

PARKLAND COUNTY

SPRUCE GROVE ANNEXATION PROPOSAL



COUNCIL PRESENTATION

December 12th, 2017



PURPOSE OF THE PRESENTATION

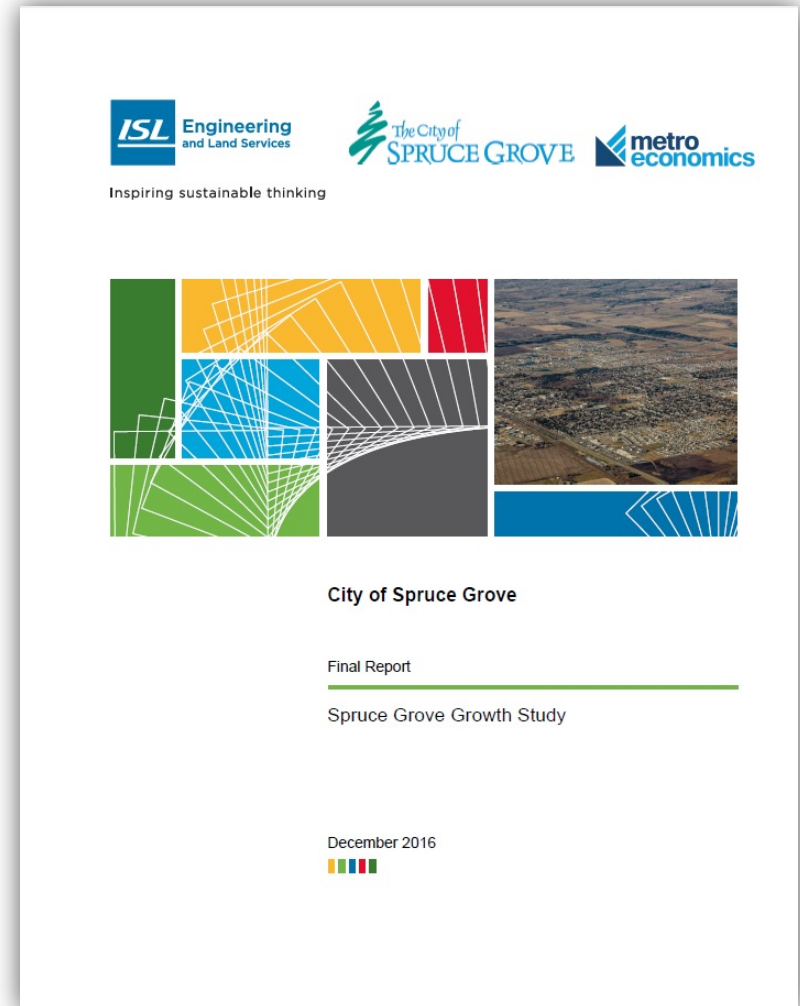
- To **brief Council** on the City of Spruce Grove's annexation proposal
- To **present Council with a list of key questions** relative to the City of Spruce Grove's Growth Study

MGB ANNEXATION PRINCIPLES

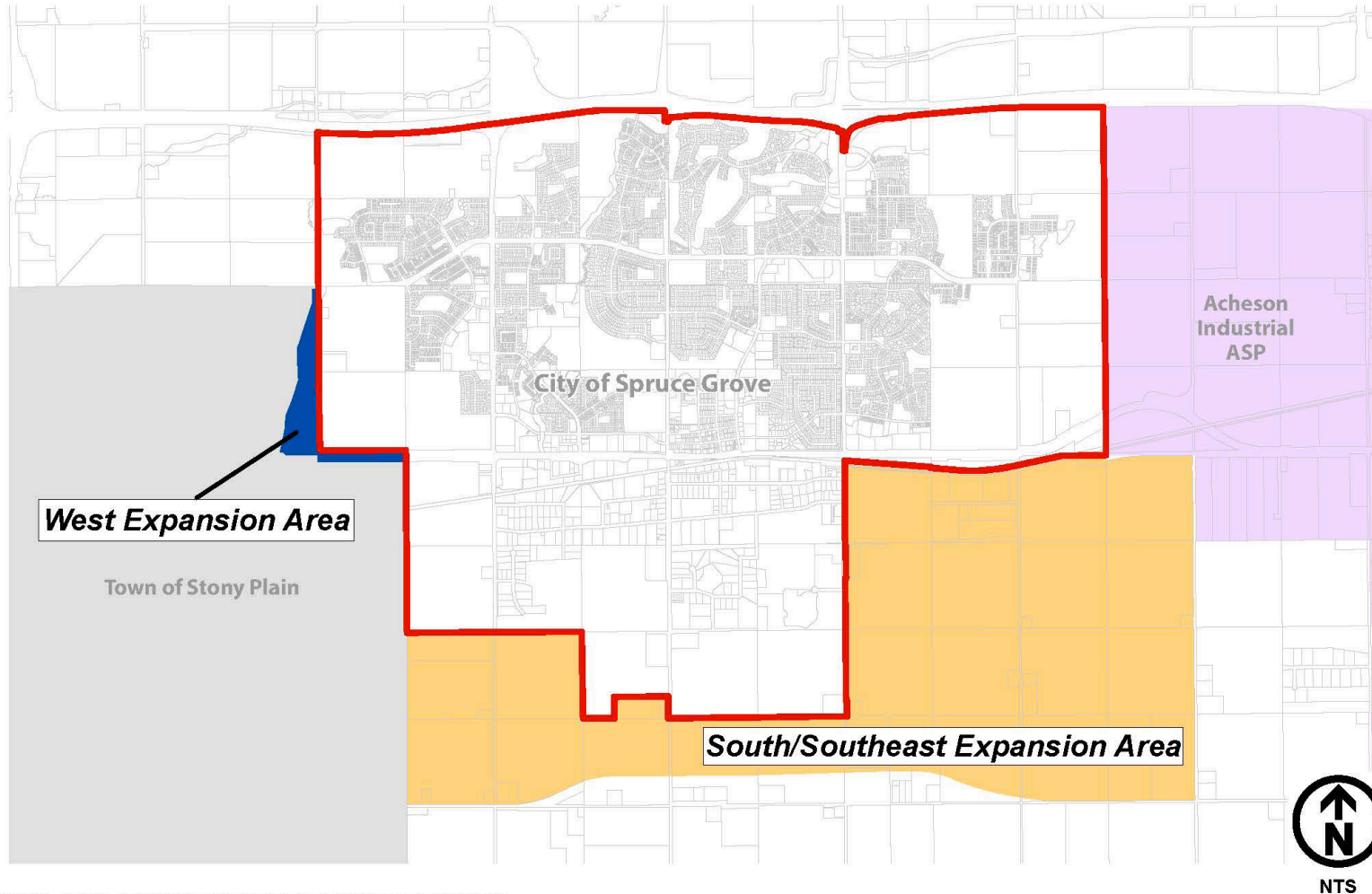
- The Municipal Government Board (MGB) has **15 annexation principles** to guide annexation proposals
- These principles emphasize:
 - **Intermunicipal cooperation**
 - A **rational argument for growth**, usually established through a Growth Study
 - Clear **fiscal impacts**
 - **Accommodating growth opportunities** *for all municipalities*

SPRUCE GROVE GROWTH STUDY

- Urban municipalities typically require a **20 - 30 year land supply**
- The City completed a **Growth Study and Fiscal Impact Analysis (FIA)** in December 2016
- The City requires **1,426 ha (22 ½ quarter sections)** of additional land over **50 years**



PROPOSED ANNEXATION



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**Parkland County
Annexation Study
Annexation Areas**

November, 2017

Map and data for informational and planning purposes only.

KEY AREAS OF INVESTIGATION

- 1 Study Area and Growth Directions
- 2 Wagner Recharge Zone & Groundwater Considerations
- 3 Agricultural Protection and Diversification
- 4 Acheson Business Park
- 5 Financial Impacts
- 6 Intermunicipal Cooperation

#1

STUDY AREA & GROWTH DIRECTIONS

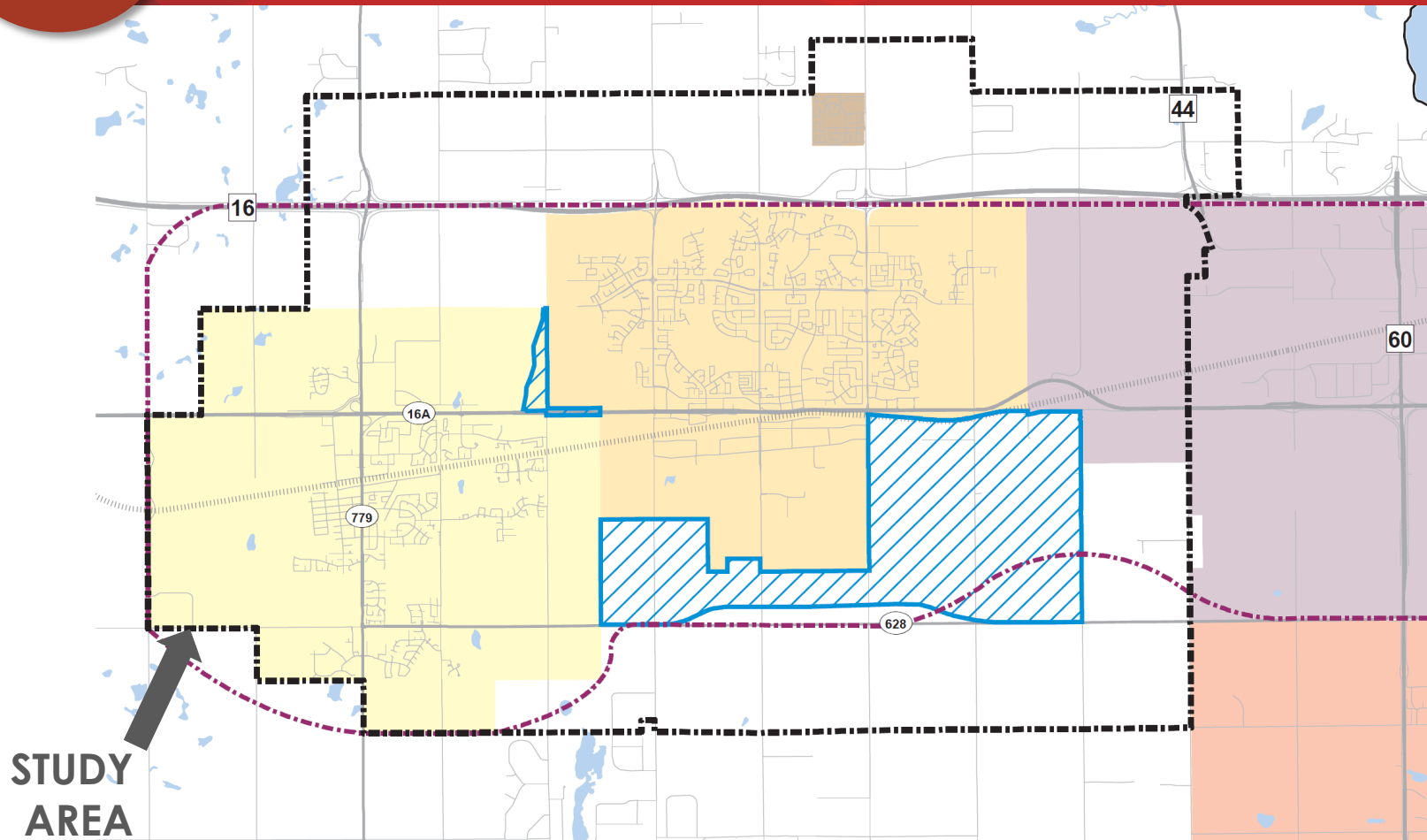
- Growth Studies focus on the **goals and objectives of the initiating municipality**
- Growth Study areas establish a **review of growth corridors in all directions**
- Growth directions **should be impartially reviewed** to determine their strengths and weaknesses

MGB Annexation principle #5

An annexation must achieve a logical extension of growth patterns, transportation and infrastructure servicing for the affected municipalities.

#1

STUDY AREA



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Legend

Study Area

Edmonton Metropolitan Region - Metropolitan Area

Annexation Area

City of Spruce Grove

Town of Stony Plain

Acheson Industrial ASP

Enoch Cree Nation

Parkland Village

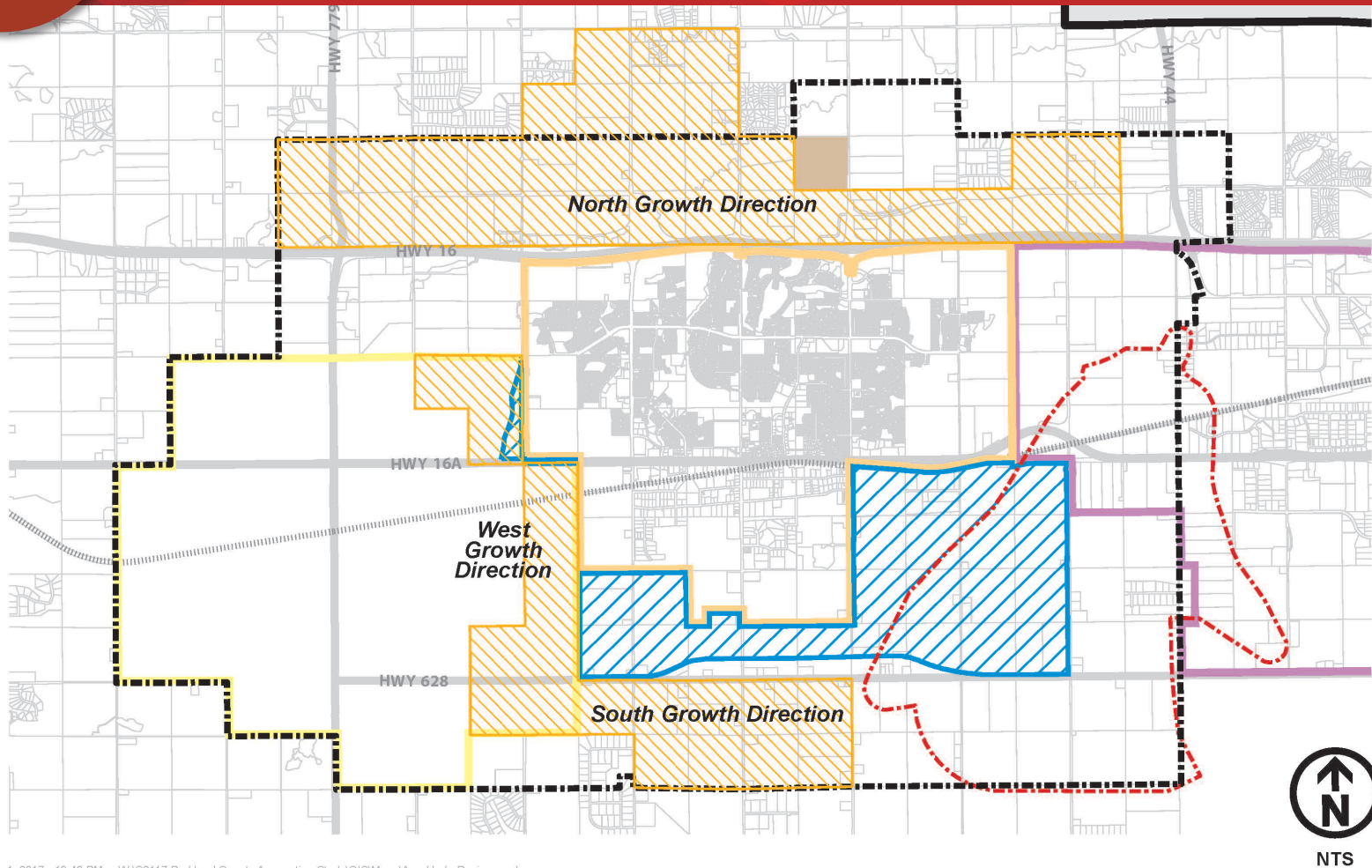
**Parkland County
Annexation Study**
Figure 1

December, 2017

Map and data for informational and planning purposes only.

#1

GROWTH DIRECTIONS REVIEW



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Legend

- ISL Study Area
- Unconstrained Land for Review
- Annexation Area
- Wagner Recharge Zone
- City of Spruce Grove
- Town of Stony Plain
- Acheson Industrial ASP
- Parkland Village

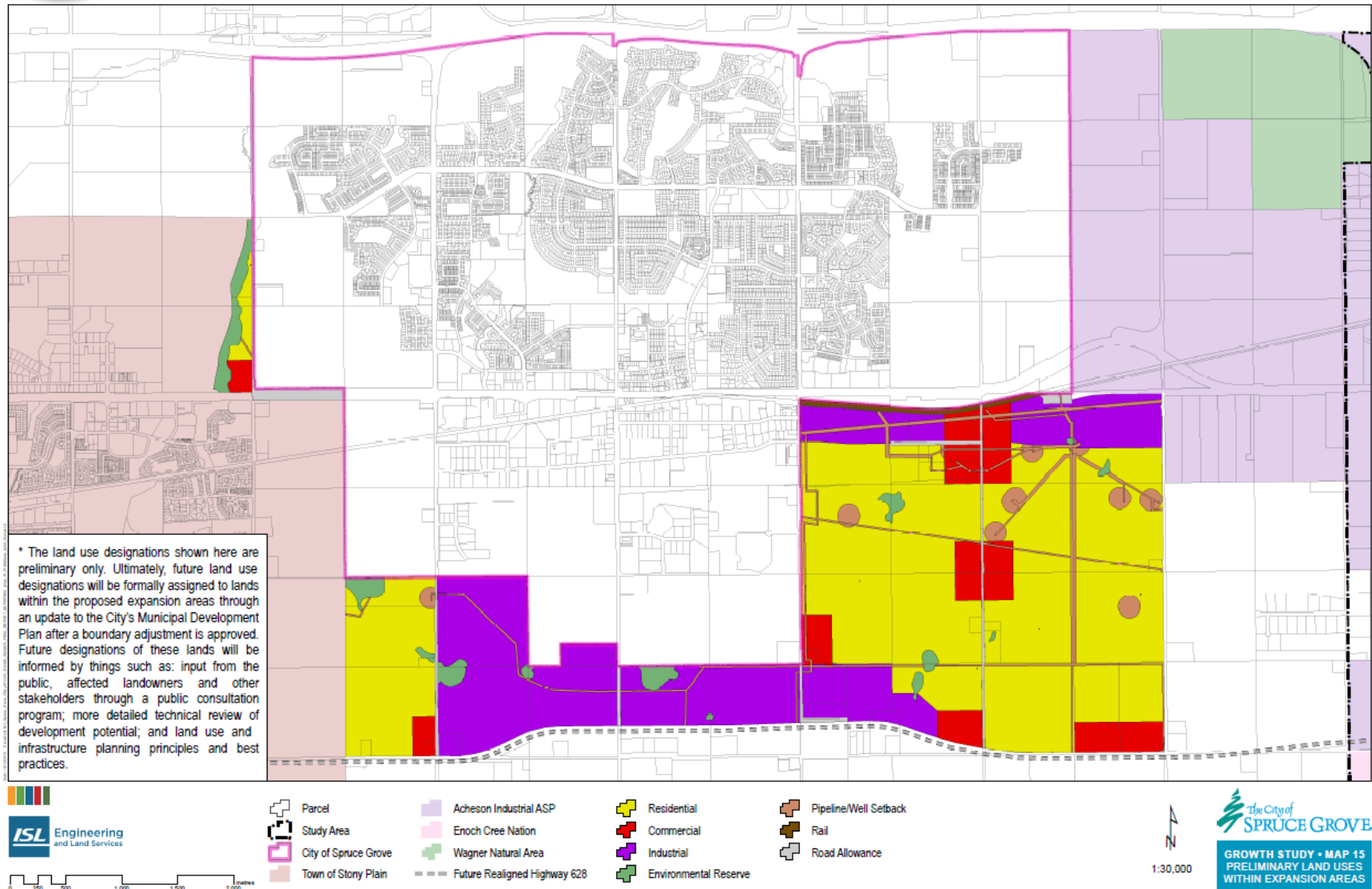
**Parkland County
Annexation Study
Growth Directions Review**

December, 2017

Map and data for informational and planning purposes only.

#1

PRELIMINARY LAND USES



**STUDY AREA/
GROWTH
DIRECTIONS**

- **WEST**: Existing infrastructure planning for the Region connects Spruce Grove and Stony Plain. The Growth Study notes that amalgamation was considered but dismissed. **What analysis is available that led to dismissing amalgamation?**
- **NORTH**: The Growth Study dismisses the north growth corridor because of concerns relative to having to assume control of Highway 16. **Why doesn't the study include information from Alberta Transportation?**
- **NORTH**: The Growth Study expresses concern about Highway 16 bisecting the City in the future, but the proposed residential growth area is separated from the City by Highway 16A. **Given residential growth must cross a highway, why wasn't the possibility of crossing Highway 16 fully reviewed?**

STUDY AREA/ GROWTH DIRECTIONS

- **SOUTH**: Land south of Hwy 628 are included in the Growth Study boundary and also offer residential and non-residential development potential. Proximity to Hwy 628 is identified as an important economic development tool. **Why is there no specific review of growing south of Hwy 628 to capture growth on both sides of the Highway?**
- **NORTH/SOUTH**: The Growth Study identifies the boundary of the Edmonton Metropolitan Region Growth Plan's Metropolitan Area but does not discuss if/how the boundary could be adjusted to accommodate an annexation that meets regional goals. **Why does the Study not contemplate policy amendments to support logical long-term growth corridors?**

#2

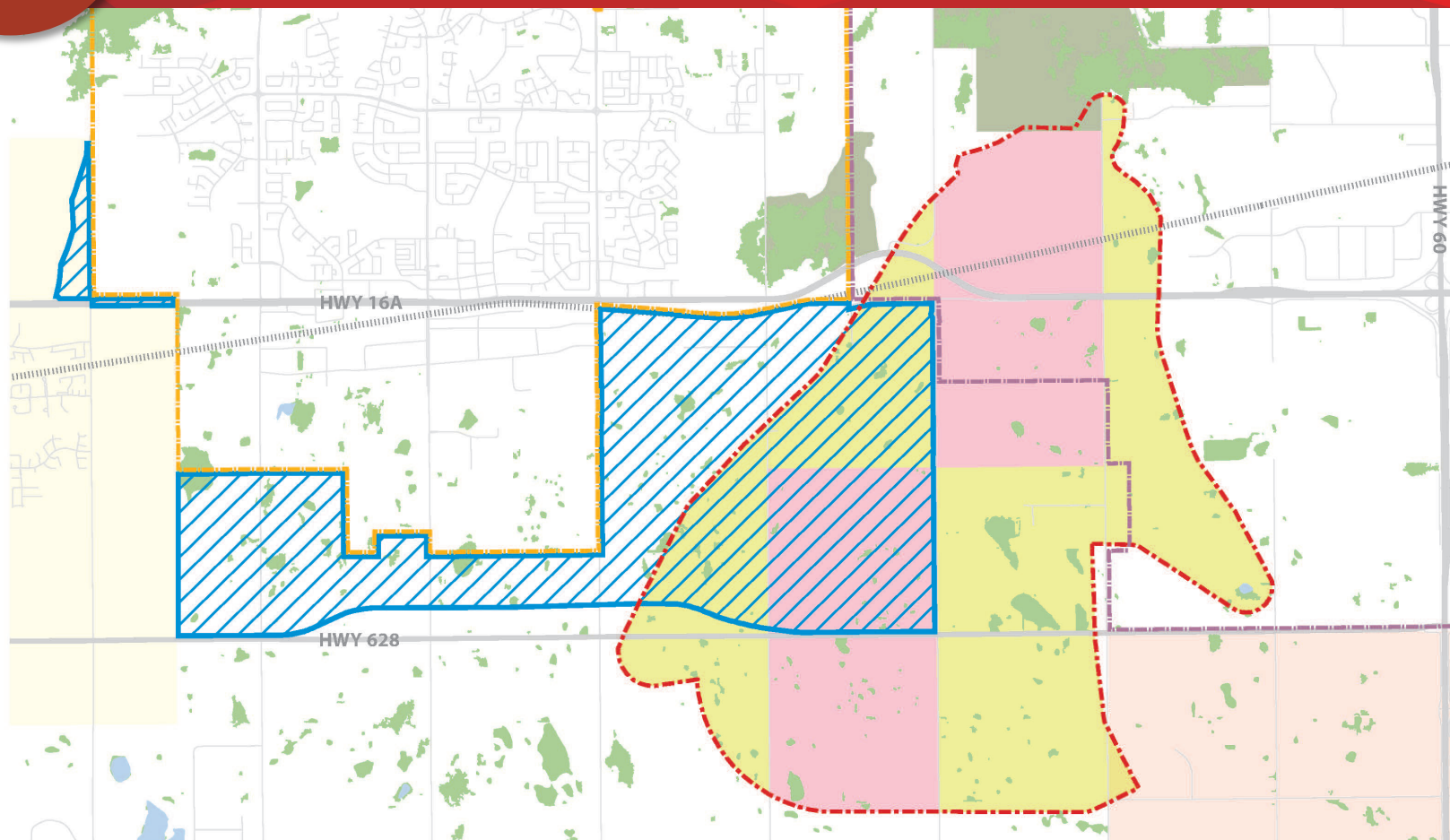
WAGNER NATURAL AREA

- The Growth Study identifies **Wagner Natural Area and groundwater recharge areas as important environmental features**; however, it:
 - Does not incorporate existing environmental studies
 - Notes alternative development standards may be required, but does not investigate what these standards might include
 - Does not adequately consider how high-density urban development might impact this internationally-recognized environmentally sensitive area

MGB Annexation principle #7

Annexations that demonstrate sensitivity and respect for key environmental and natural features will be regarded as meeting provincial land use policies.

#2 ENVIRONMENTAL SENSITIVITY



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Legend

Wagner Recharge Zone*

Boundary

Sensitive to Development

Very Sensitive to Development

Wagner Natural Area and Surrounding Forest ESA

Wetland

Annexation Area

City of Spruce Grove

Acheson Industrial ASP

**Parkland County
Annexation Study
Figure 2**

December, 2017

Map and data for informational and planning purposes only

*Source: Parkland County: Environmental Conservation Master Plan, pg. 99

#2

KEY QUESTIONS

WAGNER RECHARGE ZONE

- Why was the extensive, publicly available research about the Wagner Natural Area and the associated groundwater recharge zone not considered in the Growth Study?
- The Wagner Natural Area and recharge zone is vulnerable to changes in stormwater flows and groundwater recharge. **How does the City propose to maintain historic flows while building high density urban development as required by the Edmonton Metropolitan Region Growth Plan?**
- Why was wetland information available from the County not considered in the Growth Study's wetland review?

#2

KEY QUESTIONS

GROUNDWATER

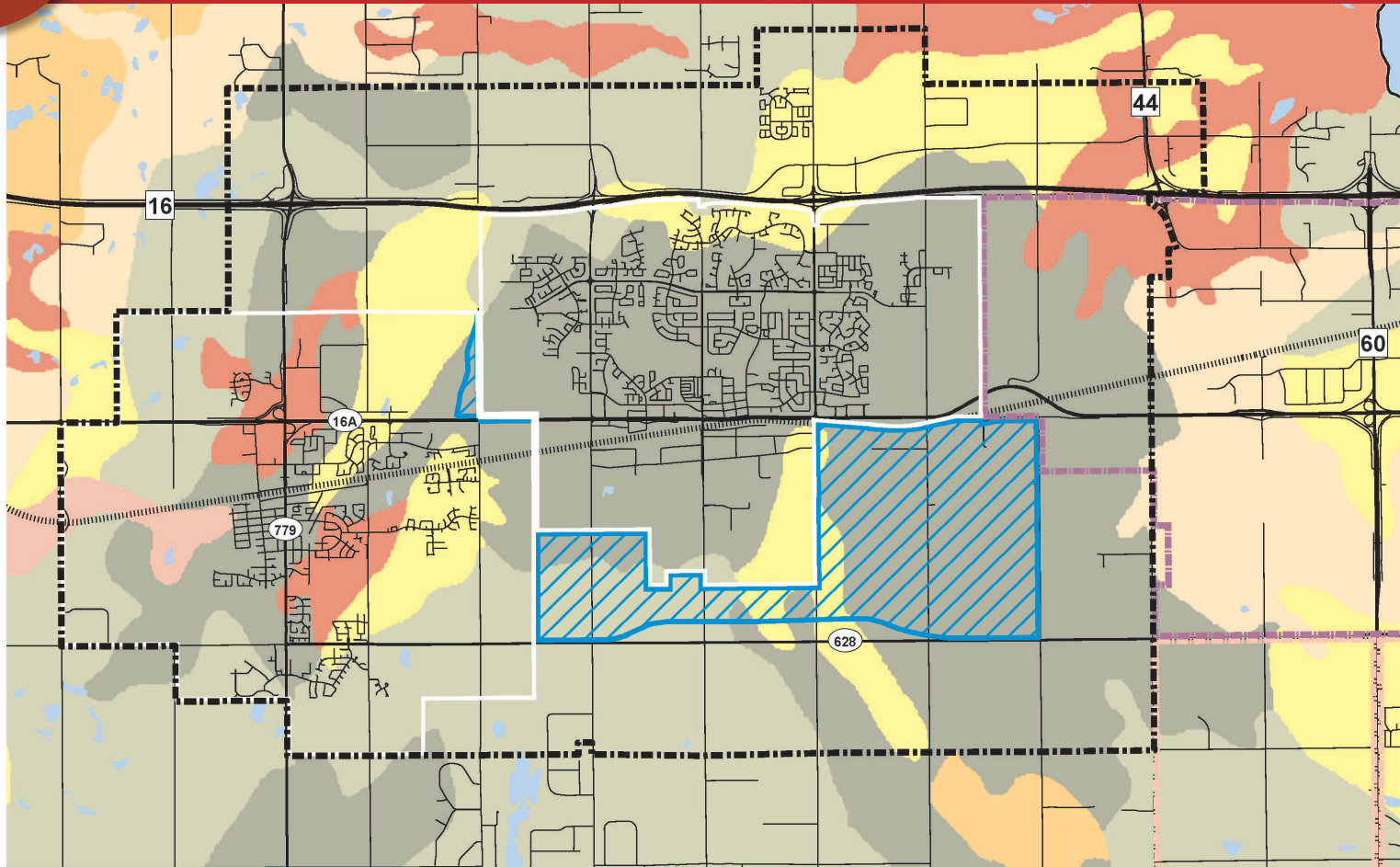
- The high groundwater levels have resulted in the designation of Environmental Reserve (ER) adjacent to the proposed annexation area (*Pioneer Rd area*). **Why is the effect of groundwater on development and the potential for further ER dedication not considered in the Growth Study?**

#3 AGRICULTURE

- **Preserving agriculture land and diversifying the agricultural sector** are **key goals of the County's MDP** and the Edmonton Metro Plan
- Within the proposed annexation area, the County's MDP and related studies **prioritize future land use & development activities that are intended to diversify the agricultural sector**
- **Agriculture diversification is supported by close proximity to major urban centres**, for transportation access and for market garden/ grower direct opportunities
- The proposed **annexation area affects 7.6% of the County's Class 1 soils**

#3

LOCATION OF HIGH QUALITY SOILS



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Legend



Study Area



Annexation Area



CLI Class 1



CLI Class 2



CLI Class 3



CLI Class 4



CLI Class 5



CLI Class 6

CLI Class 0

Percentage of Parkland County's
Class 1 Soils in proposed
Annexation Area = 7.6%

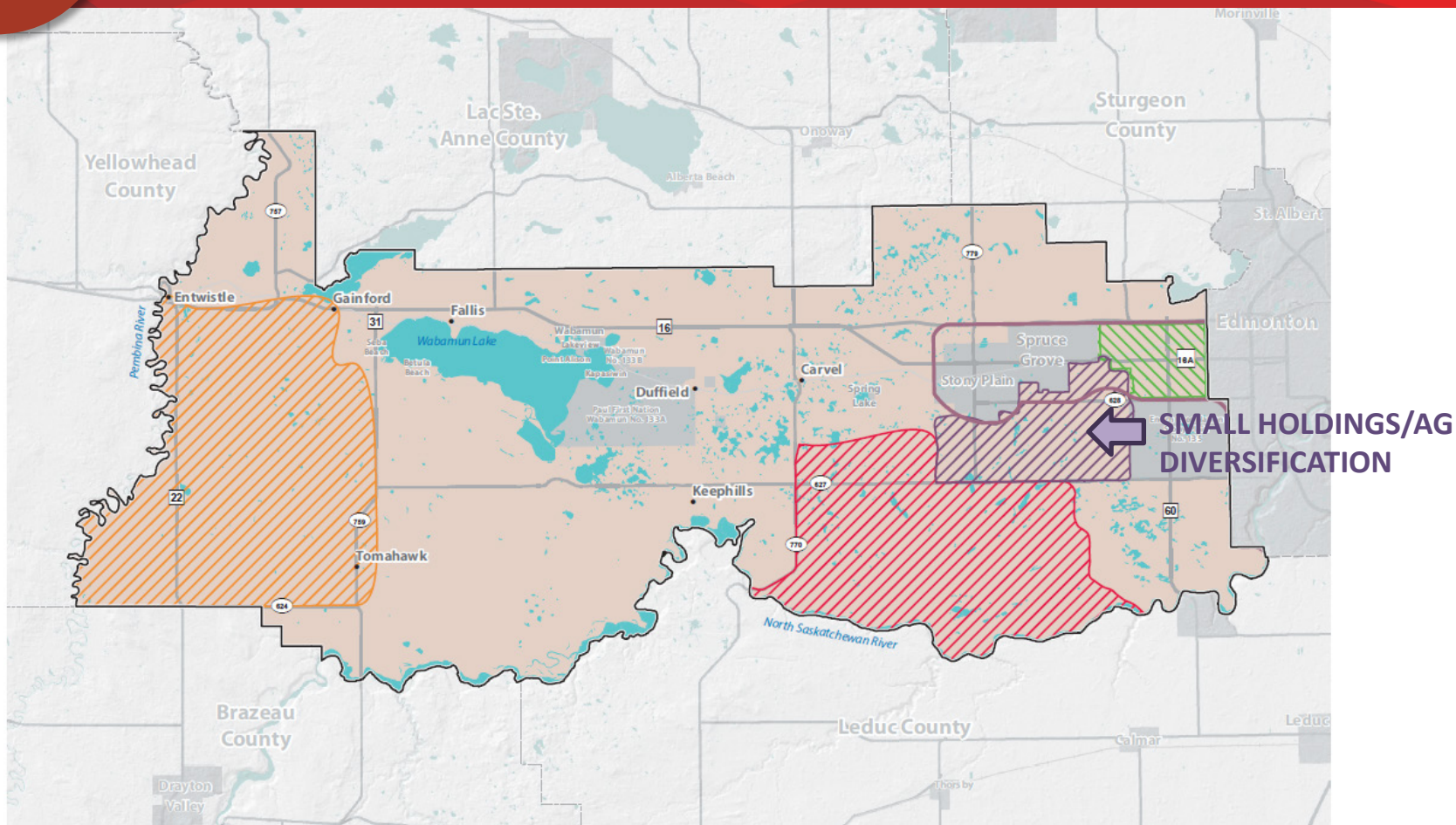
**Parkland County
Annexation Study**
Figure 3

November, 2017

Map and data for informational and planning purposes only.

#3

PRIME AGRICULTURE AREAS (MDP)



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Legend

- Prime Agriculture Area South East
- Prime Agriculture Area West
- Prime Agriculture Area Small Holdings
- Rural Agriculture Area
- Area in Accordance with Acheson ASP
- Metropolitan Area

Parkland County MDP
Figure 8: Prime Agriculture Areas

Parkland County
June, 2017

Map and data for informational and planning purposes only.

AGRICULTURAL LANDS/ AGRICULTURAL DIVERSIFICATION

- The proposed annexation area includes a significant portion of the County's Class 1 soils.
- The Growth Study's preliminary land use suggests these agricultural lands should be converted to non-agricultural land use. **How has the Growth Study accommodate the agricultural soil capacities within the proposed annexation area?**
- With proximity to Acheson and the presence of Class 1 soils, the annexation area has excellent potential to support agricultural diversification. **How does the study consider the affect of annexation on the County's future agriculture diversification opportunities?**

AGRICULTURAL LANDS/ AGRICULTURAL DIVERSIFICATION

- Section 6 of the Edmonton Metropolitan Region Growth Plan supports the:
 - Conservation of prime agricultural lands,
 - Minimization of conversion from agricultural to non-agricultural uses, and
 - Diversification and value-added ag production.

The lands proposed for annexation meet all of these core regional planning principles. **How does the Study consider the importance of agriculture and the regional food system in its analysis as identified in the Edmonton Metropolitan Region Growth Plan?**

#4

ACHESON/FUTURE GROWTH AREAS

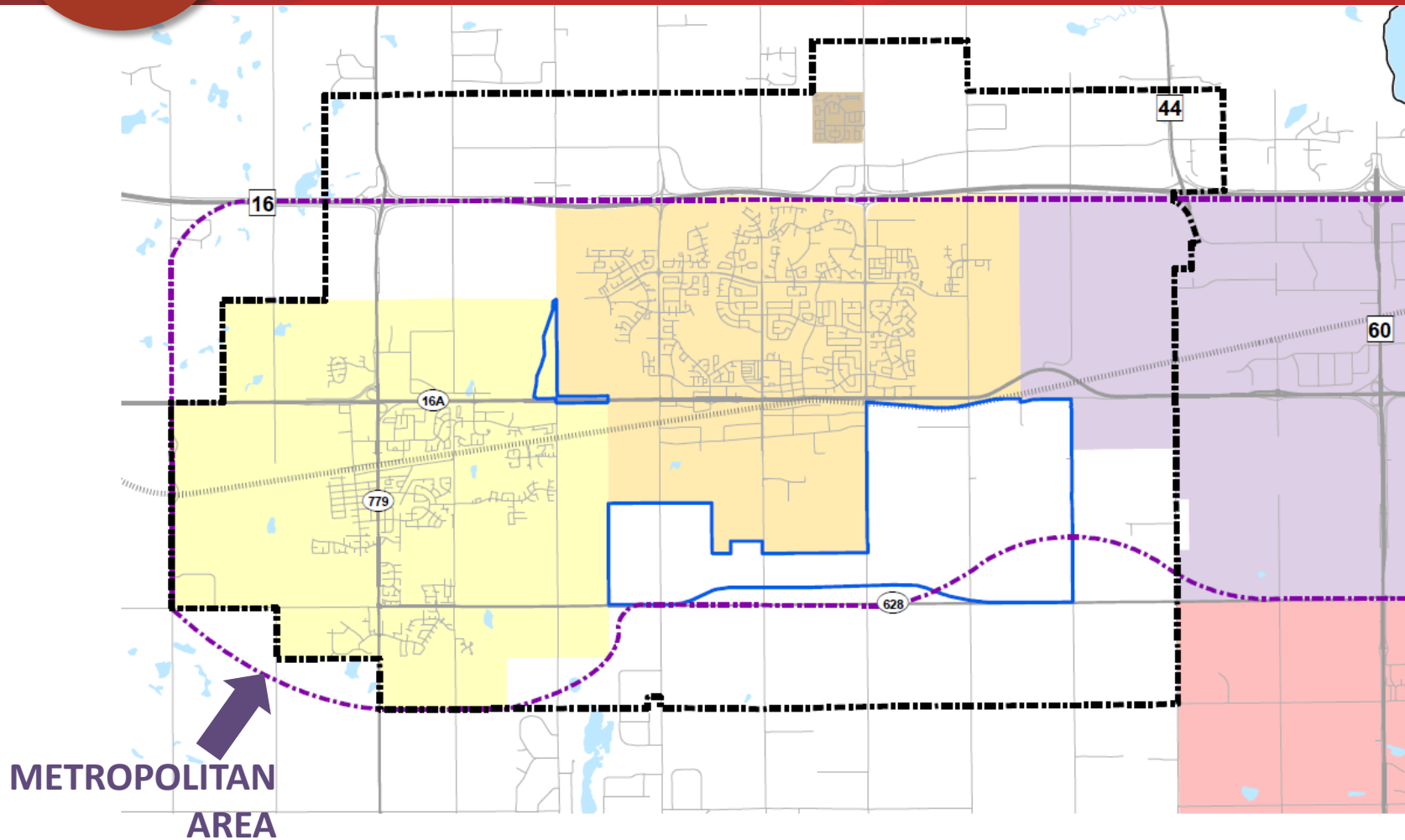
- The Growth Study emphasizes the **importance of the Acheson as a regional asset**, key employer for City residents, and contributing factor to City's success
- The Growth Study **does not consider how the annexation proposal accommodates growth** *by all municipalities*
- The Growth Study **does not consider the proposed type of employment growth** and if the proposed locations for growth are strategically located

MGB Annexation Principle #2

Accommodation of growth by all municipalities (urban or rural) must be accomplished without encumbering the initiating municipality and the responding municipality's ability to achieve rational growth directions, cost effective utilization of resources, fiscal accountability and the attainment of the purposes of a municipality described in the Act.

#4

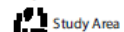
METROPOLITAN AREA BOUNDARY



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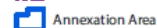
Legend



Study Area



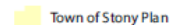
Edmonton Metropolitan Region - Metropolitan Area



Annexation Area



City of Spruce Grove



Town of Stony Plain



Acheson Industrial ASP



Enoch Cree Nation



Parkland Village

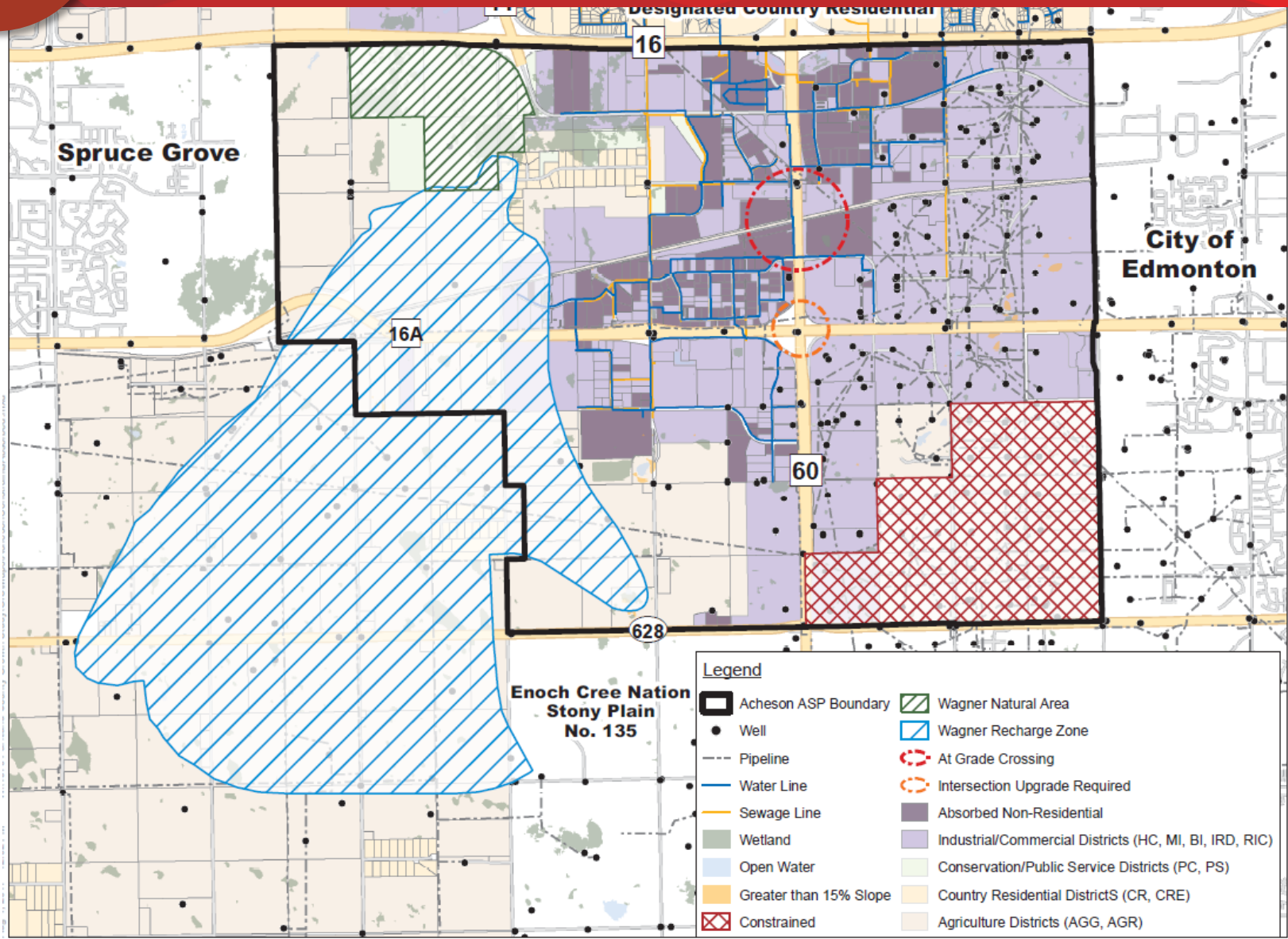
**Parkland County
Annexation Study**
Figure 1

November, 2017

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#4

ACHESON CONSTRAINTS



#4

KEY QUESTIONS

ACHESON/ FUTURE GROWTH AREAS

- The Acheson ASP is nearing full build out. **Why was the potential expansion of the Acheson regional employment area not considered in the Growth Study's analysis given its stated significance to the City?**
- Lands within the Metropolitan Area will accommodate the County's main opportunity for urban growth outside of hamlets. **Why does the Growth Study not consider the impact on the County of removing 59% of the County's unplanned lands within the Metropolitan Area?**

#4

KEY QUESTIONS

ACHESON/ FUTURE GROWTH AREAS

- The Growth Study does not identify what types of employment growth the City intends to attract. Specific analysis about how commercial and industrial land needs were calculated is not included.
 - **What type of employment growth is proposed?**
 - **How does the proposed employment growth integrate with/effect other regional markets in the area such as Acheson?**
 - **How does the proposed employment growth relate to the Region's employment projections?**

**ACHESON/
FUTURE
GROWTH
AREAS**

- The Growth Study indicates the City intends to continue very low density industrial development by maintaining historic land absorption rates. The City's industrial lands are part of a Major Employment Area which promotes infill, intensification and the wise use of land.
 - **What is the density of employment growth proposed?**
 - **How did the Study account for infill and intensification of industrial areas?**

#5

FINANCIAL IMPACTS

- Annexation proposals must **fully consider the financial impact on the initiating and responding municipality**
- A **draft Financial Impact Analysis (FIA)** was received for information by Spruce Grove Council in Dec 2016
- The **draft FIA has not been made available to Parkland County**

MGB Annexation Principle #9

Annexation proposals must fully consider the financial impact on the initiating and responding municipality.

MGB Annexation Principle # 14

Annexation proposals must not simply be a tax initiative. Each annexation proposal must have consideration of the full scope of costs and revenues related to the affected municipalities. The financial status of the initiating or the responding municipality(s) cannot be affected to such an extent that one or the other is unable to reasonably achieve the purposes of a municipality as outlined in section 3 of the Act. The financial impact should be reasonable and be able to be mitigated through reasonable conditions of annexation.

#5

KEY QUESTIONS

FINANCIAL IMPACTS

- What are the financial impacts of the proposed annexation to the City and the County?
- If the above question is answered in the Financial Impact Analysis prepared by CORVUS, **why has the FIA not been made available to Parkland County?**
- Further, **what growth scenarios does the Financial Impact Assessment consider?**

#6

INTERMUNICIPAL COOPERATION

- The Spruce Grove MDP's "Section 8: Regional Partnerships" **emphasizes collaborative relationships and alternative approaches** such as joint planning (8.2.1.1 and 8.2.1.2., pg. 69-70)
- The **first guiding principle of the Edmonton Metropolitan Region Growth Plan** is "Collaborate and coordinate as a Region to manage growth responsibly" (Metro Plan, pg. iv)
- The Study notes that the majority of the south/southeast growth area is not required until beyond 2042

MGB Annexation Principle #9

Annexations that provide for intermunicipal cooperation will be given considerable weight. Cooperative intermunicipal policies in an intermunicipal development plan will be given careful consideration, weight and support so long as they do not conflict with Provincial policies or interests.

#6

KEY QUESTIONS

INTER-MUNICIPAL COOPERATION

- How has the City balanced the growth needs of Parkland County with the needs of the City in its analysis?
- Did the City consider any joint growth opportunities as part of its analysis?
- The City's MDP notes that joint planning is a priority for the City. **What intermunicipal collaboration was undertaken with Parkland County to inform the Study?**
- How does the proposed annexation consider the principles of Regional cooperation and collaboration that form the first guiding principle of the Metro Plan?

CONCLUSION

- The **purpose of the presentation** was to:
 - To **brief Council** on the City of Spruce Grove's annexation proposal
 - To **present Council with a list of key questions** relative to the City of Spruce Grove's Growth Study

