Attachment "E": Greenfield phasing summary

INTRODUCTION

One of the key pieces of Complete Communities 2.0 is the introduction of greenfield phasing policies. These policies will establish greater certainty and transparency with regards to the timing of City-funded infrastructure and local area planning needed to enable development. It will also help provide for a sufficient supply of greenfield land necessary to accommodate forecasted growth, in alignment with the City's existing infrastructure priorities.

While it is common for cities to plan for this, it is a new concept in Winnipeg. Additionally, it was found that, through consultation, this was the aspect of Complete Communities 2.0 that the development industry expressed the most concern with. As a result, it was felt that additional reporting was necessary. This appendix will describe the intent and importance of these policies, how they will work, and how they were developed.

PHASING PLAN INTENT

The proposed greenfield phasing plan, located in the General Growth section of Complete Communities 2.0, recognizes the City's role in the provision of an adequate supply of greenfield land that aligns with the City's priorities for infrastructure investment and timing. While developers provide local infrastructure in new neighbourhoods such as water mains, local roads, and sidewalks, the City is typically responsible for providing regional-scale infrastructure such as wastewater interceptors, expressways, and libraries. Proposed policies are designed to help maximize the efficient investment of City resources in capital spending and planning, while directing the timing of these investments in a way that averts land shortages and promotes transparency and predictability.

All sites included in the greenfield phasing plan have been identified as having at least one constraint to development – constraints that are the responsibility of the City to overcome - such as the need for a precinct plan, a major road, and/or regional water/wastewater infrastructure. Greenfield sites that have no such identified constraint are considered to be planned and serviced and do not need to be included in the phasing plan.

These existing constraints may not preclude partial site development, in which case the phasing plan is not designed to limit development rights. For example, despite a local area plan already in place, Precinct Q is included because the need for the Bill Clement Parkway extension will likely preclude its full build-out. However, development can proceed in the interim until that threshold is reached, in which case its Short-to-Medium Term Tier 4 designation will help direct the timing of this roadway's delivery in a way that ensures the continued provision of a healthy supply of greenfield land.

WHY IS GREENFIELD PHASING IMPORTANT TO THE CITY?

Establishing greater certainty on the sequencing and timing of greenfield site development is important for a number of reasons:

1. The City needs to manage competing demands for growth-enabling and growth-supportive infrastructure amidst increasing constraints. The 2020 Infrastructure Plan pegs the City's total capital needs at $11.5 billion over the next decade (inclusive of both new infrastructure and the maintenance of existing infrastructure). At the same time, the City is nearing its maximum borrowing limit, with $86 million of tax-supported and $110 million of utilities capacity remaining, while the City's existing five-to-nine year remaining biosolids treatment capacity and the significant cost to overcome this limitation further emphasize the importance of strategic planning and decision-making.

   Over the time horizon of the plan, the City will face difficult choices in funding capital projects, and while providing multiple opportunities for greenfield development throughout the City provides for greater market choice, it also increases demand for City-funded major roads, water/wastewater/land drainage infrastructure, fire stations, community centres, etc. The greenfield phasing plan provides a basis to manage these priorities.

2. The City needs to manage competing requests and opportunities for local area planning. While it is important to ensure that the City provides an adequate supply of vacant serviced and planned greenfield land, the City must also consider the resourcing implications on other planning priorities, including those that will help the City achieve its 50% intensification target. The greenfield phasing plan provides a basis for the City to manage these varied priorities.

3. The City of Winnipeg organization requires land use assumptions to inform long-range planning across all departments. Greater certainty with regards to what sites will be developed when will increase the reliability of these land use assumptions, enhancing service delivery and, ultimately, taxpayer value.

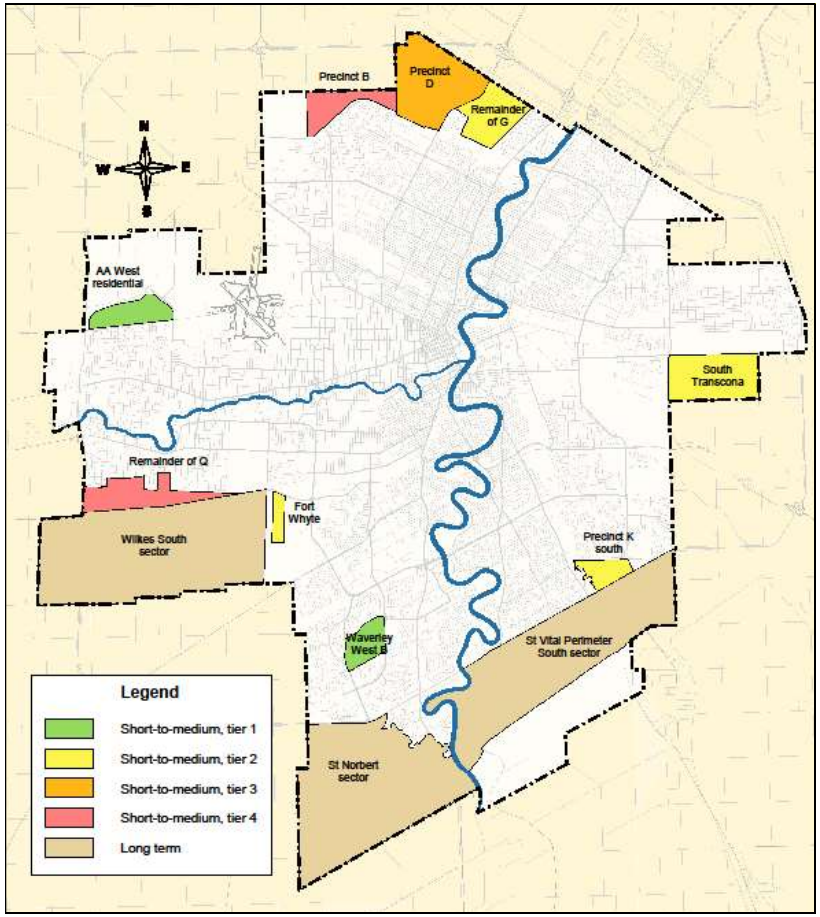
WHY SHOULD INDUSTRY SEE VALUE IN THE PHASING PLAN?

The greenfield phasing plan establishes a link between City capital project prioritization and greenfield land supply, allowing the Public Service to identify the need for delivery of specific projects within clear timeframes in order to maintain a healthy land supply and communicate this to a) the City's Infrastructure Planning Office for incorporation into their annual Infrastructure Plan, and b) Council.

A lack of clear direction on the sequencing of specific capital projects would hinder the ability of Planning, Property, and Development Department and industry to communicate their importance and urgency to the city's land supply. Without it, the implementation of "three-to-five years of vacant serviced supply" would be greatly challenged and more likely to be lost among other City priorities.

HOW DO THE PROPOSED POLICIES WORK?

Greenfield phasing policies are located under Goal 4 of the General Growth section and are centered around Map 3 of the plan, which sorts all unserviced and/or unplanned greenfield sites into two categories, including four tiers of Short-to-Medium Term Lands as well as two tiers of Long Term Lands.



Tiers	Sites
0	Existing serviced
Short-to-medium term lands	
1	Airport Area West Residential
	Waverley West B
2	Fort Whyte
	Precinct K south
	Remainder of Precinct G
	South Transcona
3	Precinct D
4	Precinct B
	Remainder of Precinct Q
Long term lands	
1	St Vital Perimeter South sector
	Wilkes South sector
2	St Norbert sector

Figure 1: Proposed greenfield phasing plan

Policies direct the sequencing of City investments in growth-enabling and -supportive infrastructure and local area planning as a guideline tool. It will inform the former through the City's Infrastructure Plan. The Infrastructure Plan outlines the City's 10-year capital investment strategy, presenting a prioritized listing of projects with recommended timelines for implementation based on multi-criteria, cost benefit analysis. Part of its analysis considers how a project will enable or support growth. Projects will receive higher or lower growth-related scores according to their ties to greenfield phasing plan sites and their tiers.

In conjunction with Policy 4.2 of the General Growth section directing the City to maintain approximately a 10-year supply of planned greenfield land, phasing tiers will direct the sequencing of the City's collaboration with development proponents on precinct plans; the City will prioritize their engagement in these processes based on the phasing plan's tiers. Additionally, if its supply of vacant planned greenfield land exceeds 10 years, it may defer its engagement to redirect resources to other priorities.

The General Growth section allows for deviations to be made to greenfield site sequencing where City infrastructure priorities may change, technical limitations prevent higher priority sites from proceeding, or the proponent of a higher priority site is not able to advance local area planning, and as a result, failure to adjust will result in shortages in vacant serviced and/or planned greenfield land. Policies also prescribe considerations that should be weighed when considering proposed deviations.

RECOMMENDATION BACKGROUND

The development of the phasing plan's site sequencing is based on both qualitative and quantitative multi-criteria analysis and extensive consultation with affected City departments and the development industry, and began following the completion of the Residential Growth Study Greenfield Area assessments and selection of a preferred growth scenario. The following section provides a chronological summary of its evolution.

With these in hand, an internal working group comprised of representatives from the Planning, Property, and Development, Public Works, and Water & Waste departments as well as the City Economist and Asset Management Office identified more qualitative "influencing factors" and developed a draft site sequencing. This was a slight departure from what was originally planned, where the Residential Growth Study's criteria-based assessments would have been weighted and translated directly into priorities. However, as that work evolved, concern grew that these criteria did not fully capture all relevant information. Notably, the working group also grappled with the wider multitude of reasons a City would build capital infrastructure; up until this point, preceding work had almost exclusively focused on accommodating residential growth. For example, higher per-unit costs in the northwest quadrant were predominantly associated with the construction of the Chief Peguis Trail, and these may be justified based on the project's benefits for goods movement/economic development, or their relief of issues in the regional transportation network. A more holistic analytical lens was required, which was addressed by establishing a connection to the City Infrastructure Plan.

Preparation of public engagement draft - Initial influencing factors and prioritization

The following influencing factors determined the site prioritization as found in the public engagement draft of Complete Communities 2.0 released in July 2020. They are roughly organized in order of importance, but were not quantitatively weighted.

1. **The nature of linear infrastructure extensions**. Alternatively, this can be described as "following the pipe". If the development of multiple sites is reliant upon the linear extension of a piece of infrastructure, the site in closest proximity to the extension's origin would precede the site located at the terminus of the extension so as to preclude "leapfrog" development.

2. **Alignment with the timing recommendations of the most recent Infrastructure Plan**. Site prioritization was designed to align with the recommendations of the Infrastructure Plan, the Public Service's best recommendations with regards to the priority and recommended timing of capital project delivery.

3. **Scope of remaining enabling work**. A site's development readiness relative to its scope of remaining enabling work was another important factor. Some sites have relatively few barriers to development, whereas both the City and industry collectively would be challenged to overcome the barriers associated with the most constrained sites in a timely manner. Recognizing these lands as longer-term priorities for development better reflect the timelines necessary in overcoming identified issues as well as realistic expectations for land absorption.

4. **Land supply by quadrant**. In Residential Growth Study consultations, industry representatives emphasized the importance of providing a diversity of market opportunities. As this relates to enabling the development of greenfield areas, this was understood to mean that the City should endeavour to provide supplies in all quadrants of the city.

5. **Land ownership**. It was acknowledged that fractured land ownership patterns constrain land assembly, which is in turn a barrier to development. Consideration was given to enabling development in sites with higher levels of land ownership fracture, understanding that build-out may occur over a longer period of time.

6. **Other Residential Growth Study assessment considerations**. Residential Growth Study criteria such as Proximity to Employment, Capacities of Nearby Schools, Land Ownership, Connectivity to Quality Transit, Site Connectivity and Contiguity, and Vehicular Congestion were not heavily weighted, but were acknowledged as having informational value.

The above-noted influencing factors resulted in the following greenfield site prioritization in the earlier public engagement draft of Complete Communities 2.0, and supported by the rationales further below.

Tiers	Sites
0	Existing serviced
Short-to-medium term lands	
1	Airport Area West Residential
	Precinct K South
	Waverley West B
2	Fort Whyte
	South Transcona
3	Precinct D
	Remainder of Precinct G
4	Precinct B
	Remainder of Precinct Q
Long term lands	
1	St Vital Perimeter South sector
	Wilkes South sector
2	St Norbert sector

Figure 2: Initial greenfield prioritization, Complete Communities 2.0 (public engagement draft)

Site	Tier	Rationale
Airport Area West residential	Tier 1	- Plan well underway and nearing completion. - Design and construction of servicing recommended to be authorized in 2021.
Precinct K south	Tier 1	- Plan complete. - Warde Ave extension (with Seine River bridge) the only growth-enabling infrastructure.
Waverley West B	Tier 1	- Plan complete. - Design and construction of Southwest Interceptor recommended to be authorized in 2023.
Fort Whyte	Tier 2	- Plan has not been initiated. - A wastewater interceptor extension is the only identified growth-enabling infrastructure.
South Transcona	Tier 2	- Plan has not been initiated. - No identified growth-enabling capital projects, although there is a large amount of growth-supportive projects (including the Louise Bridge, which is recommended to be authorized in 2024). - In order to maintain supply in the northeast quadrant, it is needed in the medium term. Existing supply in the quadrant means that it is not imminently needed. - Works to overcome land drainage issues are likely not required as a prerequisite to development, subject to the provision of enhanced land drainage standards. Costs for such works in part will be recovered from development. - Site should be enabled sooner rather than later given its high level of fractured land ownership.
Precinct G	Tier 3	- Plan complete. - Chief Peguis Trail extension is needed to enable the final 25-33% of the site's build-out. Its design and construction is not recommended to be authorized until 2027.
Precinct D	Tier 3	- Plan has not been initiated. - Chief Peguis Trail extension is needed to enable the final 25-33% of the site's build-out. Its design and construction is not recommended to be authorized until 2027.

Precinct B	Tier 4	- Plan has not been initiated. - Chief Peguis Trail extension is needed to enable the final 25-33% of the site's build-out. Its design and construction is not recommended to be authorized until 2027. - With wastewater servicing and Chief Peguis Trail to be extended from east to west, Precinct D would precede development. Local area planning can be delayed while Precinct D provides supply in the northwest quadrant.
Precinct Q	Tier 4	- Plan complete. - Bill Clement Parkway extension needed to enable full site build-out. Its design and construction was not included in the 10-year Infrastructure Plan.
Wilkes South sector	Long term, Tier 1	- Sector plan required in advance of precinct planning. - Significant growth-enabling infrastructure required, including the Bill Clement Parkway and Sterling Lyon extensions, upgrades to the West End wastewater treatment plant, and wastewater interceptors and water feeder mains. None of these projects were included in the 10-year Infrastructure Plan. - With the Bill Clement Parkway extended from north to south, Precinct Q would precede development.
St Vital Perimeter South sector	Long term, Tier 1	- Sector plan required in advance of precinct planning. - Growth-enabling wastewater interceptors and water feeder mains not included in the 10-year Infrastructure Plan. - Large amount of growth-supportive projects required. - Other sites can provide supply in the southeast quadrant in the short-to-medium term.
St Norbert sector	Long term, Tier 2	- Sector plan required in advance of precinct planning. - Wastewater servicing needs to be provided from the South End treatment plant, meaning St Vital Perimeter South would precede development. - Growth-enabling wastewater interceptors and water feeder mains not included in the 10-year Infrastructure Plan.

Figure 3: Supporting rationale for the initial greenfield prioritization, Complete Communities 2.0 (public engagement draft)

Initial industry engagement and feedback

Following the release of the public engagement draft in June 2020, the Urban Planning Division met with development industry representatives several times. During these consultations, the greenfield phasing plan was consistently raised as one of their largest areas of concern, including a lack of a clear understanding with regards to how site sequencing recommendations were made. During an afternoon workshop on October 8, they expressed a preference for a matrix-based approach to lend greater transparency to its recommendations. They also felt that the City's rationale put too much emphasis on City-borne costs while undervaluing the benefits of capital projects and developments.

Industry representatives were also surprised about the recommended sequencing of a number of sites, a result of City-funded growth-enabling infrastructure requirements that they did not expect. Specifically, they claimed they were unaware of additional servicing requirements necessary for full site build-out for Precinct G (Chief Peguis Trail), Precinct Q (Bill Clement Parkway), and Waverley West B (Southwest Interceptor), although the respective City departments indicated that these were noted during the precinct planning processes.

Preparation of first reading draft – A matrix-based approach

As a result of this industry feedback, the Urban Planning Division committed to re-evaluating its sequencing using a quantitative-based matrix, which was used to inform the draft of Complete Communities 2.0 that was given first reading by Council in January 2021. The first step in doing so was to develop measurable criteria. Concepts initially considered as influencing factors in the earlier approach were borrowed from heavily. Residential Growth Study assessment criteria were also incorporated where appropriate. Criteria were organized into three categories: Infrastructure/City Costs, Development Readiness, and Complete Communities. Scores were awarded for each category on a 5-point scale, and were then weighted based on importance.

Criteria	Description	Scoring
Infrastructure/City costs		
Extension of linear infrastructure	Does development of the site rely on the extension of one or more linear-oriented infrastructure projects whose sequencing will first enable other study areas?	No = 5 Yes = 1
Infrastructure Plan alignment	Planned timing of growth-enabling infrastructure as per the 2020 Infrastructure Plan	0-2 years (2020 to 2021) or no growth-enabling infrastructure = 5 2-4 years = 4.5 4-6 years = 4 6-8 years = 3.5 8-10 years = 3 Not included in the Infrastructure Plan = 0
City costs per unit	Total share of City-borne enabling and supportive infrastructure costs divided by forecasted number of residential units	Points allocated relatively to the lowest cost per unit and rounded to the nearest half-point.
Development readiness		
Scope of remaining enabling work	Qualitative assessment considering local area plans required, number of growth-enabling projects, and their overall cost	Scale between: No growth-enabling work = 5 Significant growth-enabling work = 0 And rounded to the nearest half-point.
Land ownership	Ratio of unique land owners per acre	Determine the number of unique land owners and the total land area within each study area. Determine ratios and award points based on the following ranges: < 0.01 = 5 0.01 to 0.02 = 4.5 0.02 to 0.03 = 4 0.03 to 0.05 = 3.5 0.04 to 0.07 = 3

		0.07 to 0.08 = 2.5 0.08 to 0.1 = 2 0.1 to 0.11 = 1.5 0.11 to 0.15 = 1 > 0.15 = 0
Complete Communities principles		
Land supply by quadrant	Existing planned and serviced greenfield land supply within the quadrant	Scores based on forecasted number of dwelling units as of January 1, 2020. Scores weighted in relation to each other and then rounded to the nearest half-point. Northeast = 5 Northwest = 0 Southeast = 2.76 Southwest = 2.18
Proximity to employment	Distance to and total jobs per employment area	Study area score = jobs within 2.5km of study area (5) + jobs between 2.5 and 5km of study area (3.5) + jobs between 5 and 7.5km of study area (2) + jobs between 7.5 and 10km of study area (1) Scores of all study areas then weighted against each other on a 5 pt scale and rounded to the nearest half-point.
Capacities of nearby schools	Distance to and capacities of nearby elementary and junior high schools	Points awarded based on proximity to and capacity of nearby elementary and junior high schools according to the following: Study area score = School1 (Capacity score1 * Distance score1) + School2 (Capacity score2 * Distance score2) + etc./site area Where distance scores = 0-400m = 10 400-800m = 6 800-1600m = 3 1600-3000m = 1

		And where capacity scores = 0-60% = 5 60-90% = 3.5 90-105% = 2 > 105% = 1 Scores of all study areas then weighted against each other on a 5 pt scale and rounded to the nearest half-point.
Connectivity to planned Primary Transit Network	Does the Transit Master Plan indicate a potential Primary Transit Network connection? (Y/N)	Yes = 5 No = 1

Figure 4: Criteria used for the revised matrix-based approach

The development of these criteria was not simply a matter of scoring the qualitative-based influencing factors previously noted. A number of adjustments were made to reflect industry feedback:

- City-borne costs were considered on a per-unit basis to better reflect development benefits.
- Higher levels of land fracture were penalized under the Land Ownership criterion.
- The transit measurement used in the Residential Growth Study Greenfield Area assessments was replaced by an indicator noting future Primary Transit Network service as per the Winnipeg Transit Master Plan. It was felt this was a better indicator of future service and development entitlements than the earlier indicator, which was also not very well understood.
- Two other Residential Growth Study criteria were not adapted into this analysis. There was concern that the “Vehicular Congestion” criterion may double-count major road project considerations, and it was felt that while “Site Connectivity and Contiguity” was useful as an indicator, it should not be a key decision-making factor.

Throughout both the Residential Growth Study and greenfield phasing processes, the development industry emphasized the importance of ensuring criteria captured development benefits. The matrix criteria reflected this in three ways:

- Development benefits are inherent in “Infrastructure Plan alignment” since its recommendations are based on cost-benefit analyses undertaken for individual infrastructure projects.
- “City costs per unit” points to the efficiency of City capital spending from a growth-accommodation perspective.
- “Land supply by quadrant” provides the market with a range of opportunities.

Results of this analysis were as follows:

Sites	Infrastructure/City costs			Development readiness		Complete communities principles				Total
	Linear infrastructure extension	Infrastructure Plan alignment	City costs per unit	Scope of remaining enabling work	Land ownership	Land supply by quadrant	Proximity to employment	Capacities of nearby schools	Primary Transit Network connectivity	
Criteria weighting →	**10**	**25**	**13**	**25**	**8**	**9**	**3**	**3**	**4**	100
AA West Residential	5	5	4.5	3.5	4	2	3.5	5	1	80
Waverley West B	5	4.5	3	3.5	1	2	3	2	5	70
Precinct K south	5	0	4	4.5	3	3	3	2	5	60
South Transcona	5	5	0	4	0	5	3	1	5	70
Fort Whyte	5	0	3.5	4	5	2	4.5	4	5	60
Remainder of Precinct G	5	3.5	0	2.5	4	1	4.5	1.5	5	56
Precinct D	5	3.5	0.5	2	2.5	1	4	0	5	51
Remainder of Precinct Q	5	0	5	3.5	0	2	4	3	1	49
Precinct B	5	3.5	0.5	2	4.5	1	4	1.5	1	52
St Vital PS sector	5	0	3.5	2	1	3	3	0.5	5	42
St Norbert sector	1	0	2	1.5	5	2	1.5	0	5	31
Wilkes South sector	1	0	3.5	1	2.5	2	5	0	5	31
All scores out of 5 and rounded to the nearest half-point										

Figure 5: Results of the quantitative, matrix-based analysis

The charts below indicate the rationale behind the awarded scores, organized by criteria category:

Sites	Infrastructure/City costs		
	Linear infrastructure extension	Infrastructure Plan alignment	City costs per unit*
AA West Residential	n/a	Water and wastewater recommended to for authorization in 2021	Water and wastewater servicing, share of Silver Ave extension
Waverley West B	n/a	Southwest interceptor recommended for authorization in 2023	Share of southwest interceptor, fire station, Kenaston Blvd improvements, community centre/library
Precinct K south	n/a	Warde Ave extension not included	Share of Warde Ave extension, community centre, Marion underpass, St Mary's widening, Osborne underpass/widening
South Transcona	n/a	No identified growth-enabling infrastructure	Community centre, fire station, and share of Schreyer Parkway, Marion underpass, Louise Bridge, and Mission combined sewer relief
Fort Whyte	n/a	Southwest interceptor recommended for authorization in 2023; wastewater interceptor from Kenaston not included	Wastewater interceptor, share of southwest interceptor
Remainder of Precinct G	n/a	Chief Peguis Trail recommended for authorization in 2027	Share of community centre, library, Arlington Bridge, and Chief Peguis Trail
Precinct D	n/a	Chief Peguis Trail recommended for authorization in 2027; wastewater interceptor and water feedermain not included	Fire station, wastewater interceptor, and share of community centre, library, Arlington Bridge, Chief Peguis Trail
Remainder of Precinct Q	n/a	Clement Parkway not included	Share of Clement Parkway
Precinct B	n/a	Chief Peguis Trail recommended for authorization in 2027; wastewater interceptor not included	Wastewater interceptor, share of community centre, library, Arlington Bridge, and Chief Peguis Trail
St Vital PS sector	n/a	Wastewater interceptor and water feedermain not included	Community centre, library, wastewater interceptor, water feedermain, and share of library, Marion underpass, St Mary's widening, and Osborne underpass
St Norbert sector	Wastewater interceptor will need to follow interceptor that will service St Vital Perimeter South	Wastewater interceptor and water feedermain not included	Community centre, library, fire station, wastewater interceptor, water feedermain, and share of Kenaston Blvd improvements
Wilkes South sector	Clement Parkway (Wilkes to McGillivray) will need to follow Clement Parkway (Grant to Wilkes) that will service Precinct Q	Clement and Sterling Lyon Parkways, wastewater interceptor, water feedermain, and treatment plant upgrades not included	Two community centres, library, fire station, wastewater interceptor, water feedermain, Sterling Lyon Parkway, and share of Clement Parkway
* - City-borne, growth-related costs allocated to study areas based on forecasted population			

Figure 6: Description of site scores, Infrastructure/City Costs category

Sites	Development readiness		
	Linear infrastructure extension	Scope of remaining enabling work	Land ownership
AA West Residential	n/a	Enabling infrastructure (water and wastewater servicing) plus precinct plan.	Results from the Residential Growth Study
Waverley West B	n/a	Enabling infrastructure (southwest interceptor). Precinct plan in place.	
Precinct K south	n/a	Enabling infrastructure (Warde Ave extension). Precinct plan in place.	
South Transcona	n/a	Precinct plan. No enabling infrastructure required.	
Fort Whyte	n/a	Enabling infrastructure (wastewater interceptors) plus precinct plan.	
Remainder of Precinct G	n/a	Enabling infrastructure (Chief Peguis Trail). Precinct plan in place.	
Precinct D	n/a	Enabling infrastructure (Chief Peguis Trail, wastewater interceptor) plus precinct plan.	
Remainder of Precinct Q	n/a	Enabling infrastructure (Clement Parkway). Precinct plan in place.	
Precinct B	n/a	Enabling infrastructure (Chief Peguis Trail, wastewater interceptor) plus precinct plan.	
St Vital PS sector	n/a	Enabling infrastructure (wastewater interceptor and water feedermain) plus sector plan and precinct plan(s).	
St Norbert sector	Wastewater interceptor will need to follow interceptor that will service St Vital Perimeter South	Enabling infrastructure (wastewater interceptor and water feedermain) plus sector plan and precinct plan(s).	
Wilkes South sector	Clement Parkway (Wilkes to McGillivray) will need to follow Clement Parkway (Grant to Wilkes) that will service Precinct Q	Enabling infrastructure (Clement and Sterling Lyon parkways, wastewater interceptor, water feedermain) plus sector plan and precinct plan(s).	

Figure 7: Description of site score, Development Readiness category

Sites	Complete communities principles			
	Land supply by quadrant	Proximity to employment	Capacities of nearby schools	Primary Transit Network connectivity
AA West Residential	Southwest quadrant	Results from the Residential Growth Study	Results from the Residential Growth Study	No planned connection
Waverley West B	Southwest quadrant			Planned connection
Precinct K south	Southeast quadrant			Planned connection
South Transcona	Northeast quadrant			Planned connection
Fort Whyte	Southwest quadrant			Planned connection
Remainder of Precinct G	Northwest quadrant			Planned connection
Precinct D	Northwest quadrant			Planned connection
Remainder of Precinct Q	Southwest quadrant			No planned connection
Precinct B	Northwest quadrant			No planned connection
St Vital PS sector	Southeast quadrant			Planned connection
St Norbert sector	Southwest quadrant			Planned connection
Wilkes South sector	Southwest quadrant			Planned connection

Figure 8: Description of site score, Complete Communities Principles category

Policy changes for first reading

A number of changes were made to the greenfield phasing plan and its policies in the General Growth section of the first reading draft. These changes were the result of stakeholder consultation as well as the additional analysis that was carried out through the development of the quantitative matrix. They are noted in the chart below.

Policy reference	Description	Rationale
4.3.1	The following policy was added under 4.3: "Greenfield phasing policies shall not be used to limit development in phasing plan sites if there are no servicing or local area planning constraints."	Added to clarify intent of the greenfield phasing plan.
4.5.1	The version of this policy in the public engagement draft read as follows: "In order to maintain a minimum 10 year supply of planned greenfield land, the Director shall initiate precinct planning in accordance with Policy 4.2." The reference to the Director initiating precinct planning was removed.	Stakeholders were concerned that this would be interpreted to mean that only the City would lead future precinct plans. Since this is not the intent, this reference to the Director was removed.
n/a	The policy below, contained in the public engagement draft as Policy 4.6, was removed: "Development of one site may be delayed until the build-out of a preceding site is substantially completed if the lower tier development would require the inefficient extension of municipal infrastructure and community services."	This policy would grant the City an additional power to withhold development rights. This is not the intent of the greenfield phasing plan. If the City did wish to pursue such a direction, there are substantial implications and matters of implementation that would require significant thought and consultation, including the administration of subdivision and building permit approvals in planned and serviced greenfield sites.

4.9	Greater clarity was provided with regards to the timing of the Wilkes South, St Vital Perimeter South, and St Norbert sector plans. The plan now provides a distinction between Wilkes South and St Vital Perimeter South, and St Norbert, Sector plans for the first two ***should*** be initiated before or in concurrence with the next planned review of Complete Communities 2.0 if it is anticipated that at least some of the lands within an individual sector will be needed to accommodate forecasted growth within the time horizon of the next plan, while a sector plan for St Norbert ***may*** be initiated according to those same criteria.	Clarity was sought by stakeholders with regards to the timing of a St Norbert sector plan. The distinction between these two tiers of long-term lands is based on the need for the St Norbert sector's wastewater servicing to originate from the South End treatment plant in the St Vital Perimeter South sector.
4.10	The requirement that changes to the greenfield phasing plan would necessitate a plan amendment was removed. Phasing plan recommendations now serve as a guideline.	Given that its recommendations are based to a large extent on the Infrastructure Plan, which may change from year-to-year, and that Council is not bound to follow its recommendations, stakeholders suggested that the phasing plan should provide more flexibility as City capital infrastructure priorities may change over time.
4.11	Criteria used to consider plan deviations were adjusted, including the addition of the following criteria: - The site's readiness for development, including the scope of the site's remaining enabling work; and - How the proposal will promote a reasonably equitable distribution of vacant serviced greenfield land between different city quadrants.	These changes were made to better align these criteria with those that were used as part of the quantitative matrix.
Section introduction	An informational box was added to describe the intent of the greenfield phasing plan, including: - How it is intended to be used; - Why sites were included or excluded; and - Describes how the priorities were determined.	Greater clarity was sought by stakeholders as to how the greenfield phasing plan would be used.

Site prioritization	Two changes were made to the site prioritization: - Precinct K South was moved from Short-to-Medium Term Tier 1 to Tier 2. - Remainder of Precinct G was moved from Short-to-Medium Term Tier 3 to Tier 2.	These changes were made as a result of stakeholder and internal discussions. More specifically, the Precinct K change was made to better reflect the current state of planning for the Warde Ave extension; planning for growth-enabling infrastructure in the other Tier 1 sites are much more advanced. The Precinct G change was made to better reflect the fact that a precinct plan has been approved and that a substantial amount of development can occur in advance of the Chief Peguis Trail extension. Further, a Tier 2 sequencing aligns with the recommended timing of this extension while providing more nuanced sequencing in relation to Precinct D.
Map of greenfield phasing	The public engagement draft used numbers and a legend to identify sites. These numbers were removed; sites were identified in text instead.	These numbers were mistaken by a number of stakeholders as denoting priority. This was changed to avoid any future misinterpretation.

Figure 9: Changes made to the greenfield phasing plan from the public engagement draft, resulting from stakeholder feedback and/or additional analysis

Consultations with industry following first reading

At first reading, UDI expressed a desire for additional discussion on Complete Communities 2.0 before it was considered at a public hearing; the greenfield phasing plan was one of their largest points of concern. As a result, six additional meetings were held, with considerable attention given to this topic.

Both parties saw value in a matrix-based summary that would communicate key development considerations of individual greenfield sites, including the work the City would need to undertake to enable and support their full build-out. Considerable discussion was had on its design and content. By the end, the following was arrived at:

	Short-to-medium term								Long term		
	AA West residential	Waverley West B	Precinct K south	Remainder Precinct Q	South Transcona	Fort Whyte	Precinct D	Precinct B	Wilkes South	St. Vital Perim. S.	St. Norbert
Quadrant	West	Southwest	Southeast	Southwest	Northeast	Southwest	Northwest	Northwest	Southwest	Southeast	Southwest
Potential Units	3,300 to 3,700	2,800 to 3,400	1,600 to 1,800	3,000 to 3,200	3,300 to 3,900	700 to 900	11,300 to 13,500	3,700 to 4,400	32,900 to 39,100	14,100 to 16,700	17,100 to 20,200
Precinct plan status	Precinct plan underway	Precinct plan approved	Precinct plan approved	Precinct plan approved	Precinct plan required	Precinct plan required	Precinct plan required	Precinct plan required	Precinct plans required	Precinct plans required	Precinct plans required
Sector plan status	-	-	-	-	-	-	-	-	Sector plan required	Sector plan required	Sector plan required
Precinct plan priority	-	-	-	-	1	1	2	3	4	4	5
Sector plan priority	-	-	-	-	-	-	-	-	1	1	2
Servicing priority	1	1	2	4	2	2	3	4	5	5	6
Anticipated growth-enabling infrastructure	- Wastewater forcemain and pump station (2021) - Water feedermain (2021)	- Share of Southwest interceptor (2023)	- Share of Warde Ave extension	- Share of Clement Parkway (Grant to Wilkes)	None	- Wastewater interceptor - Share of Southwest interceptor (2023)	- Share of Chief Peguis Trail (2027) - Wastewater interceptor	- Share of Chief Peguis Trail (2027) - Wastewater interceptor	- Share of Clement Parkway (Wilkes to McGillivray) - Wastewater interceptor - Water feedermain	- Wastewater interceptor - Water feedermain	- Wastewater interceptor - Water feedermain
Anticipated growth-supportive infrastructure	- Share of Silver Ave extension	- Share of community centre/library - Share of fire station - Share of Kenaston Blvd improvements (2020)	- Share of community centre - Share of Marion underpass - Share of St Mary's widening (2028) - Share of Osborne underpass/widening (2025)	None	- Community centre - Fire station - Share of Schreyer Parkway (2025) - Share of Marion underpass - Share of Louise Bridge (2024) - Share of Mission combined sewer relief	None	- Share of community centre - Share of library - Fire station - Share of Arlington Bridge (2020)	- Share of community centre - Share of library - Share of Arlington Bridge (2020)	- Two community centres - Library - Fire station - Sterling Lyon extension	- Community centre - Share of library - Fire station - Share of Marion underpass - Share of St Mary's widening (2028) - Share of Osborne underpass/widening (2025)	- Community centre - Library - Share of Kenaston Blvd improvements (2020)
Anticipated avg. City costs per unit	Below average	Average	Below average	Below average	Above average	Below average	Above average	Above average	Average	Below average	Average
Site dependencies	None	None	None	Wilkes South sector plan needed before Clement Parkway can be planned as per Council motion Dec. 13, 2017	None	None	Precinct G is first - Chief Peguis Trail and wastewater extended from east.	Precinct D is first - Chief Peguis Trail and wastewater extended from east.	Precinct Q is first - Clement Parkway extended from north.	None	St. Vital Perim. S. is first - wastewater extended from South End treatment plant.
Land assembly requirement	Some assembly	More assembly	More assembly	More assembly	More assembly	Assembled	Some assembly	Some assembly	More assembly	More assembly	Some assembly
Primary Transit Network	No planned connection	Planned connection	Planned connection	No planned connection	Planned connection	Planned connection	Planned connection	No planned connection	Planned connection	Planned connection	Planned connection
Decision-making guidance	Subdivision and rezoning applications may be submitted following completion of a precinct plan. Build-out may be limited by the need for growth-enabling infrastructure.				These sites will be the next priorities for precinct planning. Noted growth-enabling infrastructure is a prerequisite for development.				Completion of sector plans are required before precinct planning. Noted growth-enabling infrastructure is a prerequisite for development.		

Infrastructure comments:

- Recommended year of detailed design and authorization as per Infrastructure Plan indicated in parentheses.
- Many identified projects benefit larger areas beyond those listed in this table. The extent to which project costs should be allocated to individual sites warrants further analysis and refinement, including in consultation with affected stakeholders. As a result, listed projects and "Anticipated avg. City costs per unit" may be subject to change.
- Identified infrastructure projects may be subject to change through the refinement of project need.

Figure 10: Proposed greenfield development opportunities and constraints table

The Urban Planning Division recommends that this matrix be included as an appendix to Complete Communities 2.0 and that it is updated annually. The following is proposed as introductory preamble:

> *This table is intended to summarize greenfield development opportunities and constraints, including an understanding of key infrastructure investments required to help guide future land use planning priorities. It is a tool to help communicate and implement greenfield phasing policies under Goal 4.0 of the General Growth section and the associated map.*
>
> *The table will be updated on an annual basis as conditions may change as per Policy 5.2 of the General Growth section. Changing conditions may include, but are not limited to, refined supply forecasts, changes to infrastructure projects, refined project costs, change in infrastructure priority, completion of local area planning, changes to the framework for financing growth, and pertinent information provided by stakeholders.*
>
> *The most recent annual report should be referenced for the most accurate source of this information.*

With this table, and along with a few additional recommended edits described below, industry expressed a general agreement with the proposed greenfield phasing approach, with the exception of the rows pertaining to specific infrastructure projects. Industry argues that this has not been sufficiently consulted on, including the need for specific projects as well as the portions of project costs attributable to individual sites. The Public Service agrees that this has not been discussed with them at length. However, it feels that its best available information should be shared with Council, even if it is under-consulted and subject to change, as it is critical in prioritizing greenfield development and infrastructure. Footnotes were provided to acknowledge the need for further consultation, analysis, and continual refinement.

Additional recommended policy changes

It is recommended that the following changes are made to the first reading draft:

Policy reference	Description	Rationale
4.1 and 4.2, General Growth	The following edits are proposed to greenfield land supply policies (proposed additions in **red**): 4.1 Maintain a ~~three- to five-year~~ **five- to seven-year** supply of vacant serviced greenfield land. **4.1.1 Maintain a three- to five-year supply of vacant serviced greenfield land where all growth-enabling infrastructure is installed and the subdivision by-law is approved.** **4.1.2 Consider timelines for infrastructure planning, design, and construction in managing these targets.** **4.2.3 Consider timelines for the completion and approval of a growth-enabling secondary plan in managing this target.**	Industry expressed a desire to see an additionally granular land supply target better reflecting imminently developable land, noting that the plan's definition of serviced greenfield land refers only to lands where funding for all growth-enabling infrastructure has been approved. Given potential timelines for construction, this was felt to be reasonable. Proposed 4.1.2 and 4.2.3 draws closer attention to timelines involved in constructing growth-enabling infrastructure and undertaking precinct planning processes.
Figure 10	Remove "Remainder of Precinct G"	UDI members insisted that full build-out of Precinct G should not be dependent on the completion of the Chief Peguis Trail, noting that the transportation studies submitted and accepted during the site's precinct planning process did not identify this as a constraint. The Public Service reconsidered this position and ultimately agreed with proponents. Consequently, with no other planning or servicing constraint inhibiting its full build-out, Precinct G no longer needs to be included in the greenfield phasing plan; accordingly, it is recommended that it be removed.
Map 3	Remove "Remainder of Precinct G" from Map of Greenfield Phasing. Remove the areas corresponding with DASZs 10/2013 and 53/2013 from Precinct Q.	See above re: Precinct G. Regarding Precinct Q, it is recommended that these areas, whose entitlements have been approved by Council and are mid-build out, be removed given there is no planning or servicing constraint to their build-out.

		Removing them would also be consistent with the approach used to map other areas, such as Precinct K, where unconstrained areas were removed.
5.2, General Growth	The following policy is recommended to be added under (c): "d. Changes to conditions described in the table of greenfield development opportunities and constraints contained in Appendix 'A'."	Added to ensure information in this table is kept up-to-date.

Figure 11: Proposed changes to the greenfield phasing plan from the first reading draft, resulting from stakeholder feedback and/or additional analysis