
IN THE MATTER OF THE *MUNICIPAL GOVERNMENT ACT*

R.S.A. 2000, c.M-26

**AND IN THE MATTER OF THE PROPOSED ANNEXATION
BY THE CITY OF SPRUCE GROVE**

NOTICE OF PROPOSED ANNEXATION

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BY THE CITY OF SPRUCE GROVE

NOTICE OF PROPOSED ANNEXATION

TO: **Land and Property Rights Tribunal**
2nd Floor, Summerside Business Centre
1229 – 91 Street SW
Edmonton AB T6X 1E9

TO: **Town of Stony Plain**
4905 – 51 Avenue
Stony Plain AB T7Z 2Y3

TO: **Minister of Municipal Affairs**

TAKE NOTICE that pursuant to Section 116 of the *Municipal Government Act*, the City of Spruce Grove (“Spruce Grove”) hereby gives notice of its request for the annexation of the lands hereinafter described. This notice includes:

- (a) Authorization;
- (b) Description of the land proposed to be annexed to Spruce Grove;
- (c) List of local authorities that have been notified and other authorities that may be affected;
- (d) Reasons for the proposed annexation; and
- (e) Proposals for consultation with the public and meeting with owners of the land to be annexed.

This notice has been filed by:

THE CITY OF SPRUCE GROVE

Per: _____
315 Jespersen Avenue
Spruce Grove AB T7X 3E8

1. Authorization

On February 26, 2024, Spruce Grove Council passed the following motion:

Spruce Grove will provide written notice of its proposed annexation of the lands in Schedule “A” to this Notice pursuant to Section 116 of the *Municipal Government Act*.

2. Description of Land Proposed to be Annexed to the City of Spruce Grove

- (a) Schedule A: List of Legal Descriptions for Lands within the Proposed Annexation Area
- (b) Schedule B: Proposed Annexation Area including Roads

3. Notifications

This Notice is being sent to the following local authorities:

- (a) Affected Local Authorities:

Town of Stony Plain
Parkland County
ARROW Utilities
Capital Region Parkland Water Services Commission
Capital Region Assessment Services Commission
Parkland School Division No. 70
Evergreen Catholic Separate Regional Division No. 2
Greater North Central Francophone Education Region No. 2
Alberta Health Services – Edmonton Zone

- (b) Other Notifications:

Alberta Transportation (North Central) – Stony Plain District
EPCOR
Direct Energy
ATCO Gas North
Fortis Alberta Inc.
Telus
Shaw Communications
ATCO Pipelines
Kinder Morgan Pipelines

4. Reasons for the Proposed Annexation

Introduction

- (a) Spruce Grove has been proactive in planning for its expected long-term growth.
- (b) The land requirements are based on the 2016 Spruce Grove Growth Study (the “2016 Study”) prepared by ISL Engineering and Land Services (“ISL”). The 2016 Study recommended an expansion area of approximately 22 quarter sections within Parkland County (“Parkland”), and a small expansion area within the Town of Stony Plain (“Stony Plain”), to accommodate Spruce Grove’s projected growth through 2067.
- (c) Following a period of negotiations, Spruce Grove and Parkland agreed, in 2019, to a shorter term annexation of 8 quarter sections, more or less, to return Spruce Grove’s land supply to approximately 30 years.
- (d) The annexation of 8 quarters, more or less, from Parkland was approved by the Government of Alberta in late 2020 with an effective date of January 1, 2021.

2016 Study

- (e) In the 50 years prior to 2016, Spruce Grove's population increased at an average annual rate of 8.4%, from 580 in 1966 to 33,640 in 2016.
- (f) At its 2016 population of 33,640, Spruce Grove had nearly tripled its population over the previous 33 years since recording a population of 11,307 in its 1983 municipal census.
- (g) More than 50% of the Spruce Grove's growth from 2001 to 2016 occurred in the 6 years from 2010 and more than 75% occurred in the 9 years from 2007.
- (h) Between 2006 and 2011, Spruce Grove was the 4th fastest growing city and 7th fastest growing municipality in Alberta, behind only Beaumont and Leduc within the Edmonton Metropolitan Region. Spruce Grove recorded the 3rd highest growth rate in the Edmonton Metropolitan Region between 2011 and 2016 at 5.1%, behind Beaumont and Fort Saskatchewan at 5.9% and 5.2% respectively.
- (i) Spruce Grove's historical population growth pattern in the 50 years prior to 2016 was reflective of, among other things: proximity to employment opportunities within the Acheson Industrial Area; proximity to a large population and employment base within the Edmonton Metropolitan Region that attracts global economic opportunities and advantages; high quality of

life that makes Spruce Grove attractive to families; and low infrastructure costs that makes it attractive to developers.

- (j) In 2013, the Capital Region Board, now the Edmonton Metropolitan Region Board (“EMRB”) published two population growth scenarios for Spruce Grove, which were subsequently adjusted in 2014. In the EMRB Low Adjusted Scenario, Spruce Grove was estimated to grow at an average annual growth rate of 1.9% to 54,500 in 2044 - a change of 70%. In the EMRB High Adjusted Scenario, Spruce Grove was estimated to grow at an average annual growth rate of 2.9% to 73,400 in 2044 - a change of 129%.
- (k) Independent of the EMRB’s population growth scenarios, the 2016 Study presented four sets of alternative scenarios - Low, Medium, Medium-High and High Cases - which were based on Alberta Treasury Board and Finance (ATBF) Census Division (CD) Population Projections for Alberta. In these scenarios, Spruce Grove was anticipated to accommodate 4.35% of the projected population growth of CD No. 11, which includes the Edmonton Metropolitan Region. This assumption is less than the 4.42% share of growth Spruce Grove recorded between 2001 and 2015.
- (l) The 2016 Study's Medium-High Case was utilized for calculating future land requirements for Spruce Grove. In this scenario, Spruce Grove would experience an average annual growth rate of 2.9% to 73,733 in 2044 - a change of 130%. This growth rate of 2.9% per annum is appropriate as it is in alignment with the 2.9% per annum growth rate of the EMRB’s High Adjusted Scenario.
- (m) To the 50-year horizon in the 2016 Study, the Medium-High Case projected Spruce Grove would experience an average annual growth rate of 2.4% to 108,744 in 2067 - a change of 239%. This average annual growth rate of 2.4% is conservative and appropriate as it is considerably below the 8.4% per annum growth rate Spruce Grove experienced in the previous 50 years, and less than half of the 5.6% per annum growth rate experienced in the previous 10 years.
- (n) In the 10-year period between 2005 and 2014 inclusive, the total amount of lands consumed through the plan registration process in Spruce Grove amounted to 633.5 ha.
- (o) With an average annual absorption of 63.3 ha of land over the previous 10 years and with 1,148.6 ha of lands available to accommodate future growth, it would have taken 18 years to absorb these lands through plan registration (e.g., subdivision plans, road plans, etc.) if this annual absorption rate was to remain constant and if there was flexibility in land use over the Spruce Grove's available land supply.

- (p) As of the end of 2015, Spruce Grove had 719 ha of gross residential land supply, 130 ha of gross commercial land supply and 234 ha of gross industrial land supply available to accommodate future growth. Under the recommended Medium-High Case Scenario, it was estimated that these land supplies would be fully absorbed within the next 18 to 26 years (between 2033 and 2041).
- (q) Expansion areas in the amount of 22.5 quarter sections were recommended to accommodate Spruce Grove's future growth to 2067. The 22.5 quarter sections included an allowance for market attractiveness and competition among developers and to recognize that some landowners within the recommended expansion areas might not participate in urban development by the end of 2067.
- (r) The recommended expansion areas included a small west expansion area within Stony Plain comprising 0.6 quarter sections (41 ha) of land.
- (s) More substantially, the recommended expansion areas also included a south/southeast expansion area within Parkland comprising 21.8 quarter sections (1,385 ha). The south/southeast expansion area accommodated the vast majority of Spruce Grove's projected residential, commercial, industrial and public services growth.

2019 Addendum

- (t) With a memorandum of understanding achieved with Parkland, Spruce Grove focused its efforts on negotiating an annexation agreement with Parkland for approximately 7 gross quarter sections of land to the south of Spruce Grove and paused pursuit of the annexation of the small west expansion area within Stony Plain.
- (u) In support of a subsequently achieved 2019 annexation agreement with Parkland, Spruce Grove prepared a 2019 Addendum that employed an analytical process to determine and recommend approximately 8 gross quarter sections from the 22 quarter section Parkland expansion area identified in the 2016 Study.
- (v) As the pursuit of an annexation from Stony Plain was paused, the 2019 Addendum did not focus on the small west expansion area.
- (w) Further, Spruce Grove's subsequent annexation application submitted to the Municipal Government Board (now Land and Property Rights Tribunal) in 2020 involved the 8 quarter sections, more or less, from Parkland and no lands from Stony Plain.

Since Parkland Annexation Approval

- (x) With the 2021 annexation application complete, in the intervening years since the 2016 Growth Study significant residential development has occurred in the northwest sector and the City is experiencing substantial growth pressure and transportation demand.
- (y) Spruce Grove's population in the northwest sector has increased 43% going from 4,082 (2016) people to 7,153 people (2023). By almost doubling the population in just seven years, there is a need to advance the road connection to Highway 16A via Boundary Road/Grove Drive. Future neighbourhoods and commercial development to the south are also being initiated. The projected 2030 population for this sector will be approximately 10,814 people.
- (z) Spruce Grove seeks to extend Grove Drive from its current western terminus to Boundary Road initially to a paved two-lane standard, and similarly improve Boundary Road as part of the Grove Drive extension to Highway 16A.
- (aa) The extension of Boundary Road/Grove Drive to Highway 16A is critical in the final development schemes for both the Central and West Central Area Structure Plans. This crucial connection to Highway 16A will provide secondary access to northwest Spruce Grove that will support reduction of traffic congestion, provide alternative emergency access within the northwest, and more support more efficient transit routes.
- (bb) Boundary Road north of Highway 16A is within Stony Plain's municipal jurisdiction. The eastern boundary of its road allowance forms Spruce Grove's western municipal boundary.
- (cc) Adjacent lands within Stony Plain to the west of Boundary Road and east of Atim Creek were deemed more efficiently serviceable through Spruce Grove's water and wastewater infrastructure systems by the 2016 Study.
- (dd) Accordingly, Spruce Grove, now proposes to proceed with annexation of the majority of the small west expansion area identified in the 2016 Study.
- (ee) More specifically, Spruce Grove proposes to annex Boundary Road and adjacent lands west of Boundary Road to the east boundary of a sanitary sewer right-of-way to the west of Atim Creek.
- (ff) This annexation proposal excludes several of the Highway 16A rights-of-way from the small west expansion area identified in the 2016 Study.

Conclusion

- (gg) According to the 2016 Study, it was prudent that Spruce Grove proceed with a boundary adjustment in the short-term to obtain sufficient residential, commercial, industrial and public services land supplies to accommodate growth over the next 50 years. This would enable proper planning of land uses and infrastructure investments in an orderly, comprehensive and sustainable manner. Overall, a 50-year annexation was reasonable and appropriate as Spruce Grove is one of the fastest growing communities in Alberta. Access to numerous efficient transportation corridors and proximity to employment within Spruce Grove itself, the Acheson Industrial Area, and Edmonton and nearby areas within the Edmonton Metropolitan Region will continue to spur growth.
- (hh) This proposed annexation is the second step in implementing the recommendations in the 2016 Study.
- (ii) It will enable extension of Grove Drive and underground water and wastewater services from the current western terminus while also supporting residential and commercial development on the west side of Spruce Grove.
- (jj) It will also enable subdivision and development of those developable lands west of Boundary Road and east of Atim Creek currently within Stony Plain in a shorter term.

5. Proposals for Public Consultation

Spruce Grove intends to conduct the following specific initiatives to inform and consult with the public and with the owners of the land that is proposed to be annexed.

(a) Landowner One-on-one Meetings

Spruce Grove will invite the owners of the lands, that are proposed to be annexed from Stony Plain to Spruce Grove, to arrange a one-on-one meeting directly with City staff. The purpose of the one-on-one meetings will be to inform the owners of the potential expansion of Spruce Grove's boundary and to provide owners with an opportunity to ask questions and provide input. The dates for the landowner one-on-one meetings will be determined in consultation with the landowners.

Owners of land within the area proposed for annexation will be identified on the basis of land titles information.

(b) Public Open House

Spruce Grove will conduct an open house style meeting to inform the public, mines and mineral owners, and other authorities and stakeholders of the potential expansion of Spruce Grove's boundary to include the small west expansion area in Stony Plain, and to provide members of the public with an opportunity to ask questions and provide input. The anticipated date of the Public Open House is as follows:

May 22, 2024

Spruce Grove will advertise the location, dates and times of the public open house meetings in the local newspaper, on the City's website and newsletters that invited members of the public to attend and participate.

(c) Website

Spruce Grove previously posted information regarding the annexation process on its website. Spruce Grove will refresh its annexation webpage to provide information on this proposed annexation of lands from Stony Plain and will continue to periodically update the webpage. Stony Plain will be encouraged to post information regarding the annexation process and updates on its website as well.

(d) Media

Spruce Grove will issue periodic news releases regarding the annexation process to the following media outlets:

- Spruce Grove Examiner
- Stony Plain Reporter
- 88.1 FM The One

SCHEDULE A

List of Legal Descriptions for Lands within the Proposed Annexation Area

1. All that portion of SE-6-53-27-W4M east of the eastern limits of Sanitary Sewer Right-of-Way Plan 862 0338.
2. Lot 1, Plan 932 2978 in its entirety.
3. All that portion of NE-6-53-27-W4M east of the eastern limits of Sanitary Sewer Right-of-Way Plan 862 0338.
4. All that portion of the north/south road allowance (Boundary Road) within the west half of Section 5-53-27-W4M from the northern limits of Road Plan 1282 LZ to the northern limits of NE-6-53-27-W4M.

