Agenda – Standing Policy Committee on Public Works – June 12, 2025

REPORTS

Item No. 11 Marion Street Corridor Improvements Study

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

That this report be received as information.

DECISION MAKING HISTORY:

COUNCIL DECISION:

On November 16, 2016, Council adopted the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works:

1. That the results of the design study for widening and grade separation of Marion Street between Lagimodiere Boulevard and Youville Street be received as information.

2. That the Public Service be directed to investigate and report back on more affordable functional design options to improve transportation deficiencies along Marion Street between Lagimodiere Boulevard and Youville Street that do not include a grade separation or widening.

3. That the more affordable options to be investigated by the Public Service include the use of a public consultation process, improvements to the accommodation of pedestrian and cyclists as well as improvements to safety and traffic operation at key intersections; while minimizing land requirements.

ADMINISTRATIVE REPORT

Title: Marion Street Corridor Improvements Study

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

AUTHORIZATION

Author	Department Head	CFO	CAO
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EXECUTIVE SUMMARY

The Public Service is proposing functional design improvements to Marion Street Corridor. The project will be moved forward to the investment planning process for prioritization amongst other regional street improvements. As identified in this report the next phases of the project can be undertaken in segments instead of as one large project.

In February 2020, the Public Service engaged Dillon Consulting Limited (Dillon) to undertake a functional engineering study (RFP No. 888-2019) and HTFC Planning and Design (HTFC) to undertake public engagement (RFP No. 887-2019). The executive summary for Dillon's Functional Design Report is included as Appendix A with Functional Design Drawings in Appendix B. The Public Engagement Report prepared by the Public Service and HTFC is included as Appendix C.

The corridor study was broken down into five distinct regions of improvement that could be undertaken either together or as separate projects. These projects were ranked using seven weighted criteria related to safety, property impacts, traffic operations, active transportation facilities, placemaking, cost and pavement condition. The Class 4 cost estimates shown are based on commencing any of the projects starting with preliminary design in 2030 for a total aggregate Class 4 cost estimate of $133.3 million. A table summarizing rankings, scores, improvements, and cost estimates for each area of improvement is found in Section 4.0 Conclusions.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On November 16, 2016, Council concurred in the recommendation of the Standing Policy Committee on Infrastructure Renewal and Public Works and adopted the following:

1. That the results of the design study for widening and grade separation of Marion Street between Lagimodiere Boulevard and Youville Street be received as information.

2. That the Public Service be directed to investigate and report back on more affordable functional design options to improve transportation deficiencies along Marion Street between Lagimodiere Boulevard and Youville Street that do not include a grade separation or widening.

3. That the more affordable options to be investigated by the Public Service include the use of a public consultation process, improvements to the accommodation of pedestrian and cyclists as well as improvements to safety and traffic operation at key intersections; while minimizing land requirements.

On March 20, 2019, Council adopted the 2019 Capital Budget which included the Marion Street Improvements - Functional Design Study in the amount of $917,000. This Project expanded the limits of the Study to include Goulet and Marion Street between St. Mary's Road and Lagimodiere.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

The Public Service will move forward with next steps, including referral to the investment planning process and prioritizing this project amongst other regional street projects.

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.

HISTORY/DISCUSSION

1.0 Background

In 2011, Council approved the Winnipeg Transportation Master Plan (TMP) which identified improvements to Metro Route 115 from Archibald Street to Lagimodiere Boulevard as a short-term major road network improvement. The TMP also identified the Marion Street/Goulet Street couplet (hereby referred to as the Marion/Goulet couplet) as a Transit Quality Corridor and described several proposed additions to the Active Transportation Network within the study area.

In November 2016, Council received the widening and grade separation study for Marion Street between Rue Youville and Lagimodiere Boulevard. Council directed the Public Service to investigate more affordable options that do not include a grade separation or widening, in order to improve safety, traffic operations as well as pedestrian and active transportation accommodation while minimizing land acquisition requirements.

In 2019, the Public Service undertook a pre-project public engagement strategy named "Moving on Marion" to receive input from Winnipeggers on the parameters for a new study.

The 2019 Capital Budget included funding for the Marion Street Improvements – Functional Design Study. The new study expanded the limits from St. Mary's Road to Lagimodiere Boulevard including a complete streets approach for the Marion Street/Goulet Street couplet as well as localized improvements at a number of intersections.

In February 2020, the Public Service engaged Dillon Consulting Limited (Dillon) to undertake a functional engineering study and HTFC Planning and Design (HTFC) to undertake public engagement.

To achieve these objectives, the project scope was expanded to encompass interrelated areas within the neighbourhood, each with unique transportation uses and needs. This included the area west of Youville Street along Goulet Street and Marion Street to St. Mary's Road. The land use within the Marion/Goulet couplet is a mix of commercial retail and residential, with different priorities and impacts than other locations within the Project limits.

The Marion Corridor Improvements Study aims to improve the community livability for AT users, neighbourhood connectivity and vehicular traffic flow, so that all modes co-exist in a safe environment. This proposed functional design for the Marion Corridor Study will improve transportation deficiencies with a complete street design approach, ensuring facilities are safe, comfortable and welcoming for all users.

2.0 Study Findings and Recommended Design

The functional design study of areas of improvement along the Marion Street Corridor was completed by Dillon and the Functional Design Report – Executive Summary is attached as Appendix A with representative plan drawings in Appendix B.

A main focus while undertaking the study was to create a functional design that is budget conscious, can be undertaken in the next five to 10 years, and excludes any major road and rail underpass or overpass structures. Property acquisition and land required has been kept to a minimal amount to achieve the project goals.

The corridor study was broken down into five distinct areas of improvement and are represented in Table 1 below:

Region Name	Limits
Marion-Goulet Couplet	St. Mary's Road from the Norwood Bridge to Eugenie Street. Marion – Goulet Couplet from St. Mary's Road to just west of Youville Street.
Youville Curve	Youville Street from Goulet Street to Marion Street.
Marion-Archibald Intersection	Marion from the Seine River to Nicolas Avenue. Archibald from Tremblay Street to Giroux Street.
Marion-Panet-Dawson Intersection	Marion from the CPR Emerson rail line to Turenne Street. Dawson Road from south of Marion to north of Panet Road.

Region Name	Limits
	Panet Road from Marion Street to northeast of Dawson Road.
Marion-Lagimodiere-Dugald Corridor	Marion Street from Turenne Street to Lagimodière Boulevard. Lagimodière Boulevard from Dawson Road to north of Dugald. Dugald Road from Holden Street to CNR Sprague Overpass.

2.1 Key Design Considerations

The Marion Street Corridor Improvements Study considered a number of key design considerations, as summarized in Appendix D.

The proposed corridor improvements along the Marion-Goulet route focus on enhancing active transportation, safety, and public space while minimizing property impacts and aligning with complete streets principles. Key upgrades include protected bike lanes, multi-use paths, improved intersections, and streetscape enhancements like green buffers, seating, and better transit facilities. Major traffic upgrades are planned at critical intersections such as Archibald, Panet, and Lagimodiere, along with culvert replacements for better drainage. The plan prioritizes safety, connectivity, and cost-effective implementation, with a phased approach based on functional design rankings.

2.2 Public Engagement

In 2019, the City undertook pre-engagement planning with the community to build and confirm project objectives and to test and confirm project notification methods and engagement techniques to ensure they were designed to meet community needs. Based on feedback received during this pre-engagement (retroactively referred to as Phase 1), the City kicked off the Moving on Marion Street project to determine how to improve the Marion Street corridor used for the movement of people, goods and services. Based on the differing needs from one end to the other, the project was generally separated into a West Segment and East Segment for public engagement purposes:

- The East Segment (roughly east of the Marion-Archibald intersection through the Marion-Lagimodiere-Dugald corridor) would focus on the transportation corridor – transit, truck and vehicle movement with particular emphasis on access, AT extensions and connections, and how they relate to access and future area businesses and development.
- The West Segment (Marion-Goulet Couplet through the Marion-Archibald intersection) would have greater focus on urban design improvements for pedestrians and cycling, transit and future transit hubs, neighborhood vitality and character for both businesses and residents.

Simultaneously to the technical study (RFP No. 888-2019) awarded to Dillon, the City independently awarded the public engagement portion of the assignment (RFP No. 887-2019) to HTFC Planning and Design (“HTFC”), in order to autonomously continue to manage the next phases of engagement. The Public Engagement Report prepared by the Public Service and HTFC is included as Appendix C.

Phase 2 public engagement presented recommended designs for all five regions (areas of improvement) presented in this report. Participants were asked targeted questions about these recommendations through stakeholder and landowner meetings, online engagement and online workshops to help inform the next stage of design. All Phase 2 engagement opportunities were organized around the two distinct geographic areas of the Marion corridor – with an East Segment and West Segment focus:

- Phase 2 feedback received included direct property owners, and this led to alterations such as location of vehicular approaches, property requirements, or curb bump-out locations for the functional design.
- Feedback received from other stakeholders and the public in general was also used to determine the preferred conceptual design and refine it into the recommended functional design. This included feedback on important bus transfer locations, complex pedestrian crossings, and unique traffic operations during rush hour;

For Phase 3, the final phase of public engagement, participants had the opportunity to provide input on the proposed functional design for each project element presented by the Technical Consultants in order to refine the functional designs in each region:

- This phase included how feedback collected during Phase 2 of public engagement from affected landowners, stakeholders and the general public was or was not incorporated into the design.
- Phase 3 public engagement collected feedback to confirm that the proposed design would achieve the goals of improving traffic flow and road safety and enhance neighbourhood livability, while ensuring the project team understands how the design would impact various road users and residents.

Feedback received over three phases of public engagement ensured the study was grounded in the perspectives of community members, landowners, and stakeholders. At each phase in the process, the design was refined based on the input received. Details of the public engagement phases can be found on the project website https://www.Winnipeg.ca/movingonmarion.The public engagement summary report for the final phase of engagement is provided in Appendix C.

2.3 Property Acquisition Summary

A total of 65 private properties were identified for full or partial takings in order to accommodate the proposed functional design at an estimated cost of $14.04 million assuming the project commences by 2030. The breakdown per region is as follows:

Region	Number of Properties Required	Cost
Marion – Goulet Couplet	4 partial takings	$0.13 M
Youville Curve	12 partial and 4 full takings	$3.36 M
Marion/Archibald Intersection	8 partial takings	$2.28 M
Marion/Panet/Dawson Intersection	11 partial takings	$0.83 M
Marion/Lagimodiere/Dugald	6 partial and 20 full takings	$7.44 M

2.4 Estimated Project Cost

Based on a project commencement by 2030 with a three-five-year project for preliminary/detailed engineering design, and construction, the Class 4 estimate totals $146.3 million. However, a portion of Goulet Street from Youville to Traverse was completed in 2024 and the next segment of Goulet Street from Traverse to Taché is programmed in the Capital Budget for 2026. Factoring out those segments, the overall Class 4 estimate for the remaining segments is $133.3 million assuming project commencement by 2030.

The current cost estimate reflects 2024 construction market conditions and assumes project commencement in 2030 with an expected annual inflation of three percent. The estimate assumes a traditional design-bid-build procurement method. If approvals for any of the areas of improvement are deferred beyond 2030, construction inflation will result in an even further increase in the estimated cost, which is currently projected to be three percent annually.

Table ES-2 in Appendix A (Dillon Executive Summary) provide a further breakdown of the Class 4 cost estimate.

3.0 Functional Design Ranking (of the five areas of improvement)

The final functional designs of the five proposed areas of improvement were compared and evaluated after completion, in order to obtain a ranking outlining which of the areas is the most beneficial to move forward to future design and construction. This was accomplished through the functional design ranking criteria and weighting, and a scoring scale defined to aid in identifying the recommended order to move each area to detailed design and construction.

The criteria included Class 4 Cost Estimates, and acknowledging the condition of the infrastructure in the region. To identify how the concept performed, and how it meets the requirements of each evaluation criteria, a scoring scale of 1 to 5 was applied for most criteria. A weighting rationale for each criterion is noted in Figure 3 below, followed by Figure 4, which shows the scores and the final rankings:

Criteria		Weight	Assessment
1	a) Safety: Pedestrians/Cyclists	10%	Do site upgrades significantly improve safety for vulnerable road users?
	b) Safety: Vehicular Traffic	10%	Do site upgrades significantly improve safety for motorists / passengers?
2	a) Property Impact: Commercial/ Residential	5%	Do site upgrades require commercial / residential property? Building or just property?
	b) Property Impact: Public / Park / Boulevard Space	5%	Do site upgrades require significant change on existing public / park space?

3	Operations/Traffic Performance	10%	How well do site upgrades address traffic operations? Does the concept increase/decrease traffic capacity?
4	Active Transpiration Facilities	10%	Can site improvements close a gap within the network? Do site improvements elevate cycling facilities to comfort levels to capture latent demand?
5	Placemaking: Public Realm	15%	Do site improvements create new comfortable public space gatherings? Do site improvements offer placemaking opportunities?
6	Cost (as per area BoEs)	20%	1: > $40 million 2: $25-$40 million 3: $15-$25 million 4: $5-$15 million 5: < $5 million
7	Pavement condition	15%	What is the expected renewal time frame based on current pavement condition: 1: > 20 years 2: 15-20 years 3: 10-15 years 4: 05-10 years 5: < 5 years

Criteria		**Weight**	**Marion/Goulet**	**Youville**	**Marion-Archibald**	**Maron-Panet-Dawson**	**Marion-Lagimodiere-Dugald**
1	a)	10%	5	5	3	3	2
	b)	10%	3	4	4	3	3
2	a)	5%	5	2	1	3	1
	b)	5%	3	4	3	3	3
3		10%	3	3	4	3	4
4		10%	5	5	4	4	3
5		15%	5	5	4	2	5
6		20%	2	4	2	3	1
7		15%	3	4	4	3	1
Score		**100%**	**360**	**415**	**330**	**295**	**250**
Ranking			**2**	**1**	**3**	**4**	**5**

4.0 Conclusions

Youville Curve has the highest score, due to a very low cost compared to other regions because of its small size, even with property costs considered. It also is expected to greatly improve safety for all modes and is a placemaking opportunity. A table with the breakdown of the ranking and scoring can be found in Appendix E.

Marion-Goulet Couplet has the second highest score. Strengths here were in placemaking, a significant improvement to cycling and pedestrian facilities and thus safety, and minimal property impact. The cost is the second highest of all regions, but could be spread out over multiple projects if needed. What may delay the remaining portions of the couplet is that they

are in relatively good condition, so it is not cost effective to renew them before the end of their life.

Marion-Archibald is in third place. Pavement condition is poor, as is the condition of the Archibald culvert. Archibald itself has been renewed to the south, and the north was renewed in 2023 (including an Active Transportation facility). This leaves the intersection area as an “island” of deteriorated infrastructure along Archibald. Improvements here also have a large impact on vehicular operations and safety. Cycling connectivity benefits are somewhat limited unless the Marion-Goulet Couplet and the Youville Curve are constructed first.

Marion-Dawson-Panet triangle is fourth. Strengths are in its relatively lower cost and cycling facility improvements. Cycling improvements are of much greater benefit if coordinated with the Major Redevelopment Site - D (MRS-D), and construction of a multi-use path along the MRS-D frontage on Marion. The traffic operation improvements are also valuable if matched to the development of MRS-D, which is a contributor to the traffic volumes projected in this study. In addition, costs noted do not include the significant future Water and Waste Department Combined Sewer Overflow works that must occur prior to this improvement being constructed. This further amplifies this lower ranking.

Marion-Lagimodiere-Dugald corridor is fifth and lowest in the ranking. High points were generated by the improvements to traffic operations, and the benefits of the multi-use path creating placemaking adjacent to Lagimodiere Boulevard. However, the current pavement condition is good, costs are very high compared to other regions, and safety improvements are only average. In addition, costs noted do not include the significant future Water and Waste Department Combined Sewer Overflow works that must occur prior to this improvement being constructed. This further amplifies this lower ranking.

5.0 Next Steps

Approval of the recommended functional design and referral to the investment planning process would allow the Public Service to move forward with next steps including prioritizing this project amongst other road improvement projects.

FINANCIAL IMPACT

Financial Impact Statement Date: April 23, 2025

Project Name:

Marion Street Corridor Improvements Study

COMMENTS:

There are no immediate financial implications as result of the recommendations presente the report. Subject to Council approval, the functional design of the Marion Street Improvements will be referred to the investment planning process and prioritized amongs other regional projects. The Class 4 estimate of all improvements, Regions 1-5, at the tir of this report equates to $133.3 million with an assumed project commencement in 203(The Class 4 estimate reflects 2024 construction market conditions with an annual inflatio rate of 3% annually.

J. Ruby, 2025-04-24

J. Ruby, CPA, CA
Manager of Finance & Administration

CONSULTATION

This Report has been prepared in consultation with: N/A

OURWINNIPEG POLICY ALIGNMENT

This report aligns with OurWinnipeg 2045 and Complete Communities Direction Strategy 2.0 (CCDS 2.0) in the following ways:

- OurWinnipeg 2045
    - *Policy 2.6 Integrated Regional Planning.* Marion Street Improvements are based on a collaborative and integrated solution to sustainable transportation system connectivity and efficiency on a regional scale.
    - *Policy 2.9 Reduce Road Congestion.* Marion Street Improvements will enhance Active Transportation and Transit infrastructure, providing viable alternatives to the automobile, helping reduce current and future road congestion.
    - *City Building Objective 2 – Integrate resilient land use, transportation and infrastructure planning, and investments.* Marion Street Improvements support sustainable transportation options and municipal infrastructure capacity for the movement of people and goods.
- CCDS 2.0 - Urban Structure Supports, *G2 Strategic Infrastructure and Resources – Major Roadways Goal 6 – limit potential impact on neighbourhoods from major roadways while allowing major roadways to function efficiently for their intended use*. The proposed design minimizes the impact on neighborhoods to the extent possible while improving the ability for Marion Street corridor to function for its intended use.
- Under Complete Communities 2.0, the Holden Neighbourhood is a "Mature Community," however it is excluded from the Urban Infill Areas and is not subject to the *Mature Communities PDO*. This explicit exclusion is intended to only allowed limited low density future residential development due to the adjacent industrial uses and typical impacts they can have on residential uses.

In 2011, Council adopted the Transportation Master Plan (TMP) which included Marion Street Widening/Grade Separation and Improvements between Archibald Street and Lagimodiere Blvd. as a short-term project (by 2016). In 2013, the Public Service undertook the functional design study. The primary focus of this study was to improve traffic capacity and safety. The functional design study was completed in 2015.

In 2016, Council directed that the previous study be received as information and that the Public Service be directed to investigate and report back on more affordable functional design options to improve transportation deficiencies along Marion Street between Lagimodiere Boulevard and Youville Street that do not include a grade separation or widening.

This report is recommending that the decision on when to include the Marion Street Improvements project(s) in the Capital Budget Process, including applicable phasing alternatives, be determined after the Transportation Master Plan has been updated and adopted by Council.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This project aligns with the following policies from Winnipeg Climate Action Plan:

- *Policy #3.1, Increase Use and Efficiency of Public Transit Systems.* New Transit stops will accommodate articulating buses and enhance connections for riders.
- *Policy #3.4, Increase Active Transportation Rates*. New active transportation paths will fill gaps in the pedestrian and cycling network, and support sustainable transportation options.
- *Policy #3.5, Reduce Traffic Congestion*. Three through lanes in each direction on Lagimodiere Boulevard between Dugald Road and Marion Street, synchronizing traffic signals, and efficient intersection designs throughout the Marion Street corridor will reduce congestion and stop-and-go traffic.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

This project aligns with the following policies from Winnipeg Poverty Reduction Strategy:

- *Goal 5 – Transportation System Equity is Enhanced*. People living in poverty often travel daily to various locations to access services that help meet their basic needs. The proposed design features significant improvements for low cost alternative modes of travel, including walking, biking and Transit.

SUBMITTED BY

Department: Public Works
Division: Engineering
Prepared by: Damir Muhurdarevic, P. Eng.
Date: April 25, 2025
File No.: 20-B-01

Attachments:
Appendix A – Dillon Executive Summary

Appendix B – Drawings

Appendix C – Moving on Marion Street - Public Engagement Report

Appendix D – Key Design Considerations

Appendix E – Rank