

CITY OF EDMONTON ANNEXATION APPLICATION

APPENDIX 1.0

SE NOTICE OF INTENT TO ANNEX
(MARCH 2018)



MARCH 2018

Edmonton



Office of the City Manager

City of Edmonton
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Edmonton, AB T5J 2R7

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edmonton.ca



February 20, 2018

Reference No.: 274780088-001

Mr. Duane Coleman
County Manager
Leduc County
1101 – 5 Street
Nisku AB T9E 2X3

Mr. Mike Schwirtz
Chief Administrative Officer
Town of Beaumont
5600 – 49 Street
Beaumont AB T4X 1A1

Minister of Municipal Affairs
Office of the Minister
132 Legislature Building
10800 - 97 Avenue
Edmonton AB T5K 2B6

Dear Sirs:

RE: Amended Formal Notice of The City of Edmonton Annexation Application

On February 13, 2018, the City of Edmonton, Leduc County and the Town of Beaumont committed to a Intermunicipal Planning Framework Agreement, part of which was to remove the nine quarter sections from the City's Proposed Southwest Notice of Annexation. The City of Edmonton will be proceeding with a third amended notice of annexation in furtherance to the notice filed on March 5, 2013 (the "Original Notice"), the first amended notice of annexation filed on April 14, 2015 (the "First Amended Notice") and the second amended notice of annexation filed on January 30, 2017 (the "Second Amended Notice"). The City of Edmonton's Proposed Southwest Notice of Annexation remains unchanged.

The purpose of this letter is to fulfil the requirements of Section 116 of the *Municipal Government Act* ("MGA") and to initiate an annexation application for the areas on the attached map. By copy of this letter, all affected authorities as required by Section 116 of the *Municipal Government Act* have been notified.

NOTIFICATION

This notification is being sent to Leduc County and the Town of Beaumont (the municipal authorities from which the land is to be annexed), the Minister of Municipal Affairs, the Municipal Government Board, the Capital Region Board and all relevant local authorities as defined in Section 1(1)(m) of the *Municipal Government Act* which includes the following:

- Town of Devon;
- City of Leduc;
- Parkland County;

- Strathcona County;
- Edmonton Public School Board;
- Edmonton Catholic School Board;
- Black Gold Regional School Board;
- St. Thomas Aquinas Catholic School Board;
- Alberta Health Services Board;
- Alberta Capital Region Wastewater Commission;
- Capital Region Southwest Water Services Commission;
- Capital Region Board;
- Edmonton Regional Airports Authority;
- Alberta Transportation;
- Andrea Arason, AltaGas Utilities Incorporation;
- ATCO Electric;
- ATCO Gas;
- Direct Energy Regulated Services;
- ENMAX Energy Corporation;
- EPCOR Distribution and Transmission Incorporation;
- EPCOR Energy Incorporation;
- Fortis Alberta Incorporation; and
- TransAlta Utilities Corporation.

DESCRIPTION OF LANDS TO BE ANNEXED

Appendix 1 contains a map and a description of the lands that are the subject of this proposed annexation. The City of Edmonton seeks to annex those lands shaded in blue on the map.

REASONS FOR THE PROPOSED ANNEXATION

Appendix 2 contains a summary of the reasons for the proposed annexation. A complete justification for the annexation will be provided as part of the report required under Sections 118 and 119 of the *Municipal Government Act*.

PROPOSALS FOR CONSULTING WITH THE PUBLIC AND LANDOWNERS

Appendix 3 contains the proposed public consultation program.

AUTHORIZATION

Appendix 4 includes a copy of the City Council decision with respect to this amended notice, which authorizes the City's Administration to proceed with this notice.

ADDITIONAL NOTICE TO THE MUNICIPAL GOVERNMENT BOARD

Appendix 5 contains a list of authorities that may be affected by the proposed annexation. These additional authorities have been copied on this letter and are listed as required by Section 6.1 of the *Municipal Government Board's Annexation Procedure Rules* (effective January 1, 2013).

Should you have any further questions with respect to the proposed Annexation, please contact Lindsey Butterfield, Director of Regional Development, by telephone at 780-496-4749 or by email at lindsey.butterfield@edmonton.ca.

Sincerely,



Linda Cochrane
City Manager

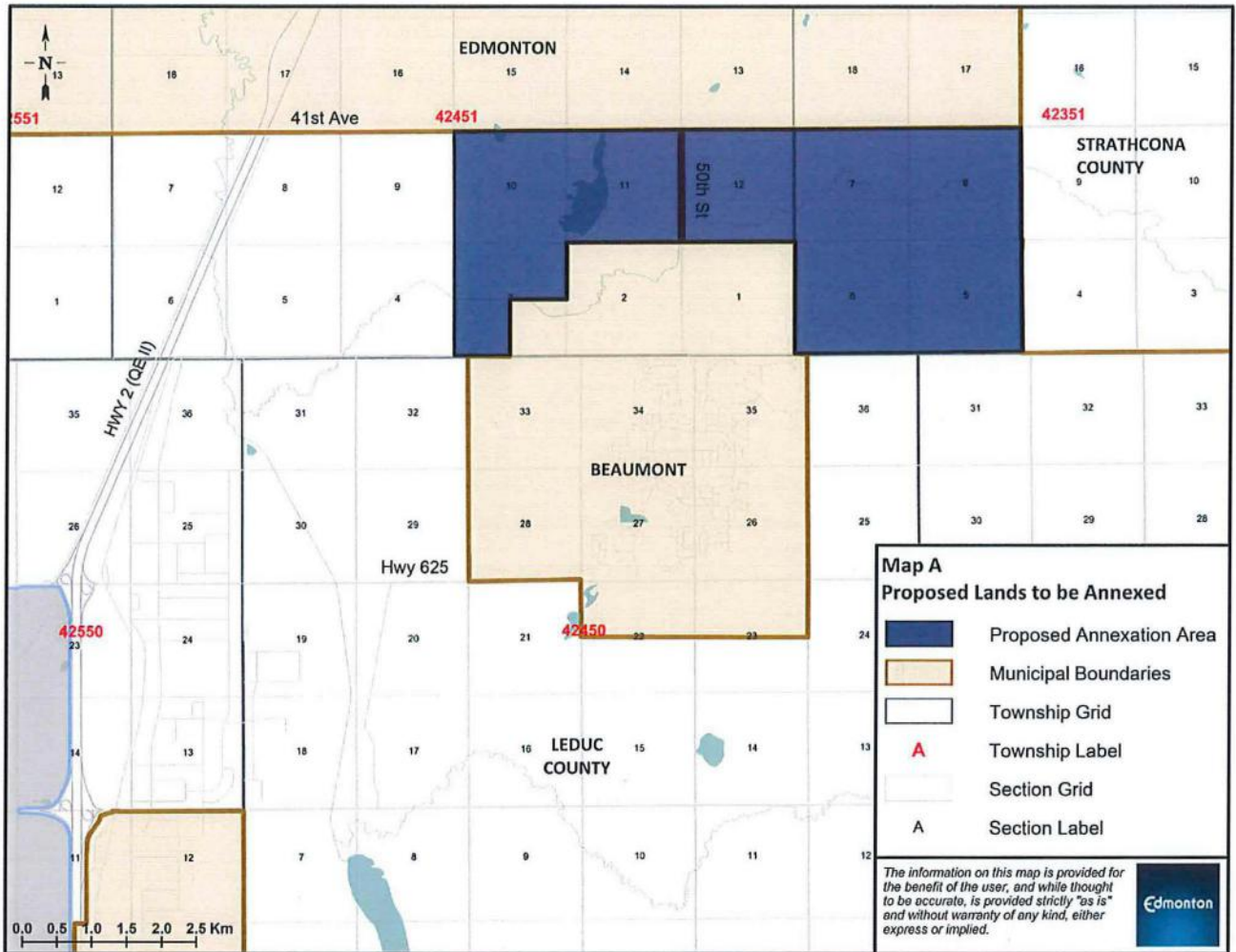
cc: Gerald Hawranik, Chair, Municipal Government Board
Tony Kulbisky, Chief Administrative Officer, Town of Devon
Paul Benedetto, City Manager, City of Leduc
Mike Heck, Chief Administrative Officer, Parkland County
Ron Coon, Chief Commissioner, Strathcona County
Darrel Robertson, Superintendent of Schools, Edmonton Public Schools
Joan Carr, Superintendent, Edmonton Catholic School District
Dr. Norman Yanitski, Superintendent, Black Gold Regional Schools
Troy Davies, Superintendent, St. Thomas Aquinas Roman Catholic Separate Regional Division #38
Dr. Verna Yiu, President and CEO, Alberta Health Services
Darrell Hollands, Board Chair, Alberta Capital Region Wastewater Commission
John Schonewille, Board Chairman, Capital Region Southwest Water Services Commission
Malcolm Bruce, Chief Executive Officer, Capital Regional Board
Tom Ruth, President and CEO, Edmonton Regional Airports Authority
Michal Pylko, Director, Alberta Transportation
Andrea Arason, AltaGas Utilities Inc.
ATCO Electric
ATCO Gas
Direct Energy Regulated Services
ENMAX Energy Corporation
EPCOR Distribution and Transmission Inc.
EPCOR Energy Inc.

Fortis Alberta Inc.
TransAlta Utilities Corporation

Attachments

APPENDIX 1

DESCRIPTION OF LANDS TO BE ANNEXED



DESCRIPTION OF LANDS TO BE ANNEXED

The lands proposed for annexation to the City of Edmonton are described on the attached map forming part of Appendix 1, including all titles and road plans that lie within listed Sections unless otherwise stated, and are described as follows:

LANDS WITHIN LEDUC COUNTY:

Township 51, Range 24, West of the 4th Meridian:

Sections 10, 11, 12 and all of those portions of the Northeast, Northwest and Southwest quarters of Sections 3.

Township 51, Range 23, West of the 4th Meridian:

Sections 5, 6, 7, 8.

Range Road 243

All of those portions within the roadway right-of-way from the south boundary of the City of Edmonton at 41 Avenue SW to the south boundary of Township Road 510.

Township Road 510

All those portions within the roadway right-of-way from the western boundary of Range Road 243 to the western boundary of Strathcona County at Range Road 234.

LANDS WITHIN TOWN OF BEAUMONT:

Highway 814 (50 Street)

All of those portions within the roadway right-of-way from the south boundary of the City of Edmonton at 41 Avenue SW to the northern boundary Section 2 and Section 1.

APPENDIX 2

ANNEXATION JUSTIFICATION

The Original Notice and First Amended Notice included lands west of Range Road 243 which were removed as part of the Second Amended Notice. Sections 1, 2 and the SE quarter of Section 3 (nine quarter sections) which were included in the Original Notice, the First Amended Notice and the Second Amended Notice are now excluded in this Amended Notice; however, the justification given in the Original Notice for annexation remains accurate and applicable. Since the filing of the Original Notice, policies and density targets from the *Capital Regional Growth Plan Update*, along with updated technical studies and consideration of concerns expressed by landowners and Leduc County, have concluded that the lands removed from the annexation area since the last notice are not required to be within the jurisdiction of the City of Edmonton at this time. In addition, the above referenced nine quarter sections are amended out of this Amended Notice due to collaborative arrangements between the City of Edmonton, the Town of Beaumont and Leduc County.

As stated above, the justifications presented below and as found in the Original Notice, with the exception of the updated regional policy framework, still apply to the area of annexation described in the Original Notice. They are as follows:

The Municipal Government Act in Section 116 (2) (b) requires, as part of a written notice of a proposed annexation, that the notice "set out the reasons for the proposed annexation." The following is an **overview** of the context and major reasons why the City of Edmonton is pursuing annexation of the lands identified on the map of proposed annexation areas. Further and more detailed annexation justification will be provided as part of the report to be prepared describing the results of the annexation negotiation / mediation, and public consultation processes.

The Annexation justification is based on three categories of land supply need: strategic interests; long term growth; and opportunity.

1. Provision of an Adequate Land Supply for Orderly Long Term Growth

At a high level, annexation of this area is required to provide Edmonton with an appropriate long term supply of developable land.

The land within the annexation area is needed so that Edmonton can support and manage growth. Growth in Edmonton varies by sector, with the southeast being one of the more robust sectors accounting for 27% of Edmonton's development of single family dwellings with an absorption rate of over 900 units on average annually over the last 10 years. Based on current absorption rates, and assuming the Area Structure Plan for the Southeast Urban Growth Area (Decoteau) receives Council approval (currently in process), there is approximately a 17-year supply of residential development south to the city limits at 41 Avenue SW. Maintaining a contiguous supply of residential lands in this growth corridor is a logical and rational extension of development trends and demand for the southeast growth corridor. It is estimated that lands deemed suitable for residential between 41 Avenue SW and Township Road 510 will be fully planned and substantially developed within 35 years.

Edmonton was second in population growth among census metropolitan areas in Canada at 12.1 percent from 2006 to 2011; Calgary was first at 12.6 percent. The City of Edmonton is expected to continue growing at a robust pace, projecting to increase its population from 817,000 in 2012 to 1.4 million over the next 35 years, with much of this growth occurring in suburban areas. Growth outside of Edmonton's city limits has been growing at a faster pace than Edmonton over the last 30 years (since the last Annexation), thus reducing the population share of the Capital Region from 75 percent to 70 percent. This diffusion of population is counter-productive to a strong central city which ultimately limits the success of the region as a whole.

Sustainable growth requires a mix of residential, commercial and industrial lands to ensure complete and strong communities and to provide a sufficient source of tax revenue to support this model. The supply of business employment lands in the south part of Edmonton is quickly diminishing, with approximately a 10-year supply remaining. The area east of the QE2 Highway and south of 41 Avenue SW offers that logical extension of industrial activity developing in Ellerslie Industrial.

2. Strategic and Policy Based Needs and Interests of the City of Edmonton

The City of Edmonton has been developing a series of strategic plans to ensure an integrated and holistic approach toward building a strong central city. The City of Edmonton plans for urban growth in ways that ensures that new development is economically, environmentally and socially sustainable. New development takes place as infill redevelopment and through developing new neighbourhoods as complete communities. Edmonton does not support urban sprawl developments, such as country residential, as it compromises the opportunity for future urban growth.

The *Municipal Development Plan, The Way We Grow* was passed by City Council in 2010. This is the guiding document that directs Edmonton's growth and development for the next 30 years, and includes the following policy and objective themes that accommodate growth from both within and outside the city limits:

- Achieve a balance between residential, industrial, commercial institutional, natural and recreational land in the city through land development policies and decisions (*Municipal Development Plan Policy 3.2.1.3*);
- Ensure there is a sufficient land available to sustain economic opportunities (*Municipal Development Plan Policy 3.2.1.2*);
- Ensure a combination of single family and multi-family housing development potential is available for the next 30 years, and planning for growth in a way that meets or exceeds the *Capital Region Plan's* density target (*Municipal Development Plan Policy 3.2.1.1* and *Municipal Development Plan Objective 8.1.7*);
- Plan for growth and major infrastructure and service provision with our intermunicipal and regional planning partners, within the framework of the *Capital Region Growth Plan* (*Municipal Development Plan Objective 8.1.6*); and
- Plan for growth in the Capital Region based on an integrated and effective transportation system and an integrated approach to land use planning (*Municipal Development Plan Objective 8.1.1*).

Besides *The Way We Grow*, the City's other strategic plans also provide direction towards building a strong central city. These include:

- *The Way We Move*: contains policies that integrates the transportation network with surrounding land uses, provides a range of transportation choices, and works with our regional partners to facilitate expansion of the transportation system where it crosses municipal boundaries;
- *The Way We Green*: contains policies to ensure the protection and sustainability of key ecological features and networks within Edmonton and across jurisdictions;
- *The Way We Live*: provides direction ensuring that Edmonton maintains a high standard of quality of life;
- *The Way We Prosper*: provides the policy and strategic framework to ensure that Edmonton can continue to grow as a prosperous, competitive world city; and
- *The Way We Finance* has not yet been approved by City Council. *The Way We Finance* is proposed to provide a policy and strategic framework for City Council and Administration, addressing Edmonton's financial sustainability and development of a long-range financial plan.

The City of Edmonton is proposing annexation to meet future residential needs as growth extends south from the City of Edmonton's current boundary. Lands immediately south of 41 Avenue SW will provide significant residential opportunities with some commercial and potential business industrial development thus providing a healthy mix of uses.

3. Regional Planning and Growth Coordination

A long term land supply is sought in recognition of the development pressures within the southeast sector of Edmonton, along with increasing development pressures and fragmentation along the border areas in Leduc County. The City of Edmonton is concerned about the constraints and impacts associated with dispersed development patterns, and requests longer term protection of established growth corridors.

To minimize the regional footprint, the proposed *Capital Region Board Growth Plan*, which was approved by the Board in October 2016, concentrates new urban growth to the Metropolitan policy area. The proposed annexation area outlined above has a minimum density target of 35 dwelling units per net residential hectare.

To facilitate regional growth and plan development in an orderly and efficient manner as contemplated in the *Municipal Government Act*, the existing *Capital Region Growth Plan* was developed and approved in 2010 and can be summarized by six core principles. The City of Edmonton is well positioned to accommodate future development pressures and achieve the *Capital Region Growth Plan's* core principles in the following ways:

- 1) *Protect the environment and resources*: Edmonton's policies through *The Way We Green* ensure that natural areas and ecological systems are protected from encroaching development;

- 2) *Minimize regional footprint*: Edmonton has a history of facilitating higher intensity developments compared to its municipal neighbours, concentrating those developments in areas serviced by transit;
- 3) *Strengthen communities*: Edmonton already currently implements the policies to support this principle, such as providing affordable housing options and mechanisms to create inclusive communities;
- 4) *Increase transportation choices*: Edmonton would facilitate implementation of key transportation infrastructure projects such as the QE2/41 Avenue SW interchange, and Light Rail Transit (LRT) service to the Ellerslie area that would provide a variety of commuting options;
- 5) *Ensure efficient provision of services*: Edmonton has the capacity, experience and fiscal ability to service the greenfield lands to an urban standard and provide services to future residents and businesses; and
- 6) *Support regional economic development*: much of the land within this application would be utilized to support industrial activity, take advantage of its proximity to the airport and ensure Edmonton and Capital Region is competitive on the global stage.

The proposed Growth Plan, which was approved by the Board in October 2016, and was endorsed by The Province of Alberta in 2017, builds upon the existing principles and pushes the concept of compact, contiguous growth further. The focus of the new plan is on minimizing the regional development footprint, maximizing the use of existing infrastructure, building on economic development opportunities and preserving agricultural land to the greatest extent possible while still allowing for responsible urban growth.

Conclusion

This **overview** of the three categories of need (strategic interests, long term growth, and opportunity) forms the initial justification for the proposed annexation boundary to facilitate negotiations and mediation with Leduc County, the Town of Beaumont and for public consultation. Further and more detailed annexation justification will occur as part of the annexation negotiations and public consultation processes, providing the basis for the City of Edmonton's annexation application to the Province of Alberta.

APPENDIX 3

PROPOSED PUBLIC CONSULTATION PROGRAM

Section 116(2)(c)(i) and (ii) of the *Municipal Government Act* requires that the notice for an annexation must include proposals for consulting with the public and meeting with the owners of the land to be annexed and keeping them informed about the progress of the negotiations. The following public consultation program is proposed in order to meet this requirement.

1. Website

A website has been set up in order to provide affected property owners and the general public with easy access to information and will be updated to reflect this amended Notice. The website utilizes a Frequently Asked Questions format and includes a mechanism for contacting staff representatives from the City of Edmonton. A link to the Leduc County website has been included. Maps of the proposed annexation boundaries will be updated shortly on the website.

2. Mailing Lists

Two mailing lists have been set up. The first is a list of landowners within the annexation boundary, which will be updated to reflect the ownership of additional land proposed to be annexed. The second list is comprised of members of the public and other parties who have expressed an interest in annexation. The landowner list is compiled by using the property ownership list from the Leduc County assessment rolls.

3. Open Houses

Five rounds of public engagement sessions have been held in support of the Original Notice and are as follows:

- November 2013 - Three public Open Houses were held to share information, answer questions and gather feedback about the proposed annexation.
- April 2014 – Five small group landowner meetings were held to give landowners with land in the proposed annexation areas an opportunity to talk with City of Edmonton staff; and
- November 2014 - Three public Open Houses were held to share information, answer questions and gather feedback about the proposed annexation.
- September 2016 - One workshop was held for landowners newly added to the annexation application in 2015. The workshop shared information about the proposed annexation and the City answered landowner questions and gathered feedback.
- May 2017 - Four public Open Houses were held to share the proposed landowner transition plans for each section of the City that pertains to the annexation area. The City answered questions and gathered feedback about the proposed annexation.

The City is committed to hosting additional rounds of open houses and direct meetings with landowners to ensure all affected stakeholders and interested parties are updated on the project's status, progress on negotiations and to address questions raised through previous rounds of public engagement sessions.

4. Newsletter Mail Outs

Numerous direct mail outs have and will be provided to individuals on the mailing lists during the public consultation processes.

*Note: additional update mail outs may be sent out throughout the negotiation / mediation process if required, particularly if there are any time delays.

Advertising

All open houses are advertised in the Edmonton Journal and newspapers within the County of Leduc, City of Leduc and Town of Devon.

Summary of the Public Consultation Program

A summary will be included in the report to the Municipal Government Board as required in Sections 118 and 119 of the *Municipal Government Act*.

APPENDIX 4
AUTHORIZATION

On February 13th 2018, City Council passed the following Motion:

That Administration amend the City of Edmonton's Southeast Notice of Intent to Annex in order to align with the boundaries included in the Inter-municipal Planning Framework Agreement, as amended, and that written notice of the amended proposed annexation be provided pursuant to section 116 of the *Municipal Government Act*; upon execution of the Inter-municipal Planning Framework Agreement, as amended

APPENDIX 5

ADDITIONAL NOTICE TO THE MUNICIPAL GOVERNMENT BOARD

Section 6.1 of the *Municipal Government Board's Annexation Procedure Rules* (effective January 1, 2013) requires that written notice to the Municipal Government Board under Section 116(1)(b) of the *Municipal Government Act* must be accompanied by a list of the authorities that the City of Edmonton believes may be affected by the proposed annexation. The following list of authorities is provided in order to meet this requirement.

List of affected authorities to whom notice has been provided by copy of this letter, as required by the *Municipal Government Act*:

- Leduc County;
- Town of Beaumont;
- Municipal Government Board;
- Strathcona County;
- Edmonton Public Schools;
- Edmonton Catholic School District;
- Black Gold Regional Schools;
- St. Thomas Aquinas Roman Catholic Separate Regional Division #38;
- Alberta Health Services;
- Alberta Capital Region Wastewater Commission;
- Capital Region Southwest Water Services Commission; and
- Capital Region Board;

List of authorities that may be affected, as required by the *Municipal Government Board's Annexation Procedure Rules*:

- Alberta Transportation;
- AltaGas Utilities Inc.;
- ATCO Electric;
- ATCO Gas;
- Direct Energy Regulated Services;
- ENMAX Energy Corporation;
- EPCOR Distribution and Transmission Inc.;
- EPCOR Energy Inc.;
- Fortis Alberta Inc.; and
- TransAlta Utilities Corporation.