

**TOWN OF MORINVILLE  
PROVINCE OF ALBERTA  
MORINVILLE MUNICIPAL DEVELOPMENT PLAN AMENDMENT  
BYLAW 4/2021  
PAGE 1**

A BYLAW OF THE TOWN OF MORINVILLE, IN THE PROVINCE OF ALBERTA, TO AMEND THE MORINVILLE MUNICIPAL DEVELOPMENT PLAN.

**WHEREAS**, Section 632 of the Municipal Government Act requires that the municipality adopt a Municipal Development Plan;

**AND WHEREAS**, the purpose of the Municipal Development Plan, generally, is to describe the manner in which the future development of Morinville may best be undertaken;

**AND WHEREAS**, the Municipal Development Plan 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;

**AND WHEREAS**, the Municipal Council of the Town of Morinville deems it appropriate to review, update and revise the Morinville Municipal Development Plan, being Bylaw 11/2012, in order to align with the Metropolitan Structure of the Edmonton Metropolitan Region Growth Plan, apply aspirational density and intensification targets and update references to the Capital Region Board.

**AND WHEREAS**, notice of a public hearing for this bylaw held on April 27, 2021, has been given in accordance with Section 692 of the Municipal Government Act, 2000 RSA, ch. M-26, as amended;

**NOW THEREFORE**, the Municipal Council of the Town of Morinville, Alberta, duly assembled, hereby enacts as follows:

- 1.0 That this Bylaw may be cited as the Morinville Municipal Development Plan.
- 2.0 That the revised Morinville Municipal Development Plan attached hereto and forming part of this Bylaw is hereby adopted.
- 3.0 That this Bylaw shall come into full force and effect upon the final passing thereof.
- 4.0 **SEVERABILITY**
  - 4.1 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.

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Mayor

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CAO

TOWN OF MORINVILLE  
PROVINCE OF ALBERTA  
MORINVILLE MUNICIPAL DEVELOPMENT PLAN AMENDMENT  
BYLAW 4/2021  
PAGE 2

READ a first time the 23<sup>rd</sup> day of February, 2021

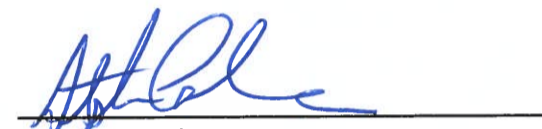
READ a second time the 27<sup>th</sup> day of April, 2021

READ a third time and finally passed the 8<sup>th</sup> day of June, 2021



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Barry Turner  
Mayor



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Stéphane Labonne  
Chief Administrative Officer



Town of Morinville



# Municipal Development Plan

Bylaw 11/ 2012 as amended by Bylaw 4/2021



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## **Acknowledgements**

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### **MDP Project Steering Committee**

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### **MDP Project Stakeholders**

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The MDP document was prepared by PlanFirst Consulting Group.

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## 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 Alberta Legislature passed amendments – Bill 21 – *Modernized Municipal Government Act* – in 2016. The Modernized MGA requires every municipality to adopt an MDP. 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.

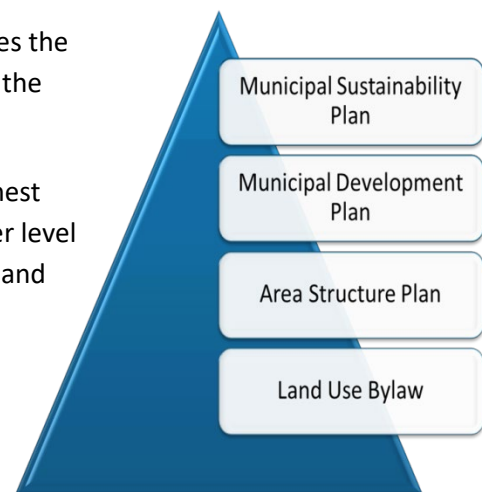
At the local level, an MDP represents the overriding land use planning document to which more detailed area structure plans (ASPs) must conform. It is important to note an MDP is not a land use bylaw (LUB) and does not regulate specific development projects directly; rather an MDP is used to help interpret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

Error! Not a valid bookmark self-reference. 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. It is worthwhile to note that section 638 of the *Modernized Municipal Government Act* states that in the event of a conflict or inconsistency between an MDP and an ASP or an ARP (area redevelopment plan), the MDP prevails to the extent of the conflict or inconsistency.



**Figure 1: Hierarchy of Plans**

#### **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,
- *Municipal 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 *Municipal Government Act*, 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. Approved ASPs are as follows:

- *Champagne District ASP;*
- *Cœur de Morinville ASP;*
- *Grandin Heights ASP;*
- *South Business Commercial ASP;*
- *South Glens ASP;*
- *Westwinds ASP;* and,
- *Westmor ASP.*

Morinville also has a couple Conceptual Schemes, which have generally dealt with subsequent subdivision and development of smaller tracts of infill land. Conceptual Schemes are not statutory plans but still address many of the same planning issues as ASPs on a smaller and more limited scale.

Approved Conceptual Schemes are as follows:

- *Meadows of Morinville Conceptual Scheme;* and,
- *Morinville 10 Acre Site Conceptual Scheme*

## 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 Edmonton Metropolitan Region Board

### 2.3.1 EMRB Mandate

The Town of Morinville is a member municipality of the Edmonton Metropolitan Region Board (EMRB). The Edmonton Metropolitan Region Board<sup>1</sup> (formally the Capital Region Board), is a growth-management board established through the *Municipal Government Act*. The EMRB is tasked with the preparation and implementation of a growth and servicing plan for the Edmonton Metropolitan Region. With the participation of 13 member municipalities the EMRB strives through consensus to:

- Promote the long-term sustainability of the Edmonton Metropolitan Region;
- Ensure environmentally responsible land-use planning, growth management and efficient use of land;
- Coordinate regional infrastructure investments and service delivery; and
- Promote the economic well-being and competitiveness of the Edmonton Metropolitan Region.

### 2.3.2 Edmonton Metropolitan Region Growth Plan

The *Edmonton Metropolitan Region Growth Plan: Re-imagine, Plan, Build (EMRGP)* is a 30-year regional growth plan created by the Edmonton Metropolitan Region Board and approved by the Government of Alberta in 2017. The objectives of the *EMRGP* are implemented at the municipal level through land use planning and include several key policy directions and targets that focus on a balanced, responsible approach to growth including:

- Establishing minimum greenfield residential density targets for new neighbourhoods;
- Establishing aspirational intensification targets for build-up urban areas;
- Guiding transit-oriented development (TOD centres);
- Establishing aspirational density targets for urban centres;
- Planning for and promoting market affordable and non-market housing;
- Shifting away from reliance on private vehicle use by providing more transit and active transportation options;
- Conserving and restoring the natural environment and protecting the regional and sub-regional watersheds; and
- Supporting regional prosperity by promoting job growth and economic diversification.

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<sup>1</sup> Edmonton Metropolitan Region Board website: [www.emrb.ca](http://www.emrb.ca)<sup>2</sup> For more information on Municipal Sustainability Planning in Alberta, visit the AUMA website: <http://msp2010.auma.ca/>

The *Edmonton Metropolitan Region Growth Plan* locates the Town of Morinville within the “Rural Area”. This policy area includes lands outside the metropolitan area and consists of rural working landscapes, major and local employment areas, resource extraction areas, recreation areas, counties, towns, villages, hamlets, and country residential developments. Within the *EMRGP* structure (schedule 2) the Town is identified as both a rural and sub-regional centre; these components are identified in Map 10 - *EMRGP* Metropolitan Structure. The Town represents an urban centre within the rural area and provides a local level of service with the potential to accommodate higher density development compatible with the scale of the community. The area identified in the MDP as the *Coeur de Morinville* represents the Sub-regional Centre for Morinville where higher density mixed use development will be focused.

In October 2018 the Town adopted a Regional Context Statement and submitted it to the EMRB in accordance with the growth plan. The Regional Context Statement is an implementation tool of the growth plan which assists the formation of the objectives and policies contained in the Municipal Development Plan. The Regional Context Statement provides a framework to help identify how the planning policy contained in the MDP align to the regional guiding objectives of the *EMRGP*.

### **2.3.3 Regional Evaluation Framework**

To ensure member municipalities are in compliance with the *Edmonton Metropolitan Region Growth Plan* statutory plans are required to obtain approval by the EMRB to ensure land use planning aligns with regional goals and objectives. The Regional Evaluation Framework (REF) is established by Provincial Ministerial Order 088/20 and requires member municipalities to submit statutory planning documents that meet submission criteria under the REF. Statutory plans subject to the REF include new or amended Intermunicipal Development Plans (IDPs), Municipal Development Plans (MDPs), Area Structure Plans (ASPs) and Area Redevelopment Plans (ARPs). Member municipalities must refer to the EMRB any proposed amendment to their MDP for the purpose of updating the MDP to align with the growth plan.

The REF process is integrated into the municipal approval process and commences following First Reading and prior to Third Reading of the proposed bylaw. When evaluating an MDP amendment, the EMRB must consider whether approval and full implementation of the amendment would result in development that is consistent with the *Edmonton Metropolitan Region Growth Plan*.

## **3.0 Municipal Sustainability**

### **3.1 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.<sup>2</sup>

### **3.2 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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<sup>2</sup> For more information on Municipal Sustainability Planning in Alberta, visit the AUMA website: <http://msp2010.auma.ca/>

## 4.0 Community Vision

### 4.1 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.

### 4.2 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.

## 5.0 Community Profile

### 5.1 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. As documented in Section 2.3, Morinville is a member municipality of the Edmonton Metropolitan Region Board and will be governed by the *Edmonton Metropolitan Region Growth Plan*. Morinville is within the Rural Area policy tier of the Growth Plan and is characterized as both a rural and sub-regional centre.

An extensive rural area characterised by farms, country residential estates and hamlets surrounds Morinville. This area within Sturgeon County depends upon Morinville to supply lower order goods and level of 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 surrounding rural/agricultural community by accommodating local employment, food services, convenience and major retail, small scale entertainment, all levels of primary and secondary education, community cultural and recreation facilities, potential for lifeline transportation services, and limited social, government, and medical services for local and neighbouring residents.

Morinville is located in close proximity to the industrial complexes of the Alberta Industrial Heartland (AIH), Canada's largest hydrocarbon processing region.<sup>3</sup> It comprises approximately 582 square kilometres of heavy industrial land use within Sturgeon County, Strathcona County, Lamont County, and the City of Fort Saskatchewan.<sup>4</sup> 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

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<sup>3</sup> <http://www.industrialheartland.com>

<sup>4</sup> *ibid*



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**).

## 5.2 Development Patterns & Growth

### 5.2.1 Evolution of Morinville

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. The first subdivision was registered in 1899, and the Village of Morinville was established in 1901. 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.<sup>5</sup>



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. The Town of Morinville was incorporated on April 21, 1911.

Morinville continued to prosper as a local administrative, commercial, cultural and agricultural centre throughout the first three-quarters of the century. The built-up footprint remained stable for half a century from 1913 to 1962 with very little subdivision activity (see **Figure 2**), with population increasing to 600 by 1921. Withdrawals were made to the municipal boundary in the 1920s, where the town then stabilized until post-WWII when several new homes filled in the town site and the population quickly increased to over 900. With little room left to grow, the town's boundary grew significantly in 1969 as subdivision activity picked up rapidly through the 1960s and 70s with an evident 'new' contemporary suburban built form of curves and cul-de-sacs that permeated throughout the rest of the community.

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<sup>5</sup> *The Plan*, Town of Morinville Municipal Development Plan Bylaw No 19/98

Growth in the 1970s increased exponentially, reflecting Alberta's booming economy and Morinville's proximity to Edmonton, with the 1971 population of 1,251 nearly tripling to 4,584 by 1981. Numerous annexations were approved between 1974 and 1983 to accommodate growth, with the 1983 boundary remaining to this day. However, with the downturn in the economy in the 1980s, development activity practically ceased until the mid-1990s while population growth remained steady, albeit slowed. Activity gradually picked up again in the late 1990s and into the new century, where population growth accelerated significantly reflecting the community's ability to attract residents in a robust regional economy. Further discussion on population trends is found in section 5.2.4 below.

### 5.2.2 Present 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

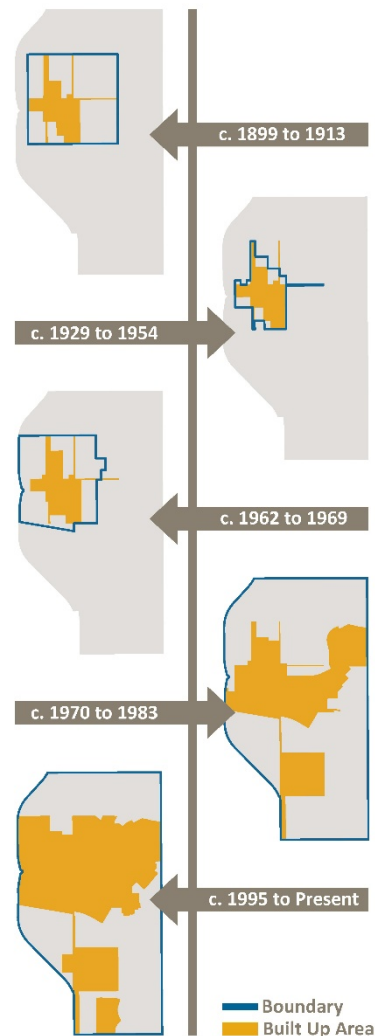


Figure 2: Development Footprint

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 L'Abbé 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.

### **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.”

#### **5.2.3 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).

## 5.2.4 Population, Demographic & Housing Trends

### Population Trends

Morinville has grown from a community of 935 to its 2016 population of 9,848 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.

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. 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 averaging 18.7%. 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 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 past ten years have seen a resurgence of population growth, although not to the same extent as the 1970s. From a 2006 population of 6,775, the population increased to 9,848 in 2016 according to Statistics Canada. This is a ten-year increase of 3,073, which is 31.2%, or 3.1% each year. This is a very healthy rate of growth.

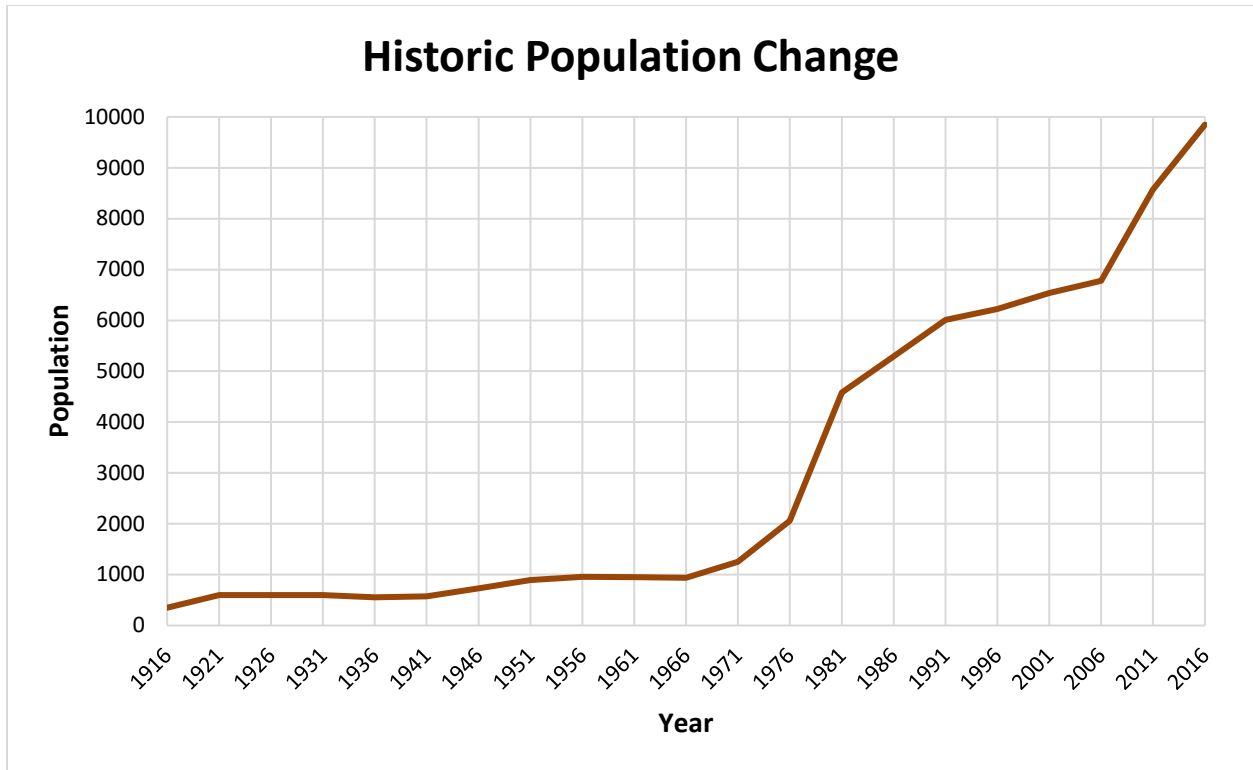
**Table 1** compiles 100 years of population growth since 1916, showing the percentage change in growth for each time period listed. Figures are provided in five-year intervals aligned to Statistics Canada census years as shown in the Official Population List prepared by Alberta Municipal Affairs (except 2016

which was obtained from Statistics Canada). More recent municipal censuses have provided population information at more frequent intervals in 2008, 2009 & 2014. Municipal censuses were also completed in 2011 and 2016, however the federal census numbers are shown for consistency. **Figure 3** below shows graphically the continual population growth patterns with periods of stability and moderate growth until the 1970s and two periods of rapid growth in the late 1970s and again between 2006 and 2016.

**Table 1: Historic Population Change**

Year	Population	Annual Increase	Average Annual Change (%)
1916	350		
1921	600	50	14.29%
1926	600	0	0.00%
1931	600	0	0.00%
1936	554	-9	-1.53%
1941	575	4	0.76%
1946	728	31	5.32%
1951	892	33	4.51%
1956	957	13	1.46%
1961	948	-2	-0.19%
1966	935	-3	-0.27%
1971	1251	63	6.76%
1976	2059	162	12.92%
1981	4584	505	24.53%
1986	5293	142	3.09%
1991	6011	144	2.71%
1996	6226	43	0.72%
2001	6540	63	1.01%
2006	6775	47	0.72%
2008	7228	227	3.34%
2009	7636	408	5.64%
2011	8569	467	6.11%
2014	9402	278	3.24%
2016	9848	223	2.37%

Source: Alberta Municipal Affairs Official Population List, except 2016 by Statistics Canada.



**Figure 3: Historic Population Change**

#### Demographic Trends

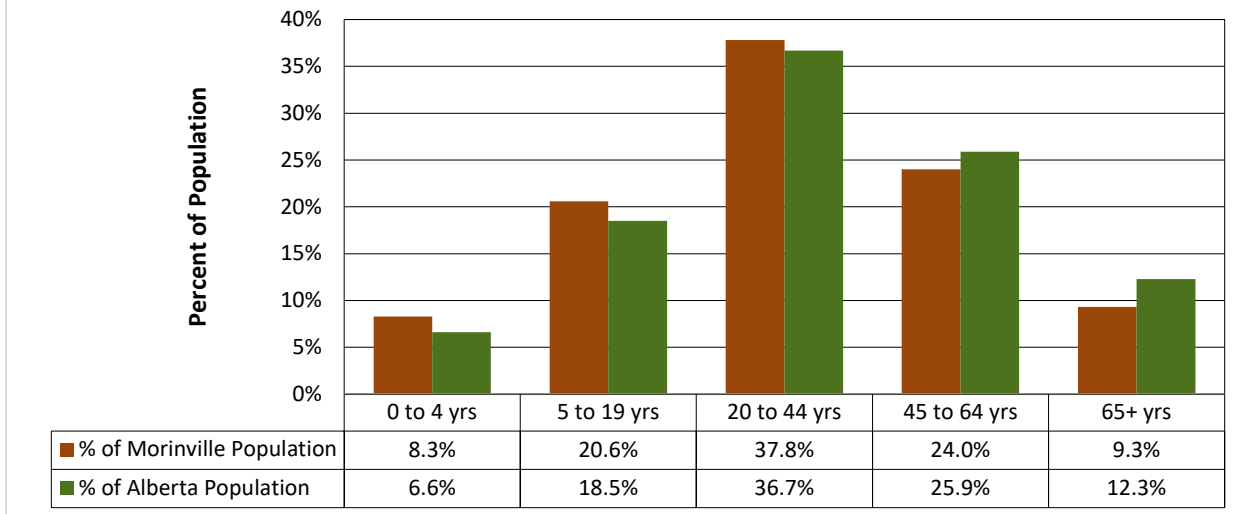
Morinville has a relatively young population, younger than the Provincial average. This may be due to greater housing affordability, educational and recreational opportunities and the perception of a family-oriented community.

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 35.1 years in 2016, compared with 37.8 for Alberta.
- *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 2016, Morinville had 28.9% of its population in the 0-19 age group compared to 25.1% for Alberta as a whole. For the older age groups, 33.3% of the population was over 45 compared to 38.2% for Alberta (see **Figure 4**).

## Age Distribution Comparison – Morinville & Alberta 2016



Source: Statistics Canada – 2016 Community Profile for Morinville

**Figure 4: Age Distribution Comparison: Morinville & Alberta**

Other interesting demographic trends are also taking shape across Canada that will have significant impact on housing demand, school attendance, employment, etc..<sup>6</sup>

- Millennials (also known as Generation Y), born between 1982 and 2004 representing the age cohorts currently between 13 and 35, are having a growing influence on demographics in Canada. Evidence is showing the number of births are increasing – this ‘baby boomlet’ is occurring across Canada, and is manifesting itself in Morinville to a significant degree. The 0-4 age cohort represented 6.8% of Morinville’s population between 2001 and 2008, and increased to 8.3% in 2016, a 22% increase in 15 years. It is predicted that family households will continue to grow as the largest share of household demographics over the next decade and many adults in the 25 to 34 cohort are seeking family-oriented housing; but at the same time, Millennials are also increasingly staying at home longer.
- Baby boomers, those born between 1946 and 1964 (currently between the ages of 53 to 71), are entering retirement. While it is expected that this group will gradually downsize from single-detached homes into smaller dwellings, this transition is not occurring as quickly as anticipated. Substantial numbers intend to “age in place” indefinitely, some occupying more space as they stay on as empty-nesters and lone individuals.

According to the Retail Market Analysis prepared for Morinville in 2015, the average household income in Morinville is \$114,512 and the local trade area has an average personal disposable income of \$41,203.

<sup>6</sup> Canadian Home Builders’ Association, Performance and Trends (2017)

## Housing Trends

Housing starts since 2005 as shown in **Table 2** show a striking parallel to population growth. This 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 2: Housing Starts: 2005 – 2016**

Year	Single Unit	Multi-Unit	Total
2005	81	44	125
2006	136	102	238
2007	170	135	305
2008	57	11	68
2009	56	12	68
2010	134	28	162
2011	73	31	104
2012	68	23	91
2013	46	60	106
2014	80	45	125
2015	44	25	69
2016	25	10	35
<b>Total</b>	<b>970</b>	<b>526</b>	<b>1496</b>
<b>% of Total</b>	<b>65%</b>	<b>35%</b>	<b>100%</b>

Source: Town of Morinville, Planning & Economic Development Department

There are two trends of particular interest in **Table 2**. First, the effect of the 2008-2009 and 2015-2016 recessions are particularly evident in the dramatic decrease in housing starts for those periods. 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 and similar rebounds are becoming evident in 2017.

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 duplex/semi-detached dwellings, town house complexes and low-rise apartment and mixed-use buildings have significantly increased the range of housing options available in Morinville for both younger and older age groups. Most strikingly, 27% of all new dwellings in 2015 & 2016 were duplex/semi-detached units. In years prior, duplex development was practically non-existent with the exception of the odd infill dwelling. Further, 8% (127 units) of ground-oriented townhouse and low-rise apartment units constructed since 2005 (and 26%, or 87 units, since 2013) have been marketed as adult- and seniors-oriented developments. Lastly, a number of new single detached units are more modest in size and value. This is a step in the right direction to achieve a more compact urban form, one of the key goals of the MSP. It is very promising to see the new housing market responding to the shifting population demographics and needs. This indicates that Morinville will continue to be an attractive place to live.



The total housing stock within Morinville according to the 2016 Municipal Census is 3,780. Of this, 3,522 are occupied, 97 vacant dwellings, 26 under construction, and 107 vacant lots. This is an increase of 347 total dwellings since the 2011 Municipal Census.<sup>7</sup> The 2016 Federal Census counted 3,491 occupied dwellings, and of these 74.3% are single detached, 5.9% are duplex/semi-detached, 10.1% are row house, 6.3% are apartment, and 3.4% are manufactured homes.

A final note on housing occupancy: the 2016 Censuses provide an occupancy rate of  $\pm 2.8$  persons per dwelling in Morinville. By comparison, in 2016 Edmonton had 2.58 persons per dwelling, St. Albert had 2.74, and Sturgeon County had 2.98. This figure for Morinville has gone relatively unchanged over the past decade according to the various censuses during this period (varying between 2.78 and 2.86); however, it is a decline from 2.96 in 2006, 3.23 in 2001, and 3.30 in 1996. This decline may be attributed to more apartment dwellers, smaller families, and more people living alone, both young and old. The population trends discussed in the previous section show that it is quite possible for the average persons per household to trend back upwards. However, for the purpose of modelling population projections within this MDP, 2.82 people per dwelling unit (ppl/du) will be used.

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<sup>7</sup> It is noteworthy that the Statistics Canada 2016 Census of Population has a total dwelling count of 3,611. Also, the apparent discrepancy between these figures and the one in Table 2 is attributed to permits issued for housing units that had not yet been built prior to the completion of the census and therefore not included in the 2016 Municipal Census data.

## 6.0 Planning for Growth

### 6.1 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 10.0 Transportation & Mobility.

### 6.2 Growth Capacity

#### 6.2.1 Conferred Development Rights

One measure of Morinville's preparedness to handle growth is through existing development rights conferred through approved Area Structure Plans (ASPs), Conceptual Schemes, and land use bylaw districting. **Map 4 – Land Use Plans** and **Table 3** identify the current approved ASPs, Conceptual Schemes, and other projects with approved land use districting. Much of the developable land in Morinville has an approved land use plan (either an ASP or Conceptual Scheme) associated with it.

The majority of the ASPs and Conceptual Schemes are predominantly residential land use. Of the ten existing plans, only the *South Business Commercial ASP* and *Westmor Development Park ASP* are strictly non-residential. The *Cœur de Morinville ASP* is unique as it covers redevelopment, infill and increased residential density in the existing residential neighbourhoods of the mature "heart" of the community. Of the seven remaining plans, residential density ranges between 19.1 and 31.9 dwellings units per net residential hectare (du/nrha), with a weighted average of 23.9 du/nrha. It is important to note this is a significant increase from the last MDP review, which had a weighted average of 20.4 du/nrha, which is attributed the recently adopted new plans and amendments to existing plans.

**Table 3: Approved Land Use Plans – Selected Characteristics**

Land Use Plan Name	Adopted	Gross Area	Net Res. Area	Residential Density Potential (du/nrha) <sup>i</sup>	Population Potential	% Build Out as of 2016	Remaining Population Potential
Champagne District ASP	2006, amended to 2017	71.44 ha 175.6 ac	40.83 ha 100.9 ac	24.4	3,241	78%	707
Cœur de Morinville ASP	2013	N/A <sup>ii</sup>	N/A <sup>ii</sup>	N/A <sup>ii</sup>	1,208	12%	1,066
Grandin Heights ASP	2006, amended to 2016	85.9 ha 212.3 ac	51.52 ha 127.3 ac	22.4	3,715	9%	3,393
Houle District (LUB)	2007	11.67 ha 28.8 ac	5.07 ha 12.5 ac <sup>iii</sup>	19.1	274	73%	73
Meadows of Morinville C.S.	2016	11.01 ha 27.2 ac	7.81 ha 19.3 ac	19.7	385	0%	385
Morinville 10 Acre Site C.S.	2014	4.05 ha 10.0 ac	2.76 ha 6.8 ac	31.9	253	0%	253
South Business Commercial ASP	2014	17.2 ha 42.5 ac	N/A	--	--	--	--
South Glens ASP	2002	96.7 ha 238.9 ac	53.56 ha 132.3 ac	21.9	3,913	37%	2,463
Westmor Development Park ASP	1991, amended to 2003	28.22 ha 69.7 ac	N/A	--	--	--	--
Westwinds ASP	2004, amended to 2016	67.54 ha 166.9 ac	36.45 ha 90.1 ac	27.8	3,231 <sup>iv</sup>	0%	3,231
Other Projects (LUB)	varies	8.37 ha 20.7 ac	8.37 ha 20.7 ac	31.9	685	0%	685
<b>Totals</b>		<b>402.1 ha ac</b>	<b>206.4 ha 510.0 ac</b>		<b>16,903</b>		<b>12,257</b>

<sup>i</sup> du/nrha = dwelling units per net residential hectare

<sup>ii</sup> ASP is for infill/redevelopment of existing built-up areas, therefore population potential is excluded from density calculations of planned areas

<sup>iii</sup> assumes 20% of gross area dedicated to circulation

<sup>iv</sup> assumes 90 du/ha for medium/high density land use

Existing development rights are conferred to private landowners pursuant to the *Municipal Government Act* and it is further acknowledged under Policy 5.1.1 of the *Edmonton Metropolitan Region Board Growth Plan* that existing statutory planning documents are grandfathered until amended. These development rights are legislatively conveyed, and can't be ignored when considering population growth potential within existing planned residential neighbourhoods.

When considering future population growth in Morinville, the population potential at full build out of these planned areas must be taken into consideration. The total population potential within these areas is 16,903 according to the density and household size assumptions in each plan. The planned areas vary in the degree to which they have developed, as indicated in **Table 3** above. The combined residential areas were approximately 25% built out by 2016, leaving an estimated population potential of 12,257 by full build out. Combined with the 2016 census population of 9,848, Morinville's population could reach over 22,000 through the completion of planned residential development and intensification within the *Cœur de Morinville ASP*. This does not include additional population that could be added through redevelopment or infill in other mature neighbourhoods.

There are far too many influencing factors, including market conditions, which are outside of the control of the Municipality to suggest with any degree of accuracy when this population potential may be realized. It should not be suggested that build out of planned areas correlates with the population forecasts in the section below as the time frame for build out is unknown and population growth through planning and development of currently unplanned greenfield areas could also occur in the foreseeable future. However, it is possible that build out of this planned population potential may represent the only growth in Morinville for several decades.

### **6.2.2 Residential Density Targets**

The *Edmonton Metropolitan Region Growth Plan* requires a minimum greenfield density of 30 dwelling units per net residential hectare (du/nrha) for all applicable statutory plans in Morinville. Morinville has approximately 307.4 ha of unplanned greenfield land within its boundary as shown on **Map 5 – Growth Management Areas** (further discussed in Section 7.0 Growth Management), and it is estimated that of that area, there will be approximately 127 ha of net residential land available<sup>8</sup>. Applying the minimum greenfield density requirements, and assuming a household size of 2.82 persons per dwelling unit remains relatively stable, this translates into nearly 11,000 additional people. Combined with the existing population and remaining population potential of planned areas (**Table 3**), the total population potential within the existing boundary of Morinville is roughly 33,000 people.

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 *Edmonton Metropolitan Region Growth Plan* policies, employing higher density is consistent with the

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<sup>8</sup> Calculated by subtracting areas designated for non-residential land uses (varies); environmental reserve (if applicable), municipal and school reserves (10%), road rights-of-way (20%), and public utilities (including storm water management facilities) (10%).

Growth Plan by reducing the regional ecological footprint and maximizing the utilization of existing infrastructure.

### **6.2.3 Infrastructure Capacity for Growth**

Morinville is well positioned from a utility, transportation and community infrastructure capacity point of view. Regional servicing capacity exists to service a population of around 30,000 without requiring any additional upgrading. The community is well connected with sufficient transportation links and corridors, and has invested in an unparalleled capacity to support education, recreation and the arts and improve the cultural landscape of Morinville and surrounding area. Morinville ought to be recognized for its preparedness for growth and as a preferred place of residential, economic, social and cultural activity within the overall framework of sustainable development.

#### **Water & Sanitary**

Regardless of what rate of growth Morinville attains over time, previous studies have indicated that 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 population of 30,000. Morinville simply must not exceed its capacity thresholds. The 30,000 population threshold relates to infrastructure capacity limits only, and is not a population projection within the scope of this MDP. It is worth noting, considering the estimated population potential of 33,000 within the existing boundary, that this 30,000 capacity “limit” is based on potentially dated assumptions and estimates. Additional capacity may be realized through innovations and system improvements internal to Morinville and implementing sustainable design and water conservation and efficiency strategies. Trends on water usage have already shown a decrease in household consumption which could be attributed to implementing some of these strategies, such as installing low-flow toilets, high efficiency faucets and showerheads, voluntary odd-even watering programs, leak detection, etc. It is possible that the existing utility servicing capacity could maintain a population of 33,000, and future servicing studies should examine this opportunity more closely.

#### **Transportation Infrastructure**

Several regional transportation infrastructure investments which benefit Morinville are in various stages of planning, design, and construction.

Highway 2 is a designated long combination vehicle route to support our connection to economic activities beyond the Edmonton region. A planning study was completed to develop plans for Highway 2 twinning from north of Morinville to north of Highway 18 (Clyde corner)<sup>9</sup>. In 2012 a Functional Planning Study for an interchange at Highway 2 and Cardiff Road was completed. Interim traffic signals were installed in 2013 to address pressing safety issues with this intersection; however, construction of the interchange has been postponed indefinitely. The Highway 642 Functional Planning Study was approved by Morinville and Alberta Transportation in 2013, which provides guidance and recommendations for improvements to 100 Avenue through Morinville. The completion of the Anthony Henday ring road surrounding Edmonton, as well as planned upgrades to the Highway 28 corridor from Edmonton to

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<sup>9</sup> <http://www.transportation.alberta.ca/projects/index.html>

Highway 63, and new regional roads extending Ray Gibbon Drive and 127 Street to Highway 2, provide direct links to the Anthony Henday, the surrounding region and beyond. While these projects provide for safer and more efficient movement of goods and people, they have lasting cumulative effects and can cause potential shifts in local commuter traffic patterns.

Morinville's key transportation corridors to the Edmonton metropolitan area are dependent on crossings over Sturgeon River. Three crossings, including Highway 2, are through St. Albert, with four other crossings (Highways 28 and 37, Starkey Road through Sturgeon County, and Ray Gibbon Drive) provide direct links to and around Edmonton. Only one additional crossing – the extension of 127 Street – is planned.

Transit is also a top priority for the region. Edmonton's Northwest LRT will extend to a future park and ride site planned near Campbell Road and Highway 2 (St. Albert Trail) on the south side of St. Albert. This provides an opportunity for a planned future LRT through St. Albert and a park and ride facility at the north end of St. Albert. Regional bus service to Morinville may be viable once demand thresholds are achieved, and opportunities may be explored for lifeline and specialized transportation services to Morinville residents.

This scale of investment will secure long term growth capacity well beyond the scope of Morinville's municipal boundaries. Internally, Morinville is well positioned in terms of maintaining its existing road network in good condition and planning improvements and upgrades to its arterial and major roads as growth demands.

### **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.

#### Education

Morinville is served by a public and a private catholic school board. The public school board, Sturgeon School Division, operates the grade K-9 Morinville Public School. They are also planning a new grade 5-9 school in Morinville to help alleviate the burgeoning school population growth (765% from 2011-2016<sup>10</sup>). The public high school (Sturgeon Composite) is located in Namao, approximately 20 km southeast of Morinville. Sturgeon School Division's head office is also located in Morinville. Greater St. Albert Catholic Schools has École Notre Dame Elementary School, École G. H. Primeau Middle School, and Morinville Community High School, and is also planning the construction of another elementary school. Morinville Christian School also accommodates students from grade 1-12. Many opportunities for higher education are also available around the region. Several child care facilities are also available in Morinville.

#### Arts and Culture

Morinville is the proud home of the Morinville Community Cultural Centre (MCCC), which boasts a banquet/concert hall, mezzanine that houses our local youth centre, state of the art audio/visual

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<sup>10</sup> <http://www.morinvillepublic.ca/>

capabilities, fully equipped professional kitchen and a number of expandable meeting rooms. In addition, the MCCC 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 MCCC is a venue to hold weddings, business meetings, performances, events, conferences, and trade shows locally.

### Recreation

Morinville has an ice rink and four curling rinks located within the Ray MacDonald Sports Centre. There is also an outdoor ice surface, two multi-diamond ball fields (one illuminated), numerous soccer fields, splash park, skateboard park, tennis court, several playgrounds, off-leash dog park, and an extensive trails system and outdoor fitness equipment. Plans are underway for construction of a Frisbee golf course, basketball court, and improved landscaping features.

Planning is also underway to replace the Ray MacDonald Sports Centre with a new regional recreation complex. This multi-million dollar multi-use recreation facility is planned to be constructed in phases. The first phase, with a target completion date of September 2018, features an 800 to 1064 seat hockey arena, fieldhouse, fitness area and running track, complete with common area space with meeting rooms, concessions, and facilities. It also includes an outdoor covered ice rink which may be added to or converted into a future indoor curling rink. Future phases include an aquatic centre and expansion of the fitness area and running track. The recreation grounds concept includes a walking path, common garden, water feature, two soccer fields, a football/soccer field, ample parking, four baseball diamonds, and a toboggan hill and natural seating. The recreation facility will be located on the north side of Highway 642, immediately east of East Boundary Road.

### Social and Protective Services

Morinville is home to several churches, an RCMP detachment, AHS ambulance station, fire hall, and provincial courthouse and government services.

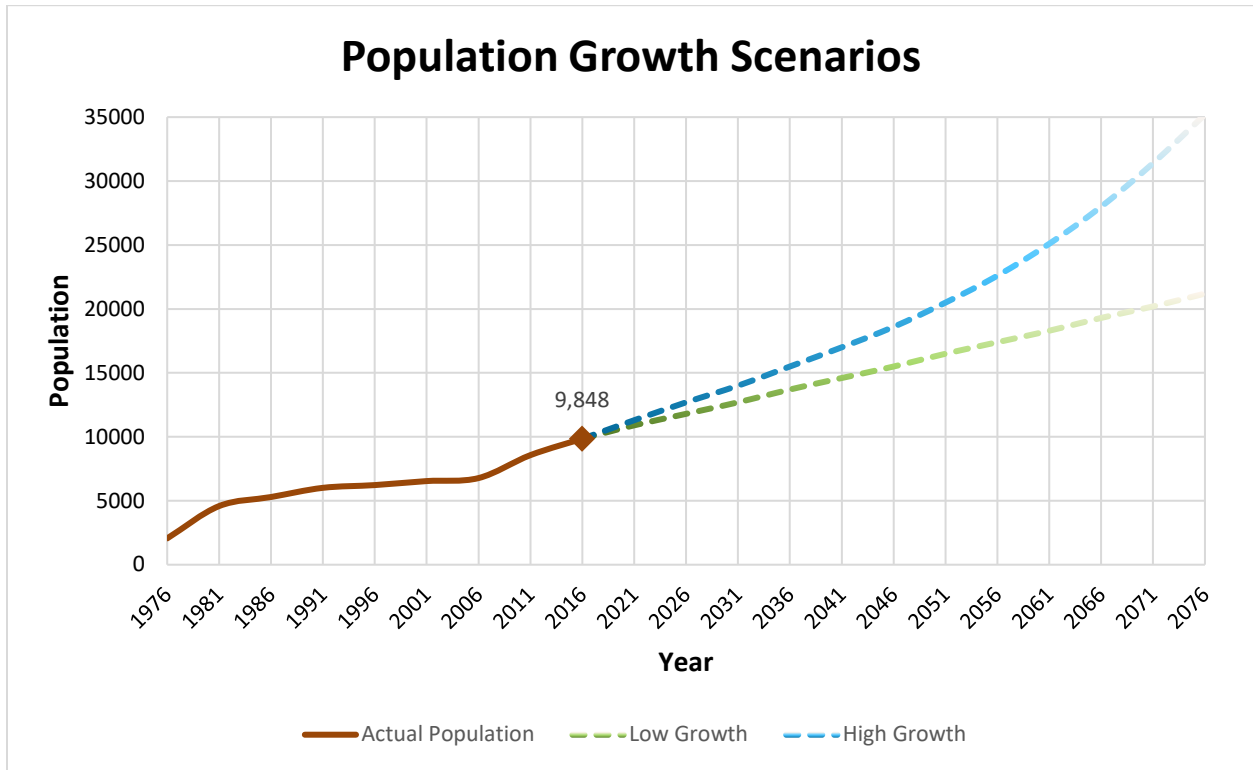
## **6.3 Population and Employment Projections**

### **6.3.1 Population Forecasts and Scenarios**

There are a number of factors to be considered in establishing appropriate population targets for Morinville. As summarized in the previous section, Morinville has the capacity to grow. Morinville continues to be an attractive and affordable place to live relative to other regional centres, and its strategic location and present and improving connections to major employment areas and growing range of services adds to its attractiveness.

Morinville's population projection scenarios are derived from Alberta Treasury Board and Finance's *Alberta Population Projection (2014-2041)* growth scenarios for the Edmonton area (Census Division 11). Morinville's low growth scenario averages 1.6% growth over the 25-year period between 2016 and

2041, and high growth scenario averages 2.2% over the same period. In these scenarios, the base year has been adjusted to reflect the 2016 census population of 9,848. Historical and projected population scenarios are represented graphically in **Figure 5** below.



**Figure 5: Population Growth Scenarios**

Based on these growth scenarios, it is practical and strategic to establish target populations for specific planning horizons, as shown in **Table 4** below, instead of precise population projections. These are fixed population targets that can then be used to estimate the associated housing, land, infrastructure, and community facility needs associated with each target. These targets should be monitored annually in terms of housing starts, population change, land absorption, and development activity generally to help determine when the targets will be achieved. The target remains constant, but years may need to be adjusted. This approach provides greater certainty than population projections which invariably change in response to changing demographic factors.



**Table 4: Suggested Population Targets**

Term	Population Target	Year Range	Approx. Time Span
Short	15,000	2035-2043	20 – 25 years
Medium	20,000	2050-2070	35 – 55 years
Long	25,000	2061-2097	45 – 80 years
Very Long	30,000	2069-2123	50 – 100 years

While the year range follows the growth scenario models, the approximate time spans shown in **Table 4** have purposely been significantly rounded to further emphasize the ever-changing nature of population growth. Should the above growth trends continue for very, very long periods – however unlikely – the target population of 33,000 which, as stated earlier, can be accommodated within the existing municipal boundaries and likely infrastructure capacities, could take anywhere between 60 and 120 years to be realized.

Of note, the projected 2044 population within these scenarios ranges between 15,200 and 17,900 people, which coincides with the planning horizon of the *Edmonton Metropolitan Region Growth Plan's* population projections (Schedule 1) for Morinville.

### **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. 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. Achieving this population is imminent – Morinville could safely assume its 2017 population is over 10,000.

### **6.3.2 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.

According to the 2016 Municipal Census, approximately 1,026 (23.4%) of employed residents work in Morinville. Of the 3,360 working outside Morinville, 2,573 (58.7% of total) work in either Edmonton, St.

Albert, Sturgeon County, or the Edmonton Garrison Canadian Forces Base, while the remainder (17.9%) work elsewhere.

The Edmonton Metropolitan Region Growth Plan (EMRGP) estimates there were 2,779 jobs in Morinville in 2014. Using the forecasts of the Growth Plan to interpolate employment, there were 2,880 jobs in 2016. This would imply that 1,854 jobs (64.4%) employ residents outside of Morinville.

Finding work outside of one's home municipality is not uncommon. 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. The EMRGP identifies major employment areas – the Alberta Industrial Heartland and lands around the Edmonton International Airport, for example – which concentrate regionally significant business and economic activities and higher levels of employment, while also strategically locating them away from preferred residential areas due to land use conflicts and other factors.

### **Employment Growth Prospects**

Morinville's business license data suggests an increasing trend toward home-based entrepreneurship. According to the Business Development Bank of Canada<sup>11</sup>, 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 2016 Federal Census, Morinville's largest age cohort is 25-59 years of age, representing 51.1% of the total population. A young population may be one reason for Morinville's strong entrepreneurial sector.

Examining the business licence statistics since 2006, Morinville has seen an increase of approximately 20 businesses per year, from 322 in 2006 to 518 in 2016. Further, approximately one quarter of all licenced businesses issued in Morinville are for home occupations. Approximately one third of businesses are "store-front" locations, while the remaining ±40% are out-of-town contractors, hawkers or peddlers.<sup>12</sup> In 2007 the number of home occupation business licences issued was 76, representing 19.5% of total issued business licences for that year. By 2011, 116 home occupation permits were issued, representing 23.8% of total issued business licences, a four-year increase of 4.3%, and an average annual increase of 1.1%. By 2014, home-based businesses represented 28.5% of the total (149 of 522), however the percentage reduced again to 24.3% in 2016 (126 of 518) which is likely attributed to economic conditions. 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. As a rural and sub-regional centre, the Growth Plan characterises Morinville as a place to provide a level of service consisting of local employment, convenience retail, major retail and small-scale entertainment uses, government, and medical services. Morinville is required to maintain land supply for local employment areas with industrial, commercial, and/or

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<sup>11</sup> [http://www.bdc.ca/Resources%20Manager/misc/CES\\_2010\\_EN%20Final.pdf](http://www.bdc.ca/Resources%20Manager/misc/CES_2010_EN%20Final.pdf)

<sup>12</sup> Morinville Planning & Economic Development Department

institutional land uses for locally significant business and economic activities to support complete communities, generate a small concentration of employment for the local area, and strive for a diversified tax base. This includes supporting the agricultural sector and resource-based economic activities, and promoting intensification of the downtown area by directing higher density commercial, institutional and office uses there.

### **Employment Projections**

Morinville derived its employment projections from the Edmonton Metropolitan Region Growth Plan, which estimates 2,779 jobs in 2014. As a ratio of population, there are approximately 29 jobs for every 100 residents of Morinville. The Growth Plan estimates there will be 4,344 jobs in 2044. Based on the low population growth scenario, this provides approximately 28 jobs for every 100 residents. This job growth translates to 50.7 jobs per year, which can be attributed to the establishment of new home-based and storefront businesses (approximately 20 per year based on business licence trends) and expansion of existing businesses.

Morinville has approximately 167 net hectares of designated employment lands, which are estimated to be about 30% built out as of 2016. The remaining 70% are areas consisting of infill and intensification opportunities as well as new development in planned/greenfield areas. For ultimate build-out of this area, it is estimated that these lands (combined with an additional 5% of jobs attributed to new home-based businesses as residential areas expand) can accommodate 9,600 jobs (assuming 1.4 – 3.25 jobs per 1,000 square feet of floor space depending on land use and an average floor area ratio of 0.25). As a ratio of population at build-out within the municipal boundary (33,000), this continues to provide 29 jobs for every 100 residents.

### **6.3.3 Summary**

These forecasts indicate Morinville has a sufficient and well-balanced supply of residential and employment lands for several generations of growth. While these forecasts do not preclude the possibility of some boundary adjustments in the long term from the perspective of growth management, such discussions would be appropriately addressed through an Intermunicipal Development Plan (IDP) or other joint planning process between Morinville and Sturgeon County. However, it is important to acknowledge that it is quite difficult, if not impossible, to predict much beyond a generation. Actual pace of development, technological advances, societal paradigm shifts, and climate change are just some influences that require municipalities to continually monitor trends and review and update forecasts frequently.

## 7.0 Growth Management

### 7.1 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 signalization at Cardiff Road and Highway 2 intersection and in relation to residential and non-residential development anticipated south of the rail line;
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.

### 7.2 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 *Edmonton Metropolitan Region Growth Plan* (EMRGP), and Morinville's Municipal Sustainability Plan (MSP), *Morinville 2035: Growing Together*.

The EMRGP establishes a minimum greenfield density of 30 dwelling units per net residential hectare (du/nrha) required for all applicable statutory plans. It also establishes aspirational intensification targets of 10%, meaning Morinville should aspire to achieve 1 out of every 10 new dwellings to be directed towards infill and redevelopment of the built-up area (Map 10: EMRGP Metropolitan Structure) each year

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.

### **7.3 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.

### Complete Community

Complete communities meet people's needs for daily living at all ages and provide convenient access to a mix of jobs, local amenities, and services, a full range of housing suitable for all ages and income levels, community infrastructure, and multi-modal transportation choices. The elements of a complete community vary depending on the regional context, size, and scale of the community; however, a network of complete communities creates a complete region.

## **Community Design Policies**

### Sense of Place:

- 7.1. 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.
- 7.2. Morinville shall ensure views of significant heritage buildings and other iconic structures are preserved, improved or created.

### Urban Fabric:

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

- 7.4. Morinville shall promote a mixture of land uses to create a viable, attractive, complete community.
- 7.5. 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.
- 7.6. Morinville shall ensure that large-format retail is incorporated compatibly with other uses and the visual/environmental impacts of large parking lots are reduced.
- 7.7. 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.
- 7.8. 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:

- 7.9. 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.
- 7.10. 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.
- 7.11. Morinville shall support the integration of public art into the design of public spaces to celebrate culture and enhance appeal.

Implementation:

- 7.12. 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.
- 7.13. 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<sup>13</sup>; 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.
- 7.14. Morinville shall support the establishment of a design review process to review development applications as they relate to urban design standards/guidelines:
- a) Morinville should review and determine the most efficient and effective process to enable design review in the context that is most fitted to the community.
  - b) Design reviewers should preferably have expertise in design.
  - c) A clear rationale for decisions will benefit positive review and approval, and therefore the process must be transparent. Administration should advise potential applicants early in the development process if the design review process will be involved in the project, ensuring applicants understand how the process is used in the design changes that may be requested.
- 7.15. Morinville should promote awareness and celebrate the importance of urban design through outstanding urban design achievement awards and recognitions.

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<sup>13</sup> 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.



- 7.16. 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.
- 7.17. Morinville shall ensure that design is considerate of local climate, allowing for snow clearing, drainage, icy conditions and wind.

## 7.4 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: Cœur de Morinville, Mature Neighbourhoods, Developing Neighbourhoods, Planned Areas, and Greenfield Areas (**Map 5 – Growth Management**). Collectively, the Cœur de Morinville, Mature Neighbourhoods, and Developing Neighbourhoods are referred to as the “Built-up Urban Area” for purposes of the *Edmonton Metropolitan Region Growth Plan* (Map 10 – EMRGP Metropolitan Structure). The *Edmonton Metropolitan Region Growth Plan* directs Morinville as a centre that will accommodate mixed use areas of employment and population growth through intensification of its built-up areas. Morinville should strive to be a complete community with services, local employment and cultural amenities for Morinville and area residents appropriate to the size and scale of the community.

### 7.4.1 Cœur de Morinville

The *Cœur de Morinville* – the “Core” or “Heart” of the community – is Morinville’s downtown: the main streets (100 Avenue and 100 Street) and the historic residential neighbourhoods located directly behind them. Within the context of the *Edmonton Metropolitan Region Structure* the Cœur de Morinville is considered a sub-regional centre. This 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, the *Cœur de Morinville Area Structure Plan* (ASP) establishes policies and guidelines to ensure the neighbourhood evolves over time in an aesthetic, cohesive, and appropriate manner. The ASP evaluates the suitability of redevelopment, infill and increased residential density in the *Cœur de Morinville* from the perspectives of existing residential neighbourhoods, supporting economic development and maximizing use of existing infrastructure capacity. Further, this ASP

supports the development of Highway 642 in accordance with the Highway 642 Functional Planning Study.

The ASP policies and guidelines give direction to future land use and redevelopment decision making processes in the *Cœur de Morinville*. The desire is that through careful planning and conscientious decision making, Morinville will capitalize on economic development opportunities, celebrate its rich heritage, recognize the unique character of established residential neighbourhoods, move ever closer to a sustainable state and encourage more people to live, shop, work and socialize in the heart of the community.

**Growth Management Policies:**

7.18. Morinville shall adhere to the Principles, Goals, and Policies of the *Cœur de Morinville Area Structure Plan*, as may be amended from time to time.

**7.4.2 Mature Neighbourhoods**

The term “Mature Neighbourhoods” applies to all of the existing, built up neighbourhoods outside of the *Cœur de Morinville* that have substantially finished developing. The focus here is maintenance and enhancement of the existing character and basic infrastructure. In accordance with the *EMRGP* aspirational intensification targets of 10 percent apply to the built-up urban area, meaning that Morinville should aspire to achieve 1 out of every 10 new dwellings to be directed to this area.

**Growth Management Policies:**

7.19. Morinville should encourage revitalisation of sidewalks and tree planting programs in Mature Neighbourhoods.

7.20. Morinville shall ensure that any re-development within a Mature Neighbourhood is sensitive to the existing character and scale of development.

7.21. Morinville shall ensure compatibility of uses along the edges of Mature Neighbourhoods.

7.22. For purposes of the *Edmonton Metropolitan Region Growth Plan*, Mature Neighbourhoods are identified as a “Built-up Urban Area” of the Metropolitan Structure. Redevelopment and infill in Mature Neighbourhoods shall be encouraged to contribute to achieving the aspirational intensification target of 10 percent in accordance with the *Edmonton Metropolitan Region Growth Plan*.

**7.4.3 Developing Neighbourhoods**

Neighbourhoods that have already been planned and are in the process of building out and/or have approved subdivision or development permit applications associated with them 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. In accordance with the *EMRGP* aspirational intensification targets of 10 percent apply to the built-up urban area, meaning that Morinville should aspire to achieve 1 out of every 10 new dwellings to be directed to this area.

**Growth Management Policies:**

- 7.23. For purposes of the *Edmonton Metropolitan Region Growth Plan*, Developing Neighbourhoods are identified as a “Built-up Urban Area” of the Metropolitan Structure. Redevelopment and infill in Developing Neighbourhoods shall be encouraged to contribute to achieving the aspirational intensification target of 10 percent in accordance with the *Edmonton Metropolitan Region Growth Plan*.
- 7.24. Morinville should require, to the extent possible, that future development proposals align with the updated *Recreation, Parks and Open Spaces Master Plan* and *Municipal Open Space Standards*, and priority given to trails system connectivity, including connectivity with the proposed regional recreation facility and Sturgeon County’s recreation facilities and in particular with the Hamlet of Cardiff.
- 7.25. Morinville should strongly encourage architectural controls and minimum design standards for streetscapes on new phases of development.
- 7.26. Morinville may support amendments to existing ASPs in order to implement current planning philosophy in developing areas provided that sufficient infrastructure capacity is demonstrated.

**7.4.4 Planned Areas**

“Planned Areas” are neighbourhoods that have approved ASPs or districting other than Urban Reserve in the Morinville Land Use Bylaw 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:**

- 7.27. 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 achieving the minimum greenfield density requirements of 30 dwelling units per net residential hectare if and where possible, 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.

**7.4.5 Greenfield Areas**

“Greenfield Areas” exist where no planning approvals are in place and no development has commenced. These areas will require an adopted Area Structure Plan prior to the commencement of urban development.

These areas offer the best opportunities to implement contemporary planning principles and sustainability initiatives through the Area Structure Plan approval process. These areas also offer opportunity for cooperative planning with Sturgeon County on lands adjacent to its boundary.

All Greenfield Areas in Morinville are classified as prime agricultural lands – Class 2 (Prime) as defined by the Land Suitability Rating System (LSRS), until such time when the Edmonton Metropolitan Region Board has developed a Regional Agricultural Master Plan and land evaluation and site assessment tool. The Regional Agricultural Master Plan will be a policy framework for conserving and maintaining a secure supply of prime agricultural lands, and requires a land evaluation and site assessment tool to be developed to qualify and quantify the prime agricultural lands.

Morinville is located in the rural area policy tier, and it is also a rural and sub-regional centre. In the rural area, the *Edmonton Metropolitan Region Growth Plan* requires prime agricultural lands identified through the land evaluation and site assessment tool to be conserved, and large contiguous agricultural areas to be protected and maintained to enable efficient agricultural production and to support the agricultural sector in the Region. The vast majority of the rural area consists of rural working landscapes with agricultural lands located in the municipal counties. The Growth Plan is silent with regards to rural and sub-regional centres in this regard. Urban centres within the rural area are recognized for their potential to urbanize over time, therefore, it is practical to assume that agricultural lands in urban areas can only be conserved for as long as reasonably possible.

Morinville expects that through the Regional Agricultural Master Plan, land evaluation and site assessment tool, and agricultural impact assessments, which shall factor existing MDP designations and Urban Reserve land use districting which protects significant tracts of predominantly vacant land for future urban development, it will demonstrate that ultimate urban development is consistent with the planning framework.

**Growth Management Policies:**

- 7.28. Prime agricultural lands shall be conserved for agricultural purposes for as long as possible, recognizing that these lands will urbanize over time to accommodate growth, and the fragmentation and conversion of prime agricultural lands for non-agricultural uses will only be considered when the proposed development is in compliance with these Growth Management Policies for Greenfield Areas and the Objectives and Policies of the *Edmonton Metropolitan Region Growth Plan*.
- 7.29. Morinville shall require that Greenfield Areas benefit from an approved Area Structure Plan, prepared by a Registered Professional Planner, prior to commencement of development.
- 7.30. Development within Greenfield Areas shall take place in a logical and orderly manner, contiguous to Planned or Built-up Areas, through economical and sustainable extension of municipal servicing.

- 7.31. An agricultural impact assessment prepared by a qualified professional shall be required in accordance with the *Edmonton Metropolitan Region Growth Plan* when a new area structure plan proposes development in a Greenfield Area.
- 7.32. Morinville shall support the efficient use of land and infrastructure through increased density targets, diverse housing options, compact urban form, mixed use developments, centralised community commercial nodes, internal walkability, and connectivity with the rest of the community via the trails system.
- 7.33. Morinville shall require high quality design standards, including landscaping and streetscaping, in higher density developments.
- 7.34. Morinville shall participate in collaborative planning with Sturgeon County for lands adjacent to the County's boundary.

## **7.5 Future Planning Projects to Support Growth Management**

Effective growth management will require some additional, detailed planning. Below are the project descriptions and generalised terms of reference of the key planning projects identified as being beneficial to specific neighbourhoods as well as the broader community.

### **7.5.1 Mobility Master Plan**

An update to the Town's existing Transportation Master Plan from 2004 is required to reflect current conditions and explore a broader range of transportation, including non-vehicular modes of travel.

A Mobility Master Plan should address the following and/or related topics:

- Integrate into the mobility master plan other existing plans for continuity.
- Recognise that land use & mobility are interconnected, and examine travel demand models and demand management at the neighbourhood level as well as community-wide level.
- Discuss "complete streets", identify best practices and make recommendation on how to integrate the best management practices through improvements over time to achieve desired outcomes.
- Examine regional and local transportation network connections, including rail and other modes, and identify what are opportunities and constraints.
- Examine road, rail and intersection safety in the context of multi-modal transportation options and emergency management.
- Identify opportunities to integrate active modes of transportation into the local network, including cycling, walking, etc., and make recommendation for how to support these modes over short, medium terms. Included in this would be an assessment of accessibility.
- Identify opportunities and constraints to moving goods and services within and out of the community, including rail, commercial vehicles and emergency services.
- Analyse parking issues in the Downtown and make recommendations for further studies, as required, to address issues such as on street and off street parking, municipal parking lots, cash

in lieu of parking for developers, time restrictions on parking in certain areas, permit parking, and etc.

- Identify specific areas requiring more detailed study, such as functional planning study for 100 Street and East Boundary Road improvements.
- Identify best practices for asset management and maintenance.
- Public & Stakeholder Engagement.
- Identify short, medium and longer term implementation tasks.

### **7.5.2 100 Street Functional Planning Study**

Morinville's only north-south corridor is 100 Street. Therefore, it is imperative this collector road function optimally. The roadway has a number of distinct segments with differing character and roadway standard. A functional plan is required to examine how the roadway should evolve over time to respond to growth, enhance mobility and improve the aesthetics of the community.

A functional plan for 100 Street should address the following and/or related topics:

- Different roadway character along 100 Street.
- Integrating commercial land use needs with 100 Street functionality.
- Review access management with recommendations for ultimate access locations which satisfy safety and operational requirements of the roadway and that are generally acceptable to local stakeholders.
- Develop recommendations for short, medium and ultimate improvements.
- Identify right-of-way requirements for the different character segments.
- Integrate 'complete street' best practices into short, medium and ultimate improvement recommendations.

### **7.5.3 Downtown Parking & Access Management Study**

Parking and access to businesses in the Downtown is sometimes challenging in part due to historic land use decisions. Multiple access points to properties, limited access spacing and an absence of off-street parking are all existing issues in the Downtown that will be exacerbated as the community grows.

A Downtown Parking & Access Management Study would address such issues as:

- Parking stall inventory. Analysis of sufficiency based on adjacent land uses.
- Cash in lieu of parking – best practices for allowing a reduction in off-street parking requirements for developers in consideration of cash payment that could be collected in a fund to be used to purchase land for municipally-run off street parking lots.
- Minimum access spacing in the Downtown core, including opportunity for joint accesses and cross-access agreements.
- The effectiveness and implications of limited-time parking in the Downtown core.
- Business community engagement.

#### 7.5.4 Complete Streets Guidelines

Complete Streets is an approach to planning the transportation network to accommodate all types of users in a way that reflects the surrounding area's context and land uses. A main corridor through a community may be a single roadway, but along that roadway the surrounding context may change from industrial to commercial to residential. Complete Streets guidelines would allow for implementation of best practices through road upgrading and new development.

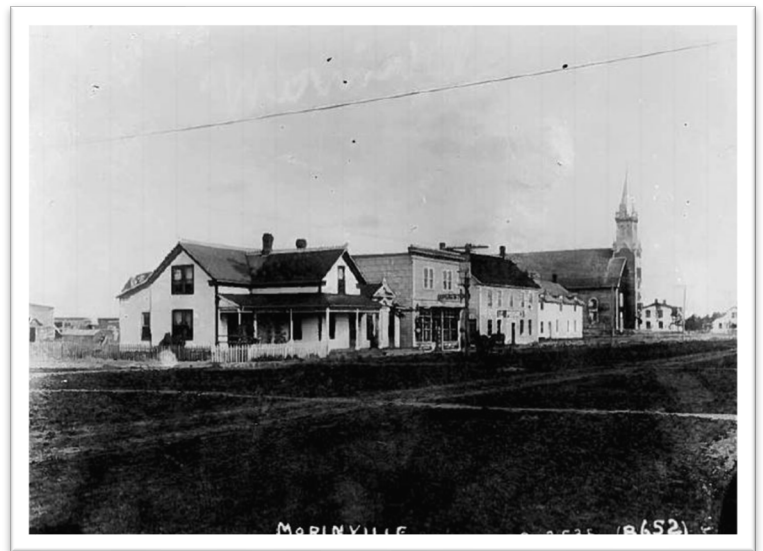
Complete Streets Guidelines would address such principles as:

- Encourage all modes of transportation on streets.
- Enhance safety for people using active modes of transportation.
- Enhance the travel experience for all users.
- Enhance aesthetic appeal of streets and functionality of sidewalks.
- Contribute to economic development and revitalization in the Downtown.
- Accommodate parking needs of businesses and visitors, including bicycle parking.

#### 7.5.5 Heritage Resources Management Plan

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.<sup>14</sup>

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.<sup>15</sup> They promote the economic vitality and liveliness of a neighbourhood.<sup>16</sup>



Supported by the MDP, the Morinville Heritage Survey was completed in 2013 to identify existing built heritage (historic homes and businesses) initially constructed no later than 1930. Within this scope, 49 resources were identified. Each of these criteria were scored using a set of criteria to create a list of Places of Interest – i.e. those worthy of further evaluation for heritage conservation – which identified

<sup>14</sup> Town of Morinville Municipal Sustainability Plan, Morinville 2035: Growing Together, 2011

<sup>15</sup> "Creating a Future for Alberta's Historic Places" – Municipal Heritage Partnership Program

<sup>16</sup> *ibid*

23 potential locally significant buildings. The report recommended the preparation of a Heritage Resources Management Plan to effectively implement heritage conservation, and outlined a generalized terms of reference for the plan. The *Cœur de Morinville ASP* further enshrined these recommendations into policy.



## 8.0 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 6 – 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 6** 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:

Cœur de Morinville

Residential

Commercial

Business Industrial

Institutional

Parks & Open Space

## 8.1 Cœur de Morinville

### Goal

To increase the vitality and sustainability of the downtown *Cœur de Morinville* neighbourhood through improved mobility, streetscaping and open spaces, increased population, a range of commercial enterprise, and celebration of its rich heritage.

### Perspective

The *Cœur de Morinville* – Morinville’s designated Sub-regional Center and downtown area – is a unique neighbourhood with enormous potential, where commerce, housing, recreation and tourism can all come together to create an exciting place. *Cœur de Morinville* 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 *Cœur de Morinville Area Structure Plan (ASP)* envisions the downtown area as a vibrant social, cultural, and shopping hub. It promotes intensification through redevelopment and infill that is sensitive to the existing character of the surrounding areas and exhibits quality design. The plan encourages investment of the primary commercial corridors, predominantly with continuous storefront pedestrian-oriented developments. These uses typically include street level small-scale, boutique retail stores, entertainment facilities, restaurants and drinking establishments with personal, medical and professional services, offices, and/or residences above.

The ASP also prescribes modest residential densification that is sensitive to the character and history of existing areas. In this regard, the *Edmonton Metropolitan Region Growth Plan* establishes aspirational density targets of 75 dwelling units per net residential hectare (du/nrha) for Sub-regional Centres.

The downtown areas is also historically significant, with the *Cœur de Morinville ASP* promoting celebration of culture and heritage. Morinville supplemented the ASP with the *Morinville Heritage Survey*, which is an inventory of historical buildings. To support intensification of the downtown area, a balance is necessary where important historic buildings co-exist and complement new higher density developments. Design guidelines are needed to identify key historic assets and acceptable development requirements for sites adjacent to these assets.

A quality public realm, with attractive pedestrian-friendly streetscapes and open spaces, also guides future development of the downtown area. The ASP promotes active transportation and a concentration of jobs in the downtown area. The main streets are likely candidates for future transit corridors to further encourage intensification of uses around these corridors. The *Highway 642 Functional Planning Study*, a critical outcome during the planning process which provides guidance and recommendations for improvements to 100 Avenue, provides more certainty for landowners and developers in downtown to stimulate investment in and along the main street. A revitalization plan for the main streets is needed to further enhance the quality of the public realm in the *Cœur de Morinville*.

Development in the downtown area will be enhanced in line with the policy direction of the *Edmonton Metropolitan Region Growth Plan* through the implementation of the *Cœur de Morinville ASP*, *Morinville Heritage Survey*, and *Highway 642 Functional Planning Study*.

### **Cœur de Morinville Land Use Policies**

General:

- 8.1. Morinville shall promote the *Cœur de Morinville* as a strong retail and commercial base, and its role as a complete neighbourhood and economic hub within Morinville.
- 8.2. For the purposes of the *Edmonton Metropolitan Region Growth Plan* the *Coeur de Morinville* is designated as a Sub-regional Centre. As a Sub-regional Centre redevelopment and infill will be encouraged and facilitated in order to achieve the 75 dwelling units per net residential hectare aspirational target in accordance with the *Edmonton Metropolitan Region Growth Plan*.

- 8.3. For the purposes of the *Edmonton Metropolitan Region Growth Plan*, the *Coeur de Morinville* is identified as a Built-up Urban Area of the Metropolitan Structure. Redevelopment and infill in the *Coeur de Morinville* shall be encouraged to contribute to achieve the aspirational 10 percent intensification target in accordance with the *Edmonton Metropolitan Region Growth Plan*.
- 8.4. Morinville shall encourage the *Cœur de Morinville* 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.
- 8.5. Morinville should build upon its rich history and respect the *Cœur de Morinville's* heritage assets.
- 8.6. Morinville shall support safe, convenient, enjoyable and sustainable transportation choices in the *Cœur de Morinville*, ensuring that transportation facilities are properly integrated into the community.
- 8.7. 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 *Cœur de Morinville*.
- 8.8. Morinville shall promote the *Cœur de Morinville* as a vibrant cultural hub of Morinville.
- 8.9. Morinville shall encourage the *Cœur de Morinville* 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.
- 8.10. Morinville should ensure the *Cœur de Morinville* has community support services, infrastructure services and utilities that efficiently and adequately meet the neighbourhood's needs. Infrastructure investments to support intensification shall be identified and planned appropriately.

Downtown Commercial:

- 8.11. Morinville shall encourage small-scale, boutique and retail commercial developments to the *Cœur de Morinville*.
- 8.12. Morinville shall require that new commercial development in the *Cœur de Morinville* adhere to the policies and design standards of the Functional Planning Study, *Cœur de Morinville* ASP and Heritage Preservation Guidelines documents.
- 8.13. Morinville shall encourage that, whenever possible, new developments be street-oriented with parking located at the side or rear of the building.
- 8.14. Morinville shall support the development of mixed use residential/commercial structures in the *Cœur de Morinville*.

## 8.2 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 greenfield blocks of land. To a lesser extent, requests to amend existing ASPs may offer some opportunity to refine proposed residential neighbourhood designs.

The minimum greenfield residential density required by the *Edmonton Metropolitan Region Growth Plan* is 30 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,<sup>17</sup> and Morinville is among those challenged to meet the demand.

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<sup>17</sup> *Community Housing Plan*, Town of Morinville, 2009

The EMRB 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.<sup>18</sup>

The CRB Housing Plan (2009) provides direction to develop a 10-year regional housing plan. In 2016, the EMRB (formally the CRB) approved the Regional and Sub-Regional Housing Needs Assessments. Morinville is part of the Sturgeon Sub-Region, along with Sturgeon County, St. Albert, Bon Accord, Gibbons, Legal, and Redwater. In this Sub-Region there were almost 35,000 dwellings as of 2011, of which 16% are rented<sup>19</sup>. The Sturgeon Sub-Region Housing Needs Assessment provides a comprehensive overview of the housing market and demographics in Sturgeon, in order to assess the current and future housing needs in the Sub-Region. The analysis found that 965 renter households are in core need<sup>20</sup>, mainly consisting of seniors (34%), singles (27%), and lone-parents (25%). 43% of households in core need are served by the Non-Market housing portfolio (majority being seniors housing at 58%), so it is necessary to double the current stock to fully address the backlog of need. Homeland Housing is the provider of supportive living for seniors and community affordable housing in the area<sup>21</sup>. Refer to **Figure 6** for a description of the housing continuum.

As population and households grow, so will need. It is estimated that 8% of new households will likely be in core need and 13% will be moderate income and require homes in the mid-range of rent and prices, while 79% of growth can be accommodated in market priced options. The predominant form of housing supply is single detached homes, which meet the requirements of families with children, but may not remain appropriate for the growing population of seniors. Most of the growth in core need housing will come from seniors over 76 in age, with their share of total growth in core need increasing from 54% to 74% over the next 6 years, while the non-senior age groups will grow more slowly. Smaller, appropriate building forms and lower priced options are required (i.e. one-bedroom apartments) to meet the needs of singles leaving the family home, lone parents and seniors. In the absence of a more diverse housing supply, these smaller and lower income households may be forced to relocate, away from the community where they have lived. Such relocation will contribute to distortion across the Region, rather than balanced distribution of need and housing options.

The EMRB is progressing with the preparation and implementation of a 10-year rolling Capital Region Housing Plan. The Housing Advisory Working Group worked with consultants to develop the Sub-Regional Housing Plan Model to be used for the Regional Housing Plan, which has been endorsed by the Housing Committee recommending EMRB approval.

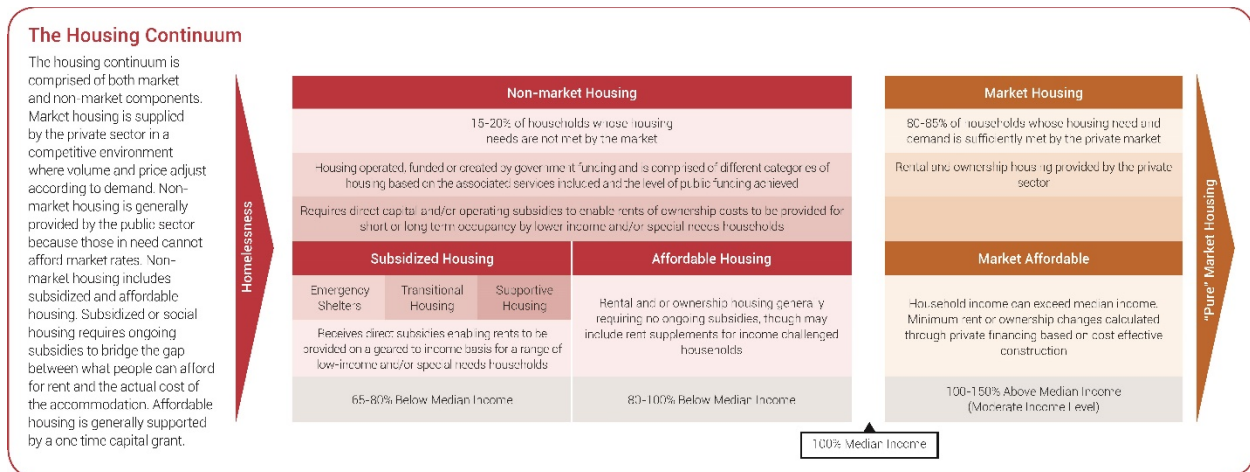
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<sup>18</sup> Capital Region Board Housing Plan, 2009

<sup>19</sup> Sturgeon Sub-Region Housing Needs Assessment, March 2016

<sup>20</sup> Core need is defined as households living in unsuitable housing conditions (overcrowding and/or poor building conditions) and paying more than 30% of their income on housing, and are in need of more affordable housing.

<sup>21</sup> <http://www.homelandhousing.ca/>



**Figure 6: The Housing Continuum**

Source: Edmonton Metropolitan Region Growth Plan (pg. 50)

One important avenue for improving the availability of affordable rental accommodation within the community is enabling secondary suites in residential districts in the Land Use Bylaw, which has been in place since 2012. Secondary suites can include basements suites, partitions of existing dwelling units, garden suites, and garage suites.<sup>22</sup>

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.

### Residential Land Use Policies

General:

- 8.15. Morinville shall encourage secondary suites (i.e. basement, garage and garden suites) where appropriate to subtly increase density.
- 8.16. Morinville shall encourage appropriate re-development and infill of existing residential neighbourhoods to increase available housing stock, and may consider infill and redevelopment

<sup>22</sup> *ibid*

where appropriate within Mature Neighbourhoods that is sensitive to the existing character and scale of development of the area. These infill and redevelopment projects may be considered part of the intensification and density targets referenced in Policy 8.2 if and when appropriate.

- 8.17. 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:

- 8.18. 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/are 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:

- 8.19. 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:

- 8.20. 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:

- 8.21. 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:

- 8.22. 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.

#### Long Range Residential Expansion:

- 8.23. 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:

- 8.24. Morinville shall encourage a diversity of housing types, forms, levels of affordability, and densities in residential areas.
- 8.25. Morinville shall encourage higher residential density developments in appropriate locations supported by quality design, access to local amenities and services, and infrastructure capacity.
- 8.26. In greenfield areas, Morinville shall require a minimum density of 30 dwelling units per net residential hectare, measured at the Area Structure Plan level, in accordance with the *Edmonton Metropolitan Region Growth Plan*.

#### Integration of Housing Type:

- 8.27. 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:

- 8.28. 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:

- 8.29. Morinville may support innovative partnerships and exploring creative financing models, regulations, standards and approval processes, and incentives for the private sector to provide housing projects where it can be demonstrated that the product will be attractive and functional enough in design and appearance to warrant variations to Morinville's existing development standards.

#### Inclusionary Housing:

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



- 8.31. Morinville shall support working in collaboration with the Edmonton Metropolitan Region Board, other levels of government, and non-profit housing providers for the provision of market affordable and non-market housing in Morinville.
- 8.32. Morinville shall encourage developers to use proven, lower cost construction methods related to prefabrication, building materials and built forms that result in aesthetically appealing, affordable housing.

### 8.3 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, 90 Avenue between Morinville Business Park and East Boundary Road, and west of the Canadian National Railway on the 100 Avenue corridor. These uses are typically land extensive requiring large amounts of floor space or land area, such as automotive and recreational vehicle dealerships, retail warehouses, and wholesale parts and distribution hubs, and may include primary retail and service functions including vehicle-oriented service establishments such as drive-through oriented businesses and automotive servicing stations.

Neighbourhood commercial development can enhance the quality of life within a residential neighbourhood by creating a central focus for the neighbourhood, providing low intensity retail and service functions serving the day-to-day needs of the neighbourhood’s residents, and creating social gathering places and reducing vehicle trips by promoting walkability and quick and convenient vehicle access, and should be encouraged where appropriate. Typical neighbourhood commercial uses include convenience retail, personal services, restaurants, and retail gas stations.

## Commercial Land Use Policies

General:

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

Highway/Service Commercial:

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

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

8.36. 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.

8.37. 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.

8.38. 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:

8.39. 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) contains adequate customer and staff parking; and;
- c) is designed with regard to the scale and character of the surrounding neighbourhood.

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

## 8.4 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**

Business Industrial uses are located in the existing Morinville Business Park, with small pockets of growth to the south, northeast, and east along 90 Avenue to East Boundary Road. Morinville is required to maintain land supply for local employment areas, and has a well-balanced supply of employment lands for several generations of growth. However, this does not preclude the possibility of adjusting 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 the south and east sides respectively (see **Map 6**).

Non-residential development, including industrial development, supports complete communities and 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, especially in proximity to existing and future residential, and consistent with the intent of the business/light industrial land use district with little or no associated nuisance. This includes supporting the agricultural sector and resource-based economic activities.

## **Business Industrial Land Use Policies**

### General:

- 8.41. Morinville shall encourage industrial parks to develop in an orderly and economical manner through the logical extension of services and roadways.
- 8.42. Morinville shall ensure the remediation of any brownfield sites upon decommissioning of industrial uses, to avoid creating any orphaned industrial sites.
- 8.43. Morinville should actively encourage an adequate supply of fully serviced business industrial lots and maintain lands for future business industrial development to accommodate employment growth and provide a variety of business types and economic activities to support complete communities and economic diversification.
- 8.44. 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:

- 8.45. 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.
- 8.46. Morinville shall ensure that developments mitigate visual impacts from public roads.

8.47. 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:

8.48. 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:

8.49. 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.

8.50. 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.

## **8.5 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.

## **Institutional Land Use Policies**

General:

- 8.51. Morinville shall ensure compatibility of land uses surrounding existing institutional uses.
- 8.52. Morinville shall ensure compatibility of proposed institutional uses in existing neighbourhoods.
- 8.53. 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.

## **8.6 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.<sup>23</sup> 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.

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<sup>23</sup> Greenspace Scotland; Greenspace and Quality of Life: A Critical Literature Review; 2008; found at [www.openspace.eca.ac.uk/pdf/greenspace\\_and\\_quality\\_of\\_life\\_literature\\_review\\_aug2008.pdf](http://www.openspace.eca.ac.uk/pdf/greenspace_and_quality_of_life_literature_review_aug2008.pdf)

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 7 – Parks & Open Spaces**.

### **Parks & Open Spaces Land Use Policies**

#### General:

8.54. 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, & Conservation Reserve:

8.55. 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 *Municipal Government Act*, 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*.

8.56. Morinville shall require environmental reserve dedication as per the *Municipal Government Act*, 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.

8.57. Morinville may require conservation reserve dedication as per the *Municipal Government Act*, as amended, of land that has environmentally significant features of which does not qualify as environmental reserve, but should be protected and conserved. Conservation reserve land shall remain in its natural state.

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

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

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

#### Waterbodies:

8.61. 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.

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

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

Pathways & Trails System:

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

Maintenance:

- 8.66. Morinville should commit to high standards of maintenance for the park system to ensure that residents feel safe using the parks.
- 8.67. Morinville should consider naturalisation and xeriscaping for parks, where possible, to reduce water, energy and labour requirements.
- 8.68. 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.

## 9.0 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.

### Sustainability Policies

General:

- 9.1. 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.
- 9.2. Morinville should encourage developments to achieve or exceed the equivalent of a certified Leadership in Energy and Environmental Design (LEED) Canada rating, and are encouraged to pursue certification through Canada Green Building Council.
- 9.3. Morinville shall support strategies, tools, and initiatives that support adaptation and resiliency to climate change.
- 9.4. Morinville shall support waste reduction efforts and waste stream re-direction practices that do not compromise the character of the community or endanger lives or private or public property.
- 9.5. 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.
- 9.6. Morinville should support use of private/alternative electricity generation technology with lower greenhouse gas emissions to power homes, businesses and industry.
- 9.7. Morinville shall encourage and support appropriate urban agricultural practices, including community gardens, in all land use districts.
- 9.8. Morinville should support low impact development approaches, 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.
- 9.9. Morinville should encourage passive solar design and orientation of new structures.



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

Air Quality:

9.11. Morinville shall promote good air quality to the extent possible through land use decision-making.

Waste Reduction:

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

9.13. 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.

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

Water Conservation:

9.15. 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.

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

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

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

9.19. To conserve, enhance, and restore the function, integrity and connectivity of the ecological network of watercourses and improve water quality and quantity, developers shall adhere to *Alberta's Water for Life: Alberta's Strategy for Sustainability*, the *Alberta Wetland Policy*, and the *Alberta Land Stewardship Act*.

9.20. Morinville shall promote awareness about the harmful effects of washing deleterious substances down catch basins through public education opportunities.

Private Electricity Generation:

9.21. 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.

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

#### Urban Agriculture:

- 9.23. Morinville shall support urban agricultural practices and the development of an Urban Agricultural Strategy.
- 9.24. Morinville shall support the expansion of community gardens within the municipality.
- 9.25. Morinville shall support lawn alternatives.
- 9.26. 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.
- 9.27. 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:

- 9.28. Morinville should support dark sky initiatives<sup>24</sup> and promote responsible outdoor lighting.
- 9.29. Morinville should promote the preservation of natural darkness on the basis of ecological integrity, human health concerns, and educational opportunities.
- 9.30. Morinville shall integrate light pollution prevention regulation into the LUB.
- 9.31. 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.
- 9.32. 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.
- 9.33. Morinville shall require outdoor illumination of residential and non-residential areas to prevent light spillage onto adjacent property.
- 9.34. 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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<sup>24</sup> See [www.darksky.org](http://www.darksky.org) for more information about preservation of the night sky

## 10.0 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. All modes of transportation are accommodated safely and efficiently in a well-planned transportation network, and the notion of ‘complete streets’ is given priority.

### Perspective

#### Complete Streets & Universal Design

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.

‘Complete streets’ is a design philosophy that maximizes the use, safety and comfort for a variety of users within a shared corridor. Complete streets consider all modes of travel – movement by foot, bicycle, vehicle, and public transit. Wherever multiple modes of travel are present, the philosophy of complete streets should be implemented to the extent possible. Ideally, complete streets have the following characteristics:

- design speeds for vehicles no greater than 50 km/h, with posted speeds at or less than that;
- minimal lane widths for vehicles, and minimizing the width of roadway that pedestrians need to cross at intersections and crosswalks;
- accommodation for various modes of movement, including vehicles, cyclists, runners and leisure walkers;
- efficient placement of different carriageways that are cognizant of operations such as snow clearing and removal, while still allowing safe movement of people;
- street oriented buildings that have a good mix of residential and commercial uses;
- an overall priority to pedestrians and transit, opposed to giving priority to a high level of service for passenger vehicle traffic; and
- various vehicular and pedestrian accommodations and amenities such as lighting, parking, bicycle racks, benches and waste receptacles – while working with traditional road rights-of-way and not increasing required road carriageway widths.

‘Universal design’ recognizes that all streets and other public open space should be designed to accommodate a full spectrum of users of all abilities, including people with mobility aids. Universal design as it applies to improving mobility in Morinville should include:

- implementation of curb ramps at all formal crosswalks, and at all intersection radiuses leading in each direction that there is a sidewalk;

- curb ramps should be sufficiently wide to accommodate a wheelchair passing by others and slopes should not be excessive;
- reducing straight faced curbs adjacent to any handicap parking stall, or using a rolled face curb where possible;
- marked crosswalks should include highly visible, tactile walking surfaces with tactile ground surface indicators;
- new or renovated crosswalks should be retrofitted with audible crossing signals to indicate designated crossing;
- adequate surfacing of trails, at minimum compacted gravel surfaces to meet accessibility guidelines such as the ADA Standards for Accessible Design;
- minimizing, or eliminating sudden grade changes or drops between doorway thresholds of public buildings or businesses and adjacent sidewalks;
- ensuring boulevard trees and other vegetation adjacent to sidewalks and trails do not have any protruding branches that may obstruct pedestrian movements; and
- developing trails sufficiently wide to allow passing by with slopes that are not excessive.

### Mobility Network

The transportation network in Morinville comprises roadways, trails and pathways, and railways (**Map 8 – Road Network**). The alignments and classifications of **Map 8** 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.

The 2017 Mobility Strategy identifies four main corridor typologies that can be found within either road rights-of-way or in other public spaces:

1. Vehicular Dominated Corridor – streets such as the northerly section of 100<sup>th</sup> Street that is maintained primarily for vehicular traffic. There is little to no demand for multi-modal access such as walking or cycling on separate pedestrian corridors such as separate walks or trails. There is little need to explore best management practices for improving mobility for active modes of transportation along these corridors;
2. Shared Corridor – streets such as Highway 642 / 100<sup>th</sup> Avenue that is maintained for both vehicles and pedestrian and active mode traffic. Some principles of complete streets would enhance the co-existence of large numbers of non-vehicular users of this shared space. In these corridors, efficient movement of vehicles is equally important as safe, comfortable and memorable pedestrian movement;
3. Celebration Corridor – during normal conditions, these corridors function as shared corridors. On the other hand, these identified corridors could be easily closed off entirely to vehicular travel for short durations to host special events such as festivals, street markets, and other programmed events. Principles of complete streets would enhance these segments when acting as a shared corridor between vehicles and active transportation modes; and

4. Pedestrian Dominated Corridor – these alignments are predominantly outside road right of ways and are found in public open space such as municipal reserves and pipeline right of ways. With exception of Town maintenance equipment, motorized vehicles are not permitted on these trail systems.

Best management practices (BMPs) to support safe, efficient and inclusive mobility include the following, excerpted without figure or image references from the 2017 Mobility Strategy:

1. Curb extensions – also known as intersection bulbs, curbs are extended into the intersection to reduce the crossing distance for pedestrians crossing the street.
2. Raised platform crosswalks – located at key crosswalks over highway, arterial, and collector roads, crosswalks are elevated from the surrounding roadway, giving pedestrians more profile and also providing physical traffic calming with a speed bump;
3. Signalized or signed crosswalks – electronic signage that cues pedestrians to cross the street, including a countdown clock for time before no crossing is permitted, for highway, arterial and major collector road crossings. Highly visible crosswalk signs are recommended for crosswalks along minor collector and local roads;
4. Extended pedestrian signal timing – longer durations for pedestrians to cross streets at key intersections with anticipated crowds, segments nearby larger populations of people with limited mobility, etc.;
5. Bicycle parking facilities – amenities such as bike racks along a roadway, within the “furniture zone”;
6. Reduced speed limits – based on a traffic impact assessment for each set of streets, reducing speed limits in key locations such as road segments nearby key destinations, school zones, celebration corridors, etc.;
7. Reduced traffic lane widths – acting as a physical traffic calming measure, reduced traffic lane widths inadvertently reduce speed and increase driver attentiveness. The reduced lane widths create additional widths for other aspects of a street cross section such as pedestrian walking surfaces and furniture zones;
8. Textured pavement – use of patterned pavement surfaces or unit pavers with a coarse texture to provide audible, visual and physical cues of a special circumstance such as pedestrian crosswalk;
9. Human scale elements – both functional and decorative elements such as lighting, benches, waste / recycling receptacles, banners and other components of a street that support the function and use of a street. These elements can often become place-defining elements that are replicated throughout the community;
10. Commercial boardwalks – either temporary or permanent walking surfaces that allow the entire sidewalk area to be overcome with commercial uses from adjacent businesses. Boardwalks should be no less than 2.5 m wide, and must be coordinated with parking lanes as the boardwalk will lead to reduced or eliminated parking stalls;

11. Commercial patios – similar to commercial boardwalks, development of the curb lane into a temporary or permanent patio for adjacent business use. The existing sidewalk carriageway would continue to be the primary pedestrian thoroughfare for the street;
12. Improve waiting experience – providing additional amenities such as interactive displays, information kiosks or enhanced landscaping to create a more interesting experience for people waiting at bus stops, in front of key destinations, drop off zones, etc.;
13. Landscaping - including overhead canopy of mature trees with high-headed form, and well placed shrubs that allow adequate sightlines;
14. Auxiliary power – provision of power available for a variety of public uses, such as lighting up street trees and banners, or powering temporary amenities such as food trucks during special events and celebrations;
15. Programming – planning public functions for segment of Town streets for a variety of special events, from short-term events lasting a few hours to multi-day festivals;
16. Buffered sidewalks – also known as separate walks, the designated sidewalk surface is set back from the curb to provide distance between pedestrians and vehicles. The buffer can have a number of functions, such as landscaping or furniture zones.

#### 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.<sup>25</sup> 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. Canadian National Railway has announced this line will be decommissioned. As of the writing of this update in 2017, the line sits unused except to store the occasional rail car. The future of this line and its right-of-way, how it may be used or repurposed, 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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<sup>25</sup> *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' north of the CN Rail line.

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 recently installed traffic signal lights at the intersection of Cardiff Road and Highway 2. A previously announced interchange project at this location did not come to fruition following preliminary roadworks within Morinville in support of the project. According to Alberta Transportation, an interchange at this location is not being considered in the near to long terms.

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, gravel driving surface. The upgrading of East Boundary Road to increase north-south community connectivity is very important to the future growth of Morinville.

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.

#### 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. Regionally, linkages to Sturgeon County, and especially to Cardiff Park, are encouraged.



The 2011 Recreation, Parks and Open Spaces Master Plan 2011-2021 identifies future expansion of the trails network. The 2017 Mobility Strategy recommends the development of a Trails Master Plan to help guide human and financial resources directed to trails planning by setting priorities for the most critical work to be completed first, and to accurately forecast capital and operational costs.

#### Public Transit

The intermunicipal transit service that used to run between Morinville and St. Albert was discontinued in 2009. The *Edmonton Metropolitan Region Growth Plan (EMRGP)* identifies regional transit to 2044, including a light rail transit (LRT) extension to St. Albert and regional bus service to Morinville. The EMRGP also identifies the intent to encourage car sharing, carpooling and 'lifeline' transportation services for rural and sub-regional centres.

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 once Morinville's population reaches 15,000.

#### Regional Connections

Regionally, Morinville is well connected by the regional and provincial roadway system. The completion of Anthony Henday Drive and the eventual construction of the by-pass route west of St. Albert via Highway 37 and Ray Gibbon Drive will improve accessibility between Morinville and major population, employment and service centres of the Capital Region, including the Industrial Heartland and Edmonton International Airport.

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.

#### 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.

### **Transportation & Mobility Policies**

General:

- 10.1. Morinville shall adopt a new transportation/mobility master plan by 2019.
- 10.2. Morinville shall integrate the recommendations and best management practices of the 2017 Mobility Strategy into the Morinville Engineering Standards to the extent feasible and practical.
- 10.3. Morinville shall refer to the 2017 Mobility Strategy in combination with the 2004 Transportation Master Plan when evaluating land use planning applications and decisions as they relate to transportation and mobility until a new transportation/mobility master plan is adopted and/or the Engineering Standards have been updated to reflect mobility best management practices.



Public Transit:

- 10.4. Morinville shall support a public transit link with regional communities and will continue to work with regional partners to develop an efficient and cost-effective transit link with adjacent communities and major employment areas when appropriate and feasible. Morinville shall continue to promote employment growth along planned regional transit corridors.

East Boundary Road:

- 10.5. 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 residential and non-residential development in Morinville south of the CN Rail line.
- 10.6. Morinville shall explore the feasibility of providing a grade-separated rail crossing at East Boundary Road and the Canadian National Railway.
- 10.7. 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:

- 10.8. 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.
- 10.9. 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.
- 10.10. 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:

- 10.11. Morinville shall continue to participate in planning the regional transportation system through active participation in the EMRB'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.

- 10.12. Morinville shall support the provision, maintenance and improvements of regionally significant transportation access and facilities for agricultural uses.

Connections to Edmonton Garrison:

- 10.13. 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:

- 10.14. 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.
- 10.15. 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).
- 10.16. Morinville shall recognize that the road alignments and classifications depicted in **Map 8** reflect approved ASPs and Conceptual Schemes, 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.

Complete Streets & Universal Design:

- 10.17. Morinville shall implement complete streets and universal design philosophies through Section 10 of this Bylaw, through the ASP adoption process, and by integrating the best management practices found in the 2017 Mobility Strategy into Morinville's Engineering Standards wherever feasible and practical.

## 11.0 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 9 – 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.

In 2016, Morinville retained the services of AECOM to complete the *Municipal Utility Servicing Plan Update* (MUSP).

#### *Water Distribution*

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.<sup>26</sup> Morinville has a direct contract with EPCOR. The existing water distribution system includes two reservoirs, located along East Boundary Road north of CN Railway and

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<sup>26</sup> *Alberta Infrastructure and Transportation Capital Region Integrated Growth Management Plan Final Report on Core Infrastructure*, ISL Engineering, 2009; sourced at: [http://alberta.ca/home/CapRegionFiles/CRIGMP\\_Core\\_Infrastructure\\_November\\_2007\\_Section\\_6.pdf](http://alberta.ca/home/CapRegionFiles/CRIGMP_Core_Infrastructure_November_2007_Section_6.pdf)

at the north end of 101A Street, each connected to the water distribution system with a pumphouse through a network of pipes of various sizes and materials throughout the community. The existing pumping and storage capacities are adequate for existing development, however a few pipe improvements are recommended to meet recommended fire flow requirements. The existing pumps are adequate to service development to a population of approximately 18,100, and storage capacity to a population of approximately 19,250. Upgrades and additional storage is required beyond these stages, which have been reflected in the MUSP.

#### *Wastewater Collection*

The existing wastewater collection system consists of gravity collector mains and three pump stations. Wastewater north of CN Railway flows by a trunk along 101 Avenue to the Alberta Capital Region Wastewater Commission (ACRWC) Morinville Pump Station. The Grandin West Pump Station is located at the west end on 101 Avenue near 105 Street to service the northwestern part of Morinville and pumps to the 101 Avenue trunk near 99 Street via pressure main. Wastewater from the south converges at the Business Park Pump Station, which pumps to the ACRWC station via pressure mains shared along East Boundary Road with pumped wastewater flow from the Hamlet of Cardiff. Wastewater is then conveyed to the ACRWC treatment facility north of Sherwood Park through commission owned pipes. The MUSP Update found the existing system is adequate for dry weather flows, but the capacity is exceeded during major rainfall events and identified four segments of wastewater mains recommended for improvements in the north part of Morinville. To service development in the Rivet District area, further improvements to a segment of wastewater mains may also be required.

In the south, a new pump station and wastewater mains connecting to the existing system are required to service areas of the L'Abbé District and lands north of the Morinville Business Park, and upgrades to the Business Park Pump Station and pressure main to the ACRWC station to service the lands in the south. This will serve the L'Abbé District and lands north of the Morinville Business Park for an equivalent of approximately 53 hectares of non-residential development or 19 hectares of residential development. Beyond that, upgrades to the Westwinds Pump Station and wastewater mains along 87 Avenue are required. Further upgrades to the Business Park Pump Station are also necessary for ultimate development.

#### *Stormwater Management*

It is Morinville's intent to maintain and enhance the overland and underground stormwater management infrastructure as necessary. Stormwater management facilities (SWMF) in the form of constructed wetlands, dry ponds, wet ponds, or confined channel systems should be designed to function as passive recreation facilities for the public whenever feasible to do so.

Morinville is in the Sturgeon River watershed, divided into two sub-regional basins by the CN Railway. Stormwater for the north area of Morinville is conveyed to the Manawan Canal, which meanders to the southeast through Sturgeon County, discharging into Sturgeon River. A Stormwater Implementation Study was completed in 1980, which conveys stormwater for the majority of the area via a series of gravity mains and SWMFs to a pump station north of Champagne District into Manawan Canal.

Stormwater from portions of the Rivet District, majority of the Hittinger District, and the Riopel District basins are conveyed via a series of gravity mains and dry ponds to a pump station south of 100 Avenue west of 87 Street which pumps to the Manawan Canal. The remaining areas of the Rivet District will be via storm sewers to a SWMF and proposed pump station and pressure main along East Boundary Road to the Manawan Canal, as referenced in the amended Grandin Heights ASP.

The majority of stormwater runoff in the area south of CN drains south, discharging into either the Highway 2 ditch system, or Sturgeon County's ditch which travels south for about two miles and then connects into the Highway 2 ditch. These series of ditches drain into Carrot Creek just north of St. Albert, meandering into Big Lake to the west of St. Albert. Due to the limited conveyance of these downstream channels, flooding has been experienced during severe rain events and spring runoff. The Morinville Business Park flows via ditches into the Highway 2 drainage ditch, designed such that runoff within the basin could be stored in the ditches during major events. Over time, the storage capacity has been restricted as a result of regraded slopes, vegetation growth, and culverts installed by development. The Tellier District basin is served by a series of storm sewers to a SWMF and pump station in the southwest, pumping into Sturgeon County's ditch. The MUSP Update proposes options to alleviate flooding for these areas.

The MUSP Update included a Stormwater Management Plan Update for the south area. The stormwater servicing concept updated development area projections and allowable discharge rates since the last study. The area is delineated into several drainage basins based on existing contours, summarized by the following scenarios:

- The existing drainage for the area predominantly east and north of Morinville Business Park is not well defined. A number of options could be explored by regrading for future development. The northeast portion could discharge into the proposed East Boundary Road storm sewer draining into the north basin, of which there are numerous advantages.
- The MUSP proposes options and scenarios to consider for the areas predominantly north and west of Morinville Business Park. Either each basin is served with individual pump stations or a single shared pump is constructed to convey stormwater into the 100 Street system. From there, a storm sewer could be installed along 100 Street from north of Morinville Business Park into the Highway 2 ditch to the southwest of the business park; or the shared pump facility (only if this option is chosen) could be located south of Morinville Business Park, with a deep gravity storm sewer from north of Morinville Business Park to the facility to pump the stormwater into the Highway 2 ditch south of Cardiff Road.
- It is assumed that the area south of Morinville Business Park requires a pump station and forcemain to discharge west into the Highway 2 ditch.
- The Tellier District basin can be served by a series of gravity storm sewers and SWMFs to a future pump station and forcemain into the Sturgeon County ditch.

Future SWMFs shown on the maps are conceptually considered, located, and sized, and alternative storage methods can be considered. Also, the design for the Highway 2 and Cardiff Road interchange include several borrow areas to serve for grading elevations of the overpass as well as SWMFs to accommodate interchange drainage. This could eliminate the need for SWMFs in the southwest end of Morinville. However, construction of this interchange is not identified in the provincial funding cycle and is not likely to be warranted for several years.

Portions of Morinville are located within an airport protection area: the Edmonton Garrison heliport safety zone, as further defined in the Government of Canada's Edmonton Garrison Heliport Zoning Regulations (SOR/2004-86). The primary risk is that any water feature, either manmade or naturally occurring, may pose the threat of birds interfering with aircrafts. Restrictions within this safety and risk management buffer may be applied to the design, development, and maintenance of any SWMF or open water feature that falls within the heliport safety zone.

### *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 and organics collection.

### 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.

## Infrastructure Policies

### General:

- 11.1. Morinville shall ensure that infrastructure capacity constraints, including water, wastewater, and stormwater, are considered as part of the review process for development projects.
- 11.2. Morinville should continue to invest in monitoring and maintenance programs for infrastructure which contribute to infrastructure sustainability.
- 11.3. Morinville shall ensure that all developments comply with municipal utility servicing master plans and engineering and open space standards. Morinville may consider alternative servicing concepts on a case-by-case basis, which shall adhere to established engineering practices and are subject to the review and approval of Morinville.
- 11.4. Morinville shall require that all residential and commercial developments be connected to municipal services, where feasible, subsequent to signing an approved development agreement.
- 11.5. 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.
- 11.6. Morinville shall discourage non-contiguous growth and unnecessarily premature extension of municipal services.
- 11.7. Morinville shall encourage energy and water conservation and solid waste management.
- 11.8. Morinville shall continue to prioritise the regular updating of long-range infrastructure master plans for roads, water, sanitary sewer, and stormwater, with particular attention given to updated population and land use projections.
- 11.9. Morinville shall promote growth patterns maximising the use of existing infrastructure and services in order to avoid or delay the construction of capital expansions.
- 11.10. Morinville shall support in collaboration with the Edmonton Metropolitan Region Board, utility commissions and the Government of Alberta on the preparation of a Regional Infrastructure Master Plan, for the coordination, planning, and investing in future regional infrastructure, that will have an impact on growth and infrastructure capacity for Morinville.

### Water:

- 11.11. Morinville shall maintain its service connection to EPCOR's domestic water supply.
- 11.12. Morinville shall optimise the use of existing system capacity by encouraging infill and redevelopment.

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

Sanitary Sewer:

11.14. Morinville shall ensure wastewater mains and trunk lines are capable of handling loads generated by development.

11.15. Morinville should explore appropriate measures for infiltration and inflow reduction to the sanitary sewer system, including but not limited to manhole sealing, cross connection elimination, roof leader extension, and lot regrading.

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

11.17. 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:

11.18. Morinville shall review development regulations and remove barriers to the use of proven, low impact development techniques for stormwater.

11.19. Morinville shall ensure the development of stormwater management facilities are designed in accordance with Municipal Engineering Standards and Open Space Standards, with particular attention to locations within the Edmonton Garrison heliport safety zone.

11.20. Morinville shall ensure stormwater management facilities 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, with preference given to configurations of constructed wetlands.

11.21. 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.

11.22. Morinville shall support stormwater management techniques that improve stormwater discharge quality into Manawan Canal and ditches that lead to the Carrot Creek basin, including but not limited to preserving and enhancing existing wetlands, creating wetlands, and cultivating vegetative areas.

11.23. 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.



11.24. Morinville shall support the provision and maintenance of drainage and irrigation infrastructure for agricultural uses.

Franchise Utilities:

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

11.26. Morinville shall require the provision of franchise utilities, including power, gas, and telecommunication lines, be borne by the developer in new developments.

Solid Waste:

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

Communication Infrastructure:

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

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

11.30. 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:

11.31. Morinville shall ensure appropriate setback requirements of the Alberta Energy Regulator (AER) be included in all new and infill development as necessary.

11.32. 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.

11.33. 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.

11.34. 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.

## 12.0 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, including fostering the expansion and growth of local businesses and attracting new business investment into the community.

### Perspective

#### Investment Opportunities

The 2015 Retail Market Study identified that the total trade area for Morinville will be 38,835 by 2018 representing a total expenditure potential of \$658 million.<sup>27</sup> 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.

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. Morinville could focus on unique retail experiences and specialized offerings such as but not limited to target food and beverage, apparel, boutique house and home, and specialized products. The latter are higher in value and more frequent while being more difficult to make in large retail centre that lack ambience and customer service.<sup>28</sup>

Currently, more than one third of businesses in Morinville are locally owned and operated.<sup>29</sup> Morinville has been successful in attracting new non-residential development to the community and it is anticipated that this trend will continue. Competitive pricing, skilled local labour force, proximity to major urban centres and favourable property taxes all contribute to the continued growth of the non-residential market in Morinville.

Currently, more than one third of businesses in Morinville are locally owned and operated.<sup>30</sup> 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. Morinville has a higher labour participation rate than both Edmonton and Alberta with approximately 78.5% of residents aged

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<sup>27</sup> Colliers International Consulting, Retail Market Analysis, 2015

<sup>28</sup> *ibid*

<sup>29</sup> MDB Insight, Morinville BR&E Triage Report, 2017

<sup>30</sup> *ibid*

15 years or over are actively engaged in the labour force.<sup>31</sup> The largest occupational category in the Town is trades, transport and equipment operators.

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.

According to 2006 Federal Census information, approximately 58% of employed residents in Morinville worked outside of Morinville. Morinville is positioned through its business retention, expansion and attraction programs to enhance work opportunities within the community and offset the 'labour leakage' identified in the 2006 census.

### **Economy Policies**

General:

- 12.1. Morinville shall attempt to support economic vitality through land use decision-making.
- 12.2. Morinville shall promote its strategic geographic location in terms of major transportation access (Highway 2, Highway 28, and the Canadian National Railway) to prospective non-residential developers and businesses.
- 12.3. 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.
- 12.4. Morinville shall support joint non-residential development initiatives with Sturgeon County within joint planning areas outside Morinville's municipal boundaries.
- 12.5. 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.
- 12.6. Morinville shall support the diversification of the local economy in the following sectors: agricultural, technology and innovation, light to medium manufacturing, healthcare, unique retail and commercial, knowledge, mid to high end restaurants and tourism.

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<sup>31</sup> Colliers International Consulting, Retail Market Analysis, 2015

## 13.0 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

#### Edmonton Metropolitan Region Board

The Edmonton Metropolitan Region Board (EMRB) is an opportunity for Morinville to have a voice in the Edmonton Metropolitan Region. The EMRB representation is quite important when considering how market forces determine growth nodes and senior levels of government provide funding for major capital investments within the capital region, and as such the need to advocate for regional priorities related to land use, transportation, recreation, supportive housing, and infrastructure planning.

The EMRB is recognized as a growth management board (GMB) pursuant to Section 708.02 of the *Modernized Municipal Government Act* (MMGA). The MMGA introduced legislation for a mandatory intermunicipal collaboration framework (ICF) between municipalities for service delivery and management of resources; however, members of GMBs are exempt from ICF, but only in respect of those matters that are not addressed in the growth management plan

#### 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 intermunicipal planning provisions are in place between Morinville and Sturgeon County applying to the 2.4 km urban-rural fringe area extending out from Morinville's municipal boundary. These provisions require applications for subdivision, development and land use bylaw amendments within the fringe area to be referred to Morinville for review and comment. Supported by policy 1.2.11 of the County's MDP and established through an intermunicipal fringe area in the County's land use bylaw, these provisions encourage collaborative land use planning, support compatible uses with the fringe, and reduce the potential for land use conflict.

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.

#### *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.<sup>32</sup> 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.

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

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<sup>32</sup> Alexander First Nation Website: <http://alexanderfn.com>

the opportunity in the future to participate in the creation of a regional land use strategy under the Land Use Framework.

### **Intermunicipal Planning Policies**

#### General:

- 13.1. Morinville should continue to support regional planning initiatives.
- 13.2. Morinville shall continue its cooperative participation as a member municipality with the Edmonton Metropolitan Region Board and support its mandate as a comprehensive growth management board for the Edmonton Metropolitan Region.
- 13.3. Morinville should continue to promote partnerships for regional infrastructure and service delivery, economic development, transportation, transit, protective and emergency services, social services, and any other service that may gain efficiency from a regional approach.
- 13.4. 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.
- 13.5. Morinville should endeavour to ensure that Administration and Council consult with adjacent municipalities to explore projects of mutual interest or benefit.

#### Intermunicipal Cooperation:

- 13.6. 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.
- 13.7. 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.
- 13.8. 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 *Municipal Government Act*.
- 13.9. 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.
- 13.10. 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:

- 13.11. 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 and interest-based processes prior to any submission to the Municipal Government Board in accordance with section 690 of the *Municipal Government Act*, as amended.

Urban Expansion:

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

Agriculture:

- 13.13. Morinville shall support the collaborative development of a Regional Agricultural Master Plan with the Edmonton Metropolitan Region Board and in partnership with its member municipalities for the identification of prime agricultural lands.
- 13.14. 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.
- 13.15. Morinville shall support the continued operation and diversification of agricultural businesses and value-added agricultural production, processing, distribution, and marketing and supportive infrastructure for the agricultural sector in the urban-rural/intermunicipal fringe area.
- 13.16. Notwithstanding Policy 13.15, Morinville shall not support the creation or expansion of Confined Feeding Operations (CFOs) within the urban-rural fringe.

Hamlet of Cardiff:

- 13.17. 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.

Neighbouring Populations:

- 13.18. Morinville shall facilitate discussions with the Edmonton Garrison to maximise opportunities associated with partnering for recreation, culture and transit services.
- 13.19. 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.

## 14.0 Implementation & Monitoring

### 14.1 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 ASPs to ensure that they conform to this document.

### 14.2 Edmonton Metropolitan Region Board Reporting

The *Edmonton Metropolitan Region Growth Plan* developed a list of key performance indicators for monitoring, evaluating and reporting on changes in the Edmonton Metropolitan Region and the implementation of the Growth Plan. Several key performance indicators are collected from member municipalities as listed in **Table 5** and numbered according to Appendix F of the Growth Plan for ease of reference.

**Table 5: Edmonton Metropolitan Region Growth Plan – Key Performance Indicators**

Key Performance Indicator	Potential Source(s)	Frequency
9. Housing mix, housing distribution by structure type	Municipal census	As needed
11. Diversity of land uses in greenfield areas (% of area per generalized land use category)	Approved land use plans	Annual
12. Total population and dwellings, % change	Municipal census	As needed
13. Intensification target (% of new dwelling units approved in the Built-Up Urban Area)	Development permit approvals	Annual
14. Planned and as-built densities of greenfield areas	Approved land use plans for planned density	Annual for planned density
	Municipal methodology for as-built density	Every 5 years for as-built density
15. Residential units constructed within built-up areas	Municipal methodology for as-built density	Every 5 years
16. Residential land supply – unabsorbed and absorbed residential lands	Municipal land use data	Growth Plan update
17. Industrial land supply – unabsorbed and absorbed industrial lands	Municipal land use data	Growth Plan update
18. Investments in regional road infrastructure	Audited municipal budget	Every 5 years
19. Investments in intermunicipal transit	Audited municipal budget	Every 5 years



### 14.3 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.

#### Implementation & Monitoring Policies

General:

- 14.1. Pursuant to the *Municipal Government Act*, all statutory plans shall be consistent with this bylaw. In the event of a conflict or inconsistency between the MDP and an ASP or ARP, the MDP shall prevail to the extent of the conflict or inconsistency.
- 14.2. Future growth shall conform to the land use patterns shown in **Map 6 – Future Land Use Concept** reflecting approved ASPs. Where no ASP exists, the patterns are conceptual and subject to minor refinements pursuant to subsequently adopted ASPs, and such refinements shall not constitute an amendment to this MDP. Development inconsistent with **Map 6** shall necessitate an amendment to this MDP.

Plan Adoption:

- 14.3. Morinville shall ensure that this Plan is adopted through a Bylaw by Council in accordance with the requirements of the *Municipal Government Act*.

Edmonton Metropolitan Region Board Referrals and Reporting:

- 14.4. Morinville shall, as and when required by the Edmonton Metropolitan Region Growth Plan and/or Regional Evaluation Framework, refer new statutory plans, amendments to existing statutory plans, and non-statutory plans to the Edmonton Metropolitan Region Board.
- 14.5. Morinville shall maintain key performance indicator data required by the Edmonton Metropolitan Region Board for effective monitoring and reporting for the Edmonton Metropolitan Region Growth Plan, to be provided to the Edmonton Metropolitan Region Board as needed.

MDP Review:

- 14.6. 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:

- 14.7. Morinville shall support a review of any proposed amendment; however, Morinville shall not be bound by any proposed amendment when giving consideration to the application. 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.
- 14.8. Morinville shall require that amendments to the Plan be adopted by the Municipality by Bylaw in accordance with the *Municipal Government Act*.
- 14.9. Morinville shall ensure that, upon adoption or subsequent amendment of this Plan, the Municipality undertakes the review to adopt subsequent amendments to Area Structure Plans, Conceptual Schemes and/or the Land Use Bylaw to the extent required in order to give effect to the policies and provisions of this bylaw.

Area Structure Plans:

- 14.10. Morinville may request the preparation of an Area Structure Plan (ASP) or Conceptual Scheme by a Registered Professional Planner. In doing so, the general terms of reference for the preparation of ASPs and conceptual schemes as prescribed by policy of Council shall be followed.

Development Agreements:

- 14.11. Morinville may require developers to enter into Development Agreements pursuant to the *Municipal Government Act*.

Repeal of Bylaw:

- 14.12. Morinville shall uphold the procedure for repealing the Bylaw as required by the *Municipal Government Act*.



Morinville's Community Cultural Centre completed in 2011. Photo credit: Town of Morinville

## **Appendix A – Maps**

Map 1 – Regional Context

Map 2 – Local Context

Map 3 – District Names

Map 4 – Land Use Plans

Map 5 – Growth Management

Map 6 – Future Land Use Concept

Map 7 – Parks & Open Spaces

Map 8 – Road Network

Map 9 – Infrastructure

Map 10 – EMRGP Metropolitan Structure