Town of Morinville

Municipal Development Plan

Bylaw 11/2012
A BYLAW OF THE TOWN OF MORINVILLE, IN THE PROVINCE OF ALBERTA, TO ADOPT THE MORINVILLE MUNICIPAL DEVELOPMENT PLAN.

WHEREAS, Section 632 of the Municipal Government Act requires that a municipality with a population of 3,500 or more must adopt a Municipal Development Plan (MDP);

WHEREAS, the purpose of the MDP, generally, is to describe the manner in which the future development of Morinville may best be undertaken

AND WHEREAS, the MDP specifically provides policy direction in relation to future residential, commercial, industrial and other land uses, transportation, infrastructure, heritage preservation, recreation, open space, reserve lands, economic development, intermunicipal planning and plan implementation and review;

NOW THEREFORE, under the authority of the Municipal Government Act, the Council of Morinville, in the Province of Alberta, duly assembled enacts as follows:

1.0 That this Bylaw may be cited as the Morinville Municipal Development Plan.

2.0 That Sections 1.0 through 15.0, Appendix A including maps, and Appendix B of the MDP attached hereto are hereby incorporated and made part of this Bylaw.

3.0 That Bylaw 19/98 is rescinded and Bylaw 11/2012 shall become effective upon the date of the final passing thereof.

4.0 SEVERABILITY

If any Section or parts of this bylaw are found in any court of law to be illegal or beyond the power of Council to enact, such Section or parts shall be deemed to be severable and all other Sections or parts of this bylaw shall be deemed to be separate and independent there from and to be enacted as such.

READ a first time the 12th day of June, 2012

Original Signed
for: R. Lloyd Bertschi
Mayor

Original Signed
Debbie Oyarzun
CAO

Submitted to the Capital Region Board the 4th day of July, 2012.

Approved by the Capital Region Board the 8th day of August, 2012.

READ a second time the 11th day of September, 2012

READ a third time and finally passed the 11th day of September, 2012

Original Signed
R. Lloyd Bertschi
Mayor

Original Signed
Debbie Oyarzun
CAO
TOWN OF MORINVILLE
PROVINCE OF ALBERTA

BYLAW 11/2012

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R. Lloyd Bertschi
Mayor

Debbie Oyarizu
CAO
August 8, 2012

Town of Morinville
10125 – 100 Avenue
Morinville, Alberta T8R 1L6

Attn: Greg Hofmann, Director of Planning and Development

Re: **REF Application 2012-015, Town of Morinville**
Proposed Municipal Development Plan Amending Bylaw 11/2012

Dear Mr. Hofmann:

Thank you for your recent application submitted under the Regional Evaluation Framework (REF).

On July 11, 2012 the documentation for the above application was found to be complete. Subsequently, and in accordance with the REF, a Capital Region Board recommendation was issued within the required 25 working days.

We are pleased to advise that on Wednesday, August 8, 2012, the proposed Municipal Development Plan Amending Bylaw 11/2012 submitted by the Town of Morinville was reviewed and unanimously approved by the Capital Region Board CAO Subcommittee.

In accordance with the April 8, 2010 Capital Region Board delegation to the CAO Subcommittee, this represents Capital Region Board approval and deemed disposition of this application.

Sincerely,

Kathleen LeClair,
Chief Officer

cc. Capital Region Board members
    Nolan Crouse, Chair, CRB
    Capital Region CAO’s
    ParioPlan
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Municipal Development Plan Bylaw 11/2012

Acknowledgements
The preparation of this document was made possible due to the contributions by the following:

**MDP Project Steering Committee**
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**MDP Project Stakeholders**
Thank you to all stakeholders who met with the Project Team to provide input into the policy development process and who provided feedback on the draft MDP document.

**Members of the Public**
Thank you to the members of the public who attended the public events and provided feedback to the Project Team.

**Municipal Project Team**
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Tim Vrooman, Planner
Danika Dudzik, Planning Intern
Walter Beach, Former IT/GIS Coordinator

**Consultant Project Team**
The MDP document was prepared by PlanFirst Consulting Group.
1.0 Introduction

1.1 What is an MDP?
In Morinville, the Municipal Development Plan (MDP) is the sustainability-oriented overarching land use plan for the community. Municipal development plans are statutory, enacted through bylaw, and enabled by Provincial legislation. The character of an MDP is strategic and capable of adapting to changing circumstances; it is a “living document.”

The purpose of an MDP is to provide context for land use planning decision-making and to attempt to mitigate land use conflicts. It offers policies and guidelines that try to balance the greater good of the public with private sector interests. It also provides information to private and public sectors on land use matters such as population growth, economic function, development patterns, transportation patterns, utility servicing; and, offers a long-term growth management strategy.

1.2 Legislative Framework
The Municipal Government Act (MGA) is the legislation that enables municipalities to create MDPs. The MGA requires municipalities with a 3,500 population or greater to adopt an MDP. Municipalities with populations less than 3,500 may also prepare an MDP, but it is not required. Section 632 of the MGA sets out the minimum requirements for the preparation of an MDP, which includes lists of what items and issues “must” and “may” be addressed. These lists are summarised below:

An MDP must address:

- the future land use within the municipality,
- the manner of and the proposals for future development in the municipality,
- the co-ordination of land use, future growth patterns and other infrastructure with adjacent municipalities if there is no intermunicipal development plan with respect to those matters in those municipalities,
- the provision of the required transportation systems either generally or specifically within the municipality and in relation to adjacent municipalities, and
- the provision of municipal services and facilities either generally or specifically.

An MDP must include policies:

- compatible with the subdivision and development regulations to provide guidance on the type and location of land uses adjacent to sour gas facilities,
- respecting the provision of municipal and/or school reserves, including but not limited to the need for, amount of and allocation of those reserves and the identification of school requirements in consultation with affected school authorities, and
- respecting the protection of agricultural operations.
An MDP **may** include statements:

- regarding the municipality’s development constraints, goals and objectives, targets, planning policies and corporate strategies.

An MDP **may** address:

- proposals for the financing and programming of municipal infrastructure,
- the co-ordination of municipal programs relating to the physical, social and economic development of the municipality,
- environmental matters within the municipality,
- the financial resources of the municipality,
- the economic development of the municipality, and
- any other matter relating to the physical, social or economic development of the municipality.

### 1.3 Interpretation

It is recommended the entire MDP document be read to provide context for policy statements. Policies are written using “shall”, “should” or “may” statements. The interpretations of “shall”, “should” and “may” that follow may provide the reader with a greater understanding of the intent of each policy statement:

- **‘shall’** – denotes compliance or adherence to a preferred course of action.

- **‘should’** – denotes compliance is desired or advised but may be impractical or premature because of valid planning principles or unique/extenuating circumstances.

- **‘may’** – denotes discretionary compliance or a choice in applying policy.
2.0 Planning Process

2.1 Other Levels of Planning

The MDP is not an isolated planning document. Rather, it is part of a family of plans that work together to determine the development pattern of a community.

At the local level, an MDP represents the overriding land use planning document to which more detailed area structure plans (ASPs) must conform. It is important to note an MDP is not a land use bylaw (LUB) and does not regulate specific development projects directly; rather an MDP is used to help interpret the intent of the lower-level planning documents.

2.2 Hierarchy of Plans

It is useful to consider the range of planning documents as a hierarchy, with each planning level down containing a greater level of detail and development control.

Figure 1 to the right illustrates the hierarchical relationship between levels of planning in terms of the statutory and non-statutory plans associated with each level.

In Morinville, the Municipal Sustainability Plan (MSP) is the highest level plan. It is aspirational and provides opportunities for lower level plans to assist in its implementation. The MSP is not statutory, and is not enforceable by bylaw. However, it has been adopted by Council and is recognised throughout the corporation as a key decision-making reference document. Next are the MDP and other master plans, followed by ASPs and regulatory LUBs.

Municipal Sustainability Plan (MSP)

Informed by the Environmental Scan (2010) and iterative public consultations that took place between 2009 and 2011, Morinville 2035: Growing Together was developed to establish a 25-year vision for the community. Citizen input was vital to the development of Morinville’s MSP and will continue to be critical as the MSP is implemented. The MSP was adopted by Council in March 2011.

Morinville’s long-term vision is grounded in six sustainability pillars respecting key aspects of community: Governance, Cultural, Social, Economic, Infrastructure and Environmental. The approach to decision-making is grounded in seven key principles:

1. Quality of life;
2. Long-term planning;
3. Community engagement and partnership;
4. Integration;
5. Multiple bottom lines;
6. Living within environmental limits; and,
7. Equity and the common good.

Master Plans

Master Plans, which include MDPs, are high-level planning documents. They may or may not be statutory; however, master plans strongly influence the form and function of a community when implemented. Additionally, all master plans should be consistent to the extent possible with each other to facilitate comprehensive and coherent implementation. Examples of master plans within the Morinville context include the following:

- *Recreation, Parks and Open Spaces Master Plan*;
- *Transportation Master Plan*; and,
- *Utility Servicing Plan*.

Area Structure Plans (ASPs)

Area structure plans are statutory plans at the neighbourhood scale. They provide a greater level of planning policy and detail than an MDP. Area structure plan policies must be consistent with those policies of higher level plans, such as MDPs and other statutory master plans. Area structure plans are governed by the MGA, and must address residential density and population, servicing and transportation plans, and development staging at a minimum.

Morinville has a number of approved ASPs, each at a different stage of implementation. Additionally, a new ‘Cœur de Morinville’ ASP is proposed to replace the non-statutory 1984 *Downtown Plan*. Its terms of reference are outlined in Section 8.5.2. Approved ASPs are as follows:

- *Champagne District ASP*;
- *Grandin Heights ASP*;
- *South Glens ASP*;
- *Westwinds ASP*; and,
- *Westmor ASP* (non-residential; no population associated with this ASP).

Land Use Bylaw (LUB)

The land use bylaw, or LUB, is the most detailed and specific statutory planning tool available to decision-makers. The LUB divides the community into specific land use districts; each district contains detailed regulations and requirements to meet minimum standards. It implements the MDP’s policies through the development approval processes.
2.3 Capital Region Board

2.3.1 What is the CRB?
The Edmonton Capital Region Board (CRB) was established pursuant to the Capital Region Board Regulation AR 49/2008 to complete a growth plan for the Edmonton Capital Region with four key components: Land Use, Intermunicipal Transit, Housing, and Geographic Information Services (GIS). With the participation of 24 member municipalities in the initiative, the CRB is also responsible for guiding implementation of the growth plan. The Capital Region comprises a total land base of 9,418 square kilometres.

2.3.2 CRB Mandate
The CRB is regulated by the Capital Region Board Regulation (the Regulation), pursuant to Section 603 of the MGA. The stated mandate of the CRB in Section 2 of the Regulation is:

a) prepare a proposed Capital Region Growth Plan in accordance with Part 2,
b) advise and make recommendations to the Minister regarding the preparation and implementation of the Capital Region Growth Plan,
c) facilitate the resolution of issues arising from the preparation and implementation of the Capital Region Growth Plan,
d) implement policies for the sharing of costs among the participating municipalities for regional projects of the Capital Region, and
e) carry out any other functions and duties as the Minister directs.

2.3.3 CRB Growth Plan
The goals of the Capital Region Growth Plan as stated on page 9 and in Section 11 of the Regulation are to:

- provide an integrated and strategic approach to planning for future growth in the Capital Region;
- identify the overall development patterns and key future infrastructure investments that would best complement existing infrastructure, services and land uses in the Capital Region, and which would also maximize benefits to the Capital Region; and
- co-ordinate decisions in the Capital Region to sustain economic growth and ensure strong communities and a healthy environment.

The Growth Plan contains a number of principles and policies that are intended to influence decision-making in the Capital Region to reach the stated goals above.

2.3.4 Regional Evaluation Framework
The Regional Evaluation Framework (REF) is the mechanism whereby the CRB reviews and evaluates certain types of proposed statutory plans (MDPs, Intermunicipal Development Plans (IDPs), ASPs, and Area Redevelopment Plans (ARPs)) and amendments thereto to determine consistency with the CRB’s

1 Capital Region Board website: www.capitalregionboard.ab.ca
principles and policies. The REF is established by Provincial Ministerial Order 270/10. Section 3.1 of that Order states that “[a] municipality must refer to the Board any proposed new...Municipal Development Plan and any proposed amendment to an Intermunicipal Development Plan or Municipal Development Plan.” Clearly, this MDP is subject to the REF process.

The REF process is integrated into the municipal approval process and commences following First Reading and prior to Third Reading of the proposed bylaw. The parties involved in the REF process are the applicant municipality, the CRB Administration, the Chief Administrative Officer (CAO) Subcommittee of the CRB, and the Capital Region Board itself. See Appendix A for a flowchart of the REF review process taken the CRB’s Planning Toolkit, Module 2, p. 6.

2.3.5 Evaluation Criteria
The criteria for evaluating statutory plans for approval by the Board are stated in the Ministerial Order establishing the Regional Evaluation Framework. The following criteria are considered to be especially pertinent to Morinville’s MDP:

- Compatibility of the plan with the objectives of the Capital Region Growth Plan (Section 5.4.(a));
- Whether approval and full implementation of the statutory plan or amendment would result in development that is consistent with Outside Priority Growth Areas (Section 5.5(b)(ii)); and,
- Whether approval and full implementation of the statutory plan or amendment would result in development that is consistent with the regional population and employment forecasts in the Capital Region Growth Plan (Section 5.4(b)(ii)).

2.3.6 Challenges Complying with CRB Projections
The Capital Region Growth Plan gives the impression that the forecasts it contains were derived from one of a number of possible regional growth scenarios, and that the population and employment projections should be reviewed and updated regularly to correct discrepancies. This suggests that the population projections were not intended to be used as policy. Rather it seems they were intended to be used as a tool to enable thoughtful planning. However, through implementation of the REF, it seems the population projections are being used as policy, and plans lacking adherence to the projections do not receive approval from CRB. Are the Growth Plan’s population and employment forecasts interpreted by the CRB as policy? A definitive answer is most urgently required, as is alignment between that answer and implementation processes.

Growth Outside PGAs

The Growth Plan intends that most new growth is concentrated in Priority Growth Areas (PGAs) in order to minimize the regional footprint of development. Morinville is referred to as a “Growth Area Outside of the Priority Growth Area” (Growing Forward, The Capital Regional Growth Plan, Module 5, Planning Toolkit, pp. 1 and 2). The Growth Plan states that “all municipalities should be allowed to have growth, appropriate to their size and as per the Principles and Policies of the Plan” (Principle IIC, Capital Region Land Use Plan; March, 2009).
The Growth Plan does not provide further specifics as to how much growth may take place in municipalities Outside PGAs. The Regional Growth Plan is short of specifics, leaving all ‘Outside PGA’ municipalities with little guidance as to the CRB’s intentions with regard to their future growth.

**Challenges**

The CRB criterion of consistency with the regional population forecasts imposes significant challenges and ambiguities on Morinville in preparing this MDP:

1. Population forecasts are just that – forecasts. In conventional practice they are not policy, but are used to inform policy as to the allocation of land, facilities and resources to accommodate future growth. By requiring consistency (however defined) with regional forecasts, the Regional Evaluation Framework (REF) appears to place a municipality within the confines of prescribed rates of growth. It is doubtful that this is the intent of the CRB or the Growth Plan. Nevertheless the guidelines appear to give the CRB the authority to deny any statutory plan that does not conform to the population forecasts.

2. If limits and minimums to municipal growth are being attempted through the Regional Evaluation Framework, then the question arises as to how such limits or minimums can to be implemented legislatively? In other words, how does the CRB legally enforce a limit on growth or a minimum of growth?

3. Population forecasts are but one of many potential growth scenarios. The Growth Plan itself gives the distinct impression that the forecasts it contains were derived from one of a number of possible regional growth scenarios. It states that: *The results of this forecast are one potential scenario of future development in the Region.* (2009 Addendum, p. 6).

4. Population forecasts are subject to continuous monitoring and revision to reflect changing trends and realities. Further, on p. 26 of the Capital Region Growth Plan, it indicates that the population and employment projections should be reviewed and updated regularly to correct discrepancies: *The Growth Plan is a living document, one designed to be evergreen and amended to reflect the actual population and employment growth in the future.*

5. Further to the above, the population forecasts are already out of date. The base year, 2009, was a year of relatively slow growth in Alberta. Current predictions for regional and provincial growth are more optimistic. Morinville has already substantially exceeded the projected population for 2014. Its population in 2011 was 8,504 according to the Municipal Census, compared to a 2014 projected population of 8,305 (Table 1, Capital Region Growth Plan; December, 2009). Both the actual quantum of population change and the rate of change are higher than the CRB projections. This is not unusual. Regional and provincial economic circumstances can change quickly, especially in a resource based economy such as Alberta’s. Hence the need for a scenario based forecasting to provide a nimble and strategic approach not only for planning at the municipal level but also the regional and provincial level.
6. A number of regional centres have also exceeded the CRB population projections as a close inspection of the 2011 Federal Census reveals, further indicating a need to update the CRB population and employment projections.

7. The lack of clarity from the CRB Growth Plan places Morinville in a dilemma in preparing its MDP. Morinville has exhibited variable growth rates – times of accelerated growth interspersed with periods of slower growth; not unlike many regional and provincial urban centres. Nevertheless, the historical rates of growth are considerably higher than the rates of growth projected forward by the Growth Plan.

8. Further to the previous point, this MDP documents that Morinville has the population potential for an additional 8,000 people through development rights conferred by the adoption of four residential ASP pursuant to the Municipal Government Act. In addition, Morinville has existing infrastructure capacity to service a population of 30,000, a population well beyond the scope of this MDP but within the horizon of sound long term planning. This reinforces the very salient point that Morinville is well positioned to accommodate growth without burdening regional infrastructure or needing further major investment.

It is logical, and aligned with good planning and good governance, to enable a municipality well prepared to accommodate growth to do so. However, if the REF criteria are being interpreted literally, then regardless of preparedness, a PGA is expected to grow to the projections and an Outside PGA is expected to stifle growth beyond the projections. This level of CRB management on the local level is practically impossible to achieve under current planning legislation.
3.0 Morinville Population

3.1 Historical
Morinville has grown from a community of 935 to its 2011 population of 8,504 in fifty years. Population growth has not been consistent – it has been variable, with periods of accelerated population growth interspersed with extended periods of slower growth. Accelerated population growth in Morinville started in the late 1960s and continued throughout the 1970s. The population more than tripled between 1971 and 1981, with annual growth rates between 8.2% and 17.3%. This growth reflects the dynamic population growth that was happening throughout Alberta, especially in the two large metropolitan areas of Edmonton and Calgary.

Population growth slowed in Morinville and across the Province in the 1980s and 1990s. Annual rates of growth dipped as low as 0.7% in some years. The past five years have seen a resurgence of population growth, although not to the same extent as the 1970s. The average annual rate of growth from 2006 to 2011 is 4.7%.

While the pace of population growth has been uneven, it is instructive to examine the average annual growth rates to provide context and perspective to the CRB projections.

The actual long term historic annual growth rates are presented below.

<table>
<thead>
<tr>
<th>Time frame</th>
<th>Years</th>
<th>Annual rate of growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 year</td>
<td>2006-2011</td>
<td>4.7%</td>
</tr>
<tr>
<td>10 year</td>
<td>2001-2011</td>
<td>2.7%</td>
</tr>
<tr>
<td>15 year</td>
<td>1996-2011</td>
<td>2.3%</td>
</tr>
<tr>
<td>20 year</td>
<td>1991-2011</td>
<td>1.7%</td>
</tr>
<tr>
<td>30 year</td>
<td>1981-2011</td>
<td>2.0%</td>
</tr>
<tr>
<td>40 year</td>
<td>1971-2011</td>
<td>4.5%</td>
</tr>
</tbody>
</table>

Three facts highlighted by this historic growth summary are of particular interest:

1. The rate of growth has varied considerably depending on the time period.
2. Even in the slowest growth time period (1.7%) the rate of growth has substantially exceeded the CRB forecast for 2009 to 2044 at 1.3%. Over the past 40 years, the rate actual of growth at 4.5% has exceeded the CRB’s 35-year forecast by a factor greater than three.
3. The past five years have seen growth rates (4.7%) that are similar to the 40-year period annual growth rate.
3.2 Population Forecasts & Scenarios

CRB Projections

The CRB forecast (Capital Region Growth Plan Addendum; December, 2009, Tables 1 and 2, pp. 6 and 7) projects an average annual population growth rate for Morinville over the 35-year timeframe between 2009 and 2044 of 1.3%. This would take the population from 7,636 in 2009 to 12,186 in 2044. The average annual growth rate of 1.3% is considerably below Morinville’s 20 and 30-year actual historic average annual growth rates of 1.7% and 2.0% respectively; and, much lower than the 5 year and 40 year actual annual growth rates of 4.7% and 4.5% respectively.

Scenario 1

Morinville proposes two growth scenarios: Scenario 1 and Scenario 2. Scenario 1 uses the CRB’s projected rates of growth from the 2009 population projection but updated to the base year 2011 and the municipal census population of 8504 for that base year. A baseline year of 2011 instead of 2009 shortens the forecast period by two years from 35 to 33.

In effect, Morinville accepts the CRB’s population forecast, as updated to 2011, as one possible growth scenarios that may unfold for Morinville.

Scenario 2

Scenario 2 uses a baseline year of 2011 and a baseline population of 8,504 for that year. It then uses an annual growth rate of 2.3% from 2011 to 2014. This growth rate is based on the actual 15 year annual growth rate from 1996 to 2011, thus reflecting a blend of the slower annual growth rates from 1996 to 2006 with the accelerated growth rates from 2006 to 2011.

From 2014 to 2044, Scenario 2 uses annual growth rates that are five percentage points (0.5%) higher than the corresponding CRB growth rates for that time period. In effect Scenario 2 uses growth rates that are somewhat higher but parallel to the CRB projections. Scenario 2 increases the 33 year annual growth rate from 1.3% for the CRB projections and Scenario 1 to 1.9% for Scenario 2. This growth rate is similar to Morinville’s 20 and 30 year annual growth rates of 1.7% and 2.0% respectively.

Comparison

Table 1 presents the original CRB population projection along with Scenario 1 and Scenario 2 for the purposes of comparison while Figure 2 shows the same information graphically.

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2 It is noted that the 2011 Federal Census showed a 2011 population of 8,569, marginally higher than the Municipal Census. At the time the population projections for this MDP were prepared, the 2011 Federal Census population data was not available. Therefore, all population projections in this MDP utilize the 2011 Municipal Census data.
Table 1: Population Projections

<table>
<thead>
<tr>
<th>PROJECTION</th>
<th>2009</th>
<th>2011</th>
<th>2014</th>
<th>2019</th>
<th>2029</th>
<th>2044</th>
<th>AVERAGE OVER FORECAST PERIOD</th>
</tr>
</thead>
<tbody>
<tr>
<td>ORIGINAL CRB</td>
<td>7,636</td>
<td>8,305</td>
<td>8,882</td>
<td>9,961</td>
<td>12,186</td>
<td></td>
<td>1.3%</td>
</tr>
<tr>
<td>Average Annual % Change</td>
<td>1.7%</td>
<td>1.4%</td>
<td>1.1%</td>
<td>1.5%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SCENARIO 1</td>
<td>8,504</td>
<td>8,945</td>
<td>9,589</td>
<td>10,698</td>
<td>13,375</td>
<td></td>
<td>1.3%</td>
</tr>
<tr>
<td>Average Annual % Change</td>
<td>1.7%</td>
<td>1.4%</td>
<td>1.1%</td>
<td>1.5%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SCENARIO 2</td>
<td>8,504</td>
<td>9,104</td>
<td>10,002</td>
<td>11,608</td>
<td>15,623</td>
<td></td>
<td>1.9%</td>
</tr>
<tr>
<td>Average Annual % Change</td>
<td>2.3%</td>
<td>1.9%</td>
<td>1.5%</td>
<td>2.0%</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The projected 2044 population ranges from 12,186 to 15,623. The higher population would nearly double the population of the Town. It also is approximately equal to the population capacity within the current approved Area Structure Plans. These approved ASP areas provide a buffer to accommodate any future unexpected surge in the rate of population growth.

Figure 2: Population Forecast Comparisons

Scenario 1 and Scenario 2

When comparing Scenario 1 and Scenarios 2, it is evident that the Scenario 2 projected population is not a great deal higher than the CRB’s adjusted population forecasts. Scenario 2 need not be considered non-compliant with the Growth Plan simply because the numbers don’t precisely match the CRB’s. Rather, Scenario 2 can be viewed in the spirit of the Growth Plan’s own recognition on page 6 of the 2009 Addendum that multiple possible future growth scenarios exist, and that Scenario 2 is but one of these possible alternatives. Additionally, Scenario 2 appears to align more closely with Morinville’s...
historic 20 and 30-year growth rates than the original CRB projection using the base year of 2009 or Scenario 1.

10,000 Population Threshold

The importance to Morinville of the 10,000 population mark lies in the Municipality’s ability to become a city. Not only would this be a source of civic pride and an historic landmark in Morinville’s history, it would also be a signal to retailers and other investors that a certain critical mass, or threshold, had been achieved. It would also have the collateral benefit that Morinville could petition to assume planning authority from the Province over the portion of Highway 642 (100 Avenue) that runs through Morinville. As discussed further in Section 8.5 Future Planning for Downtown, authority over 100 Avenue is directly linked to economic development and residential/commercial re-development of the Downtown core – key issues to address as Morinville strives to strengthen its local economy.

Scenario 1 with a base year of 2011 indicates a population of 10,000 can be reached in approximately 2023, seven years sooner than the original CRB projections, which used 2009 as its base year.

In the Scenario 2 population forecast, a population of 10,000 is projected to be reached by 2019, eleven years sooner than anticipated by the original CRB’s projection, yet only four years earlier than projected in Scenario 1.

3.3 Capacity to Accommodate Population Growth

Existing Approved ASPs

Notwithstanding the Capital Region Board’s population projections, Morinville has conferred development rights pursuant to the Municipal Government Act to private landowners by way of four adopted Area Structure Plans (existing statutory planning documents grandfathered under Section 19 of the CRB Regulation). These development rights allow for a certain amount of population growth within existing planned residential neighbourhoods. Further, these rights are legislatively conveyed, and can be neither ignored when considering population growth potential in Morinville, nor repealed by either the Municipality or the CRB without significant risk and certain exposure to litigation. This population growth potential cannot be ignored, curtailed or stopped.

Therefore, when considering future population growth in Morinville, the population potential at full build out of the land within these approved ASPs must be taken into consideration. The pro-rated, combined population potential of the remaining development within each ASP is approximately 8,000 people at full build out. At the current population of 8,504, if these remaining developments built out as per their approved ASPs, Morinville could see a doubling of its population. The Moderate Growth Scenario presented in the previous section would take the 2044 population to 15,627. The incremental population could thus fit very nicely into the approved ASP areas, especially if an increase in residential density were to be achieved, although not mandated by the CRB.

There are far too many influencing factors, including market conditions, which are outside of the control of the Municipality, and the CRB for that matter, to suggest with any degree of accuracy when this
population potential may be realized. Therefore, it should not be suggested that build out of these ASPs to a population of over 16,000 would be inconsistent with the CRB’s population forecasts as the timeframe for build out is unknown. It is possible that build out of this population potential may represent the only growth in Morinville for the next 32 years.

**Infrastructure Capacity**

Morinville is well positioned from a utility, transportation and community infrastructure capacity point of view. Municipal servicing capacity exists to service a population of up to 30,000 without requiring any additional upgrading. The Province has committed funding to building an interchange at Highway 2 and Cardiff Road, improving traffic safety and the capacity of the intersection to accommodate future growth.

The recent opening of the $6 million Community Cultural Centre has provided unparalleled capacity to support the arts and improve the cultural landscape of Morinville and surrounding area. Additionally, Morinville has two elementary schools, one middle school and one high school.

Good planning would suggest that the CRB ought to recognize Morinville’s preparedness for growth as a regional asset and promote Morinville as a preferred place of residential, economic, social and cultural activity within the overall framework of sustainable development.

**3.4 Residential Density**

The CRB establishes density targets of between 20 to 35 dwelling units per net residential hectare for Priority Growth Area (PGA) municipalities outside of Edmonton similar in character to Morinville. Though Morinville is not a PGA, these density targets are a useful reference point for successfully managing future growth; and, therefore, 20 to 35 dwelling units per net residential hectare is the density target Morinville adopts in this MDP.

It should be clarified that employing higher density targets does not necessarily result in population growth, and it is not the intent of this MDP to employ density targets with the goal of reaching a certain population target. Higher density simply means using existing land, infrastructure and other resources more efficiently and reducing the local and regional footprint of development. In the context of the CRB’s principles and policies, employing higher density is consistent with the Growth Plan by reducing the regional ecological footprint and maximizing the utilization of existing infrastructure.

**3.5 Employment Projections**

**Workforce**

Morinville offers a number of employment sector options, including agri-industrial processing and industrial manufacturing, construction, hospitality and service industries, retail, local government, healthcare, childcare, and education.

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3 The Capital Region Growth Plan Addendum, October 2009, Table 3, page 12.
According to 2006 Federal Census information, approximately 58% of employed residents in Morinville worked outside of Morinville. This percentage of out of town employment is similar to the 2006 Federal Census employment data for other communities in the Capital Region, including St. Albert, Spruce Grove, Stony Plain and Beaumont, which are all PGA communities. The percentage of employed residents working outside the municipalities of Spruce Grove, St. Albert, Stony Plain, and Beaumont were approximately 55%, 57%, 56% and 70% respectively.

Finding work outside of one’s home municipality is not inconsistent with the CRB’s policies. In fact, a mobile workforce promotes “the concept of a ‘borderless’ region”, and supports the efforts to place economic development opportunities in the most appropriate location in the region for the benefit of all (CRB Regional Land Use Principles & Policies; March, 2009). In other words, some work will not be located near preferred residential areas in the Capital Region due to land use conflicts and other factors, making commuting a necessity in a borderless regional economy.

**Employment Growth Prospects**

Morinville’s business license data suggests an increasing trend toward home-based entrepreneurship. According to the Business Development Bank of Canada\(^4\), Canadian entrepreneurs are typically between the ages of 35 and 54; and, 16% of Canada’s entrepreneurs live in Alberta and British Columbia. According to the 2011 Municipal Census, Morinville’s three largest age cohorts are 25-34, 35-44 and 45-54, which combined represent over 40% of the total population. A young population may be one reason for Morinville’s strong entrepreneurial sector.

Examining the business license statistics since 2007, approximately one third of all licensed businesses issued in Morinville are for home occupations.\(^5\) In 2007 the number of home occupation business licenses issued was 76, representing over 19% of total issued business licenses for that year. By 2011, 116 home occupation permits were issued, representing over 25% of total issued business licenses, a five-year increase of 6%, and an average annual increase of 1.1%. These statistics do not account for other entrepreneurial ventures, including self-employed individuals working in Morinville at store-front locations outside of the home.

The percentage of Morinville residents working outside the municipality in traditional employment situations remains consistent with other Capital Region communities; and, its home-based enterprise sector appears to be growing steadily. These circumstances would appear to bring Morinville into compliance with the Growth Plan’s policy of supporting regional economic development; and, supports the Municipality’s desire to move toward greater economic sustainability.

**Employment Projections**

Table 2 compiles employment projections related to the original CRB projection, Scenario 1 and Scenario 2 projections. The projections were derived by expressing employment as a percentage of population using the CRBs original population and employment projections. The base year of 2009 was

\(^4\) http://www.bdc.ca/Resources%20Manager/misc/CES_2010_EN%20Final.pdf

\(^5\) Town of Morinville Planning & Development Department
used for comparison purposes and enabled the use of constant population to employment ratios for both growth scenarios. The ratios were then applied to the population projections for Scenarios 1 and 2. Recall that Scenario 1 is actually the adjusted CRB population projection for Morinville, reflecting the most recent Municipal Census population data.

Table 2. Employment Projections

<table>
<thead>
<tr>
<th>EMPLOYMENT PROJECTION</th>
<th>YEAR</th>
<th>AVERAGE OVER FORECAST PERIOD</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2009</td>
<td>2014</td>
</tr>
<tr>
<td>ORIGINAL CRB</td>
<td>2,872</td>
<td>3,032</td>
</tr>
<tr>
<td>Average Annual % Change</td>
<td>1.1%</td>
<td>0.7%</td>
</tr>
<tr>
<td>SCENARIO 1</td>
<td>2,872</td>
<td>3,265</td>
</tr>
<tr>
<td>Average Annual % Change</td>
<td>2.6%</td>
<td>0.7%</td>
</tr>
<tr>
<td>SCENARIO 2</td>
<td>2,872</td>
<td>3,323</td>
</tr>
<tr>
<td>Average Annual % Change</td>
<td>3.0%</td>
<td>1.2%</td>
</tr>
</tbody>
</table>

Scenario 1 indicates a slightly higher average annual employment rate of increase over the 35-year forecast period than the CRB’s original forecast. This is expected if updated population data is used to express employment as a percentage of population. The sharpest departure from the CRB’s original forecast is the percentage increase from 2009 to 2014 in Scenarios 1 and 2, which reflects the recent sharp increase in population recorded by the 2011 Municipal Census not accounted for in the CRB’s original employment forecast.

However, one will note that from 2019 – 2044 the average rates of change in Scenario 1 are consistent with the CRB’s original employment forecast. Moreover, the 35-year forecast period shows an increase over the updated CRB employment projection of only 0.5% and an increase over the CRB’s original forecast of 1.0% in Scenario 2.
4.0 Municipal Sustainability

4.1 Sustainability Concept
In 2005, the New Deal for Cities & Communities was initiated by the federal government. This initiative committed the government to sharing a portion of the gasoline tax revenue with municipalities to support environmentally sustainable infrastructure initiatives. Municipalities were required to prepare an Integrated Community Sustainability Plan (or Municipal Sustainability Plan) as a condition of receiving the gas tax revenue; thus, the beginning of municipal sustainability planning in Alberta.6

4.2 Morinville 2035: Growing Together
Morinville commenced its Municipal Sustainability Plan (MSP), Morinville 2035: Growing Together, in 2009 and adopted the final draft in early 2011. The MSP is non-statutory, yet influences all subordinate levels of planning and related documents, which must align with and support its principles.

The MSP breaks up sustainability into six ‘pillars’: Governance, Cultural, Social, Economic, Infrastructure and Environmental. Further, three to seven goals were created for each of the six pillars.

Morinville’s sustainability goals through to the year 2035 most directly related to land use planning and growth management include:

1. Land-use and community planning supports the development of an efficient, well-connected, complete and beautiful community;
2. Residents have healthy lifestyles and comprehensive community services support their physical and mental well-being;
3. Morinville proactively reduces greenhouse gas emissions and adapts to changing climatic conditions; and,
4. Morinville proactively reduces its consumption of non-renewable resources and its ecological footprint.

The MDP attempts to implement and support these sustainability goals through policy, particularly regarding compact urban form.

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6 For more information on Municipal Sustainability Planning in Alberta, visit the AUMA website: http://msp2010.auma.ca/
5.0 Community Vision

5.1 MSP Vision
The Municipal Sustainability Plan (MSP) captures the community’s vision for its desired future state, as determined through extensive public and stakeholder consultation:

“Morinville, the family choice, embracing our past to build our future through:

- Exhibiting inclusive, open and fiscally responsible governance;
- Maintaining and celebrating ‘small town’ culture;
- Promoting social and community wellness;
- Encouraging, facilitating and supporting opportunities for a vibrant, diverse and independent economy;
- Efficient and sustainable planning, implementation and protection of municipal infrastructure; and
- Respecting the environment and promoting responsible use of land and resources.”

In summary, the desired future state is a community that offers:

- An economically vibrant commercial downtown core;
- Beautiful, efficient development patterns;
- Environmentally and ecologically responsible decision-making;
- Strong ties to its historical and cultural past;
- The retention of ‘small town’ feel and family friendly lifestyle;
- A commitment to a more sustainable way of living; and,
- A commitment to be seen as an innovative leader within the region.

5.2 MDP Vision
From the shared community vision in the MSP above, two key segments that are most directly affected by land use decision-making:

1. Efficient and sustainable planning, implementation and protection of municipal infrastructure; and,
2. Respecting the environment and promoting responsible use of land and resources.

The MDP attempts to uphold these aspects of the Community Vision through implementation of the policies contained herein.
6.0 Community Profile

6.1 Regional Context
The regional context of a community strongly influences its economic role and physical development pattern. Regionally, a number of important factors are evident and must be taken into account when planning for Morinville.

Morinville is linked to the Cities of Edmonton and St. Albert by Highway 2, a four-lane divided highway (Map 1 Regional Context). Proximity to St. Albert and Edmonton has two interrelated effects. First, Morinville residents enjoy the convenience and amenities offered by larger metropolitan centres while enjoying the slower pace of life in Morinville. Second, the larger economic centres have historically drawn shoppers and workers away from Morinville, a similar experience of other Capital Region communities within easy commuting distance of Edmonton.

An extensive rural area characterised by farms, country residential estates and hamlets surrounds Morinville. This area, primarily within Sturgeon County, depends upon Morinville to supply lower order goods and services. Morinville’s role as an agricultural service centre has diminished over time due to a number of factors, including improvements in the regional transportation system. Nevertheless, Morinville continues to serve the needs of the rural/agricultural community by accommodating agriculturally related commercial enterprises, food services, medical services and cultural and recreational services for neighbouring residents.

Morinville is located in close proximity to the industrial complexes of the Alberta Industrial Heartland (AIH), Canada’s largest hydrocarbon processing region. It comprises approximately 582 square kilometres of heavy industrial land use within Sturgeon County, Strathcona County, Lamont County, and the City of Fort Saskatchewan. The proximity to the AIH to Morinville may have a positive influence on the rate of growth of the community as workers for large projects located in the AIH may choose Morinville as a desirable place to live.

The Edmonton Garrison Canadian Forces Base is located approximately 20 kilometers east and south of Morinville via Highway 642 and 28. Morinville houses many military and civilian workers from the Garrison and there are important service linkages between the two communities.

Morinville is surrounded on all sides by Sturgeon County. Morinville and Sturgeon County maintain a cooperative and collaborative relationship regarding land use decision-making between the two municipal jurisdictions despite the lack of a formal intermunicipal planning framework. Development in Sturgeon County adjacent to Morinville has been limited mainly to agricultural activities. However, an industrial park (Heritage Industrial Park), a hamlet (Cardiff), the Roseridge Landfill, and farmsteads are located in close proximity (Map 2 Local Context).

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7 http://www.industrialheartland.com
8 Ibid.
6.2 Development Patterns & Growth

6.2.1 History
The settlement of Morinville was established in 1891 with the arrival of Father Jean-Baptiste Morin. In 1895, coal was discovered in the area and the settlement of Morinville boasted a church, a school, two stores, three hotels, a post office and several homes. Growth continued until 1905, when the Canadian National Railway and the Northern Alberta Railway extended service to Morinville, making it the "end of the line" and the "gateway to the north." At the official ceremony, Alberta’s first Lieutenant-Governor, C.H.V. Bulyea, drove in the ceremonial silver spike. An additional railway branch line linking Morinville and Edmonton was constructed in 1906.

This linkage greatly contributed to the growth of Morinville as an agricultural, service and cultural centre for the region. Other development, such as the construction of the St. Jean-Baptiste Church in 1907 under the direction of Father Arcade Ethier, and the construction of the Notre Dame de la Visitation convent and boarding school in 1909 solidified the role of Morinville in the region. In 1909, the population of Morinville had reached 365 residents. Morinville was incorporated as a town in 1911.

Morinville continued to prosper and steadily grow as a local administrative, commercial, cultural and agricultural centre throughout the first three-quarters of the century. Growth after 1971 increased exponentially, reflecting Alberta’s booming economy and Morinville’s proximity to Edmonton. With the downturn in the economy in the mid-1980s, growth slowed to less than 2% a year and this continued throughout the 1990s. Starting around 2006, population growth accelerated significantly reflecting the community’s ability to attract residents in a robust regional economy.

6.2.2 Community Form
Overview
Physically, Morinville comprises a number of distinct and separate districts, each with its own land use and housing mix, character and stage of development (Map 3 District Names). The major roadways define and unite these districts, and provide for movement within the community. A notable exception is residential Tellier District located along the southern boundary of the community, which has limited connectivity to the rest of the community. The issue has been prioritized by this MDP and other master planning documents.

Two major arterials, 100 (Champlain) Street and Highway 642/100 (Grandin) Avenue define a community crossroads and the heart of Downtown. Highway 2 defines the western boundary of Morinville. It forms an effective barrier to westward expansion. East Boundary Road defines the eastern limit of the Municipality.
The St. Jean Baptiste Church, the former convent and St. Jean Baptiste Park constitute the most visible landmarks within the community. They speak strongly to the historical roots of the community.

Downtown extends west along 100 Avenue to near Highway 2 and south along 100 Street to near the Canadian National Railway.

The two major arterials divide the community north of the tracks into four quadrants. The northwest and southwest quadrants are occupied by the residential districts of Houle, Father Harnois and Old Towne. The northeast quadrant is occupied by Sunshine Estates, Champagne District, and the Morinville Community High School and Community Cultural Centre. The southeast quadrant comprises the Hittinger, Riopel, and Rivet Districts. Approximately two and half quarter sections of land along the northern boundary of Morinville remain undeveloped, and are designated residential in this MDP and await further planning.

South of the Canadian National Railway, a combination of commercial, industrial and residential uses exist. The commercial and residential Labbé District is located south of the railway and west of 100 Street. The Morinville Business Park and the Tellier District lie to the east of 100 Street. Directly north and east of the Business Park is vacant land. The Tellier District contains the South Glens residential development.

Approved Area Structure Plans

Much of the developable land in Morinville has an approved ASP associated with it. Earlier ASPs show lower residential densities. However, the most recent residential ASP, Westwinds, proposes net residential densities that align with the range of residential densities identified for Priority Growth Areas (PGAs) by the Capital Region Board. In-fill, redevelopment or ASP amendments will provide an opportunity to further influence the design and compactness of development in Morinville.

Downtown

The Downtown core is located centrally in Morinville, along the axis created by 100 Avenue and 100 Street. Residential growth in the very long term would likely be eastward as Highway 2 poses a significant barrier to westward expansion. Should expansion to the east continue, the consequence would be an “off centre” Downtown in relation to the rest of the community. However the Downtown will remain connected by major transportation routes and by the evolving trails system.

Residential Growth

Residential development has occurred primarily to the south and east of the original town site with smaller pockets of development to the north. Some re-development and infill has started to occur in the older neighbourhoods. As mentioned above, future growth will likely be eastward in the very long term. However, existing residentially designated lands are located in the south adjacent to the Tellier District, and to the north adjacent to the Houle, Champagne and Sunshine Estates Districts, which if developed would be sufficient to meet medium and long term housing needs in Morinville.
Industrial Development

Morinville’s industrial area, south of the Canadian National Railway, is well separated from existing residential neighbourhoods to the north by the railway tracks yet is immediately adjacent to the residential Tellier District to the south. It is located downwind from Downtown and has indirect access to Highway 2. A considerable amount of vacant land is available south of the CN Railway to accommodate future industrial expansion, but it requires significant investment in above and below grade infrastructure to be “development ready.” Future expansion of industrial development may necessitate consideration of municipal boundary adjustments.

6.2.3 Development Since 1998

Three MDP amendments in 2002 radically changed the land use patterns in southern Morinville. All land south of the Canadian National Railway to Cardiff Road was at one time designated for business industrial uses. With the approval of three separate MDP amendments in 2002, approximately four quarter sections were redesignated from business industrial to residential use: two and a half quarters on the east side of 100 Street (Tellier District), and one and a half quarters on the west side of 100 Street (Labbé District).

6.2.4 Population, Demographic & Housing Trends

Population Trends

Population change in any community reflects two key factors – natural increase and migration. The first, natural increase, compares births with deaths. In a relatively young population such as Morinville’s, natural increase may create growth of around 1% at current birth and death rates. Consequently natural increase can account for only a small portion of the population growth Morinville has seen in the past few years.

The second factor is the rate of migration. This is the difference between the number of people moving into the community and the number leaving. Clearly Morinville has seen net in-migration in the past few years to drive the positive rates of growth. Migration has been the key to Morinville’s growth.

Historically, Morinville’s growth was assisted by its supply of affordable housing and by the twinning of Highway 2, decreasing commuting times to other centres in the region. Population growth placed demands on services leading to the provision of regional water and sewer infrastructure systems in the early and mid-1980s. This increase in infrastructure capacity in turn facilitated further growth.

The economic slow-down that started in the mid-1980s led to a much slower rate of population growth throughout the balance of the decade and into much of the 1990s. These two decades were characterised by slow but steady population growth ranging from 0.7% to 3.0% annually.

In the 15 years from 1991 to 2006 Morinville’s population grew from 6,011 to 6,775, according to Statistics Canada, representing a 15 year growth rate of 12.7% and an average annual growth rate of 0.8%. Towns of similar size across the prairies struggled to maintain their populations during these
years and a number experienced declining populations. Morinville, however, continued to grow, although more slowly than in the 1960s and 1970s.

The five years between 2006 and 2011 saw resurgence in population growth. From a 2006 population of 6,775 according to 2006 Statistics Canada, the population increased to 8,504 in 2011, according to the 2011 Municipal Census. Assuming that the two sources are comparable, this population growth would produce a five year increase of 1,729, which is 25.5% over five years or 5.7% each year. This is a very healthy rate of growth.

Table 3 compiles Morinville’s 50-year population growth patterns since 1961, showing the percentage change in growth for each time period listed. For the earlier years, figures for the five year intervals provided by Statistics Canada are shown. More recent municipal censuses have provided population information at more frequent intervals. Figure 3 below shows graphically the continual population increase and two periods of rapid growth in the late 70’s and again between 2006 and 2011.

Table 3. Historic Population Change

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Increase</th>
<th>Change (%)</th>
<th>Average Annual %Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961</td>
<td>935</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1966</td>
<td>995</td>
<td>60</td>
<td>6.4</td>
<td>1.3</td>
</tr>
<tr>
<td>1971</td>
<td>1,475</td>
<td>480</td>
<td>48.2</td>
<td>8.2</td>
</tr>
<tr>
<td>1976</td>
<td>2,097</td>
<td>622</td>
<td>42.2</td>
<td>8.4</td>
</tr>
<tr>
<td>1981</td>
<td>4,657</td>
<td>2,560</td>
<td>122.1</td>
<td>17.3</td>
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<td>1986</td>
<td>5,364</td>
<td>707</td>
<td>15.2</td>
<td>3.0</td>
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<tr>
<td>1991</td>
<td>6,011</td>
<td>647</td>
<td>12.1</td>
<td>2.4</td>
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<tr>
<td>1996</td>
<td>6,226</td>
<td>215</td>
<td>3.6</td>
<td>0.7</td>
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<td>2001</td>
<td>6,540</td>
<td>314</td>
<td>5.0</td>
<td>1.0</td>
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<tr>
<td>2006</td>
<td>6,775</td>
<td>235</td>
<td>3.6</td>
<td>0.7</td>
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<td>2008</td>
<td>7,228</td>
<td>453</td>
<td>6.7</td>
<td>3.3</td>
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<td>2009</td>
<td>7,636</td>
<td>408</td>
<td>5.6</td>
<td>5.6</td>
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<tr>
<td>2011</td>
<td>8,504</td>
<td>868</td>
<td>11.4</td>
<td>5.7</td>
</tr>
</tbody>
</table>

Demographic Trends

Morinville has a relatively young population, younger than the Provincial average. This may be due to greater housing affordability, educational and recreational opportunities and the perception of a family-oriented community.

A young population has different needs than an older population in terms of recreation, education, park spaces and other community needs. A goal of community planning is to anticipate and address the needs of all age groups within the community.

Two indicators illustrate the relative youthfulness of the community.

- **Median age.** Morinville has a lower median age than the province as a whole. The median age for Morinville was 33.7 years in 2006, compared with 36.0 for Alberta in 2006.\(^9\)

- **Age distribution.** Morinville has relatively more people in the younger age groups and fewer in the older age groups than Alberta as a whole. In 2006, Morinville had 31.2% of its population in the 0-19 age group in 2006 compared to 26.5% for Alberta as a whole. For the older age groups, 32.0% of the population was over 45 compared to 36.1% for Alberta (see Figure 4).

\(^9\) Incidentally, the median age according to the 2011 Municipal Census was 33.6, relatively unchanged from 2006.
Housing Trends

Housing starts since 2005 as shown in Table 4 show a striking parallel to population growth. A total of 104 starts in 2011 is evidence of Morinville’s robust housing sector and a tribute to its attractiveness as a place to live. These figures also point to a substantial physical expansion of the community as new residential areas have been developed in the past decade.

Table 4. Housing Starts: 2005 – 2011

<table>
<thead>
<tr>
<th>Year</th>
<th>Single Unit</th>
<th>Multi-Unit</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>81</td>
<td>44</td>
<td>125</td>
</tr>
<tr>
<td>2006</td>
<td>136</td>
<td>102</td>
<td>238</td>
</tr>
<tr>
<td>2007</td>
<td>170</td>
<td>135</td>
<td>305</td>
</tr>
<tr>
<td>2008</td>
<td>57</td>
<td>11</td>
<td>68</td>
</tr>
<tr>
<td>2009</td>
<td>56</td>
<td>12</td>
<td>68</td>
</tr>
<tr>
<td>2010</td>
<td>134</td>
<td>28</td>
<td>162</td>
</tr>
<tr>
<td>2011</td>
<td>73</td>
<td>31</td>
<td>104</td>
</tr>
<tr>
<td>Total</td>
<td>707</td>
<td>363</td>
<td>1070</td>
</tr>
</tbody>
</table>

| % of Total | 66% | 34% | 100% |

Source: Town of Morinville, Planning & Development Department

There are two trends of particular interest in Table 4. First, the effect of the 2008-2009 recession is particularly evident in the dramatic decrease in housing starts for that period. This indicates how...
sensitive the local economy is to national and global economic factors. In 2010 a rebound in housing activity was seen as economic conditions started to improve in the region and the nation.

Second, it is noteworthy that over one third of the housing starts were various forms of multi-unit development. This category includes housing types from duplex/semi-detached units through town house developments to low-rise apartments. The construction of a number of town house complexes and at least one highly visible low-rise apartment building at the community’s west limit have significantly increased the range of housing options available in Morinville for both younger and older age groups. It is also a step in the direction of achieving a more compact urban form, one of the key goals of the MSP.

The total housing stock within Morinville according to the 2011 Municipal Census is 3,433, an increase of 1,143 dwelling units since the 2006 Federal Census. Additionally, occupied private dwellings reported at 79.9% single detached houses, 4.4% semi-detached or duplex houses, 12.4% row houses and apartments, and 3.1% ‘other dwellings’ in the 2006 Census are now reported at 66%, 6%, 13%, and 3% respectively.

A final note on housing occupancy: the 2006 Census provided an occupancy rate of 2.96 persons per dwelling in Morinville. By comparison, Edmonton in 2006 had 2.45 persons per dwelling; St. Albert had 2.81, and Sturgeon County 3.08. By 2011, Morinville’s occupancy rate fell to 2.86, a slight decrease of 0.10 persons per dwelling since 2006. More apartment dwellers, smaller families and more people living alone, both young and old, may have contributed to this decline.
7.0 Growth Prospects

7.1 Growth Prospects
Morinville aspires to be a self-supporting, complete community. Through increased non-residential development, improved regional tourism partnerships and possible service-related industrial uses linked to the expanding oil sands industry in northern Alberta, Morinville could evolve into a dynamic city within the next 20 years.

Morinville has a reputation as being an affordable, family-friendly and safe community that attracts a number of new residents each year. Continued growth is contingent in some part to the maintenance of this reputation: more households may attract larger retail developers that require minimum populations to invest in a community. Additionally, growth in the Industrial Heartland is likely to translate into residential growth in Morinville, as will proximity to the Edmonton Garrison, which creates a demand for both rental and non-rental housing in Morinville. Further, the Alexander First Nation located west of Morinville has the potential to affect the growth dynamics of Morinville, as Morinville may address some of the off-reserve housing needs of the Nation’s members.

Furthermore, Morinville is in a very favourable position relative to infrastructure, both municipal and regional transportation and utility infrastructure. Morinville is well positioned regionally and provincially to capitalise on its exceptional access to ground, rail and air transportation infrastructure, as further discussed in Section 11.0 Transportation & Mobility.

7.2 Growth Capacity

7.2.1 Conferred Development Rights
Approved ASPs provide one measure of Morinville’s preparedness to handle new growth (Map 4 Area Structure Plans). Table 5 identifies the current approved ASPs. Four of these are for residential land use, one (Westmor) is for commercial/business-industrial use. It is significant to note that the residential density in the Westwinds ASP is proposed to be 34.7 dwelling units per net hectare. This is on the high end of the density targets proposed by the Capital Region Board for PGAs. Although Morinville is not a PGA, this provides further evidence of the Town’s commitment to more compact urban form as directed both by the MSP and this MDP.
Table 5. Approved Area Structure Plans – Selected Characteristics

<table>
<thead>
<tr>
<th>ASP Name</th>
<th>Area</th>
<th>Residential Density Potential (du/ha)*</th>
<th>Population Potential</th>
<th>% Build Out as of 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Westmor Development Park ASP</td>
<td>27.9 ha 68.9 ac</td>
<td>N/A</td>
<td>N/A</td>
<td>0</td>
</tr>
<tr>
<td>South Glens ASP</td>
<td>96.7 ha 238.9 ac</td>
<td>Gross: 12.1 Net: 21.9</td>
<td>3,913</td>
<td>33</td>
</tr>
<tr>
<td>Westwinds ASP</td>
<td>67.54 ha 166.9 ac</td>
<td>Gross: 18.4 Net: 34.7</td>
<td>3,446</td>
<td>0</td>
</tr>
<tr>
<td>Champagne District ASP</td>
<td>71.44 ha 175.6 ac</td>
<td>Gross: 13.3 Net: 23.0</td>
<td>3,153</td>
<td>60-65</td>
</tr>
<tr>
<td>Grandin Heights ASP</td>
<td>85.9 ha 212.3 ac</td>
<td>Gross: 10.8 Net: 14.0</td>
<td>2,634</td>
<td>0</td>
</tr>
<tr>
<td>Totals (Residential)</td>
<td>349.5 ha 862.6 ac</td>
<td></td>
<td>13,146</td>
<td></td>
</tr>
</tbody>
</table>

* du/ha = dwelling unit per hectare

The total population potential within the approved ASP areas is 13,146 according to the density and household size assumptions in each ASP. The approved ASP areas vary in the degree to which they have developed, as indicated in Table 5 above.

It is estimated the combined four residential ASP areas are up to 40 percent built out. This would leave a population potential of close to 8,000 on lands still to be developed. The 2011 Municipal Census determined Morinville’s population to be 8,504. Morinville’s population could thus reach over 16,000 through the completion of residential lands designated in the approved ASPs. Additional population could be added through residential redevelopment or infill in mature neighbourhoods. Thus it is estimated the municipality has the potential for a population exceeding 16,000 in existing and ‘planned’ areas.

7.2.2 Infrastructure Capacity for Growth

**Water & Sanitary**

Regardless of what rate of growth Morinville attains over time, there is current infrastructure capacity via the regional water and sanitary systems to support a population of 30,000. In other words, no additional regional water or sanitary infrastructure investment is required for Morinville to reach a
The population of 30,000. The 30,000 population threshold relates to infrastructure capacity limits only, and is not a population projection within the scope of this MDP.

**Transportation Infrastructure**

Recent regional transportation infrastructure investments in the Cardiff Road/Highway 2 interchange, completion of the final legs of the Anthony Henday and intersection improvements north of Morinville on Highway 2 are in place. Future investment anticipated includes the building of the West Regional Road. This scale of investment will secure long term growth capacity well beyond the scope of Morinville’s municipal boundaries.

Pressure on transportation infrastructure will be further reduced when a transit link between Morinville and points south becomes feasible. This technical feasibility is linked to a population threshold of 15,000, according to the CRB’s Appendix 3, page 27.

**Community Infrastructure**

Morinville is well positioned from a community infrastructure capacity point of view, especially when one considers the relatively small size of the community.

**Schools**

Morinville has two elementary schools, one junior high school and one senior high school.

**Arts and Culture**

Morinville is the proud home of the multi-million dollar Community Cultural Centre (CCC), which boasts an art gallery, banquet/concert hall, state of the art audio/visual capabilities, fully equipped professional kitchen and a number of expandable meeting rooms. In addition, the CCC houses the Municipality’s Community Services Department, which is responsible for recreational and cultural programming in the community.

Through careful site planning and a joint use agreement, the staff and students of the Morinville Community High School have convenient and wide ranging access to the state-of-the-art facility. A number of community service organizations use the facility’s meeting rooms on a weekly basis; and, the CCC has become the preferred location to hold weddings, business meetings, conferences and trade shows locally.

**Recreation**

Morinville has an ice rink and four curling rinks located within the Ray MacDonald Sports Complex. There is also an outdoor ice surface, two multi-diamond ball fields (one illuminated), numerous soccer fields, and an extensive trails system and outdoor fitness equipment.
8.0 Growth Management

8.1 Growth Management Objectives
The goal of the growth management strategy is to facilitate quality urban form. In this, Morinville shall attempt to ensure complete, connected, and multi-functional space is created and maintained in order to accommodate future growth, and to encourage a desirable and healthy community that is progressing toward a more sustainable state.

Key objectives of this growth management strategy include:
1. Revitalise and populate the Downtown core. A vibrant and populated Downtown should attract a greater range of commercial businesses and add much needed vibrancy to the heart of the community;
2. Facilitate quality design in support of more compact urban form;
3. Improve quality of life while lessening the ecological footprint of development;
4. Increase connectivity between neighbourhoods throughout the community;
5. Improve non-residential tax base to distribute the tax burden more equitably across land uses;
6. Explore economic development opportunities of the new interchange at Cardiff Road and Highway 2 intersection and in relation to responsible oil sand development in northern Alberta;
7. Capitalise on existing highway and rail connectivity;
8. Encourage development of affordable rental and non-rental housing; and,
9. Provide valuable, useable, and attractive public parks and open spaces.

8.2 Compact Urban Form
The way in which a community develops can greatly affect its financial sustainability, its attractiveness as a place to live, and its impact on natural systems and resources. Developing an effective strategy to manage growth is essential in order to ensure land is used in the most efficient way possible and to minimise land use conflicts.

Compact urban form has to do with the physical layout and design of land. Specifically, it attempts to promote intensification and urban beautification through planning principles, such as mixed land use development, increased density, the creation of liveable and safe spaces, decreasing the need for automobiles, and focusing on aesthetics and design. Two sources provide direction and reinforce a move toward compact urban form: the Capital Region Board’s Growth Plan, Growing Forward, and Morinville’s Municipal Sustainability Plan (MSP), Morinville 2035: Growing Together.

The CRB establishes density targets of between 20 to 35 dwelling units per net residential hectare for Priority Growth Area (PGA) municipalities outside of Edmonton similar in character to Morinville.11 Though Morinville is not a PGA, these density targets may prove a useful reference point for successfully managing future growth.

11 The Capital Region Growth Plan Addendum, October 2009, Table 3, page 12.
The principles of compact urban form complement many of the goals of the cultural, social, economic, infrastructure, and environmental sustainability pillars identified in the MSP. Under the ‘Governance Pillar’, a key goal is ‘Efficient Community Planning.’ The MSP encourages development of an ‘efficient, well-connected, complete and beautiful community.’ The Municipal Development Plan is seen as an important tool with which to implement this MSP goal, as it sets the direction for all land use decision-making in the community.

The manner in which compact urban form is achieved is crucial as it will have an impact on the quality of life of the community’s residents. The community design policies that follow attempt to integrate compact urban form into the existing fabric of the community through quality design and reinforcement of its sense of place.

8.3 Community Design

Goal

Morinville shall implement its vision through the use of quality design that recognises Morinville’s rich heritage and local character, and establishes a distinctive, memorable, and timeless sense of place.

Perspective

Planning and design go hand-in-hand. Urban design is not just about architecture – urban design shapes a place and articulates its sustainability. Quality design ensures attractive, usable, durable and adaptable places that are fundamental to successful communities. Urban design reinforces a sense of place.

Sense of Place

Sense of place refers to the human experience of a physical setting: how it makes us feel, react and engage with our community. It is also the perception of a place – a form of cognitive mapping that helps us orient ourselves to, and connect with, our surroundings. Successful places are distinctive, reflective, memorable and timeless:

- Distinctive – uniqueness, as opposed to the homogenisation of places and the globalisation of design, characterised by the same ambience/buildings, only in different locations.
- Reflective – enrich, preserve, complement and provide a variety of archaic and modern features that manifest the heritage of the place.
- Memorable – multi-sensory experiences, value and connection to place (i.e.: does a place evoke an emotion?).
- Timeless – enduring, adaptable places.
Urban Fabric

Urban fabric is the man-made features in a community, as well as how those features interplay with the natural environments of a community. Strong urban fabric results in seamless and harmonious relationships between the built and natural environments. Poor urban fabric seems awkward and may leave us feeling uncomfortable, insecure or disoriented. Strong urban fabric employs ‘human-scale’, a scale that reflects the proportions, ability and comfort level of pedestrians rather than automobiles, and connectivity between land use patterns and transportation networks, all while integrating respectfully with the natural environment.

Place-making

Place-making relates to creating public spaces that are meaningful, beautiful, purposeful and enjoyable by people. These spaces are conscientiously created rather than comprising thoughtless ‘left-over’ spaces, and can be indoors or outdoors, be passively enjoyed or contain interactive elements. Place making strives to improve the distinction between the public realm and the private realm, while creating detailed, vibrant, attractive gathering places for people.

Policies

Sense of Place:

8.1 Morinville shall conceive a strong sense of place that is inviting, innovative, dynamic and adaptable. The sense of place will be encouraged through the preservation, complementation and celebration of Morinville’s architectural and cultural heritage.

8.2 Morinville shall ensure views of significant heritage buildings and other iconic structures are preserved, improved or created.

Urban Fabric:

8.3 Morinville shall require the structure of a neighbourhood to be designed for the human scale to create a sense of community.

8.4 Morinville shall promote a mixture of land uses to create a viable, attractive, complete community.

8.5 Morinville shall intensify the central and identifiable downtown cœur, or heart. This core/heart should have a proportionate balance of residential, retail and jobs and provide numerous civic...
and social facilities. Parking facilities must be well designed, preferably away from the main streets.

8.6 Morinville shall ensure that large-format retail is incorporated compatibly with other uses and the visual/environmental impacts of large parking lots are reduced.

8.7 Morinville shall aim to be ecologically responsible by designing with the landscape, respecting the environment by protecting ecologically significant areas, reducing energy consumption, supporting low impact development (including use of low maintenance landscaping and building materials), and installing responsible utilities. Storm water management systems should be naturalised, combine function with open space, reduce impervious surfaces, and protect natural flows.

8.8 Morinville should support walkability and other safe modes of non-vehicular travel; and, through interesting design and welcoming spaces encourage full utilisation of the public realm.

Place-making:

8.9 Morinville should require that developments provide for adequate internal open spaces, including private and semi-private spaces (yards) and public spaces (recreational and civic paths, parks and grounds) to integrate and complement adjacent development, and peripheral open spaces (buffers) to mitigate impacts of incompatible uses. Specific attention to recognise that site boundaries should be well-delineated edges must be given.

8.10 Morinville shall strive to ensure newly constructed or renovated municipally-owned public facilities meet or exceed the Leadership in Energy and Environmental Design (LEED) Green Building Rating System silver standard.

8.11 Streetscapes create the form and scale of the community and therefore must accommodate the pedestrian, transit and vehicles. Morinville shall:

a) Encourage streetscapes to be proportionate and functional to the layout, hierarchy, form and type of the street to establish focal points and enclosure, with decorative paving, street furniture (including pedestrian-scale lighting) and regularly spaced trees.

b) Promote streetscape improvement projects in existing neighbourhoods, including a specific detailed streetscape plan for downtown main streets.

c) Ensure that streetscape plans address and reduce the impact of surface parking and public utilities on the quality of the pedestrian environment.

8.12 Morinville shall support the integration of public art into the design of public spaces to celebrate culture and enhance appeal.
Implementation:

8.13 Morinville shall establish clear, predictable and effective urban design standards/guidelines for new development in order to achieve the policy direction of this Community Design section.

8.14 Morinville should establish ASP criteria for architectural controls applicable to all single- and two-dwelling residential development prepared by land developers; and individual standards for all multi-residential, non-residential and mixed-use developments:

a) Design vocabulary should include terms regarding vernacular architectural styles; built form, scale and massing\(^\text{12}\); acceptable façade treatments, materials and colours; and landscaping details while promoting innovation and diversity with varying lot sizes, building footprints and build-to/build-up lines. Complementary infill, brownfield (re-development lands) and large format projects should be specifically addressed to create a transition between developments.

b) Design guidelines should promote sustainable, safe, healthy, and inclusive communities by incorporating principles of Smart Growth, Crime Prevention through Environmental Design (CPTED), Leadership in Energy and Environmental Design for Neighbourhood Development (LEED-ND), and Universal Design, among others.

8.14 Morinville shall support the establishment of a design review committee to review development applications as they relate to urban design standards/guidelines:

a) Members of the committee should preferably have expertise in design.

b) A clear rationale for decisions by the committee will benefit positive review and approval, and therefore their processes must be transparent. Administration should advise potential applicants early in the development process if the committee will be involved in the project, ensuring applicants understand how the committee’s recommendations are to be used in the process and design changes that may be requested.

8.15 Morinville should promote awareness and celebrate the importance of urban design through outstanding urban design achievement awards and recognitions.

8.16 Morinville shall ensure standards are put into place committing to maintaining the character and quality of the place, including infrastructure, buildings, properties and open spaces, fostering community pride and a sense of security.

8.17 Morinville shall ensure that design is considerate of local climate, allowing for snow clearing, drainage, icy conditions and wind.

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\(^\text{12}\) Form, scale and massing relate to a building’s exterior three-dimensional composition, or bulkiness, and its relationship with its surrounding environment. It includes the siting, footprint, height, roofline, fenestration pattern and building elements to articulate a building’s elevation, and in certain cases defines an architectural style.
8.4 Growth Management Areas
Morinville exhibits various stages of growth, from the historic Old Towne District with mature trees and grid-pattern streetscapes to newly developing neighbourhoods yet to fully build out to land that remains in agricultural production or sits idle. Understandably, growth management approaches must be adapted to accommodate the characteristics and potentials for growth these different neighbourhoods possess. Five different growth management areas have been identified in Morinville. They do not represent specific geographic areas necessarily, rather categories of neighbourhoods with similar characteristics and planning needs. They are fluid to accommodate how developments build out over time.

These growth management areas are: Downtown, Mature Neighbourhoods, Developing Neighbourhoods, Planned Areas, and Unplanned Areas (Map 5 Growth Management).

8.4.1 Downtown
The Downtown neighbourhood offers many growth opportunities, as well as some challenges. There are a number of large, deep, lots within the Downtown area suitable for re-development and infill. In particular, a number of commercially-zoned lots along the 100 Avenue corridor from the Highway 2 overpass east to about 102 Street are either undeveloped or underdeveloped and could support a more intensive mix of development.

To address these issues, more detailed planning work is required for the Downtown neighbourhood. This work includes a Functional Planning Study for Highway 642, a Cœur de Morinville ASP, and Heritage Conservation Guidelines document. Each of these projects is discussed in greater detail in Section 8.4 Future Planning for Downtown.

Growth Management Policies:

8.18 Morinville shall prepare in partnership with Alberta Transportation a Functional Plan for Highway 642 in Morinville.

8.19 Morinville shall prepare a Cœur de Morinville ASP for the Downtown neighbourhood.

8.20 Morinville shall prepare a set of heritage conservation and preservation guidelines for development and redevelopment of and near structures of historical significance in the Downtown.

8.4.2 Mature Neighbourhoods
The term “mature neighbourhoods” applies to all of the existing, built up residential neighbourhoods outside of the Downtown core that have finished developing. The focus here is maintenance and enhancement of the existing character and basic infrastructure.

Growth Management Policies:

8.21 Morinville should encourage revitalisation of sidewalks and tree planting programs in mature neighbourhoods.
8.22 Morinville shall ensure that any re-development within a mature neighbourhood is sensitive to the existing character and scale of housing.

8.23 Morinville shall ensure compatibility of uses along the edges of mature neighbourhoods.

8.4.3 Developing Neighbourhoods
Neighbourhoods that have already been planned and are in the process of building out are termed “developing neighbourhoods.” These areas provide little opportunity to change direction with respect to current planning philosophy, i.e.: density targets, design guidelines, and streetscapes. Ensuring the developments build out in accordance with existing ASP policies is paramount.

Growth Management Policies:

8.24 Morinville should require, to the extent possible, that future development proposals align with the updated Recreation, Parks and Open Spaces Master Plan, and priority given to trails system connectivity, including connectivity with Sturgeon County’s recreation facilities and in particular with the Hamlet of Cardiff.

8.25 Morinville should strongly encourage architectural controls and minimum design standards for streetscapes on new phases of development.

8.26 Morinville may support amendments to existing ASPs in order to implement current planning philosophy in developing areas provided that sufficient infrastructure capacity is demonstrated.

8.4.4 Planned Areas
“Planned areas” are neighbourhoods that have approved ASPs associated with them, but have not yet commenced any type of development as of the adoption of this bylaw.

There is some opportunity to implement the current planning philosophy of this MDP in these planning areas through the ASP amendment process.

Growth Management Policies:

8.27 Morinville shall encourage and support ASP amendments that attempt to align design standards with those found in this MDP. This may include increased residential density, improved connectivity via the trails system, introduction of mixed use developments and re-configuration of staging plans in support of more efficient use of existing infrastructure and general principles of sustainability. In all cases, infrastructure capacity must be proven in support of proposed intensification of use.

8.4.5 Unplanned Areas
“Unplanned areas” exist where no planning approvals are in place and no development has commenced. These areas will, in most cases, require an adopted ASP prior to the commencement of development.
These areas offer the best opportunities to implement contemporary planning principles and sustainability initiatives through the ASP approval process. These areas also offer opportunity for cooperative planning with Sturgeon County on lands adjacent to its boundary.

**Growth Management Policies:**

8.28 Morinville may require that unplanned lands benefit from an approved ASP or conceptual scheme, prepared by a Registered Professional Planner, prior to commencement of development, at the discretion of the Development Authority.

8.29 Morinville will participate in collaborative planning with Sturgeon County for lands adjacent to the County’s boundary.

8.30 Morinville shall support the efficient use of land and infrastructure through increased density targets, mixed use developments, centralised community commercial nodes, internal walkability, and connectivity with the rest of the community via the trails system.

8.31 Morinville shall require high quality design standards, including landscaping and streetscaping, in higher density developments.

**8.5 Future Planning for Downtown**

Effective growth management of the Downtown will require some additional, detailed planning. Below are the project descriptions and generalised terms of reference of the key planning projects identified for the Downtown neighbourhood.

**8.5.1 Highway 642/100 Avenue Functional Planning Study**

The functional planning study will discuss the access management plan, level of service and right-of-way requirements for the interim and ultimate stages of development in collaboration with Alberta Transportation. It is anticipated the functional plan would address the section of Highway 642 in Morinville as three distinct segments:

1. Highway commercial from the Highway 2 overpass to the Canadian National Railway crossing;
2. The Downtown mixed use (commercial, residential, professional) core from the Canadian National Railway crossing to the intersection of Highway 642 (100 Avenue) and 99 Street; and,
3. Major urban arterial from the Highway 642 (100 Avenue) and 99 Street intersection to the eastern boundary of the municipality.

Specifically, the objectives for this study are:

- Review roadway access management along the corridor with recommendations for ultimate access locations which satisfy safety and operational requirements and are acceptable to local stakeholders;
- Develop an ultimate (25-year) functional plan based on required levels of service with recommendations for short and medium term improvements;
- Identify the right-of-way requirements for the ultimate plan and any interim stages; and,
• Identify urban design elements for the second segment of Highway 642 (Canadian National Railway to the Highway 642/100 Avenue and 99 Street intersection) as appropriate to foster the development of a vibrant pedestrian friendly, mixed-use downtown core to be incorporated into the right-of-way design.

8.5.2 Cœur de Morinville Area Structure Plan (ASP)

One of the most important roles of the Cœur de Morinville ASP will be to implement the appropriate and mutually acceptable function and access management plan for Highway 642/100 Avenue through the Functional Planning Study discussed above. The Cœur de Morinville ASP will flow from the Functional Planning Study and identify main street redevelopment/improvement areas (including improving the public/pedestrian realm), and support appropriate access management policies.

The purpose of the Cœur de Morinville ASP is to provide a policy framework for the Cœur de Morinville ASP area, with a vision to the year 2035. A suitable boundary for the Cœur de Morinville ASP will generally contain the lands along the two “main streets” – 100 Avenue from the west boundary to 100 Street, and 100 Street from 100 Avenue to the Canadian National Railway crossing and the peripheral lands, as shown in Map 6 Cœur de Morinville ASP Tentative Boundary. This boundary may need to be refined and altered prior to commencing, or during the development of, the project.

The ASP will describe the current state of the Downtown, provide growth projections based on development trends, identify challenges and opportunities, and outline public policy for implementation. Generally, the ASP should:

• Be a clear and practical regulatory tool for Council and Administration to manage future growth and streamline approval processes to encourage investment. The Cœur de Morinville ASP should increase awareness and support for the new vision of the Downtown for investors and Downtown stakeholders. The Registered Professional Planner(s) responsible for crafting the ASP must ensure policies are well targeted and constructive, based on a common understanding among Council, Administration and citizens of the Downtown’s strategic opportunities.

• Outline specific strategies and actions guiding development of an environmentally, economically and socially sustainable Downtown. The ASP will provide a strategic policy framework for the Downtown by incorporating key policies that exist at the time the ASP is adopted. As new policy documents develop, the ASP may need to be amended to reflect the most current policy directions.

• Define land use parameters within the plan boundary with established target population densities. These parameters will further guide the form, scale and massing of the built environment to create a “main street feel.” These parameters combined with identified land use designations will guide future development, redevelopment, or potential rezoning of property within the ASP area. The land use policies in the ASP will be implemented through land use bylaw regulations, development permit guidelines, heritage revitalisation and conservation agreements and design guidelines. The intent is to:
Strengthen the central business retail core (100 Avenue between Canadian National Railway crossing and 100 Street), limiting expansion and encouraging infill of vacant lands and intensification of existing single-storey buildings including the promotion of commercial/residential mixed-uses;

Provide for a wider range of commercial activities along the remainder of “main street” (100 Avenue west of Canadian National Railway and 100 Street) to stimulate infilling vacant lands and selective mixed-use opportunities; and,

To establish appropriate locations for redevelopment of higher density residential uses that will clearly define the “transitional zone” – the interface between the commercial main streets and well established residential neighbourhoods.

In addition to the foregoing, the following elements should be addressed in the preparation of the Cœur de Morinville ASP:

1. Building Community Awareness and Support – minimise potential opposition through education regarding the negative misperceptions surrounding higher density.

2. Heritage Conservation – craft policy to support preservation of historically significant buildings.

3. Population and Housing – promote a diversity of housing types to address gaps in attainable housing supply.

4. Economic Development – promote and provide incentives for infill and intensification, and to attract niche retail markets to promote regional tourism.

5. Area Redevelopment Levy – provide consideration and rationale for an area redevelopment levy (particularly regarding capital costs to alter curbs/sidewalks and alignments along 100 Avenue, and upgrades of lanes particularly handling heavy commercial traffic from gravel to paved standards).

The Cœur de Morinville ASP will also direct a revitalisation strategy to address urban design principles for the area, with elements such as:

- Curb “bulbs” for traffic calming, improved sight lines, and shortened crosswalks;
- Street furniture and pageantry including trees, benches, pedestrian lighting, banners and flower baskets;
- Well identified crosswalks with decorative paving, well-painted lines and/or lights; and,
- Improved pedestrian safety incorporating crime prevention through environmental design (CPTED) principles and barrier-free design applications.

8.5.3 Heritage Conservation Guidelines

The Municipal Sustainability Plan (MSP) establishes the vision of embracing the past to build our future through maintaining and celebrating small town culture. Under the Cultural Pillar, the history and
identity of Morinville is celebrated and supported, including heritage buildings, sites and commemorative names under the goal *Celebrate Arts, Culture and Heritage* to promote a sense of community.  

13

There are many benefits to preserving historically significant buildings. Morinville’s Downtown neighbourhood contains a number of buildings of historical and architectural significance. Historic buildings, whether remarkable or humble, can tell stories which reflect a community’s heritage. They enhance appeal, adding variety and a sense of place to communities.  

14

They promote the economic vitality and liveliness of a neighbourhood.  

15

The MDP supports the preservation of significant historical and cultural artefacts in the Downtown neighbourhood, and directs Administration to develop a set of guidelines and informational pamphlets to assist in this endeavour.

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14 “Creating a Future for Alberta’s Historic Places” – Municipal Heritage Partnership Program
15 *ibid*
9.0 Land Use

Intent

The policies within this section are intended to support an increase in residential density of new developments, an expanded population in the Downtown, improved design standards, a well-developed public realm, and provision of adequate land for non-residential growth.

Future Land Use Concept

The Future Land Use Concept (Map 7 Future Land Use Concept) identifies the overall growth management strategy for Morinville. Through a set of land use designations and supporting policies, the Concept provides for future decisions about land use and density. Map 7 identifies the locations for key land use designations listed below, with the exception of Institutional and Parks & Open Spaces.

It is unusual to assign land for Institutional and Parks & Open Spaces uses in advance of development proposals. Institutional uses such as schools and churches are typically sited at the ASP stage based on community need or an expression of interest from a third party to a developer. Additionally, the location of parks and open spaces must be linked to the overall design and layout of a neighbourhood, which is not the level of detail provided for in an MDP.

Land Use Designations:

- Downtown
- Residential
- Commercial
- Business Industrial
- Institutional
- Parks & Open Space

9.1 Downtown

Goal

To increase the vitality of the Downtown neighbourhood through improved streetscaping and open spaces, increased population, and a range of commercial enterprise.

Perspective

Downtown Morinville is a unique neighbourhood with enormous potential, where commerce, housing, recreation and tourism can all come together to create an exciting place. The Downtown is also the cultural and social heart of the community. Therefore this neighbourhood deserves special attention.
and policy direction tailored to encourage the kinds of uses, developments and activities that support a vibrant downtown core.

The Downtown is also historically significant. A balance will be necessary where important historic buildings co-exist and complement new higher density developments. An historical inventory and design guidelines are needed to identify key historic assets and acceptable development requirements for sites adjacent to these assets in the Downtown.

Commercial development in the Downtown will be enhanced through the completion of a functional planning study for Highway 642. It is anticipated the completed Highway 642 Functional Planning Study will provide more certainty for landowners and developers in the Downtown and stimulate investment in and along the main street.

**Policies**

**General:**

9.1 Morinville shall promote the Downtown as a strong retail and commercial base, and its role as a complete neighbourhood and economic hub within Morinville.

9.2 Morinville shall encourage residential expansion and infill, including mixed use developments, in the Downtown.

9.3 Morinville shall encourage the Downtown to develop as a welcoming and inclusive neighbourhood that supports the diverse needs of its residents, employees and visitors, and provides equitable access to community, education, health, safety, and social services.

9.4 Morinville should build upon its rich history and respect the Downtown’s heritage assets.

9.5 Morinville shall support safe, convenient, enjoyable and sustainable transportation choices in the Downtown, ensuring that transportation facilities are properly integrated into the community.

9.6 Morinville shall encourage the development of a comprehensive system of parks, open spaces and facilities that provide recreational opportunities and other aesthetic and environmental benefits in the Downtown.

9.7 Morinville shall promote the Downtown as a vibrant cultural hub of Morinville.

9.8 Morinville shall encourage the Downtown to develop as a walkable, well-connected neighbourhood that is safe and pleasant for the pedestrian with a public realm that sets the stage for a vibrant and engaging community life.

9.9 Morinville should ensure the Downtown has infrastructure services and utilities that efficiently and adequately meet the neighbourhood’s needs.
Downtown Commercial:

9.10 Morinville shall encourage small-scale, boutique and retail commercial developments to the Downtown.

9.11 Morinville shall require that new commercial development in the Downtown adhere to the policies and design standards of the Functional Planning Study, Cœur de Morinville ASP and Heritage Preservation Guidelines documents.

9.12 Morinville shall encourage that, whenever possible, new developments be street-oriented with parking located at the side or rear of the building.

9.13 Morinville shall support the development of mixed use residential/commercial structures in the Downtown.

9.2 Residential

Goal

To provide for a range of housing types to meet the needs of a diverse marketplace, and to promote quality design standards, connectivity and walkability of residential neighbourhoods.

Perspective

Residential Neighbourhood Design

Residential development comprises the largest component of the built environment in Morinville. Residential neighbourhood design therefore can have a proportionately large influence on the look and feel of the overall community. Current planning philosophy of this MDP supports efficient use of land and infrastructure, as articulated through more compact development patterns.

Opportunities to express the current philosophical approach to residential development lie primarily with these large, unplanned and undeveloped blocks of land. To a lesser extent, requests to amend existing ASPs may offer some opportunity to refine proposed residential neighbourhood designs.

A satisfactory range of density for future residential development in Morinville, similar to that suggested by the CRB for Priority Growth Areas in the Capital Region outside of Edmonton, is 20 – 35 dwelling units.
per net residential hectare. This range of density could incorporate single unit, two-unit and multi-unit dwelling types.

Well-designed neighbourhoods should incorporate, and not segregate, different housing types based on density. An example of a well-designed residential neighbourhood in Morinville is Champlain Village I in the Champagne District. This neighbourhood sets an excellent standard for compact residential neighbourhood design in Morinville.

**Housing**

As stated in the 2009 Community Housing Plan (CHP), safe, adequate, and affordable housing has been identified as a basic need for individuals and families. However, the province’s cyclic economy has created challenges for municipalities in ensuring an adequate supply of attainable housing, and Morinville is among those challenged to meet the demand.

The CRB and the CHP both identify a need for a broader range of housing forms and price points in Morinville, for both ownership and rental. As of 2009, 135 renter households in Morinville were spending greater than 30% of total income on housing.

One important avenue for improving the availability of affordable rental accommodation within the community is enabling secondary suites in residential districts in the LUB. Secondary suites can include basements suites, partitions of existing dwelling units, garden suites, and garage suites.

In addition to providing for attainable housing, the housing needs within an aging population are also changing. Household size is on the decline, and older populations are looking to lower maintenance housing with or without supportive living services. Morinville has some of the best seniors’ housing in the region, but must be cognizant of the growing need for a range of seniors’ accommodations.

Proximity to the Edmonton Garrison also drives a strong rental housing sector in Morinville. Low cost family housing is a key factor for military families when choosing where to live.

Morinville has a reputation as an affordable, family-friendly community; a reputation that wants to be maintained. One avenue to ensure Morinville’s continued desirability is through the implementation of policies that ensure the widest possible mix of housing types are available in the short, medium and long terms.

**Policies**

General:

9.14 Morinville shall encourage secondary suites (i.e. basement, garage and garden suites) where appropriate to subtly increase density in mature neighbourhoods.

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16 *Community Housing Plan, Town of Morinville, 2009*

17 *Capital Region Board Housing Plan, 2009*

18 *Ibid*
9.15 Morinville shall encourage appropriate re-development and infill of existing residential
neighbourhoods to increase available housing stock.

9.16 Morinville shall support community commercial nodes within residential neighbourhoods that
are mindful of the 400 metre (¼ mile) walking distance rule of thumb, which suggests that
people are willing to walk up to quarter of a mile from their home for convenience shopping.

Manufactured Home Parks:

9.17 Morinville shall require that manufactured home parks be comprehensively planned
neighbourhoods requiring the approval of an ASP or conceptual scheme prepared by a
Registered Professional Planner that is consistent with the intent of this bylaw. The owner(s) of a
manufactured home park is responsible for the construction and maintenance of internal roads,
utilities, communal areas and buildings, together with park management, including snow
removal, garbage collection and upkeep of landscaping.

Neighbourhood Design:

9.18 Morinville shall require incorporation of urban planning principles and design attributes
consistent with the intent of this bylaw into residential subdivision and development/re-
development projects. Subdivision and development/re-development projects may be subject
to review by a Design Review Committee prior to approval.

Streetscaping:

9.19 Morinville shall encourage that residential street designs give consideration to providing
opportunities for safe, non-vehicular modes of travel separated from the main carriageway;
include suitable and year-round landscaping treatments; and, incorporate human-scaled design
elements including lighting and street furniture.

Residential Staging:

9.20 Morinville shall require that residential subdivisions be staged to allow for the reasonable
uptake of available lots prior to commencement of subsequent stages of development and to
maximise the existing infrastructure capacity.

Noise Attenuation:

9.21 Morinville may require noise attenuation measures for residential developments locating
adjacent to arterial roadways, rail lines and other noise-generating and non-compatible uses
when determined by a Professional Engineer that such noise attenuation is warranted. Morinville
may seek independent engineering studies at its discretion. Noise attenuation structures must be engineered in accordance with current engineering standards, and be
designed to be aesthetically pleasing. Landscaped berms shall be encouraged over noise
attenuation walls where suitable.
Municipal Development Plan Bylaw 11/2012

Long Range Residential Expansion:

9.22 Morinville shall encourage long range residential expansion to take place in a logical and sustainable manner that maximises the efficient use of land and available infrastructure.

Housing Composition:

9.23 Morinville shall encourage a diversity of housing types and densities in residential areas.

9.24 Morinville shall encourage higher residential density developments in appropriate locations supported by quality design and infrastructure capacity. The minimum density range in Morinville is between 20 – 35 dwelling units per net residential hectare.

Integration of Housing Type:

9.25 Morinville shall support housing design that carefully buffers and/or integrates varying housing densities within a neighbourhood or on a single block or street to create smooth visual transitions between and among various housing forms.

Multi-Unit Housing:

9.26 Morinville shall ensure that multiple-unit housing projects provide for on-site parking and amenity area suitable for the density of the project, be located near a major thoroughfare as necessary to accommodate related traffic generation, and be compatible with adjacent housing forms.

Innovative Housing:

9.27 Morinville may support innovative housing projects where it can be demonstrated that they will be attractive and functional enough in design and appearance to warrant variations to Morinville’s existing development standards.

Attainable Housing:

9.28 Morinville shall support a range of housing types and forms throughout the community.

9.29 Morinville shall encourage developers to use proven, lower cost construction methods that result in aesthetically appealing, affordable housing.

9.3 Commercial Goal

To locate commercial uses appropriately along the main commercial corridors, in the Downtown core, and in residential neighbourhoods; and, to employ applicable urban design standards to new development to improve the attractiveness of the community's commercial developments.
**Perspective**

Commercial uses in Morinville are located primarily in the Downtown along 100 Avenue, and along 100 Street. The commercial area near the south end of 100 Street has developed in recent years, and now includes a number of commercial retail units. Morinville has also seen a number of businesses move in to and out of the Downtown, highlighting the need to improve business viability in the commercial core.

Highway and service commercial uses are best located along the 100 Street corridor south of the Canadian National Railway, and west of the Canadian National Railway on the 100 Avenue corridor.

Neighbourhood commercial development can enhance the quality of life within a residential neighbourhood by reducing vehicle trips and creating social gathering places, and should be encouraged where appropriate.

**Policies**

General:

9.30 Morinville shall encourage appropriate commercial development in the Downtown core.

Highway/Service Commercial:

9.31 Morinville shall encourage highway/service commercial developments to locate outside the Downtown neighbourhood.

9.32 Morinville shall ensure that signage for highway/service commercial uses do not create traffic safety hazards or visual blight.

9.33 Morinville shall ensure that highway/service commercial uses do not create excessive light pollution, and will promote the responsible use of appropriate lighting levels for visibility and safety.

9.34 Morinville shall encourage highway/service commercial development to exhibit quality design detailing on all sides of the building visible from public roadways and adjacent residential uses.

9.35 Morinville shall ensure highway/service commercial developments are adequately landscaped, including parking lots and rear façades that face public roadways and adjacent residential uses.
Neighbourhood Commercial:

9.36 Morinville may allow neighbourhood commercial nodes within suburban residential neighbourhoods, provided the node:

   a) is located along a major roadway that can demonstrate safe access and egress;
   b) is situated on a site not exceeding 0.81 hectare (2 acres) in area;
   c) contains adequate customer and staff parking;
   d) contains an adequate buffer and visual screening from adjacent residential uses; and,
   e) is designed with regard to the scale and character of the surrounding neighbourhood.

9.37 Morinville shall encourage neighbourhood commercial developments to include uses compatible with family-oriented social gathering and will discourage vehicle-oriented service establishments.

9.4 Business Industrial

Goal

To improve development readiness for suitable business/light industrial uses within the boundaries of Morinville, build up the existing supply of industrial land, and encourage landowners of industrially designated lands to develop.

Perspective

The amount of designated industrial land within the municipality’s boundary is limited. There may be a need to adjust the municipality’s boundary to accommodate more industry in the very long term, especially to avoid conflict with existing residential development and land designated for future residential that surrounds the existing business park on south and east sides respectively.

Non-residential development, including industrial development, could help to balance the tax base and stimulate economic growth, and therefore should be encouraged. Notwithstanding the need to broaden the tax base, Morinville should be highly selective of the type of industrial enterprises it attracts. It is paramount that new industry be compatible with existing and adjacent land uses, and consistent with the intent of the business/light industrial land use district with little or no associated nuisance.

Policies

General:

9.38 Morinville shall encourage industrial parks to develop in an orderly and economical manner through the logical extension of services and roadways.

9.39 Morinville shall ensure the remediation of any brownfield sites upon decommissioning of industrial uses, to avoid creating any orphaned industrial sites.
9.40 Morinville should actively encourage a supply of fully serviced business industrial lots.

9.41 Morinville shall allow and encourage compatible commercial, institutional or recreational development to locate within industrial parks, particularly along major thoroughfares, high exposure locations and entrance points.

Design Standards:

9.42 Morinville shall require, through provisions of the Land Use Bylaw and other municipal bylaws, quality development to be maintained through the application of standards for siting and design of buildings, landscaping, screening of storage and parking areas, and signage.

9.43 Morinville shall ensure that developments mitigate visual impacts from public roads.

9.44 Morinville shall differentiate between types and standards of development within business/industrial parks to ensure that the visual quality of industrial parks does not detract from the community. Specifically, visually attractive commercial and industrial activities may locate in high visibility areas of a business park, such as along major transportation routes and at main access points, within business/commercial strips. Industrial uses that are not visually attractive or involve the outdoor storage and stockpiling of goods and equipment should locate in low visibility sectors of an industrial area, such as along internal roadways and backing onto business/commercial strips.

Nuisance:

9.45 Morinville shall evaluate industrial activities, with the potential for generating:

- noise,
- vibrations,
- heat,
- humidity,
- glare,
- smoke or dust or other particulate matter,
- odour exceeding those measures prescribed in applicable municipal bylaws, Provincial or Federal statutes or regulations,
- storage of toxic, flammable or explosive products in significant quantities, or
- for discharging solid, liquid or gaseous wastes or similar hazardous by-products,

and determine if it is suitable to locate such industrial activities in those areas of an industrial park which are adjacent to residential development or where incompatible with existing industrial development. Further, if the pollution, hazard and/or nuisance level is likely to be severe, the industrial activity may not be allowed to locate within Morinville.
Visibility & Access:

9.46 Morinville should encourage business/industrial parks to be designed to have direct access to truck routes, the highway and the rail line, and main transportation routes carrying industrial traffic should bypass the Downtown and residential neighbourhoods.

9.47 Morinville should require that where a business/industrial park is situated along Highway 2 or 100 Street, access points to these two roadways from individual lots shall be limited to indirect access from internal park roads.

9.5 Institutional

Goal

To provide for the establishment and expansion, where appropriate, of suitable institutional uses to meet the needs of the community over the short, medium and long terms.

Perspective

Institutional uses support the physical, mental, social and spiritual well-being of a community. Institutional uses comprise health service providers, specialised housing facilities, religious organisations, service groups, government and educational facilities. Quality of life within a community is arguably connected to the level and range of services provided by institutional uses.

Policies

General:

9.48 Morinville shall ensure compatibility of land uses surrounding existing institutional uses.

9.49 Morinville shall ensure compatibility of proposed institutional uses in existing neighbourhoods.

9.50 Morinville shall ensure adequate levels of planning and analysis are provided for proposed developments with respect to typical planning issues, including but not limited to, site planning, traffic generation and congestion, lighting, noise, drainage and aesthetic appeal.

9.6 Parks & Open Spaces

Goal

To enhance the quality of life and attractiveness of the community for citizens, visitors and investors alike through the expansion of the existing trails system, maintenance and acquisition of quality open spaces, and accessible recreational facilities.
Perspective

Studies show proximity to open space is strongly associated with enhanced quality of life. Communities with well-planned and well-used open spaces are more desirable and more vital than communities with open space deficits.

The challenges of addressing parks and open spaces from a land use planning perspective include connecting open spaces in meaningful and practical ways, maximising the utility and usage of these spaces, and integrating open space planning into overall community planning exercises to improve community vibrancy and quality of life for residents and visitors.

Morinville’s Recreation, Parks and Open Spaces Master Plan was updated just prior to the adoption of this bylaw. The Master Plan provides detailed information, guidance and policy direction for the development of Morinville’s trails system, open spaces and public recreational facilities. This MDP upholds and supports that document, and requires that all future development in the municipality adheres to the direction contained in the Recreation, Parks and Open Spaces Master Plan, and amendments thereto.

Morinville’s existing and future proposed trails system, which in this context includes sidewalks and multi-ways, and major community parks are illustrated on Map 8 Community Facilities & Trails.

Policies

General:

9.51 Morinville shall ensure that should there be contradictions between this bylaw and the Recreation, Parks and Open Spaces Master Plan, the Recreation, Parks and Open Spaces Master Plan shall prevail at the discretion of Council.

Municipal, School & Environmental Reserve:

9.52 Morinville shall require municipal and school reserves dedication equal to 10% of the land remaining after any environmental reserve has been dedicated as part of a new subdivision process, regardless of land use designation, as per the MGA, as amended. Reserve lands should be the primary option with cash-in lieu taken only when land would not integrate with the Recreation, Parks and Open Spaces Master Plan.

9.53 Morinville shall require environmental reserve dedication as per the MGA, as amended. Environmental reserve lands shall remain as natural areas or may be used for trails as long as a trail will not unduly impact the natural environment.

9.54 Morinville shall require that environmental reserve, municipal and school reserves be identified through the statutory planning process, to the satisfaction of the Municipality.

9.55 Morinville should encourage collaboration with the school authorities to identify the necessary requirements and locations for parks and school grounds.

9.56 Morinville should encourage joint use of municipal reserve lands for recreational, park and school purposes.

Waterbodies:

9.57 Morinville should encourage natural and man-made waterbodies be preserved, enhanced or altered as appropriate to meet the passive and active recreational needs of the community.

9.58 Morinville should encourage the design of subdivisions to incorporate natural water courses and waterbodies as community amenities and critical elements of the ecosystem function.

9.59 Morinville shall require that amendment or alteration of designated wetlands will comply with the appropriate Provincial and/or Federal regulation and statutes.

9.60 Morinville should restrict application of pesticides, herbicides and chemical fertilizers on public land adjacent to waterbodies, and be guided by applicable Provincial and/or Federal regulation and statues.

Pathways & Trails System:

9.61 Morinville shall require that new development conforms to the *Recreation, Parks and Open Spaces Master Plan*.

Maintenance:

9.62 Morinville should commit to high standards of maintenance for the park system to ensure that residents feel safe using the parks.

9.63 Morinville should consider naturalisation and xeriscaping for parks, where possible, to reduce water, energy and labour requirements.

9.64 Morinville should promote the development of an urban forest by establishing a tree management policy that will address tree cutting and pruning, and retention and replacement for public and private lands.
10.0 Sustainability

Goal

To integrate sustainability into all decision-making processes and implement those aspects of the MSP related to land use planning and growth management.

Perspective

Sustainability is a way of thinking and acting that reduces negative impacts on the natural environment, and supports the responsible use of available resources. It can be expressed subtly or directly through land use decision-making depending on the issue at hand. Each policy below may be incorporated into any land use designation and integrated into standard development and other agreements as appropriate.

Policies

General:

10.1 Morinville shall support waste reduction efforts and waste stream re-direction practices that do not compromise the character of the community or endanger private or public property or lives.

10.2 Morinville shall encourage water conservation efforts including alternative watering days, rain water harvesting, use of low-flow fixtures and grey water recycling in accordance with any applicable Provincial regulations.

10.3 Morinville should support use of private/alternative electricity generation technology with lower greenhouse gas emissions to power homes, businesses and industry.

10.4 Morinville shall encourage and support appropriate urban agricultural practices, including community gardens, in all land use districts.

10.5 Morinville should support green roofs and alternatives to solid-surface paving materials as they relate to issues of urban heat islands, storm water flows, and naturalised storm water management.

10.6 Morinville should encourage passive solar design and orientation of new structures.

10.7 Morinville may support the use of district heating and cooling systems.

Air Quality:

10.8 Morinville shall promote good air quality to the extent possible through land use decision-making.
Waste Reduction:

10.9 Morinville shall support waste reduction strategies and investigate opportunities to provide incentives for developers that significantly reduce construction waste.

10.10 Morinville shall support individual and neighbourhood efforts to divert organic wastes from the landfill through backyard/community composting activities that do not negatively impact the use and enjoyment of neighbourhood amenities.

10.11 Morinville shall explore the feasibility of adding curb-side household organics pick up to its existing waste management program.

Water Conservation:

10.12 Morinville shall encourage xeriscaping, the use of low maintenance and drought resistant landscaping plants and other alternative landscaping materials in residential neighbourhoods, non-residential settings, and public spaces.

10.13 Morinville shall support the installation of water saving fixtures in the home or business where those fixtures are Canadian Standards Association approved.

10.14 Morinville should support grey water recycling systems in homes, businesses and industry, where supported by Provincial code.

10.15 Morinville shall continue to require water metering on all new residential and non-residential developments.

Private Electricity Generation:

10.16 Morinville shall maintain in the LUB regulations to support the safe and appropriate installation of private electricity generation technology, including, but not limited to, solar arrays, micro-wind turbines, micro-hydro electric generators, biomass generators, geothermal and steam-powered electricity generators.

10.17 Morinville should encourage new development to incorporate private electricity generation technologies wherever feasible.

Urban Agriculture:

10.18 Morinville shall support urban agricultural practices.

10.19 Morinville shall support the expansion of community gardens within the municipality.

10.20 Morinville shall support lawn alternatives.

10.21 Morinville shall encourage and support landowners of vacant, idle parcels of land to offer temporary use of their land for urban agricultural purposes by interested third parties.
10.22 Morinville shall investigate the feasibility of regulating limited urban animal husbandry as it pertains to food security and the keeping of backyard chickens, meat rabbits, bees and the like.

Light Pollution Abatement:

10.23 Morinville should support dark sky initiatives and promote responsible outdoor lighting.

10.24 Morinville should promote the preservation of natural darkness on the basis of ecological integrity, human health concerns, and educational opportunities.

10.25 Morinville shall integrate light pollution prevention regulation into the LUB.

10.26 Morinville shall require by way of regulation in the LUB that all new, non-residential development provide an outdoor lighting concept plan, including photometric mapping and specification information for all lighting fixtures, as part of the development permit application.

10.27 Morinville should require all new and retrofitted exterior light fixtures on municipally-owned buildings and facilities to provide full cut off protection, preventing light from being emitted up into the sky and outward onto adjacent properties.

10.28 Morinville shall require outdoor illumination of residential and non-residential areas to prevent light spillage onto adjacent property.

10.29 Morinville shall encourage neighbourhood renewal programs to replace out-dated overhead lighting with modern, high-efficiency LED lights and install full cut off housing as needed to prevent light spillage.

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20 See www.darksky.org for more information about preservation of the night sky
11.0 Transportation & Mobility

Goal

The goal of a well-planned transportation network is to provide safe, convenient and enjoyable connections between the internal origins and destinations of the community and between the community and the surrounding region.

Perspective

Link between Land Use & Transportation Planning

Land use and transportation planning are inextricably linked. The transportation network facilitates mobility for travel to and from work, shopping, schools, recreation, social and other events. All modes of travel are considered in a transportation plan – movement by foot, bicycle, vehicle, public transit and rail. The transportation network in Morinville comprises roadways, trails and pathways, and railways (Map 9 Transportation & Mobility). The alignments and classifications of Map 9 reflect approved ASPs, and where no ASP exists, the alignments and classifications are conceptual and subject to change and/or refinement pursuant to subsequently adopted ASPs. Minor changes to alignments and classifications shall not constitute an amendment to this Bylaw.

Value of Transportation Infrastructure

Morinville’s investment in road infrastructure, including roads, curb and gutter, sidewalks, trails and bridges represents the greatest investment of any element of infrastructure within the community. Therefore, efficient transportation infrastructure and continuing preventive maintenance are important to the financial sustainability of the community. A more compact form of development as advocated in the MSP, the Capital Region Growth Plan and this MDP would produce more efficient roadway infrastructure development.

Basic Transportation Network

Morinville’s basic transportation is simple, being defined by rail lines and major roadways. The Canadian National Railway Westlock rail line runs through the community diagonally, effectively bisecting it and creating a north-south division. Crossings within the municipal boundary are limited to two: the main crossing on 100 Street and a secondary crossing at East Boundary Road. The secondary Athabasca line runs north to Legal. It has low traffic volume and is proposed to be discontinued. Its future is uncertain.

Two major arterial roads, 100 Street and 100 Avenue meet at a crossroads to define the heart of Downtown and the centre of the community. The major east-west arterial is 100 Avenue (Grandin Avenue), which is also Provincial Highway 642 and hence under provincial jurisdiction for access and land use management. It can be considered the east-west ‘main street’.

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21 Town of Morinville Strategic Asset Management Report, UMA | AECOM 2008. The lineal length of roads in Morinville is 53.76 km, and replacement cost is $90,950,000.00 in 2008.
The major north-south arterial roadway is 100 Street (Champlain Street). It is the major connection between the northern and southern portions of the community. It can be considered as the north-south ‘main street’.

Highway 2 defines the west municipal limits, with access limited to an interchange at 100 Avenue and an intersection at Cardiff Road. It has a grade separated crossing across the Canadian National Railway Westlock rail line. The Province is investing in a second grade separation, a full interchange, at the Cardiff Road intersection. This major Provincial capital project is under construction and stated to be completed by the end of 2013. This improved access at Highway 2 and Cardiff Road may shift traffic patterns within the community. These changing patterns merit careful consideration.

East Boundary Road is the second north-south connector and Canadian National Railway Westlock rail line crossing, defining the eastern municipal limit. At present it has a rural cross-section and an unpaved driving surface. The upgrading of East Boundary Road to increase north-south community connectivity is very important.

Cardiff Road defines the southern limit of the municipality. It is a two-lane paved municipal road providing a connection with the nearby Hamlet of Cardiff within Sturgeon County.

The roles of East Boundary Road and Cardiff Road as part of an alternative truck route to Highway 642 is one transportation network issue being addressed by the Highway 642 Functional Planning Study; a project just underway as of the writing of this MDP.

**Pedestrian Network**

Morinville’s trails system is well maintained and well used. However, system use may be enhanced by improved continuity and connectivity within and between neighbourhoods, and to key destinations such as Downtown, schools, shops and day care facilities. North-south connectivity across the rail line is also increasingly important as the southern residential areas build out. The recently adopted *Recreation, Parks and Open Spaces Master Plan* provides direction for the scheduled development of a comprehensive, continuous, safe and functional trails system. This system will be integrated with the existing open space system and with key origins and destinations within the community. It addresses appropriate standards and cost considerations. Regionally, linkages to Sturgeon County, and especially to Cardiff Park, are encouraged.
Public Transit

The intermunicipal transit service that used to run between Morinville and St. Albert was discontinued in 2009. The Capital Region Growth Plan, Growing Forward, identifies short, medium and long-terms for intermunicipal transit service for Morinville via transit connections with St. Albert and through St. Albert with Edmonton and the rest of the Capital Region. According to the CRB Growth Plan, intermunicipal transit service feasibility is linked to population, with improved feasibility starting at a population of 15,000 people.

Transit partnerships between the Edmonton Garrison, Morinville and Edmonton Transit System (ETS) should also be explored as the Edmonton Garrison already has an established transit agreement in place with Edmonton Transit System. A service extension to Morinville may be feasible.

Regional Connections

Regionally, Morinville is well connected by the regional and provincial roadway system. The opening of the northwest connection of Anthony Henday Drive and the eventual extension of St. Albert’s West Regional Road to Highway 2 near Morinville will improve accessibility between Morinville and major population, employment and service centres of the Capital Region. The Regional Transportation Master Plan prepared by the Capital Region Board is important in ensuring that Morinville remains well connected within the Capital Region.

To the north, Highway 2 connects to the provincial network of Highways 55, 63 and 891 to link with major resource development areas in northern Alberta. Highway 642 provides an important eastern link via Highways 28, 37, 881 and 15 to the employment centres within the Alberta Industrial Heartland as well as a link to the Edmonton Garrison at Namao. To the west, the provincial highway network comprising Highways 2, 37, 44 and 642 provide connections with Highway 43 leading to and from the growing Grande Prairie and Peace River regions.

Potential Effects of the Highway 2/Cardiff Road Interchange

The upgrading of the at-grade intersection of Highway 2 and Cardiff Road to a full interchange was announced in May, 2011, in response to concerns relating to safety and convenience of the current intersection. An immediate result was the deflection of 100 Street to the east to provide ample separation between the 100 Street/Cardiff Road intersection and the on- and off-ramps of the future interchange.

Long term effects on traffic and land use patterns may be significant and warrant continual monitoring. Some probable results of the interchange may be:

- The enhanced safety and convenience of the interchange may attract higher traffic flows from within the community, especially the eastern portions of the community, thus increasing traffic along both 100 Street and East Boundary Road;
- Residential and business traffic in the southern portion of the community will benefit from safer access to and from Highway 2;
Traffic, especially truck traffic using Highway 642, may choose to use this interchange to access Highway 2 as an alternate to travel through the community; this may be especially true if East Boundary Road were to be upgraded. In other words, it may stimulate the function of East Boundary Road as a bypass around the eastern portion of the community;

Following from the above point, less heavy truck traffic along 100 Avenue could enhance the Avenue as a shopping, service and mixed use district; and

Increased traffic, especially along 100 Street, may accelerate the expansion of a commercial corridor on either side and may increase the attractiveness of remaining designated industrial lands east of 100 Street.

Neighbourhood/Local Road Networks

The local neighbourhood road network has evolved from a grid street system in the oldest neighbourhoods followed by a modified grid network to a curvilinear pattern in the newest neighbourhoods. Overly zealous application of the curvilinear pattern has led to excessive ‘backtracking’, circuitous, disorientating and roundabout routes and a general lack of clarity and fluency in the local road network. This pattern has been cited as discouraging pedestrian use. In planning new neighbourhoods, clarity, efficiency and connectivity should be emphasised. Generally this means a simplified road layout.

Policies

General:

11.1 Morinville shall continue to follow the current Transportation Master Plan where applicable and will anticipate the preparation of an updated Transportation Master Plan when required. Should there be contradictions between this bylaw and the Transportation Master Plan, the Transportation Master Plan shall prevail at the discretion of Council.

Public Transit:

11.2 Morinville shall support a public transit link with regional communities and will continue to work with the Capital Regional Board and with municipalities within the Capital Region to develop an efficient and cost-effective transit link with St. Albert and possibly other adjacent communities when appropriate and feasible.

East Boundary Road:

11.3 Morinville should place a high priority on the early upgrading of East Boundary Road to arterial standard from Cardiff Road to 100 Avenue. The upgrading of East Boundary Road is a high priority in light of the road’s significance as a second rail crossing, its importance in contributing to north-south connectivity, its potential role as a link in an eastern alternative truck route and in anticipation of increased traffic from the adjacent developing Tellier, Rivet and Riopel Districts.
11.4 Morinville shall explore the feasibility of providing a grade-separated rail crossing at East Boundary Road and the Canadian National Railway.

11.5 Morinville shall consider the development of new ASPs or amendment of existing ASPs to facilitate non-residential development along East Boundary Road where supported by infrastructure capacity.

Pedestrian Circulation:

11.6 Morinville should place a high priority on a phased, sequential and logical development of a comprehensive, continuous, safe and convenient trails system to improve connectivity between neighbourhoods, all parts of the open space system, key community activity areas and Downtown, as laid out in the Recreation, Parks and Open Spaces Master Plan.

11.7 Morinville shall place a high priority on pathway systems that connect the growing residential areas of Tellier District south of the Canadian National Railway with the Downtown and with intermediate activity areas.

11.8 Morinville shall require that new residential ASPs and amendments to existing residential ASPs show a proposed pedestrian circulation system. The system should include both internal and external linkages. Internal linkages should include sidewalks, multiways, walkways between blocks, trails within parks, trails around stormwater ponds, and other elements of the pedestrian circulation system. The ASPs or amendments should also show external linkages to the community pathway system and the potential routes to key community activity areas.

Regional Transportation Network:

11.9 Morinville shall continue to participate in planning the regional transportation system through active participation in the CRB’s transportation planning exercise, through intermunicipal planning with its municipal neighbour, Sturgeon County, and through continuing discussions and negotiations with other municipal neighbours including the Alexander First Nation and Edmonton Garrison.

Connections to Edmonton Garrison:

11.10 Morinville shall work with Edmonton Garrison to explore opportunities to develop efficient and cost-effective transit solutions, and to facilitate affordable transportation between Morinville and Edmonton Garrison.

Street Design Standards:

11.11 Morinville shall require that the design and layout of the local street networks as proposed in new or amended residential ASPs need to demonstrate a clear and fluent circulation pattern, the avoidance of enforced ‘backtracking’, a balance between privacy and easy accessibility to streets and the avoidance of unwelcome through traffic. Morinville shall consider favourably
the introduction of grid, modified grid or fused grid patterns where it can be shown that these patterns contribute to safety, connectivity, smooth traffic flow, identity and visual variety.

11.12 Morinville shall continue to evaluate its roadway and transportation standards to ensure cost-effective solutions are being incorporated to provide attractive streetscape (landscaping), safety (clear sight lines), effective emergency response, winter use (snow clearing), pedestrian use (sidewalks and walkways) and function (above and underground utilities).

11.13 Morinville shall recognize that the road alignments and classifications depicted in Map 9 reflect approved ASPs, and where no ASPs exist, the alignments and classifications are conceptual and subject to change and/or refinement pursuant to subsequently adopted ASPs. Minor changes to these alignments and classifications shall not constitute an amendment to this Bylaw.
12.0 Infrastructure

Goal

To encourage sustainability by maximising capacity of existing municipal infrastructure, promoting the logical and economical extension of municipal infrastructure to new development, promoting the wise use of land for municipal and non-municipal infrastructure both inside and proximal to Morinville’s boundary, and mitigating land use conflict with oil and gas infrastructure.

Perspective

Municipal Infrastructure

Municipal infrastructure services include the roadways and deep utilities such as the water system, the sanitary sewer system, and the stormwater system (Map 10 Infrastructure). Shallow utility services, which include natural gas, electricity and telecommunications, are provided by non-municipal entities or utility franchises.

Morinville is in a very sound position with regard to capacities for additional growth, and quality of existing infrastructure. Two aspects have contributed to this situation. First, the forethought of previous Councils to invest significantly in infrastructure monitoring, maintenance and capital improvement programs in a fiscally responsible way. Second, the fact Morinville is connected to regional services for domestic water delivery and sanitary sewer treatment.

Within the municipality, road upgrades and deep service upgrades are examined co-operatively to ensure any roadwork is completed after deep service upgrades are completed. Domestic water line, and valve and hydrant programs ensure the security of domestic water services, and manhole lining programs prevent groundwater infiltration to sanitary sewers, all of which contribute to the mitigation of capacity issues. In addition to the yearly closed circuit video recording of pipes, a Supervisory Control and Data Acquisition (SCADA) system provides data outputs twice daily showing variations in pipes either due to fire demand, domestic water leaks, and/or sewer main leaks. Morinville Council’s continual investment in these programs is what has ensured the strong position for additional growth within the community.

Water & Waste Water

Morinville is connected directly to EPCOR’s domestic water service and is one of only five municipalities in the Capital Region which is not reliant on water delivery from the North Saskatchewan River through a regional water commission. Morinville has a direct contract with EPCOR. Sanitary sewer is conveyed to the Alberta Capital Region Wastewater Commission (ACRWC) treatment facility north of Sherwood Park through commission owned pipes.

Stormwater

It is Morinville’s intent to maintain and enhance the overland and underground stormwater management infrastructure as necessary. Stormwater management facilities in the form of storm ponds or dry ponds should be designed to function as passive recreation facilities for the public whenever feasible to do so.

Waste Management

Waste collection services in Morinville are provided by a private entity contracted to the Municipality. The landfill utilised by Morinville is the Roseridge Landfill located east of Morinville. The waste management facility is owned and operated by the Roseridge Waste Management Services Commission comprising six municipalities. Morinville cooperates with Sturgeon County, the Town of Redwater, the Town of Legal, the Town of Gibbons, and the Town of Bon Accord to provide an environmentally safe and economical waste management option for commission members.

Morinville’s MSP indicates the community will aspire to a target of zero waste production. Specific actions to accomplish this objective within the MSP are to facilitate diversion paths to ensure decreasing amounts of waste are put into the landfill. Programs currently underway to facilitate waste diversion are the Hazardous Waste Round-Up, free compost day, yard waste pick-up and curb side recycling. Additionally, Morinville is investigating the feasibility of adding curb side household organics pick-up to its waste diversion program.

Communication Infrastructure

Communication infrastructure refers to wireless communication facilities, such as radio and cellular towers. The visual, practical and environmental impacts of such facilities should be considered for both residential and non-residential installations.

Oil & Gas Infrastructure

It is Morinville’s intent to require developments adjacent to any oil and gas facilities, particularly those in proximity to sour gas facilities, to include the appropriate Energy and Resources Conservation Board (ERCB) setbacks as the minimum setback distance. Those facilities requiring a greater setback shall encompass the minimum separation distance and the suggested setback by the facility operator.

Policies

General:

12.1 Morinville shall ensure that infrastructure capacity constraints, including water, wastewater, and stormwater, are considered as part of the review process for development projects.

12.2 Morinville should continue to invest in monitoring and maintenance programs for infrastructure which contribute to infrastructure sustainability.
12.3 Morinville shall require that all residential and commercial development are required to connect to municipal services, where feasible, subsequent to signing an approved development agreement.

12.4 Morinville shall ensure that the responsibility of extending adequate infrastructure services to new developments is borne solely by the developer unless a previous arrangement has been made through an executed development agreement.

12.5 Morinville shall discourage non-contiguous growth and unnecessarily premature extension of municipal services.

12.6 Morinville shall encourage energy and water conservation and solid waste management.

12.7 Morinville shall prioritise the regular updating of long-range infrastructure master plans for roads, water, sanitary sewer, and stormwater.

12.8 Morinville shall promote growth patterns maximising the use of existing infrastructure and services in order to avoid or delay the construction of capital expansions.

Water:

12.9 Morinville shall maintain its service connection to EPCOR’s domestic water supply.

12.10 Morinville shall optimise the use of existing system capacity by encouraging infill and redevelopment.

12.11 Morinville shall develop and implement a water conservation strategy to meet the targets established in the MSP.

Sanitary Sewer:

12.12 Morinville shall ensure sewage pipes and trunk lines are capable of handling loads generated by development.

12.13 Morinville shall continue to partner with ACRWC to develop growth plans for the sanitary sewer system, as necessary.

12.14 Morinville shall require any necessary system modeling and analysis to ensure proposed increases in residential density in developed areas can be economically supported by existing services. The costs of such modelling and analysis shall be borne solely by the developer.

Stormwater Management:

12.15 Morinville shall review development regulations and remove barriers to the use of proven, low impact development techniques for stormwater.
12.16 Morinville shall ensure stormwater management ponds continue to be developed as infrastructure facilities and community amenity features to function as passive recreation facilities for the public whenever feasible to do so.

12.17 Morinville shall maximise retention of stormwater and support enhancement to natural wetlands where possible to ensure a high quality of stormwater effluent and facilitate wetland habitat creation.

12.18 Morinville shall support stormwater management techniques that improve stormwater discharge quality into the Manawan Canal.

12.19 Morinville should support efforts to reduce development related stormwater run-off that are consistent with the Engineering Standards and/or proven effective under similar geographic/climatic conditions.

Electrical Energy:

12.20 Morinville shall require all power lines in new developments be located underground and encourage the burial of overhead power lines in existing neighbourhoods when redevelopment occurs or as part of a revitalisation plan or capital improvement project.

12.21 Morinville shall require the provision of electrical services be borne by the developer in new developments.

Solid Waste:

12.22 Morinville shall support programs and initiatives that encourage developers and builders to reduce construction waste and divert construction debris away from landfills.

Communication Infrastructure:

12.23 Morinville shall encourage the co-location of communication towers.

12.24 Morinville shall recommend communication towers be located in a manner that minimises the impact on the natural environment, residential communities and significant viewscapes.

12.25 Morinville shall consider the impact on future urban expansion and environmental and viewscape impacts when reviewing a circulated application for the installation of a communication tower in Sturgeon County that is within the urban-rural/intermunicipal fringe area.

Oil & Gas Infrastructure:

12.26 Morinville shall ensure appropriate setback requirements of the Energy and Resources Conservation Board (ERCB) be included in all new and infill development as necessary.
12.27 Morinville should endeavour to monitor existing oil and gas infrastructure within municipal boundaries and advise the appropriate authority of any suspected malfunctioning of equipment that may pose a human or environmental hazard.

12.28 Morinville may not support applications for new oil and gas facilities within the urban-rural/intermunicipal fringe that could negatively impact the orderly and economical expansion of urban development and infrastructure.

12.29 Morinville may not support applications for facilities designated, now or in the future, as sour gas facilities within a 2.5 km area around Morinville’s boundary.
13.0 Economy

Goal

To ensure land use planning and growth management decisions support the long term financial sustainability of the Municipality and encourage whenever feasible economic development in the community. To support the diversification of all aspects of the local economy, and foster the creation and growth of small business.

Perspective

Trading Area

According to the Summer 2011 Economic Development Update, the trading area population of Morinville is 91,750 people. This is important when considering the range of goods and services that may be marketable to the regional community. Being connected to urban, agricultural and resource-based marketplaces provides significant diversity of opportunity for investment in non-residential development.

Investment Opportunities

Morinville appears to be on the cusp of being positioned to attract major non-residential investment. In addition to having excellent municipal infrastructure capacity, its population is growing at a rate that may make it more attractive to smaller-scaled retail chain stores in the near future. The dichotomy of Morinville’s current position is that in order to shed its bedroom community label, it may need to continue to grow its residential tax base in the short term in order to warrant long term investment in non-residential development.

Labour Force & Employment

One of Morinville’s key assets in diversifying its local economy is its labour force. The local labour force is on par with the provincial average with respect to the percentage of the population with some form of post-secondary education at 44%. Within the community there is a wide range of employment represented in the labour force by sector. Top considerations are construction, retail trade, business services, health care and social services, agricultural and other resource-based industries.

According to 2006 Federal Census information, approximately 58% of employed residents in Morinville worked outside of Morinville. This percentage of out of town employment is similar to the 2006 Census employment data for other communities in the Capital Region, including St. Albert, Spruce Grove, Stony Plain and Beaumont. Spruce Grove had approximately 55% of its employed residents working outside the municipality, while St. Albert saw approximately 57% of its employed residents working out of town. Similarly, Stony Plain had an out of town workforce of approximately 56% of its total employed residents; and, almost 70% of Beaumont’s employed residents found their employment outside of the municipality.

23 Economic Update, Fall 2011, Town of Morinville
Policies

General:

13.1 Morinville shall attempt to support economic vitality through land use decision-making.

13.2 Morinville shall promote its strategic location adjacent to Highway 2 and the Canadian National Railway to prospective non-residential developers.

13.3 Morinville should endeavour to promote and encourage developments, recreational and cultural events that enhance the sense of civic pride while generating economic benefits and activity.

13.4 Morinville shall support joint non-residential development initiatives with Sturgeon County within joint planning areas outside Morinville’s municipal boundaries.

13.5 Morinville shall encourage regional economic development initiatives and the continuance of regional economic development organisations and agencies, including those that support local economic development, entrepreneurial development and training, and small business incubation.

Tour de l’Alberta participants relaxing at the annual event held in Morinville. Photo credit: Town of Morinville
14.0 Intermunicipal Planning

Goal

To enable Morinville to take advantage of opportunities benefiting all municipal neighbours in order to maximise efficient use of transportation systems, infrastructure, recreational and other mutual interests; and, to enhance and support a cooperative relationship with Sturgeon County.

Perspective

Sturgeon County

Morinville is surrounded on all sides by Sturgeon County and is therefore inextricably linked to the decision-making of the larger municipality. The relationship with Sturgeon County is a very important one to the ongoing success and sustainability of Morinville.

Reciprocal Planning Referrals & Intermunicipal Planning

A set of Municipal Government Board-ordered intermunicipal planning policies remains in place between Morinville and Sturgeon County. These policies apply to the 0.8 km urban-rural fringe area extending out from Morinville’s municipal boundary. These policies require applications for subdivision, development and land use bylaw amendments within the fringe area to be referred to Morinville for comment.

It is Morinville’s desire to establish and maintain effective communication and cooperation with Sturgeon County, culminating in the development of an Intermunicipal Development Plan, or similar joint planning document that explores and provides opportunities for joint partnerships and mutual benefit. It is anticipated that identified within such a joint planning document would be an urban-rural fringe overlay area. The purpose of the overlay would be to help maintain reciprocal planning referral processes and support collaborative planning on lands of joint interest.

Joint Transportation Planning

Transportation corridors that double as municipal boundaries are opportunities for cooperative and coordinated planning and development between the two municipalities. Joint transportation planning may become even more significant to Morinville and Sturgeon County as the interchange at Highway 2 and Cardiff Road affects transportation routing, land use and economic development. The two municipalities may wish to explore potential opportunities given this situation, such as how alternative trucking routes around Morinville facilitated by the interchange may impact both parties. East Boundary Road provides an opportunity for Sturgeon County and Morinville to work together toward the common goal of effective regional transportation planning.

Hamlet of Cardiff

The Hamlet of Cardiff is located approximately two kilometres east of Morinville on Cardiff Road in Sturgeon County. There are likely opportunities here with regard to further exploration of joint
provision for the communities in addition to what is already taking place. Furthermore, development applications in the Hamlet of Cardiff should continue to be circulated to Morinville for review and comment prior to Sturgeon County rendering a decision.

*Edmonton Garrison*

The Edmonton Garrison is located within 25 minutes of Morinville and provides an excellent option for recreation facilities for residents. It should also be noted many Morinville residents are members of the Canadian Armed Forces and work at the base or are civilians working at base facilities and living in Morinville. Given this situation, recommendations were brought forward during the MDP preparation process to explore the opportunity of providing public transportation between Morinville and the Edmonton Garrison. This was suggested to provide Morinville residents with an environmentally conscious alternative for commuting to the base for purposes of work and recreation.

*Alexander First Nation*

The Alexander First Nation is located ten kilometres to the west of Morinville and has an on reserve population of just over 900 members. Additional opportunities for synergies or partnerships between the two population centres should be examined, such as transit, economic development, education and culture and heritage.

*Inter-agency Cooperation*

Cooperation amongst municipalities occurs at many levels of local government and through various formulas and agencies. Morinville currently cooperates with external municipal partners in the Alberta Capital Region Wastewater Commission (ACRWC), and waste management and landfill services. Also the local school districts transcend municipal boundaries as do many family and community support services. These partnerships allow for the opportunity to pursue greater economies of scale for municipal and social service delivery. Ultimately this results in more comprehensive and inexpensive service provision for rate payers. Larger planning initiatives such as the Regional Growth Plan provide the opportunity for Morinville to have a voice in the Capital Region. The CRB representation is quite important when considering how market forces determine growth nodes within the capital region, and as such the requirement to amend regional transportation, recreation and infrastructure planning appropriately.

The Province of Alberta has recently initiated another level of municipal cooperation through the Alberta Land Use Framework. Morinville is located within the North Saskatchewan Region and will have the opportunity in the future to participate in the creation of a regional land use strategy under the Land Use Framework.

24 Alexander First Nation Website: http://alexanderfn.com
Policies

General:

14.1 Morinville should continue to support regional planning initiatives.

14.2 Morinville should continue to promote partnerships for regional infrastructure, transportation, transit, protective and emergency services, social services, and any other service that may gain efficiency from a regional approach.

14.3 Morinville shall ensure that Administration and Council consult with Sturgeon County regarding plans to undertake any major works or projects that may affect or impact the County.

14.4 Morinville should endeavour to ensure that Administration and Council consult with adjacent municipalities to explore projects of mutual interest or benefit.

Intermunicipal Cooperation:

14.5 Morinville shall continue to liaise with Sturgeon County on intermunicipal planning issues. Further, Morinville shall refer to Sturgeon County and affected residents any statutory plan amendments, LUB amendments, and development permit applications determined to have a potentially adverse impact, and will cooperate with Sturgeon on any future proposed boundary adjustments.

14.6 Morinville shall jointly plan, with Sturgeon County, the future development of the urban-rural fringe. In this regard, an intermunicipal development plan, or a series of ASPs acceptable to both municipalities, would be prepared and adopted.

14.7 Morinville shall strive to keep any existing or future financial agreements between Morinville and Sturgeon County separate from any land use agreement or Intermunicipal Development Plan negotiated pursuant to the MGA.

14.8 Morinville shall encourage initiatives to jointly plan for the maintenance, enhancement and promotion of regional transportation corridors such as Highways 2, 28 and 37 with Sturgeon County, Alberta Transportation and other regional bodies.

14.9 Morinville shall support joint planning with Sturgeon County of the lands and infrastructure around East Boundary Road, Cardiff Road and the Highway 2/Cardiff Road interchange.

Dispute Resolution:

14.10 Morinville shall recognise that a hierarchy of dispute resolution methods could be appropriate for resolving urban fringe and other intermunicipal conflicts involving Morinville. Morinville shall pursue conflict resolution through mediation prior to any submission to the Municipal Government Board.
Urban Expansion:

14.11 Morinville shall develop an urban expansion plan, when and if required, cooperatively with Sturgeon County.

Agriculture:

14.12 Morinville shall support the continuation of existing agricultural uses within Morinville on lands that are designated, planned or unplanned, yet undeveloped until such time as they become developed and agricultural practises on the land are no longer feasible.

14.13 Morinville shall support the continued operation of agricultural businesses in the urban-rural/intermunicipal fringe area.

14.14 Notwithstanding policy 14.13 above, Morinville shall not support the creation or expansion of Confined Feeding Operations (CFOs) within the urban-rural fringe.

Hamlet of Cardiff:

14.15 Morinville may support moderate expansion of the Hamlet of Cardiff in the presence of an ASP prepared in collaboration with Morinville and found acceptable by both Councils.

Capital Region Board:

14.16 Morinville should continue its cooperative participation with the CRB.

Neighbouring Populations:

14.16 Morinville shall facilitate discussions with the Edmonton Garrison to maximise opportunities associated with partnering for recreation, culture and transit services.

14.17 Morinville shall facilitate discussions with the Alexander First Nation to determine where opportunities for joint service provision exist and explore other areas of mutual interest and benefit.
15.0 Implementation & Monitoring

15.1 Implementation
Community development is a dynamic process, subject to changing priorities, market fluctuations and unforeseen events. In view of this, a community plan must be a flexible document, able to respond to the changes and refinements that will inevitably occur. Therefore, it is the intent of Morinville to continuously monitor and review the policies of this plan to ensure that they remain current and relevant, to prepare or update more detailed studies and policies to be incorporated into this plan, as necessary, and to review the Morinville LUB and ASP to ensure that they conform to this document.

15.2 Conformity
Pursuant to the MGA, all statutory plans shall be consistent with this bylaw.

15.3 Review & Amendments
While the MDP is intended to be a long range planning document, regular monitoring, review, and periodic amendments to policies may be required in order for the Plan to remain current with changing trends, technologies, and growth within the municipality and region.

The MDP establishes a process for amendments when it is in the interest of Morinville or within the region’s interest and adds overall value to local and or regional plans.

Policies

General:

15.1 Future growth shall conform to the land use patterns shown in Map 7 Future Land Use Concept. Development inconsistent with Map 7 shall necessitate an amendment to this MDP.

Plan Adoption:

15.2 Morinville shall ensure that this Plan is adopted through a Bylaw by Council in accordance with the requirements of the MGA.

MDP Review:

15.3 Morinville shall undertake a minor review of the Plan periodically with a major review after every five years from the date on which the MDP is adopted by Bylaw.

Plan Amendment:

15.4 Morinville shall support a review of any proposed amendment. An amendment to the Plan may be initiated by:

   a) Recommendations from Council or Administration, or
   b) Written application by property owners or members of the public.
15.5 Morinville shall require that amendments to the Plan be adopted by the Municipality by Bylaw in accordance with the MGA.

15.6 Morinville shall ensure that, upon adoption or subsequent amendment of this Plan, the Municipality undertakes the review to adopt subsequent amendments to the LUBs to the extent required in order to give effect to the policies and provisions of this bylaw.

Area Structure Plans:

15.7 Morinville may request the preparation of an Area Structure Plan (ASP) by a Registered Professional Planner. The general terms of reference for the preparation of an ASP in Morinville is found in Appendix C of this bylaw.

Development Agreements:

15.8 Morinville may require developers to enter into Development Agreements pursuant to the MGA.

Repeal of Bylaw:

15.9 Morinville shall uphold the procedure for repealing the Bylaw as required by the MGA.

Morinville’s Community Cultural Centre completed in 2011. Photo credit: Town of Morinville
Appendix A – CRB Regional Evaluation Framework Review Process
Appendix B – Maps

Map 1 – Regional Context
Map 2 – Local Context
Map 3 – District Names
Map 4 – Area Structure Plans
Map 5 – Growth Management
Map 6 – Coeur de Morinville ASP
Map 7 – Future Land Use Concept
Map 8 – Community Facilities & Trails
Map 9 – Transportation & Mobility
Map 10 – Infrastructure
Regional Context
Local Context
District Names

Note: All district boundaries are approximate and subject to adjustment.
Note: Area structure plans are subject to change.
Growth Management

5
Legend

- **Municipal Boundary**
- **Downtown**
- **Residential**
- **Commercial**
- **Business Industrial**

**Future Land Use Concept**

TOWN OF MORINVILLE Municipal Development Plan
Legend

- Municipal Boundary
- Arterial
- Major Collector
- Minor Collector
- EMS Access Only
- Existing Interchange
- Future Interchange

Transportation & Mobility
TOWN OF MORINVILLE Municipal Development Plan
Appendix C – General Terms of Reference for the Preparation of an Area Structure Plan (ASP)
GENERAL TERMS OF REFERENCE FOR PREPARATION OF
AN AREA STRUCTURE PLAN

1) Introduction

These generic terms of reference are intended to give general guidance only to development proponents and the Council/Administration in the preparation of an area structure plan (ASP). It should be noted that the planning and development process is complex and that particular circumstances may warrant the requirement by Council/Administration of information or assurances not discussed here. Since each ASP is different and can have issues and variables unique to that particular plan, it may be wise in some instances to have the ASP guided by specifically tailored terms of reference, beyond these generic ones.

2) General

The ASP, as provided for under Sections 633 and 636-638 of the Municipal Government Act (MGA), is intended to describe how an area of land under a single owner or multiple-ownership can be subdivided and developed in a coordinated way. It is a means of ensuring that the Municipal Development Plan (MDP) is adhered to, that development by one owner does not unnecessarily restrict the options of another, and that development occurs in a way that is safe, efficient, and aesthetically pleasing.

By minimising the delays caused by the need to coordinate developments on an individual, application-by-application basis, an ASP can set the stage for the quick approval of Land Use Bylaw (LUB) amendments, subdivision and development proposals which conform to its provisions.

3) Plan Boundary

The ASP area is usually defined by prominent boundaries, which will minimise the effects of one area of development on another. These might be arterial roads, natural features, existing uses or servicing boundaries. In the absence of such tangible boundaries, property lines may be used.

4) Land Use and Density

The ASP must show the proposed land uses within the plan area. The density of development in small plans may be indicated by showing tentative lot lines. In plans dealing with larger areas, it may be sufficient to show proposed density ranges within sub-areas of the plan.

5) Hazard Lands and Development Constraints

The ASP shall show that all proposed subdivision and development is safe from hazards and development constraints. To this end, the plan shall identify all lands that are subject to flooding, subsidence, steep slopes, the presence of sour gas or other transmission hazards or are otherwise hazardous or constrained as far as development is concerned. Furthermore, the ASP shall indicate
proposed methods and mechanisms to eliminate or mitigate the effects of these developments constraints including the submission by qualified professionals of any required reports or supporting materials.

6) **Traffic Circulation**

The ASP must show the proposed circulation pattern in the plan area, including local roads, sidewalks and trails, that directly serve individual lots and collector roads as required to move traffic and people safely and efficiently. It must also show how the proposed circulation pattern will be integrated with the overall transportation and trails system of Morinville. Where the staging of development requires interim access to be provided, this should be described in the plan.

In the case of applications adjacent to a Provincial highway, working closely with Alberta Transportation and Utilities is critical to ensure they are on side with what is being proposed in terms of access to their facilities both in the interim and over the long term. Getting Alberta Transportation’s approval (ideally, securing their signature on the document) goes a long way to facilitating subsequent land use, subdivision and development permit applications made pursuant to and in accordance with the plan.

7) **Utility Servicing**

The ASP should deal conceptually with ultimate proposed utility servicing and any interim servicing. This includes potable water, sanitary sewage disposal and storm water drainage. Power, gas, and telephone, etc. are usually assumed to be available, but the plan should identify and if possible resolve any potential difficulties or complications. A detailed design of servicing systems is not required, but the plan should be clear in demonstrating that adequate servicing is feasible and available.

8) **Reserve Lands for Parks and Schools & Environmental Reserve**

The MGA provides that whenever a subdivision takes place, the owner may be required to provide to the municipality up to 10% of the land as reserve for the purposes of park, tot lots, school sites, and so forth. This is a one of the key components of an ASP in that it is to indicate, in specific terms, how the policies and provisions with respect to reserves contained in the MDP will be implemented. If reserve land is to be taken, it is important that the plan indicate the size, location and configuration of the lot(s) to be dedicated. It is especially important that the above requirements be determined in consultation with local school authority where these lands are for school purposes.

The MGA provides that the Municipality may require the dedication of land which is a natural drainage course; is subject to flooding; or is required to prevent pollution of, or provide public access to, a water course or body. The ASP must identify such lands.

9) **Community Services**

The ASP should indicate the means by which the development will be provided with such community services as schools, fire protection, policing and recreation. This is not necessarily restricted to the
provision of land for such facilities, but may also involve assurances that the agencies responsible for such services have the capacity to provide them.

10) **Staging**

Where an ASP is relatively large, or involves a number of separate owning, it is often necessary to demonstrate the way in which subdivision and/or development will take place over time. Interim provisions may be necessary with respect to servicing and access and the effects of the development of one stage or another must be resolved.

11) **Graphics**

The land use (and other) maps provided with the text of a proposed ASP are especially important because they make clear to Council/Administration and other users of the plan the character of the proposed development. The basic mapping requirements are:

- general location within Morinville/surrounding area;
- relationship of the plan area to the MDP;
- existing property lines and ownership;
- existing natural or man-made physical features which may constrain development;
- proposed land use pattern and internal road layout;
- existing servicing and proposed servicing concept(s);
- staging of development with interim provisions noted, and,
- a recommended zoning scheme (optional).

The required drawings must be clear and at a scale which is appropriate to their purpose. Drawings may be combined when this does not result in an unacceptable reduction in legibility.

12) **Implementation**

An ASP must be consistent with the MDP (Section 638 of the MGA). It is adopted by bylaw following the process/requirements spelled out in the MGA under Sections 692, 636, 606 and 230. However, the agreement of all the owners within or adjacent to the plan area is not legally necessary for the adopting (or amending) bylaw to be passed. The implementation of an ASP may also require cooperation between owners in terms of land trades, temporary rights-of-way across one another’s land, and/or joint subdivision applications.

Specific approvals must still be obtained with respect to any required LUB amendment, subdivision, development agreements and development approval. These can be pursued after the ASP has been approved or can be applied for at the same time as the ASP approval if subdivision and/or development
are imminent. It should be made clear, however, that all subsequent processes depend on the completion of those that must proceed (i.e., the ASP).

13) **Process**

The following is a general process for the submission and consideration by Morinville of an ASP proposal. The steps indicated may be modified as required by specific circumstances affecting a particular plan proposal. [Note that the following process does not at all preclude informal public open houses/meetings held by the developer or by Morinville. In fact, they may be encouraged and/or required.]

1. Prior to making any submissions to Morinville, the proponent should contact as many of the owners as possible who would be affected by the ASP to discuss their potential involvement in the planning process. Responsibilities for the costs of plan preparation, arrangements for group decision-making and identification of an individual representative for the group should be resolved as far as possible early in the process.

2. If the development is large enough, a brief and general proposal to undertake the preparation of an ASP ought be submitted to and approved by Morinville prior to commencement of work on the full-blown plan proposal. The submission should deal with proposed plan boundaries, the general availability of services, the relationship of the proposed plan boundaries, the general availability of services, the relationship of the proposed development to the MDP, and the potential for resolution of any specific difficulties which can be identified at such an early stage in the process. It should also be made clear exactly who is making the proposal and who their representative is to be. Again, bear in mind that in some instances, specifically tailored terms of reference, beyond these generic ones, may be required to guide the preparation of a particular ASP.

3. The proponent should gather the information required for the ASP by contacting the appropriate municipal and other agencies. In all cases, the plan should be prepared by a qualified, professional planner with assistance from qualified, professional engineers and other specialists as required. This is very important.

4. Once a draft ASP has been prepared, the proponent should submit a number of copies (text and drawings) to Morinville as well as the Municipality’s planning and engineering consultants for an initial review. Sufficient copies should be submitted so that all internal staff and any external resources reviewing the plan have a copy.

5. After this initial municipal review, Morinville and/or its planning/engineering consultants will inform the proponents’ planning consultant in writing of any initial concerns or requirements for additional information. A revised plan or additional information is then submitted as required.

6. The Municipality circulates the draft ASP to various affected agencies for their comments (e.g. School District(s), Health Authority, Alberta Environment, Alberta Transportation, etc.). Once the circulation is complete, municipal staff and/or Morinville’s planning/engineering consultants issue a written consolidated response (including copies of letters received from respondents, if appropriate) to the proponents’ representative.

7. A meeting is held between the Municipality’s staff, its planning and engineering consultants, and
the proponents’ representatives (and others as required) to resolve any outstanding issues. More than one meeting may be required if outstanding issues are difficult to resolve.

8. Once the proponent is satisfied that the draft ASP has the support of the municipal staff, their consultants and other affected parties, the proponent prepares a final draft ASP reflecting any changes agreed upon and submits a sufficient number of copies to Morinville for Council’s consideration. Note that the proponent may submit an ASP for Council’s consideration without the full support of the staff, their consultants and/or responding agencies if an impasse has been reached and they wish to make their case directly to Council.

9. Council may either table the draft ASP for further revisions or give first reading to an adopting bylaw as an indication of its tentative support. If further revisions are required by Council, the proponent makes those revisions and resubmits the plan for first reading. If first reading is given, Council should set a date for a public hearing (as required by the MGA).

10. If required pursuant to the Ministerial Order found in Appendix B of this Bylaw, the applicant and/or municipality will submit the draft ASP Bylaw to the Capital Region Board for review and approval prior to a public hearing and second reading. Upon receiving approval from the CRB, the ASP Bylaw will return to the municipal approval process described herein.

11. Council advertises and holds a public hearing (usually as part of a regular Council meeting). It may then require further revisions prior to second reading or give the adopting second reading.

12. If Council agrees unanimously, it may give third reading to the adopting bylaw at the same meeting. Otherwise, third reading cannot be given until the next meeting of Council.

13. Once the adopting bylaw is approved by Council, the proponent provides the Municipality with one “camera-ready” (i.e.: reproducible) copy of the ASP, text and drawings and a required number of copies so that it can distribute copies to the public as required.

As noted above, other approvals are required prior to development. However, the existence of an approved ASP normally helps to reduce the time and expense involved in obtaining those approvals and should result in more orderly and efficient development, which is to everyone’s advantage (particularly the developer).