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**Agenda Item:**

Request for Decision

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| **Title** | **Bylaw 1684/25 – Neighbourhood Area Structure Plan (Planning Area 1): Sturgeon Valley South Area Structure Plan – First Reading** |
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| **Proposed Motion** | 1. That Council give first reading of Bylaw 1684/25. |
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| **Administrative**  **Recommendation** | Administration recommends that Council give first reading of Bylaw 1684/25. |
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| **Previous Council / Committee Direction** | September 14, 2021 Regular Council Meeting  Motion 453/21: That Council give third reading of Bylaw 1555/21 as amended. |
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| **Report** | Background Information   * In September 2021 Council approved the Sturgeon Valley South Area Structure Plan (the *“ASP”)* through adopting Bylaw 1555/21. * The *ASP* was adopted under the now defunct Edmonton Metropolitan Region Board (EMRB) and the regional planning document that they administered – *Edmonton Metropolitan Region Growth Plan (the “Growth Plan”)*. The *Growth Plan* was the statutory regional plan for member municipalities of the EMRB, and ASPs were required to align with *Growth Plan* policies*.* Despite the dissolution of the EMRB, the policies of statutory plans adopted by member municipalities under the *Growth Plan* remain in effect. * Due to the scale of the planning area (approximately 1,750 hectares), the *ASP* identified five planning areas, with each planning area to be subject to its own Neighbourhood Area Structure Plan (NASP). * Planning Area 1 covers an area of 402 hectares (993 acres), approximately 23% of the area governed by the *ASP.* The plan area is located south of Sturgeon Road, sharing a boundary with both the City of St. Albert (west) and City of Edmonton (south). * The purpose of the NASP is to build on the framework and policies of the *ASP* and provide greater clarity on proposed land uses, densities, and infrastructure requirements. * Adoption of a NASP would allow developers to submit Outline Plans to the County. Outline Plans are non-statutory planning documents that provide further detailed information with respect to land use and infrastructure requirements and consider development at the scale of a multi-lot subdivision. While there is no standard size, recent Outline Plans submitted to the County have identified lands approximately 32.4 hectares (80 acres) in size. * While a land use concept is provided in the NASP, no redistricting is currently being sought. Consideration of redistricting should be based on the land use concept provided within subsequent Outline Plans. * Administration would like to note that if the NASP is approved, the Off-Site Levy Bylaw for the Sturgeon Valley will require adoption prior to the consideration of Outline Plans being brought forward within the NASP area.   Analysis   * Section 6.2.1 (Objective) of the *ASP* states that a NASP shall include at least the following (please note that the numeral indicates the requirement as noted within the *ASP* and the following bullet point is Administration’s comments as they relate to the item):   1. Show the layout of the road network and varying land uses that generally aligns with this Plan. * The proposed road network and various land uses are identified in Figure 5: Land Use Concept.   Figure 8: Transportation identifies three separate road classifications; major arterial (127 Street), arterial, and collector. Local roads are to be identified at the Outline Plan stage.  Administration is working with the applicant to address a few outstanding comments related to the transportation network, these include:   * + - Clarification regarding an additional proposed east-west collector that intersects with 127 Street.     - Additional right-of-way dedication along Sturgeon Road.   1. General identification of potential transit routes and stops, if applicable. * Potential transit routes and stops have yet to be identified. While transit within the plan area is anticipated in the future, potential timelines are still currently unknown. NASP policies and figures could be amended in the future to reflect growing needs.   The General Municipal Servicing Standards (GMSS) will also require amendments to reflect transit infrastructure requirements.   * 1. Show the location of a multipurpose trail system that is connected to parks, schools, and other key destinations and other NASP areas.   Figure 7: Open Space identifies the proposed trail system, parks, municipal and school reserve sites, as well as environmental reserve and natural areas.  Further clarification on the status of trail connections and how they are to be dedicated (municipal reserve vs public utility lot) is still required. This clarification has the potential to change the calculations within the land use statistics table.   * 1. Show the location of any lands to provide community services such as emergency services, libraries, and/or recreational facilities. * It is anticipated that lands currently identified as school sites will be changed to Municipal and School Reserve (MSR), to accommodate other “soft” servicing requirements such as emergency services, libraries, and recreational centres.   1. Show the locations of local commercial nodes to accommodate convenience stores and other service industry activities. * Local commercial nodes have been identified within Figure 5: Land Use Concept. Four separate commercial areas have been identified.   Policy 5.1 of the NASP requires commercial nodes to be located close to major roadways and neighbourhood entrances for easy access from multiple modes of transportation and high visibility. Three of the commercial areas are located at the intersection of future arterial roads and collector roads, while the fourth has a visible location along Sturgeon Road.  Policies 5.2 and 5.3 speak to the type and size of commercial business that are encouraged to locate within the plan area. Further details of which are to be clarified further at the Outline Plan stage, and through the subdivision and development processes.   * 1. Identification of all setbacks from utilities, railway lines, landfills etc. in accordance with Provincial and/or Federal standards.   The applicant has undertaken a Quantitative Risk Assessment Report for the Plan Area. Findings of the report indicate that development should not be planned within 8m from pipeline centerlines or 35m from railway centerlines.   * 1. Completion of the following studies:      + Traffic Impact Assessment      + Phase 1 Environmental Site Assessment      + Biophysical and Wetland Assessment      + Historical Resource Overview and based on outcomes the potential for a Heritage Impact Assessment      + Fiscal Impact Assessment      + A Traffic Impact Assessment (TIA) was provided in support of the NASP and was undertaken by Bunt & Associates Engineering Ltd. (March 2025).   The TIA provides the following recommendations:   * + - Both 127 Street and Sturgeon Road should be developed to their ultimate configurations within the 2045 horizon to accommodate both site and background traffic.     - The active transportation network (trail system) should be confirmed prior to subdivision, to confirm connectivity both into and through Planning Area 1.     - Investigate potential to expand regional transit into Planning Area 1for initial stages of development.   Minor updates to this document are required as they relate to the outstanding comments identified by Administration regarding the proposed road network – see paragraph I.   * + - A total of seven Environmental Site Assessments (ESAs) have been provided as supporting documentation.     - A Biophysical Impact Assessment Report was undertaken by Green Plan (May 2021) and submitted as supporting technical information for the NASP.   Due to the Project’s proximity to diverse habitat areas including the Sturgeon River, Natural Area (River Lot 56), large, forested areas, and multiple wetlands, the Project area has the potential to support many forms of wildlife. The submitted Biophysical Impact Assessment Report identifies multiple mitigation measures and strategies to reduce any potential impact on wildlife and wildlands.   * + - A Wetland Assessment and Impact Report was undertaken in September 2021 as part of the NASP application. Eight wetlands were assessed as part of desktop review and field assessment, which determined that all wetlands are expected to be directly impacted as a result of the proposed development. An application for Water Act approval will be required for the planned development. Cumulative effects to the watershed, wetlands, or the broader environment are not anticipated to be significant.   The Project is not expected to result in any additional wetland loss or have any measurable impact on wetland-dependent species. During development, the use of best management practices will be applied to limit potential damage to the surrounding environment as a result of construction.   * + - A Historical Resources Act approval was issued by the Government of Alberta in November 2020. The document identifies the following lands as exhibiting high potential to contain archaeological resources:     - NW 12-54-25-W4M     - NE 11-54-25-W4M     - NW 13-54-25-W4M     - SW 24-54-25-W4M   The Government of Alberta has noted in respect to these lands that “*…project information, including detailed plans, must be submitted in a new Historic Resources Application(s) prior to the onset of development activities. The application must be accompanied by GIS shapefiles.”*  As such, Administration will require Outline Plans for the aforementioned lands to include these additional Historical Resource Act approvals.   * A Fiscal Impact Assessment has not been provided as the County has yet to establish the framework for such. Administration considers that a FIA is better suited for submission at the Outline Plan stage, as estimated infrastructure costs would be more accurate given that it would be submitted closer to when development is to occur.   1. Servicing study (stormwater, sanitary and water) and drawings showing how the development will provide services consistent with the objectives and policies of this Plan. * A Servicing Design Brief (Select Engineering, March 2025) was submitted as supporting technical information. This document provides preliminary engineering analysis for sanitary, stormwater, and potable water. * Six wastewater servicing basins are identified, with four basins proposed as gravity systems being serviced by the River’s Gate Lift Station. The remaining two basins are located to the easterly limit of the plan area and are proposed to be serviced via direct connection into the START line, with one of these basins (Basin 2) requiring a dedicated lift station and forcemain This lift station will need to be either oversized or expandable to service flows from adjacent Planning Area 3. * The Servicing Design Brief proposes a total of six stormwater management facilities (SWMFs).   Administration requires some minor amendments to the Servicing Design Brief to address outstanding comments related to the stormwater proposal, these include:   * SWMF 8 to convey into the River’s Gate facility and not the 127 Street facility due to capacity constraints. Note: the original proposal contemplated eight SWMFs, it was determined to keep their original numbering to prevent confusion during review. * The provision of a PUL along the eastern boundary of the plan area to accommodate a future SWMF connection south of North Point to SWMF 4. * Confirmation of whether a 30m buffer is required for SWMF 5 which abuts the CN rail line. * Ensuring connection between SWMF 5 and SWMF7. * Planning Area 1 is serviced by the existing Allin Ridge reservoir, which is supplied via a 300mm EPCOR transmission main, aligned within the Range Road 250 road allowance. This line will need to be extended to provide potable water and fire flows to Planning Area 1.   1. An outline of the staging plan. * Administration considers the NASP’s Staging Plan (Figure 12) as too general, and that the staging plan within the Servicing Design Brief should be used instead. The Servicing Design Brief identifies a realistic phasing strategy that considers contiguous development occurring in a cost-effective manner based on infrastructure requirements. Having a clear phasing strategy based on infrastructure requirements allows both developers and the County to more accurately determine capital improvements.   However, the NASP, as a statutory plan, should maintain greater flexibility to recognize external influences such as changing market conditions. To achieve this outcome, policy is required to allow development to occur ‘out of sequence’ – recognizing that infrastructure requirements for such development would be fully funded by the developer(s).   * 1. Community architectural and landscaping design guidelines for commercial and mixed-use lands as outlined by policy within this Plan.   Since the adoption of the *ASP*, the County has adopted Bylaw 1609/23 that amended the Land Use Bylaw, specifically how it relates to architectural and landscaping design guidelines within lands governed by the Sturgeon Valley South Area Structure Plan. Such standards are now required at the Outline Plan stage.   * 1. Report demonstrating how the NASP is consistent with the objectives and policies of this Plan, including demonstration of compliance with meeting the minimum average overall density of 35 du/nrha. * The purpose of the NASP is to establish how the plan aligns with the objectives and policies of the *ASP*.   The NASP intends to meet the overall density requirement of 35 du/nrha and has identified five different residential densities throughout the Plan area, as shown on Figure 6: Density.   * + - Areas adjacent to Manor Estates II, Sturgeon Heights, and Upper Viscount in the north of the plan area to be built at a maximum of 10 du/nrha.     - Lands located across Sturgeon Road from River’s Gate are to be built at a maximum of 15 du/nrha.     - Lands in the north of the plan area and encompass a portion of River Lot 59 and NW 13-54-25-W4M are to be built at a maximum of 20 du/nrha.     - The remaining residential areas north of Township Road 542 (Valour Avenue) are to be built at a maximum of 35 du/nrha.     - Lands south of Township Road 542 (Valour Avenue) require a minimum of 40 du/nrha.   The intent behind the different density areas is to provide transitional density from existing residential development within the Sturgeon Valley and provide a variety of housing products.   * 1. Planning Areas 1 & 5 shall be required to show the flood mapping in accordance with the latest Provincial Flood Hazard Mapping.   Available Provincial Flood Hazard Mapping does not indicate any at risk areas within the NASP plan boundary. Hydrogeological studies will be required at the Outline Plan stage for areas that have been shown to have shallow water tables.   * 1. Any other items as determined necessary by the County upon submission of the NASP. * Finally, Section 6.2.1.2 of the *ASP* notes that NASPs should proceed in the general direction of Figure 20: Development Direction.   The development direction of the *ASP* was intentionally general, knowing that the NASP would provide further detail respecting the staging plan and how Planning Area 1 would connect into adjacent Planning Area 3.  External Communication   * An initial public engagement event was held in April 2021 in conjunction with the public consultation that occurred as part of the development of the Sturgeon Valley South Area Structure Plan. Due to Covid regulations this event was online only.   A public open house was held on February 4, 2025 at the Sturgeon Valley Golf and Country Club from 5:30-7:00pm. A formal presentation was held followed by a question-and-answer period with display boards placed around the room.  A summary of the written comments provided as well as the comments shared with project representatives during the public open house can be found in Attachment 3: Public Engagement Summary.  To inform the public about the event, an advertisement was placed in the St. Albert Gazette In addition, postcards were delivered to 640 nearby residents within Sturgeon County with a temporary sign placed along Sturgeon Road with contact information. There were approximately 103 residents who signed in and attended the public open house.  In addition to an internal referral, the application has also been referred to both the cities of St. Albert and Edmonton. The County has granted both municipalities additional time to provide responses to the referral. At the time of writing no response has been received, but comments are expected prior to consideration of first reading.  The County is in ongoing discussions with cities of Edmonton and St. Albert of Edmonton regarding the ultimate configuration of 127Street and how to address the needs of each respective municipality.   * Should Council give first reading of the Bylaw, Administration will ensure public notification and advertising for the Public Hearing are completed in accordance with relevant legislation and County processes.   Relevant Policy/Legislation/Practices   * The Municipal Government Act (MGA) authorizes Council to establish and amend bylaws. * All relevant policies from the *ASP* have been noted within the Analysis section of the RFD. |
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| **Implication of Administrative Recommendation** | Strategic Alignment  **Planned Growth**  The NASP identifies the infrastructure requirements to service an increased population in alignment with the Sturgeon Valley South Area Structure Plan. If the NASP is adopted the County will have to finalize the Sturgeon Valley Off-Site Levy Bylaw to determine developer contributions to ensure that ‘development pays for development’ and cost-effective infrastructure delivery.  **Thriving Communities**  Natural spaces and trail systems are incorporated into the NASP and were a key element identified through public engagement for both the NASP and the ASP. Updates to the County’s GMSS have also incorporated multi-use trails within road cross-sections that will be utilized within the plan area.  **Environmental Stewardship**  The NASP is indicative of sustainable development as it provides densities that provide the highest and best use for lands that have been identified for future development. By focusing the County’s residential growth within this area, it allows for the following:  **Collaborative Governance**  The NASP is a continuation of public engagement efforts related to future development within the Sturgeon Valley, a process that began with the preceding Sturgeon Valley South Area Structure Plan.  **Operational Excellence**  Administration has worked closely with the development industry, adjacent municipalities, and the public to ensure that all parties remain engaged with the process.  Organizational  Administration has the capacity to take the necessary steps to arrange the Public Hearing.  Financial  Financial implications will include advertising of the Public Hearing. |
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| **Alternatives Considered** | Council may defeat the motion to give first reading of Bylaw 1684/25. |
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| **Implications of Alternatives** | Strategic Alignment  If Council votes down the motion to give first reading of the Bylaw, the Bylaw would be defeated.  Organizational  A decision to give the first reading of a Bylaw is not support for the Bylaw but approval that the matter may proceed to a Public Hearing to receive feedback from affected parties. It is the advice of Sturgeon County’s legal counsel that providing first reading of bylaws initiated by a third party is appropriate to ensure due consideration and procedural fairness.  Financial  Court/legal costs may arise from any potential legal action. |
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| **Follow up Action** | 1. Schedule a Public Hearing with respect to Bylaw 1684/25 (Planning and Development Services, May/June 2025). |
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| **Attachment(s)** | 1. Attachment 1: Bylaw 1684/25 (Neighbourhood Area Structure Plan: Planning Area 1) 2. Attachment 2: Public Engagement Summary |
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| **Report Reviewed by:** | Martyn Bell, Program Lead, Current Planning  Mark Morrissey, Acting General Manager, Development and Economic Services  Travis Peter, Chief Administrative Officer |

**Strategic Alignment Checklist**

**Vision:** *Offering a rich tapestry of historical, cultural, and natural experiences, Sturgeon County is a municipality that honours its rural roots and cultivates desirable communities. Uniquely situated to provide world-class agricultural, energy, and business investment opportunities, the County prioritizes responsible stewardship and dreaming big.*

**Guiding Principles:** Collaboration | Accountability | Flexibility | Excellence | Safety | Future Readiness | Affordability | Innovation

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| **Community Outcome** | **Not consistent** | **Consistent** | **N/A** |
| **Planned Growth** |  |  |  |
| * *Internationally competitive to attract, grow and sustain diverse businesses; tenacious focus on new growth and innovation* |  |  |  |
| * *Modern broadband and digital capabilities* |  |  |  |
| * *Low cost, minimal red-tape regulations* |  |  |  |
| * *Reliable and effective infrastructure planning; comprehensive land use and infrastructure planning* |  |  |  |
| **Thriving Communities** |  |  |  |
| * *Beautiful, surprising places with high standards; integrated natural spaces & trail systems; healthy and resilient* |  |  |  |
| * *Engaging cultural, historical, and civic amenities; strong community identity and pride* |  |  |  |
| * *Safe, welcoming, and diverse communities; small community feel and personal connection; commitment to high quality of life* |  |  |  |
| **Environmental Stewardship** |  |  |  |
| * *Clean air, land, and water; Carbon neutral municipal practices; circular economy opportunities* |  |  |  |
| * *Conservation of natural areas and agricultural lands; enhanced greening and biodiversity; safekeeping ecosystems* |  |  |  |
| * *Sustainable development; partnerships with industry and others to drive emission reductions* |  |  |  |
| **Collaborative Governance** |  |  |  |
| * *Predictable and stable external relationships; volunteer partnerships* |  |  |  |
| * *Meaningful connections with Indigenous communities* |  |  |  |
| * *Ongoing community consultation and engagement; transparent and action-oriented decision making based on sound rationale* |  |  |  |
| * *Respectful and informed debate; clear and supportive governance processes* |  |  |  |
| **Operational Excellence** |  |  |  |
| * *Engaged and effective people – Council, Admin and Volunteers; continuous learning and improvement mindset; nimble and bold, with strong leadership* |  |  |  |
| * *Quality cost-effective service delivery; robust procurement and operational practices and policies; asset management and performance measurement; careful debt and reserve stewardship; long-term financial planning and sustainability* |  |  |  |
| * *Future focused thinking to proactively respond to emerging opportunities and challenges* |  |  |  |
| * *Alternative revenue generation and service delivery models integrated strategic and business planning* |  |  |  |