

Request for Decision

Title	Starkey Hills Outline Plan – Request to Schedule a Non-Statutory Public Hearing
Proposed Motion	That Council direct Administration to schedule a non-statutory Public Hearing for the proposed Starkey Hills Outline Plan.
Administrative Recommendation	Administration recommends that Council schedule a non-statutory Public Hearing for the proposed Starkey Hills Outline Plan to receive feedback from affected parties.
Previous Council / Committee Direction	<p><u>March 14, 2023 Regular Council Meeting</u> Motion 081/23: That Council give third reading of Bylaw 1620/23.</p> <p><u>September 14, 2021 Regular Council Meeting</u> Motion 451/21: That Council give third reading of Bylaw 1557/21.</p> <p><u>July 10, 2017 Regular Council Meeting</u> Motion 351/17: That Council give third reading to Bylaw 1385/17 - Land Use Bylaw.</p>
Report	<p><u>Background Information – Outline Plan</u></p> <ul style="list-style-type: none"> • Prism Engineering Inc., on behalf of the landowner, has submitted an Outline Plan application to facilitate the development of approximately 39.20 hectares of River Lot 63. <ul style="list-style-type: none"> ○ The parcel is bound by Coal Mine Road to the north and west, Starkey Road to the east, and the existing community of Manor Pointe to the south (see Attachment 2). • The land use concept for the Outline Plan includes a mix of uses but is predominantly residential, with a future commercial area proposed in the east of the development adjacent to Starkey Road. <ul style="list-style-type: none"> ○ A full buildout of 420 residential parcels is proposed at a development density of 20 dwelling units per net residential hectare (du/nrha). ○ With an assumed average household size of 3.3, the projected population of this plan area is 1,386.

- Public Utility Lots (PULs) and Public Open Space will be included to support the development.

- The Sturgeon Valley Core Area Structure Plan (ASP) identifies this parcel as 'Valley Core Reserve'. The intent of this designation is to allow for residential development of up to 20 du/nrha, as per the policies of the Edmonton Metropolitan Region Board's Growth Plan and mirrored by the Sturgeon Valley Core ASP.
- An outline plan is a non-statutory planning document that must align with the policies of a higher order plan – in this case that is the Sturgeon Valley Core ASP. The intent of an outline plan is to provide a level of detail regarding future development of a multi-lot subdivision, including its land use concept, infrastructure servicing, staging, etc.
- Outline plans are not subject to the bylaw process but are instead adopted via Council resolution. Council adoption helps provide certainty to all parties regarding future development.
- Administration is presenting the proposed Starkey Hills Outline Plan to provide clarity on the proposed overall development, while the incremental zoning of the lands would be brought forward as part of future applications if the Outline Plan is approved.

Staging & Servicing

- Seven development stages have been identified in the Outline Plan, with development commencing in Stage 1 on the eastern side of the parcel adjacent to Starkey Road. From there, development would move west throughout the parcel. Absorption of the parcels and the advancement of development through the different stages is subject to market demand.
- The Plan area is currently unserved by municipal infrastructure. The extensions of nearby shallow and deep utilities would be required to service the plan area.
 - Sanitary sewer would comprise a gravity main connected to a proposed lift station located within the southeast corner of the plan area. Construction of the lift station and force main would be required as part of Phase 1.
 - A pre-existing capacity issue has been identified at the downstream Greystone lift station. To address this, new pumps would be required to support the development of Phase 1.
 - The lift station and connections to the existing system would be sized for ultimate buildout; however, pumps and expansion of the downstream system would be upgraded as development progresses. Necessary municipal improvements would be secured through development agreements, as required by subsequent subdivision approvals.

- Access to the proposed lift station would be via the internal roadway system, utilizing an emergency access road/walkway within the proposed PUL. This lot would be fenced with a lockable sliding gate for security. Landscaping would be provided within the fenced area to provide visual buffering of the lift station.
- Water servicing would include two proposed connections. The first would tie into the existing 200mm water stub located in the Starkey Road right-of-way, southeast of the plan area. A second connection is proposed to be installed as part of the first phase of development connecting to the existing 200mm water stub located in Coal Mine Road right-of-way to the west of the plan area.
 - A Hydraulic Network Analysis concluded that the onsite water mains are to be 200mm in diameter. The proposed commercial lands can only be developed if sufficient fire flow (220l/s) is provided via on site improvements (onsite storage/booster pump).
- The primary access to the plan area would be from a collector road that connects with Starkey Road. As development progresses, a secondary access onto Coal Mine Road to the north would be installed. Three main intersections were analyzed:
 - The east access from Starkey Road would initially require a Type 3A intersection as part of Phase 1. It would be upgraded to Type 4A as the development reaches Stage 4 or as warranted by traffic increases.
 - The existing intersection between Coal Mine Road and Starkey Road would require a Type 2B intersection. Once development reaches Stage 3 or as warranted by traffic increases, an upgraded Type 3A intersection would be required. Furthermore, an existing sight line deficiency would be addressed by lowering the posted speed limit at this location.
 - The proposed direct access from Coal Mine Road would be built at Stage 3 of development to a Type 2A intersection. At this time, the roadway between this access and Starkey Road would also be upgraded.
- A Traffic Impact Assessment (TIA) was submitted to support the development staging noted above.
- The proposed stormwater network would flow via gravity to a Stormwater Management Facility (SWMF) in the northeastern corner of the plan area. The discharge from the outline plan area would be released below the pre-development rate across Coal Mine Road through a 600mm culvert. The on-site SWMF is to be constructed as part of Stage 1.

- The following documents have been provided to support the application: Outline Plan, Engineering Design Brief, Traffic Impact Assessment, Hydraulic Network Analysis, Geotechnical Report, Phase I Environmental Site Assessment, Downstream Drainage Assessment, Wetland Assessment and Impact Report, Abandoned Well Map, What We Heard Report, Noise Impact Assessment Report, Lift Station Report.

Referral Comments

- While not required for the outline plan process, the following information may be required at the subdivision stage: Detailed Design Drawings, Lot Grading Plan, Erosion and Sediment Control Plan, Fiscal Impact Assessment, and an Emergency Response Plan.
- All other responses from relevant departments have been addressed through amendments made to supporting documents provided to date.

External Communication

- Prism Engineering Ltd., on behalf of the landowner, hosted an initial Open House on May 25, 2022, at the Morinville Rendez-Vous Center.
 - A notice was published in the *St. Albert Gazette* for two consecutive weeks in addition to direct mailout sent to 46 surrounding area landowners. Fifteen members of the public attended the event.
 - All feedback received was summarized into a What We Heard Report, which was provided to the County under separate cover.

Areas of support included:

- Smaller lots to allow for greater affordability in the area.
- Decrease of wind from the northwest.
- Use of parks as a buffer from new development.
- Support for proposed single-family residential.

Areas of concern included:

- Further negative impacts on water drainage within the area.
- Increased densities potentially affecting property values and service delivery in the area.
- Safety concerns related to the proposed access along Starkey Road.
- Lack of support for future residential parcels.
- Loss of agricultural land and existing character of the area.
- As a result of the time passed since the last open house, the developer has opted to undertake an additional Open House on December 17, 2024, in advance of a non-statutory public hearing. If authorized by Council, details of the event would be advertised in the newspaper along with hand-delivered notification by the consultant to

neighbouring Valley residents, given the inability to undertake a full mail drop with the ongoing mail strike.

- The What We Heard Report from both Open Houses would form part of the Council package for the non-statutory Public Hearing.
- Additionally, the County held a Sturgeon Valley engagement event on May 30, 2024, at the Edmonton Garrison, which was not focused on this item but considered development within the wider Sturgeon Valley.

Relevant Policy/Legislation/Practices

- The *Municipal Government Act* (MGA) authorizes Council to establish and amend bylaws.
- Edmonton Metropolitan Region Growth Plan for the Sturgeon Valley.
- Bylaw 1557/21 - Sturgeon Valley Core Area Structure Plan has the following policies:
 - 5.4.1 – *“The County shall direct future multi-lot residential development to areas designated as Valley Core Reserve as indicated on Figure 5: Development Concept Map. The designation of additional areas as Valley Core Reserve shall be through an orderly amendment process as outlined in Section 5.12 Implementation.”*

The Starkey Hills Outline Plan falls within and is identified as Valley Core Reserve lands.

- 5.4.2 – *“The County shall require that landowners and/or applicants to prepare and submit to the County an Outline Plan prior to submitting a redistricting and tentative plan of subdivision to facilitate the approval process. The required contents of the Outline Plan are outlined in Section 5.12 Implementation.”*

The Outline Plan has been submitted, and if approved redistricting and subdivision processes can commence.

- 5.4.4 – *“The County shall permit development density up to a maximum of 20 du/nrha on lands designated as Valley Core Reserve in Figure 5: Development Concept Map.”*

The Starkey Hills development proposes a density of 20 du/nrha.

- 5.4.5 – *“The County shall require that lands designated as Valley Core Reserve are developed in a manner complementary to regional policies and cognizant of existing communities.”*

The anticipated use of the R7 district within the Outline Plan area will aim to ensure that the development complements the residential character of adjacent development, while still allowing for increased densities and a range of housing products.

Furthermore, green spaces have been provided between existing residences to the south/west and the new proposed plan area.

- 5.4.6 – *“Proposed residential lots within the Valley Core Reserve that abut existing multi-lot residential lots prior to the adoption of this Area Structure Plan shall be developed in a manner consistent with the land use district of the existing multi-lot residential lots.”*

The Outline Plan proposes a land use district concept in which no newly created lots would directly abut existing country residential development, as it would be separated by a stretch of Municipal Reserve land.

- 5.6.9 – *“The County may require an environmental impact assessment prepared by a qualified professional for any proposed development within or adjacent to lands designated as Environmental Protection in Figure 5: Development Concept Map.”*

The Starkey Hills development team has completed supporting environmental studies as part of the Outline Plan submission.

- 5.6.10 – *“The County shall require subdivision applicants to obtain appropriate approvals in accordance with the Historical Resources Act.”*

There are no historical resources present within the Plan Area and is therefore not subject to further approval. This was confirmed via a desktop Historical Resources analysis.

- 5.6.11 – *“The County shall require that development complies with all setback requirements from oil and gas infrastructure as prescribed by the Alberta Energy Regulator.”*

The Plan Area has no sour gas facilities. There are several pipeline rights-of-ways that exist in the southern and southwestern portion of the Outline Plan Area. These have been incorporated within the Land Use Concept as open space to provide a further setback from existing residential development to the south.

- 5.7.2 – *“The County shall take 10% of the gross developable land to be subdivided as municipal reserve, cash-in-lieu, or a combination thereof. If land is taken, it should be in a configuration that supports the ASP objectives of establishing linked greenway corridors, buffering of land uses, and internal amenity space.”*

The Outline Plan has dedicated 5.08 hectares (13.5%) to municipal reserve (MR) in the form of parks and open spaces. The proposed open space supports the Sturgeon Valley Core ASP’s objective of establishing linked greenway corridors.

	<ul style="list-style-type: none"> ○ 5.10.2 – <i>“During the preparation of Outline Plans, applicants shall be required to prepare detailed reports outlining the impact that the new development will have on the municipal water and wastewater infrastructure, and describe any upgrades that may be required and the associated cost. When carrying out this assessment, the applicant will need to consider the adjoining lands that may also be developed in the future.”</i> <p>An Engineering Design Brief, Hydraulic Network Analysis Report, and Sanitary Servicing Report have been prepared and submitted as part of the Outline Plan submission. The reports include engineering analysis of sanitary, storm, and water networks to accommodate the proposed densities, roadway network, and stormwater run-off.</p> <ul style="list-style-type: none"> ○ 5.10.3 – <i>“The County shall require wastewater servicing concepts to be developed as a part of Outline Plans. Where possible, new wastewater servicing shall be an extension of existing wastewater infrastructure.”</i> <p>Wastewater servicing and Lift Station analysis have been prepared and submitted (under separate covers within the Engineering Design Brief and Sanitary Servicing Report) as part of the Outline Plan submission.</p> <ul style="list-style-type: none"> • Following review of the Outline Plan and consideration of stakeholder input, Council has the authority to determine if the Plan is aligned with Council's development vision, and the interests of the public.
Implication of Administrative Recommendation	<p><u>Strategic Alignment</u></p> <p>Planned Growth</p> <ul style="list-style-type: none"> • Goal 1.2 – Sturgeon County plans for responsible growth through the Sturgeon County Municipal Development Plan and regional growth management plans. • Goal 1.3 Sturgeon County manages growth for current and future developments. <p>The development is located within an area that has been identified for increased residential densities.</p> <ul style="list-style-type: none"> • Goal 2.2 – Sturgeon County residents have access to safe and reliable infrastructure assets. <p>Required infrastructure improvements are subject to the terms of a Development Agreement that is required as a condition of subdivision approval.</p>

	<p>Collaborative Governance</p> <ul style="list-style-type: none"> Goal 3.3 – Sturgeon County fosters collaborative intergovernmental partnerships. The subject lands are located within the Sturgeon Valley which has been the subject of negotiation between Sturgeon County and its urban municipal neighbours. <p>Environmental Stewardship</p> <ul style="list-style-type: none"> Goal 5.6 - To protect environmentally sensitive areas and promote environmentally responsible development. <p><u>Organizational:</u></p> <ul style="list-style-type: none"> Administration has capacity to coordinate the advertising of the non-statutory public hearing for the Outline Plan. <p><u>Financial:</u></p> <ul style="list-style-type: none"> Financial implications include advertising of the Public Hearing. A Fiscal Impact Assessment would be provided by the developer (once the Outline Plan has been confirmed, at the time of the first subdivision) detailing the anticipated assessment revenue and costs of the development.
Alternatives Considered	Council could defeat a motion to schedule a non-statutory public hearing for the Starkey Hills Outline Plan.
Implications of Alternatives	<p><u>Strategic Alignment</u></p> <ul style="list-style-type: none"> None. <p><u>Organizational</u></p> <ul style="list-style-type: none"> Supporting a motion to proceed to public hearing does not constitute support of the plan but is intended to allow feedback to be received from affected parties. This process allows applications initiated by a third party to be given due consideration and procedural fairness. <p><u>Financial</u></p> <ul style="list-style-type: none"> None.
Follow up Action	1. Schedule a non-statutory Public Hearing for the Starkey Hills Outline Plan (Planning & Development Services, January/February 2025).
Attachment(s)	1. Attachment 1: Starkey Hills Outline Plan 2. Attachment 2: Outline Plan Area
Report Reviewed by:	<p>Martyn Bell, Program Lead, Current Planning, Planning & Development Services</p> <p>Tyler McNab, Acting Manager, Planning & Development Services</p> <p>Milad Asdaghi, Acting General Manager, Development Services</p> <p>Travis Peter, Interim County Commissioner – CAO</p>

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

Community Outcome	Not consistent	Consistent	N/A
Planned Growth			
<ul style="list-style-type: none"> Internationally competitive to attract, grow and sustain diverse businesses; tenacious focus on new growth and innovation 	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> Modern broadband and digital capabilities 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Low cost, minimal red-tape regulations 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Reliable and effective infrastructure planning; comprehensive land use and infrastructure planning 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Thriving Communities			
<ul style="list-style-type: none"> Beautiful, surprising places with high standards; integrated natural spaces & trail systems; healthy and resilient 	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> Engaging cultural, historical, and civic amenities; strong community identity and pride 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Safe, welcoming, and diverse communities; small community feel and personal connection; commitment to high quality of life 	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Environmental Stewardship			
<ul style="list-style-type: none"> Clean air, land, and water; Carbon neutral municipal practices; circular economy opportunities 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Conservation of natural areas and agricultural lands; enhanced greening and biodiversity; safekeeping ecosystems 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Sustainable development; partnerships with industry and others to drive emission reductions 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Collaborative Governance			
<ul style="list-style-type: none"> Predictable and stable external relationships; volunteer partnerships 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Meaningful connections with Indigenous communities 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Ongoing community consultation and engagement; transparent and action-oriented decision making based on sound rationale 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Respectful and informed debate; clear and supportive governance processes 	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Operational Excellence			
<ul style="list-style-type: none"> Engaged and effective people – Council, Admin and Volunteers; continuous learning and improvement mindset; nimble and bold, with strong leadership 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> 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 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Future focused thinking to proactively respond to emerging opportunities and challenges 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<ul style="list-style-type: none"> Alternative revenue generation and service delivery models integrated strategic and business planning 	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>