Office of the Chief Administrative Officer
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File: D01

December 21, 2020

Rick Duncan
Case Manager, MGB Secretariat
Municipal Government Board
2nd Floor, 1229 – 91st Street SW
Edmonton, AB T6X 1E9

Dear Mr. Duncan

RE: City of St. Albert Annexation Application

On behalf of the City of St. Albert, I am enclosing the City's annexation application for 1,558 ha of land currently located within Sturgeon County. I am pleased to advise that Sturgeon County has agreed to this annexation, and the written materials (Appendix C) contains the annexation agreement. There are no unresolved issues between the City and the County.

The City asks the MGB to proceed to have the City's annexation application considered. The agreement seeks an effective date of annexation of January 1, 2022. In support of the City's annexation application, we are enclosing eight copies of the City's supporting materials. These materials include:

- 16 binders: two binders for each copy, numbered "1/2" and "2/2".
- Each set of two binders is identified by use of coloured dots.

Please be advised that both parties are represented by lawyers. The contact details for the lawyers are as set out below:

…/2

FOR THE CITY:
Gwendolyn J. Stewart-Palmer, Q.C.
Shores Jardine LLP
Suite 2250 Bell Tower
10104 – 103 Avenue
Edmonton, Alberta T5J 0H8

TEL: 780.702.4275
FAX: 780.423.0163
Email: Gwendolyn@shoresjardine.com

FOR THE COUNTY:
Michael Solowan
Brownlee LLP
2200 Commerce Place
10155 – 102 Street
Edmonton, AB T5J 4G8

TEL: 780.497.4800
FAX: 780.424-3254
Email: msolowan@brownleelaw.com

I understand that further correspondence from the MGB will be sent to the City's lawyer. The City will have a copy of its annexation application in hard copy at City Hall. The City is arranging to have an electronic copy of the annexation application on its web page.

We understand that the MGB will be notifying affected parties. The addresses are set out in Appendix Q and R.

Please advise if you require anything further.

Sincerely,



Kevin Scoble, CAO

Enclosure: 16 Binders Containing Application Materials

CC: Reegan McCullough, CAO, Sturgeon County (via Email)



2020 Annexation Application
City of St. Albert

Prepared by ISL Engineering and Land Services Ltd.

December 2020 (FINAL)

City of St. Albert Cultivate Life

ISL Engineering and Land Services

Executive Summary

This application has been prepared by the City of St. Albert respecting the annexation of approximately 24 quarter sections of land from Sturgeon County. The lands that are the subject of the annexation are required to meet the City's long-term residential, commercial, industrial, and institutional growth needs to a 45-year horizon.

The City initiated the annexation process in 2017 with a Notice of Intent to Annex (Appendix B). Following extensive discussions over a three-year period, the City and the County reached agreement on all matters, including:

a) A Negotiated Annexation Area totalling 1,558 hectares (3,850 acres);
b) Tax protection to landowners as documented in the Annexation Agreement (Appendix C);
c) A general transition plan for landowners and residents as documented in the Annexation Agreement; and
d) The amount of compensation to be provided to the County as documented in the Annexation Agreement.

The City has examined all technical aspects of the annexation. This application is supported by the following technical studies:

a) Growth Management Study (Appendix D);
b) Ecological Assessment (Appendix E);
c) Transportation Study (Appendix F);
d) Infrastructure Servicing Study (Appendix G);
e) Historical Resources Study (Appendix H);
f) Agricultural Baseline Assessment (Appendix I);
g) Agricultural Impact Assessment (Appendix J); and
h) Annexation Financial Impact Assessment (Appendix K).

The City has met all its obligations respecting public consultation, the details of which are contained in the Summary of Annexation Consultations report (Appendix P).

The City has also met all its obligations respecting the Report on Negotiations, which comprises Chapters 6.0 through 8.0, the Agreement (Appendix C), and Appendix P of this Annexation Application. The Certificate of the Report on Negotiations is found in Appendix N.

The City has reviewed the 15 principles of annexation set out by the Municipal Government Board (MGB). The City submits that this annexation fulfils the principles as noted in Section 3.1 of this Annexation Application.

The City asks that the MGB recommend this annexation on the terms set out in Chapter 12.0 of this Application with an effective date of January 1, 2022.

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Appendix F 2020 Transportation Study

Appendix G 2020 Infrastructure Servicing Study

Appendix H 2020 Historical Resources Study

Appendix I 2020 Agricultural Baseline Assessment

Appendix J 2020 Agricultural Impact Assessment

Appendix K 2020 Annexation Financial Impact Assessment

Appendix L Relevant Regional and Statutory Plans

Appendix M Relevant Municipal Infrastructure Servicing Concepts

Appendix N Certificate of the Report on Negotiations

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Appendix P 2020 Summary of Annexation Consultations

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1.0 Introduction

This 2020 Annexation Application report has been prepared on behalf of the City of St. Albert (the "City") in support of its application to annex 1,558 hectares (ha) of land or approximately 24 gross quarter sections from Sturgeon County (the "County"). The content of this report generally follows the order of information required as outlined in the MGB's Annexation Application Checklist.

The 2017 St. Albert and Sturgeon County Joint Growth Boundary Study (JGBS) recommended a boundary adjustment and associated infrastructure financing plan to address the City of St Albert's growth needs over a 50-year horizon. The JGBS identified a preliminary area for boundary adjustment, consisting of lands west, north, and east of the City. Based on the findings of the JGBS, the City and County signed a Memorandum of Agreement (MOA) on February 28, 2017 that set the stage for negotiating a boundary adjustment. It also outlined the Maximum Potential Annexation Area (MPAA) and the collaborative approach to be taken.

On June 15, 2017, the City filed a formal Notice of Intent (NOI) to annex with the Municipal Government Board (MGB), Sturgeon County, and 23 affected authorities. The NOI formalized the MPAA at 2,178 ha or approximately 34 quarter sections, informed by the JGBS proposed boundary adjustment areas but excluding the lands in the northwest comprising ProNorth Industrial Park. The City proceeded with the preparation of a Growth Management Study (GMS) and supporting technical studies to guide determination of a reduced Recommended Annexation Area (RAA). The RAA, informed by servicing considerations, comprised 1,630 ha or approximately 25 quarter sections that would accommodate nearly 50 years of projected growth.

Subsequent negotiations between the City and the County, in addition to the feedback received from affected landowners, led to a final Negotiated Annexation Area (NAA) of 1,558 ha or approximately 24 gross quarter sections to accommodate about 45 years of projected growth. The NAA was approved by the City and County through their execution of an Annexation Agreement (the "Agreement") signed on September 22, 2020. The technical analyses of the MPAA and the rationalization of the NAA are embedded in the 2020 GMS.

The following documents are submitted in support of this Annexation Application and attached as appendices to this report:

- Appendix A: 2014 Memorandum of Understanding and 2017 Memorandum of Agreement;
- Appendix B: 2017 Notice of Intent to Annex;
- Appendix C: 2020 Annexation Agreement;
- Appendix D: 2020 Growth Management Study;
- Appendix E: 2020 Ecological Assessment;
- Appendix F: 2020 Transportation Study;
- Appendix G: 2020 Infrastructure Servicing Study;
- Appendix H: 2020 Historical Resources Study;
- Appendix I: 2020 Agricultural Baseline Assessment;
- Appendix J: 2020 Agricultural Impact Assessment;
- Appendix K: 2020 Annexation Financial Impact Assessment;
- Appendix L: Relevant Regional and Statutory Plans;
- Appendix M: Relevant Municipal Infrastructure Servicing Concepts;
- Appendix N: Certificate of the Report on Negotiations;
- Appendix O: Affected Owner Consent Forms;
- Appendix P: 2020 Summary of Annexation Consultations;
- Appendix Q: Landowner Mailing Addresses and Land Titles; and
- Appendix R: Mines and Minerals Owner Mailing Addresses and Land Titles.

2.0 Background

The current municipal boundary of St. Albert was established by a series of 24 boundary alterations – 15 annexations[1] and 9 severances – since originally incorporating as a village on December 7, 1899. The City's most recent boundary adjustment occurred on January 1, 2007, which involved the annexation of 1,373 ha (approximately 21 quarter sections) from the County generally west of Ray Gibbon Drive and generally north of a combination Highway 633 (Villeneuve Road) and Coal Mine Road.

Following completion of the 2017 JGBS and the subsequent signing of the MOA and filing of the NOI, the City retained a consultant team led by ISL Engineering and Land Services (ISL) to prepare a GMS and other technical studies to support the annexation process. The GMS analyzed the developability of the MPAA, projected future growth, and determined that the MPAA exceeded a 50-year supply of land, which is the generally accepted maximum growth horizon deemed appropriate by the MGB. Based on the findings of the servicing studies, prepared as inputs to the GMS, the consultant team advanced the RAA that would provide just under a 50-year supply of land for the City. Following negotiations between the City and the County, the RAA evolved into the final NAA, which was enshrined in the Agreement signed on September 22, 2020. The final NAA comprises 1,558 ha or approximately 24 quarter sections, enabling the City to replenish its land supply to accommodate about 45 years of projected growth.

[1] Of the 15 annexations, one was an annexation concurrent with a municipal status change while two also included concurrent withdrawals of land.

3.0 Negotiated Annexation Area

The NAA affects 82 parcels out of the initial 173 parcels contained in the MPAA, and several roads (road allowances and road plans). The total area comprises 1,558 ha or approximately 24 gross quarter sections. **Map 3.1** illustrates both the existing and proposed boundaries of the City in relation to the proposed annexation, as well as the 82 affected parcels.

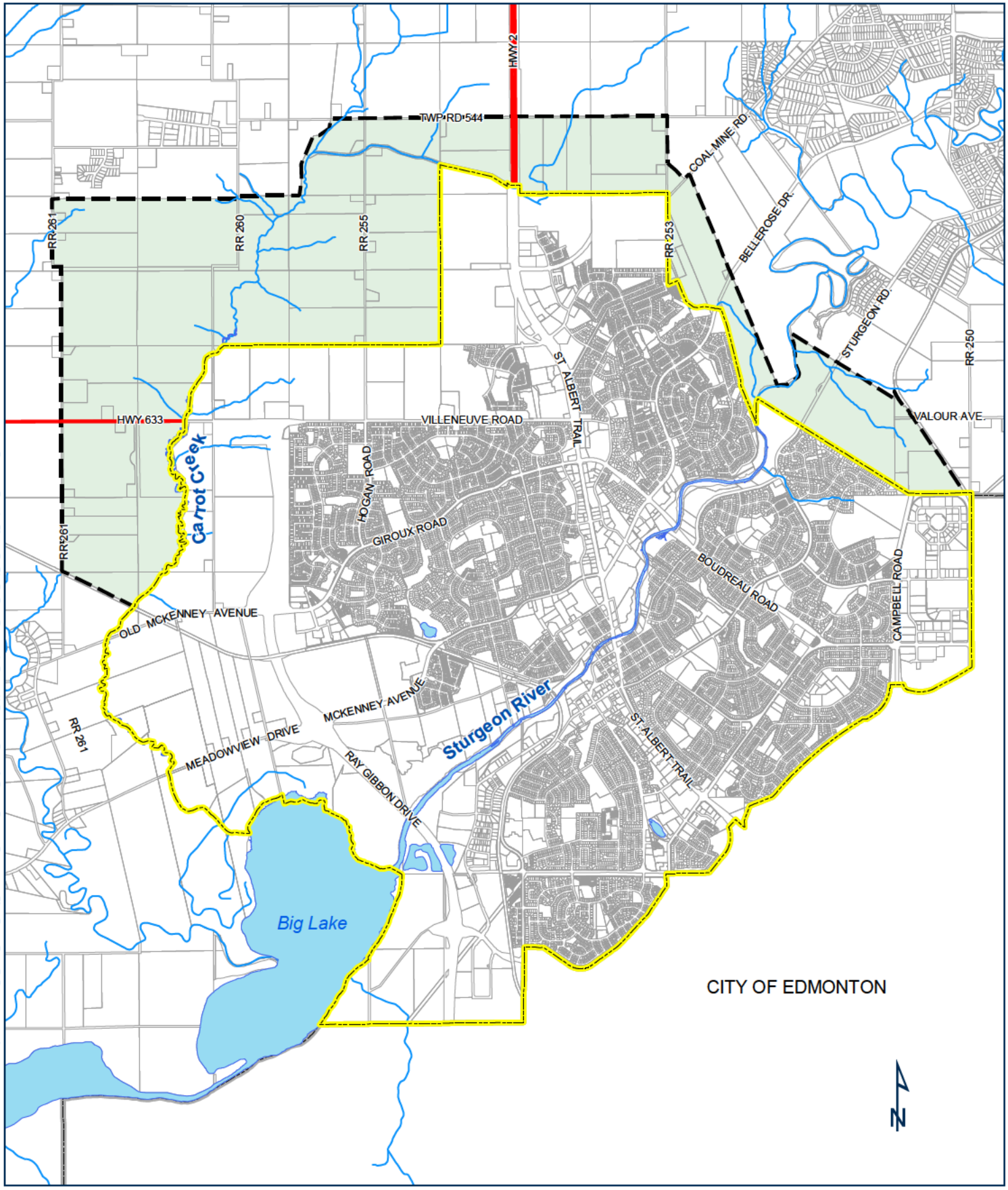
The affected parcels within the NAA are labelled with parcel numbers on **Map 3.2**. These parcel numbers translate to a list of legal descriptions presented in **Table 3.1** below. Parcels 1-19, 67-120, 139-143, 154-156, and 162-169 were part of the MPAA but excluded from the NAA. **Map 3.3** illustrates the roads associated with the proposed annexation. Chapter 9.0 lists boundary roads and its Map 9.1 specifically distinguishes the boundary roads from the internal roads included within the proposed annexation. Note that the Agreement (**Appendix C**) inadvertently excluded listing one internal road that was intended to be included. The internal road in question is that portion of undeveloped road allowance – Valour Avenue (Township Road 542) – that is west of the Canadian National rail line, approximately 800 m due north of Poundmaker Road and 950 m due east of Sturgeon Road. Both the City and the County are in agreement that this portion of undeveloped road allowance should also be included in this Annexation Application.

The NAA includes two parcels that are split by the annexation boundary – Parcel 60 and Parcel 138 (see Map 3.2). The split through Parcel 60 enables a logical boundary west of Carrot Creek that nearly follows the theoretical quarter section line and allows an opportunity for the County to grow in the future south of ProNorth Industrial Park and east of Northern Lights Estates. The split through Parcel 138 enables a logical boundary for a 45-year growth horizon between Coal Mine Road and Range Road 253 that coincides with the southwest boundary of the future 127 Street extension road right-of-way.

Table 3.1: Legal Land Descriptions of Affected Parcels in the Negotiated Annexation Area

Parcel	Legal Description	Parcel	Legal Description
20	Railway Plan 5509NY (portion of northern part not already in St. Albert)	63	Lot 2, Plan 9925995
22	NW-1-54-26-W4M (portion not already in St. Albert)	64	Lot 4, Plan 9925995
23	NE-1-54-26-W4M (portion not already in St. Albert)	65	Lot 1, Plan 9925995
24	Block 3, Plan 9521983 (portion not already in St. Albert)	66	Lot 3, Plan 9925995
25	SW-12-54-26-W4M	121	Lot 3, Plan 8722561
26	Lot 1, Block 1, Plan 0520823	122	Lot 6, Block 1, Plan 0227336
27	SW-12-54-26-W4M	123	Block OT, Plan 629NY
28	Lot 2, Block 1, Plan 1723266	124	Lot 4, Plan 8722561
29	Lot 1, Block 1, Plan 1723379	125	NW-20-54-25-W4M
30	Block A, Plan 9722799	126	NW-20-54-25-W4M
31	NW-12-54-26-W4M	127	NW-20-54-25-W4M
32	Block 4, Plan 9521983 (portion not already in St. Albert)	128	NE-20-54-25-W4M
33	Lot 3, Plan 8422024 (portion not already in St. Albert)	129	Lot 1, Block 1, Plan 0121412

[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]
[redacted]	[redacted]	[redacted]	[redacted]



City of St. Albert Cultivate Life

Municipal Boundary
Existing City Boundary
Proposed City Boundary
Affected Parcel
Parcel
Highway
Watercourse
Water Body

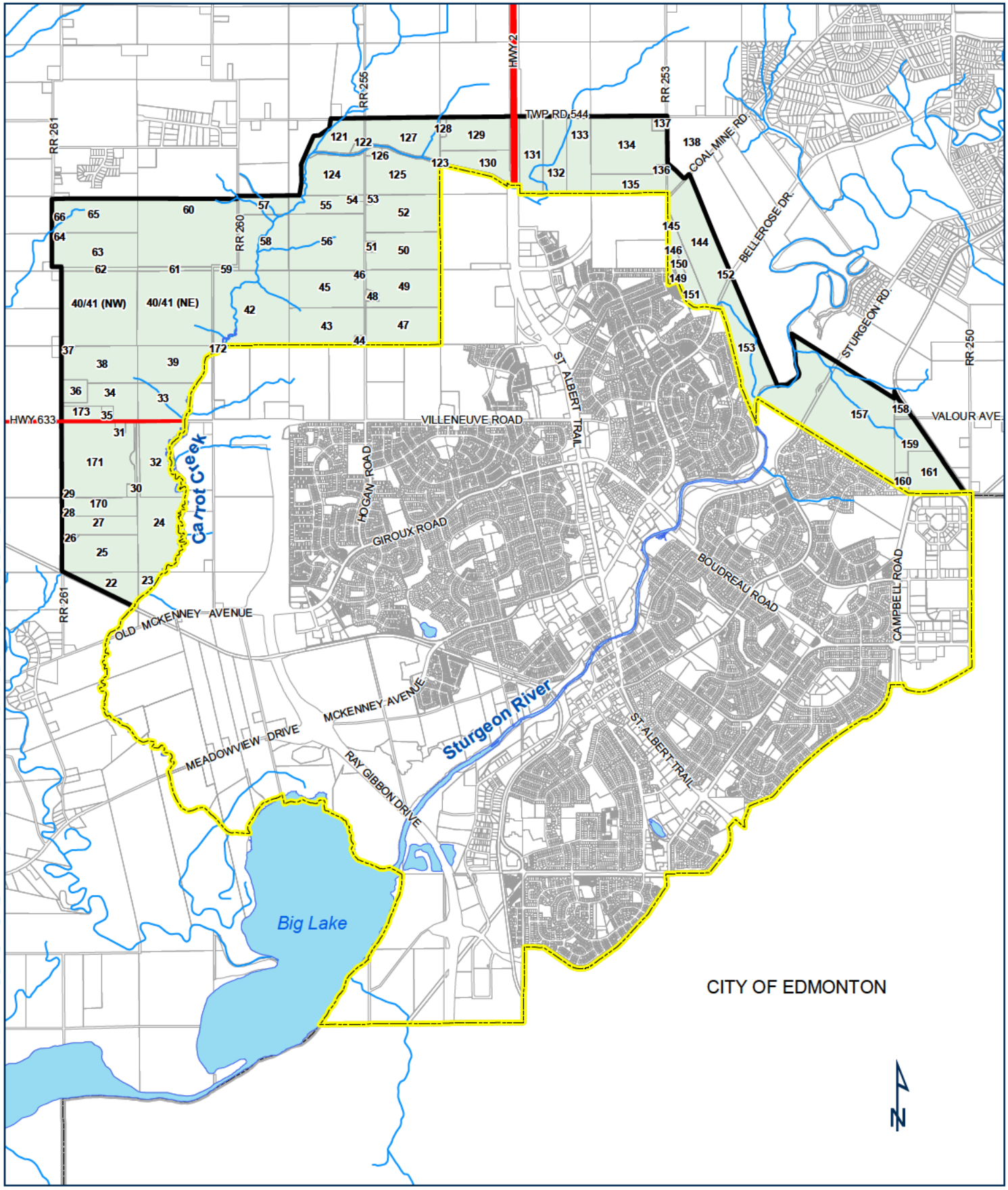
0 0.2 0.4 0.8 1.2 1.6 km

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CITY OF ST. ALBERT: 2020 ANNEXATION APPLICATION

MAP 3.1: EXISTING AND PROPOSED MUNICIPAL BOUNDARIES

Date 2020-12-15 Document \\edmfs-3\Projects\15100\15167_StA_Invt_Growth_Study_Annexation\02_CAD\02S_GIS\251_Figures\10_Annexation_Application_Report\15167_Cx5A_AA_Map_3_1_Exis ing_Proposed_Boundaries_201215.mxd



City of St. Albert Cultivate Life

Municipal Boundary
City Boundary
Annexation Area
Affected Parcel
Parcel
Highway
Watercourse
Water Body

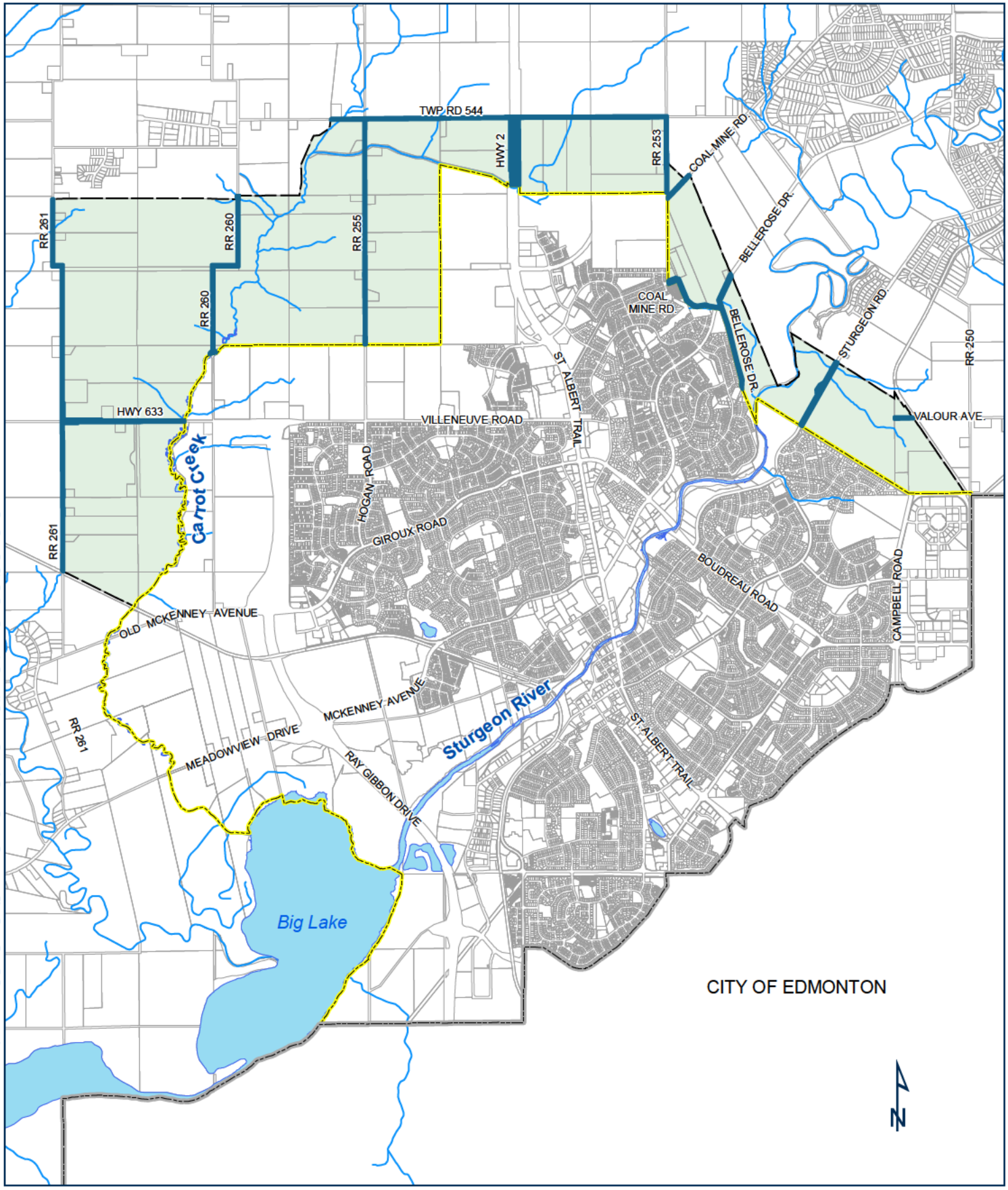
0 0.2 0.4 0.8 1.2 1.6 km

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CITY OF ST. ALBERT: 2020 ANNEXATION APPLICATION

MAP 3.2: PARCELS WITHIN ANNEXATION AREA

Date 2020-12-15 Document \\edmfs-3\Projects\15100\15167_StAlbert_Growth_Study_Annexation\02_CAD\D25_GIS\251_Figures\10_Annexation_Application_Report\15167_Co6A_AA_Map_3_2_Parcels_NAA_201215.mxd



City of St. Albert Cultivate Life

Municipal Boundary
City Boundary
Annexation Area
Affected Parcel
Parcel

Watercourse
Water Body
Included Road Allowance/Road Plan

0 0.2 0.4 0.8 1.2 1.6 km

3TM114-83 1:55,000

CITY OF ST. ALBERT: 2020 ANNEXATION APPLICATION

MAP 3.3: ROADS WITHIN ANNEXATION AREA

Date: 2020-12-22 Document: \\edmfs-3\Projects\151\00\15167_St_Albert_Growth_Study_Annexation\02_CAD\02S_GIS\251_Figures\10_Annexation_Application_Report\15167_C=6A_AA_Map_3_3_Roads_NAA_201222.mxd

3.1 Municipal Government Board Annexation Principles

Section 76(1) of the *Municipal Government Act* (MGA) states that "the Minister may establish and publish principles, standards and criteria that are to be taken into account in considering the … annexation of land from municipal authorities".

In the absence of such being established by the Minister, when addressing a proposed annexation between the City of St. Albert and Sturgeon County in 2006, the Municipal Government Board (MGB) developed a series of its own annexation principles. The principles were based on "the examination of the annexation provisions in the Act, the Provincial Land Use Policies and previous annexation orders and recommendations. These principles are based on significant annexation decisions prior to 1995 and a total of nearly 170 annexations processed since the introduction of the 1995 Municipal Government Act".

The following is a list of the 15 annexation principles established by the MGB. Following each principle, a response is provided indicating how the City's proposed annexation meets the intent of the principles.

1. 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.

   Negotiations between the City of St. Albert and Sturgeon County have resulted in an Agreement respecting the annexation of approximately 24 gross quarter sections that will provide the City with a 45-year land supply. The Agreement (Appendix C) is the culmination of over six years of intermunicipal cooperation that featured:

   - ***the commissioning and completion of a Joint Infrastructure Review in 2014/15 and a Joint Growth Boundary Study in 2016/17;***
   - ***the execution of an annexation Memorandum of Agreement in 2017 (Appendix A); and***
   - ***formal annexation negotiations from late 2017 to 2020 (Chapter 6.0).***

   The City and the County adopted an Intermunicipal Development Plan (IDP) in 2001 to outline a coordinated and cooperative framework for managing the use and development of lands adjacent to the boundary of the City. The County repealed the IDP in June 2010 and the City repealed it on December 7, 2020. While the City and the County are not required by the MGA to adopt an IDP due to both being members of the Edmonton Metropolitan Region Board, a condition of the Agreement is that the municipalities enter into a new IDP that will specifically examine road and municipal servicing issues.

   The Annexation Application does not conflict with any Provincial policies or interests. At the regional level however, the proposed annexation is generally consistent with the Edmonton Metropolitan Region Growth Plan, of which the Province of Alberta has an interest.

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.

The proposed annexation reflects rational growth directions for the City while not impeding or interfering with rational growth directions for the County. That is, the Negotiated Annexation Area (NAA) provides opportunities for the County to expand development into the Sturgeon Valley on either side of the Sturgeon River to the east and northeast of the NAA. In addition, the NAA allows the County to build out the Northern Lights Estates to the northwest in accordance with a previously approved area structure plan (ASP), as well as expand the ProNorth Industrial Park/Northern Lights Estates development node.

As demonstrated in Sections 10 and 11 of the St. Albert Annexation Financial Impact Assessment (FIA) in Appendix K, the financial impact of the proposed annexation on the City is reasonable and sustainable. The annexation does not in any way encumber the City from achieving fiscal accountability.

Section 12 of the FIA identifies the net financial impact of the proposed annexation on the County as a loss of approximately $50,300 in 2021.

3. An annexation or annexation conditions should not infringe on the local autonomy given to municipalities in the Act unless provisions of the Act have been breached or the public interest and individual rights have been unnecessarily impacted.

The proposed annexation and the conditions in the Agreement (Appendix C) do not infringe on the local autonomy of the City or the County. The negotiated annexation is deemed by both the City and the County to be in the public interest, and the terms of the agreement respect the rights of landowners.

4. An annexation must be supported by growth projections, availability of lands within current boundaries, consideration of reasonable development densities, accommodation of a variety of land uses and reasonable growth options within each municipality (initiating and responding municipality).

A review of the City's land base from March 2018 (Table D.5 in Appendix D) indicates that 3,873.0 ha was either undevelopable, absorbed by urban development, or otherwise unavailable due to natural and manmade constraints and unique public uses. The review also determined that 1,100.3 ha of the City's land base in 2018 was available to accommodate future growth. As a result, the City had a 26-year supply of unabsorbed residential land based on previously planned densities, a 30-year supply of unabsorbed commercial land, and a 19-year supply of unabsorbed industrial land (Table D.8 in Appendix D). These results translate into an average of 25 years of land supply as of 2018.

The proposed annexation of 24 gross quarter sections includes an estimated additional 1,558.0 ha of gross developable land to accommodate future residential, commercial, industrial, and institutional growth. Using the Midpoint Case projection scenario of the 2020 GMS (Section 3.2.5 in Appendix D) and increased densities within the NAA, this annexation will increase the City's land supply to 45 years.

Overall, this Annexation Application is based on a demonstrated need for land and represents a rational approach to future growth in a manner that optimizes the City's future growth options without compromising future development opportunities in the County.

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

The NAA:

- ***represents a logical and efficient extension of the City's boundaries and current growth patterns;***
- ***equates to an increase in the City's land supply to 45 years, which is required to meet the City's growth needs; and***
- ***can be easily and efficiently serviced with existing and future infrastructure generally illustrated in the 2020 Transportation Study (Appendix F) and the 2020 Infrastructure Servicing Study (Appendix G).***

Note that the NAA represents a 45-year land supply as opposed to a 50-year horizon, which has been the typical maximum for long-term annexations in many cases. This lesser horizon is motivated by the City's priority to focus growth-based capital investments within five wastewater drainage basins in the NAA for the foreseeable future (as opposed to six or seven that would be contained within a larger area).

6. Each annexation must illustrate a cost effective, efficient and coordinated approach to the administration of services.

As shown in Sections 6 and 7 (Capital Plan), and Section 8 (Operating Plan) of the FIA (Appendix K), the City's plan to administer services is cost effective, efficient and coordinated. The City has constructed a comprehensive capital and operating plan to support urban growth both in-boundary and in the NAA for a 35-year review period within the 45-year horizon of the annexation, and the plans consider the unique circumstances and needs of the City. These plans also consider lifecycle and capacity requirements. In addition, the City and County continue to collaborate on joint initiatives that enable more efficient delivery of services. As highlighted in Annexation Principle #1 above, the plans are reasonable and sustainable.

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

The proposed annexation respects key environmental and natural features by making assumptions regarding potential requirements for future dedication of environmental reserve to protect ravines, potentially unstable lands, wetlands, and lands that are subject to flooding. Map 5.1 in Chapter 5.0, which is taken from the 2020 GMS (Appendix D) and informed by the associated 2020 Ecological Assessment (Appendix E) acknowledges the ecological value of wetlands that are likely Crown-claimable, the ravines around Carrot Creek and Sturgeon River, and River Lot 56.

8. Coordination and cost-effective use of resources will be demonstrated when annexations are aligned with and supported by intermunicipal development plans, municipal development plans, economic development plans, transportation and utility servicing plans and other related infrastructure plans.

The City and the County adopted an IDP in 2001. The IDP was repealed by the County in June 2010 and the City on December 7, 2020. The Agreement (Appendix C) includes a condition that requires the two municipalities to enter into a new IDP that will examine road and municipal servicing issues.

As presented in Section 4.2, the proposed annexation is generally consistent with the municipal development plans of both the City and the County.

Above the municipal and intermunicipal levels, the proposed annexation is also generally consistent with the Edmonton Metropolitan Region Growth Plan.

The proposed annexation also allows for attracting increased economic development activities to the City.

The City's current transportation and utility master plans are generally confined to the current municipal boundary, but the 2020 Transportation Study (Appendix F) and the 2020 Infrastructure Servicing Study (Appendix G) provide a baseline for the City's next scheduled update to its transportation and utility master plans following a decision on this Annexation Application.

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

This Annexation Application fully considers the financial impact on the City (as the initiating municipality) and the County (as the responding municipality). As demonstrated in Sections 10 and 11 of the FIA (Appendix K), the financial impact of the proposed annexation on the City is reasonable and sustainable. Section 12 of the FIA also demonstrates that the financial impact of the proposed annexation is relatively small for the County. In addition, the City's proposed annexation ensures that landowners in the NAA will not be impacted (in the absence of a triggering event) as they will pay the lower of the County or City tax rates in a given year for the agreed upon period of tax protection.

10. Inter-agency consultation, coordination and cooperation is demonstrated when annexations proposals fully consider the impacts on other institutions providing services to the area.

As presented in Chapter 13.0, the City engaged with 30 unique stakeholders, many of which provide services to the NAA, over the course of four communications between 2017 and the submission of this Annexation Application. Seven of these stakeholders responded to the communications. No objections were received though Sturgeon Public Schools requested that the MGB consider awarding compensation for the loss of students resulting from this and future annexations by the City. The City's position in response to this request is presented in Table 7.6 within Section 7.6.

In addition to these seven stakeholders, the City maintained open communication with representatives of the Poundmaker's Lodge Treatment Centres (Poundmaker's Lodge) as a special interest group within the NAA. Representatives of Poundmaker's Lodge attended an engagement event in 2019 in which questions were asked and comments were provided. A representative also asked a question through a virtual engagement event in 2020. See Section 13.1 for a summary of the engagement, questions, and comments. The City's responses to questions and comments in relation to Poundmaker's Lodge are presented in Tables 7.2 and 7.5.

11. Annexation proposals that develop reasonable solutions to impacts on property owners and citizens with certainty and specific time horizons will be given careful consideration and weight.

The Agreement (Appendix C) provides reasonable solutions to identified impacts with certainty and specific time horizons. It specifically provides that for taxation purposes in 2022 through 2066 inclusive (45 years), the land in the NAA and the assessable improvements to it must be: a) assessed by the City on the same basis as if they had remained in the County; and b) taxed by the City in respect of each assessment class that applies to the annexed land and the assessable improvements to it using the lower of the tax rates established by the County and the City.

The Agreement also includes triggering events that align with recent annexation agreements and decisions. If, at the request of or on behalf of the landowner a) a parcel within the NAA is subject to subdivision beyond the maximum parcel density allowed in the County's Land Use Bylaw (LUB), b) is redistricted through an amendment to the City's LUB, or c) connected to the City's sewer or water services, a transition to the City's assessment and taxation system will be activated. This means the subject portion of land and the assessable improvements to it will then be assessed and taxed in the same manner as other properties of the same assessment class in the City.

12. Annexation proposals must be based on effective public consultation both prior to and during any annexation hearing or proceedings.

The proposed annexation is based on an extensive public consultation process:

- ***In November 2018, the City hosted four open houses with affected owners and the general public to introduce them to the annexation project;***
- ***In June 2019, the City scheduled 12 one-on-one interviews with parties that requested direct conversations resulting from the 2018 open houses;***
- ***In November 2019, the City facilitated a second round of four open houses to share the initial findings of the technical studies and a preliminary negotiated annexation area (PNAA) with affected owners and the general public to gather their input and inform further negotiations between the City and the County; and***
- ***In October 2020, the City posted a virtual information session and hosted three virtual town hall meetings to provide information about the final outcomes of the annexation negotiations, including the Agreement, and answer any questions regarding transitional matters.***

The City is committed to receiving and responding to any additional feedback between submission of this Annexation Application to the MGB and any scheduled MGB hearings or other proceedings that may be forthcoming.

13. Revenue sharing may be warranted when the annexation proposal involves existing or future special properties that generate substantive and unique costs to the impacted municipality(s) as part of the annexation or as an alternative to annexation.

There are no significant special properties in the NAA that generate substantive or unique costs that warrant revenue sharing. Further, lost assessment and associated taxes within the NAA have been included in determining the net financial impact on the County as demonstrated in Section 12 of the FIA (Appendix K).

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.

The proposed annexation is being initiated by the City as a result of land requirements, not tax benefit. As demonstrated in Section 12 of the FIA (Appendix K), the assessment in the NAA is relatively small and will generate an estimated $197,500 in taxes in 2021.

As shown in Sections 6 and 7 (Capital Plan), Section 8 (Operating Plan), and Section 9 (Assessment) of the FIA, the City's plan to administer services considers the full scope of costs and revenues. The City has constructed a comprehensive capital and operating plan to support urban growth both in boundary and in the NAA for a 35-year review period, and the plans consider the unique circumstances and needs of the City. These plans also consider lifecycle and capacity requirements. In addition, the City and the County continue to collaborate on joint initiatives that enable more efficient delivery of services.

As demonstrated in Sections 10 and 11 of the FIA, the financial impact of the proposed annexation on the City is reasonable and sustainable, with forecast tax rates staying equal to or less than the 3% "sustainability threshold" for a 35-year review period. As outlined in Section 12, the financial impact on the County is a loss of approximately $50,300 in 2021.

15. Conditions of annexation must be certain, unambiguous, enforceable and be time specific.

The conditions of annexation contained in the Agreement meet all the requirements of this principle.

3.2 Annexation Rationale

The following factors comprise the rationale for this Annexation Application. The factors are extracted from the summaries and conclusions presented in Chapter 11.0 of the GMS (see **Appendix D**).

1. In the last 50 years, the City of St. Albert's population has increased at an average annual rate of 3.9%, from 9,736 in 1966 to 65,589 in 2016.

2. At its 2018 population of 66,082, the City has tripled its population over the past 43 years since recording a population of 21,342 in its 1975 municipal census.

3. In 2014, the Edmonton Metropolitan Region Growth Plan (EMRGP) included two population growth scenarios for St. Albert for a 30-year time frame. In the EMRGP Low Case, the City was projected to grow to a population of 90,100 in 2044 – a change of 40%. In the EMRGP High Case, the City was estimated to grow to 118,000 in 2044 – a change of 84%.

4. Independent of the EMRGP growth scenarios, the Growth Management Study presents three scenarios – Low, Base, and High Cases – which are based on Alberta Treasury Board and Finance (ATBF) Census Division (CD) Population Projections for Alberta. In these scenarios, St. Albert is anticipated to accommodate 4.9% of the projected population growth of CD No. 4811, which includes the EMR. Upon further review and analysis, a fourth Midpoint Case (the interpolated middle between the Base and High Cases) was recommended as a reasonable and realistic basis for an annexation that meets the City's medium to long-term needs.

5. The Growth Management Study's Midpoint Case has been utilized for calculating future land requirements for the City. In this scenario, St. Albert's population is forecasted to reach 154,125 in 2070 – a change of 130% from 2018. This growth projection is appropriate as it trends 6,525 people above the 2044 midpoint between the EMRGP Low and High Cases.

6. In the 10-year period between 2008 and 2017 inclusive, the total amount of lands consumed through the plan registration process in the City of St. Albert amounted to 414.6 gross developable ha.

7. With an average annual land absorption rate of 50.6 ha between 1968 and 2017, and with 1,100.3 ha of lands available in the City's current boundary to accommodate future growth, it will take almost 25 years to absorb these lands through plan registration (e.g. subdivision plans, road plans, etc.) if this annual absorption rate remains constant.

8. As of March 2018, the City of St. Albert had 709.4 gross ha of residential land supply, 111.4 gross ha of commercial land supply and 279.6 gross ha industrial land supply available to accommodate future growth. Under the recommended Midpoint Case Scenario, it is estimated that these land supplies will be fully absorbed within the next 26, 30, and 19 respectively.

9. A Recommended Annexation Area (RAA) in the amount of 25.2 gross quarter sections (25.7 gross developable quarter sections) was identified to accommodate the City of St. Albert's future growth to 2070 under the Midpoint Case. The 25.2 gross quarter sections would allow the City to properly plan land uses and infrastructure investments over the long-term in an orderly, comprehensive, and sustainable manner.

10. The configuration of the RAA minimizes the number of potential active wastewater and stormwater servicing basins beyond the City's current boundary that would be subject to competition for necessary infrastructure investments as the City grows over the long-term.

11. As a result of extensive negotiations and County and landowner engagement, the City and County agreed to a Negotiated Annexation Area (NAA) of 24 gross quarter sections (a total of 1,558 ha, 71.6 ha less than the RAA). The reduction resulted from the negotiated removal of lands to the northwest of the City adjacent to Northern Lights Estates and ProNorth Industrial Park to provide the County an opportunity to grow and maximize efficient use of its existing municipal infrastructure in the area. The reduction was partially offset by the inclusion of two sets of lands to the northeast. Lands south of Bellerose Drive and north of the Sturgeon River were included to potentially avoid an intermunicipal crossing agreement between the City and the County for the City's construction of a future stormwater right-of-way. Two parcels in the vicinity of River Lot 56 and the Poundmaker's Lodge lot were also included to unify all provincial ownership in the area under one municipal jurisdiction, create a more logical municipal boundary, and acknowledge that they would be isolated from the balance of the County by a CN rail line (the Westlock Subdivision).

12. The NAA addresses the City's average 46-year need for residential, commercial, industrial, and institutional growth to the west (north of a CN rail line), northwest, north, and northeast of the City (north of the Sturgeon River). Outer boundaries of the NAA include CN's Sangudo Subdivision and Range Road 260 to the west, the southern edge of Northern Lights Estates across to Carrot Creek to the northwest, Township Road 544 to the north, and a combination of Range Road 253, the future 127 Street extension, and Bellerose Drive to the northeast. The NAA also includes five parcels to the northeast that are south of the Sturgeon River and west of CN's Westlock Subdivision consisting of the City-owned St. Albert Cemetery, the provincially owned River Lot 56 and Poundmaker's Lodge site, and two other provincially owned parcels.

13. The configuration of the NAA represents a logical extension of the City's existing urban footprint and servicing systems to the west, northwest, north, and northeast adjacent to some lands already developed within the City or planned for future urban development by the City. In addition, it:
    a. facilitates long-term commercial development along highway corridors and in other supporting nodes that will help improve City's current tax assessment split of 80% residential to 20% non-residential;
    b. facilitates an opportunity for contiguous northwest expansion of the City's future Lakeview Business District including benefits from potential access to rail and Highway 633 (Villeneuve Road), and future upgrades to Ray Gibbon Drive;

c. facilitates future industrial growth at greater than historical volumes, which will be a significant contributor to the City improving its current tax assessment split;
d. leverages future provincial and regional roadway investments in the planned extension of Ray Gibbon Drive to the northwest and the future 127 Street extension to the northeast, allowing for a better spreading of traffic across three corridors to/from Edmonton to the southeast;
e. minimizes the number of potential active wastewater and stormwater servicing basins beyond the City's current boundary that would be subject to competition for necessary infrastructure investments as the City grows over the long-term; and
f. aligns with the Edmonton Metropolitan Region Growth Plan.

14. It is prudent that the City of St. Albert proceed with a boundary adjustment to obtain enough residential, commercial, industrial, and institutional land supply to accommodate long-term growth over 45 years. This will enable proper planning of land uses and infrastructure investments in an orderly, comprehensive, and sustainable manner.

15. Overall, this negotiated annexation is reasonable and appropriate in order to meet its demonstrated long-term growth needs.

4.0 Regional and Statutory Plan Excerpts

The sections below and their associated appendices are from twelve relevant regional and statutory plans[2] that apply, are adjacent, or are proximate to the NAA:

- Edmonton Metropolitan Region Growth Plan;
- City of St. Albert Municipal Development Plan (MDP);
- Sturgeon County MDP; and
- various area structure plans including:
  - Sturgeon Valley Area Structure Plan (ASP),
  - Northern Lights Estates ASP,
  - Range Road 260 ASP,
  - Jensen Lakes ASP,
  - Erin Ridge North ASP,
  - Erin Ridge ASP,
  - Oakmont ASP,
  - Pineview II/Kingswood ASP, and
  - Campbell Business Park North ASP.

4.1 Edmonton Metropolitan Region Growth Plan

The Edmonton Metropolitan Region Growth Plan (EMRGP) is a 30-year regional plan with a 50-year vision for a diverse, thriving, and competitive metropolitan region. The EMRGP is a plan for all the multifaceted components of growth which promotes an integrated and strategic approach to planning for future growth in the Edmonton Metropolitan Region (the "Region"). The EMRGP identifies the overall development patterns and key future infrastructure investments that would best complement existing infrastructure, services and land uses in the Region and maximize benefits to the Region. It coordinates decisions in the Region to sustain economic growth and ensure strong communities and a healthy environment.

The EMRGP depicts the different geographic areas of the Edmonton Metropolitan Region into a regional structure with three policy tiers. Per EMRGP Schedule 2 (refer to **Appendix L**), St. Albert and most of the NAA are located within the Metropolitan Area policy tier, and a western portion of the NAA is located within the Rural Area policy tier. The Metropolitan Area includes local and major employment areas, the highest concentration of existing and future urban development, intervening undeveloped lands that are socio-economically tied, and cultural and health facilities. It also features major commercial centres and provides regional transit commuter service. The Rural Area consists of rural working landscapes within agricultural lands, including small urban communities and country residential areas with local and sub-regional levels of service, natural living systems and resource extraction areas.

In general, the EMRGP mandates that greenfield portions of the Metropolitan Area accommodate urban growth in accordance with applicable policy and prescribed density targets within its 30-year timeframe. As the proposed annexation is for a 45-year timeframe, it is reasonable to consider inclusion of adjacent lands within the Rural Area for urban growth beyond the 30-year horizon of the EMRGP, subject to the lands being deemed developable, efficiently serviceable, etc. Annexation of lands in the Rural Area also is not unprecedented. The

[2] In addition to the twelve plans presented herein, an IDP was adopted by both the County and the City in 2001 to outline a coordinated and cooperative framework for managing the use and development of lands adjacent to their shared municipal boundaries. Although the County repealed the IDP in June 2010, the City continued with it for plan and development referral purposes as it contains a level of detail to guide intermunicipal planning that is not currently contained elsewhere. The Agreement signed on September 22, 2020 includes a condition requiring that the City and the County enter into a new IDP. Based on this and the forthcoming finalization of a new MDP by the City, the City repealed the IDP on December 7, 2020.

province recently approved Edmonton's annexation of lands from Leduc County based on the MGB's recommendation. That annexation proposal included lands in the far east and far west portions of its annexation areas, situated within the Rural Area policy tier as opposed to the Metropolitan Area policy tier. Those lands were subsequently designated to remain rural in Edmonton's latest MDP update. St. Albert could take the same approach following approval of its Annexation Application.

Regardless, the outcomes of the Edmonton and St. Albert annexations can inform future refinements to the EMRGP policy tiers, particularly if urban development pressures are anticipated to occur within the 30-year horizon. The next update to the EMRGP is scheduled to begin in 2021.

The City is also classified as an Urban Centre per EMRGP Schedule 2, while a Transit-Oriented Development (TOD) Centre is in North St. Albert at the planned terminus of a planned Light Rail Transit (LRT) Corridor.

Table 1B of the EMRGP (refer to **Appendix L**) indicates that Urban Centres serve sub-regional areas. They offer a broad base of employment and services; local and commuter transit service; primary and secondary education; potential post-secondary institutions; a variety of major community, recreation, and health facilities; and social and supportive services. The growth directions that apply to Urban Centres encourage land use and density intensification, while planning for greenfield areas which are compact and contiguous and provide for a mix of land uses and housing types.

TOD Centres are defined on page 26 of the EMRGP (refer to **Appendix L**) as "areas around major transit stations where transit-oriented development with mixed use development and/or intensive employment uses should be planned." EMRGP Policy 4.5.5 (refer to **Appendix L**) directs that TOD Centres in the Metropolitan Area:

- "accommodate growth through increased residential and/or employment density within 800 metres of the major transit station…";
- "incorporate a mix of medium and higher density housing and/or higher employee density uses; and
- provide for transit connectivity with local and intermunicipal regional transit services and active transportation opportunities."

EMRGP Schedule 6 (refer to **Appendix L**) assigns a set of mandatory and aspirational targets to communities in the Edmonton Metropolitan Region. For St. Albert:

- a mandatory minimum greenfield residential density target is applied whereby previously unplanned greenfield areas must be planned to achieve a density of 40 dwelling units per net residential hectare (du/nrha);
- an aspirational intensification target is applied whereby the City should plan to achieve development of 17.5% of new dwellings within its built-up urban area;
- an aspirational TOD Centres density target of 140-160 people and jobs per gross hectare, which applies to the North St. Albert TOD Centre; and
- an aspirational Urban Centres density target of 100 du/nrha, which applies to its downtown core.

The City's proposed annexation is consistent with the EMRGP as:

- ***it provides for a medium-term supply of land for future urban expansion within the Metropolitan Area policy tier that is contiguous to planned, developing, and serviceable areas of the City;***
- ***will provide opportunity for the development of employment areas complementary to developed employment lands; and***
- ***the modelling associated with the land requirements that rationalize the extent of the NAA adhere to the mandatory minimum greenfield residential density and aspirational intensification targets that apply to the City. Achieving the aspirational intensification target will mostly be driven by the aspirational TOD Centre and Urban Centre density targets of the EMRGP in North St. Albert and in the City's downtown core respectively, as well as through intensification at suitable locations along the planned LRT Corridor that do not undermine the viability of intensification in North St. Albert and the downtown core.***

4.2 Municipal Development Plans

4.2.1 City of St. Albert Municipal Development Plan

Approved in 2007, the City of St. Albert MDP (consolidated by Bylaw 8/2017), also known as City Plan 2007, establishes the land use policy framework for all matters relating to the long-term planning and development of the municipality.

The following MDP goals and/or policies are relevant to the City's proposed annexation and its rationale for annexation.

POPULATION GROWTH ***Goal: To accommodate steady, well-managed growth for a total population of approximately 90,808 by the year 2029.***		
Policy	**Key Phrase**	**Statement**
2.1	Population Growth	2.1 For the purposes of City Plan 2007, the City of St. Albert shall plan for a projected population of 90,808 by the year 2029.
2.2	Monitoring Demographic Trends	2.2 The City of St. Albert shall monitor demographic trends within St. Albert and the surrounding region and take appropriate land use planning actions to respond to changing conditions.

- *The GMS prepared in support of the proposed annexation (see **Appendix D**) presents updated population projections for the City that are based on the updated demographic and economic trends. According to four different cases – Low, Base, Midpoint, and High – the City's latest projections in the GMS estimate a population ranging between 78,113 and 89,524 inhabitants by 2029. The high-end of this range is generally consistent with the projection used in City Plan 2007.*

GROWTH MANAGEMENT AND URBAN FORM ***Goal: To develop a controlled, managed growth strategy that meets future needs, is environmentally sound and preserves the unique character of St. Albert.***		
Policy	**Key Phrase**	**Statement**
3.2	Growth Management and Urban Form	The City of St. Albert requires that development take place in a contiguous, sequential manner. Development shall not proceed unless the required transportation improvements, infrastructure, and community services are in place to support it.
HOUSING AND NEIGHBOURHOOD DESIGN ***Goal: Encourage the development of well-planned and attractive neighbourhoods which provide a broad range of housing types with varying densities, sizes, tenure, and prices.***		
Policy	**Key Phrase**	**Statement**
4	Orderly Contiguous Development	New residential development should be contiguous with existing residential land use and should be designed to develop an efficient land use pattern.

- *The GMS prepared in support of the annexation (see **Appendix D**) features land requirements modelling, future growth directions, and land use assumptions that enable a controlled and managed 45-year growth strategy in a manner that is environmentally sound while preserving the character of the City.*
- *The proposed annexation will enable residential and non-residential development in a contiguous, sequential manner radiating outwards from existing developed areas in the City into the NAA within five wastewater drainage basins.*

- *The GMS prepared in support of the annexation (see **Appendix D**) features three technical studies – namely a Transportation Study (see **Appendix E**), an Infrastructure Servicing Study (see **Appendix F**), and an Annexation Financial Impact Assessment (see **Appendix K**) – that identify the necessary transportation, water, wastewater, and stormwater infrastructure, and community services that will be required to support future growth in a contiguous, sequential manner.*

HOUSING AND NEIGHBOURHOOD DESIGN ***Goal: To promote, expand and enhance economic development and tourism, diversify the local economy, create jobs, attract new investment and expand and diversify the tax base.***		
Policy	**Key Phrase**	**Statement**
5.7	Jobs/Housing Balance	In an effort to improve the City's jobs/housing balance, the City of St. Albert shall monitor the following economic sustainability indicators: (1) residential versus non-residential assessment split with market forces removed; (2) percentage of residents commuting outside the City of St. Albert for work; (3) number and size (by number of employees) of businesses in operation within the City; (4) number of residential and non-residential building permits and their comparative valuation; and (5) number of employees working within the City of St. Albert limits.

- *The proposed annexation will provide a non-residential land supply to accommodate development needs for employment uses for the next 45 years, which allows for diversification of the municipal tax base and expanded employment sectors.*
- *The GMS prepared in support of the annexation (see **Appendix D**) features non-residential land requirements modelling aimed at improving the City's job/housing balance and thereby improving the City's economic sustainability indicators.*

INTERMUNICIPAL PLANNING AND REGIONAL COOPERATION ***Goal: The City of St. Albert will continue to maintain mutually beneficial relationships with neighbouring municipalities, authorities and other agencies in the Capital Region.***		
Policy	**Key Phrase**	**Statement**
16.3	Protecting Long-Term Growth Options	The City of St. Albert shall develop a strategy which will allow it to maintain a long-term supply (20 years) of all of its land use categories by protecting and managing its long-term growth options through an IDP, participation in intermunicipal planning committees and ongoing consultation with neighbouring municipalities.

- *The City implemented a multi-year collaborative approach to its annexation negotiations with the County for the benefit of regional cooperation.*
- *The proposed annexation will increase the City's land supply to beyond a 20-year supply for all four core land uses – residential, commercial, industrial, and institutional.*
- *The Agreement requires the City and the County to enter into a new IDP to address intermunicipal planning along their shared municipal boundaries.*

4.2.2 Sturgeon County Municipal Development Plan

Approved in 2014, the Sturgeon County MDP (Bylaw 1313/13) establishes the land use policy framework for all matters relating to the long-term planning and development of the County. The MDP is silent on matters of annexation, but Section 1, Responsible Governance, establishes that the County will seek effective collaborative processes at the intermunicipal level to facilitate the realization of an integrated vision for the region. The NAA is located within Neighbourhood G (see MDP Figure 8 in **Appendix L**), delineated in the MDP Implementation Framework as part of a series of neighbourhood development strategies. The role for Neighbourhood G is "to support the regional vision of growth where positive intermunicipal dialogue is facilitated and sustainable communities are the result."

The proposed annexation is consistent with the County's MDP as it: is an outcome of intermunicipal collaboration, facilitates an integrated vision for the region, and enables expansion of the City as a sustainable, complete community by assuming increased residential densities in the NAA that slows the growth of the regional development footprint and provides increased employment opportunities.

4.3 Area Structure Plans

The Sturgeon Valley ASP (see applicable maps in **Appendix L**), located in Sturgeon County, partly overlaps the northeast portion of the NAA on either side of the Sturgeon River. This ASP is silent on matters of annexation but has provisions for the adoption of a transportation master plan to ensure adequate future transportation connections to St. Albert and Edmonton, and for the collaborative planning of efficient and cost-effective municipal servicing infrastructure with the cities of St. Albert and Edmonton.

The Northern Lights Estates ASP (see applicable maps in **Appendix L**), also located in the County, is adjacent to the northwest corner of the NAA. This ASP is also silent on annexation matters and does not contain any provisions for the southward extension of transportation or municipal servicing connections into the NAA.

Seven ASPs approved by the City – Range Road 260 (Bylaw 23/2014), Jensen Lakes (Bylaw 1/2014), Erin Ridge North (Bylaw 7/2019), Erin Ridge (Bylaw 8/96), Oakmont (12/97), Pineview II/Kingswood (15/96) and Campbell Business Park North (18/91) – are adjacent to the NAA (see their applicable maps in **Appendix L**). Each ASP is silent on matters of annexation. The Jensen Lakes ASP provides for a future arterial road (Fowler Way) and two local roadway connection to adjacent lands within the NAA to the north. The Erin Ridge North ASP also provides for at least three future local roadway connections to the NAA – two to the north and one to the east. Bellerose Drive, and existing arterial road between the Erin Ridge and Oakmont ASPs, provides access to the portion of the NAA north of the Sturgeon River. South of the river, Sir Winston Churchill Avenue adjacent to the Pineview II/Kingswood ASP provides arterial road access to the NAA, while Campbell Road and Veness Road on either side of the Campbell Business Park North ASP provide connection to Poundmaker Road that runs adjacent to the NAA. The Jensen Lakes and Erin Ridge North ASPs also have provisions for possible servicing connections to adjacent lands in the NAA, while the Erin Ridge North ASP makes specific reference to upstream and downstream off-site stormwater infrastructure in the NAA.

5.0 Land Uses and Servicing

5.1 Preliminary Land Uses

Map 5.1 illustrates a preliminary land use concept for the NAA, while **Table 5.1** below presents the preliminary land use breakdown of these areas. Both the concept and breakdown are the same as presented in Chapter 9.3 of the GMS (see **Appendix D**).

The allocation of preliminary land uses was based on sound land use planning principles and informed by input from the City's planning staff. The preliminary land uses are not intended to be binding. Ultimately, actual land uses will be assigned to the NAA after the Province renders its decision on the Annexation Application through an update to the City's MDP and formalized with amendments to the City's LUB. The future land use designations that will apply to these lands through the MDP update will be informed by a more detailed technical review of development potential, sound land use planning principles, and input from the public, affected landowners and other stakeholders.

Table 5.1: Preliminary Land Use Breakdown of the Negotiated Annexation Area

Land Use	Negotiated Annexation Area (ha)
Gross Area of Negotiated Annexation Area	**1,558.0**
River Lot 56	169.5
Natural Area	106.9
Sturgeon River	0.9
Oil and Gas	46.3
Rail	<0.1
Cemetery	2.6
Future Arterial	53.3
Existing Road Allowance	46.2
Existing Public Utility	10.3
Existing Municipal Reserve	0.3
Existing Institutional	43.8
Total Gross Developable Land	**1,078.0**
Residential (including 100% Institutional)	507.6
Commercial	82.3
Industrial	488.1

5.2 Infrastructure Servicing

Appendix M features the following infrastructure servicing concepts:

- Figure 4-1: Proposed Road Network;
- Figure 4-3: Proposed Regional Road Network;
- Figure E.2: Water Distribution System Future Servicing Plan City Limits Growth;
- Figure E.4: Wastewater Collection System Future Servicing Plan City Limits Growth; and
- Figure E.6: Stormwater Management System Future Stormwater Servicing Plan City Limits Growth.

The existing infrastructure servicing concepts illustrate how the lands within the current City boundaries will be serviced by roadways and municipal water, sanitary, and stormwater. Figures 4-1 and 4-3 in **Appendix M** were extracted from the City's 2015 Transportation Master Plan (TMP). Figures E.2, E.4, and E.6 were extracted from the City's 2013 Utility Master Plan (UMP) Update. Refer to these infrastructure master plans for greater detail.

From these infrastructure concepts, only the Proposed Road Network and Proposed Regional Road Network show some future roadways within the NAA; the other three servicing concepts are limited to the current City boundaries. These infrastructure servicing concepts served as the baselines to undertake two of the technical studies that support the GMS – the Transportation Study (see **Appendix E**) and Infrastructure Servicing Study (see **Appendix F**).

According to the Transportation Study and Infrastructure Servicing Study, the City can service the NAA through:

- 19 improvements and additions to the City's current road network, including the 127 Street extension and the extension of Ray Gibbon Drive to support future local and regional traffic;
- an expanded municipal water system consisting mainly of water mains to service new development areas, and a new reservoir (Northwest) in addition to the three existing (Lacombe Park, Oakmont, and Sturgeon Heights) and two previously planned (Southwest and North) reservoirs;
- increased wastewater servicing capacity by way of oversizing the proposed Erin Ridge and Jensen Lakes lift stations, and the extension of sanitary trunks to convey flows from future development areas to the St. Albert Pump Station; and
- existing drainage courses and ditches and future stormwater mains and management facilities.

The infrastructure projects necessary to support future growth in the City's current boundary and the NAA up to 2042 is illustrated in Maps D.32 through D.35 of the GMS (see **Appendix D**). Greater detail on the estimated capital projects is presented on pages 73 through 76 and page 78 of the Annexation Financial Impact Assessment (see **Appendix K**).

The City will further plan its future roadways and municipal water, sanitary, and stormwater servicing in the NAA through updates to its TMP and UMP following a decision on this Annexation Application.

6.0 Summary of Negotiations

Section 118(1) of the MGA states:

> **118(1)** On conclusion of the negotiations, the initiating municipal authority must prepare a report that describes the results of the negotiations and that includes
> (a) a list of the matters agreed on and those on which there was no agreement between the municipal authorities,
> (a.1) if there were matters on which there was no agreement, a description of the attempts to use mediation and, if mediation did not occur, the reasons for this,
> (b) a description of the public consultation processes involved in the negotiations, and
> (c) a summary of the views expressed during the public consultation processes.

This Chapter 6.0 and **Appendix C** (the Annexation Agreement) of the Annexation Application Report is intended to satisfy sections 118(1)(a) and (a.1) of the MGA, whereas forthcoming Chapters 7.0 and 8.0 and **Appendix P** (Summary of Annexation Consultations) of this report, are intended to satisfy sections 118(b) and (c) of the MGA.

Section 118(2) of the MGA states:

> **118(2)** The report must be signed by the initiating municipal authority and by the municipal authorities from which the land is to be annexed that are prepared to sign and must include a certificate by the initiating municipality stating that the report accurately reflects the results of negotiations.

Appendix N includes the written consent from the City of St. Albert, as the initiating municipality, and Sturgeon County, as the municipal authority from which land is being annexed. The written consent, in the form of a Certificate of the Report on Negotiations, certifies that this Chapter 6.0, the forthcoming Chapters 7.0 and 8.0, **Appendix C**, and **Appendix P** of this report form their Report on Negotiations and accurately reflect the results of the negotiations in accordance with section 118(2) of the MGA.

6.1 Timeline of Annexation Negotiation Events

On April 18, 2017, the City passed a resolution to submit its Notice of Intent to Annex ±2,180 hectares to the west, north and east of St. Albert, thereby commencing the formal negotiation process with Sturgeon County. The City, in consultation with the County, engaged Beth Sanders of POPULUS Community Planning Inc. to facilitate negotiations and mediate the issues with respect to the City's proposed annexation. Fifteen meetings were convened, commencing in December 2017, and concluding in August 2020. A list of the meetings is presented in **Table 6.1**.

As a result of the negotiations, the City and the County reached the Agreement on September 22, 2020. A copy of the Agreement is included in **Appendix C**.

Table 6.1: Negotiation Meetings

Meeting Date	Parties and Attendees
December 6, 2017 (Meeting #1)	**City of St. Albert Annexation Negotiation Committee (ANC):** • Mayor Cathy Heron • Councillor Ray Watkins • Councillor Sheena Hughes • Chief Administrative Office (CAO) Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Susan Evans • CAO Designate Collin Steffes **City of St. Albert Administrative Support:** • Deputy CAO, Michelle Bonnici • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Senior Planner (Annexation), Teaka Broughm **Sturgeon County Administrative Support:** • Policy Analyst, Intergovernmental Affairs, Larissa Hepp **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
March 7, 2018 (Meeting #2)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Susan Evans • Acting CAO Bill Minnes **City of St. Albert Administrative Support:** • Deputy CAO, Michelle Bonnici • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Teaka Broughm • Senior Planner (Annexation), Robin Beukens **Sturgeon County Administrative Support:** • General Manager of Integrated Growth Division, Collin Steffes • Policy Analyst, Intergovernmental Affairs, Larissa Hepp

Meeting Date	Parties and Attendees
	Facilitation: • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
September 19, 2018 (Meeting #3)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Susan Evans • Councillor Wayne Bokenfohr • CAO Designate Collin Steffes **City of St. Albert Administrative Support:** • Deputy CAO, Michelle Bonnici • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Robin Beukens **Sturgeon County Administrative Support:** • Manager of Planning & Regional Services, Travis Peter • Policy Analyst, Intergovernmental Affairs, Larissa Hepp **Facilitation:** • Beth Sanders (Facilitator) • Dylan Prowse (Recorder) **Guests:** • Case Manager, MGB, Rick Duncan • Board Chair, MGB, Susan McRory
December 5, 2018 (Meeting #4)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Vice Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Susan Evans (Chair) • Councillor Wayne Bokenfohr • CAO Designate Collin Steffes

Meeting Date	Parties and Attendees
	City of St. Albert Administrative Support: • Deputy CAO, Michelle Bonnici • Director of Planning & Development, Adryan Slaght • Senior Planner (Annexation), Robin Beukens **Sturgeon County Administrative Support:** • Manager of Planning & Regional Services, Travis Peter • Policy Analyst, Intergovernmental Affairs, Larissa Hepp **Facilitation:** • Beth Sanders (Facilitator) • Dylan Prowse (Recorder)
March 6, 2019	Meeting Cancelled
June 28, 2019 (Meeting #5)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Vice Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Deputy CAO Kerry Hilts • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Senior Planner (Annexation), Robin Beukens • Senior Planner (Annexation), Vicki Dodge • Planner, Sajid Sifat **Sturgeon County Administrative Support:** • General Manager of Integrated Growth Division, Collin Steffes • Manager of Planning & Regional Services, Travis Peter • Policy Analyst, Intergovernmental Affairs, Larissa Hepp **Facilitation:** • Beth Sanders (Facilitator) • Jared Candish (Recorder) **Consultant:** • Growth Analysis and Management Lead at ISL Engineering and Land Services Ltd., Darren Young

Meeting Date	Parties and Attendees
August 15, 2019 (Meeting #6)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • Deputy CAO Kerry Hilts **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Patrick Tighe • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Vicki Dodge • Planner, Sajid Sifat **Sturgeon County Administrative Support:** • General Manager of Integrated Growth Division, Collin Steffes • Program Lead, Long Range & Regional Planning, Michael Klassen • Policy Analyst, Intergovernmental Affairs, Larissa Lindmark **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
September 20, 2019 (Meeting #7)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Patrick Tighe • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Vicki Dodge

Meeting Date	Parties and Attendees
	Sturgeon County Administrative Support: • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
October 2, 2019 (Meeting #8)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Manager of Government Relations, Trevor Duley • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Vicki Dodge • Planner, Sajid Sifat **Sturgeon County Administrative Support:** • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
December 13, 2019 (Meeting #9)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Vicki Dodge • Planner, Sajid Sifat

Meeting Date	Parties and Attendees
	Sturgeon County Administrative Support: • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
January 27, 2020 (Meeting #10)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Senior Planner (Annexation), Vicki Dodge **Sturgeon County Administrative Support:** • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Michael Borland (Recorder)
February 14, 2020 (Meeting #11)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Senior Planner (Annexation), Vicki Dodge

Meeting Date	Parties and Attendees
	Sturgeon County Administrative Support: • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)
March 20, 2020	Meeting Cancelled
April 17, 2020 (Meeting #12)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Government Relations, Trevor Duley • Senior Planner (Annexation), Vicki Dodge • Planning Technician, Beth Frigo **Sturgeon County Administrative Support:** • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen • Senior Intergovernmental Advisor, Jennifer Lavallee **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder) **Consultants:** • FIA Project Manager at CORVUS Business Advisors, Greg Weiss • FIA Project Consultant at CORVUS Business Advisors, Tom Cooper
May 25, 2020 (Meeting #13)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble

Meeting Date	Parties and Attendees
	Sturgeon County ANC: • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Vicki Dodge • Planning Technician, Beth Frigo **Sturgeon County Administrative Support:** • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder) **Consultants:** • FIA Project Manager at CORVUS Business Advisors, Greg Weiss • FIA Project Consultant at CORVUS Business Advisors, Tom Cooper
June 26, 2020 (Meeting #14)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Senior Planner (Annexation), Vicki Dodge • Planning Technician, Beth Frigo **Sturgeon County Administrative Support:** • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Michael Borland (Recorder)

Meeting Date	Parties and Attendees
August 7, 2020 (Meeting #15)	**City of St. Albert ANC:** • Mayor Cathy Heron • Councillor Ray Watkins (Chair) • Councillor Sheena Hughes • CAO Kevin Scoble **Sturgeon County ANC:** • Mayor Alanna Hnatiw • Councillor Wayne Bokenfohr (Vice Chair) • Councillor Kristin Toms • CAO Reegan McCullough **City of St. Albert Administrative Support:** • Director of Planning & Development, Adryan Slaght • Manager of Planning Branch, Kristina Peter • Senior Planner (Annexation), Vicki Dodge • Planning Technician, Beth Frigo **Sturgeon County Administrative Support:** • Director of Development Services, Travis Peter • Program Lead, Long Range & Regional Planning, Michael Klassen **Facilitation:** • Beth Sanders (Facilitator) • Lucas Sherwin (Recorder)

6.2 Matters Agreed To (to be Included in Annexation Order)

The Agreement outlines the matters agreed to and the matters requested to be included in the annexation order. In addition to the negotiated annexation area, its associated roads, and the annexation effective date, the matters requested to be included in the annexation order are limited to Clauses 8.2, 8.4, 9.2, 9.3, 9.4, 9.5, and 9.6 of the Agreement (**Appendix C**). Also, as introduced in **Chapter 3.0**, the Agreement inadvertently excluded listing one internal road that was intended to be included. Both the City and the County are in agreement that the undeveloped portion of Valour Avenue (Township Road 542) that is west of the Canadian National rail line should also be included in the negotiated annexation area.

6.3 Matters Agreed To as a Follow-up to Annexation (not to be included in Annexation Order)

The City and the County agree to the following as matters, as paraphrased from the Agreement (**Appendix C**), of follow-up actions to the annexation:

1. mutual cooperation will form the basis of the ongoing relationship between the City and the County to address growth and development for both municipalities (refer to Clause 4.1 of the Agreement in **Appendix C**);
2. use all reasonable efforts and fully cooperate with one another to ensure that the terms and conditions of the Agreement are fulfilled (refer to Clause 4.2 of the Agreement in **Appendix C**);

3. that in the event an approved order in council affects, alters, amends or in any way impacts the terms of the Agreement, the Agreement will continue to govern. However, the City and County shall, in good faith, enter into renewed negotiations with respect to the implementation of the Agreement to the extent that it is impacted by the order in council (refer to Clause 4.7 of the Agreement in **Appendix C**);
4. within thirty (30) days following the approved order in council, or as otherwise mutually agreed upon, the County agrees to provide, at no extra cost to the City, all information requested by the City with respect to the approved annexation area to facilitate the orderly and efficient transfer of the jurisdiction and administration of the approved annexation area following annexation (refer to Clause 4.8 of the Agreement in **Appendix C**);
5. the County shall provide to the City the required assessment, tax, and levy records and information detailed in Schedules “B” and “C” of the Agreement including, but not limited to, all information relating to assessment and taxation bylaws, policies, procedures, and valuations in effect from time to time in the County before and after annexation, in the event that all or part of the approved annexation area is subject to conditions governing assessment and taxation (refer to Clause 4.9 of the Agreement in **Appendix C**);
6. the County shall provide to the City, when so requested, true copies of the records, information, and bylaws of the type described in Schedules "B" and "C" of the Agreement (refer to Clause 4.10 of the Agreement in **Appendix C**);
7. upon the effective date of annexation, the County shall transfer to the City all subdivision, planning, and development files for the approved annexation area (refer to Clause 4.11 of the Agreement in **Appendix C**)
8. enter negotiations for an IDP for an area and within a timeframe that is agreeable to both the City and the County, who both agree that they will examine road and municipal servicing issues as topics to be discussed as part of the IDP and will use their best efforts to reach mutually beneficial outcomes on issues pertaining to roads and municipal servicing (refer to Clause 4.12 of the Agreement in **Appendix C**);
9. work collaboratively so that the City and the County are each able to provide efficient and adequate roads and municipal servicing whether the roads and municipal servicing are in the County or in the City (refer to Clause 4.13 of the Agreement in **Appendix C**);
10. the County covenants and agrees that it has not sold, nor will it sell to any other party, any lands designated as reserve or public utility lot contained within the approved annexation area that were owned by the County as of the effective date of annexation, or acquired by the County after that time, which lands are described in Schedule “D”. Reserve lands and interests held by the County in any lands that are held in lieu of reserve (including but not limited to deferred reserve caveats) and public utility lots shall be transferred to the City at no cost, other than the cost of transfers, free and clear of all reservations, exceptions, encumbrances, charges, liens or interests whatsoever, within ninety (90) days following the effective date of annexation (refer to Clause 5.1 of the Agreement in **Appendix C**);
11. the title to any lands held by the County that are not designated as reserve or interests held by the County in any lands that are in lieu of reserve (including but not limited to deferred reserve caveats) and are not designated as public utility lots shall remain with the County and will not be transferred to the City, notwithstanding that such lands are within the approved annexation area, unless otherwise agreed to in writing by both the County and the City (refer to Clause 5.2 of the Agreement in **Appendix C**); and
12. that, despite section 135(1)(b) of the MGA, the County retains ownership in the underground water infrastructure and the underground sewer infrastructure which is identified in Schedule “H” of the Agreement. Before the effective date of annexation, the County shall register a utility right-of-way or other appropriate document to provide for County access to the underground infrastructure following the effective date of annexation (refer to Clause 5.4 of the Agreement in **Appendix C**).

6.4 Matters Not Agreed To

The annexation negotiations process did not result in any matters not agreed to by the City and the County.

6.5 Dispute Resolution/Results

There is no requirement for any dispute resolution.

7.0 Consultation Process and Outstanding Concerns

7.1 Consultation Activities and Events

The City of St. Albert undertook three sets of consultation activities in support of the proposed annexation. The first took place during the period of February 2017 through June 2019 while technical analysis in support of the annexation was underway. Notable engagement touchpoints included four open houses in November 2018 and one-on-one interviews in June 2019. The area of focus was the Maximum Potential Annexation Area (MPAA).

The second set of activities, marked by the release of the Preliminary Negotiated Annexation Area (PNAA), was conducted between July 2019 and March 2020. It consisted of a second round of four open houses held in November 2019.

The third set of activities commenced in April 2020 with the announcement that the City and County had agreed upon a final Negotiated Annexation Area (NAA) and concluded in November 2020, a couple of months after the City and County reached a final Agreement (**Appendix C**). Due to the COVID-19 pandemic, these activities featured virtual engagement events in October 2020 – an online virtual information session and three online virtual town hall webinars.

A list of all consultation activities and events from 2017-2020 is presented in Table 1.1 of **Appendix P**. A detailed summary of the activities, events and views expressed is also provided in **Appendix P.**

In addition to the activities referenced in Table 1.1 of **Appendix P**, the City maintained regular communications with landowners and members of the public by periodically updating its annexation website content with news releases, newsletters and the evolving FAQs as the conversations around annexation unfolded.

7.2 2017-2019 Consultation Process Results and Identification of Concerns

The February 2017 to June 2019 consultation process included four open houses in November 2018 – two with affected owners and two with the general public – and one-on-one interviews in June 2019. The geographic focus of the consultation was the MPAA. The summary below identifies the emerging themes as outcomes of all consultation activities in the following two categories.

1. MPAA Landowners
2. General Public

7.2.1 MPAA Landowners

Feedback from landowners within the MPAA focused on:

- preservation of natural areas within the MPAA, especially River Lot 56, and of productive agricultural lands;
- maintenance standards of the existing road network and improvements required to support increased traffic volumes;
- impacts of the proposed annexation on property taxes and municipal finances;
- alignment of the MPAA with the goals and principles of the Edmonton Metropolitan Region Growth Plan, especially in regard to density targets;
- the City of St. Albert's urban growth management policies;
- impacts of the proposed annexation on residents of adjacent County residential areas such as Silver Chief, Northern Lights Estates and Sturgeon Valley;
- benefits of the proposed annexation to Sturgeon County;
- timing of potential future development if annexation was approved;
- access to municipal services that are appropriate for agricultural operations; and
- subdivision and development regulations applicable to the annexed lands if annexation was approved.

7.2.2 General Public

Feedback from the general public focused on:

- proximity of the future 127 Street alignment to River Lot 56;
- impact of the proposed annexation on property taxes for City and County residents;
- urban development adjacent to Sturgeon River;
- franchise utility fees;
- potential loss of incentives for home-based businesses located within the MPAA;
- impact of the proposed annexation on land values and housing affordability;
- absorption rate of the lands annexed in 2007 and expected absorption rates of the MPAA if annexation was approved;
- annexation timeline and effective date;
- loss of prime agricultural land and environmentally sensitive areas;
- safety and connectivity of the existing and future road network;
- nuisance from increased traffic along unpaved roads;
- maintenance standards and snow clearing of roads at the boundary of the MPAA;
- impact of the proposed annexation on catchment areas of schools and school enrollment in Sturgeon County;
- impact of the proposed annexation on the rural lifestyle of County residential subdivisions such as Silver Chief and Sturgeon Valley;
- timing of potential future development if annexation was approved;
- land use concept of the MPAA; and
- the City of St. Albert's urban growth management policies.

7.3 2019-2020 Consultation Process Results and Identification of Concerns

The July 2019 to March 2020 consultation process included a second set of four open houses in November 2019 – three with affected owners and one with the general public. The geographic focus of the consultation was the PNAA, which was smaller than the original MPAA. The summary below identifies the emerging themes as outcomes of all consultation activities in the following three categories.

1. PNAA Landowners
2. MPAA Landowners Outside of the PNAA
3. General Public

7.3.1 PNAA Landowners

Feedback from landowners within the PNAA focused on:

- impacts of City-implemented road bans on agricultural lands and operations from an accessibility perspective;
- access to services and shopping centres with current and proposed road closures;
- impacts of the proposed annexation on property taxes and farmland exemption status;
- access to information about changes in zoning, subdivision, and development regulations post-annexation;
- impacts of the proposed annexation on current landowners' rights to subdivide and develop their lands;
- franchise utility fees;
- impacts of the proposed annexation on agricultural operations and loss of prime agricultural land;
- new regulations regarding pet licencing, pest and weed control, firearms, burn barrels and hunting;
- garbage collection and continuity of access to Roseridge landfill;
- nuisances caused by future development, such as dust and noise;

- annexation timeline and effective date;
- access to city's servicing infrastructure;
- road maintenance standards and improvements required to support future traffic volumes;
- municipal addresses;
- dust control, noise, and safety on gravel roads;
- City's strategy to mitigate negative impacts from ProNorth Industrial Park in the annexed lands once annexation is approved;
- availability of technical reports for public review;
- rationale for the annexation;
- impacts of the proposed annexation on school enrollment and school bus routes;
- existing development constraints such as oil and gas infrastructure; and
- splitting of Parcel 138.

7.3.2 MPAA Landowners Outside of the PNAA

Feedback from landowners within the original MPAA that were excluded from the PNAA focused on:

- inclusion of the Northern Lights Estates subdivision in the annexation area;
- availability of technical reports for public review;
- land use concept of the PNAA;
- plans for the lands within the County surrounding the PNAA; and
- increased traffic and associated impacts on the existing road network.

7.3.3 General Public and Special Interest Group

Feedback from the general public focused on:

- the City's urban growth management policies;
- impacts of the proposed annexation on the rural landscape;
- development staging;
- Indigenous sacred lands and development on these lands;
- protection of River Lot 56;
- impacts of the proposed annexation on traffic volumes and required improvements to the road network to support these volumes;
- transportation routes for County residents;
- rationale for the annexation;
- future of Crown-owned land within the PNAA;
- property values; and
- availability of technical reports for public review.

7.4 2020 Consultation Process Results and Identification of Concerns

The consultation undertaken from April to November 2020 culminated in an online virtual information session held over four days, and three online virtual town hall webinars. The geographic focus of the consultation was the final NAA, which was a reconfiguration of the PNAA but smaller than the original MPAA. The summary below identifies the emerging themes as outcomes of all consultation activities in the following three categories.

1. NAA Landowners
2. NAA Mines and Minerals Owners
3. General Public

7.4.1 NAA Landowners

Feedback from landowners within the NAA focused on:

- maintenance of gravel roads within the NAA;
- impacts of the recently approved cannabis micro-processing facility on adjacent landowners and zoning in general;
- timeline for subdivision and development applications to start being reviewed by the City instead of the County;
- increase of land values within the annexation area;
- triggers of changes in property tax rates;
- waste management services;
- future land use concept of the annexation area if annexation was approved;
- future of farmsteads within the annexation area once urban development reaches the area;
- development staging;
- development permits currently being processed;
- transition plan; and
- Municipal Government Board hearing.

7.4.2 NAA Mines and Minerals Owners

Feedback from mines and minerals owners within the MPAA focused on mines and minerals rights and compensation for lost revenue.

7.4.3 General Public

Feedback from the general public focused on:

- standards for road maintenance;
- availability of technical documents for public review;
- possibility of developing a university in the NAA;
- exclusion of Northern Lights from the NAA;
- impacts of City's noise and nuisance rules on farmers;
- waste management services and access to Roseridge landfill;
- benefits of the proposed annexation to Poundmaker's Lodge; and
- future plans for River Lot 56.

7.5 Stakeholder Engagement

As presented in detail in Chapter 6.0 of **Appendix P** (the Summary of Annexation Consultations report), the City engaged with numerous stakeholders by being copied on the City's 2017 Notice (see **Appendix B**), and two updates in 2020 by letter. The City received seven sets of comments from six stakeholders in response to the three engagement efforts. The comments received are summarized below.

7.5.1 Alberta Environment and Parks

Alberta Environment and Parks (AEP) responded to the 2017 Notice and the May 29, 2020 letter issued by the City. In both instances, AEP provided regulatory information as a courtesy.

7.5.2 ATCO Pipelines

ATCO Pipelines responded to the 2017 Notice. ATCO Pipelines indicated it had no objections subject to conditions that are applicable at future subdivision and development review and approval stages.

7.5.3 Capital Region Northeast Water Services Commission

The Capital Region Northeast Water Services Commission (CRNWSC) responded to the May 29, 2020 letter issued by the City. The CRNWSC indicated its customers would be unaffected by the proposed annexation.

7.5.4 Elk Island Catholic Schools

Elk Island Catholic Schools followed-up on the May 29, 2020 letter issued by the City with a phone call. The purpose of this phone call was to ask general questions for clarification, which were answered by the City.

7.5.5 Sturgeon Public Schools

In response to the May 29, 2020 letter issued by the City, Sturgeon Public Schools copied the City on a letter to the Chair of the MGB. Sturgeon Public Schools requested the MGB consider compensation for the loss of students resulting from this and future annexations by the City.

7.5.6 ATCO Transmission

ATCO Transmission responded to the September 23, 2020 letter issued by the City. ATCO Transmission indicated it had no objections subject to conditions that are applicable at future subdivision and development review and approval stages.

7.5.7 Alberta Transportation

Alberta Transportation (AT) responded to the September 23, 2020 letter issued by the City. AT expressed no objection subject to the coordination of any future planning or developments north of Villeneuve Road (Highway 633) that could impact the future extension of Ray Gibbon Drive and ultimate tie-in to Highway 2. AT also advised that, should the City want to take over responsibility for Highway 2 and/or Highway 633 within the NAA, the City must officially make a request of Alberta Transportation to begin the highway transfer process.

7.6 Response to Concerns

Table 7.2 through **Table 7.6** below set out the issues that were raised by landowners, mines and minerals owners, the general public, and stakeholders during the consultation process. The issues are grouped together by theme.

Table 7.2: Responses to Concerns Raised by NAA Landowners

Concern	Response
1. Assessment and Taxation	The Agreement reflects a reasonable transition of assessment and taxation for parcels within the NAA. The triggering events also align with recent annexation agreements and decisions. The Agreement (see **Appendix C**) provides that for taxation purposes in 2022 through 2066 inclusive (45 years), the land in the NAA and the assessable improvements to it must be: a) assessed by the City on the same basis as if they had remained in the County; and b) taxed by the City in respect of each assessment class that applies to the annexed land and the assessable improvements to it using the lower of the tax rates established by the County and the City. If, at the request of or on behalf of the landowner 1) a parcel within the NAA is subject to subdivision beyond the maximum parcel density allowed in the City's Land Use Bylaw (LUB), 2) is redistricted through an amendment to the City's LUB, or 3) connected to the City's sewer or water services, a transition to the City's assessment and taxation system will be activated. This means the subject portion of land and the assessable improvements to it will then be assessed and taxed in the same manner as other property of the same assessment class in the City.
2. Traffic, Road Standards and Maintenance	The City, at a minimum, will apply the same plowing, dust control, grading and mowing standard as the County after annexation. The City identifies future roadway improvements through a combination of such factors as engineering rationale, traffic volumes, and budget priorities. Specific improvements for upgrading roads in the NAA cannot be confirmed at present but will be identified over time. As noted above, current County maintenance levels will be met. Current traffic volumes will not be affected by annexation. Traffic volumes will be monitored as growth occurs and associated upgrades will be identified.
3. Transportation Routing for County Residents	Existing transportation routes will remain in place after annexation. The Agreement required the City and the County to use good faith efforts to create consultation protocols for the review of proposals to close or alter any road connects to or serves the City or the County. Further, the County and the City are currently partnering in the development of an intermunicipal transportation network improvement strategy (ITNIS) while the Agreement requires the two municipalities to enter into a new intermunicipal development plan (IDP) that will examine road and municipal servicing issues. The outcome of the ITNIS will be considered in the preparation of the IDP.

Concern	Response
4. Alignment with City Growth Management Policies	The proposed annexation is consistent with the growth management policies within the 2007 City Plan – St. Albert's Municipal Development Plan (MDP).
5. Alignment with EMRGP and Density Targets	The proposed annexation is consistent with the policies, principles, and targets of the Edmonton Metropolitan Region Growth Plan (EMRGP). The land requirements within the City's 2020 Growth Management Strategy (GMS) are based upon the EMRGP's minimum greenfield residential density and aspirational intensification targets.
6. Rationale for Annexation	The Annexation Application is based on technical review and recommendations contained in the 2020 GMS and its supporting technical studies. The additional lands are required to plan for long-term growth in accordance with the EMRGP to a 45-year horizon and to achieve economical servicing systems.
7. Preservation of Natural Areas and Productive Agricultural Lands	Three of the technical studies that support the 2020 GMS are the 2020 Ecological Assessment (EA), 2020 Agricultural Baseline Assessment (ABA), and 2020 Agricultural Impact Assessment (AIA). Natural areas have been identified by the 2020 EA within the NAA, and protective measures will be explored future area structure plan (ASP) preparation stages throughout the NAA. Agricultural activities are permitted to continue following annexation.
8. Poundmaker's Lodge/River Lot 56	River Lot 56 is owned by the Province and is designated as a Natural Area under lease to the Riverlot 56 Society. The Province is in the process of issuing a new lease to the Society. The annexation does not change the status of River Lot 56. Poundmaker's Lodge Treatment Centres (Poundmaker's Lodge) can continue to use its provincially owned property as it currently does and there will be no changes to the land use rights or ownership resulting from the annexation. As the Province is continuing the Riverlot 56 Society's lease, Poundmaker's Lodge will be able to continue using adjacent River Lot 56. One change to expect post-annexation is to the physical address of Poundmaker's Lodge. Once annexation takes place, there will be a change of physical address from Sturgeon County to St. Albert. Additionally, there may be potential for stronger working relationships and possible future partnership opportunities between Poundmaker's Lodge and the City, which may be benefits of the annexation.
9. Impact on Agricultural Operations	The annexation will not affect existing agricultural operations and does not force landowners to develop their lands for other purposes. Existing agricultural operations will continue until such time as the land is sold to a developer and developed for other purposes.

Concern	Response
10. Impact on Lifestyle in Adjacent Country Residential Areas	At the beginning of the annexation process, the Maximum Potential Annexation Area (MPAA) included Northern Lights Estates and bordered Silver Chief to the southwest and numerous Sturgeon Valley subdivisions to the northeast. Following negotiations, the City and the County agreed to the lesser NAA that now excludes Northern Lights Estates (though it remains adjacent) and excludes lands adjacent to Silver Chief and the Sturgeon Valley subdivisions. With Silver Chief remaining approximately 450 m away and the Sturgeon Valley subdivisions remaining approximately 850 m away from the NAA, lifestyles in these areas will not be impacted. Later in the annexation's 45-year horizon, development pressures will exist south of Northern Lights Estates in the City, however. Land use compatibility, interface planning measures, and engagement with residents of Northern Lights Estates will be critical inputs during preparation of an ASP for the subject lands to minimize lifestyle impacts.
11. Mitigation of Impacts from ProNorth Industrial Park	At the beginning of the annexation process, the MPAA bordered ProNorth Industrial Park (ProNorth) to the east and south. Following negotiations, the City and the County agreed to the lesser NAA that now excludes lands east and south of ProNorth. With ProNorth and the NAA being at least 550 m apart, future development in the City will have minimal to no impact on ProNorth and the continued existence of ProNorth will have minimal to no impact on future development in the NAA.
12. Land Use, Subdivision and Development Regulation	The County's zoning regulations will continue to apply to the annexed lands until such time as the City develops new zoning regulations for the area. The City intends to create a new land use district that is blend of the County's existing Agricultural District and the City's existing Urban Reserve District. The new district will allow landowners to continue to use their land as allowed under the County regulations, while allowing the City to apply some reasonable restrictions on new development and subdivision in order to allow orderly and efficient transition to urban standards in the future. The process to redistrict lands requires an amendment to the City's LUB and includes a public hearing providing the affected owners and the public an opportunity to respond and provide submissions to proposed redistricting. Also, the new land use district will allow owners of quarter sections continued ability to subdivide into two 80-acre parcels, and an additional 2.47 acre out of each 80-acre parcel, as currently allowed under the County's Agricultural District. Additional subdivision beyond four parcels will require more detailed planning approvals from the City.
13. Future Land Use Concept for Lands Being Annexed	The 2020 GMS includes a preliminary land use concept that is theoretical nature and its sole purpose is to inform the City's Annexation Application to the MGB. An actual future land use concept will be applied at a general level to lands in the NAA through a forthcoming amendment to the City's MDP after the lands are annexed. Amendments to the MDP are undertaken by bylaw and require landowner consultation and public hearing prior to being approved by City Council.

Concern	Response
14. Future of Farmsteads Once Urban Development Reaches the Area	Like agricultural activities, the annexation will not the owners of farmsteads to develop their lands once urban development reaches them. Existing farmsteads will continue until such time as the land is sold to a developer and developed for other purposes, or the owner applies to develop for other purposes.
15. Impacts of Annexation on Land Values	In terms of market value, annexation does not affect the value of the lands being annexed. Market value is only affected as developer interest in subdivision and development increases. In terms of assessed value, the Agreement requires that the land and the assessable improvements to it be assessed by the City on the same basis as if they had remained in the County for 45 years or when an earlier subdivision, redistricting, or servicing connection event activates a transition as described in response to Concern #1 above.
16. Timeline for Applications to Start Being reviewed by City not County	The City will not have jurisdiction to make decisions on applications until after the effective date of the annexation approval. Any applications that are in process at the time of annexation will be transferred to the City for processing.
17. Availability of Technical Reports for Public Review	To protect the integrity of the intermunicipal negotiations with the County, the City has chosen to not release the 2020 GMS and its associated technical reports until its Annexation Application is submitted to the MGB. With the application submitted in December 2020, it is anticipated that the MGB would convene a public merit hearing on the application in the spring of 2021, which gives interested parties at least three months to review the report in advance of making any representations before the MGB at the hearing.
18. Impacts on School Enrolment and School Bus Routes	Following submission of the Annexation Application to the MGB, the City will send a letter to all affected school boards notifying of the application and identifying the need for the boards to discuss the transitional matters, such as enrolment and bus routing, that will result from the annexation. The City will remain supportive of a smooth transition for all affected people in the NAA.
19. Benefit of Annexation to Sturgeon County	As part of the Agreement, the City will pay the County $600,000 as compensation for lost municipal tax revenue. In addition, the County will no longer be responsible for the costs of maintaining infrastructure or providing services to the annexed lands.
20. Future of Crown-owned Land	Crown lands are controlled by the Province and the use and disposition of these lands are outside municipal jurisdiction. The future use of Crown land is unaffected by annexation.
21. Access to Services and Shopping with Current and Proposed Road Closures	The City has no further road closures proposed at this time. The future extension of Neil Ross Way to Township Road 544 will improve access for Sturgeon Valley residents to shopping and services along St. Albert Trail. Timing of its construction however is dependent upon developer participation between the current terminus of Neil Ross Way and Township Road 544.

Concern	Response
22. Mail Delivery and Municipal Addressing	Mail delivery will occur in the same manner as is done currently, but some addresses may be subject to change through transition to the City's addressing protocols. The City has informed Canada Post of the annexation and will work with Canada Post to change mailing addresses as necessary to support a smooth transition.
23. Timing of Potential Future Development	The 2020 GMS includes a preliminary development staging plan that is theoretical nature and its sole purpose is to inform the City's Annexation Application to the MGB. The actual timing of future development in the NAA will be dependent on future growth and influenced by municipal policy, approved ASPs, landowner motivation, and market conditions.
24. Emergency Services	The NAA will continue to be served at the same level as that of the County. The City and County have mutual aid agreements emergency fire services.
25. Impacts of City Road Bans on Agricultural Lands	The City will assess all roadways it acquires from the County after annexation. Once assessed, it may be determined that the County's road ban protocols will remain in effect as before. However, the City may determine that some or all the roads that formerly experienced road bans may warrant being treated in a different manner. In any case, road ban information would be available from the City's Transportation department.
26. Pet Licensing	Licensing is regulated by the City's Animal Control Bylaw. All dogs require licenses. Licenses are not required for cats.
27. Pest and Mosquito Control	The City will apply its Integrated Pest Management Plan to the NAA.
28. Weed Control	The City will apply its Integrated Pest Management Plan to the NAA.
29. Access to City Services and Infrastructure	The extension of City water, sewer, and stormwater infrastructure into the NAA will be dependent on growth as developers are responsible for installing infrastructure to service new development areas. The extension of municipal services must be logical and recovered through implementation of the City's off-site levy bylaw. There are many steps in the planning process that would be required prior to the extension of municipal services to the annexed lands including, but not limited to, an update to the City's MDP, preparation of an ASP, redistricting of the lands through an amendment to the City's LUB, and a subdivision application that implements the LUB. Development of properties from a rural to urban standard are typically initiated by an interested landowner. In terms of waste collection services, see the response to Concern #31 below.
30. Firearms and Hunting	Firearm use on public lands is prohibited in the City. Firearm use on private land is regulated by the Province and this will not change with annexation.

Concern	Response
31. Garbage Collection and Recycling	The City is not a member of the Roseridge Waste Management Services Commission (RWMSC), which operates the landfill in the County near Morinville and Cardiff. The City and County are in discussions with the RWMSC to negotiate continued access for former County residents until such time as curbside pickup is available. Curbside garbage, organics, and recycling collection will not be available until within the NAA until urban development occurs. Residents may access the Mike Mitchell Recycling Centre in the City for household-scale needs.
32. Impacts of Approved Cannabis Micro-Processing Facility on Adjacent Landowners and Zoning in General	The City will be investigating all existing and approved development within the annexation area over the next year to design a new land use district for these lands and inform any necessary changes to the LUB. The priority of the City will be to avoid creating non-conformities with the LUB. There are certain uses within the County's Agricultural District that are not compatible with the expectations of the City for the annexed lands; for these uses, the City will put regulations in place so that any existing and approved development will continue to be permitted to exist and operate, but intensification will likely be restricted.
33. Business Licensing	New commercial, industrial, and home-based businesses will require a business license from the City. Existing businesses will be exempt from business license fees for five years.
34. Fire Pits and Controlled Burning	County regulations will apply until such time as urban development occurs, at which time City regulations will apply.
35. All-Terrain Vehicle Use	The City will employ the existing County regulations on private lands and public rural roads until urban development has occurred.
36. Fireworks	Fireworks are permitted if the user is a licensed pyrotechnician.
37. Noise Control	The City's Noise Control Bylaw will apply to the NAA.
38. Recreational Vehicle Parking	The City will apply its RV parking restrictions to the NAA. RVs may be parked on a public road for a maximum of 24 hours.
39. Municipal Enforcement	The City will apply its municipal enforcement regulations to the NAA.
40. Outdoor Storage	Agricultural operations are exempted from the City's outdoor storage regulations under Alberta's Agricultural Operation Practices Act, but unsightly premises can be enforced under the City's bylaws. Fencing and/or other screening may be required for unsightly outdoor storage.
41. Fuel Storage	Existing agricultural operations are exempt from City regulations. New applications will be required to comply with the City's bylaw and permitting processes.
42. Road Naming	The City will apply its Municipal Naming Policy in the NAA.

Concern	Response
43. Utility Franchise Fees	Both the City and the County use Fortis and ATCO as third-party utility providers. The County currently does not charge franchise fees. The City's utility franchise agreements do include franchise fees. Customers holding accounts are charged franchise fees by Fortis and ATCO, which in turn are remitted back to the City. Customers in the NAA with gas and electrical utility accounts will have franchise fees included in their bills upon their lands being annexed to the City.
44. Municipal Government Board Hearing	With the Annexation Application submitted in December 2020, it is anticipated that the MGB would hold a public merit hearing regarding the application in the spring of 2021. All landowners and stakeholders that wish to provide input at the hearing will be given an opportunity to do so in accordance with MGB hearing procedures.
45. Transition Plan	The City will soon be preparing a formal transition plan for affected owners and residents. Until then, the transition measures to be implemented respecting taxation, land use, service levels, etc. are outlined elsewhere in this report and in the Agreement between the City and the County.
46. Annexation Boundary Splits Parcel 137	While it is not ideal for parcels to be split between two municipal jurisdictions resulting from annexations it does happen periodically due to extenuating circumstances. In this instance, the proposed municipal boundary follows the southwest right-of-way boundary of the planned future extension of 127 Street from Edmonton to Highway 2 north of St. Albert. This future major regional roadway represents a logical municipal boundary between the City and the County from Bellerose Drive to Range Road 253 for the 45-year horizon of this annexation. To resolve the parcel's split nature, rights are available under the County's Agricultural District, and will be carried forward in the new land use district to be created by the City, that allow splitting the parcel along the proposed annexation boundary by way of subdivision application.

Table 7.3: Responses to Concerns Raised by MPAA Landowners Outside of the NAA

Concern	Response
47. Inclusion of Northern Lights Estates in the NAA	Through technical analysis, it was recommended that the Northern Lights Estates subdivision not be annexed by the City at this time. Two MGB Annexation Principles factored into the technical analysis. First, both the City and the County have the right to accommodate growth, and build-out of Northern Lights Estates in accordance with its approved ASP enables the County to capture future residential growth. Second, annexations must not be a tax initiative, and the County collects residential taxes from owners in Northern Lights Estates.
48. Future Land Use Concept for Lands Being Annexed	See the response to Concern #13 in Table 7.2.

Concern	Response
49. Plans for Lands in the County Surrounding the NAA	The future land use for County lands surrounding the NAA are addressed in the County's MDP and, specifically to the northeast and east of the NAA, the Sturgeon Valley ASP. The future land use directions within the County's MDP and the Sturgeon Valley ASP will not change with annexation. As part of the Agreement however, the City and the County are required to enter into a new IDP that will examine future land use surrounding the NAA as well as road and municipal servicing issues.
50. Impacts of Increased Traffic on Existing Road Network	See the responses to Concerns #2 and #21 in Table 7.2.
51. Availability of Technical Reports for Public Review	See the response to Concern #17 in Table 7.2.
52. Annexation Boundary Splits Parcel 137	See the response to Concern #46 in Table 7.2.

Table 7.4: Responses to Concerns Raised by Mines and Minerals Owners

Concern	Response
53. Mines and Minerals Rights and Compensation for Lost Revenue	Annexations do not impact mines and minerals rights and pre-existing mining operations can continue. Applications to access mines and minerals remain under provincial jurisdiction and can be approved by the applicable provincial authority in both urban and rural municipalities. There is no compensation to holders of mines and minerals rights as their rights do not change with changes in municipal jurisdiction.

Table 7.5: Responses to Concerns Raised by the General Public

Concern	Response
54. Assessment and Taxation	See the response to Concern #1 in Table 7.2. In terms of possible tax impacts on existing City ratepayers, refer to **Appendix K** (2020 Annexation Financial Impact Assessment) that includes a notional financial plan resulting from the annexation. Note that the findings are theoretical in nature and their sole purpose is to inform the City's Annexation Application to the MGB. It is not a prediction of what the actual tax impacts of future growth will be in the future.
55. Traffic, Road Standards and Maintenance	See the response to Concern #2 in Table 7.2.
56. Alignment with City Growth Management Policies	See the response to Concern #4 in Table 7.2.

Concern	Response
57. Preservation of Natural Areas and Productive Agricultural Lands	See the response to Concern #7 in Table 7.2.
58. Poundmaker's Lodge/River Lot 56	See the response to Concern #8 in Table 7.2.
59. Impact on Agricultural Operations	See the response to Concern #9 in Table 7.2.
60. Impact on Lifestyle in Adjacent Country Residential Areas	See the response to Concern #10 in Table 7.2.
61. Urban Development Adjacent to Sturgeon River	The City's current policies regarding development in proximity to the Sturgeon River, wetlands, and other environmentally sensitive areas will be applied to new development in the NAA. Based on such, the 2020 GMS includes a preliminary land use concept that is theoretical nature and its sole purpose is to inform the City's Annexation Application to the MGB. Within that development concept, environmental reserve buffers are assumed adjacent to the Sturgeon River, wetlands, and other environmentally sensitive areas. The actual application and configuration of these environmental reserve buffers will be applied at a general level to lands in the NAA through a forthcoming amendment to the City's MDP after the lands are annexed. They will then be further refined at the ASP preparation stage. Amendments to the MDP and adoption of ASPs are undertaken by bylaw and require landowner consultation and public hearing prior to being approved by City Council.
62. Dust and Noise Nuisance from Future Development	Dust nuisances from future development is a municipal enforcement issued. See the response to Concern #39 in Table 7.2. For noise nuisances, see the response to Concern #37 in Table 7.2.
63. Potential Loss of Incentives for Home-Based Businesses in the NAA	The County has indicated that it does not provide explicit incentives for home-based businesses. However, the County does provide overall supports to the business community, which includes home-based businesses. From that overall support perspective, the County provides some online resources for those looking to start a home-based business, such as a Home-Based Business brochure published by its Planning and Development Department. For those home-based businesses that are already operating, the County has a shared interest in their success and therefore supports them through promotion and connection to regional events as much as possible. While there are no substantive home-based business incentives that will be lost due to annexation, there may be similar or more enhanced services available through the City to support home-based businesses following annexation.

Concern	Response
64. Absorption Rate of Land in 2007 Annexation and Expected Absorption Rates of the NAA	The 2020 GMS includes an analysis of the City's historical land absorption and a forecast of future land absorption rates resulting from population projections. The NAA will increase the City's land supply to a 45-year need in accordance with the selected population projections.
65. Future Land Use Concept for Lands Being Annexed	See the response to Concern #13 in Table 7.2.
66. Sacred Indigenous Lands and Development on These Lands	This concern is in relation to the provincially owned lands that host the Poundmaker's Lodge Treatment Centres and the adjacent River Lot 56. Therefore, see the response to Concern #13 in Table 7.2.
67. Impacts of Annexation on Land Values	See the response to Concern #15 in Table 7.2.
68. Availability of Technical Reports for Public Review	See the response to Concern #17 in Table 7.2.
69. Impacts on School Enrolment and School Bus Routes	See the response to Concern #18 in Table 7.2.
70. Noise Control	See the response to Concern #37 in Table 7.2.
71. Timing of Potential Future Development	See the response to Concern #23 in Table 7.2.
72. Exclusion of Northern Lights from the NAA	Northern Lights Estates has been excluded from the NAA. For more information, see the response to Concern #47 in Table 7.3.
73. Garbage Collection and Recycling	See the response to Concern #31 in Table 7.2.
74. Utility Franchise Fees	See the response Concern #43 in Table 7.2.
75. Possibility of Developing a University in the NAA	One of the main goals of the City going into the annexation process was to secure additional lands for non-residential uses, such as institutional uses (including potentially a university), commercial activities, and light industrial development. Currently, the City doesn't have a specific plan to bring a university to the NAA, but the opportunity has been identified through the MDP update being undertaken concurrently with the annexation process.

Concern	Response
76. Annexation Timeline and Effective Date	With negotiations between the City and the County now complete, there is increased certainty about the remaining annexation timeline. With the City submitting its Annexation Application to the MGB in December 2020, the MGB is anticipated to schedule a public merit hearing regarding the application in the spring of 2021. Following the hearing, provincial cabinet is anticipated to render its decision on the application in late 2021. Based on this timeline, the City and the County's Agreement requests an annexation effective date of January 1, 2022.

Table 7.6: Responses to Concerns Raised by Key Stakeholders

Concern	Response
77. Financial Compensation to Sturgeon Public Schools for Loss of Students	In accordance with the MGA, the only party that is eligible for financial compensation resulting from an annexation approval is the affected municipality that is transferring jurisdiction of land. To understand the magnitude of the impact on Sturgeon Public Schools however, the City has undertaken some analysis to quantify the likely loss of student population. The effective date of the proposed annexation is January 1, 2022 while Sturgeon County conducted a municipal census in 2019. This means children in the age cohort of 0-15 will likely change school jurisdictions at the start of the 2022/2023 school year at the earliest. As of 2019, the NAA had a population of 68 people, 17 of which were aged 0-15. The annexation will result in a loss to Sturgeon Public Schools of all or a portion of these potential students. Conversely, it is noted that the growth being planned by Sturgeon County for the southern portion of the Sturgeon Valley area will result in a significant net gain of students to Sturgeon Public Schools over time.

7.7 Mitigation of Outstanding Concerns

Despite knowledge that of up to three landowners might oppose the Annexation Application based on feedback received in 2019 (see Chapter 8.0), all concerns fielded through the City's annexation consultation processes have been responded to above and there are no other known outstanding concerns requiring mitigation.

8.0 Consents and Opposition

On October 2, 2020, the City of St. Albert issued a letter inviting affected owners to the virtual information session and town hall webinars scheduled for late October 2020 (letter is included in **Appendix P.7**). This letter also requested that affected owners sign an annexation consent form if they were supportive of their lands being annexed to the City. The two sample annexation consent forms – one for landowners and one for mines and minerals owners – are included in **Appendix O**. Note that due to the COVID-19 pandemic, the City enabled a digital solution for affected owners to sign their consent forms online in a secure manner using a personal identification number (PIN) approach. Each affected owner was provided a unique PIN in their October 2, 2020 letter.

Table 8.1 below provides a summary of the status of consents among the 254 unique sets of landowners that represent the 82 parcels of land in the NAA. **Map 8.1** illustrates the geographic locations of the consents and positions within the NAA.

Table 8.1: Landowner Consent Status, Negotiated Annexation Area

Negotiated Annexation Area		
Parcel No.	**Legal Description**	**Landowner Consent Status**
[redacted]	Railway Plan 5509NY (portion of northern part not already in St. Albert)	
[redacted]	NW-1-54-26-W4M (portion not already in St. Albert)	Consent received (see **Appendix O**)
[redacted]	NE-1-54-26-W4M (portion not already in St. Albert)	
[redacted]	Block 3, Plan 9521983 (portion not already in St. Albert)	Consent received (see **Appendix O**)
[redacted]	SW-12-54-26-W4M	Consent received (see **Appendix O**)
[redacted]	Lot 1, Block 1, Plan 0520823	Consent received (see **Appendix O**)
[redacted]	SW-12-54-26-W4M	Consent received (see **Appendix O**)
[redacted]	Lot 2, Block 1, Plan 1723266	
[redacted]	Lot 1, Block 1, Plan 1723379	
[redacted]	Block A, Plan 9722799	
[redacted]	NW-12-54-26-W4M	
[redacted]	Block 4, Plan 9521983 (portion not already in St. Albert)	Consent received (see **Appendix O**)
[redacted]	Lot 3, Plan 8422024 (portion not already in St. Albert)	
[redacted]	Lot 4, Plan 8422024	
[redacted]	Lot 4, Plan 8422024	Consent received (see **Appendix O**)
[redacted]	Lot 4A, Block 1, Plan 0320947	Consent received (see **Appendix O**)
[redacted]	Lot 1A, Block 1, Plan 0320308	Consent received (see **Appendix O**)
[redacted]	Lot 1, Plan 8422024	Consent received (see **Appendix O**)

Negotiated Annexation Area		
Parcel No.	**Legal Description**	**Landowner Consent Status**
[redacted]	Lot 2, Plan 8422024 (portion not already in St. Albert)	
[redacted]	NE-13-54-26-W4M	
[redacted]	NW-13-54-26-W4M	
[redacted]	NW-18-54-25-W4M	Consent received (see **Appendix O**)
[redacted]	NE-18-54-25-W4M	
[redacted]	NE-18-54-25-W4M	
[redacted]	Lot 2, Plan 9722351	
[redacted]	Lot 1, Plan 9620515	
[redacted]	NW-17-54-25-W4M	
[redacted]	Lot A, Plan 9022690	Consent received (see **Appendix O**)
[redacted]	Lot 1, Block 1, Plan 0225119	Consents received from 17 of 92 unique sets of landowners (see **Appendix O**)
[redacted]	Lot B, Plan 9022690	Consents received from 26 of 95 unique sets of landowners (see **Appendix O**)
[redacted]	Lot C, Plan 9222986	
[redacted]	SW-20-54-25-W4M	
[redacted]	Lot 1, Block 1, Plan 9920846	
[redacted]	Lot 1, Block 1, Plan 0224421	
[redacted]	SE-19-54-25-W4M	
[redacted]	SE-19-54-25-W4M	
[redacted]	SW-19-54-25-W4M	
[redacted]	SW-19-54-25-W4M	
[redacted]	SW-19-54-25-W4M	Consent received (see **Appendix O**)
[redacted]	Lot 2, Block 1, Plan 9320111 (portion)	
[redacted]	SE-24-54-26-W4M	
[redacted]	SW-24-54-26-W4M	The owner expressed opposition in 2019 due to concerns about taxes and services associated with taxes.
[redacted]	Lot 2, Plan 9925995	
[redacted]	Lot 4, Plan 9925995	
[redacted]	Lot 1, Plan 9925995	
[redacted]	Lot 3, Plan 9925995	
[redacted]	Lot 3, Plan 8722561	Consent received (see **Appendix O**)
[redacted]	Lot 6, Block 1, Plan 0227336	
[redacted]	Block OT, Plan 629NY	
[redacted]	Lot 4, Plan 8722561	

Negotiated Annexation Area		
Parcel No.	**Legal Description**	**Landowner Consent Status**
[redacted]	NW-20-54-25-W4M	Consent received (see **Appendix O**)
[redacted]	NW-20-54-25-W4M	Consent received (see **Appendix O**)
[redacted]	NW-20-54-25-W4M	Consent received (see **Appendix O**)
[redacted]	NE-20-54-25-W4M	
[redacted]	Lot 1, Block 1, Plan 0121412	
[redacted]	NE-20-54-25-W4M	
[redacted]	Lot 1, Block 1, Plan 0520323	
[redacted]	Lot 2, Block 1, Plan 0625326	
[redacted]	NW-21-54-25-W4M	
[redacted]	NE-21-54-25-W4M	
[redacted]	NE-21-54-25-W4M	
[redacted]	Lot 2, Block 1, Plan 1024547	
[redacted]	Lot 1, Block 1, Plan 9920826	The owner expressed opposition in 2019 due to not wanting to be part of the City and concern that development of the parcel was not feasible due to the future 127 Street alignment and its associated road reconfigurations.
[redacted]	NW-22-54-25-W4M (portion)	The owner expressed opposition in 2019 to the parcel being split by the proposed annexation boundary. Instead, the owner preferred the parcel being entirely included within the annexation or entirely excluded.
[redacted]	River Lot 37, St. Albert Settlement	Consent received (see **Appendix O**)
[redacted]	Block B, Plan 923RS	
[redacted]	Lot 2MR, Plan 9524358	
[redacted]	4-22-54-25-W4M	
[redacted]	NW-15-54-25-W4M	
[redacted]	OT-0-54-25-W4M	
[redacted]	Lot 3, Plan 9524358	Consent received (see **Appendix O**)
[redacted]	Block C, Plan 456TR	Consent received (see **Appendix O**)
[redacted]	Block OT, Plan 8122187	
[redacted]	River Lot 37, St. Albert Settlement	
[redacted]	River Lot 56, St. Albert Settlement	Owned by the Crown in Right of Alberta but consent received from lessee (see **Appendix O**)
[redacted]	Block A, Plan 3951RS	Owned by the Crown in Right of Alberta
[redacted]	NE-11-54-25-W4M	Owned by the Crown in Right of Alberta
[redacted]	Lot A, Plan 7921817	Consent received (see **Appendix O**)
[redacted]	Lot B, Plan 8222793	Owned by the Crown in Right of Alberta

Negotiated Annexation Area		
Parcel No.	**Legal Description**	**Landowner Consent Status**
[redacted]	SW-12-54-26-W4M	
[redacted]	NW-12-54-26-W4M	
[redacted]	SW-18-54-25-W4M (portion not already in St. Albert)	
[redacted]	Lot 5, Block 1, Plan 1820654	

As of November 12, 2020, the City received landowner consents for 24 of the 82 parcels within the NAA, representing approximately 30% of affected landowners. Of these, two parcels have fractional ownership patterns. The City received consents from 17 of the 92 unique owners of [redacted] and 26 of the 95 unique owners of [redacted].

The positions of most remaining landowners are unknown as no consents were received. It is noted however that the owner of [redacted] did generally express support for the proposed annexation in November 2019 but did not supply a consent in response to the City's October 2020 request. Further, the Crown owns Parcels 123, 157 (River Lot 56), 158, 159, and 161 (Poundmaker's Lodge). The Government of Alberta did not provide its position on the annexation from an ownership perspective on behalf of the Crown. The lessee of [redacted] does however consent to River Lot 56 being annexed.

In terms of opposition, the City is aware of the owners of [redacted] may or likely oppose the annexation based on feedback received in November 2019.

As of November 12, 2020, the City also received annexation consent forms from 3 of the 70 unique sets of affected mines and minerals owners within the NAA (see **Appendix O**).

9.0 Boundary Roads

The road allowances and road plans included in the NAA are listed in Clause 6.1 and Schedule “E” of the Agreement (**Appendix C**). Both boundary roads and internal roads within the NAA are illustrated on **Map 9.1**. For convenience, the boundary roads to be included within the NAA are listed below.

- Range Road 261, being:
  - the portion of government road allowance to the west of W½-12-54-26-W4M that is north of a line produced along the north boundary of Railway Plan 6054AO;
  - road widening dedicated under Plan 1723266;
  - road widening dedicated under Plan 1723379;
  - government road allowance to the west of W½-13-54-26-W4M;
  - road widening dedicated under Plan 1820654;
  - government road allowance to the west of the fractional portion of SW-24-54-26-W4M; and
  - the portion of Road Plan 1311K that is southwest and west of Plan 9925995.
- Range Road 260, being:
  - the portion of government road allowance to the west of SW-19-54-25-W4M from south of the northern boundary of SW-19-54-25-W4M to the easterly projection of Lot 1, Plan 9925995 (approximately 31.45 m south of the northern boundary of SW-19-54-25-W4M).
- Township Road 544 being:
  - the portion of government road allowance to the north of Lot 3, Plan 8722561;
  - government road allowance to the north of N½-20-54-25-W4M; and
  - government road allowance to the north of N½-21-54-25-W4M.
- Range Road 253 being:
  - government road allowance to the west of NW-22-54-25-W4M, including the production north of the west boundary of NW-22-54-25-W4M and the production west of the south boundary of SW-27-54-25-W4M.
- Coal Mine Road being:
  - The portion of government road allowance along the northwest boundary of River Lot 37 from the northeast corner of River Lot 37 to approximately 68 m southwest of such boundary.

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10.0 Owner Contact Information

Table Q.1 in **Appendix Q** and **Table R.1** in **Appendix R** list the mailing contact information for all titled owners within the negotiated annexation.

Table Q.1 specifically includes mailing addresses for all landowners from the County's assessment and taxation records. These are more reliable than mailing addresses on land title certificates as owners often do not maintain their contact information on land titles. In instances where there are inconsistencies between mailing addresses on land titles with those maintained by the County, the mailing addresses from the land title certificates are provided as alternates to maximize the MGB's opportunity to connect with each owner within the NAA. Copies of all associated land title certificates dated September 2, 2020 through September 4, 2020 are provided in **Appendix Q** following **Table Q.1**.

Mailing addresses for all owners of mines and minerals within the NAA are provided from land title certificates in **Table R.1**. Copies of all associated land title certificates dated September 2, 2020 through September 18, 2020 are provided in **Appendix R** following **Table R.1**.

11.0 Effective Date of the Annexation

The City of St. Albert and Sturgeon County request an effective date for the proposed annexation of January 1, 2022 in accordance with Clause 7.1 of the Agreement (**Appendix C**).

12.0 Special Conditions

The Agreement establishes the terms and conditions of the annexation (**Appendix C**). The conditions related to taxation, assessment, compensation, and removal[3] are summarized in the table below.

Table 12.1: Summary of Annexation Agreement Terms and Conditions

Topic	Annexation Agreement Clause Reference	Summary of Terms and Conditions
Compensation	8.2 and 8.4	The City agrees to pay to the County the sum of $600,000 as full and final compensation in relation to the Annexation. The City shall pay the compensation to the County no later than 30 days after the date the order in council is made by the Lieutenant Governor in Council.
Assessment, Taxation and Removal	9.2 through 9.6	For taxation purposes, the annexed land and improvements to it, excluding linear property, shall be assessed by the City as if they had remained in the County for up to 45 years (or sooner if a triggering event occurs). The City shall tax the annexed land and improvements to it, excluding linear property, for up to 45 years (or sooner if a triggering event occurs), using the lower of the municipal property tax rate established by the County or established by the City, for property of the same assessment class. Where, in any taxation year before the 45-year horizon, any parcel of annexed land is subject to a triggering event, the established assessment and property tax rate will cease to apply at the end of that taxation year, and that parcel of land and its improvements must be assessed and taxed in the same manner as any other property in the City commencing in the following year. Triggering events include a parcel being: 1. subject to a subdivision or separation of title creating a new parcel by request of or on behalf of the landowner; 2. redistricted at the request or on behalf of the landowner under the City's LUB to another land use district; or 3. connected to the City's water service or sewer service or both, at the request or on behalf of the landowner. Despite the above, the subdivision of land zoned Agricultural (AG) under the County's Land Use Bylaw (LUB) in effect on the effective date of annexation does not cause a triggering event, provided that the subdivision does not exceed the maximum lot density specified in the LUB for this district. Linear property shall be assessed and taxed by the City on the same basis as other linear property within the City.

[3] Removal refers to conditions that trigger early removal of the assessment and taxation conditions.

13.0 Involvement of Public Interests

As presented in detail in Chapter 6.0 of **Appendix P** (the Summary of Annexation Consultations report) and summarized in Section 7.5 above, the City engaged with numerous stakeholders, most of which represent public interests. The first communication was a copy of the City's 2017 Notice (see **Appendix B**). The second and third communications were update letters dated May 29, 2020 and September 23, 2020. Those stakeholders that were engaged through one or multiple communications include those 30 listed below.

- Alberta Agriculture and Forestry
- Alberta Agriculture, Food, and Rural Development
- Alberta Capital Region Wastewater Commission
- Alberta Energy Regulator
- Alberta Environment and Parks
- Alberta Health Services
- Alberta Municipal Affairs
- Alberta Transportation
- Alexander First Nation
- Altalink Management Ltd.
- ATCO Gas
- ATCO Pipelines
- Canada Post Corporation
- Canadian National Railway
- Capital Region Northeast Water Services Commission
- City of Edmonton
- Department of National Defense
- Edmonton Metropolitan Region Board (formerly Capital Region Board)
- Elk Island Catholic Schools
- Fortis Alberta
- Greater North Central Francophone Education
- Greater St. Albert Catholic Schools
- Historic Resources Management Branch
- Municipal Government Board
- Natural Resources Conservation Board
- Parkland County
- Roseridge Waste Management Services Commission
- St. Albert Public Schools
- Sturgeon Public School Division
- TELUS Communications

In total, the City received responses from Alberta Environment and Parks (AEP), ATCO Pipelines, the Capital Region Northeast Water Services Commission (CRNWSC), Sturgeon Public Schools, ATCO Transmission, and Alberta Transportation (AT). The City also received a call from Elk Island Catholic Schools (EICS). As detailed in Chapter 6.0 of **Appendix P** and summarized in Section 7.5 above:

- AEP provided information as a courtesy;
- both ATCO Pipelines and ATCO Transmission expressed no objections subject to conditions that are applicable at future subdivision and development review and approval stages;
- the CRNWSC indicated its customers would be unaffected by the proposed annexation;
- Sturgeon Public Schools requested the MGB consider awarding compensation for the loss of students resulting from this and future annexations by the City;
- AT expressed no objection subject to the coordination of any future planning or developments north of Villeneuve Road (Highway 633) that could impact the future extension of Ray Gibbon Drive and ultimate tie-in to Highway 2, and advised of the process the City must follow to officially make a request of Alberta Transportation to begin the highway transfer process; and
- EICS asked questions for clarification.

13.1 Special Interest Group

Throughout the annexation process, the City maintained an open communication with representatives from the Poundmaker's Lodge Treatment Centres (Poundmaker's Lodge), inviting them to attend public participation activities and collecting their input on whether they would like the lands they occupy to be annexed by the City. The representatives expressed interest in becoming part of the City through annexation. They also discussed potential initiatives following annexation that could expand the relationship between Poundmaker's Lodge and the City. The City remains open to partnership opportunities that may arise resulting from the annexation.

Representatives from Poundmaker's Lodge Treatment Centre attended one of the November 2019 open houses. The following is a general summary of their questions and comments:

- Impacts of the annexation and potential future development on the historic site and sacred lands;
- Impacts of the annexation on River Lot 56; and
- Establishing appropriate protocols for Indigenous engagement and communications going forward.

In 2020, a representative from Poundmaker's Lodge submitted a question through the Virtual Information Session offered by the City as part of the final round of engagement. The representative asked about the changes or benefits to them resulting from annexation. The City's Chief Administrative Officer provided a response to this question (see **Appendix P.10**).