

# Hamlet of Sandy Lake

## Area Structure Plan



SEPTEMBER, 2020 Bylaw No. 2020-11





THE MUNICIPAL DISTRICT OF OPPORTUNITY NO. 17

BYLAW 2020-11

BEING A BYLAW OF THE MUNICIPAL DISTRICT OF OPPORTUNITY NO. 17 TO ADOPT THE  
SANDY LAKE AREA STRUCTURE PLAN

**WHEREAS** Section 633(1) of the Municipal Government Act, RSA 2000 c M-26, provides that a Municipal Council may by bylaw adopt an area structure plan;

**WHEREAS** a new area structure plan has been prepared for the Hamlet of Sandy Lake;

**NOW THEREFORE** the Council of the Municipal District of Opportunity No 17, duly assembled, enacts as follows:

1. THAT the Sandy Lake Area Structure Plan, being Schedule "A" attached hereto is adopted.
2. THAT Bylaw 2003-10, being the Bylaw adopting the Sandy Lake Area Structure Plan of 2003, is hereby repealed.

This Bylaw comes into effect upon the date of the final Reading thereof.

READ A FIRST TIME this 12 day of August, A.D. 2020.

mlg  
Reeve

Che 20  
Chief Administrative Officer

PUBLIC HEARING held on 9 day of September, A.D. 2020.

READ A SECOND TIME this 9 day of September, A.D. 2020.

mlg  
Reeve

Che 20  
Chief Administrative Officer

READ A THIRD TIME AND PASSED this 9 day of September, A.D. 2020.

mlg  
Reeve

Che 20  
Chief Administrative Officer

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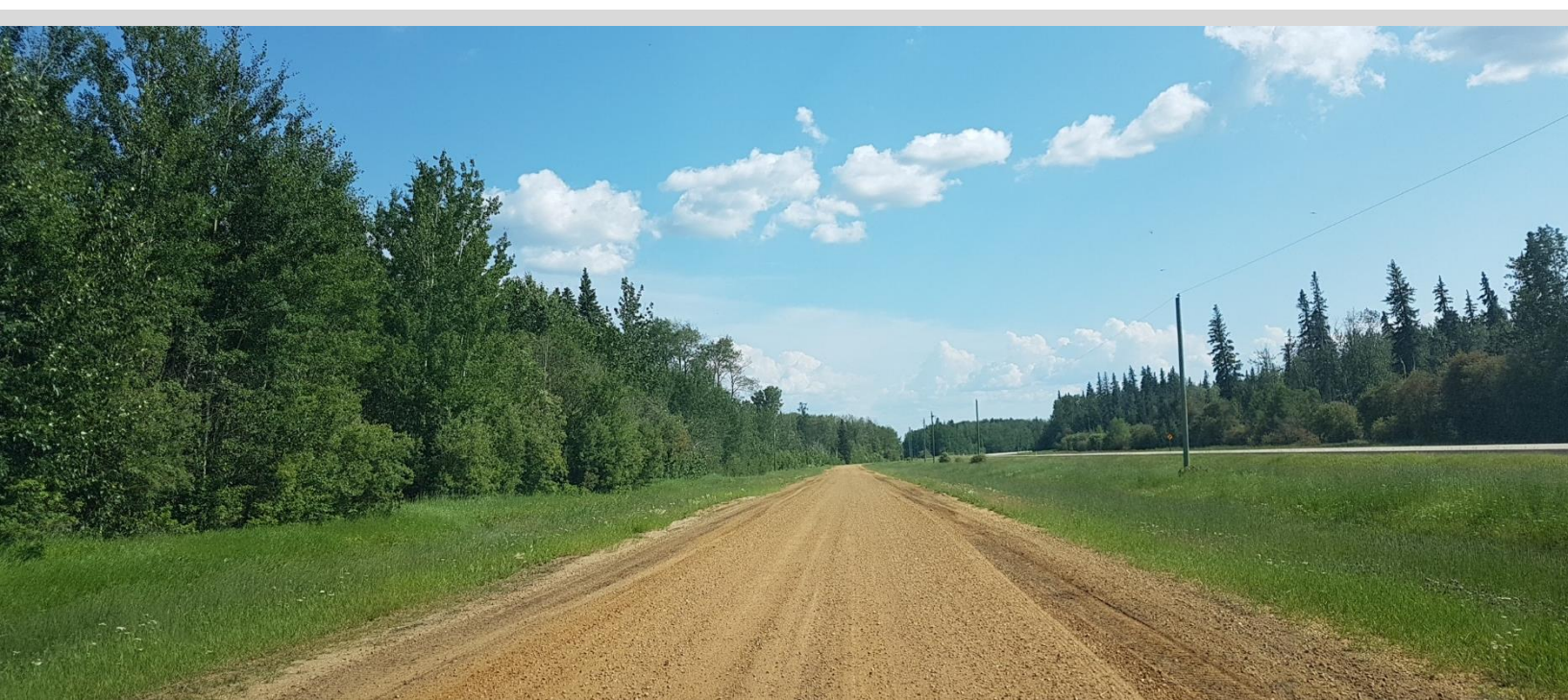
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# 1. INTRODUCTION

## 1.1 Purpose

The purpose of the Hamlet of Sandy Lake Area Structure Plan (ASP) is to provide a framework for future land uses, subdivision and development that is orderly, efficient, and sustainable within the plan area over the next ten (10) years. This ASP is an implementation tool for the policies of the *Municipal District of Opportunity No. 17 Municipal Development Plan* (MDP) and complies with the *Municipal Government Act* (the Act).

## 1.2 Overview

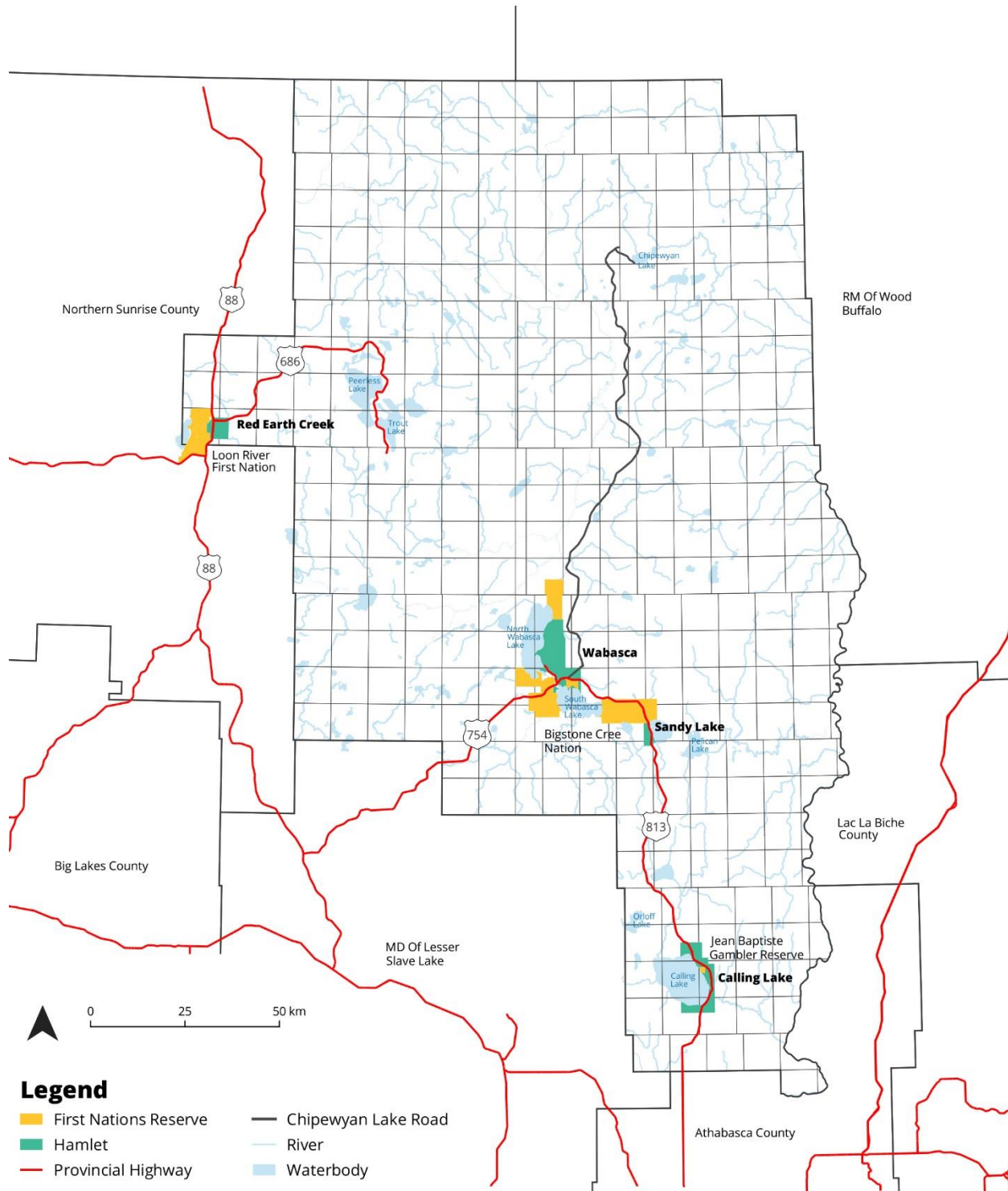
As shown in *Map 1: Context*, Sandy Lake is located in northern Alberta on the western shore of Sandy Lake, approximately 40 km southeast of the Hamlet of Wabasca in the Municipal District of Opportunity #17. The total area of the Hamlet is approximately 167 hectares. Sandy Lake is a primarily a cottage community with a population of 52 as per the 2016 Federal Census.

This ASP replaces the *Sandy Lake Area Structure Plan Bylaw 2003-10* as amended and adopted in 2003.

## 1.3 Land Ownership

The land within the Hamlet of Sandy Lake is a mix of privately-owned lots, and land owned by the Municipal District of Opportunity and the Province of Alberta.

# Map 1. Context



This map is not to be interpreted on amended on a site by site basis.  
 Areas have been generalized and may be approximate.  
 Date: June, 2019

## 1.4 Public Engagement Program/ Community Input

The *Hamlet of Sandy Lake Area Structure Plan* was developed with input from a range of stakeholders, municipal staff, and Council. Stakeholder feedback provided information on the existing conditions, concerns, and opportunities for future land use through the following activities:

1. Developing a Public Engagement Plan to provide a roadmap for future engagement;
2. A project backgrounder to notify surrounding Municipalities and First Nations;
3. Interviews with municipal staff to determine current strengths and constraints perceived by the Administration;
4. Public survey to receive community feedback on the issues and opportunities perceived by the community;

## 1.5 Interpretation

Maps contained within this ASP are conceptual and provide a general description of proposed future land uses, the road network, the approximate location of future parks and open spaces, and potential trail connections. Some flexibility is required when interpreting these conceptual maps as adjustments are expected regarding the location and design of these elements as a result of more detailed planning at the subdivision level, thus eliminating the need for amendments to this ASP.





## 2. STATUTORY PLANNING AND POLICY CONTEXT

The following is a synopsis of the review of the existing statutory planning framework within the Municipal District of Opportunity No. 17 that are relevant to land use planning:

### 2.1 Municipal Government Act

The *Municipal Government Act* (the Act) Statutes of Alberta 2000, Chapter M-26. enables municipalities to adopt ASPs to provide a framework for future subdivision and development of an area, The Hamlet of Sandy Lake ASP has been prepared in accordance with the Act:

*633(2) An area structure plan must describe the sequence of development proposed for the area, the land uses proposed for the area, either generally or with respect to specific parts of the area, the density of population proposed for the area either generally or with respect to specific parts of the area, and; the general location of major transportation routes and public utilities, and may contain any other matters, including matters relating to reserves, as the council considers necessary.*

*633(3) An area structure plan must be consistent with:*

- (a) any intermunicipal development plan in respect of land that is identified in both the area structure plan and the intermunicipal development plan, and*
- (b) any municipal development plan.*

### 2.2 Alberta Land Use Framework 2008

In 2008, the Government of Alberta adopted the *Land-Use Framework* (LUF) as a blueprint for managing public and private lands and natural resources while balancing growth pressures. The LUF sets out an



approach to managing public and private lands and natural resources to achieve long-term economic, environmental, and social goals of the Province through seven strategies.

## **2.3 Alberta Land Stewardship Act**

The *Alberta Land Stewardship Act* (ALSA) became law in October 2009. This is the supporting regulation for the implementation of the regional plans under the LUF. The legislation directs the integration of provincial policies at the regional planning level and signifies a change in the land use planning and decision-making process in Alberta.

The key implementation tools for the Land-Use Framework are seven (7) regional plans, of which two have been adopted by the province – the *Lower Athabasca Regional Plan* in 2012 – and the *South Saskatchewan Regional Plan* 2014. Pursuant to Section 13.2 of the ALSA, Regional Plans once approved, become regulations.

The Municipal District of Opportunity is part of the largest region, the Lower Peace Region. This region encompasses lands from Mackenzie County in the northwest to the Municipal District in the southeast. As such, all statutory plans of the Municipal District will be required to comply with the *Lower Peace Regional Plan* (LPRP). To date, the preparation of the LPRP had not been scheduled. However, when the plan is created and approved by the Lieutenant Governor in Council, the Municipal District will be given a grace period to ensure that its municipal plans are consistent with the regional plan.

## **2.4 Municipal District of Opportunity No. 17 Municipal Development Plan**

The *Municipal Development Plan* (MDP) for the Municipal District has been prepared concurrently to the Sandy Lake ASP. The MDP provides policy direction to ASPs, the Land Use Bylaw and other policy and regulatory documents.

## **2.5 Municipal District of Opportunity No. 17 Land Use Bylaw 2013-14**

Land uses within the Hamlet of Sandy Lake are regulated under the provisions of the Municipal District of Opportunity No. 17 Land Use Bylaw (LUB), Bylaw 2013-14 As Amended.



## 3. EXISTING CONDITIONS

Section 3.0 provides a discussion of existing characteristics, growth prospects, opportunities, and constraints that influence the formulation of a Future Development Concept and the goals, objectives, and policies in Section 5.0.

### 3.1 Topography, Soils and Vegetation

As shown in Map 2: Development Constraints, the majority of the land within the Hamlet is bog or fen, making development challenging.

### 3.2 Regional Growth Influences

The economic base of the Municipal District includes oil and gas, forestry and tourism. The Hamlet of Sandy Lake is primarily a cottage community close to the Hamlet of Wabasca with seasonal and full-time residents. Given its proximity to Wabasca, local shopping is limited.

### 3.3 Demographic Profile

The 2016 Federal census indicated a total population of 52 in 39 dwellings. This represents a 23.5 % decrease in the population since the 2011 Federal census.

### 3.4 Existing Land Uses

All developed lands fall between Highway 813 and Sandy Lake. The developed lands mainly consist of unserviced residential uses. Community and recreational amenities such as the Pelican Mountain School are located at the center of the community providing ease of access to all community members. As per the LUB, private commercial uses are only permitted within a small strip on the east side of Highway 813

and are catered towards travelling traffic. The nearest grocery store, restaurant, or tourist accommodation is located in Wabasca. There are a number of interspersed parks and open spaces within the community.

All land immediately adjacent to Sandy Lake is designated as a conservation area as it provides a buffer between the residential properties and the water body. However, aerial photographs show large sections of this area have been cleared.

More than 50% of the land area within the boundary of the Hamlet of Sandy Lake has been left in its natural state.

### 3.5 Development Constraints

*Map 2: Development Constraints* shows both natural and artificial constraints that affect development in the Hamlet of Sandy Lake.

#### Natural Constraints

**Sandy Lake Shoreline** – Lands along the Sandy Lake shoreline are important riparian areas that should be protected from over development where possible. This includes maintaining existing vegetation and discouraging significant modification of the shoreline.

**Wetlands** - As shown in *Map 2: Development Constraints*, wetlands have been classified within four categories: bogs, fens, marshes, and swamps. The bed and shore of important wetland areas are protected for environmental reasons.

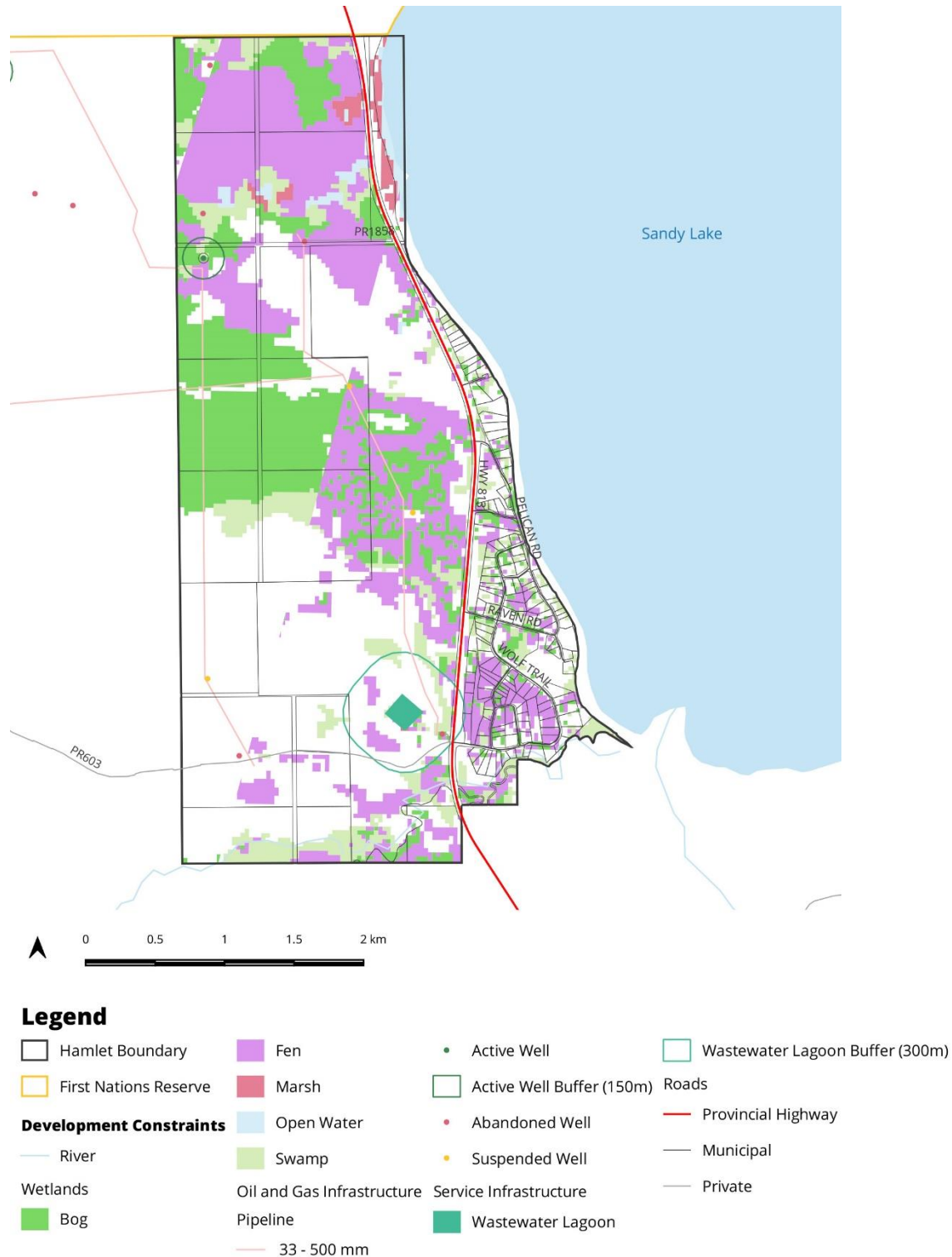
**Wildfire Mitigation** - As many of the areas within and surrounding the Hamlet of Sandy Lake are heavily forested, the risk of lightning strikes or human-induced wildfire exists. Mitigation measures such as fire guards and other FireSmart practices need to be taken.

#### Artificial Constraints

**Oil and Gas Pipelines and Installations** - While it is never advisable to locate permanent or temporary structures on a pipeline right-of-way, some land uses may be accepted, such as crop cultivation, certain storage yards, walkway/bicycle paths, road crossings, playgrounds, berms, and parking lots. Considerations regarding compatible land uses include the continued ease of access to the pipeline in the event of an emergency, the added potential for third party damage to the pipeline, and load-bearing restrictions over the pipeline. The surface uses should be agreeable to the pipeline licensee and must be within the terms of the easement agreement.

**Landfill and Wastewater Lagoon** - *Map 2: Development Constraints* shows the location of both wastewater lagoon and landfill within the boundary of the Hamlet of Sandy Lake. Sections 12 and 13 of Alberta's *Subdivision and Development Regulations* require the provision of a 300m buffer around these facilities which restrict subdivisions for schools, hospitals, food establishments, or residential uses.

# Map 2. Development Constraints





### 3.6 Historical and Archaeological Resources

Relatively little is known about the history of the Sandy Lake area or the settlement patterns. There are no historical resources listed within the Sandy Lake ASP plan area. However, immediately to the north of the plan area, Ministry of Culture and Tourism identified “an archeological historic resource” that may require avoidance. Furthermore, if a historic find is encountered during the course of a development project anywhere within the ASP boundary, the discovery must be reported immediately to the Heritage Division of the Ministry of Culture and Tourism.

In Alberta, the Ministry of Culture and Tourism maintains the Listing of Historic Resources that serves as a catalogue for historical resources throughout the Province. Based on the Historical Resource Value (HRV) assigned to the resources, a certain level of protection and methods to development within the area are provided. HRVs range from 1 to 5, with 1 being the highest importance. By mandate of the Ministry of Culture and Tourism, all sites with an HRV designation will require a Historic Resources Application through the Online Permitting and Clearance (OPaC) system to get Historical Resources Act approval for development projects.

### 3.7 Parks, Recreation, and Schools

The Hamlet of Sandy Lake offers various playgrounds, a skate park, a community outreach center with an outdoor volleyball court and outdoor rink, a boat launch, and a swimming area with fishing dock. It provides the serene landscape for fishing or bird watching. The nearest tourist facilities, such as accommodation, restaurants, and stores are in the Hamlet of Wabasca.

The Pelican Mountain School is located at the heart of the Hamlet and accommodates kindergarten to grade six. After grade six, the nearest school is in the Hamlet of Wabasca.

### 3.8 Transportation Network

*Map 3: Transportation Network* shows the hierarchy of roadways that service the Hamlet of Sandy Lake.

Highway 813 runs parallel to the Hamlet of Sandy Lake and separates the developed areas from the undeveloped areas within the Hamlet, as shown in *Map 3: Transportation Network*. It is a two-lane paved highway that provides the Hamlet’s only access to the Hamlet of Wabasca to the north and the Hamlet of Calling Lake to the south. Internal transportation mainly consists of an organic network of unpaved or serviced roads.

# Map 3. Transportation Network



## Legend

- |                       |                                      |
|-----------------------|--------------------------------------|
| Hamlet Boundary       | <b>Transportation Infrastructure</b> |
| First Nations Reserve | Roads                                |
| River                 | Provincial Highway                   |
|                       | Municipal                            |
|                       | Private                              |

### 3.9 Municipal Services

As the population of the Hamlet of Sandy Lake grows, upgrades to the municipal services will be required. Currently, the Municipal District does not have official municipal servicing standards.

The Municipal District relies on provincial grants for municipal service facilities, making development reliant on provincial support. Off-site development levies could help fund necessary municipal services within the Hamlet.

The following is a brief description of the current state of municipal services at the time this ASP was being produced.

#### Water Supply

The Municipal District has recently completed the construction of the water treatment plant to service the Hamlet of Sandy Lake. This facility is based on a growth scenario of 300 community residents, supporting a population increase of more than five times its existing population.

#### Wastewater Treatment System

Wastewater management is a priority for the Hamlet of Sandy Lake. The current sewage treatment facility is an evaporation lagoon. Realizing that the existing facility will not have the capacity once a new water treatment plant is constructed and begins operation, the Municipal District is in the process of designing a new sewage lagoon for the Hamlet that will result in 30% lower waste stream. As of yet, the Municipal District has not acquired funding through grant approval from the Province for the construction of this facility.

#### Stormwater Management

Due to the small population, and large lot residential development, the Hamlet of Sandy Lake has a basic Stormwater Management Master Plan for the area. At this time, there is no plan to update this document.

#### Solid Waste Disposal

Solid waste in the Hamlet is collected at the waste transfer station and transported to Wabasca.

#### Shallow Utilities

The following table shows the providers of various shallow utilities within the Hamlet of Sandy Lake:

Shallow Utility	Provider
Electricity	ATCO
Natural Gas	ALTA Gas
Internet & Telephone	Telus

Internet and telephone reception is generally poor within the Hamlet and throughout the Municipal District.

### 3.10 Protective and Emergency Services

#### Wildfire

The Municipal District has a Wildfire Mitigation Strategy that is reviewed and updated at five-year intervals to ensure it is based on current community conditions. According to the Strategy, Wildfire incidence data indicates that wildfire ignition potential is high in the Municipal District. The Municipal District and surrounding communities are served by volunteer fire departments. The Sandy Lake Fire Department is located within the Hamlet along Raven Road.

#### Emergency Medical Services

Alberta Health Services (AHS) is responsible for providing ground ambulance services in Alberta. The Alberta government provides funding for emergency medical services (EMS). The nearest hospital is the Wabasca Health Care Centre which is 42 km away. Additionally, the Athabasca Healthcare Centre is located in Athabasca and is 135 km away.

#### Protective Services

There is an R.C.M.P. detachment located within the Hamlet of Wabasca, that serves the hamlet as well as responds to calls from the surrounding communities.





## 4. VISION & BIG MOVES

Establishing a shared vision is an effective planning tool to incorporate the needs of the community and stakeholders. Step one in a vision building process is a SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis to evaluate internal and external factors that may influence growth and economic development in the Hamlet of Sandy Lake.

## 4.1 SWOT Analysis

A Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis was undertaken for the Hamlet of Sandy Lake by the Consulting Team with input from the Administration. The following is a summary of the analysis:

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• Attractive lakeside setting.</li> <li>• Good access along Highway 813 – only 40 km from the Hamlet of Wabasca.</li> <li>• Good community facilities and amenities.</li> <li>• Partially serviced with pump out sewer and truck fill.</li> <li>• Existing cleared areas adjacent to Highway 813 provide opportunities for commercial development.</li> </ul>	<ul style="list-style-type: none"> <li>• The swampy, low-lying area south of the Hamlet is a barrier to expansion.</li> <li>• Loss of local employment opportunities as a result of low oil and gas prices.</li> <li>• Current ASP restricts home occupations and Bed and Breakfast establishments</li> <li>• Restrictions on secondary suites limit opportunities for additional density without expanding servicing networks.</li> <li>• No paved roads.</li> <li>• No access management on Highway 813.</li> <li>• Limited water pressure from the lake.</li> <li>• Commercial uses are only permitted within a small strip along Highway 813.</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Build an additional boat launch area.</li> <li>• Develop a system of interconnected trails and park spaces.</li> <li>• Opportunities for bed and breakfast establishments</li> <li>• Aquifer as a source of future water and water pressure.</li> </ul>	<ul style="list-style-type: none"> <li>• Need for environmental buffers along the lakeshore.</li> <li>• Uncertainty about the quality of the lake water.</li> </ul>

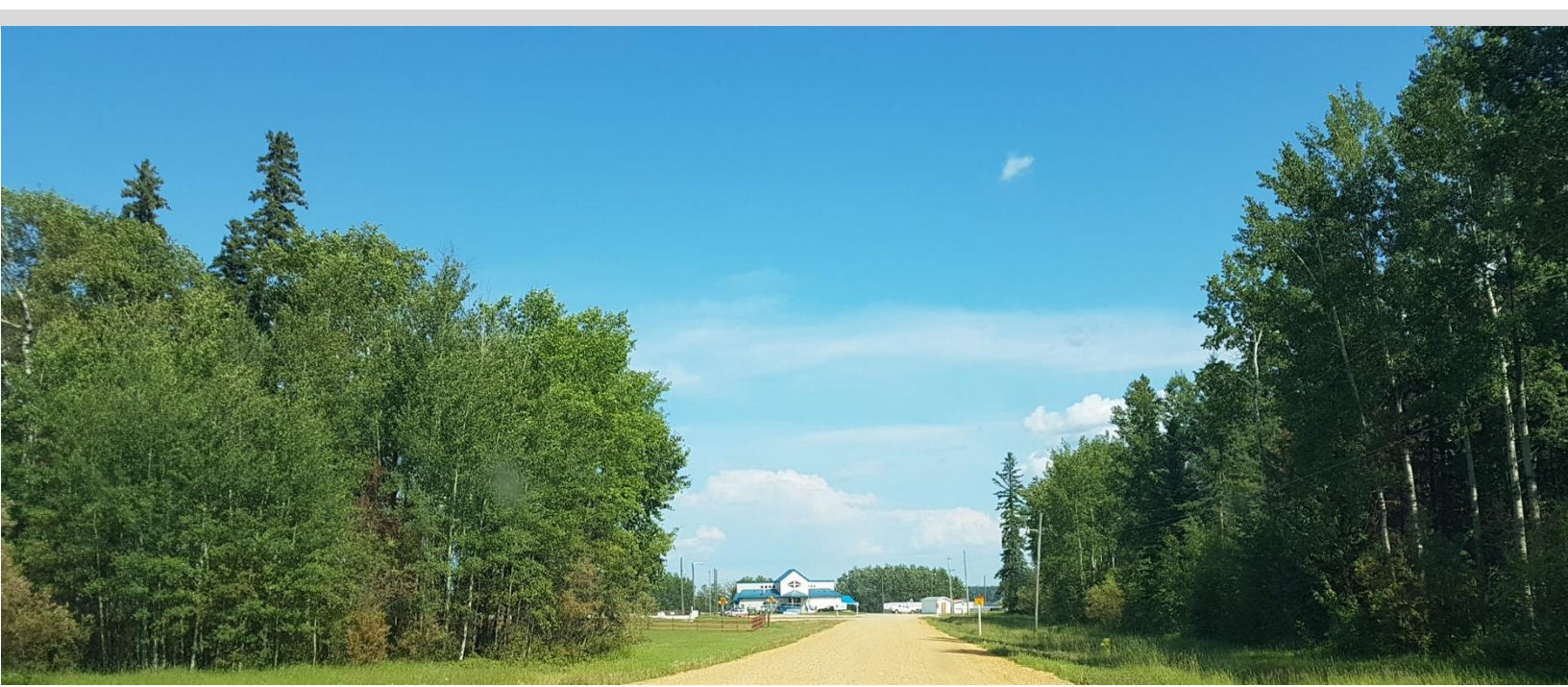
## 4.2 Our Shared Vision

***By the year 2030, we envision that the Hamlet of Sandy Lake will be a complete community that benefits from its unique lakefront setting and First Nation's culture. A mixed-use community core will provide a focal point for the community where residents and visitors gather for generations to come.***

## 4.3 Big Moves

The following are 'Big Moves' the Municipal District of Opportunity should pursue to achieve the future vision for the Hamlet of Sandy Lake:

1. Continue to develop a system of interconnected parks, trails, and open spaces.
2. Support local community economic development by allowing for the development of home occupations and bed and breakfast establishments.
3. Remove agricultural land use designation from the west side of Highway 813.
4. Explore the development of a Hamlet Core with residential, commercial, and institutional uses and create a community gathering place for Hamlet of Sandy Lake residents.
5. Upgrade the local water treatment plant.



## 5. FUTURE DEVELOPMENT CONCEPT

Section 5.0 describes the Future Development Concept for the safe, efficient, compatible, and orderly development of the Hamlet of Sandy Lake as illustrated in *Map 4: Future Development Concept*. The following goals, objectives and policies were determined through the planning process having regard for the following:

- Existing land use patterns;
- Natural and man-made constraints;
- Policy discretions contained in the Municipal District of Opportunity No. 17 MDP;
- Sound long-range planning practices.

### 5.1 Land Use

**Goal:** *To continue to develop the Hamlet of Sandy Lake as a lakeside resort community in a way that respects the natural environment and serves the needs of the community and the surrounding rural area.*

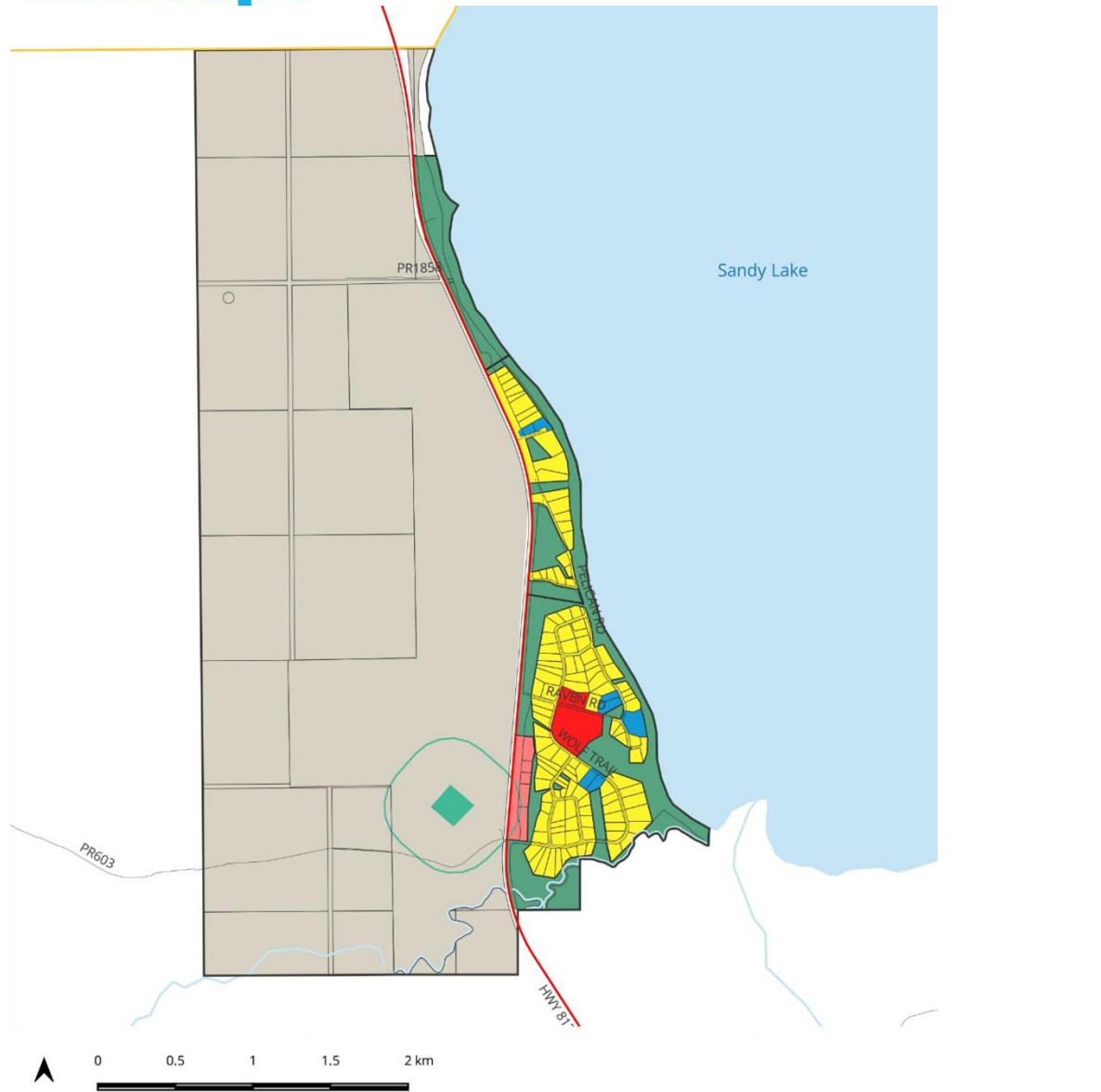
#### Objectives

The land use objectives for the Hamlet of Sandy Lake are to:

- Promote orderly, efficient, economical, and sustainable land use patterns;
- Encourage infilling of existing lots before considering expansion;
- Minimize potential land use conflicts and negative impacts on the environment;
- Enhance the local tourism infrastructure and facilities; and
- Advance applicable MDP policies.



# Map 4. Future Development Concept



## Legend

### Boundaries

- First Nations Reserve
- Hamlet Boundary

### Future Development Concept

- Hamlet Core Area
- Commercial
- Residential

### Service Infrastructure

- Institutional
- Parks and Recreation
- Future Development
- Wastewater Lagoon Buffer (300m)
- Wastewater Lagoon

## Policies

The Municipal District of Opportunity No.17 will:

### HAMLET CORE AREA

- 5.1.1 Encourage compatible infill of commercial uses and other public and institutional uses to reinforce the Hamlet Core Area as shown conceptually on *Map 4 – Future Development Concept*, as the economic and social focal point of the Hamlet.

### RESIDENTIAL LAND USES

- 5.1.2 Direct future residential development to areas conceptually as shown in *Map 4: Future Development Concept*.
- 5.1.3 Support the development of secondary suites provided that the development complies with the regulations in the LUB, adequate onsite parking and servicing capacity are available.
- 5.1.4 Manufactured homes may be permitted as an alternate form of residential development.
- 5.1.5 Allow for and regulate Home Occupations through performance standards in the LUB that consider the criteria outlined in this policy. Home Occupations that do not conform to the criteria shall be reviewed by the Development Authority under the provisions of this MDP, the LUB, and within the scope of the Act's appeal rights. The following criteria should be considered:
  - a) Traffic and parking issues;
  - b) Aesthetics;
  - c) Impact on adjacent properties; and
  - d) Maintaining residential use as the primary use.
- 5.1.6 Allow and regulate the development of Bed and Breakfast Establishments through performance standards in the LUB.
- 5.1.7 Consider applying Crime Prevention through Environmental Design's (CPTED) basic strategies – natural access control, natural surveillance, and territorial reinforcement to address the security, safety, and well-being of the users, as well as the maximum capacity of the developed park, open space, and pathways/trail facilities.

### COMMERCIAL LAND USES

- 5.1.8 Direct future commercial development to areas conceptually shown as commercial on *Map 4: Future Development Concept*.
- 5.1.9 Encourage Highway Commercial uses along Highways 813 to minimize their impacts on existing and planned residential areas.
- 5.1.10 Ensure, through the provisions of the LUB, that the siting, form, and character of commercial development maintain and or improve the visual quality and marketability of the highly visible commercial sites along Highway 813 and do not negatively impact the residential areas of the community. Special attention should also be given to site location, parking and loading, storage,

landscape buffers, signage, mitigation of pedestrian and automobile conflicts, and environmental effects.

#### FUTURE DEVELOPMENT

- 5.1.11 Maintain Future Development Areas in their current use and/or as open space until it is demonstrated (through pertinent studies) that the specific area is suitable either for development or an appropriate alternative use (such as forestry). If the area is deemed suitable for development, an amendment to this ASP shall be required prior to any such development taking place.

## 5.2 Environmental Management

**Goal:** *To conserve and protect the natural, historical, and archaeological resources while accommodating development in a manner that serves the community and the greater public interest.*

### Objectives

The Environmental Management objectives for the Hamlet of Sandy Lake are to:

- Contribute to the maintenance of a healthy environment;
- Identify and protect environmentally sensitive areas;
- Support tourism while protecting the natural environment;
- Regulate subdivision and development in order to mitigate against environmental degradation and risks of natural and man-made hazards;
- Protect and enhance fish and wildlife habitats; and
- Contribute to the preservation and restoration of historical, paleontological, and archeological resources.

### Policies

The Municipal District of Opportunity No.17 will:

- 5.2.1 Identify and protect Environmentally Significant Areas:
  - a) That contain focal species, species groups, or their habitats;
  - b) That contain rare, unique, or focal habitat;
  - c) With ecological integrity; or
  - d) That contribute to water quality and quantity.
- 5.2.2 Take Environmental Reserve (ER) dedication at the time of subdivision in accordance with the provision of Section 664 of the Act and policies in the MDP.
- 5.2.3 Authorize the Subdivision Authority the discretion to require the provision of lands as Conservation Reserve at the time of Subdivision in accordance with Section 664.2 of the Act subject to adequate compensation by the Municipal District.
- 5.2.4 Require developments in the Hamlet adjacent to water bodies (including rivers, lakes, streams, and permeant wetlands) to provide adequate shoreline buffers in general accordance with *Alberta's Stepping Back from the Water: A Beneficial Management Practice Guide for New Development Near Water Bodies in Alberta's Settled Regions* and consistent with the policies in the MDP.
- 5.2.5 Ensure that applications for subdivision and development include measures that minimize or mitigate any negative impacts on water quality, flow, supply deterioration, soil erosion, and groundwater quality and availability. Tile fields and mounds should be phased out within the Hamlet, in favour of pump-outs, to improve the water quality of the area.



- 5.2.6 Evaluate the impact of development applications and subdivision plans on traditional resource uses such as hunting, fishing, and trapping.
- 5.2.7 Require a *Historical Resources Act* (HRA) approval for all development on lands that have been assigned a Historic Resource Value (HRV) based on the presence of a known historic resource or the potential to contain one by Alberta Culture and Tourism.
- 5.2.8 Consider the preservation and promotion of historical and cultural resources and refer proposed subdivisions and development applications that may affect historical and cultural resources to any or all provincial agencies and/or First Nations or Metis groups for their comments and recommendations requesting the preparation of a Historical Resource Impact Assessment.

## 5.3 Parks, Recreation and Schools

**Goal:** *To provide for and enhance the recreational and educational opportunities for residents of the Hamlet of Sandy Lake and visitors, while protecting the natural environment.*

### Objectives

Objectives for parks, recreation, and schools are to:

- Continue to provide parks and recreation opportunities for Sandy Lake residents and visitors;
- Ensure continued development of parks and open space through the dedication of municipal reserve as part of the subdivision process; and
- Work with the School Boards to ensure that the provision of school spaces and sites keeps pace with population growth.

### Policies

The Municipal District of Opportunity No.17 will:

- 5.3.1 Direct future active and passive recreation uses to areas conceptually as shown in *Map 4: Future Development Concept*. This includes lands which are not suitable for development given their existing conditions. These unsuitable lands will be used primarily for passive recreation purposes.
- 5.3.2 Require pursuant to Section 666 of the Act within the Community Area, the full 10% dedication of land in the form of Municipal Reserve, School Reserve or money in lieu at the time of subdivision.
- 5.3.3 Endeavour, through the subdivision and development process, continuous interconnected linear trail corridors to be designated for Municipal, Environmental, and Conservation Reserve to help create a system of linked parks and trails.
- 5.3.4 Support the development of safe, user-friendly multi-use trails that are maintained throughout the Hamlet.
- 5.3.5 Ensure that open space and recreation amenities are publicly accessible and provided within residential areas. In commercial areas, where cash-in-lieu may be accepted for municipal reserve dedication, and where environmental reserve dedication, environmental reserve and conservation easements are not applicable, the Municipal District shall collaborate with the landowner to facilitate recreation amenity areas that are at least partially accessible to the public.
- 5.3.6 Work with the Northland School Division No. 61 to coordinate future school space requirements within the Hamlet of Sandy Lake.

## 5.4 Transportation Network

**Goal:** *To provide for the safe, reliable, and efficient delivery of goods, services, and people within the Hamlet of Sandy Lake and throughout the region.*

### Objectives

Objectives for transportation are to:

- Work with Alberta Transportation in implementing highway upgrading and widening requirements;
- Implement access management requirements along Highway 813; and
- Develop roads internal to the Hamlet of Sandy Lake to municipal standards or better.

### Policies

The Municipal District of Opportunity No.17 will:

- 5.4.1 Coordinate with Alberta Transportation in determining the widening and intersectional improvement requirements along Highway 813, within the ASP area, so that lands can be dedicated for this purpose as a condition of future subdivision and/or development approval.
- 5.4.2 Require accesses to Highway 813 be developed in accordance with the regulations of Alberta Transportation. The use of service roads along Highway 813 should be considered where accesses are prohibited. The cost of intersectional improvements shall be borne and shared by adjacent developments and will be determined through development agreements, subject to the approval of final plans by Alberta Transportation.
- 5.4.3 Require internal roads within the Hamlet of Sandy Lake to be developed to the satisfaction of the Development Authority.

## 5.5 Municipal Services

**Goal:** *To ensure that development proceeds in an orderly, efficient, and economical manner with the provision of municipal services to meet present and future needs of the Hamlet of Sandy Lake.*

### Objectives

Objectives for the provision municipal services are to:

- Provide orderly, efficient and economical municipal services;
- Manage solid waste disposal in a cost-effective and environmentally responsible manner;
- Require stormwater management plans as part of the subdivision approval process; and
- Ensure that provisions are made for shallow and overhead utilities during the subdivision design stage.

### Policies

The Municipal District of Opportunity No.17 will:

- 5.5.1 Ensure water and/or sewage system installation, maintenance and operation conform to applicable provincial requirements and the satisfaction of the Development Authority.
- 5.5.2 Not allow septic fields to be within 15 m (50 ft) of any water source or watercourse.
- 5.5.3 Require pump-out septic tanks for all lots, all of which will be maintained in accordance with provincial standards. New mounds and tile fields shall not be permitted.
- 5.5.4 Encourage subdivision and development permit applications in areas where piped municipal water supply and sewage collections systems are not available to include plans to tie into a communal or piped service system when such a system becomes available, ensuring development is sited on the property accordingly.
- 5.5.5 Work with landowners/developers entering into a deferred servicing agreement with the Municipal District for developments where piped municipal water supply and sewage collections systems are not currently available, in order to ensure future connection to services when they become available.
- 5.5.6 Require water supply and sewage disposal services to be provided at the developers' cost.
- 5.5.7 Require servicing infrastructure within the Hamlet of Sandy Lake to be developed to the satisfaction of the Development Authority, provincial guidelines or better.
- 5.5.8 Require stormwater management plans to be prepared at the subdivision design stage to regulate stormwater discharge to pre-development flow levels. In addition, water quality enhancement through best management practices and naturalized wetlands should be encouraged. It is important that natural areas and drainage courses be properly protected to enhance water quality and water routing.
- 5.5.9 Require designation and dedication of public utility lots and easements for shallow utilities to the satisfaction of the Development Authority.
- 5.5.10 Work with industry to improve wireless internet coverage within the Municipal District.

## 5.6 Community, Protective and Emergency Services

**Goal:** *To ensure the optimum level of protective and emergency services in the Hamlet of Sandy Lake.*

### Objectives

Objectives for the provision of police, fire, and emergency services are to:

- Work with the Royal Canadian Mounted Police and the Government of Alberta to improve traffic safety, medical service, crime prevention, and fire response efforts;
- Ensure an adequate level of fire protection, medical services, and police service;
- Work with Alberta Environment and Parks to protect communities from forest fires through effective community design and a Fire Smart Program; and
- Develop and maintain an Emergency Response Plan.

### Policies

The Municipal District of Opportunity No.17 will:

- 5.6.1 Meet the following statutory requirements regarding community and emergency services:
  - a) The provision of preventive family and community support services which falls under the mandate of the *Family and Community Support Services (FCSS) Act* (2000); and
  - b) The *Emergency Management Act* (2000) which sets forth the requirements for preparation and approval of emergency plans and programs, setting up an emergency management agency and the declaration and management of a community emergency.
- 5.6.2 Maintain the FCSS Grant Program to provide assistance to community organizations that offer social programs and are preventative in nature to the community.
- 5.6.3 Support volunteers to help operate programs and/or facilities and consider creating a Volunteer Attraction and Retention Program to strategically retain and reward volunteers to:
  - a) Encourage volunteer participation in the development of recreation and community facilities;
  - b) Provide several community-based strategies to address youth recreation needs; and
  - c) Foster the development, enhancement, and preservation of cultural resources and opportunities and integrate these into the fabric of the community.
- 5.6.4 Support recreation / cultural groups, community groups, and youth organizations to build on the cultural and recreational programs that give the community its identity.
- 5.6.5 Ensure the Municipal District's Emergency Response Plan is kept current outlining how the Hamlet's fire, health and police services should adapt to meet population growth and emerging needs. The plan shall:
  - a) Support the mandate of the Hamlet of Sandy Lake Fire and Rescue Department to provide emergency services within the Hamlet boundaries in order to meet the intent of the *Alberta Occupational Health & Safety Code* and the *Alberta Code of Practice for Firefighters*;



- b) Ensure fire and other protective service response times that provide for the protection of life and property can be maintained throughout the entire Sandy Lake community;
  - c) Promote collaboration with Alberta Health Services to ensure that quality medical, emergency, and 911 dispatch services are provided to the Sandy Lake community; and
  - d) Provide direction to evaluate the costs of providing emergency and protective services to new development prior to the approval of any Outline Plans.
- 5.6.6 Require new developments to meet the criteria for onsite firefighting measures and adequate emergency access.
- 5.6.7 Developments are encouraged to demonstrate FireSmart principles identified in the Alberta FireSmart Manual or similar.
- 5.6.8 Identify and maintain an adequate firebreak around the Hamlet boundaries by:
- a) Pursuing opportunities to work cooperatively with industry and Alberta Land and Forest Service to establish and maintain the Hamlet firebreak.
  - b) Encouraging locating a firebreak beyond the limits of development to provide a buffer between the Hamlet and any wildfires that originate outside of its boundaries.
  - c) Striving to reduce the potential for fires originated within the developed area of the Hamlet to extend into the forested area surrounding Sandy Lake.
  - d) Encouraging extensive recreational uses such as parks, golf courses, ball diamonds, etc. to be designed and located in a manner which will serve as a buffer from surrounding forested lands; and



## 6. IMPLEMENTATION

**Goal:** *To effectively implement goals, objectives, and policies contained in the Hamlet of Sandy Lake Area Structure Plan (ASP).*

### Objectives

Objectives regarding the implementation of the Hamlet of Sandy Lake ASP are to:

- Implement the policies contained in the ASP to guide decision-making regarding growth, development, and capital investment in infrastructure;
- Maintain the ASP as a current planning tool, updating it through an orderly arrangement procedure to reflect changing conditions and opportunities; and
- Undertake further detailed studies to identify costs and implementation schedules.

### Policies

The Municipal District of Opportunity No.17 will:

- 6.1.1 Require that more detailed development feasibility studies be undertaken prior to subdivision or development to identify areas which are geotechnically suitable for development.
- 6.1.2 Encourage the infilling of existing lots prior to opening up expansion areas for development.
- 6.1.3 Require an Outline Plan prepared and submitted by the developer in accordance with the Section 12.1.10 of the MDP.

- 6.1.4 Require onsite and offsite costs associated with servicing new developments with roads, utilities, and other infrastructure to be borne by the developer through development charges and levies in accordance with specific development agreements.
- 6.1.5 Identify resources in the Municipal District of Opportunity's annual budget to:
  - a) Complete the upgrades to the water treatment plant to enable local water treatment; and
  - b) Develop a system of interconnected trails and park spaces.
- 6.1.6 Request the provincial government to turn over the control and ownership of all Crown Lands included in this Area Structure Plan to the control and ownership of the municipality so as to facilitate better and more comprehensive land use, planning, and development. Lands on which Ranger Stations and other specific provincial government facilities are located are exempted from this policy.
- 6.1.7 Provide for an orderly amendment process that includes community consultation for any proposed ASP amendments. Applicants applying to amend the ASP may be required to provide a supporting technical report with:
  - a) A justification for why the amendment is required, and if applicable, why additional areas are needed for the proposed use;
  - b) The extent to which existing areas for the proposed use are available for development;
  - c) The cumulative effects the proposed amendment and related development will have on the natural environment and surrounding land uses;
  - d) The cumulative effect the proposed use will have on the roads, water, sewer, and stormwater system; and
  - e) Any other consideration the Municipal District of Opportunity deems necessary.
- 6.1.8 Undertake a review and update to the ASP at five (5) year intervals from the date of adoption.
- 6.1.9 Manage any amendments to the Sandy Lake ASP through the bylaw process with notification, consultation, Public Hearing, and bylaw readings, as required by Section 692 of the Act.

## 7. DEFINITIONS

**Act** means the *Municipal Government Act* R.S.A. 2000 and Amendments thereto, and the regulations passed pursuant thereto.

**Area Structure Plan (ASP)** means a current plan adopted by Council as an area structure plan pursuant to the Act.

**Buffer** means an open green space or undisturbed natural area; a row of trees, shrubs, earth berm, or fencing to provide visual or physical separation and/or noise attenuation between lots or a public roadway.

**Developer** means any person, including the landowner or a governmental agency, undertaking activities involving subdivision or development.

**Development** means:

- an excavation or stockpile and the creation of either of them;
- a building or an addition to or replacement or repair of a building and the construction or placing of any of them in, on, over, or under land;
- a change of use of land or a building or an act done in relation to land or a building that results in or is likely to result in a change in the use of the land or building; or
- a change in the intensity of use of land or a building or an act done in relation to land or a building that changes or is likely to change the intensity of use of the land or building.

**Environmental Reserve** means a lot created by a plan of subdivision, as required under the Act, which is not suitable for development because of slope instability, groundwater, steep valley banks, flooding, soil conditions, pollution concerns, etc. Environmental Reserve lots may consist of a swamp, gully, ravine, coulee or natural drainage course, or a strip of land abutting the bed and shore of any lake, river, stream or other bodies of water in order to provide public access. An environmental reserve lot is identified by the "ER" suffix on the lot number in the legal description.

**Environmentally Sensitive Areas (ESA)** means the landscape elements or areas that have important and/or unique environmental characteristics that are essential to the long-term maintenance of biological diversity, soil, water or other natural processes, both within the ESA and in the regional context.

**Environmentally Sensitive Lands** means lands with natural features or characteristics considered significant to the Municipal District from an environmental perspective.

**Geotechnical Report** means a report prepared by a professional engineer setting out the geotechnical limitations of a site in terms of bank and/or soil stability and making recommendations to overcome or inhibit any limitations.

**Goal** means an idealized end towards which planned action is directed, and which provides an indication of what is to be achieved.

**Greenway** means open space linkages that include environmental preservation areas, ravines, municipal and environmental reserves, farm trails, abandoned railways, wildlife habitats, and woodlands. Greenways connect various land uses throughout a community, thus serving as recreational destinations and transportation corridors.

**Hamlet** means an unincorporated community consisting of five or more buildings as dwellings, a majority of which are on parcels of land smaller than 185.00 square meters, has a generally accepted boundary and name and contains parcels of land that are used for non-residential purposes.

**Hamlet Core Area** means lands intended to identify the commercial and social core of the Hamlets. The uses within this policy may include personal service and commercial businesses, restaurants, retail stores, offices, banks, public and government services and facilities. Schools and appropriate residential development may also be considered in the Hamlet Core Policy Area.

**Highway Commercial Area** means areas identified within the Municipality intended for commercial uses that primarily serve the travelling public along major transportation corridors. These uses may include hotels and motels, restaurants and bars, gas stations, automobile sales and service, and convenience stores.

**Historical Resources Impact Assessment** means an analysis of the potential impacts of development on archaeological and/or historical resources as defined in the Historic Resources Act.

**Land Use Bylaw (LUB)** means the Land Use Bylaw, Bylaw 2013-14 As Amended (LUB) adopted by Municipal Council pursuant to the *Municipal Government Act* (the Act) for the establishment of land use districts and the regulation of development.

**Municipal Development Plan** means a Planning Document, adopted by Council that provides land-use policy direction for planning and development activity over a prescribed period of time (as outlined in Section 632 of the Act).

**Municipal Planning Commission** means the Municipal Planning Commission established by Council Bylaw.

**Municipal Reserve** means a lot created in a subdivision plan for parks and recreation space for the residents of the subdivision. A municipal reserve lot is identified as "MR" or "R" after the lot number in the legal description.

**Municipality** means the Municipal District of Opportunity No. 17.



**Muskeg** means a waterlogged, spongy ground, consisting primarily of mosses, containing acidic, decaying vegetation that may develop into peat. Bogs are generally unfit for development.

**Objective** means Directional statements that are usually phrased in measurable terms for given time frames.

**Open Space** means land and water areas that are retained in an essentially undeveloped state and often serve one or more of the following uses: conservation of resources; ecological protection; recreation purposes; historic or scenic purposes; enhancement of community values and safety; maintenance of future land use options.

**Outline Plan** means a land-use Planning Document, adopted by Council resolution, that supports an overarching area plan and provides specific content and detail to a localized site during the subdivision process.

**Parcel of Land** means the aggregate of one or more areas of land described in certificate of title or described in a certificate of title by reference to a plan filed or registered in a land titles office.

**Policy** means A statement identifying a specific course of action for achieving objectives.

**Qualified Professional** means an individual with specialized knowledge recognized by the Municipality and/or licensed to practice in Alberta. Some examples of qualified professionals include engineers, geologists, hydrologists, and surveyors.

**Residential Use** means the occupation and use of land and buildings by and as dwellings, whether on a seasonal or year-round basis, and/or the use of a small area of land for extensive recreation.

**Resort** means a commercial development that offers a combination of stick-built or modular guest accommodation and recreational opportunities and may include a hotel, rental cabins, staff housing, a convention centre, and/or eating and drinking establishments.

**Road** means a right-of-way on which motorized vehicles are normally allowed to operate or a road as defined in the Act, but does not include either a highway or a lane.

**Seniors' Housing Development** means a grouping of single-family dwellings, manufactured homes, duplexes, semi-detached dwellings and/or row housing buildings on a single site designed to accommodate senior citizens as defined by Provincial and Federal agencies and legislation.

**Shoreline** means the bank of the body of water as determined pursuant to the Surveys Act.

**Single Family Dwelling** means A building consisting of one (1) dwelling unit. A single-family dwelling is a dwelling that is normally constructed on-site. However, a single-family dwelling may be constructed in pieces off-site, or even in one piece, with the piece(s) being transported to the site for assembly on-site.

**Stakeholder** means any group or individual who has a stake in what happens including those who will be directly and indirectly affected by a project.

**Statutory Plan** means An Inter-Municipal Development Plan, a Municipal Development Plan, an Area Structure Plan and an Area Redevelopment Plan adopted by a municipality under Part 17 Division 4 of the Act.

**Subdivision** means the division of a parcel of land by a legal process.

**Sustainable Development** means development that meets the needs of today without compromising the ability of future generations to meet their own needs. This means the community needs to sustain its quality of life and accommodate growth, environmental, and social needs.

**Traffic Impact Assessment** means a study prepared by a professional engineer that establishes whether any road improvements are likely to be required as a result of new or modified developments, and, if so, the nature of those improvements.

**Trail** means a linear route for travel. For the purpose of this Area Structure Plan, it means a paved or unpaved sidewalk, pathway or trail for non-motorized use.

**Use** means the purpose or activity for which a site, a parcel of land, or a lot and any buildings located on it are designed, arranged, developed, or intended, or for which it is occupied or maintained.

**Vision** means a positive snapshot of the desired state of the community at a particular point in the future.

**Work Camp** means a temporary residential complex used to house workers, usually but not necessarily for a contracting firm or project, on a temporary basis of more than twenty-eight (28) days and less than one (1) year. A work camp is usually made up of a number of buildings, (not including manufactured homes, modular homes or single-family dwellings), clustered in such fashion as to provide sleeping, eating, recreation and other basic living facilities. The buildings are designed to be dismantled and moved from location to location and from time to time.

## 8. REFERENCES

Alberta Energy Regulator Directive 56; Alberta Energy Regulator; <https://www.aer.ca/regulating-development/rules-and-directives/directives/directive-056>

Alberta Energy Regulator Directive 79; Alberta Energy Regulator; <https://www.aer.ca/regulating-development/rules-and-directives/directives/directive-079>

Alberta Land Stewardship Act; Alberta Queen's Printer; <http://www.qp.alberta.ca/documents/Acts/A26P8.pdf>

Alberta Land Use Framework; Alberta Queen's Printer; [https://www.landuse.alberta.ca/Documents/LUF\\_Land-use\\_Framework\\_Report-2008-12.pdf](https://www.landuse.alberta.ca/Documents/LUF_Land-use_Framework_Report-2008-12.pdf)

Alberta Utilities Commission Rule 20; Alberta Utilities Commission; <http://www.auc.ab.ca/Shared%20Documents/rules/Rule020.pdf>

Historical Resources Act; Alberta Queen's Printer; <http://www.qp.alberta.ca/documents/Acts/h09.pdf>

Land Titles Act; Alberta Queen's Printer; <http://www.qp.alberta.ca/documents/Acts/L04.pdf>

Municipal District of Opportunity No. 17 Municipal Development Plan Bylaw 2003 – 10, Municipal District of Opportunity No. 17;

Municipal Government Act; Alberta Queen's Printer; <http://www.qp.alberta.ca/documents/Acts/m26.pdf>

Sandy Lake Area Structure Plan Bylaw 2003 – 10, Municipal District of Opportunity No. 17; <http://www.mdopportunity.ab.ca/sites/default/files/Bylaw%202003%20-%2010%20Sandy%20Lake%20Area%20Structure%20Plan.pdf>

Stepping Back from the Water; Government of Alberta; <https://open.alberta.ca/dataset/1c70eb43-a211-4e9c-82c3-9ffd07f64932/resource/6e524f7c-0c19-4253-a0f6-62a0e2166b04/download/2012-steppingbackfromwater-guide-2012.pdf>

Subdivision and Development Regulation (AR 43/2002); Alberta Queen's Printer; [http://www.qp.alberta.ca/documents/Regs/2002\\_043.pdf](http://www.qp.alberta.ca/documents/Regs/2002_043.pdf)

## 9. PERSONAL COMMUNICATION

During the course of preparing the Hamlet of Sandy Lake Area structure Plan, the Consulting team consulted with the following individuals:

### **Municipal District of Opportunity Staff**

- 1** Katelyn Alook, Manager of Lands and Planning
- 2** Chad Tullis, Director of Cultural and Recreation (former Manager of Lands and Planning)
- 3** Gerry Keife, Senior Engineer
- 4** Votham Anastasiadis, Economic Development Officer (Former)

