

## Request for Decision

<b>Title</b>	<b>Northern Lights Inter-Municipal Application Review</b>
<b>Proposed Motion</b>	That Council accept the Northern Lights Estates Application for Servicing and Land Use Planning, dated November 2016, as information, and authorize Administration to refer the document to the City of St. Albert for formal review in accordance with the City of St. Albert/Sturgeon County Inter-Municipal Referral Process.
<b>Administrative Recommendation</b>	<p>Sturgeon County Administration has reviewed the Land Use Planning and Servicing Application and has concluded that the proposed expected densities of 30 units/hectare to be a built-form and density that is more consistent with development within the City of St. Albert. As part of the formal inter-municipal review, County Administration recommends that feedback from the City of St. Albert be sought for the following key items:</p> <ol style="list-style-type: none"> <li>1. Timing of the submittal of any amendment to the Northern Lights Estates Area Structure Plan with the City of St. Albert/Sturgeon County Memorandum of Agreement and proposed future annexation (Northern Lights Estates Area Structure Plan is within maximum potential annexation boundary);</li> <li>2. Extension and associated timing of City of St. Albert servicing of higher density urban built forms to the Northern Lights subdivision area;</li> <li>3. Considerations for Sturgeon County to act as interim utility provider (water and sanitary) for proposed semi-detached product with expected densities of 30 units/ha in the Plan area until such time that the City of St. Albert extends servicing to the Plan area; and</li> <li>4. Inter-municipal ASP amendment and subdivision application approval process (if required).</li> </ol>
<b>Previous Council Direction</b>	<p><u>February 28, 2017 - Motion 082/17:</u> That Council authorize the Mayor to sign the Memorandum of Agreement with the City of St. Albert as discussed In-Camera in accordance with Section 197 of the Municipal Government Act, RSA 2000, c. M-26, as amended.</p> <p><u>June 29, 2016 - City of St. Albert/Sturgeon County IAC:</u> The City of St. Albert/Sturgeon County Inter-Municipal Affairs Committee endorsed the Inter-Municipal referral process.</p>

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March 31, 2011 – Motion 119/11:

That County Council gives third reading to Bylaw 1188/09 re: Text and plan amendments to Section 8.22(f) of the LUB.

March 31, 2011 - Motion 118/11:

That County Council gives third reading to Bylaw 1187/09 re: Several text amendments to Sections 1, 3 and 5 and replacement of Figure 4 of the Northern Northern Lights ASP.

March 31, 2011 – Motion 117/11:

That County Council gives third reading to Bylaw 1185/09 re: Text Amendment to Section 7.12 of the MDP.

July 8, 2005 - Motion 392/05:

That Bylaw 1060 be given third reading this 8<sup>th</sup> day of July.

January 10, 2005 - Motion 015/05:

That Bylaw 1039/04 be given third reading this 10<sup>th</sup> day of January 2005.

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**Report**

Background Information

Short legal description: TWP 54- RNG 26- W4

Applicant: Bradwill Consultants

Owner: VSD Development Corp.

Total titled Area: +/- 46.6ha

Land Use Planning and Servicing Application Highlights

Sturgeon County has received a Land Use Planning and Servicing Application for the site now known as Northern Lights Estates. Available under separate cover is a Stormwater Management Report (March 2016) and Preliminary Municipal Servicing Report (March 2016).

The Plan Area is comprised of 46.6 hectares of land and is located on the south side of Township Road 544 and east side of Range Road 261. The application identifies the need for affordable and market housing within the Plan area; these housing typologies would be presented primarily in the form of semi-detached urban units. Low to medium density residential is the primary land use for the Plan Area. The proposal identifies 295 semi-detached units of market and market affordable housing; with expected densities of 30 units/hectare.

Inter-Municipal Referral Process

The Inter-Municipal Referral Process and Memorandum of Understanding (MOU) in place between the City of St. Albert and Sturgeon County has guided the protocol for processing the Northern Lights Estates Application (see below).

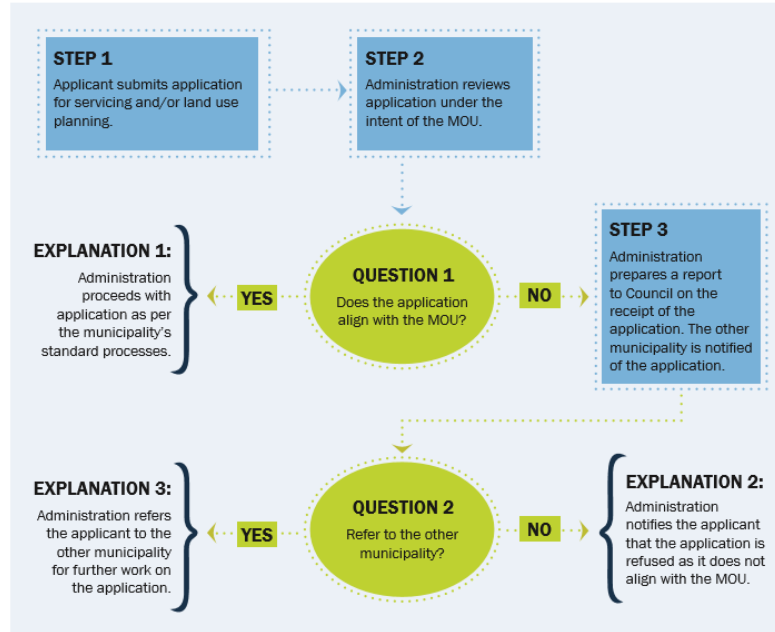
# INTER-MUNICIPAL REFERRAL PROCESS

Developed for the City of St. Albert and Sturgeon County

## Purpose:

This process outlines how City of St. Albert and Sturgeon County Councils and Administration address applications for servicing and/or land use planning that may be subject to the memorandum of understanding (MOU) signed by both municipalities in 2014.

## Process:



## Policy Framework

### A. Capital Region Growth Plan (2009)

The Capital Region Growth Plan has the Plan Area designated as PGA-B with a density target of 30-45+ dwelling units/hectare. The proposed ASP amendment density targets would fall within the lower end of the range for PGA's.

### B. Edmonton Metropolitan Region Growth Plan (2016)

The Edmonton Metropolitan Region Growth Plan has not officially been adopted by the Province, but once approved will remove the previously referenced Priority Growth Areas (PGA's) and be replaced with tiers of development. As per Schedule 6, Metropolitan Areas for the City of St. Albert would be required to achieve a minimum greenfield residential density of 40 dwelling units/net residential hectare. As all new applicable statutory plans would be required to meet these new minimum greenfield density targets, the City of St. Albert would be required to comment on the alignment of the Northern Lights Estates ASP amendment with these new density targets.

C. Sturgeon County Municipal Development Plan (2014)

In reference to future developments of an urban nature in PGA Future Growth 2, it is understood that Sturgeon County shall not prejudice the use of these lands for future regional urban growth. As interpreted through the Capital Region Growth Plan, the lands identified for urban residential development within PGA FG2 are beyond the horizon of the CRGP (see Policy G.1.1.9 of Sturgeon County MDP). Currently, there is no in-force statutory regional planning document for the PGA FG2 area. It is likely the current Sturgeon County Municipal Development Plan will need to be amended to align with the Edmonton Metropolitan Regional Growth Plan and any City of St. Albert Boundary Adjustments.

D. Northern Lights Estates Area Structure Plan (2005) and Land Use Bylaw 819/96

The Northern Lights Estates Area Structure Plan (NLE ASP) was adopted by Sturgeon County Council on January 10, 2005 and was amended on July 5, 2005. Sturgeon County Land Use Bylaw 819/96 designates this area as 'Specific-Development Control'.

The NLE ASP was adopted by Sturgeon County Council on January 10, 2005 and was amended on July 8, 2005. The NLE ASP identifies two lots (Lot 2, Plan 972 4236 & lot 3, Plan 9724236) totaling 46.6 hectares of land. Stage 1 has been subdivided and servicing is available for 39 residential lots. Approximately 16 houses are already built (40% build out of stage 1). The subject lands are located southwest of ProNorth Industrial Park and approximately 4 km west of Highway 2 and 2.4 km north of Secondary Highway 633 (Villeneuve Road). The NLE ASP informs the area to be development with a "place of work and place of residence" land use form. The NLE ASP development concept identifies specific percentage on business use development within lots, home-based business and residential dwellings, specifically identifying areas where home-based businesses would be accepted. While not articulated in a policy statement, the NLE ASP does identify a maximum allowable residential density of 3.5 dwelling units per gross hectare.

E. Sturgeon County Land Use Bylaw Update (Bylaw 1385/17)

The proposed Sturgeon County Land Use Bylaw 1385/17 identifies the Plan Area to be R2 - Country Residential District. The proposed Land Use Bylaw 1385/17 states the R2 - Country Residential District is *"to accommodate multi-lot estate residential subdivisions with the provision of both municipal water and sanitary services. Parcels in this district are generally smaller than ones found in the R1 district and provide for uses in a residential context"*. Land Use Bylaw 1385/17 would need to be amended to allow for the increased residential densities proposed within the proposal.

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## Additional Planning and Governance

### A. Memorandum of Understanding (November 2014)

A Memorandum of Understanding (MOU) was established between the City of St. Albert and Sturgeon County which outline principles for Inter-municipal relations. The MOU recognizes that development within the PGA area requires further statutory planning and consultation and that formal approval from both municipalities is required prior to new multi-lot developments within the PGA. These terms align with policies in the Sturgeon County Municipal Development Plan.

### B. Memorandum of Agreement (February 2017)

In February 2017, Sturgeon County and the City of St. Albert signed a Memorandum of Agreement to begin negotiations on boundary adjustments. The Northern Lights Estates ASP is within the identified potential maximum land area that could be annexed by the City of St. Albert.

## Key Considerations

### A. Land Use

The updated Northern Lights Estates Land Use concept identifies a mix of low to medium density market and market affordable housing options. The proposed application has presented a preferred housing typology of semi-detached houses to allow for a greater housing mix within the area. An amendment of the existing NLE ASP development concept will need to occur to align the proposed application.

### B. Water and Sanitary Servicing

There exist several policies within the existing NLE ASP that speak directly to proposed changes to the water and sanitary servicing of the approved development concept within the approved ASP. As outlined in Policy 5.5.1 (b) within the Intermunicipal Planning and Cooperation section of the NLE ASP, Sturgeon County will *“ensure the municipal water distribution system and sewage collection system (including outfall), are designed and sized such that they provide services to Northern Lights Estates only, and will not be sized to service any additional subdivision or development nor trigger future subdivision/development, both the City of St Albert and the Town of Morinville shall be given the opportunity to examine the design, sizing and specifications of these systems at the development agreement stage, preconstruction stage, or construction stage, or at all three stages”*.

While the proponent is not proposing to increase the Plan Area, water and sanitary servicing is proposed to be upgraded and expanded to service higher density residential developments not contemplated within the existing in-force NLE ASP. All new developments in the Plan Area are proposed to tie into existing Sturgeon County networks.

As the proponent views the Northern Lights subdivision as part of the 'northward expansion of the City of St. Albert' and because the proposal is characterized as densities of an urban nature, Sturgeon County Administration is seeking comments from the City of St. Albert on the proposed water and sanitary components of the proposal detailed below.

#### Water Servicing

- NLE ASP Policy 5.3.2 (c): *"This system shall be designed and constructed such that it provides municipal water to the plan area only. It will not be oversized to allow additional development to connect to it and shall satisfy the design standards of the Sturgeon County Municipal Servicing Standards as amended"*.
- The proponent has noted that future dwellings in the Plan Area will connect to water servicing via the pre-existing connection of the Villeneuve Supply Line. Current NLE pump house reservoir storage is identified as being able to meet projected water demands for new dwellings (with exception of fire flow or fire flow storage). The proposal also recommends the construction of a second watermain to be connected to the NLE Pump House. A detailed water analysis is required to determine the sufficiency of the available water supply for the Plan Area.

#### Sanitary Servicing

- NLE ASP Policy 5.3.3 (c) *"This system shall be designed and constructed such that it provides sanitary sewer service to the plan area only. It will not be oversized to allow additional development to connect to it and shall satisfy the design standards of the Sturgeon County Municipal Servicing Standards as amended"*
- Servicing of the additional units are proposed to the existing 150mm sanitary forcemain. It was noted by the proponent that the existing properties in the NLE Stage 1 that have installed 0.5m HP effluent pumps must be retrofitted with common high-head pumps, typically capable of producing 70m TDH to allow for the development of 372 units due to the resulting increase in the hydraulic grade line.

#### C. Stormwater Management

The proponent has submitted a preliminary Stormwater Management Report (March 2016) to address (design and build) the first phase of the stormwater management facility with construction scheduled to begin in the spring of 2017. Phase 2 would be required for future developments in conjunction with the proposed ASP amendment involving semi-detached housing.

	<p>D. Transportation</p> <p>No transportation related documents (e.g. traffic impact assessment) were submitted as part of the application. Sturgeon County Administration notes that intersection and roadway improvements along TWP RD 544 leading to HWY 2 may be required. It is currently unknown whether or not this would require items such as intersection improvements and/or signalization at HWY 2.</p> <p><u>External Communication</u></p> <p>None.</p> <p><u>Relevant Policy/Legislation/Practices:</u></p> <p>Bylaw 1322/14 - City of St. Albert/ Sturgeon County Intermunicipal Affairs Committee</p>
<p><b>Implication of Administrative Recommendation</b></p>	<p><u>Strategic Alignment:</u></p> <p>Consistent with multiple focus areas.</p> <p><b><u>Strong Local Governance and Regional Leadership:</u></b></p> <p>We promote consistent and accountable leadership through collaborative and transparent processes.</p> <p><b><u>Strong Local Governance and Regional Leadership:</u></b></p> <p>Inter-municipal working agreements are developed which strengthens the competitiveness of Sturgeon County and the sub-region.</p> <p><u>Organizational:</u></p> <p>None at this time</p> <p><u>Financial:</u></p> <p>None at this time.</p>
<p><b>Alternatives Considered</b></p>	<p>Application was assessed as per Inter-municipal referral process chart. No additional alternatives were considered.</p>
<p><b>Implications of Alternatives</b></p>	<p>None.</p>
<p><b>Follow up Action</b></p>	<p>Administration will pursue action associated with the Northern Lights Estates Application for Servicing and Land Use Planning, in accordance with the direction provided by Sturgeon County Council.</p>

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<b>Attachment(s)</b>	1. Northern Lights Estates Application for Servicing and Land Use Planning 2. Bylaw 1322/14 - St. Albert/Sturgeon County Intermunicipal Affairs Committee
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<b>Report Reviewed by:</b>	 Collin Steffes, Manager Community and Regional Planning   Stephane Labonne, General Manager Integrated Growth   Peter Tarnawsky, County Commissioner – CAO
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## Strategic Alignment Checklist

**Vision:** Sturgeon County: a diverse, active community that pioneers opportunities and promotes initiative while embracing rural lifestyles.

**Mission:** Provide quality, cost effective services and infrastructure to meet the diverse needs of the Sturgeon County community, while improving competitiveness and sustainability.

Focus Areas	Not consistent	N/A	Consistent
<b>Strong Local Governance and Regional Leadership</b>			
<i>We promote consistent and accountable leadership through collaborative and transparent processes (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Consistent with neighborhood role (see MDP), master plans, policies</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Considers fiscal stability and sustainability</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Has a positive impact on regional and sub-regional cooperation</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Respect the Natural Environment</b>			
<i>We acknowledge the importance of a healthy environment and will minimize and monitor our impact on ecosystems (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Compliance with Provincial and Federal regulations and/or legislation</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Ensure effective environmental risk management</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Community Identity &amp; Spirit</b>			
<i>We will build upon our strengths, where together we will create an inclusive, caring community (Strategic Plan, (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Promotes and/or enhances residents' identification with Sturgeon County</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Enhances service provision through community partnerships</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Supports Sturgeon County's cultural history</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Planned Growth and Prosperity</b>			
<i>We encourage varied and integrated enterprises that enhance our strong economic base, while balancing the needs of the community and natural environment. (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Does the proposal align with the Integrated Regional Growth Strategy (map/policies) pg. 26 MDP</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Considers cumulative costs and long-term funding implications</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Targets growth around current or planned infrastructure</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Maintain and Enhance Strong Communities</b>			
<i>We are committed to a safe, secure community, where our residents are respected and provided with access to opportunities. (Strategic Plan, pg. 27 MDP)</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Positive impact on residents' quality of life</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Supports and promotes volunteer efforts</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Provides programs and services that are accessible to all residents</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Operational Excellence</b>			
<i>We have the organizational capability to deliver consistent and defined levels of service to all stakeholders in a professional, efficient, and cost effective manner</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Staff have the knowledge, skills and capability to perform their jobs</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Streamlines operational processes and policies</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Promotes engagement and professional interaction with stakeholders</i></li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> <li><i>Considers a cost-structure which allows Sturgeon County to remain competitive within a regional, national and global context</i></li> </ul>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>