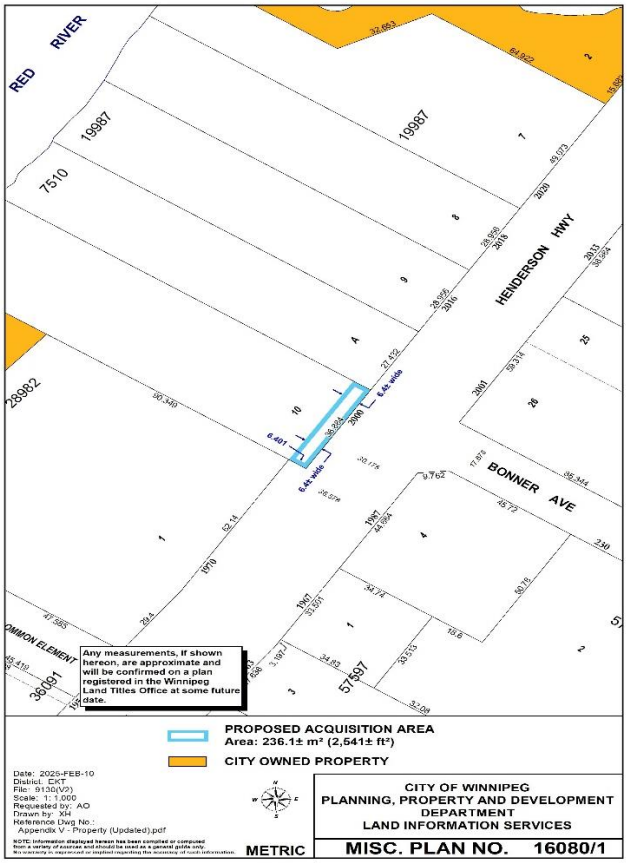
Department: Planning, Property and Development Department
Division: Real Estate and Land Development
Prepared by: Nike Owolabi, Senior Negotiator
Date: May 22, 2026
File No.:

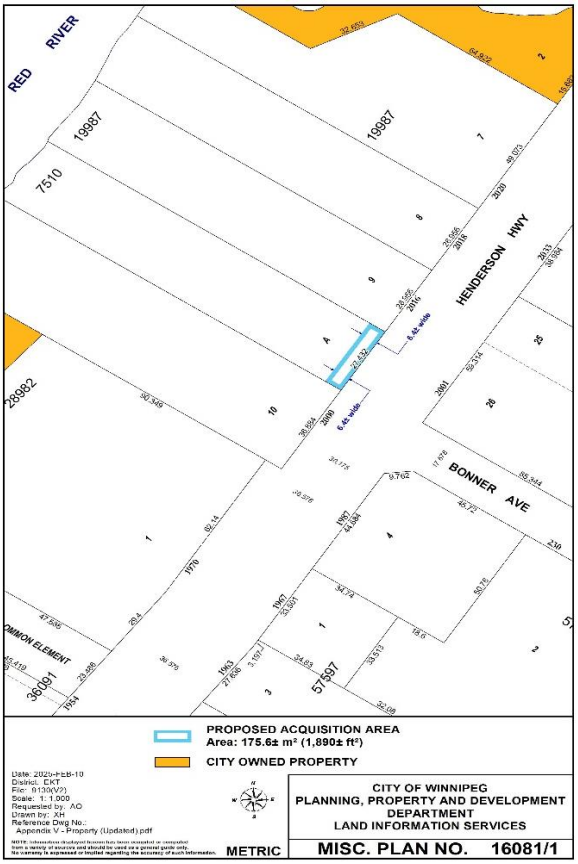
Attachments: Schedule A – Misc. Plans for Subject Properties
Schedule B – Site Descriptions
Schedule C – Right-of-Way Opening Plan

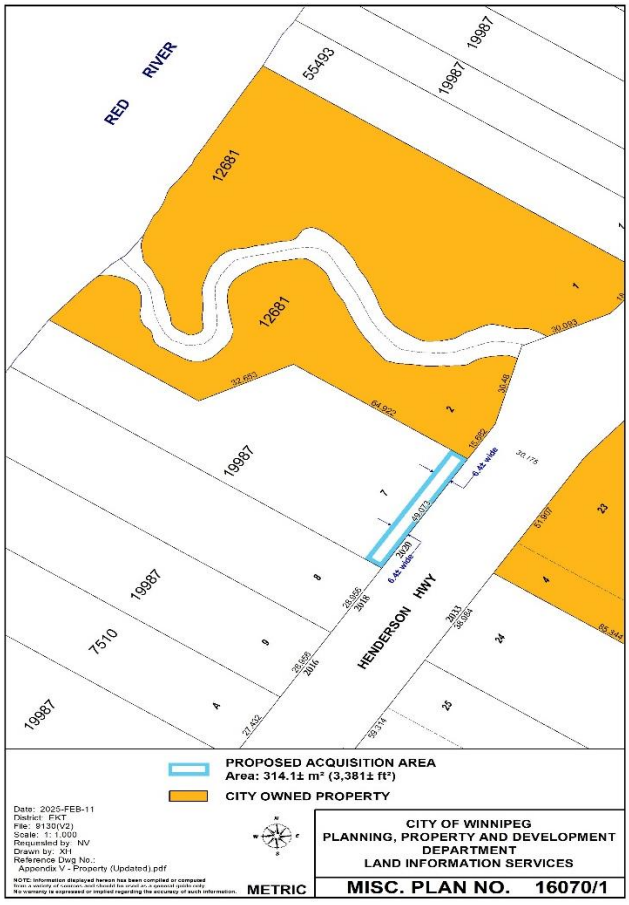
SCHEDULE A
MISC. PLANS FOR SUBJECT PROPERTIES

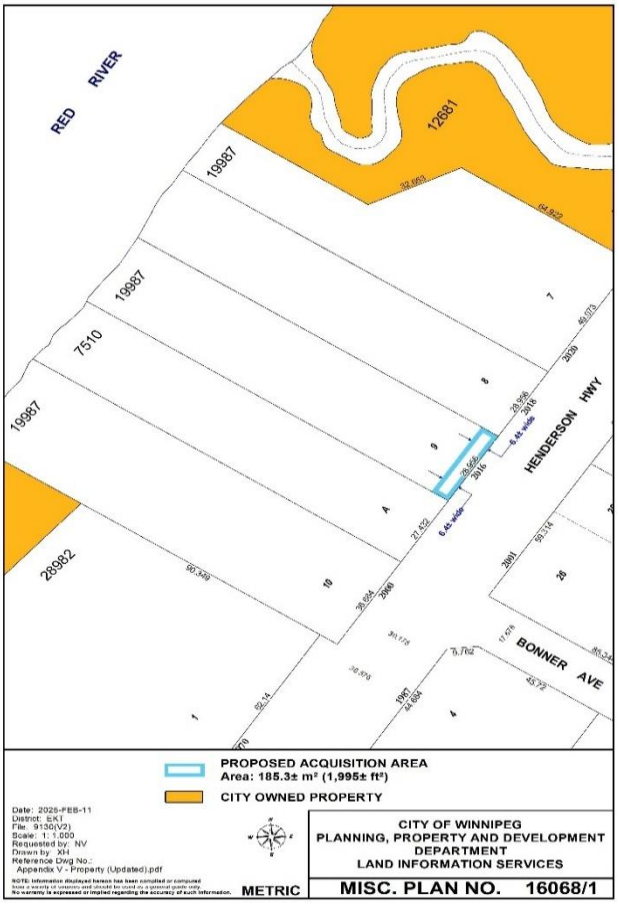


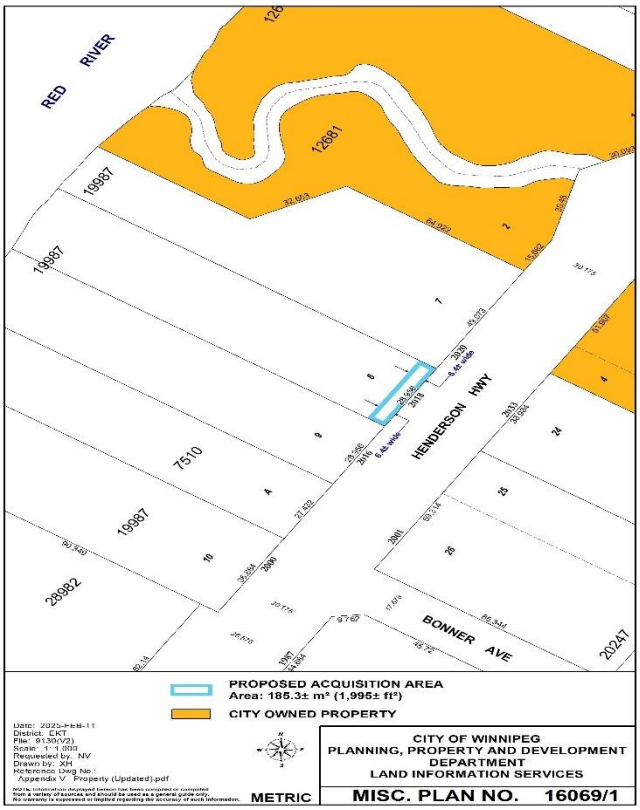


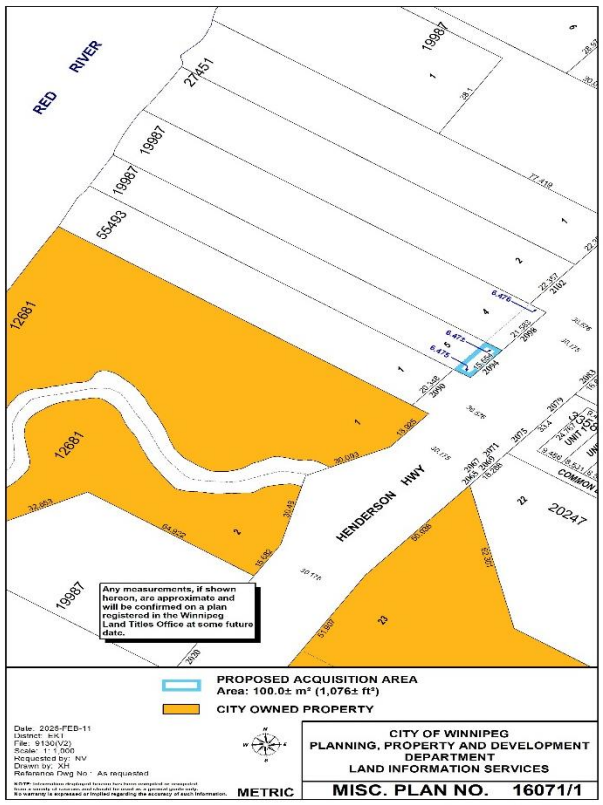


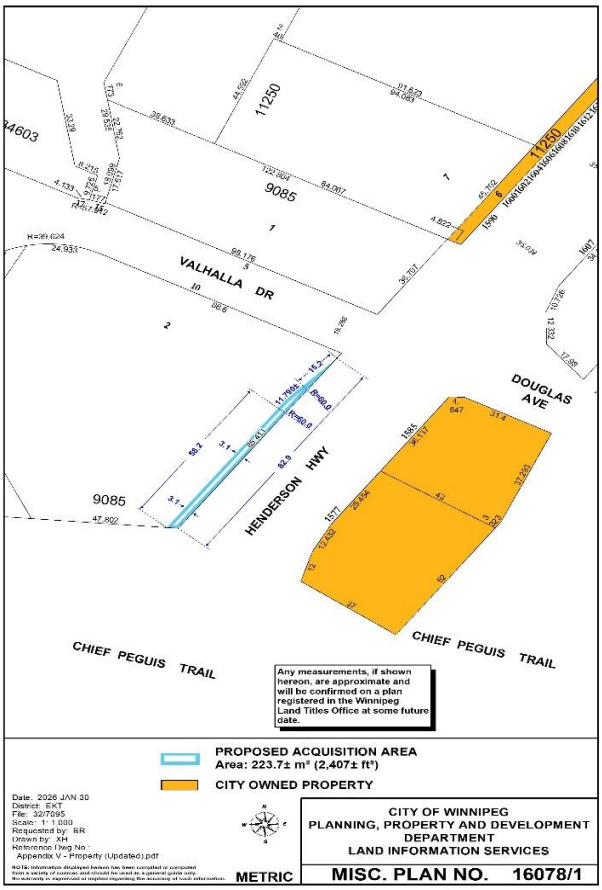


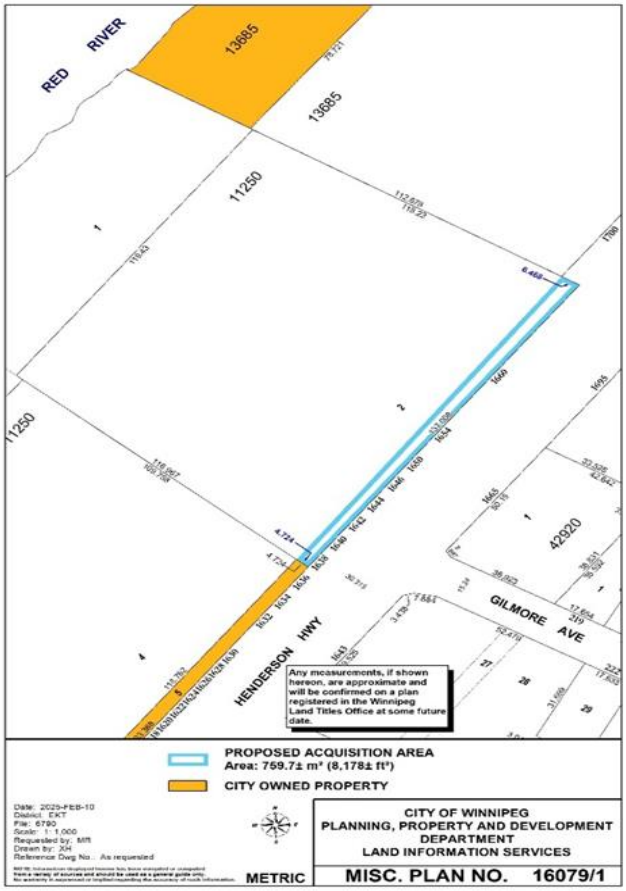

RED RIVER
12681
55493
19987
7510
HENDERSON HWY
PROPOSED ACQUISITION AREA
Area: 314.1± m² (3,381± ft²)
CITY OWNED PROPERTY
CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
LAND INFORMATION SERVICES
METRIC
MISC. PLAN NO. 16070/1


RED RIVER
12681
19987
7510
28982
HENDERSON HWY
BONNER AVE
PROPOSED ACQUISITION AREA
Area: 185.3± m² (1,995± ft²)
CITY OWNED PROPERTY
CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
LAND INFORMATION SERVICES
METRIC
MISC. PLAN NO. 16068/1


RED RIVER
12681
19987
7510
28982
HENDERSON HWY
BONNER AVE
20247
PROPOSED ACQUISITION AREA
Area: 185.3± m² (1,995± ft²)
CITY OWNED PROPERTY
CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
LAND INFORMATION SERVICES
METRIC
MISC. PLAN NO. 16069/1


RED RIVER
27451
19987
55493
12681
HENDERSON HWY
20247
Any measurements, if shown hereon, are approximate and will be confirmed on a plan registered in the Winnipeg Land Titles Office at some future date.
PROPOSED ACQUISITION AREA
Area: 100.0± m² (1,076± ft²)
CITY OWNED PROPERTY
CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
LAND INFORMATION SERVICES
METRIC
MISC. PLAN NO. 16071/1


11250
9085
VALHALLA DR
HENDERSON HWY
DOUGLAS AVE
CHIEF PEGUIS TRAIL
CHIEF PEGUIS TRAIL
Any measurements, if shown hereon, are approximate and will be confirmed on a plan registered in the Winnipeg Land Titles Office at some future date.
PROPOSED ACQUISITION AREA
Area: 223.7± m² (2,407± ft²)
CITY OWNED PROPERTY
CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT
DEPARTMENT
LAND INFORMATION SERVICES
METRIC
MISC. PLAN NO. 16078/1


RED RIVER
13685
11250
HENDERSON HWY
GILMORE AVE
42920
Any measurements, if shown hereon, are approximate and will be confirmed on a plan registered in the Winnipeg Land Titles Office at some future date.
PROPOSED ACQUISITION AREA
Area: 759.7± m² (8,178± ft²)
CITY OWNED PROPERTY
CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT
DEPARTMENT
LAND INFORMATION SERVICES
METRIC
MISC. PLAN NO. 16079/1

SCHEDULE B
SITE DESCRIPTIONS HOLDING DETAILS

Holding 4
Location: 2098 Henderson Highway
Legal Description of Owner's lands: SP LOT 4 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN
Zoning: R1-E
Description of proposed acquisition area: All that portion of SP LOT 4 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 138.2± m^2 (1,487± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16085/1

Holding 3
Location: 2110–2112 Henderson Highway
Legal Description of Owner's lands: SP LOT 2 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN
Zoning: R1-E
Description of proposed acquisition area: All that portion of SP LOT 2 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 278.6± m^2 (2,999± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16086/1

Holding 11
Location: 2000 Henderson Highway
Legal Description of Owner's lands: SP LOT 10 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN
Zoning: R1-E
Description of proposed acquisition area:
All that portion of SP LOT 10 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 236.1± m^2 (2,541± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16080/1

Holding 10
Location: 2008 Henderson Highway
Legal Description of Owner's lands: PARCEL A PLAN 7510 WLTO IN RL 42 PARISH OF KILDONAN
Zoning: R1-E

Description of proposed acquisition area: All that portion of PARCEL A PLAN 7510 WLTO IN RL 42 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 175.6± m^2 (1,890± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16081/1

Holding 9
Location: 2016 Henderson Highway
Legal Description of Owner's lands: SP LOT 9 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN
Zoning: R1-E
Description of proposed acquisition area: All that portion of SP LOT 9 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 185.3± m^2 (1,955± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16068/1

Holding 8
Location: 2018 Henderson Highway
Legal Description of Owner's lands: SP LOT 8 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN
Zoning: R1-E
Description of proposed acquisition area: All that portion of SP LOT 8 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 185.3± m^2 (1,995± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16069/1

Holding 7
Location: 2020 Henderson Highway
Legal Description of Owner's lands: SP LOT 7 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN
Zoning: R1-E
Description of proposed acquisition area: All that portion of SP LOT 7 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 314.1± m^2 (3,381± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16070/1

Holding 5
Location: 2094 Henderson Highway
Legal Description of Owner's lands: SP LOT 5 PLAN 19987 WLTO

IN RL 39 TO 43 PARISH OF KILDONAN

Zoning: R1-E

Description of proposed acquisition area: All that portion of SP LOT 5 PLAN 19987 WLTO IN RL 39 TO 43 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 100.0± m^2 (1,076± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16071/1

Holding 16

Location: 10 Valhalla Drive

Legal Description of Owner's lands: LOT 2 PLAN 9085 WLTO
IN RL 51 AND 52 PARISH OF KILDONAN

Zoning: RMF-L

Description of proposed acquisition area: All that portion of LOT 2 PLAN 9085 WLTO IN RL 51 AND 52 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 223.7± m^2 (2,407± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16078/1

Holding 14

Location: 1654 Henderson Highway

Legal Description of Owner's lands: LOT 2 PLAN 11250 WLTO
IN RL 50 AND 51 PARISH OF KILDONAN

Zoning: RMF-L

Description of proposed acquisition area: All that portion of LOT 2 PLAN 11250 WLTO IN RL 50 AND 51 PARISH OF KILDONAN, as shown bordered, and identified as "**PROPOSED ACQUISITION AREA Area: 759.7± m^2 (8,178± ft^2)**" on a drawing on file in the City's Planning, Property and Development Department as Misc. Plan 16079/1

SCHEDULE C

RIGHT-OF-WAY OPENING PLAN

