Town of WESTLOCK **By-Law 2019-12**

Province of Alberta

BEING A BY-LAW OF THE TOWN OF WESTLOCK IN THE PROVINCE OF ALBERTA TO ADOPT AN INTERMUNICIPAL DEVELOPMENT PLAN.

WHEREAS Section 631(1) of the *Municipal Government Act,* as amended, states two or more councils of municipalities that have common boundaries that are not members of a growth region as defined in section 708.01 must, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary;

WHEREAS, the Councils of the Town of Westlock and Westlock County engaged the services of V3 Companies of Canada Ltd. to assist them in the preparation of an Intermunicipal Development Plan for the purposes of providing guidance for future development and subdivision activities lying within the boundary of the Town of Westlock;

NOW THEREFORE, the Town of Westlock Council enacts as follows:

1. This Bylaw may be sited at the "Intermunicipal Development Plan Bylaw".

2. That the document entitled "Schedule 'A' Intermunicipal Development Plan Westlock County and Town of Westlock" attached to and forming part of this Bylaw is hereby adopted.

3. This Bylaw comes into force and effect upon the third and final reading.

4. Town of Westlock Bylaw 2009-03, Westlock Intermunicipal Development Plan is hereby rescinded.

Read a first time this 25th day of November 2019.

Read a second time this 12th day of December 2019.

Read a third and final time and passed this 12th day of December 2019.

Signed by Mayor and CAO this 12th day of December 2019.

Mayor, Ralph Leriger

CAO, Simone Wiley

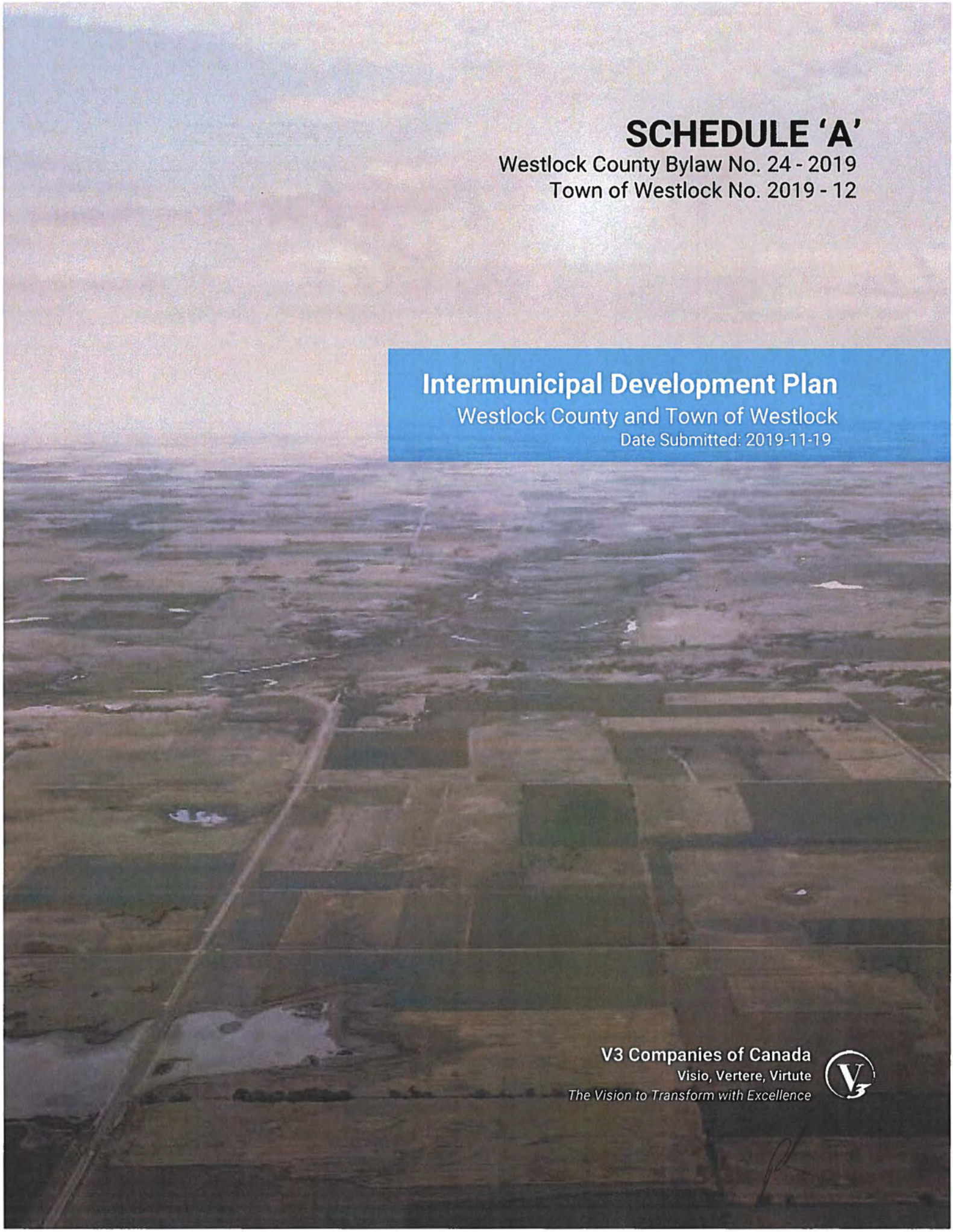
SCHEDULE 'A'

Westlock County Bylaw No. 24 - 2019
Town of Westlock No. 2019 - 12

Intermunicipal Development Plan

Westlock County and Town of Westlock

Date Submitted: 2019-11-19



V3 Companies of Canada
Visio, Vertere, Virtute
The Vision to Transform with Excellence

ACKNOWLEDGEMENTS

V3 Companies of Canada Ltd would like to acknowledge and thank the Councillors and Administration from the Town of Westlock and Westlock County for their time and enthusiasm during the development of the IDP. Their interpreted ideas and conversations helped form this document.

Prepared By: Elisa Stamatakis, MPlan

Reviewed By: Peter Vana, RPP, MCIP

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1.0 INTRODUCTION

1.1 TITLE

The title of the Bylaw **shall** be the Town of Westlock and Westlock County Intermunicipal Development Plan.

1.2 PURPOSE

The purpose of the Intermunicipal Development Plan (hereinafter referred to as the IDP or the Plan) between the Town of Westlock (the Town) and Westlock County (the County) is to foster an interjurisdictional approach to proactively address planning and development on the lands that connect these two municipalities.

A comprehensive IDP built on a solid foundation of trust and respect can strengthen the local economy and community and may continue to support the region's vibrancy through collaborative governance. This IDP will provide a long-term, mutually supported framework for the future development and growth in the area.

IDP Principles:

Trust

Respect

Communication

Cooperation

Benefits of an IDP include:

- Achieving a common purpose for growth and development;
- Building a positive relationship between neighbouring municipalities;
- Promoting efficiency in service delivery;
- Encouraging productive dialogue;
- Creating the opportunity for sustainable community development;
- Promoting efficiency for tax payers;
- Avoiding land use conflicts across jurisdictional municipalities.

1.3 CONTEXT

Westlock County and the Town of Westlock are located in the southeast portion of the Upper Athabasca region. The Town and the County are inextricably interconnected; the County surrounds the Town, necessitating an environment where collaboration and proactive planning is essential to determine where and how the two grow and develop in the future.

A baseline assessment was completed during the initial stages of the IDP development to provide insight on the current characteristics, assets and constraints found in each municipality. Reviewed and analyzed topics include: historic population and employment statistics, and current transportation infrastructure, utility infrastructure, public programs and services, and environmentally significant areas. Also included in the baseline assessment was a growth forecast that predicts the population and employment growth within each municipality over a twenty (20) year period. This information was used to create a strengths, weaknesses, opportunities, and threats (SWOT) chart, which in turn was used as a foundation for the IDP boundary and policy development. The following is a summary of the municipal profiles created from the baseline assessment and growth forecast, which the complete version can be found in Appendix C.

Municipal Profiles:

TOWN OF Westlock

Estimated 2017 Population: **5,157**

Estimated Average Annual Growth Rate (2011 – 2016): **+1.1%**

Current Labour Force: **3,647**

Projected Population Growth[1]: **1.4% (+3,866)**

Projected Employment Growth[1]: **1.3% (+1,084)**

Westlock COUNTY growing opportunity

Estimated 2017 Population: **7,138**

Estimated Average Annual Growth Rate (2011 – 2016): **-1.1%**

Current Labour Force: **2,248**

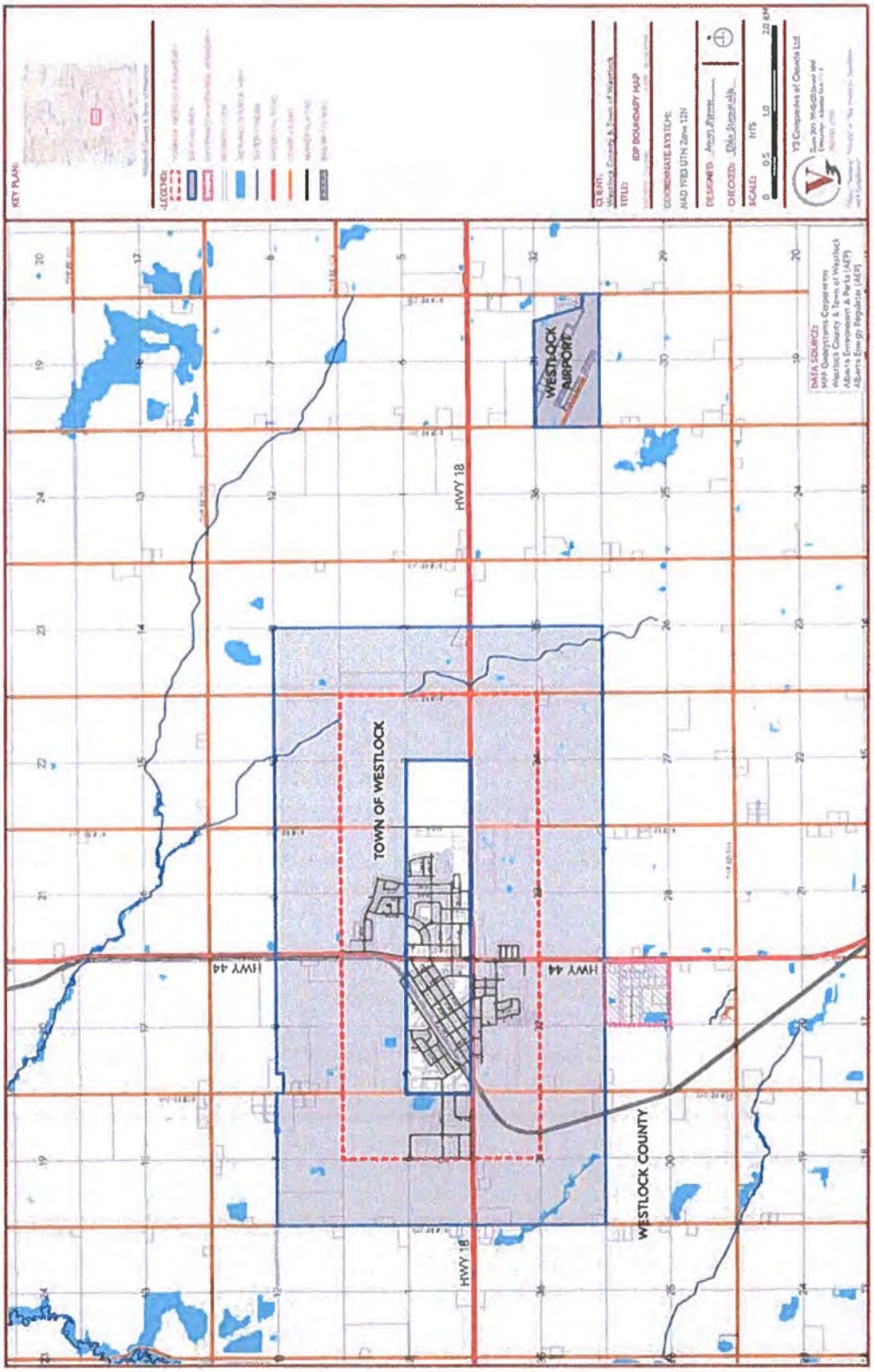
Projected Population Growth[1]: **1.5% (+2,509)**

Projected Employment Growth[1]: **2.0% (+1,101)**

To also guide the development of the IDP, engagement with both municipalities' Councillors were consulted. The Joint Council session had two objectives: firstly, to inform the elected officials from the Town and County on IDPs and this project; and secondly, to gain local knowledge and insight on specific themes that must be included in the IDP. The results of this engagement session have also been used as a foundation for the IDP boundary and policy development. The results of the engagement sessions are transcribed in the 'What We Heard Report'.

[1] Based on the medium growth scenario over a 20-year period (2017 – 2037), found in Appendix C.

1.4 IDP Plan Boundary



▲ Figure 1: Westlock County and Town of Westlock IDP Boundary

1.5 LEGISLATIVE REQUIREMENTS

This IDP has been prepared under the legislative authority prescribed in Section 631 of the Municipal Government Act (MGA). The MGA states that:

"Two or more councils of municipalities that have common boundaries that are not members of a growth region as defined in section 708.01 must, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary".

Section 631(2) of the MGA states that an IDP:

a) must address

   i) the future land use within the area,

   ii) the manner of and the proposals for future development in the area,

   iii) the provision of transportation systems for the area, either generally or specifically,

   iv) the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,

   v) environmental matters within the area, either generally or specifically,

   vi) any other matter related to the physical, social or economic development of the area that the councils consider necessary, and

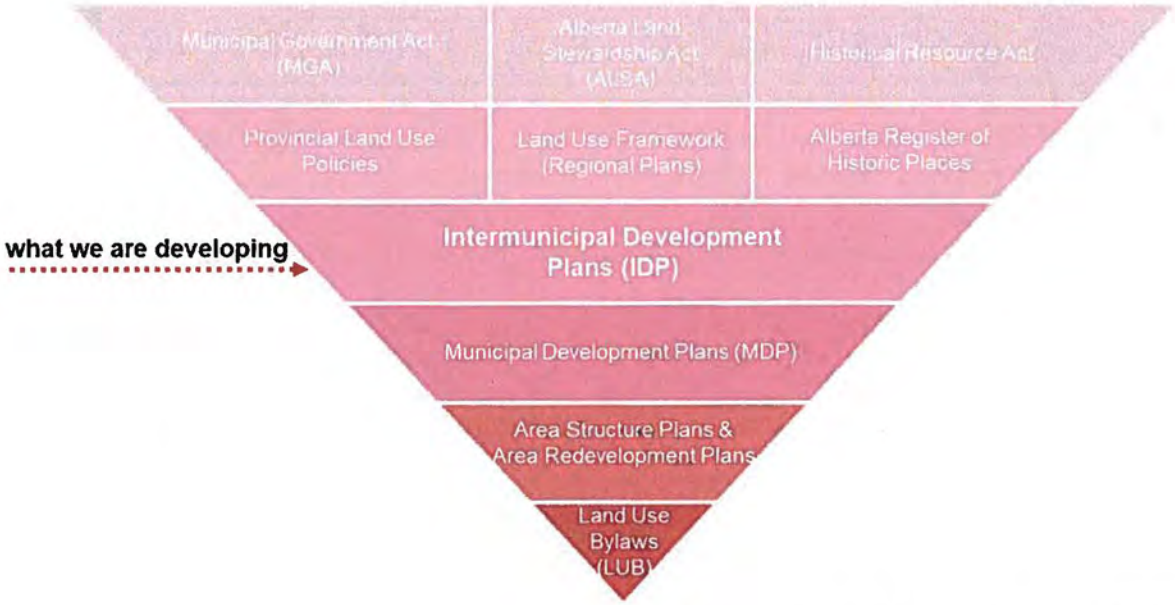
b) must include

   i) a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,

   ii) a procedure to be used, by one or more municipalities, to amend or repeal the plan, and

   iii) provisions relating to the administration of the plan.

The MGA identifies the hierarchy and relationship of statutory plans, so that each plan will be consistent with the plans above it (see Figure 2) and, in the event of an inconsistency, which provisions in what plan will prevail. Both the Town and the County have adopted MDP's to guide future growth and development within their respective municipalities. Once this IDP has been adopted, the Town and County will need to review their existing MDP's to determine if they are consistent with the newly adopted IDP. The IDP can only be repealed if it is being replaced by a new IDP or the Minister of Municipal Affairs has granted an exemption in accordance with the MGA.



▲ Figure 2: Hierarchy of planning documents in Alberta

1.6 VISION + GOALS OF THE IDP

The fundamental purpose of an IDP is to provide opportunities for collaboration and communication between municipalities sharing a common border. By doing so, this allows for the opportunity to create a regional framework with the capacity to address intermunicipal matters that relate to planning and development to support the long-term interests of both municipalities. The intent of this plan is to identify mutual and shared municipal interests relative to the lands within the IDP area, and to develop policies and decision-making processes that promote collaboration, respect the interests, and mitigate conflict between the Town and County.

20 Year Vision:

The Westlock Region is a vibrant hub where people are drawn to the quality of life, the amenities, and the opportunity to raise families in a caring and complete community. The carefully planned land use framework balances economic and urban growth with a viable agricultural sector. The strategic intermunicipal cooperation empowers a diversified economy that reaches both provincial and global markets. Residents collectively value stewardship of the natural environment while mitigating the risks to the environment and human settlement. The coordination of municipal infrastructure and public services has enabled efficient, effective, and excellent service delivery. The region is strong and resilient and residents embrace the balanced relationship between both the urban and rural communities.

Goals:

IMPLEMENTATION
GOAL: To establish a framework for intermunicipal cooperation.

PROGRAMS + SERVICES
GOAL: To provide excellent community and emergency services to residents.

GROWTH + LAND USE
GOAL: To encourage and direct growth, reducing land use conflicts within the plan area.

INFRASTRUCTURE
GOAL: To plan and develop a safe, efficient, and effective intermunicipal infrastructure network.

ECONOMIC DEVELOPMENT
GOAL: To ensure the long term viability of the region.

ENVIRONMENTAL MATTERS
GOAL: To preserve and enhance the natural environment.

2.0 PLAN IMPLEMENTATION

2.0 GOAL: To establish a framework for efficient intermunicipal cooperation.

2.1 INTERPRETATION OF THE PLAN

The structure of this IDP is intended to allow for easy interpretation of its policies. Each section begins with a goal that addresses a specific topic relating to the requirements of the MGA (as outlined in Section 1.5). Within each section are subsections that have specific objectives and subsequent policies that would help achieve the overarching goal. This structure works best when the document is interpreted in a holistic manner where each of the policies are viewed in the context of one another rather than separately. Generally, the objectives, and ultimately the goals and vision of the IDP are more likely to be achieved by addressing the complete set of policy direction.

While the policies contained within this document relate to the defined IDP boundary, they do not restrict the municipalities from expanding the applicable policies beyond the boundary or from collaborating with other municipalities based on the mutual agreement of the Town and County.

This IDP contains the operative terms 'shall', 'should', and 'may'. The interpretation of these words should be as follows:

Shall
indicates that actions are mandatory.

Should
indicates direction to strive to achieve the outlined action but is not mandatory.

May
is discretionary, meaning the policy in question can be implemented if the municipalities choose to do so. This is typically dependent on context and individual circumstances.

Example of the document structure:

2.1 OBJECTIVE

To establish an easy, user-friendly interpretation of this document.

Policy 2.1.1 This IDP **shall** be designed in a way that makes for an easily interpreted document. Sections **should** be grouped together based on a related topic. Colour **may** be used to help enable easy reference and overall user-friendliness.

2.2 INTERMUNICIPAL COOPERATION

In order to provide a consistent approach for intermunicipal discussion between administrations, Joint Council meetings shall be used to oversee the implementation of the IDP and serve as a forum to address any intermunicipal differences that may arise. These Joint Council meetings will also serve as a mechanism to allow formal communication between municipalities where the Councils will be responsible for facilitating ongoing communication and sharing of information with respect to administering the IDP. This Joint Council meeting will also be utilized as a part of the Intermunicipal Collaboration Framework (ICF) process.

2.2 OBJECTIVE

To establish a consistent approach for intermunicipal discussion.

Policy 2.2.1 Councils **shall** meet jointly at least once yearly and when one Council requests a joint meeting as necessary (ex. to resolve an issue or dispute with regard to the IDP). Items that **should** be covered at these meetings include the status of the IDP and whether any amendments to the IDP are necessary.

Policy 2.2.2 Joint Council meetings **should** be held at a time that aligns with the annual municipal budget cycle.

Policy 2.2.3 A minimum total of four (4) Council members from either municipality **shall** be present to form a quorum and at least two (2) Council members from each municipality must be present. Each Council member present **shall** have one (1) equal vote for any matters which are voted upon up to a maximum of seven (7) votes per Council. In the event of a tie, the dispute resolution process outlined in Policy 2.5.1 would be initiated. Any motion determined at a Joint Council meeting will be returned to the municipalities' individual Councils for final decision.

Policy 2.2.4 Members of Council attending Joint Council meetings for the purpose of the IDP **shall** be responsible for following provisions:

i. Making recommendations on intermunicipal issues to the respective municipal Councils.

ii. Monitoring the progress of the IDP, including but not limited to reviews of all MDP and LUB amendments, and subdivision, and certain development permits (discretionary, variances) within the IDP area.

iii. Reviewing proposed amendments to the IDP and providing recommendations to each respective Council.

2.3 Circulation and Referral Process

The purpose of this section is to establish a clear and consistent referral process where each municipality is able to provide comments on proposed changes to statutory and non-statutory plans, as well as proposed subdivisions and certain development applications within the IDP area.

The Town and County recognize the importance of cooperation with one another in the spirit of gaining mutual benefit and avoiding incompatible forms of development within their municipal boundaries. Communication between the two municipalities is the most effective way to avoid or minimize intermunicipal conflict. For this reason, the IDP focusses on a commitment to have effective and respectful communication by establishing a process for circulation and referral of planning applications, policy, and other information essential to effectively administering the IDP.

2.3 OBJECTIVE

To collaborate and share in the decision-making on planning and development matters within the IDP area.

Policy 2.3.1 Within the IDP area, the two municipalities **shall** send the following statutory document(s) or application(s) to the other municipality for review, and address the referral to the attention of the CAO of the receiving municipality or their designee:

i. Municipal Development Plans, Area Structure Plans, Area Redevelopment Plans, and any amendments thereto.

ii. Outline Plans and Conceptual Schemes.

iii. Land Use Bylaw amendments, including redistricting/ rezoning.

iv. Development Permit applications for:

   a. Discretionary uses as per the Town and County's respective Land Use Bylaws.

   b. Variances for commercial or industrial development as per the Town and County's respective Land Use Bylaws.

   c. Direct Control Districts as per the Town and County's respective Land Use Bylaws.

v. Application for subdivisions creating more than five (5) vacant lots.

vi. Applications for the disposition of environmental, conservation, municipal and/or school reserves, environmental easements, public utility lots and/or road allowances.

Policy 2.3.2 The receiving municipality **shall** acknowledge receiving an application via email within two (2) working days of receipt.

Policy 2.3.3 From the date received, comments **shall** be sent back to the referring municipality within twenty-one (21) working days for a statutory document outlined in Policy 2.3.1(i), (ii) and (iii) and (10) working days for all other applications pursuant to Policy 2.3.1(iv), (v) and (vi). Upon mutual agreement, an extension **may** be granted, however if no response is received by the day it is due, it will be assumed that there are no objections or comments.

Policy 2.3.4 The respective CAO, or their designee, **shall** decide which department is responsible for responding to intermunicipal referrals and providing contact information to the other municipality.

2.4 Plan Administration, Appeal, and Amendment

As the IDP is intended to be a long-range planning document, it will require regular monitoring and review in order to remain current and accurately reflect changing growth trends in the region. This requires the establishment of a clear process that allows member municipalities to amend the IDP when it is mutually beneficial to do so.

2.4 OBJECTIVE

To formalize a structure for communication between the municipalities to ensure that the IDP remains current and adaptive to changing circumstances in the region.

Policy 2.4.1 A general review of the IDP **shall** be completed within one (1) year following a general municipal election if new Councillors are elected to either municipality. If no new Councillors are elected over a nine (9) year timeframe, a full review of the IDP **shall** be completed in the tenth (10) year from the date of adoption of the IDP.

Policy 2.4.2 Amendments to the IDP **shall** be subject to agreement by both municipalities and must be adopted by both Councils in accordance with the procedures established in the MGA.

Policy 2.4.3 An IDP **shall** only be repealed if it is being replaced by a new IDP or if the Minister of Municipal Affairs has granted an exemption in accordance with the MGA.

2.5 Intermunicipal Dispute Resolution

Under S.631(2)(b)(i) of the MGA, municipalities are required to have their IDP include a procedure to resolve or attempt to resolve any conflict between the municipalities that have adopted an IDP. The intent of the dispute resolution process is to facilitate mediation and a resolution at the municipal level before an appeal is to be launched to the Municipal Government Board (MGB). This process is based on the assumption that each municipality will have differences of opinion and a resolution mechanism may be necessary. It is important that throughout the various processes of dispute resolution, all parties are mindful and respectful

of the rights of private interests involved. A diagram of the dispute resolution process is indicated in Figure 3.

2.5 OBJECTIVE

To establish a process to resolve intermunicipal differences that is respectful of each community's interests and concerns.

Policy 2.5.1 The IDP provides a mechanism for both municipalities to address areas of concern with their adjoining municipality. However, in relation to development permit applications detailed in Policy 2.3.1 (iv), (v), and (vi) such disputes **shall** be addressed through the normal appeal process under the MGA.

Policy 2.5.2 In the case of a dispute the following process **shall** be followed:

i. At any time during the dispute resolution process, either municipality has the option to initiate a formal mediation process through a third-party to attempt to resolve the issue/dispute. Such costs **shall** be equally shared by both municipalities.

ii. In the event that a dispute is identified, written notice **shall** be given to the other municipality via email.

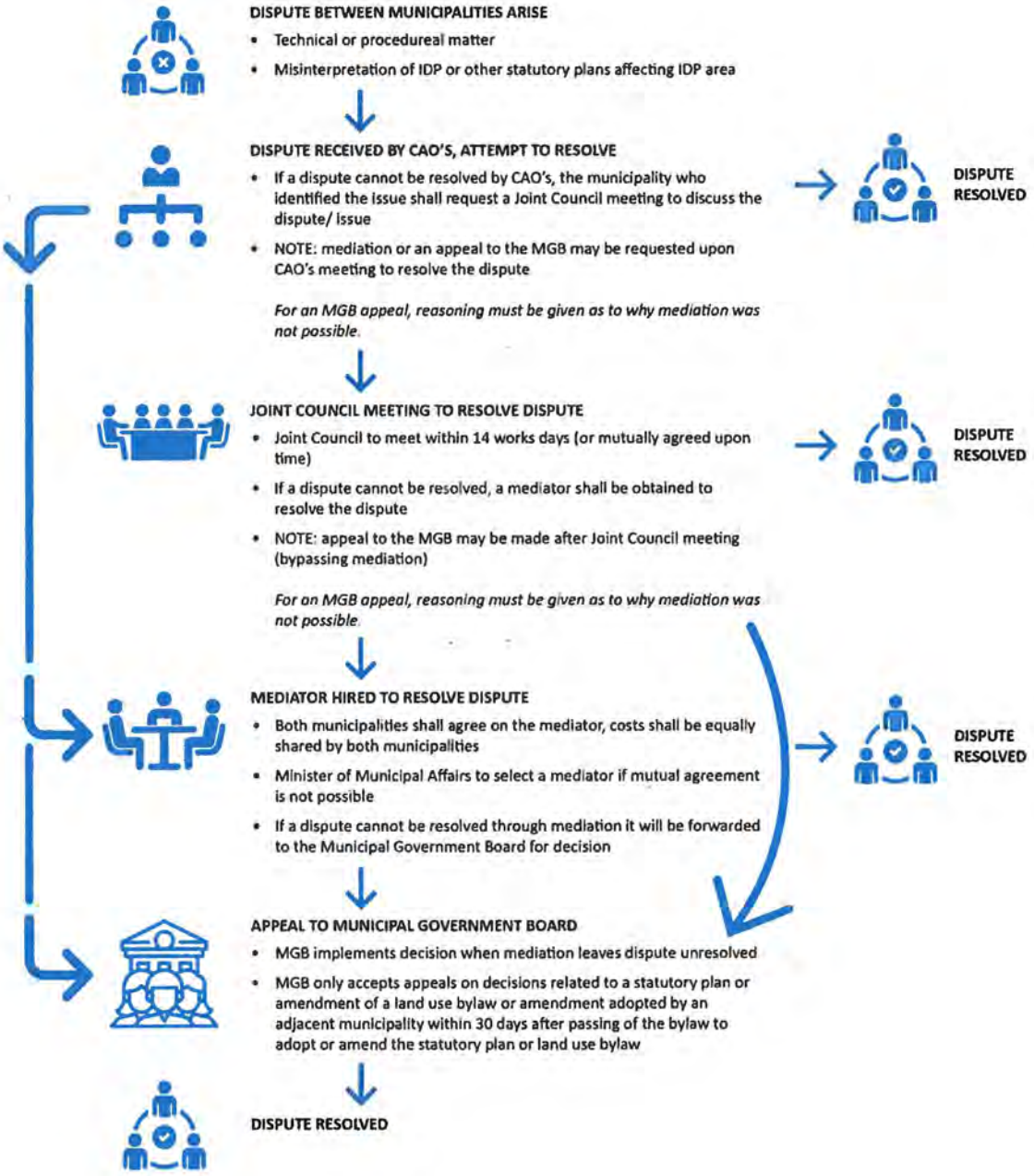
iii. Administration from each municipality **shall** meet and attempt to resolve the dispute. If the administration is unable to resolve the dispute, the CAOs from both municipalities **shall** meet to attempt to resolve the dispute.

iv. If a dispute relating to the IDP area or plans affecting the lands in the IDP area cannot be resolved by the respective CAOs, the municipality who identified the issue **shall** request that a Joint Council meeting be scheduled to discuss the dispute. At such time, within 14 working days of the Joint Council meeting being requested (or a time mutually agreed upon), the Councils **shall** meet and review the issue and attempt to resolve it through consensus.

v. If an issue cannot be resolved by a joint meeting of the Councils, a mediator **shall** be obtained to resolve the dispute.

vi. Should mediation be necessary, both municipalities **shall** agree upon the mediator, or if they cannot agree, the Minister of Municipal Affairs **shall** choose the mediator. The cost of the mediator **shall** be shared equally between the municipalities.

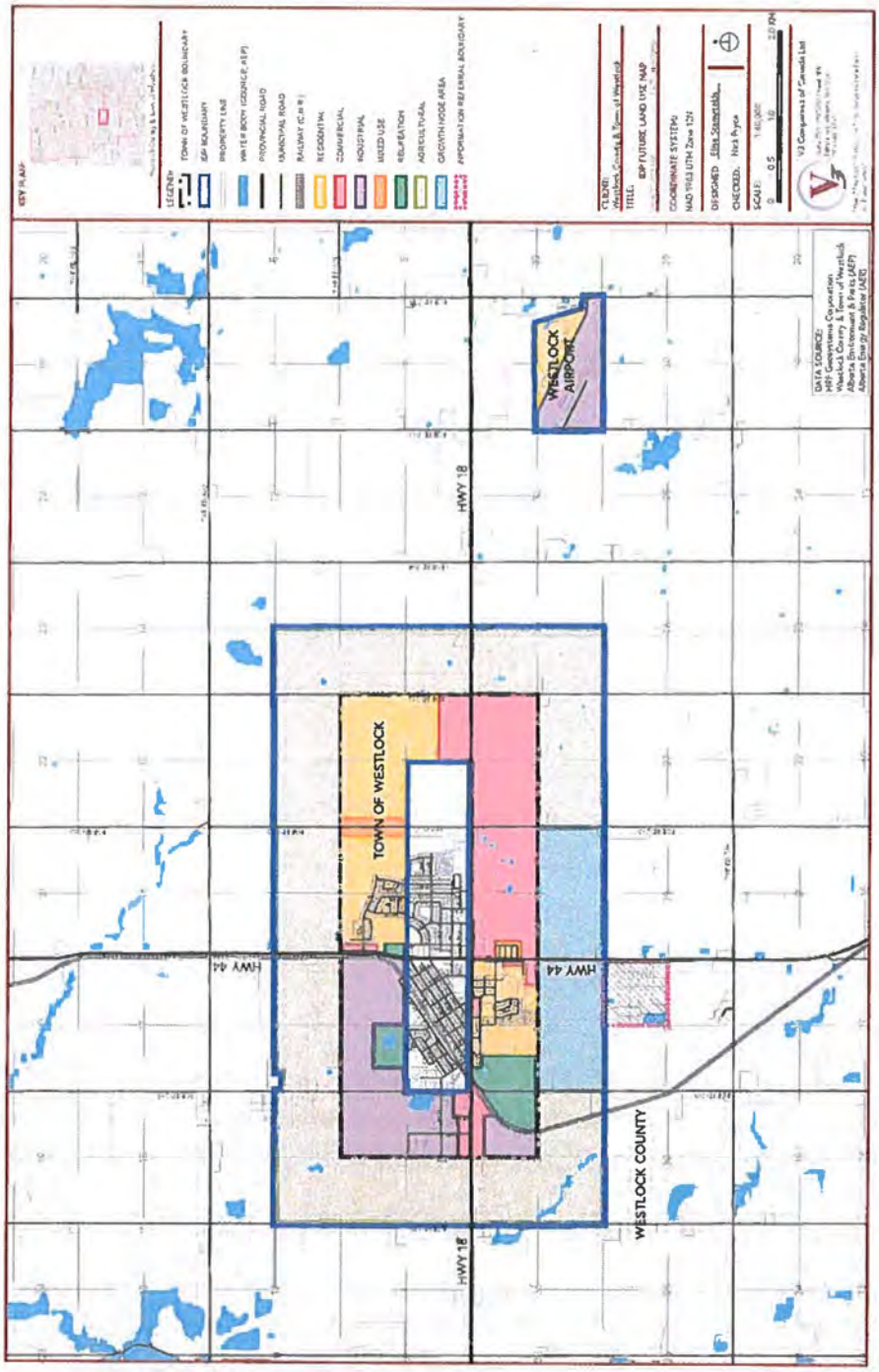
Policy 2.5.3 If a dispute arises involving the adoption of, or amendment to, a statutory plan, the municipality initiating the dispute **may** file appeal to the MGB in accordance S.690 of the MGA, in order to preserve the statutory right to file an appeal and avoid missing the timeframe which an appeal is allowed. However, the dispute resolution process contained within this IDP **shall** still be followed. An appeal to the MGB **may** be withdrawn if a solution is reached following the dispute resolution process outlined in Policy 2.5.1 of this document.



▲ Figure 3: Dispute Resolution Diagram

3.0 GROWTH AND LAND USE

3.0 GOAL: To encourage and direct growth and reduce land use conflicts within the plan area.



▲ Figure 4: Future Land Use Map

3.1 GROWTH

Growth within the region has remained relatively unchanged over the past 5 years, with the County experiencing slight negative growth (1.1%) and the Town experiencing slight positive growth (1.1%). In both municipalities, modest population growth is anticipated to occur over the next 20 years, with the forecasted average annual growth rate to be 1.5% for the County and 1.4% for the Town. Similarly, employment opportunities are also expected to increase modestly over the next 20 years, with the forecasted average annual employment growth to be 2.0% for the County and 1.3% for the Town.

3.1 OBJECTIVE

To create a planning framework that is responsive to regional growth and promotes long-term viability of the region.

Policy 3.1.1 The municipalities **should** direct development within the IDP boundary into those areas that are planned to accommodate growth within the IDP area, indicated in Figure 3: Future Land Use map.

Policy 3.1.2 The municipalities **should** jointly seek opportunities to attract and retain people and businesses to the region.

Policy 3.1.3 The municipalities **should** jointly meet to develop a regional land use strategy to ensure that future County and Town developments coincide with one another.

3.2 COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Commercial and industrial development provides higher per capita portion of a community's tax revenue than other land use districts/zones. Commercial and industrial development is also responsible for providing employment opportunities and have an impact on the livability of a community.

3.2 OBJECTIVE

To direct the growth of commercial and industrial development to the areas identified in the plan to ensure compatibility of land uses.

Policy 3.2.1 Both municipalities **shall** consider any negative nuisances arising from activity on commercial or industrial lands including: odor, emissions, noise, lighting, hours of operation, etc., on the surrounding land uses prior to permitting future industrial or commercial development.

Policy 3.2.2 Both municipalities **should** consider the use of buffers to mitigate potential land use conflict or negative nuisances between commercial/ industrial development and any other uses when necessary.

Policy 3.2.3 Both municipalities **should** jointly collaborate in supporting and enabling development in the commercial and industrial areas within the IDP.

Policy 3.2.4 Both municipalities **should** encourage highway commercial development within their municipal boundaries along the Highway 44 and Highway 18 transportation corridors.

Policy 3.2.5 The municipalities **may** jointly explore opportunities to develop the lands adjacent to the Westlock Municipal Airport to support the viability of the airport and promote the use of the airport as an economic commodity.

3.3 Residential Development

The viability of a community is reliant on the availability of diverse and adequate housing options. However, it is also important to prevent the location of residential development from impeding other community contributors such as commercial and industrial development, and agricultural operations. Residential services are also costly for municipalities to sustain, so placing such development in well planned areas will ensure the cost effective and efficient delivery of municipal services.

3.3 OBJECTIVE

To utilize areas that are already serviced and districted/zoned for residential development.

Policy 3.3.1 Both municipalities **should** direct residential development into areas that are already districted as residential within the IDP area.

Policy 3.3.2 Both municipalities **should** avoid fragmentation of lands within the IDP boundary caused by premature residential development, apart from those lands that already provide for residential development through current zoning.

Policy 3.3.3 Both municipalities **should** ensure appropriate safety measures be included for proposed developments adjacent to rail lines, such as setbacks, berms, and security fencing. Any development in proximity to rail lines **shall** comply with the applicable policies and regulations of the governing municipality.

3.4 Rural and Agricultural

The agriculture industry is the largest employment base in the Westlock subregion. Maintaining, enhancing and protecting agricultural lands and operations is critical to the long-term viability of the area.

3.4 OBJECTIVE

To protect and enhance the agricultural land base in the plan area while supporting and encouraging agricultural diversification and value-added processing.

Policy 3.4.1 The County **should not** prematurely redistrict or subdivide agricultural lands into non-agricultural parcels or uses within the IDP area.

Policy 3.4.2 The municipalities **should** minimize the conversion of high capability agricultural land to any other non-agricultural use within the IDP area.

3.5 Parks and Open Space

Preserving and enhancing an integrated system of parks and open space is vital to the well-being of the community.

3.5 OBJECTIVE

To preserve and enhance a park and open space network within the IDP area.

Policy 3.5.1 The municipalities **should** jointly create a master recreation plan to manage recreational activities, programming of existing facilities, and identifying linkages between uses and facilities within the IDP area.

Policy 3.5.2 Pending the outcome of Policy 3.5.1, the municipalities **should** collaborate on identifying additional lands within the IDP area that are appropriate for future parks/ open spaces that could be interconnected.

4.0 ECONOMIC DEVELOPMENT

4.0 GOAL: To ensure the long-term economic viability of the region.

4.1 INTERMUNICIPAL ECONOMIC COLLABORATION

Through the baseline assessment and the growth forecast, it was determined that agriculture and support services, resource extraction, and urban growth are the three driver industries in the Westlock Subregion. Maintaining, enhancing, and diversifying the driver industries will be critical to the long-term economic prosperity of the region. However, looking for opportunities to diversify the local economy will help mitigate the unpredictability of the provincial economy and world markets.

An important component of intermunicipal economic collaboration is the ability to share information across jurisdictional boundaries. Informed decisions guided by the intermunicipal sharing of information sets the framework for meaningful and relevant economic strategies, regardless if they are pursued individually or jointly. It also enables municipalities to accelerate or update their economic initiatives if they are made aware and have relevant information regarding new development within neighbouring municipalities. Ultimately, sharing of information leads to informed decisions, which enables purposeful economic strategies, and potential to create long-term economic viability of both individual municipalities and the region as a whole.

4.1 OBJECTIVE

To intermunicipally share information relating to new industrial, commercial, and agricultural industry growth and development to promote, enhance or accelerate additional economic opportunities.

Policy 4.1.1 Both municipalities **shall** share information regarding industrial, commercial, and agricultural industries when a development permit has been submitted for lands within the IDP area and the information referral area, as outlined in Policy 2.3.1.

4.2 OBJECTIVE

To promote a strong and diversified regional and local economy.

Policy 4.2.1 The municipalities **should** jointly develop an economic strategy to attract investment and promote the IDP area as a place for businesses to locate. The municipalities **may** jointly employ an economic development professional to oversee economic development initiatives.

Policy 4.2.2 The municipalities **should** jointly explore opportunities to support the innovation and diversification of the resource extraction, agricultural industries, and other industries.

Policy 4.2.3 The municipalities **should** jointly promote light industrial businesses or service-oriented businesses to locate within the IDP area.

Policy 4.2.4 The municipalities **should** jointly explore opportunities to support local entrepreneurship and locally made products for export to markets outside the Westlock Region.

Policy 4.2.5 The municipalities **should** seek opportunities to lower municipal mill rates to make the IDP area a more attractive place to locate a diverse range of industries and businesses.

Policy 4.2.6 The municipalities **should** seek opportunities to diversify the agricultural industry by jointly promoting value-added agricultural processing industries and the cottage industries within and beyond the IDP area.

Policy 4.2.7 The municipalities **may** jointly explore opportunities to expand the Westlock Municipal Airport as a regional economic asset.

Policy 4.2.8 The municipalities **should** jointly explore opportunities to enhance existing and attract new events to the region, and jointly promote/advertise such events.

5.0 ENVIRONMENTAL MATTERS

5.0 GOAL: To preserve and enhance the natural environment.

5.1 ENVIRONMENTAL PRESERVATION

Communities are dependent on the natural environment for the life supporting capacity of clean air, soil, and water. Preserving, maintaining, and enhancing the natural environment is critical to long-term viability of any region.

5.1 OBJECTIVE

To protect the natural environment within the IDP area from harmful impacts of human activity.

Policy 5.1.1 Environmentally significant areas **shall** be identified within municipal documents such as Area Structure Plans, Outline Plans, and the Land Use Bylaw of each municipality.

Policy 5.1.2 Both municipalities **should** explore opportunities to reduce the impact that other land uses have on the natural environment, such as runoff from agricultural or industrial land uses, through additional bylaws, public awareness campaigns, or by any other methods deemed necessary. The municipalities **may** explore such opportunities jointly or individually.

Policy 5.1.3 The municipalities **should** jointly develop a strategy to mitigate the impact of human activity on wetlands within the IDP area.

Policy 5.1.4 The municipalities **should** jointly explore methods to protect Wiesel Creek, Pembina River, and other waterways from harmful human activity and to effectively manage the quality of water within the region.

Policy 5.1.5 The municipalities **should** explore opportunities to work with agricultural producers and NGO's to reduce the impacts of agricultural spray and dust.

Policy 5.1.6 The municipalities **should** explore opportunities to reduce waste and increase recycling options within their jurisdictions to reduce the impact that waste and waste facilities have on the environment.

Policy 5.1.7 The municipalities **may** explore opportunities to reduce the impact that active and nonactive oil and gas wells have on adjacent lands.

Policy 5.1.8 The municipalities **should** jointly create an environmental management plan that aims to mitigate the impacts of human activity on the natural environment.

5.2 STORMWATER MANAGEMENT

Effectively managing stormwater runoff is imperative to protect municipal infrastructure, housing, and businesses from flooding. Similarly, reducing runoff pollution can aide in preserving and enhancing the natural environment.

5.2 OBJECTIVE

To mitigate the impact of stormwater runoff within the IDP area.

Policy 5.2.1 The municipalities **should** jointly develop an intermunicipal stormwater management plan in accordance with Alberta Environment and Parks requirements, to assist in protecting municipal infrastructure, housing, and businesses, and to manage stormwater runoff between the Town and County.

6.0 TRANSPORTATION AND UTILITY INFRASTRUCTURE

6.0 GOAL: To plan and develop a safe, efficient, and effective intermunicipal infrastructure network.

6.1 TRANSPORTATION AND UTILITIES

The IDP area contains several key components of provincial, regional, and local transportation systems. The system contains a hierarchy of roads, provincial highways, and an airport within the IDP area. When transportation networks cross municipal jurisdictions, communication, coordination, and long-range planning are essential to support the safe and efficient movement of goods, services, and people. Furthermore, coordinating municipal infrastructure network expansion and aligning servicing standards are effective methods to meet demand for existing and future residents and businesses, and to provide consistent service delivery to people within the IDP area.

6.1 OBJECTIVE

To establish and maintain roadway standards that promote the safe and efficient movement of goods, services, and people within the IDP area and to the surrounding region.

Policy 6.1.1 The municipalities **should** jointly review their municipal transportation network plans, roadway engineering standards and maintenance programs, particularly as they affect the IDP area so that transportation connections and maintenance programs are compatible across municipal jurisdictions.

Policy 6.1.2 Through the Intermunicipal Collaboration Framework, the municipalities **should** jointly review their engineering roadway design standards and maintenance programs to identify potential operational efficiencies and budget savings.

Policy 6.1.3 The municipalities **should** jointly engage Alberta Transportation in the future planning, maintenance, and upgrades of major roadways and Provincial Highways in the IDP area.

Policy 6.1.4 The municipalities **should** jointly engage the Canadian National Railway to upgrade railway crossings to create more efficient movement of goods, services, and people across the railroad tracks.

6.2 OBJECTIVE

To facilitate and promote the future development of lands around the Westlock Airport.

Policy 6.2.1 The municipalities **should** gather airport statistics, such as the number of trips and types of use (i.e. recreation, commercial, shipping/receiving goods, etc.). From these findings, the municipalities **should** jointly create a business plan that evaluates the current operational and capital needs, and the future business potential of expanding and enhancing the airport. The outcome of the business plan **may** influence Policy 3.2.5 and Policy 4.2.7.

Policy 6.2.2 Pending the outcome of Policy 6.2.1, the municipalities **may** explore opportunities to improve the existing airport to attract an increased number of users.

6.3 OBJECTIVE

To promote the use of the railway network to move goods regionally, provincially, nationally, and internationally.

Policy 6.3.1 The municipalities **should** jointly gather statistics pertaining to the type of goods exported on the railway line and the frequency they are exported. From these findings, the municipalities **should** jointly create a strategic plan to further enhance the exportation of goods by rail.

Policy 6.3.2 Pending the outcome of Policy 6.3.1, the municipalities **may** jointly engage the Canadian National Railway to promote the efficient exportation of goods to identified key markets.

6.4 OBJECTIVE

To promote the use of active transportation within the IDP area.

Policy 6.4.1 The municipalities **may** explore opportunities to create a regional multi-purpose trail network that connects residential areas to key employment nodes, open spaces and parks, and services. This system would be developed through a Master Recreation Plan outlined in Policy 3.5.1.

6.5 OBJECTIVE

To coordinate municipal infrastructure planning within the IDP area.

Policy 6.5.1 The municipalities **should** jointly identify and explore opportunities to collaborate in planning of both utility and servicing municipal infrastructure as means to achieving increased coordination, utilization, and efficiency of services, such as: water, wastewater, sanitary, and shallow and overhead utilities.

Policy 6.5.2 The municipalities **should** jointly identify lands within the IDP area to protect for future utility rights-of-way.

Policy 6.5.3 The municipalities **should** jointly explore opportunities to enhance and improve the existing intermunicipal utility and servicing infrastructure through the established commissions, and create new intermunicipal commissions for other infrastructure where deemed appropriate.

7.0 PROGRAMS AND SERVICES

7.0 GOAL: To provide excellent community and emergency services to residents.

7.1 PROGRAMS AND SERVICES

In many cases, residents do not see jurisdictional boundaries as an impeding factor to using and benefitting from municipally offered programs and services. Coordinating at an intermunicipal level is important to achieve efficiencies in service delivery and cost savings by avoiding the duplication of programs and services offered. Both needed and desired programs and services is vital to retain and attract people to a region.

7.1 OBJECTIVE

To promote efficient and coordinated intermunicipal community services at an intermunicipal level.

Policy 7.1.1 Through the Intermunicipal Collaboration Framework, the municipalities **shall** establish agreements for the provision of any joint services, contracted services, and mutually coordinated services that may be tied to policy contained within the IDP.

Policy 7.1.2 The municipalities **should** explore opportunities to collaborate and share professional resources in the areas of engineering, information technology, geospatial information systems, and economic development.

Policy 7.1.3 The municipalities **may** jointly explore opportunities to attract and retain medical professionals and other professional services to serve residents of both municipalities. Alternatively, the municipalities **may** jointly explore opportunities to use technology as means to provide professional services to residents, such as virtual doctors.

7.2 EMERGENCY AND ENFORCEMENT SERVICES

Efficient and effective emergency and enforcement services are critical to the overall well-being of a community. By working at intermunicipal level of coordinating and consolidating services, there may be an increase in the level of service residents receive that may achieve cost savings for the respective municipalities.

7.2 OBJECTIVE

To promote efficient and coordinated intermunicipal emergency and enforcement services.

Policy 7.2.1 The municipalities **should** jointly coordinate emergency and enforcement services throughout the IDP area and beyond to increase the efficiency, effectiveness, and potentially increase service levels, while reducing the cost of these services.

Policy 7.2.2 The municipalities **should** explore opportunities to centralize fire services within the IDP area to serve the region.

Policy 7.2.3 Through the Intermunicipal Collaboration Framework, the municipalities **should** explore the opportunity to include or revise mutual aid agreements that increase the overall safety of regional residents.

8.0 DEFINITIONS

For the purpose of consistency and clarity, the following definitions shall be used:

"Adjacent" means contiguous or contiguous if not for a public roadway, lane, railway, river or stream.

"Area Redevelopment Plan" means a plan adopted by a Council, in accordance with the requirements of Section 634 & 635 of the MGA, for the purpose of providing a framework for subsequent subdivision and development of an area of land in a municipality.

"Area Structure Plan" means a plan adopted by a Council, in accordance with the requirements of Section 633 of the MGA, for the purpose of providing a framework for subsequent subdivision and development of an area of land in a municipality.

"Buffer" means a row(s) of trees or shrubs, a berm or fencing to provide visual screening and separation and/or a sound mitigation barrier between site or incompatible land uses.

"Conceptual Scheme" see "Outline Plan".

"Existing Development" means a development lawfully existing prior to the date of passing of this Intermunicipal Development Plan.

"Environmentally Significant Areas (ESA)" means areas containing rare or unique elements, or areas that include elements that may require special management consideration due to their conservation needs. ESAs are more generally defined as areas that are important to the long-term maintenance of biological diversity, physical landscape features and/or other natural processes, both locally and within a larger spatial context.

"Fragmentation" occurs when once contiguous agricultural areas become divided into separate fragments isolated from each other by other, non-agricultural land uses. Fragmentation can also occur within a given agricultural parcel of land by access roads, oil and gas developments and/or linear infrastructure.

"Growth Node Area" are areas adjacent to provincial highways where the municipalities want to encourage more intensive growth and development. These areas are preferred for more intensive industrial, commercial, recreational, and residential development.

"High capability agricultural land" means land that has a Rural Farmland Assessment rating of 40% or higher.

"Information Referral Area" is the area indicated on map XX, with the intent to have specific policy framework strictly for the sharing of information regarding new industrial, commercial, or agricultural industrial development on the lands.

"Land Use Bylaw" the bylaw that divides a municipality into land use districts and establishes procedures for processing and deciding on development application. It contains rules that affect how each parcel of land in a municipality may be used and developed.

"Lot" means 'lot' as defined under Part 17 of the Municipal Government Act.

"Municipal Development Plan" means a plan adopted by a Council, in accordance with the requirements of Section 632 of the MGA.

"Municipal Infrastructure" means infrastructure owned or operated by a municipality that provides service to the municipality's ratepayers. Examples include municipal sanitary systems, municipal water systems, municipal storm systems, municipal road systems.

"Municipality" refers to one of either the Town of Westlock or Westlock County.

"Municipalities" refers to the Town of Westlock and Westlock County collectively.

"Resource Extraction Industry" means a primary industry, whose location is governed by natural geological features, such as gravel, limestone, shale, coal, petroleum or natural gas.

"Outline Plan" means a non-statutory land use plan adopted by resolution of Council that provides a detailed land use, transportation and servicing concept for the future subdivision and development of land within the area encompassed by the plan boundaries.

"Plan" refers to the Town Westlock / Westlock County Intermunicipal Development Plan.

"Prematurely" means development occurring too soon, especially before the appropriate, natural or suitable time.

"Proposal" can mean a land use re-designation (rezoning) application, an Area Structure Plan or amendment to, conceptual scheme or amendment to, or amendment to this plan. In addition, "proposal" may refer to a broader planning issue between the Town and the County.

"Regional Facility" means a facility that is owned or operated by one or more municipalities that provides service to the residents and businesses of more than one municipality. This may include municipal infrastructure that provides benefit across municipal boundaries. Examples include the Westlock Regional Landfill and the Westlock Municipal Airport.

"Riparian Area" means an area of land characterized by vegetation growing on or near the banks of a stream or other watercourse that is dependent on water from the stream or other watercourse and where sufficient soil moisture supports growth of moisture-loving vegetation.

"Statutory Plan" means a Joint Plan, an Intermunicipal Development Plan, Municipal Development Plan, or Area Structure Plan prepared and adopted in accordance with the MGA.

"Utilities" refer to natural gas, sanitary, storm and water services, telephone/cable/internet and electricity.

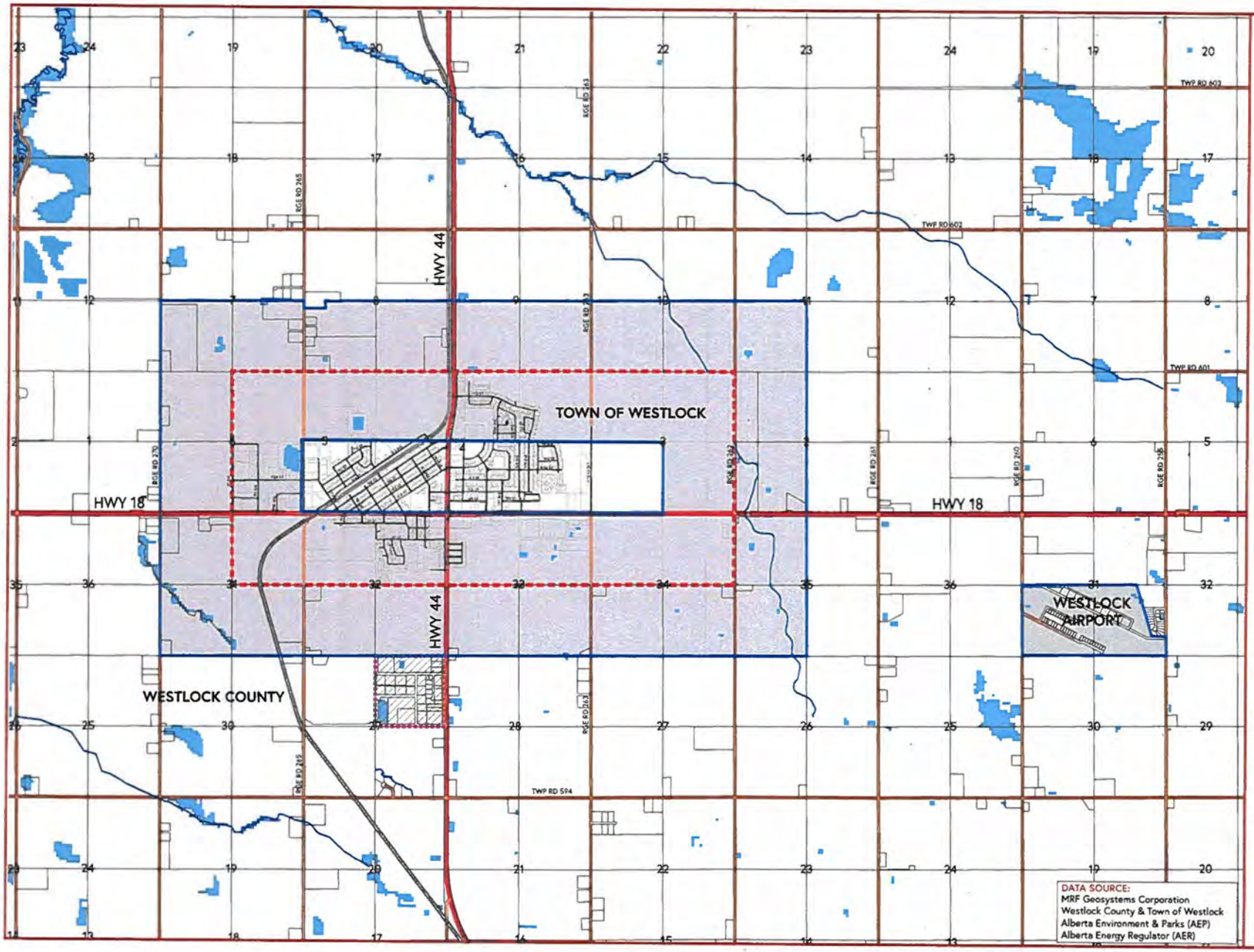
"Wetlands" means an area of land that shows a presence of shallow water or flooded soils (or saturated) for part of the growing season, has organisms adapted to this wet environment, and has soil indicators of this flooding, such as hydric soils.

"Working Days" means Monday to Friday, excluding general holidays as outlined in the government of Alberta's employment standards.

*All other words or expressions shall have the meanings respectively assigned to them in the MGA, the Subdivision and Development Regulation, and the Alberta Land Use Framework.

APPENDIX A

IDP Maps



KEY PLAN:

Westlock County & Town of Westlock

LEGEND:

- TOWN OF WESTLOCK BOUNDARY
- IDP PLAN AREA
- INFORMATION REFERRAL BOUNDARY
- PROPERTY LINE
- WETLAND (SOURCE: AEP)
- WATER STREAM
- PROVINCIAL ROAD
- COUNTY ROAD
- MUNICIPAL ROAD
- RAILWAY (C.N.R.)

DATA SOURCE:
MRF Geosystems Corporation
Westlock County & Town of Westlock
Alberta Environment & Parks (AEP)
Alberta Energy Regulator (AER)

CLIENT:
Westlock County & Town of Westlock

TITLE:
IDP BOUNDARY MAP

PROJECT: C18-050 DATE: 13/04/2019

COORDINATE SYSTEM:
NAD 1983 UTM Zone 12N

DESIGNED: Aman Jhawer
CHECKED: Elisa Stamatakis

SCALE: 1:40 000
0 0.5 1.0 2.0 KM

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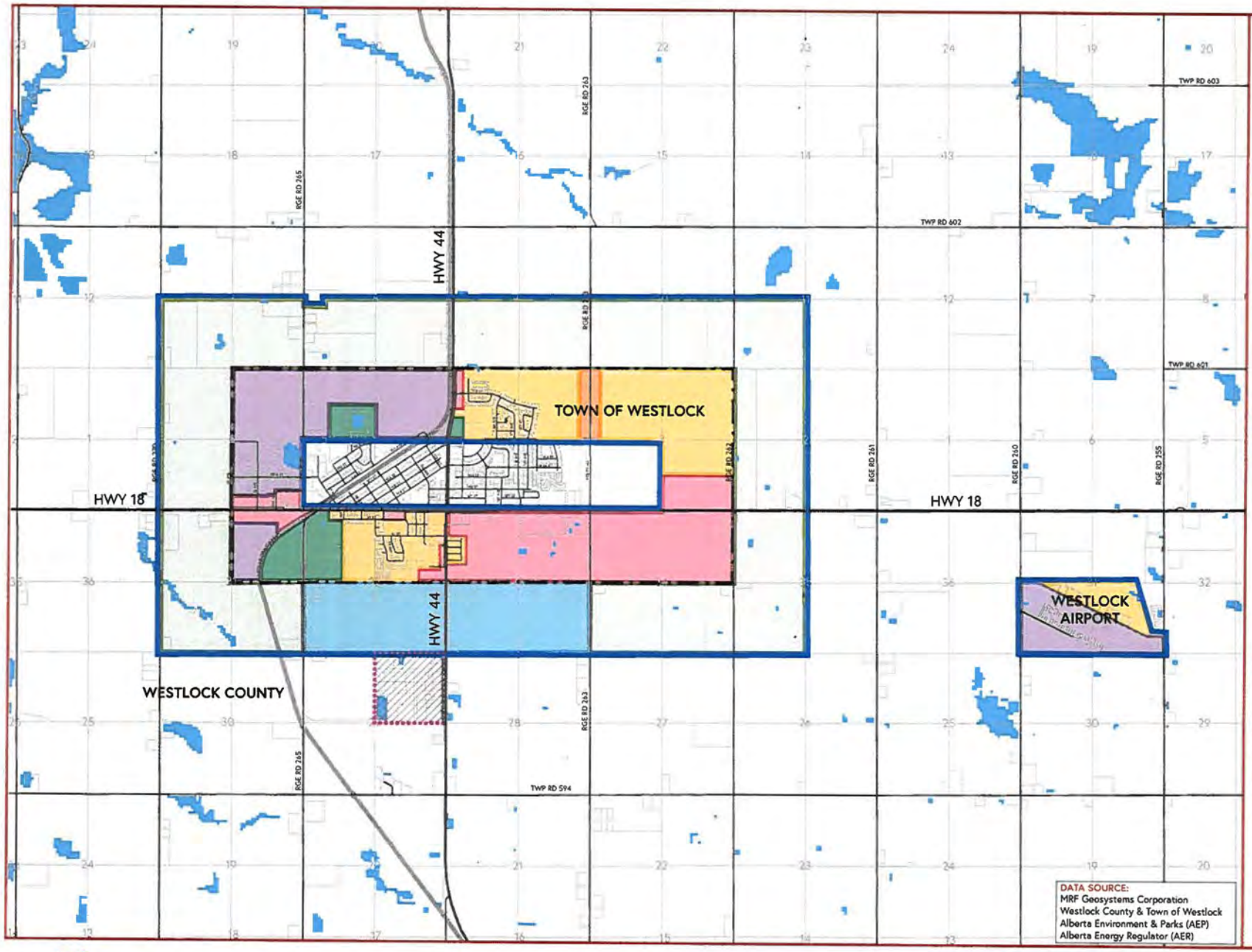

KEY PLAN:

Westlock County & Town of Westlock

LEGEND:

- TOWN OF WESTLOCK BOUNDARY
- IDP BOUNDARY
- PROPERTY LINE
- WATER BODY (SOURCE AEP)
- PROVINCIAL ROAD
- MUNICIPAL ROAD
- RAILWAY (C.N.R.)
- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- MIXED USE
- RECREATION
- AGRICULTURAL
- GROWTH NODE AREA
- INFORMATION REFERRAL BOUNDARY

DATA SOURCE:
MRF Geosystems Corporation
Westlock County & Town of Westlock
Alberta Environment & Parks (AEP)
Alberta Energy Regulator (AER)

CLIENT:
Westlock County & Town of Westlock

TITLE:
IDP FUTURE LAND USE MAP

PROJECT: C18-050 DATE: 11/19/2019

COORDINATE SYSTEM:
NAD 1983 UTM Zone 12N

DESIGNED: Elisa Stamatakis
CHECKED: Nick Pryce

N

SCALE: 1:40,000
0 0.5 1.0 2.0 KM

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APPENDIX B
Dispute Resolution

Dispute Resolution Diagram

DISPUTE BETWEEN MUNICIPALITIES ARISE

- Technical or procedureal matter
- Misinterpretation of IDP or other statutory plans affecting IDP area

DISPUTE RECEIVED BY CAO'S, ATTEMPT TO RESOLVE

- If a dispute cannot be resolved by CAO's, the municipality who identified the issue shall request a Joint Council meeting to discuss the dispute/ issue
- NOTE: mediation or an appeal to the MGB may be requested upon CAO's meeting to resolve the dispute

For an MGB appeal, reasoning must be given as to why mediation was not possible.

→ **DISPUTE RESOLVED**

JOINT COUNCIL MEETING TO RESOLVE DISPUTE

- Joint Council to meet within 14 works days (or mutually agreed upon time)
- If a dispute cannot be resolved, a mediator shall be obtained to resolve the dispute
- NOTE: appeal to the MGB may be made after Joint Council meeting (bypassing mediation)

For an MGB appeal, reasoning must be given as to why mediation was not possible.

→ **DISPUTE RESOLVED**

MEDIATOR HIRED TO RESOLVE DISPUTE

- Both municipalities shall agree on the mediator, costs shall be equally shared by both municipalities
- Minister of Municipal Affairs to select a mediator if mutual agreement is not possible
- If a dispute cannot be resolved through mediation it will be forwarded to the Municipal Government Board for decision

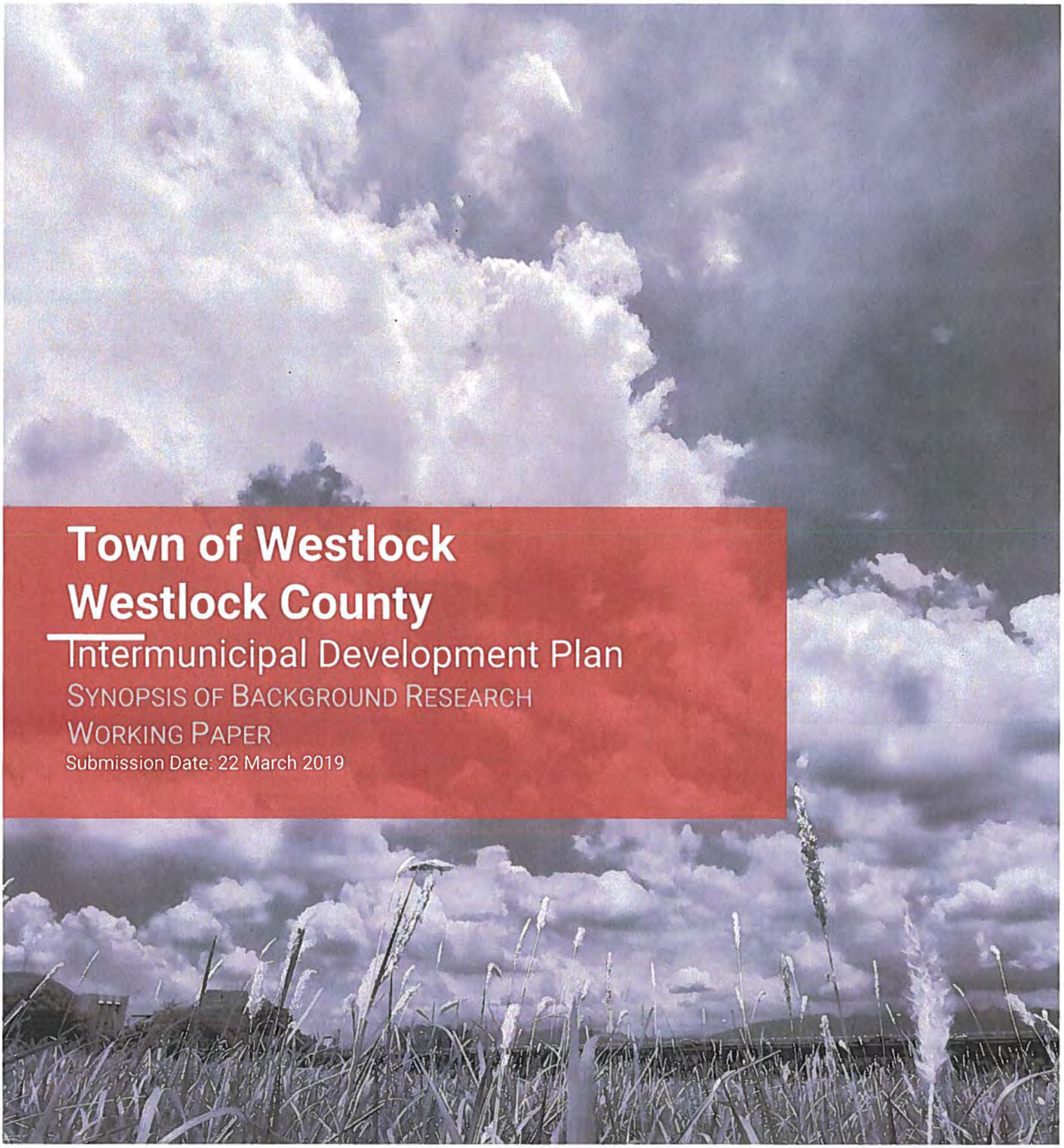
→ **DISPUTE RESOLVED**

APPEAL TO MUNICIPAL GOVERNMENT BOARD

- MGB implements decision when mediation leaves dispute unresolved
- MGB only accepts appeals on decisions related to a statutory plan or amendment of a land use bylaw or amendment adopted by an adjacent municipality within 30 days after passing of the bylaw to adopt or amend the statutory plan or land use bylaw

DISPUTE RESOLVED

APPENDIX C
Baseline Report



Town of Westlock
Westlock County

Intermunicipal Development Plan

Synopsis of Background Research

Working Paper

Submission Date: 22 March 2019

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Westlock County
growing opportunity

Town of Westlock

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APPENDIX

A – Growth Forecasts, prepared by Applications Management

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1.0 BACKGROUND

1.1 Introduction

This document will serve to outline the baseline research that was undertaken to assist in moving forward with the drafting a new Intermunicipal Development Plan (IDP) between the Town of Westlock (the Town) and Westlock County (the County). A number of data sources were taken into consideration, including but not limited to economic and population data and forecasts, environmental factors, existing intermunicipal agreements and statutory/non-statutory plans currently in place. Finally, a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) was prepared using the compiled baseline information in order to understand the context of the community and its existing relationships between municipalities. The report was formed using desktop research and analysis and includes a synopsis of information obtained through public record, previous studies and reports pertaining to the municipalities, information provided by third parties (railway, utilities, etc.), and the administrations of both municipalities, made available by the time of drafting the report. This document's purpose is to provide information to those involved in the IDP process and to help guide the discussion of the IDP's development.

1.2 Legislative Background

Intermunicipal Development Plan (IDP)

When the government of Alberta passed new legislation in October 2017 as part of the *Modernized Municipal Government Act (MMGA),* IDPs were made mandatory. The stated goals in requiring their adoption was to improve municipal relationships, planning processes, and local decision-making.

An IDP is intended to guide and assist development in and around shared boundaries of municipalities, taking place in an environmentally responsible and sustainable manner without significant unnecessary costs and unacceptable negative impacts on either municipality. Under the new MMGA, an IDP must be adopted within two years of the legislative requirements coming into force, the alternative being arbitration. Ultimately, an IDP is a broad, long-range planning tool to manage decision-making for an area of land in close proximity to a shared boundary.

Intermunicipal Collaboration Frameworks (ICF) also are required under the MMGA legislation. An ICF is a legislative tool to provide for integrated service delivery, deliver effective resource management, and ensure municipalities contribute to funding services that benefit their residents. It should be noted that there is an overlap between an ICF and an IDP. An IDP typically will take the form of an appendix to a municipality's ICF, dealing with issues specifically related to land use and containing the following:

- Future land use within the area (as defined by the parties involved);
- Guidelines for how proposals are handled for future development of the area;
- The provision of transportation systems within the area;
- The coordination of intermunicipal programs relating to the physical, social and economic development of the area;
- Environmental matters within the area;
- Any other matter related to the physical, social or economic development of the area that the councils consider necessary.

To better understand how the IDP relates to the other statutory planning documents, please refer to Figure 1. These statutory documents are required to be consistent with the documents that are above it.

▲ Figure 1: Hierarchy of Statutory Plans in Alberta

The related sections of legislation came into effect on April 1, 2018, meaning ICFs/IDPs must be in place by April 1, 2020.

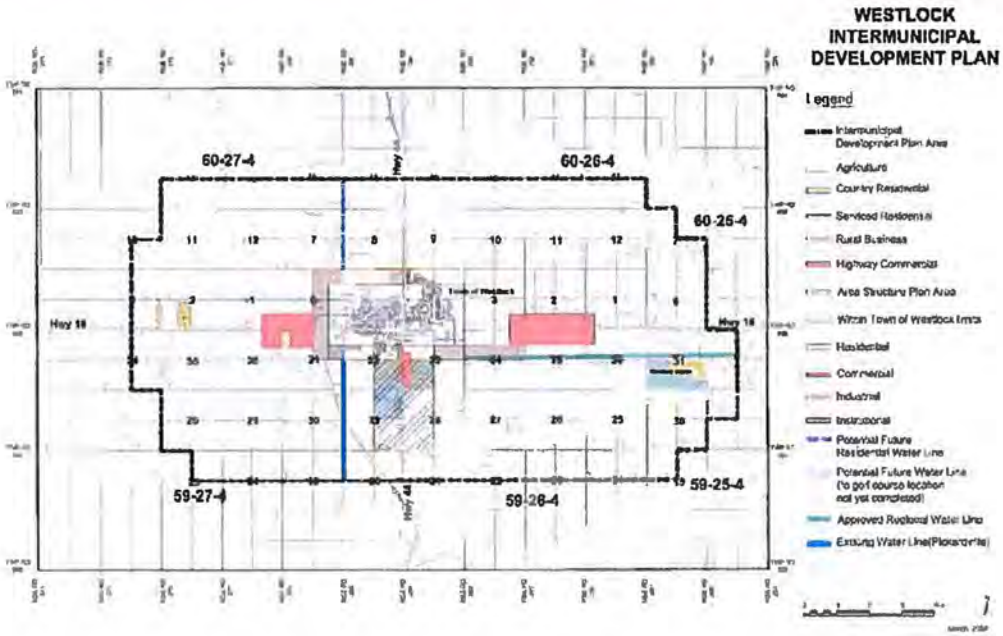
1.3 Existing Intermunicipal Collaboration

The Town and the County are inextricably interconnected; the County surrounds the Town, necessitating an environment where collaboration and proactive planning is necessary to determine where and how the two grow and develop in the future. As the process progresses, it will be important to understand the relationships between the two key decision-making councils.

Although the Town and the County once had a formalized IDP in place, this plan expired in 2014. Understanding the previous IDP area, its objectives and its policies provides a framework to understand the development influences over the past few years. The previous IDP area is indicated in Figure 2. The overarching goals of the IDP were to[1]:

a. Establish a land use concept for future development within the Westlock Intermunicipal Development Plan area;
b. Ensure that that land use concept does not limit the potential for the Town's urban growth while providing land owners with options for developing their lands prior to full urbanization;
c. Help promote the Westlock Intermunicipal Development Plan area as a desirable location for future development activity;
d. Maintain and enhance mutually beneficial policies and relationships between the two municipalities;
e. Outline a framework for the more detailed implementation of land development, economic development, transportation systems, and municipal infrastructure;
f. Continue to develop and maintain open lines of communication to resolve misunderstandings and problems and to seize opportunities for mutual benefit, and
g. Identify any areas where more detailed planning would be useful.

[1] Westlock Intermunicipal Development Plan, 2009, p. 2.



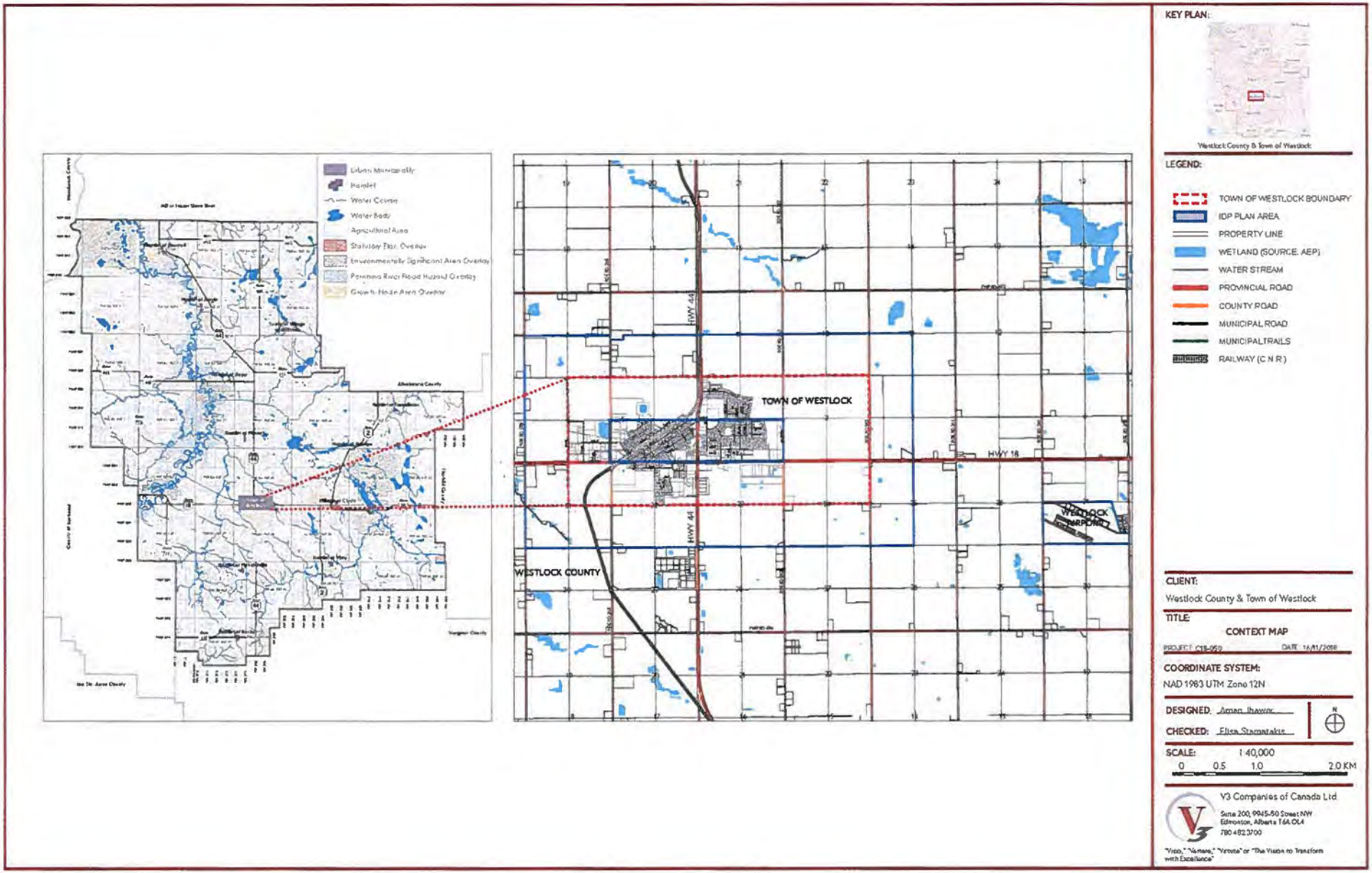
▲ *Figure 2:* Expired IDP, *from the Westlock Intermunicipal Development Plan, 2009.*

Although the IDP dissolved in 2014, the Town and the County – and at times with a third party, the Village of Clyde – have continued to work together towards consolidating programs and services to better serve the residents of the area. Outlined in the *TSI: Westlock Regional Collaboration Study (2017)*, the following commissions and service organizations are currently in place between the Town, the County, and the Village[2,3]:

- Westlock Regional Water Services Commission;
- Mutual Aid Agreement;
- Westlock and District Family and Community Services (Family and Community Support Services);
- Westlock Regional Waste Management Services Commission;
- Joint Services Agreement;
- Yellowhead Regional Library.

Although most of the existing collaboration would be addressed in an ICF, they are important to consider in the development of an IDP, as they provide context to the current relationship between the Town and the County, and may influence how they grow and develop together in the future.

[2] Municipal Affairs. *Village of Clyde Viability Review*, October 2014.
[3] Transitional Solutions Inc. *Westlock Regional Collaboration Study*, July 2017.



▲ *Figure 3: Context Map*

2.0 Key Baseline Outcomes

The following is a summary of information analyzed in establishing an understanding of the factors that influence the Town of Westlock and the areas of Westlock County that surround the Town. This baseline information serves to inform the stakeholders involved in the IDP process and to provide information for effective and efficient dialogue moving forward.

Key Findings:

- The Town has experienced a positive population growth (1.1%) over the past 5 years.
- The County has experienced negative population growth (1.1%) over the past 5 years.
- The Town has more employment opportunities than the County (3,647 vs 2,248).
- The Town is forecasted to experience 1.4% of population growth over the next 20 years (medium growth scenario).
- The County is forecasted to experience 1.5% of population growth over the next 20 years (medium growth scenario).
- The Town is at an advantageous geographic location that experiences regional commuters via Highway No. 44 and Highway No. 18, which could influence the service-retail sector of the area's economy.
- A landfill located approximately 1.5km to the southeast of the Town boundary will influence adjacent land uses.
- A sewage treatment facility/lagoon located approximately 1km to the northwest of the Town boundary will influence adjacent land uses.

2.1 Economic + Population Forecasts

A detailed Growth Forecast prepared by Applications Management is attached to this report in Appendix A. This report includes Forecasts for all of the Westlock Subregion, including Westlock County, Town of Westlock, Village of Clyde and Summer Village of Larkspur. Some of the key elements identified from this analysis specific to the Town and the County are listed in the following sections: Municipal Profiles, Labour Force, Driver Industries, and Growth Forecasts. Understanding an area's anticipated growth is critical in preparing and IDP.

KEY FINDINGS:

- The Town has experienced a positive population growth (1.1%) over the past 5 years.
- The County has experienced negative population growth (-1.1%) over the past 5 years.
- Both municipalities have an aging population.
- Both municipalities are forecasted to experience growth over the next 20 years.
- Driver Industries are: Agriculture and Support services; Resource Extraction; Urban Growth.

2.1.1 Municipal Profiles

A baseline municipal profile was prepared as an overview to easily understand and compare the Town and the County. The Town and the County were examined by reviewing demographics including age, growth rate, highest level of attained education and participation rate. The municipal profiles are meant to indicate the historic growth and the current population as a baseline for the growth forecast. The 2017 population estimate was completed by using 2016 federal census data along with population projections from the Alberta Treasury Board and Finance. The Town's municipal census data was provided and reviewed but it does not materially change the modest growth forecasted, nor does it have subsequent implications on the projected 2017 population. This is further discussed in section 2.2.4 and at length in Appendix A.

▼ Table 1: Municipal Profiles

Municipality	Population Changes (2011 - 2016)	Growth Rate	Median Age (Provincial Average)	Advanced Education* (Provincial Average)	Participation Rate† (Provincial Average)	2017 Population Estimate
Town of Westlock	4,823 to 5,101	1.1%	45.5 years (36.7 years)	40% (55%)	59.3% (71.8%)	5,157
Westlock County	7,644 to 7,220	-1.1%	43.2 years (36.7 years)	43% (55%)	71.8% (71.8%)	7,138

**Advanced education includes: postsecondary certificate, diploma, or degree.*

† Participation rate is the percentage of the population 15 or older participating in the labour force.

As indicated in Table 1, the County experienced negative growth between 2011 to 2016, whereas the Town experienced positive growth, albeit modest. Both have an aging population compared to the provincial average, which suggests that there may be a future need for land development, programs and services that are specific to an aging demographic.

2.2.2 Labour Force

Understanding the current labour force is an important piece of the baseline research, providing insight into the economic drivers for the Town and the County. Per the 2016 Federal Census, the labour forces for the Town and County are shown below. These numbers estimate the type and number of jobs physically located in each jurisdiction, not the jobs held by the residents of either geography.

▼ Table 2: Westlock County and Town of Westlock Labour Force

Industry (NAICS)	Westlock County	Town of Westlock
11 Agriculture, forestry, fishing, and hunting	617	416
21 Mining, quarrying, and oil and gas extraction	114	186
22 Utilities	20	36
23 Construction	233	370
31-33 Manufacturing	105	146
41 Wholesale trade	88	115
44-45 Retail trade	166	453
48-49 Transportation and warehousing	139	175
51 Information and cultural industries	8	25

52 Finance and insurance	42	82
53 Real estate and rental and leasing	17	36
54 Professional, scientific and technical services	99	163
56 Administrative and support, waste management and remediation services	45	93
61 Educational services	122	225
62 Health care and social assistance	190	448
71 Arts, entertainment and recreation	24	27
72 Accommodation and food services	57	268
81 Other services (except public administration)	88	198
91 Public administration	74	183
All Industry Categories	**2,248**	**3,647**

As indicated in Table 2, agriculture represents the highest number of jobs within the County and a significant amount of the employment stock for the Town. Safeguarding that future development does not impede this industry is critical to its continued economic influence in the region. In contrast to the County, the Town has a significant number of employment opportunities in the retail trade industry, the health care and social assistance industry, and the accommodation and food services industry. These three industries typically thrive in urban centres and effectively, the Town is a service centre for the wider rural area.

2.2.3 Driver Industries

A total of nineteen industries are listed in Table 2. However, some industries have a greater influence on the region than others. Known as driver industries, these are determined to have an impact on the migration of workers and their families to the region, thus causing other industries to gain or lose employment opportunities. The driver industries for the Westlock Subregion and their primary industry groups are:

1. Agriculture and Support Services – agriculture; manufacturing, transportation, and warehousing; administrative and support; waste management and remediation services; and other services (except public administration).

2. Resource Extraction – mining, quarrying, and oil and gas extraction; construction; manufacturing; transportation and warehousing; and administrative support, waste management and remediation services.
3. Urban Growth – real estate and rental and leasing; and retail trade.

In contrast to driver industries, support industries do not drive growth in other businesses or industries. As driver industries fluctuate with employment opportunities and economic viability, so do the support industries. Reviewing how these driver industries are forecasted to evolve over the coming years is important for this baseline research and the development of the IDP. The extent to which the municipalities are connected creates a situation for mutually beneficial limited growth and a shared outlook on how and where there is opportunity to collaborate on development.

▼ Table 3: Forecasted Growth of Driver and Support Industries in the Westlock Subregion

Industry Category	Percent of Employment in Subregion (2017)	Number of Jobs (2017)	Low Growth (annual average)	Medium Growth (annual average)	High Growth (annual average)
Agriculture and Support Services	16%	936	0.7%	2.0%	3.1%
Resource Extraction	6%	389	0.4%	1.3%	2.5%
Urban Growth	3%	213	0.7%	1.8%	3.0%
Support Industries	75%	4,575	-	-	-

As indicated in Table 3, the three driver industries and their direct support account for 25% of the total jobs in the Subregion. Although the "support industries" category accounts for most of the employment in the Subregion, there is a direct correlation with the driver industries and their economic influence. As the driver industries fluctuate, the number of employment opportunities in the support industries correlates with this fluctuation. In all instances, employment growth is forecasted to be positive, a forecast that is further discussed in section 2.2.4.

2.2.4 Growth Forecasts

Growth forecasts are important to consider because they provide an overall indication of potential growth and assist in guiding the development of the IDP area. It is important to note that the growth rates outlined in the following sections is an ***average over a 20-year period***. In reality, growth will spike and dip based on varying economic cycles but incrementally when viewed over a 20-year period indicates an overall average growth rate. From the analysis carried out, the indication is an average positive, though small, growth rate for both municipalities. All growth forecasts were given in three different scenarios: low, medium and high. In planning practice, it is typical to plan based on a medium growth scenario rather than a low or high growth scenario so that municipalities are prepared for spikes in growth that occur over time.

Additionally, it is important to note that the growth forecast does consider historical population, employment and economic trends; however, the forecast is not based on historical data. Instead, the forecast is formed from expectations and assumptions regarding the future. The forecast uses assumptions related to fertility, mortality, migration, labour force participation and the regional economic outlook to determine the population, employment and driver industry growth forecasts. A more detailed version of the growth forecast as well as narrative on how the forecast was derived can be found in Appendix A.

POPULATION

The population forecasts for the Town and the County are listed in Tables 4 and 5, respectively. In all three growth scenarios for both municipalities, the rate of growth is predicted to increase, even though the County has experienced negative growth over the past five years. The decline in the County's population can be correlated with the collapse in energy prices, which is generally not considered to have influence on long-term population trends. Rural areas across the Province have also experienced the closure of rural schools that make it increasingly disadvantageous to raise children in rural municipalities. This, combined with larger farm operations and the subsequent reduction in family farms and the number of persons required to farm per acre, also contributes to the population decline experienced by the County over the past few years.

The IDP boundary will consider this moderate growth, as new development will need to occur to accommodate population increases. However, the study is limited because it does not specify what portion of the County's population will live within the IDP boundary.

▼ Table 4: Town of Westlock Population Forecast, 2017 - 2037

Scenario	2017	2027 (population increase from 2017)	2037 (population increase from 2027)	Average Annual Change (2017 – 2037)
High Growth	5,157	5,990 (833)	8,121 (2,131)	2.3%
Medium Growth	5,157	5,514 (357)	6,830 (1,316)	1.4%
Low Growth	5,157	5,221 (64)	5,924 (767)	0.7%

Note: Parentheses indicate the actual population change over 10-year increments.

▼ Table 5: Westlock County Population Forecast, 2017 – 2037

Scenario	2017	2027 (population increase from 2017)	2037 (population increase from 2027)	Average Annual Change (2017 – 2037)
High Growth	7,138	8,476 (1,338)	11,110 (2,634)	2.2%
Medium Growth	7,138	7,936 (798)	9,647 (1,711)	1.5%
Low Growth	7,138	7,604 (466)	8,620 (1,016)	0.9%

Note: Parentheses indicate the actual population change over 10-year increments.

EMPLOYMENT

The employment growth forecasts are listed for the Town and County in Table 6 and Table 7, respectively. Both forecasts were generated using the medium growth scenarios over the next twenty years. Comparatively, the Town is forecasted to experience less job growth at 1.3%, than is the County, which is anticipated to be 2.0%. However, both are forecasted to experience a similar number of new jobs by 2037: the Town with 1,084 and the County with 1,101. This forecast does not consider the exact geography of where the growth for the County is anticipated to occur, and as a result, it can only be anticipated that some of the new jobs will occur within the IDP area.

▼ Table 6: Town of Westlock Employment by Industry Forecast (medium growth scenario), 2017 - 2037

Industry (NAICS)	2017	2027	2037	New jobs (2018 – 2037)	Avg Annual Change (2017-2037)
11 Agriculture, forestry, fishing, and hunting	416	475	57	20	1.5%
21 Mining, quarrying, and oil and gas extraction	186	206	232	46	1.1%
22 Utilities	36	39	47	11	1.3%
23 Construction	370	401	472	102	1.2%
31-33 Manufacturing	146	160	191	45	1.4%
41 Wholesale trade	115	125	148	32	1.2%
44-45 Retail trade	453	502	594	142	1.4%
48-49 Transportation and warehousing	175	191	225	49	1.3%
51 Information and cultural industries	25	27	31	6	1.1%
52 Finance and insurance	82	89	106	24	1.3%
53 Real estate and rental and leasing	36	40	48	11	1.3%
54 Professional, scientific and technical services	163	177	210	47	1.3%
56 Administrative and support, waste management and remediation services	93	101	120	28	1.3%
61 Educational services	225	243	289	65	1.3%
62 Health care and social assistance	448	486	582	134	1.3%
71 Arts, entertainment and recreation	27	28	33	6	1.1%
72 Accommodation and food services	268	289	344	76	1.3%
81 Other services (except public administration)	198	217	258	60	1.3%
91 Public administration	183	201	245	62	1.5%
All Industry Categories	**3,647**	**3,997**	**4,731**	**1,084**	**1.3%**

▼ Table 7: Westlock County Employment by Industry Forecast (medium growth scenario), 2017 – 2037

Industry (NAICS)	2017	2027	2037	New jobs (2018 – 2037)	Avg Annual Change (2017-2037)
11 Agriculture, forestry, fishing, and hunting	617	759	952	335	2.2%
21 Mining, quarrying, and oil and gas extraction	114	133	159	45	1.7%
22 Utilities	20	23	30	10	2.0%
23 Construction	233	264	336	104	1.9%

31-33 Manufacturing	105	121	157	52	2.0%
41 Wholesale trade	88	100	128	40	1.9%
44-45 Retail trade	166	195	250	84	2.1%
48-49 Transportation and warehousing	139	160	203	64	1.9%
51 Information and cultural industries	8	9	11	3	1.6%
52 Finance and insurance	42	48	62	20	1.9%
53 Real estate and rental and leasing	17	20	25	8	2.0%
54 Professional, scientific and technical services	99	112	145	46	1.9%
56 Administrative and support, waste management and remediation services	45	52	67	22	2.0%
61 Educational services	122	139	180	57	1.9%
62 Health care and social assistance	190	216	282	92	2.0%
71 Arts, entertainment and recreation	24	26	33	9	1.6%
72 Accommodation and food services	57	65	84	26	1.9%
81 Other services (except public administration)	88	101	130	43	2.0%
91 Public administration	74	85	114	40	2.2%
All Industry Categories	**2,248**	**2,627**	**3,349**	**1,101**	**2.0%**

DRIVER INDUSTRIES

Table 8 forecasts the number of employment opportunities for the driver industries in the Subregion. Agriculture and support services is anticipated to grow most rapidly at 2.0% by 2037. As discussed previously, development should not inhibit the growth of these industries as they influence the growth rate of all other forms of employment, and subsequently, the population of the area.

▼ Table 8: Westlock Subregion Driver Industry Employment Forecast, 2017 – 2037 (medium growth scenario)

Driver Industry	2017	2027	2037	Average Annual Change (2017 – 2037)
Agriculture and support services	963	1,174	1,432	2.0%
Resource Extraction	389	443	504	1.3%
Urban Growth	213	254	304	1.8%
All Driver Industries	**1,565**	**1,871**	**2,239**	**1.8%**

2.2 Transportation

Transportation is important to consider when developing the IDP area. Transportation infrastructure is fundamental to the movement of goods, services and people that contribute to economic development and, ultimately, the prosperity of an area. Two significant highway corridors within the IDP area connect to other communities across the province. Collaboration on maintaining, enhancing and capitalizing on the location of this infrastructure will enable for the Town and County to experience economic sustainability and development both in the IDP area and across the region.

KEY FINDINGS:

- The Town is at an advantageous geographical location that experiences regional commuters via Highway No. 44 and Highway No. 18, that could influence the service-retail sector of the area's economy.
- There is opportunity to enhance the retail service industry in the Town and adjacent areas of the County, benefitting both municipalities.

HIGHWAY NETWORK

The Town of Westlock is located at the intersect of two major provincial highways, Highway No. 44 and Highway No. 18, and is 13km west of Highway No. 2. Highway No. 44 is the primary route between the Edmonton Capital Region to the south and the Lesser Slave Lake region to the north, running almost parallel to Highway No. 2; Highway No. 18 extends from Lac Ste. Anne County (to the west) and Thorhild County (to the east). Highway No. 2, accessible via Highway No. 18, is a major highway that extends from the Canada - United States border through to Grand Prairie. This provides the opportunity to capitalize on the traffic movement through the area. It should be noted that Alberta Transportation manages both highways; per the new requirements under the MMGA, municipalities (other than cities) must refer subdivision applications to Alberta Transportation if the proposed subdivision is within 1.6km of a Provincial highway centre line. This area is indicated on Figure 4.

The advantageous geographic location of the Town makes it a regional thoroughfare for travelers; Highway No. 44 and Highway No. 18 intersect in the Town, and along both highway corridors, many retail service providers can be found. However, the County areas surrounding the Town see little service retail, with only a small commercial and industrial hub located to the south of the Town, along Highway No. 44.

This is despite the County having significant amounts of land designated as Highway Commercial, which is intended to serve the motoring public and includes, but is not limited to, service or gas stations, drive-in restaurants, and motels.[4] The lack of development may be attributed to the intersection being 70km from the Edmonton Metropolitan Area, which is a much larger and well developed, service centre.

AIRPORT

The Westlock Municipal Airport is located approximately 7.5km to the southeast of the Town. It is jointly owned by the Town and the County, is operated by the County, and serves the region as a local, small aircraft airport. The Edmonton Skydive Centre, Snowbird Aviation, Thompson Agricultural Aviation, and the Westlock Flying Club operate out of the Westlock Airport. Currently, the Westlock Municipal Airport is not serviced by water or sanitary lines. The airport is reported to experience approximately 2900 of annual movement[5]; however, because the log book at the airport terminal is voluntary, these records may not be accurate.

RAILROAD

The Canadian National Railway (CN) line runs through the Town. The railway line connects north to the Great Slave Lake in the Northwest Territories and south to Edmonton, where it connects to the greater CN railway network. The railway line that extends north has a weight limit of 268,000 pounds, whereas the line that extends south as a weight limit of 286,000 pounds[6]. The average daily train count through the Town is 2.3 trains/day or approximately 840 trains/year. However, CN may change this at any time depending on the needs and demands of their customers. Information pertaining what is being transported and in what quantity according to CN is restricted and not available.

Existing transportation networks are highlighted on Figure 5. Interpreting where existing transportation networks are, their primary uses and their proximity to infrastructure, public facilities, and services will guide and influence policy developed within the IDP. Existing conditions influence where future development and growth occurs and poses the opportunity to consolidate the Town's and County's funding to maintain, enhance, and build transportation networks.

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[4] Westlock County. *Land Use Bylaw*, May 2016. p. 18.
[5] Town of Westlock. http://www.westlock.ca/main.aspx?parentCode=6CD8A474-C11F-4AD9-9F07-A0E8B31EC167&pageCode=AB8396D7-EC10-4619-B2BA-3348F2055EEB
[6] Canadian National railway. http://cnebusiness.geomapguide.ca/?MAP=WL

2.3 Infrastructure, Programs, and Services

Utility infrastructure is a core piece of any community's vitality and development. Understanding where current utilities are located, including electricity, telecommunications, natural gas, waste, water and wastewater, and the capacity of these utilities is critical to determining the IDP area. It is important to protect utility rights-of-way to accommodate future development and to determine if the existing infrastructure has the adequate capacity to support future development. Similarly, cost efficiency can be achieved for the tax payers if the Town and the County determine that they can share programs and services such as emergency services, snow clearing, road maintenance, economic development, and the joint use of community facilities.

KEY FINDINGS:

- The Town and the County are a part of the Westlock Regional Water Services Commission, where a regional water line serves the entire town and parts of the County.
- The water treatment plant is located in the Town.
- The IDP area has fire, RCMP and ambulance services and there is a Mutual Fire Aid Agreement between Fire Services in place between the two municipalities.
- The sanitary treatment facility has a lagoon that requires a 300m setback for some uses.
- The landfill to the south east of the Town is active and requires a 400m setback for some uses.
- The Town has recreational facilities that are used by the Town, the County, the Village of Clyde and other outside residents and users.

Water + Wastewater

The Town currently participates in the Westlock Regional Water Services Commission, which includes Westlock County and the Village of Clyde. The Town joined the Commission at its inception in 2008. The water is supplied by the Pembina River, which is located approximately 11km northwest of the Town, and treated at the Westlock Water Treatment Plant (WTP) located on the west side of the Town. Also, a reservoir and standpipe are located on the east side of the Town. The west side of the Town is predominately served by the WTP and the east side is served by the reservoir. The reservoir's supply is restocked by the WTP at night when the demand is low. At the time of it being written, the Town's 2009

Water Master Plan[7] indicated that the capacity of the existing water looping system was generally adequate and suggested only minor upgrades be made to existing infrastructure. However, future development would require the construction of new water looping systems to service newly developed areas. There is currently a new water reservoir being constructed that will allow for an increase in the storage capacity of the Town. The capacity of the Regional Water Line was unavailable at the time of this report.

The Town's wastewater treatment facility is located approximately 2km to the northwest of the Town. Three wastewater collection areas exist, serving the entire Town. The treatment facility includes four anaerobic cells, two aerobic cells, and three storage cells, and eventually effluent exits the lagoon via swale towards a small stream to the west. According to the 2009 Waste Water Master Plan[8], there was adequate capacity for the next several years. In all cases, this was done under the assumption of a 2% growth rate from a base population (year 2008) of 4,964, with a total population for the Town anticipated to be 9,355 by 2040. This number is significantly higher than all three projected growth scenarios in this report, and it is assumed that the wastewater collection system has adequate capacity per the report. However, there are known capital and maintenance costs on the horizon, which could change the capacity of the wastewater collection system should any upgrades or changes occur.

The County has seven water distribution systems within its boundary, three of which are Hamlets that receive water from the regional water system. Hamlets served with potable water via the Regional water line deriving from the Westlock Water Treatment Plant include Busby, Vimy and Pickardville; the Hamlets of Dapp, Fawcett, Jarvie and Pibroch are served by potable water from the County's water treatment plants. The County also offers a bulk fill station in the Hamlet of Dapp. Rural areas are predominantly serviced by private water wells. Similar to the water services, wastewater services are offered for all seven hamlets.

[7] ISL. Town of Westlock *Water Distribution System Master Plan*. 2009 update.
[8] ISL. Town of Westlock *Waste Collection System Master Plan*.2009 update.

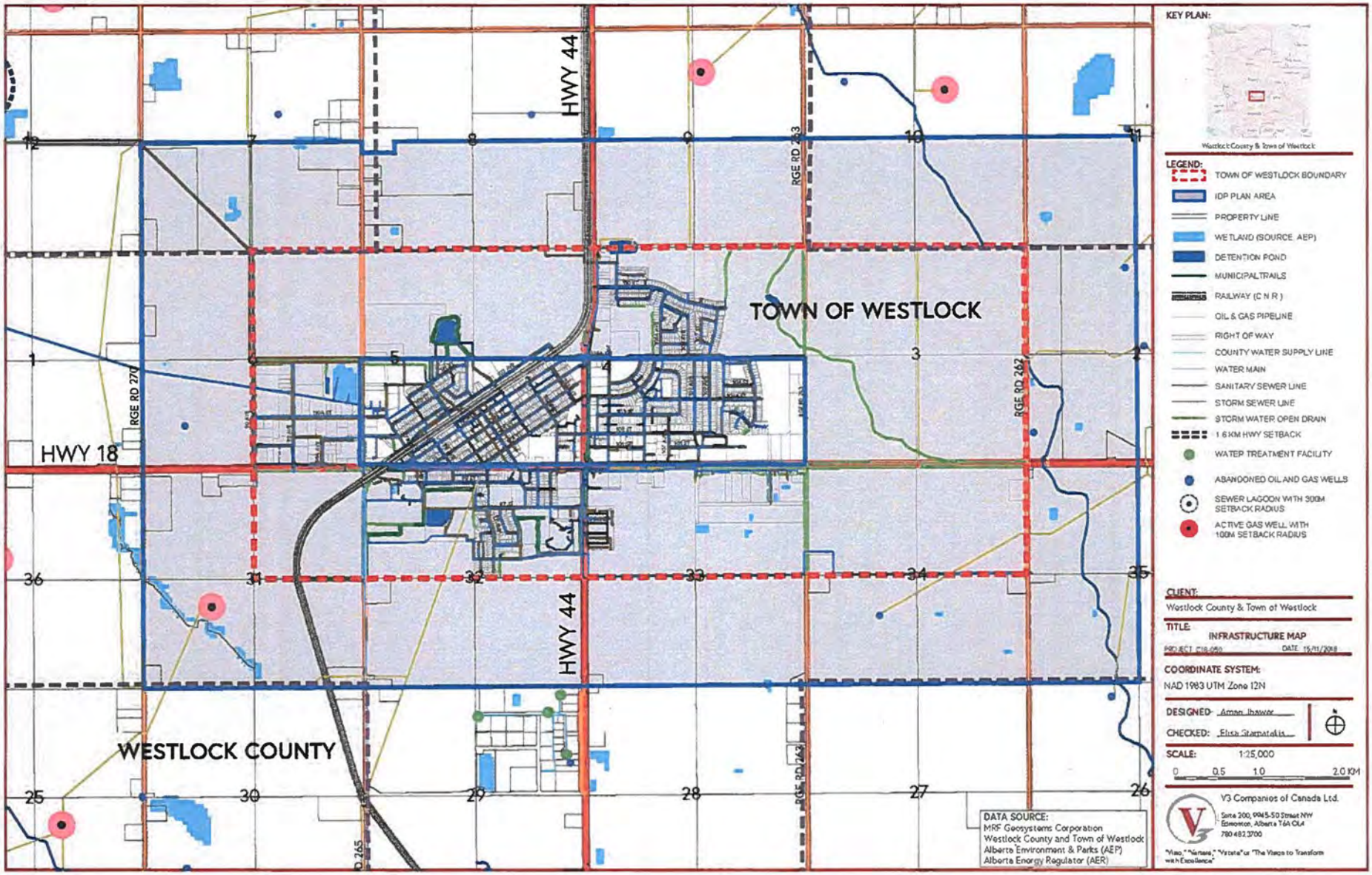
Power

The Town and the County are serviced by Fortis Alberta distribution grid with a wide range of retailers offering electricity services to both. Areas of the County that immediately surround the Town also have the option to be serviced by the Wild Rose Rural Electrification Association (REA) grid. Depending on the location, other areas of the County can be serviced by other REAs. At the time of preparing this report, information on the capacity of the power grid and the age of the infrastructure within the Town and the adjacent areas of the County is unknown. If information becomes available, it will be share with both municipalities.

Gas

Natural Gas services in the region are offered through a wide range of retailers. It is unclear at the time of drafting this report the capacity of the natural gas grid and the age of the infrastructure. If the information becomes available, it will be shared with both municipalities.

The existing Town and County infrastructure is located in Figure 4. This map focusses on the Town and immediately adjacent areas of the County to better depict the location of the infrastructure, and subsequently does not include the airport. Understanding where and how future development and growth ties into existing infrastructure is critical as the impact on future capital requirements and time to achieve development can be significant.



▲ *Figure 4: Existing Infrastructure*

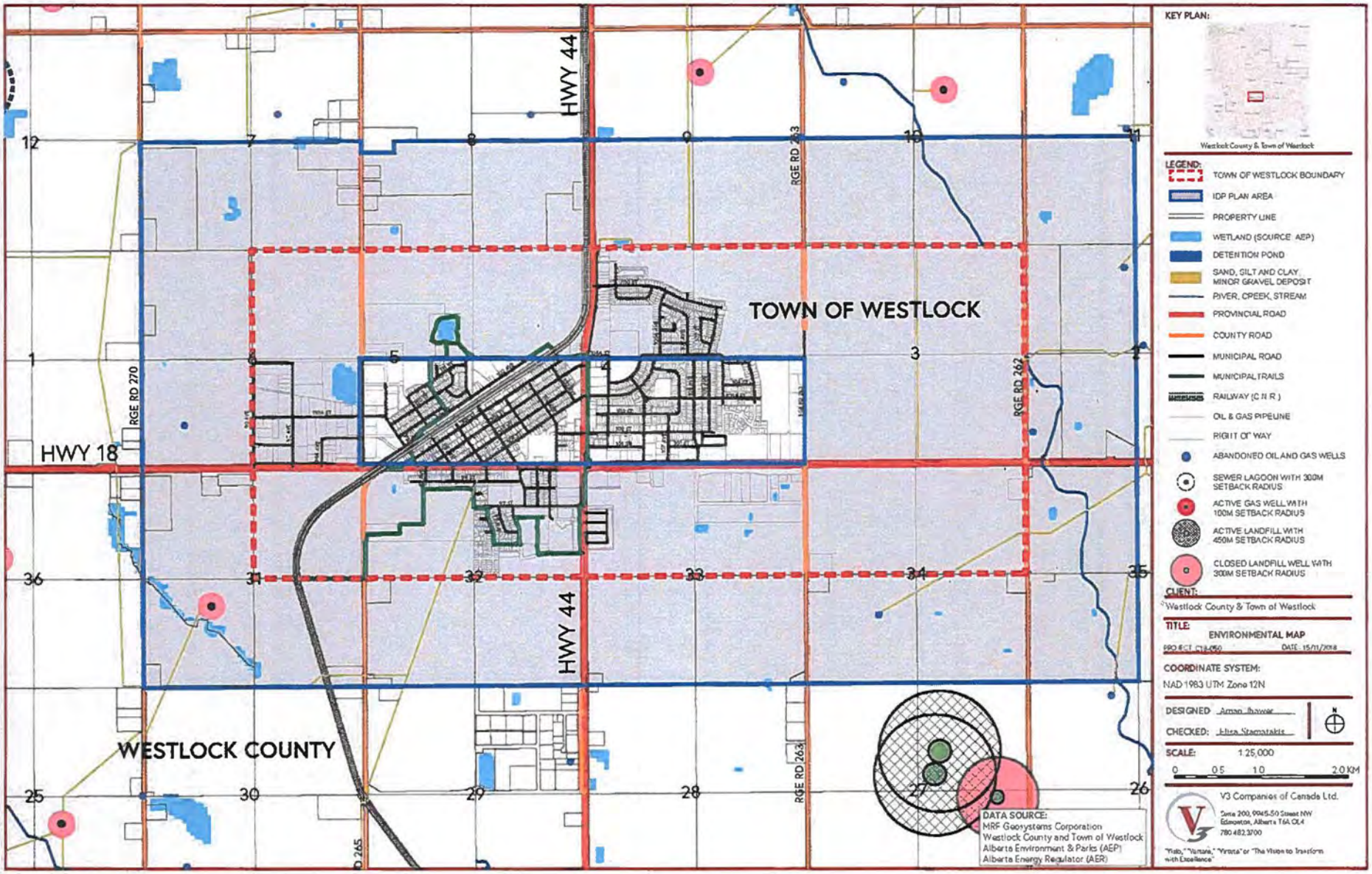
Emergency Services

The IDP area has emergency services consisting of fire, RCMP and ambulance and there is a Mutual Aid Agreement in place between the Town and the County. The County has five volunteer fire departments located throughout the area, a full-time County Fire Chief, 6 District Chiefs, and over ninety volunteer fire fighters. The County has a staging and storage facility 500m south of the Town, however, this location is not an active fire hall. The Town has a single fire hall and a full-time Fire Chief.

There is an RCMP detachment located in the Town that services areas in and around the Town and County including: Anton Lake, Busby, Clyde, Cross Lake Provincial Park, Dapp, Eastburg, Fawcet, Flatbush, Hazel Bluff, Jarvie, Larkspur, Linaria, Long Island Municipal Campground, Nestow, Pibroch, Pickardville, Regal Park Village Rossington, Shoal Creek, Spruce Hills Estates, Tawatinaw, Thortonville and Vimy. Both the Town and the County each employ one Peace Officer to handle Bylaw enforcement, complaints and general patrolling of the communities.

Ambulance services in the Town and County are run by Alberta Health Services (AHS). AHS has commissioned Associated Ambulance, which has two fully staffed ambulances available 24/7. Associated Ambulance is located in the Town. Westlock Healthcare Centre is located in the Town and provides a range of healthcare services and a 24/7 emergency room.

Public facilities, including the location of the emergency services are indicated in Figure 5. This map focusses on the Town and immediately adjacent areas of the County to better represent the location of the facilities in the area, and subsequently, does not include the airport. Locating growth near existing services is important to consider in an IDP as it could reduce the need for new public facilities.



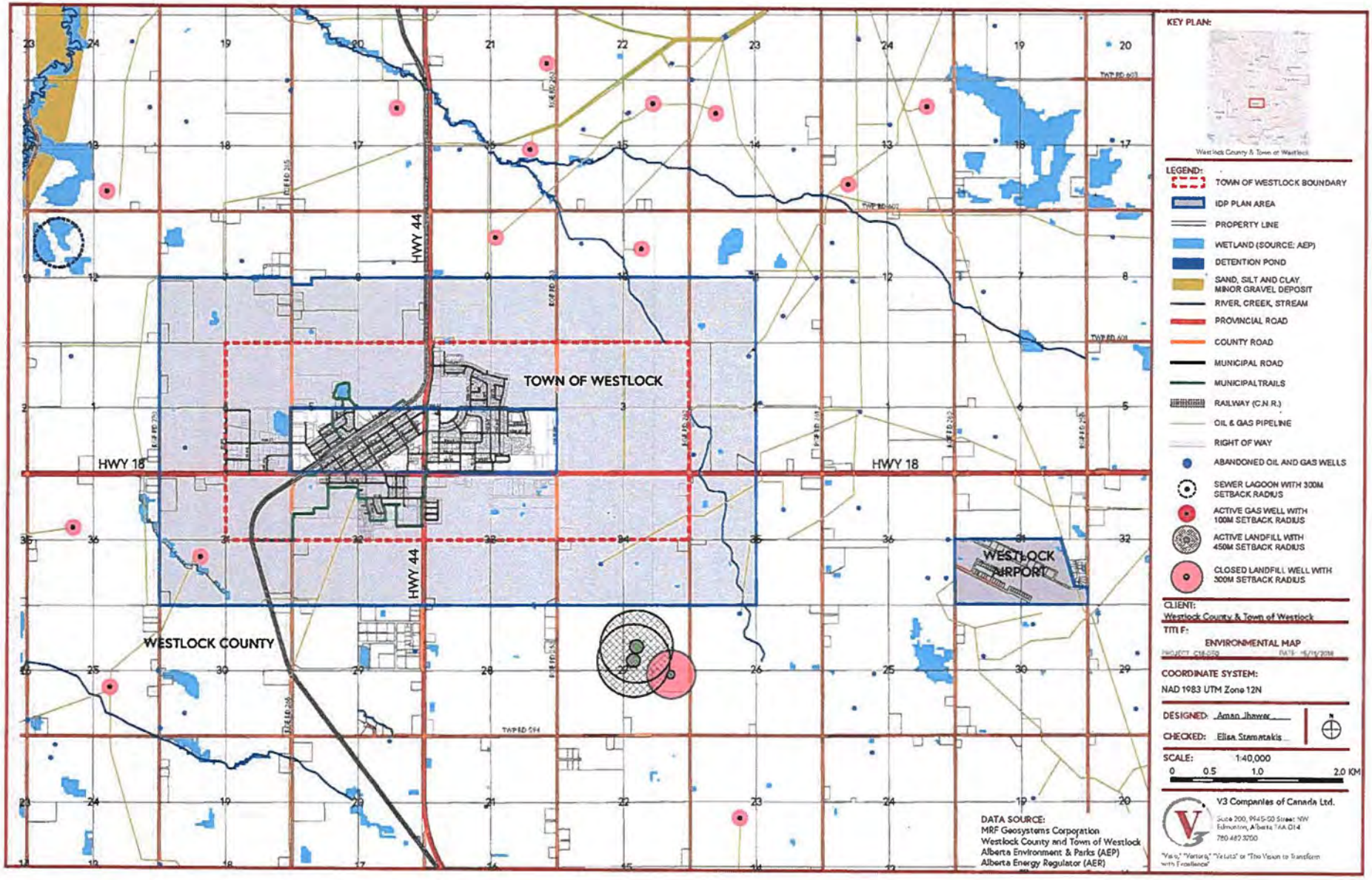
▲ *Figure 5: Public Facilities and Service Map*

Environmentally Sensitive Areas

Through the baseline research, a few environmentally sensitive areas have been distinguished within and near the recommended IDP area. As shown in Figure 6, there are a number of active gas wells, abandoned gas wells, a sewage lagoon and wastewater treatment facility, water treatment facility and reservoir, and an active, regional landfill. Each of these have certain considerations as indicated below. Some require minimum setbacks for development, which have been considered in the identification of the IDP boundary.

▼ Table 9: Environmentally Sensitive Areas within IDP Area

Environmentally Sensitive Areas	Comments	Setback Radius (if required)
Westlock Wastewater Treatment Facility and Lagoon	Located to the northwest of the Town, the active sewage lagoon could inhibit future development. Land uses such as residential, institutional, and public use developments have a minimum required setback of 300m.	300m
Active Gas Wells	Active gas wells are considered sensitive areas that may cause harm to the public, thereby requiring a minimum setback.	100m
Abandoned Gas Wells	Although considered abandoned, gas wells that are no longer in commission still require a setback.	5m
Westlock Regional Water Treatment Plant	Located in the Town, the WTP and reservoir are not considered a sensitive area, but the surrounding development may impact the quality of water provided for the entire Region. Consideration should be given to the types of development permitted.	N/A
Westlock Regional Landfill	Alberta Environment and Parks states that there is a minimum setback of 450m for a residence, school, hospital or food establishment from an operating landfill.	450m



▲ *Figure 6: Environmental Map*

2.4 Existing Statutory Documents

Although an IDP supersedes Municipal Development Plans (MPD), Area Structure Plans (ASP), Area Redevelopment Plans (ARP), Land Use Bylaws (LUB) and all non-statutory plans, it is important to consider the existing frameworks to better understand each municipality and how they perceive growth in their communities. When two adjacent communities have differing ideas of how they expect to grow, unanticipated consequences may arise such as conflicting land uses, unrealized efficiencies and savings in operating shared programs and services, and unintended economic competition. Table 10 depicts the existing statutory documents that have an influence on the IDP area.

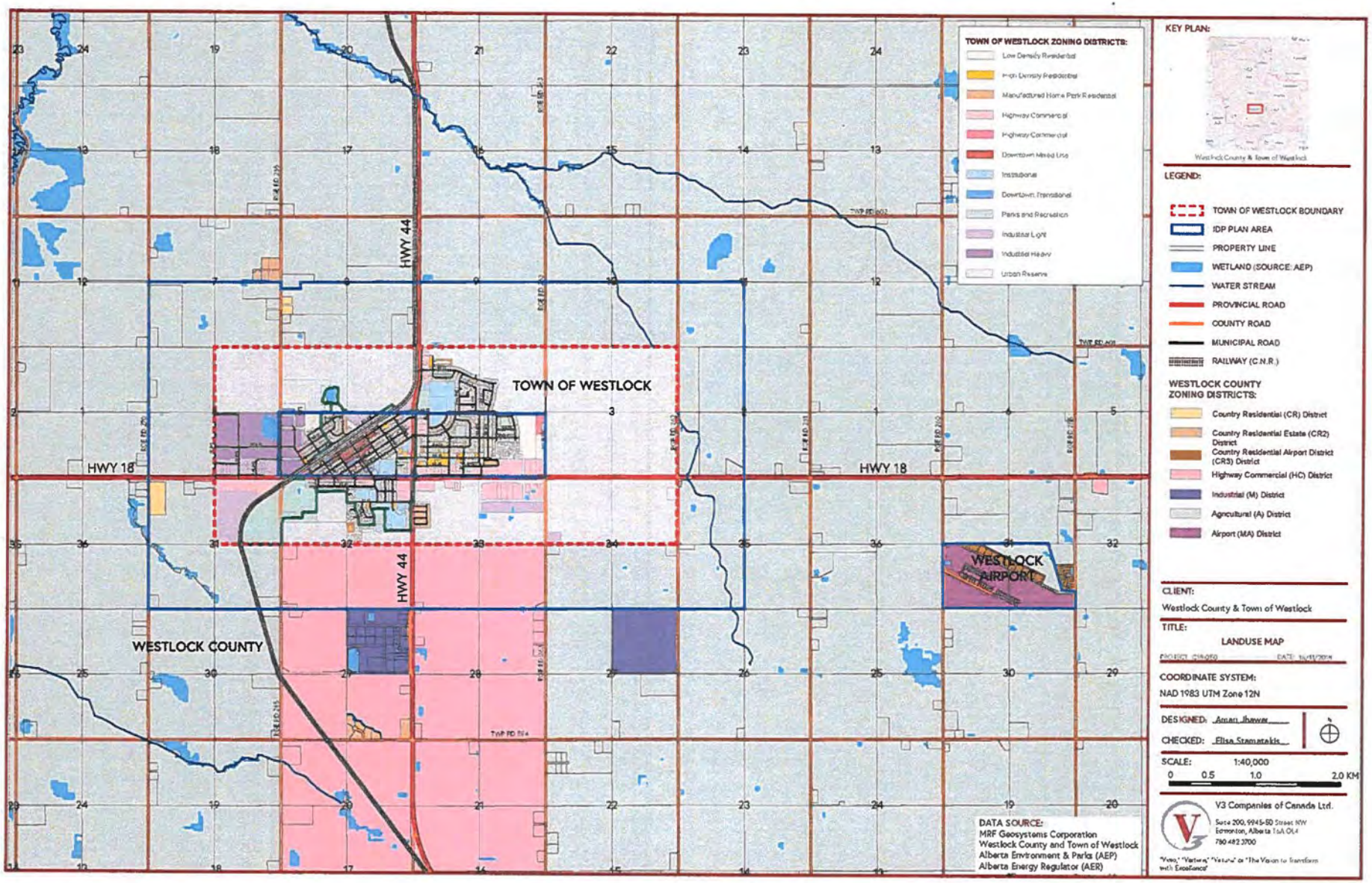
▼ Table 10: Statutory Documents

Document Name (Municipality, year)	Influence
Municipal Development Plan (Westlock County, 2016)	▪ Growth Node Area Overlay to the South of the Town. ▪ County intends for the Growth Node Area Overlay to have more intensive growth and development for industrial, commercial, recreation and residential development.
Land Use Bylaw (Westlock County, 2016)	▪ Significant Highway Commercial land use districts along Highway No. 44 (transecting the Town) and along Highway No. 2 (next to the Village of Clyde, extending from both municipalities to the edge of the County's southern border. ▪ Small clusters of Country Residential Estate District to the northwest and to the west of the Town. ▪ Industrial District to the south of the Town along Highway No. 44. ▪ Remaining areas surrounding the Town are Agriculture District. ▪ Key land uses districts include Agriculture District and Highway Commercial.
Municipal Development Plan (Town of Westlock, 2015)	▪ There is significant area set aside for the future neighbourhoods, most to the northeastern edge of the Town boundary. ▪ There is a small residential ASP in along the southern border of the Town (Westgate-Greenfield ASP).

	▪ There is a highway corridor that straddles Highway No. 18 from the eastern border of the Town until it intersects Highway No. 44. ▪ Limited Highway Corridor straddling Highway No. 44. ▪ Industrial Park located in the northwest and west areas of the Town. ▪ Long term document.
Area Structure Plan (Town of Westlock, 2017)	▪ Broken into two neighbourhoods (Westgate and Greenfield). ▪ Borders southern edge of the Town. ▪ Low to medium density residential. ▪ Located in Urban Reserve areas.
Land Use Bylaw (Town of Westlock, 2015)	▪ Significant Urban Reserve along the majority of the Town's borders. ▪ Light and heavy land use districts are located to the southwestern areas of the Town. ▪ Downtown Mixed-Use corridor perpendicular to the train tracks. ▪ Limited highway commercial along Highway No. 44 eastern edge of town. ▪ Key zoning district is Urban Reserve.

A combination of the Town and County's LUB is shown on Figure 7. The Town has significant Urban Reserve along the northern and eastern boundary that borders predominantly the County's Agriculture District. The central-south border of the Town consisting of Urban Reserve that borders the County's Highway Commercial Corridor.

When reviewing existing lands within the Town and County that are designated for future residential, industrial, and commercial uses and based on the medium growth rate, there is more than enough vacant lands to meet the average growth forecasted over a 20-year period.



▲*Figure 7: Land Use Districts and Zoning for the Town of Westlock and Westlock County*

3.0 SWOT Analysis

The following table is a high-level summary of the SWOT analysis (strengths, weaknesses, opportunities, threats) to help inform the IDP process and guide discussion moving forward. Please note that this list may change after stakeholder engagement and further analysis.

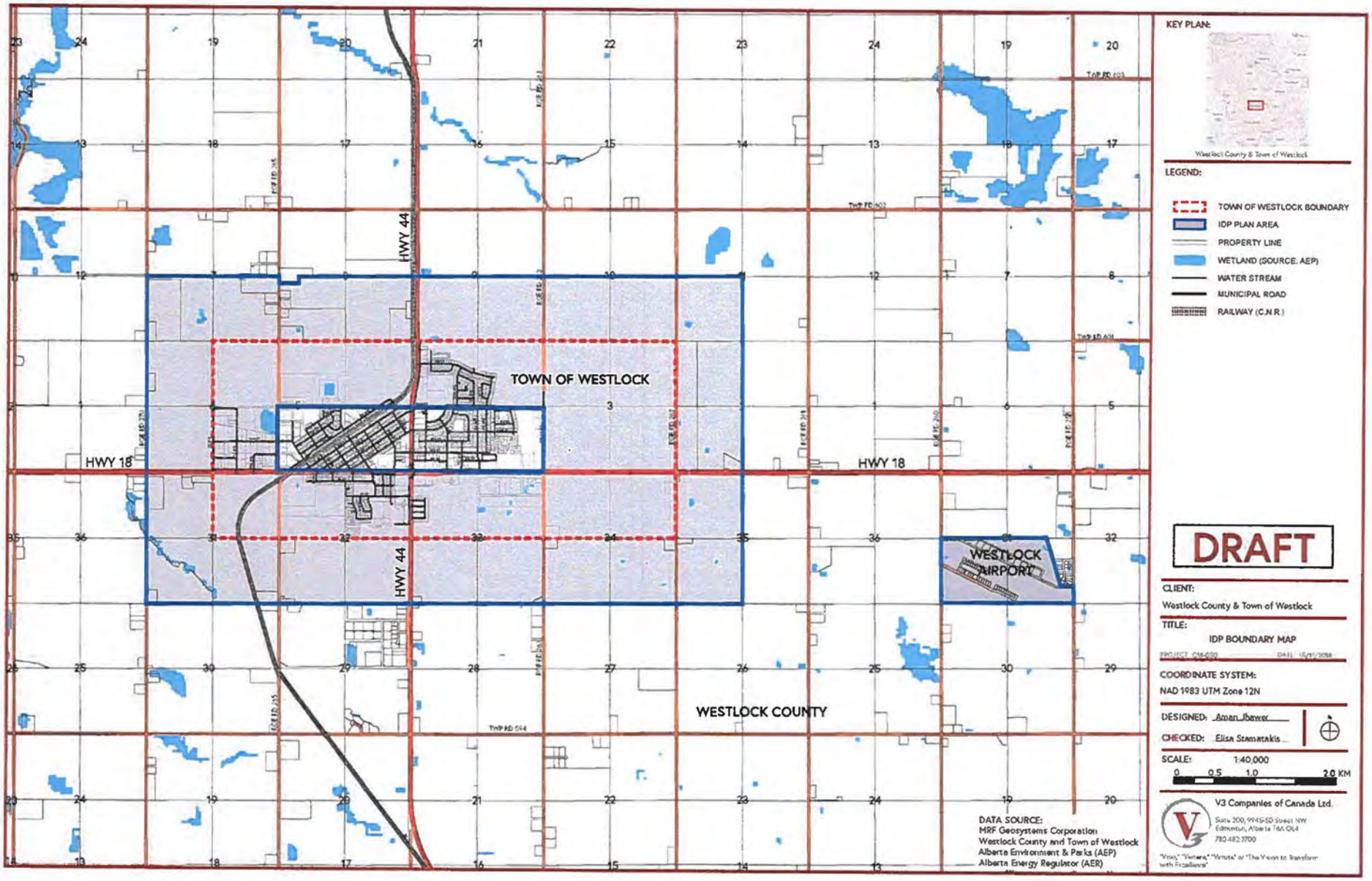
▼ Table 12: SWOT Analysis

Strengths	Weaknesses
▪ Forecasted population and employment growth for both the County and the Town over the next 20 years ▪ Urban Growth industry is especially significant ▪ Geographic location next to Highway No. 18 and Highway No. 44 ▪ Previous history of some intermunicipal collaboration ▪ Sufficient Urban Reserve for the Town's future growth	▪ Landfill to the SE that requires a setback of 400m ▪ Sanitary treatment facility to the NW of Town that requires a setback of 300m ▪ Active wells within the IDP area that require a setback of 100m
Opportunities	**Threats**
▪ Build the IDP area to act as a regional hub for mutually beneficial economic success ▪ Enhance the service retail industry for those who commute through the area ▪ Influence development towards an aging population ▪ Centralize services for the Region ▪ Re-establish intermunicipal collaboration for programs and services for the Town and the County ▪ A campaign to attract families looking to raise their children outside of the City	▪ Economic shifts ▪ Political tensions (for all levels of government) ▪ Competition between municipalities, including surrounding municipalities ▪ Fiscal constraints that both municipalities are under, affecting infrastructure capacity

3.1 Recommended IDP Boundary

In planning for growth – both in terms of population and commercial/industrial jobs – the Town and County need to recognize the risks and challenges associated for each municipality. Residential growth does not pay for itself, and therefore how and where it is developed are critical factors along with balancing commercial and industrial development that provides greater revenue to the respective municipality. This is one of the fundamental challenges in moving forward in identifying where growth should occur. Factors that further influence the identification of potential growth areas are linked to the opportunity to capitalize on underutilized infrastructure and lands that provide sustainability for the occupants, understanding costs, and adjoining maintenance costs.

The recommended IDP area is indicated in Figure 8 on the following page. The IDP boundary intends to provide a balanced distance between lands within the Town and the areas it interfaces with the County. The recommended IDP boundary is generally one quarter section within the Town boundary and one quarter section out from the Town. The exception to this along the eastern portion of the Town where development has yet to occur and the quarter section where the Westlock Municipal Airport is located.



▲ *Figure 8: Recommended IDP Boundary*

Appendix A

Westlock Region Growth Forecast

Working Paper

DRAFT

Nov 6, 2018

APPLICATIONS
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Appendix B 33

Executive Summary

This analysis assumes that future economic, employment and population growth in the Westlock Subregion (comprised of the Town of Westlock, Westlock County, the Village of Clyde, and the Summer Village of Larkspur) will be led by a number of 'driver industries', defined to include Agriculture and Support Services, Resource Extraction, and Urban Growth. The remaining sectors of the Westlock Subregion economy are assumed to be 'support industries', and generally grow in tandem with population.

A twenty year population and employment forecast was performed for the geographies in the Westlock Subregion. Assuming a moderate economic growth outlook, the Westlock Subregion's population is expected to increase from 12,760 in 2017 to approximately 17,100 by 2037, representing an average annual growth rate of 1.5%. Over the same time period, the total number of jobs located in the Westlock Subregion is projected to increase from 6,140 to about 8,450, representing an average annual growth rate of 1.6%.

To better determine a range of potential growth paths, low and high growth forecasts were also performed for the Westlock Subregion. These forecasts assume lower and higher average annual rates of driver industry growth, respectively. The low growth forecast finds that the Westlock Subregion population increases from 12,760 in 2017 to 15,100 by 2037 (0.9% average annual growth), and that total jobs increases from 6,140 to 7,270 (0.8% average annual growth) over the same period. The high growth forecast finds that the Westlock Subregion population increases from 12,760 in 2017 to 20,000 by 2037 (2.3% average annual growth), and that total jobs increases from 6,140 to 10,000 (2.5% average annual growth) over the same period.

Across all three scenarios, the general results suggest that the Agriculture, Construction, Retail, and Health sectors are expected to remain the dominant industries of employment in the Westlock Subregion.

Growth Scenarios

A population and employment forecasting model was used to project growth for each of three scenarios.

- **Low Scenario:** This scenario represents a slowdown in economic growth in the Westlock Subregion, including reduced growth in the oil industry, which is assumed to not recover to the pre-decline levels of 2014.
- **Medium Scenario:** This scenario represents the 'best guess' as to the growth which can be expected for the Westlock Subregion, and assumes that energy prices recover to levels which will remain slightly below those that existed prior to the oil price declines of 2014.
- **High Scenario:** This scenario represents an 'optimistic' picture of future growth that can be expected for the region, including a return of oil prices to levels similar to those that existed prior to the oil price declines of 2014.

Base Year Profile

The growth forecasts have been prepared for the Westlock Subregion, which includes Westlock County along with all incorporated municipalities geographically located within the county. These municipalities include the Town of Westlock, the Village of Clyde, and the Summer Village of Larkspur.

Town of Westlock

Between 2011 and 2016 the Town of Westlock's population increased from 4,823 to 5,101 according to the Federal Census- a positive average annual growth rate of about 1.1%. Using federal census data along with population projections completed by Alberta Treasury Board and Finance,[1] Westlock's 2017 population was estimated at 5,157.

The median age of Westlock's population in 2016 was 45.4 years, compared to the provincial average of 36.7 years. As well, according to the 2016 Federal Census Profiles,[2] about 40% of Westlock's labour force possessed a postsecondary certificate, diploma or degree; and the town's participation rate was 59.3% (compared to the provincial average of 71.8%).

Westlock County

Between 2011 and 2016 Westlock County's population decreased from 7,644 to 7,220 according to the Federal Census- a negative average annual growth rate of about 1.1%. Using federal census data, along with population projections completed by Alberta Treasury Board and Finance,[3] Westlock County's 2017 population was estimated at 7,138.

The median age of Westlock County's population in 2016 was 43.2 years, compared to the provincial average of 36.7 years. As well, according to the 2016 Federal Census Profiles,[4] about 43% of Westlock County's labour force possessed a postsecondary certificate, diploma or degree; and the County's participation rate was 71.8%, approximately the same as the provincial average.

Village of Clyde

Between 2011 and 2016 Clyde's population decreased from 503 to 430 according to the Federal Census- a negative average annual growth rate of about 3.1%. Using federal census data, along with population projections completed by Alberta Treasury Board and Finance,[5] Clyde's 2017 population was estimated at 417.

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[1] Alberta Treasury Board and Finance, Alberta Population Projections 2018-2046, https://www.alberta.ca/population-statistics.aspx

[2] Statistics Canada. 2017. Westlock, T [Census subdivision], Alberta and Alberta [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

[3] Alberta Treasury Board and Finance, Alberta Population Projections 2018-2046, https://www.alberta.ca/population-statistics.aspx

[4] Statistics Canada. 2017. Westlock County, MD [Census subdivision], Alberta and Alberta [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

[5] Alberta Treasury Board and Finance, Alberta Population Projections 2018-2046, https://www.alberta.ca/population-statistics.aspx

The median age of Clyde's population in 2016 was 41.8 years, compared to the provincial average of 36.7 years. As well, according to the 2016 Federal Census Profiles,[6] about 32% of Clyde's labour force possessed a postsecondary certificate, diploma or degree; and the County's participation rate was 62.1%, (compared to the provincial average of 71.8%).

Summer Village of Larkspur

Between 2011 and 2016 Larkspur's population increased from 38 to 44 according to the Federal Census- a positive average annual growth rate of about 3.0%. Larkspur's small population size generally inhibits the use of detailed census estimates in projections. An examination of historical population trends in the summer village was used to estimate Larkspur's 2017 population at 45.

Base Year Population by Municipality

Geography	2017 Population Estimate
Town of Westlock	5,157
Westlock County	7,138
Village of Clyde	417
Summer Village of Larkspur	45
Westlock Subregion Total	12,758

Base Year Jobs

The number of jobs located in each geography of the Westlock Subregion for the base year (2017) are shown in the table below, according to 2-digit North American Industry Classification System (NAICS) categories. A total of 6,140 jobs were estimated in the Westlock Subregion for 2017. Note that this is an estimate of the types of jobs located in the Westlock Subregion, rather than the standard measure of the types of jobs held by employed residents (regardless of job location).

North American Industry Classification System (NAICS)

This report makes reference to industries using the North American Industry Classification System (NAICS),7 a commonly used method of classifying business establishments according to the type of economic activity performed. For the purposes of this analysis, industry-specific forecasts are presented at the 2-digit NAICS level, of which there are twenty categories.

[6] Statistics Canada. 2017. Westlock County, MD [Census subdivision], Alberta and Alberta [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

[7] Statistics Canada, North American Industry Classification System (NAICS) Canada 2017 Version 1.0, http://www23.statcan.gc.ca/imdb/p3VD.pl?Function=getVD&TVD=307532

Base Year Jobs by Municipality and Industry

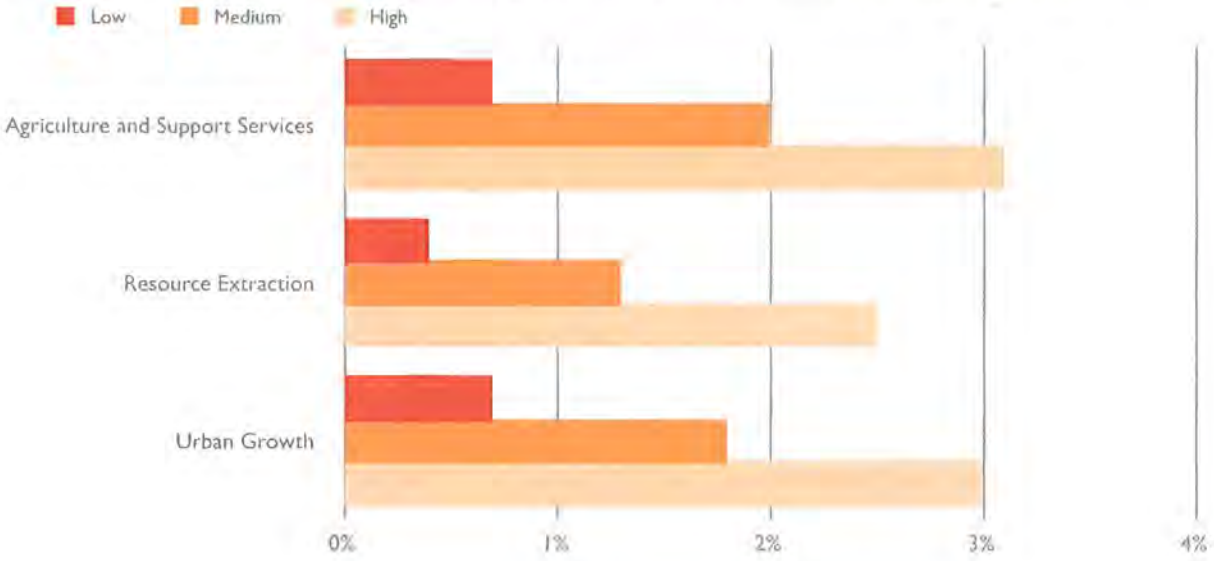
Industry (NAICS)	Westlock	Westlock County	Clyde	Larkspur	Westlock Subregion Total
11 Agriculture, forestry, fishing and hunting	416	617	37	4	1,075
21 Mining, quarrying, and oil and gas extraction	186	114	15	1	316
22 Utilities	36	20	6	0	63
23 Construction	370	233	25	2	630
31-33 Manufacturing	146	105	13	1	265
41 Wholesale trade	115	88	5	1	209
44-45 Retail trade	453	166	29	1	649
48-49 Transportation and warehousing	175	139	14	1	330
51 Information and cultural industries	25	8	0	0	33
52 Finance and insurance	82	42	7	0	132
53 Real estate and rental and leasing	36	17	6	0	59
54 Professional, scientific and technical services	163	99	5	1	268
55 Management of companies and enterprises	0	0	0	0	0
56 Administrative and support, waste management and remediation services	93	45	3	0	141
61 Educational services	225	122	16	1	364
62 Health care and social assistance	448	190	19	1	659
71 Arts, entertainment and recreation	27	24	1	0	51
72 Accommodation and food services	268	57	3	0	329
81 Other services (except public administration)	198	88	14	1	300
91 Public administration	183	74	5	5	267
All industry categories	**3,647**	**2,248**	**225**	**20**	**6,140**

Driver Industries

This section of the report provides information on the Driver industries defined for the Westlock Subregion, and rationales as to why these industries are expected to drive near-term job growth in the region.

Each of the industries included in the analysis has been determined to have a particular level of influence on employment in the Westlock Subregion. Growth of these industries has been determined to have an impact on the net migration of workers and their families to the region. The information presented for each industry category has been based on research of publicly available information and the sources are provided as they are referenced below.

Scenario-Specific Driver Industry Employment Growth Rates (Average Annual)



Growth rates for each Driver industry in each scenario have been based on a review of the historical growth patterns for these industries in the context of the expected growth for the Westlock Subregion in the future. For example, historical growth of employment in the Resource Extraction sector in relation to the historic prices of oil and other commodities has been used to estimate the future rate of growth for this sector given expected future commodity prices.

For each scenario, a series of growth rates were developed for the industries (or industry groups) that are expected to lead growth in the region – referred to as 'Driver Industries'. For the Westlock Subregion, three Driver industry groups have been identified as follows:

- Agriculture and Support Services
- Resource Extraction
- Urban Growth

A detailed industry summary of each driver group is provided in Appendix A.

Agriculture and Support Services

Agriculture represents the largest employer of all major industries in the Westlock Subregion., with an estimated 1,075 jobs in 2017 (nearly 18% of the Westlock Subregion total).

The total number of farms in Westlock County has steadily declined since 2001,[8] as shown in the table below. However, the number of large-scale (1,120+ Acres) farms active in the County has remained relatively consistent. This follows a general provincial and national trend of fewer, but larger farms.

Number of Farms by Area, Westlock County, 2001 to 2016

Number of Farms by Size	2001	2006	2011	2016
< 10 Acres	27	13	19	14
10 to 129 Acres	80	114	101	101
130 to 239 Acres	227	174	140	143
240 to 399 Acres	145	116	109	113
400 to 559 Acres	141	111	79	63
560 to 759 Acres	115	84	68	54
760 to 1,119 Acres	123	105	90	85
1,120+ Acres	164	175	171	171
Total Farms	1,022	892	777	744

The number of residents in Westlock County directly employed in Agriculture has declined since 2006, but at a relatively slow pace (from 1,280 in 2006 to 1,070 in 2016). Agriculture and the industries that support it continue to represent a significant and vital part of the Westlock Subregion economy.

"Agriculture has been the primary economic driver for the County for the past century. Westlock County continues to foresee agriculture and agricultural services as a major economic force throughout the municipality. Conserving agricultural land and implementing measures to strengthen and diversify agricultural activities remains a priority..."[9]

Agriculture and Support Services also includes jobs in industries such as Manufacturing, Transportation and Warehousing, Administrative and Support, Waste Management and Remediation Services, and Other Services (Except Public Administration).

Examples of businesses currently operating in the Westlock Subregion that fall into this Driver industry group include the Westlock Seed Cleaning Co-Op Ltd, the Agriculture Financial Services Corporation (providing insurance and loans to farms), and Martin Deerline (farm equipment dealer).

For 2017, it has been estimated that approximately 16% of the jobs located in the Westlock Subregion are directly involved in this group of industries (representing 963 jobs).

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[8] Statistics Canada, CANSIM Table 32-10-0404-01

[9] Westlock County. Municipal Development Plan, April 2016, https://www.westlockcounty.com/wp-content/uploads/2017/09/Final_Westlock_County_Municipal_Development_Plan_May_10_2016.pdf

Activity in this Driver industry group is largely dependent on the performance of the agriculture sector in the surrounding region. Westlock County supports "Right to Farm" initiatives, which generally protect against productive agricultural land from being fragmented and re-designated for other uses; and encourages the development of small-scale and value-added agricultural operations.

Employment in the Westlock Subregion's Agriculture and Support Services Driver industry group is expected to increase at an average annual rate of 2.0% in the medium growth scenario; 3.1% in the high growth scenario; and 0.7% in the low growth scenario.

Resource Extraction

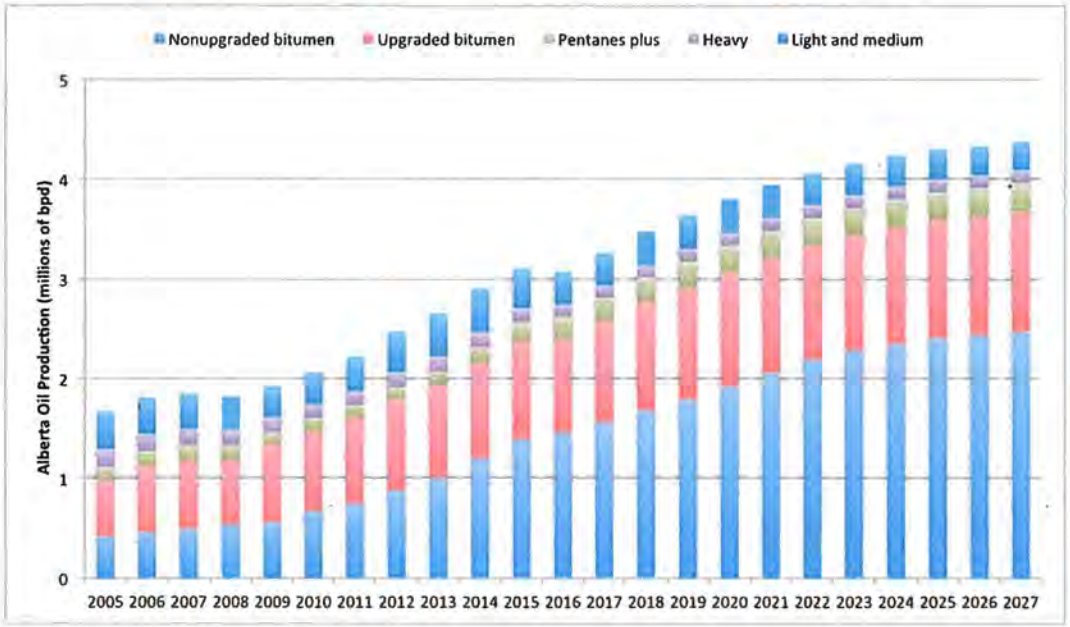
The Resource Extraction sector has played a significant part in the economic growth of the Westlock Subregion. For 2017, it has been estimated that approximately 6% of the jobs located in Westlock Subregion are directly involved in this group of industries (representing 389 jobs).

Resource extraction is the primary Driver of Alberta's economy, including oil and gas fields along the eastern slope of the Rockies, oil sands to the north of Edmonton, and extensive mining operations in Alberta and the Northwest Territories. The Westlock Subregion also possesses opportunities for sand, gravel, clay and marlstone extraction.

Based on the latest forecast from the Alberta Energy Regulator,[10] crude oil production in Alberta is expected to increase from an average of 3.26 million barrels per day in 2017 to 4.38 million barrels per day by 2027, an average annual increase of about 3%. While this rate of production growth is below that observed in Alberta between 2007 and 2017 when crude production increased at an average annual rate of 5.8%, the industry has yet to fully recover from the price collapse that began in 2014 and capital investment in new, large-scale extraction projects has been limited. Historical and projected levels of provincial oil production (according to the type of oil produced) are shown in the chart below:

[10] Alberta Energy Regulator, Alberta supply of crude oil and equivalent, Base case forecast, March 2018, https://www2.aer.ca/t/Production/views/ExecutiveSummaryFigure7Albertasupplyofcrudeoilandequivalent/Figure7Albertasupplyofcrudeoilandequivalent?:embed=y&:showShareOptions=true&:display_count=no&:showVizHome=no.

Alberta Oil Production by Type, Historical and Forecast, 2005 to 2027



The gradual stabilization of crude oil prices is a critical factor in achieving the increased production growth described above. In its 'base case' forecast,[11] the Alberta Energy Regulator expects the benchmark price of West Texas Intermediate (WTI) to increase from the 2017 average of US$50.95 to US$84.47 by 2027. This price forecast supports the assumption of moderate production growth, with the 'breakeven' price for new projects estimated to be around US$55.[12] Forecasters are generally not optimistic that oil prices will soon return to the highs observed in previous years, when WTI reached a peak of US$98.05 in 2013.

It is noted that producers of heavy oil in Alberta do not typically receive the WTI price for their product. Heavy oil prices are discounted for the extra costs required for transportation and upgrade. The benchmark price for Alberta producers is better reflected by the Western Canadian Select (WCS) benchmark, which typically trades at a US$10-25 discount relative to WTI. While WCS traded at an average discount of about US$12 in 2017, this differential is expected to widen to US$20 by 2027, due primarily to pipeline capacity and upgrading constraints. While a provincial government initiative that intends to provide $1 billion to bitumen upgrading investment between 2019 and 2027 could assist in narrowing the price gap,[13] forecasters anticipate a widening of the WTI/WCS price differential - another factor likely to moderate growth in Alberta's oil sector relative to recent historical averages, and correspondingly limit growth somewhat in the supporting industries located in the Westlock Subregion.

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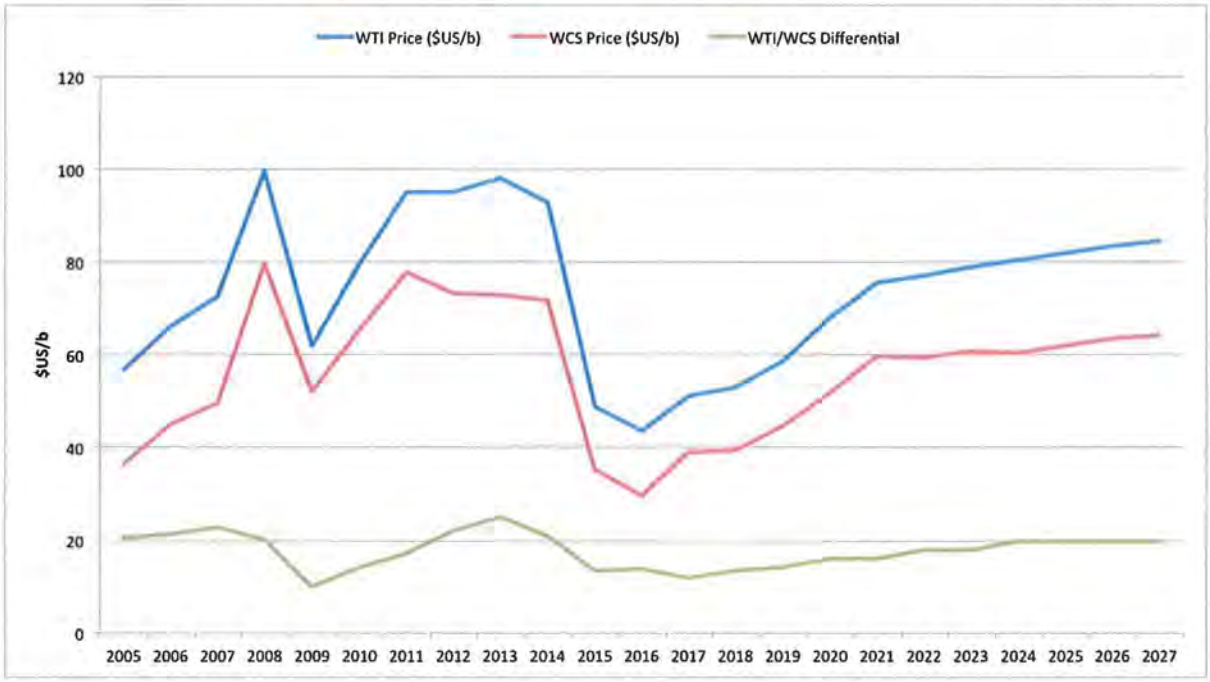
[11] Alberta Energy Regulator, Price of WTI, Base case forecast, March 2018, https://www2.aer.ca/t/Production/views/ExecutiveSummaryFigure3PriceofWTI/ExecutiveSummaryFigure3PriceofWTI?:embed=y&:showShareOptions=true&:display_count=no&:showVizHome=no

[12] Nia Williams, Canada's oil sands survive, but can't thrive in a $50 oil world, Reuters, October 18, 2017.

[13] Dean Bennett, Alberta to investment $1B over 8 years on bitumen upgrading projects, Global News, February 26, 2018.

WTI and WCS Price and Differential per Barrel, Historical and Base Forecast, 2005 to 2027



This Driver category includes a wide variety of sub-industries with support relationships to the energy sector, such as nonresidential maintenance and repair, services to buildings and dwellings, waste management and remediation, scenic and sightseeing transportation and support activities for transportation, commercial and industrial machinery and equipment rental and leasing. Direct support industries to the energy sector are also included in this Driver category, such as mineral exploration, geophysical services and surveying. Industries related to manufacturing and distribution can also be included in this category, such as cutting and machine tool accessory, rolling mill, and other metalworking machinery manufacturing, material handling equipment manufacturing, valve and fittings other than plumbing, wholesale trade, and warehousing and storage.

Examples of businesses currently operating in the Westlock Subregion that fall into this Driver industry group include Horizon North which provides modular construction services to the oil and gas industry, Samax Industries which provides trucking and other services to drilling rigs, and Swamp Mats which also provides a variety of oilfield services.

Employment in the Westlock Subregion's Resource Extraction Driver industry group is expected to increase at an average annual rate of 1.3% in the base growth scenario; 2.5% in the high growth scenario; and 0.4% in the low growth scenario.

Urban Growth

Urban growth, particularly in the Town of Westlock, has a significant impact on the levels of development and demand for land, infrastructure, and services throughout the County.[14] While there exists the potential for conflict between urban and rural development, this analysis assumes that continued growth in the region's urban centres would encourage development throughout the County as a result of improved service provision and accessibility. This implies that urban development in the Town of Westlock (and to a lesser extent, the Village of Clyde) maintains the attractiveness of the County as a location in which to live or operate a business from.

The Urban Growth Driver industry group is assumed to include jobs in the Real Estate and Rental and Leasing and Retail Trade industries.

Examples of businesses currently operating in the Westlock Subregion that fall into this Driver industry group include Jarvis Realty Ltd, Mallet Electric and Renos Ltd, and Rexall Drug Store.

For 2017, it has been estimated that approximately 3% of the jobs located in the Westlock Subregion are directly involved in this group of industries (representing 213 jobs).

Activity in this Driver industry group is largely dependent on continued population growth and residential development in neighbouring centres, and the Town of Westlock's position as a hub for urban service provision to the County as a whole.

Employment in the Westlock Subregion's Urban Growth Driver industry group is expected to increase at an average annual rate of 1.8% in the medium growth scenario; 3.0% in the high growth scenario; and 0.7% in the low growth scenario.

Support Industries

Of those other industrial sectors investigated, none were determined to be of sufficient significance in terms of direct employment or economic influence in the Westlock Subregion to be included as a Driver industry for this analysis.

In this analysis, Support industries include those that are not classified as being Driver industries, and represent 4,575 jobs in the Westlock Subregion (or 75% of total jobs). Employment in these Support industries is assumed to change in proportion with the Westlock Subregion's population, which is affected by migration (related to Driver industry growth) and natural increase considerations.[15] The following table shows the types of employment comprising support employment in 2017, and the estimated employment per capita in these industries.

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[14] Westlock County, Municipal Development Plan, April 2016, https://www.westlockcounty.com/wp-content/uploads/2017/09/Final_Westlock_County_Municipal_Development_Plan_May_10_2016.pdf

[15] Growth in support industries is based on the change in population over the previous period. As a result, there is a lag in Support Industry employment growth.

Support Employment in the Westlock Subregion, 2017

Industry (NAICS)	Support Employment (2017)	Employment per Capita (2017)
11 Agriculture, forestry, fishing and hunting	215	0.017
21 Mining, quarrying, and oil and gas extraction	63	0.005
22 Utilities	63	0.005
23 Construction	567	0.044
31-33 Manufacturing	212	0.017
41 Wholesale trade	209	0.016
44-45 Retail trade	455	0.036
48-49 Transportation and warehousing	264	0.021
51 Information and cultural industries	33	0.003
52 Finance and insurance	132	0.010
53 Real estate and rental and leasing	42	0.003
54 Professional, scientific and technical services	268	0.021
55 Management of companies and enterprises	0	0.000
56 Administrative and support, waste management and remediation services	112	0.009
61 Educational services	364	0.029
62 Health care and social assistance	659	0.052
71 Arts, entertainment and recreation	51	0.004
72 Accommodation and food services	329	0.026
81 Other services (except public administration)	270	0.021
91 Public administration	267	0.021
All industry categories	4,575	0.359

The industries representing the greatest shares of support employment in 2017 were Health care and social assistance (659 jobs, or 14% of total jobs), Construction (567 jobs, or 12% of total jobs), and Retail trade (455 jobs, or 10% of total jobs).

Forecast Assumptions

A number of assumptions related to the Westlock Subregion's population and economic conditions are necessary to perform the analysis described in this report. These assumptions are described in the section below.

Fertility

Fertility rates represent the estimated likelihood of a birth per female in a particular age group. The age-specific fertility rates used in this forecast were calculated based on the five-year averages (2013 to 2017) of those reported in Alberta's Census Division 13.[16]

Mortality

Mortality rates represent the estimated likelihood of death in a particular demographic group. The age- and gender-specific mortality rates used in this forecast were calculated based on the five-year averages (2013 to 2017) of those reported in Alberta's Census Division 13.[17]

Migration

In this analysis, migration is primarily assumed to occur based on projected levels of job availability and general economic conditions in the Westlock Subregion. Job vacancies that remain unfilled by the local labour force attract employment-based migrants, who are also expected to bring their families with them. The average household size of incoming migrants was assumed to be equal to Census Division 13's average of 2.5 people.[18]

The age- and gender-specific profile of migrating workers and their families was calculated based on the five-year average (2013 to 2017) net migration profile of Alberta's Census Division 13.[19] The net migration profile is calculated according to: International Migrants - Emigration + Net Interprovincial Migrants + Net Intraprovincial Migrants.

Labour Force Participation

Labour force participation rates are used in the analysis to estimate the proportion of each age group in the Westlock Subregion's propensity to actively engage in employment, or employment seeking. The labour force is comprised of employed workers as well as the unemployed. According to the 2016 Federal Census, the 15+ population of Alberta's Census Division 13 exhibited an overall labour force participation rate of 68.4% - slightly below the provincial average of 71.7%.

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[16] Alberta Government, Fertility Rates - Alberta and Census Divisions, https://open.alberta.ca/dataset/fertility-rates-alberta-and-census-divisions

[17] Alberta Government, Vital Statistics (Births and Deaths) - Alberta. Census Divisions and Economic Regions, https://open.alberta.ca/dataset/vital-statistics-births-and-deaths-alberta-census-divisions-economic-regions

[18] Statistics Canada. 2017. Westlock, T [Census subdivision]. Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

[19] Statistics Canada, CANSIM Table 17-10-0085-01.

Projected participation rates specific to age categories (15 to 24, 25 to 64, 65+) were calculated according to provincial averages,[20] and were then downwardly adjusted to reflect both the lower observed rates in the Westlock Subregion, and the actual labour force figures in the base year of this analysis.

Regional Economic Outlook

The three growth scenarios (High, Medium, and Low) considered in this forecast relate to driver industry employment growth rates in the Westlock Subregion. It is assumed that these growth outlooks are reflective of the prevailing economic conditions throughout the region, and the province as a whole. For example, the High growth scenario assumes that the entire region is experiencing similarly high rates of economic output, job growth, and competition for labour resources. That is, the Westlock Subregion's economy does not exist in a vacuum, and its performance is highly correlated with, and dependent upon factors that are often external to the region itself (i.e. commodity prices).

[20] Statistics Canada, CANSIM Table 14-10-0018-01.

Forecast Results

This section describes the results of the population and employment forecasts, which cover the 2018 to 2037 period.[21]

Population Forecast

The tables below show base year (2017) population in the Westlock Subregion geographies as well as the projected populations in 2027 and 2037, in each of the three growth scenarios. The average annual rate of population growth through the forecast period is also presented.

Town of Westlock Total Population Forecast, 2017 to 2037

Scenario	2017	2027	2037	Avg Annual Change (2017-37)
Medium-Growth	5,157	5,514	6,830	1.4%
Low-Growth	5,157	5,221	5,924	0.7%
High-Growth	5,157	5,990	8,121	2.3%

From a 2017 base of 5,157, Westlock's total population is projected to increase to 5,514 by 2027 in the Medium growth scenario. Total population reaches 6,830 by 2037, representing an average annual growth rate of 1.4% over the forecast period. In the Low growth scenario, Westlock's population is expected to reach 5,924 by 2037 (an average annual growth rate of 0.7%). Westlock's population increases to 8,121 by 2037 in the High growth scenario (an average annual growth rate of 2.3%).

Westlock County Total Population Forecast, 2017 to 2037

Scenario	2017	2027	2037	Avg Annual Change (2017-37)
Medium-Growth	7,138	7,936	9,647	1.5%
Low-Growth	7,138	7,604	8,620	0.9%
High-Growth	7,138	8,476	11,110	2.2%

From a 2017 base of 7,138, Westlock County's total population is projected to increase to 7,936 by 2027 in the Medium growth scenario. Total population reaches 9.647 by 2037, representing an average annual growth rate of 1.5% over the forecast period. In the Low growth scenario, Westlock County's population is expected to reach 8,620 by 2037 (an average annual growth rate of 0.9%). Westlock County's population increases to 11,110 by 2037 in the High growth scenario (an average annual growth rate of 2.2%).

[21] Note that individual values may not sum to totals due to rounding.

Village of Clyde Total Population Forecast, 2017 to 2037

Scenario	2017	2027	2037	Avg Annual Change (2017-37)
Medium-Growth	417	472	591	1.8%
Low-Growth	417	448	518	1.1%
High-Growth	417	510	694	2.6%

From a 2017 base of 417, Clyde's total population is projected to increase to 472 by 2027 in the Medium growth scenario. Total population reaches 591 by 2037, representing an average annual growth rate of 1.8% over the forecast period. In the Low growth scenario, Clyde's population is expected to reach 518 by 2037 (an average annual growth rate of 1.1%). Clyde's population increases to 694 by 2037 in the High growth scenario (an average annual growth rate of 2.6%).

Summer Village of Larkspur Total Population Forecast, 2017 to 2037

Scenario	2017	2027	2037	Avg Annual Change (2017-37)
Medium-Growth	45	50	64	1.8%
Low-Growth	45	47	55	1.0%
High-Growth	45	53	70	2.3%

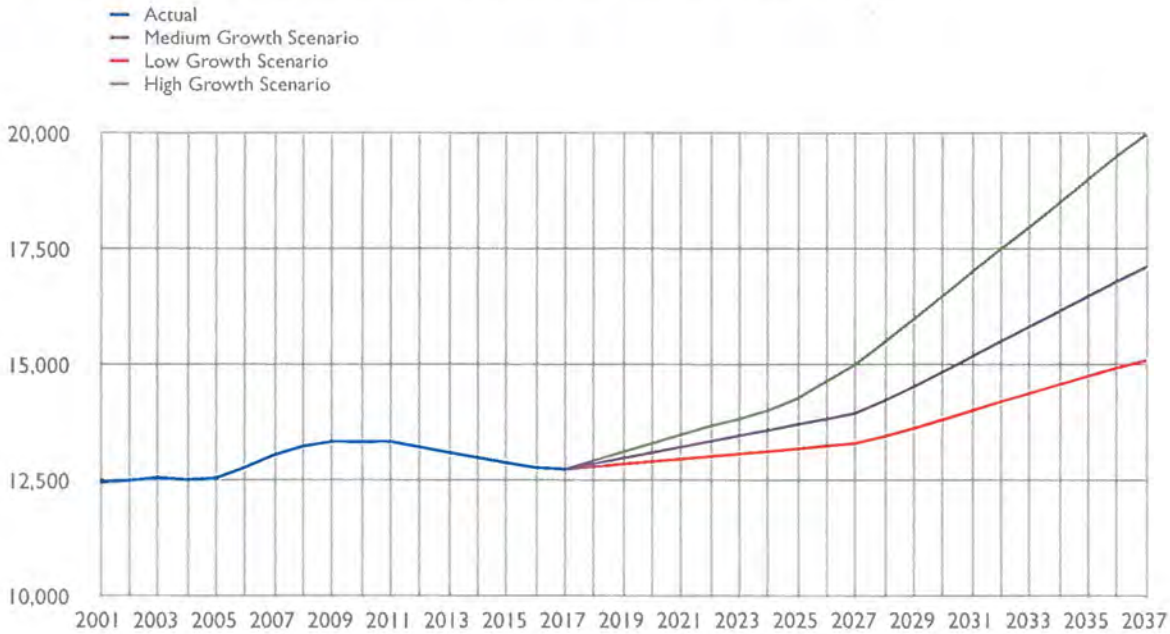
From a 2017 base of 45, Larkspur's total population is projected to increase to 50 by 2027 in the Medium growth scenario. Total population reaches 64 by 2037, representing an average annual growth rate of 1.8% over the forecast period. In the Low growth scenario, Larkspur's population is expected to reach 55 by 2037 (an average annual growth rate of 1.0%). Larkspur's population increases to 70 by 2037 in the High growth scenario (an average annual growth rate of 2.3%).

Westlock Subregion Total Population Forecast, 2017 to 2037

Scenario	2017	2027	2037	Avg Annual Change (2017-37)
Medium-Growth	12,758	13,972	17,132	1.5%
Low-Growth	12,758	13,320	15,117	0.9%
High-Growth	12,758	15,028	19,996	2.3%

From a 2017 base of 12,758, the Westlock Subregion's total population is projected to increase to 13,972 by 2027 in the Medium growth scenario. Total population reaches 17,132 by 2037, representing an average annual growth rate of 1.5% over the forecast period. In the Low growth scenario, the Westlock Subregion's population is expected to reach 15,117 by 2037 (an average annual growth rate of 0.9%). The Westlock Subregion's population increases to 19,996 by 2037 in the High growth scenario (an average annual growth rate of 2.3%).

Westlock Subregion Population - Actual and Forecast (2001 to 2037)

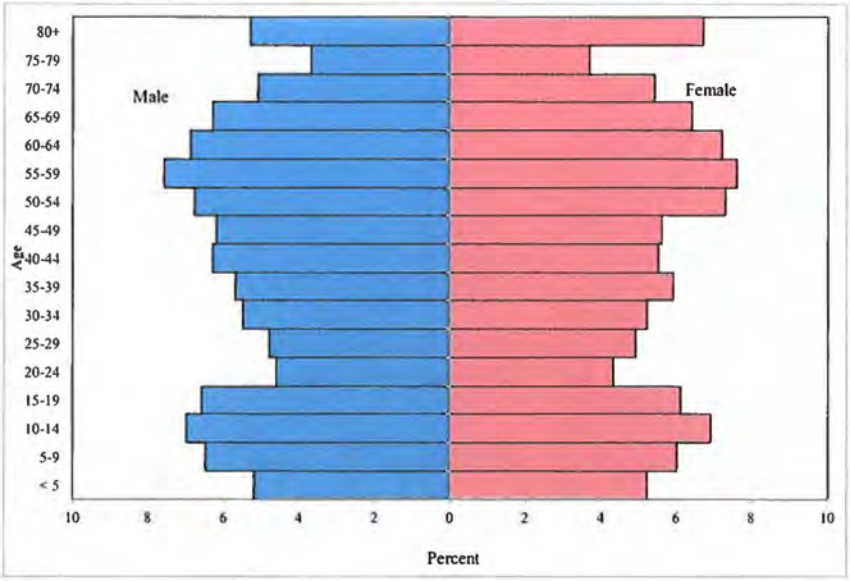


In preparing these forecasts, historical growth patterns in the Westlock Subregion have been reviewed and considered. An overview of these growth patterns is provided in Appendix B.

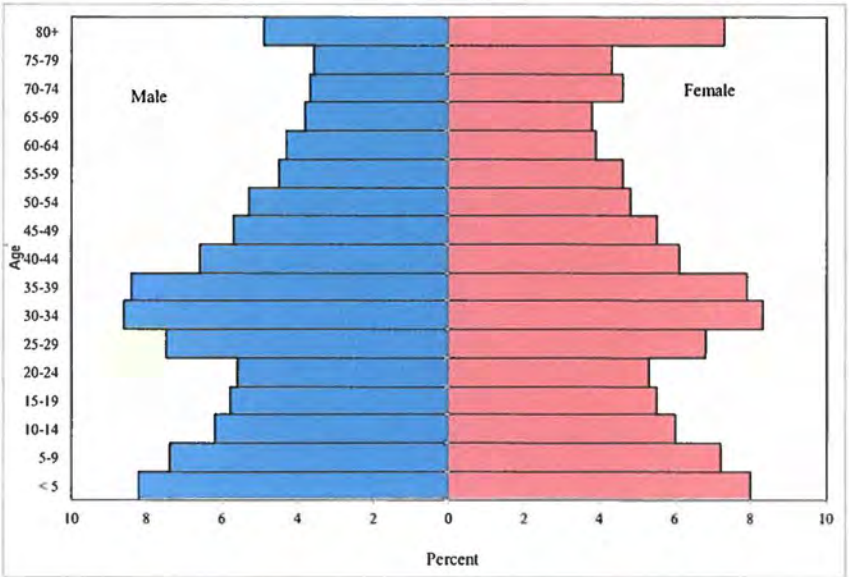
Population by Age and Gender

The population pyramid diagrams below depict the projected evolution of the Westlock Subregion's population from 2017 to 2037 according to the growth scenario used in the forecast.

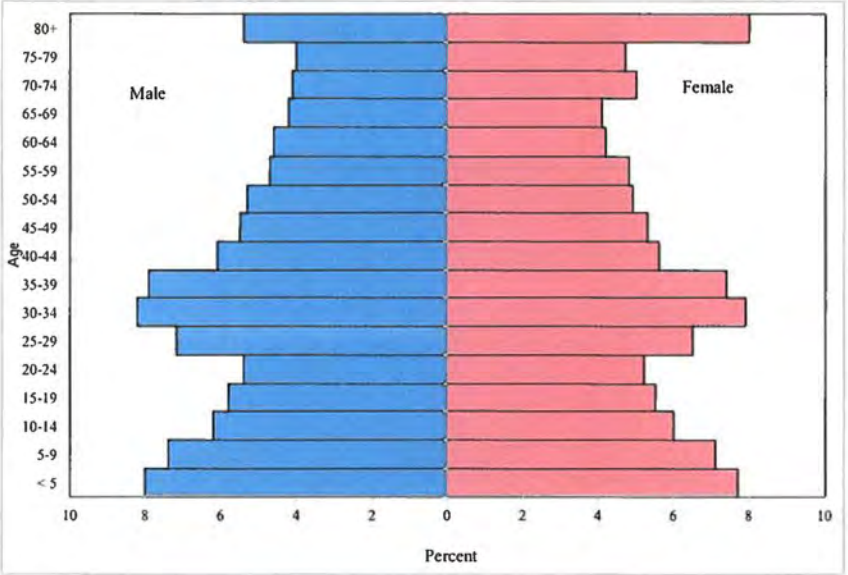
Westlock Subregion, 2017 Population Pyramid



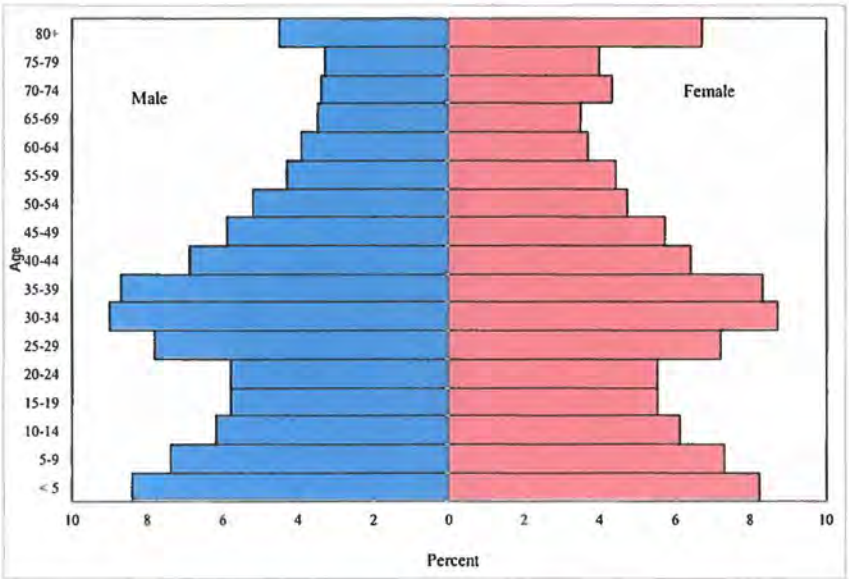
Westlock Subregion, 2037 Population Pyramid (Medium Growth Scenario)



Westlock Subregion, 2037 Population Pyramid (Low Growth Scenario)



Westlock Subregion, 2037 Population Pyramid (High Growth Scenario)



Both the base of the Westlock Subregion's 2037 population pyramid (representing youth) and the mid-section of the pyramid (representing the prime 25 to 55 working ages) are noticeably wider in the high growth scenario relative to the medium and low growth scenarios. This is due to employment-induced migration being greater in the high growth scenario, where relatively more prime age workers migrate to the Westlock Subregion (along with their families). This results in a greater number of younger workers moving to the Westlock Subregion through the forecast period, who also contribute to a greater number of births.

Employment Forecast

This section describes the forecasts of employment in the medium growth scenario from 2017 to 2037.

The tables below present each geography's total employment by industry, in the base year (2017) as well as forecasts for 2027 and 2037. Also presented are the net number of additional positions added through the forecast period in each industry, and average annual employment growth rates in each industry.

Town of Westlock Total Employment by Industry Forecast, 2017 to 2037 (Medium Growth Scenario)

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
11 Agriculture, forestry, fishing and hunting	416	475	556	139	1.5%
21 Mining, quarrying, and oil and gas extraction	186	206	232	46	1.1%
22 Utilities	36	39	47	11	1.3%
23 Construction	370	401	472	102	1.2%
31-33 Manufacturing	146	160	191	45	1.4%
41 Wholesale trade	115	125	148	32	1.2%

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
44-45 Retail trade	453	502	594	142	1.4%
48-49 Transportation and warehousing	175	191	225	49	1.3%
51 Information and cultural industries	25	27	31	6	1.1%
52 Finance and insurance	82	89	106	24	1.3%
53 Real estate and rental and leasing	36	40	48	11	1.3%
54 Professional, scientific and technical services	163	177	210	47	1.3%
55 Management of companies and enterprises	0	0	0	0	-
56 Administrative and support, waste management and remediation services	93	101	120	28	1.3%
61 Educational services	225	243	289	65	1.3%
62 Health care and social assistance	448	486	582	134	1.3%
71 Arts, entertainment and recreation	27	28	33	6	1.1%
72 Accommodation and food services	268	289	344	76	1.3%
81 Other services (except public administration)	198	217	258	60	1.3%
91 Public administration	183	201	245	62	1.5%
All industry categories	**3,647**	**3,997**	**4,731**	**1,084**	**1.3%**

Westlock County Total Employment by Industry Forecast, 2017 to 2037 (Medium Growth Scenario)

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
11 Agriculture, forestry, fishing and hunting	617	759	952	335	2.2%
21 Mining, quarrying, and oil and gas extraction	114	133	159	45	1.7%
22 Utilities	20	23	30	10	2.0%
23 Construction	233	264	336	104	1.9%
31-33 Manufacturing	105	121	157	52	2.0%
41 Wholesale trade	88	100	128	40	1.9%
44-45 Retail trade	166	195	250	84	2.1%
48-49 Transportation and warehousing	139	160	203	64	1.9%
51 Information and cultural industries	8	9	11	3	1.6%
52 Finance and insurance	42	48	62	20	1.9%
53 Real estate and rental and leasing	17	20	25	8	2.0%
54 Professional, scientific and technical services	99	112	145	46	1.9%
55 Management of companies and enterprises	0	0	0	0	-
56 Administrative and support, waste management and remediation services	45	52	67	22	2.0%
61 Educational services	122	139	180	57	1.9%
62 Health care and social assistance	190	216	282	92	2.0%
71 Arts, entertainment and recreation	24	26	33	9	1.6%
72 Accommodation and food services	57	65	84	26	1.9%

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
81 Other services (except public administration)	88	101	130	43	2.0%
91 Public administration	74	85	114	40	2.2%
All industry categories	**2,248**	**2,627**	**3,349**	**1,101**	**2.0%**

Village of Clyde Total Employment by Industry Forecast, 2017 to 2037 (Medium Growth Scenario)

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
11 Agriculture, forestry, fishing and hunting	37	46	57	20	2.2%
21 Mining, quarrying, and oil and gas extraction	15	18	21	6	1.7%
22 Utilities	6	7	9	3	2.0%
23 Construction	25	29	36	11	1.9%
31-33 Manufacturing	13	15	20	7	2.1%
41 Wholesale trade	5	6	7	2	1.9%
44-45 Retail trade	29	34	44	15	2.1%
48-49 Transportation and warehousing	14	17	21	7	1.9%
51 Information and cultural industries	0	1	1	0	-
52 Finance and insurance	7	8	11	3	1.9%
53 Real estate and rental and leasing	6	7	9	3	2.0%
54 Professional, scientific and technical services	5	6	8	2	1.9%
55 Management of companies and enterprises	0	0	0	0	-
56 Administrative and support, waste management and remediation services	3	3	4	1	2.0%
61 Educational services	16	18	24	8	1.9%
62 Health care and social assistance	19	22	28	9	2.0%
71 Arts, entertainment and recreation	1	1	1	0	1.6%
72 Accommodation and food services	3	4	5	1	1.9%
81 Other services (except public administration)	14	16	20	7	2.0%
91 Public administration	5	5	7	2	2.2%
All industry categories	**225**	**261**	**333**	**109**	**2.0%**

Summer Village of Larkspur Total Employment by Industry Forecast, 2017 to 2037 (Medium Growth Scenario)

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
11 Agriculture, forestry, fishing and hunting	4	6	7	3	2.7%
21 Mining, quarrying, and oil and gas extraction	1	1	1	0	2.1%
22 Utilities	0	0	0	0	-

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
23 Construction	2	2	3	1	2.3%
31-33 Manufacturing	1	1	1	1	2.6%
41 Wholesale trade	1	1	1	0	2.4%
44-45 Retail trade	1	1	2	1	2.6%
48-49 Transportation and warehousing	1	1	2	1	2.4%
51 Information and cultural industries	0	0	0	0	-
52 Finance and insurance	0	0	1	0	-
53 Real estate and rental and leasing	0	0	0	0	-
54 Professional, scientific and technical services	1	1	1	0	2.4%
55 Management of companies and enterprises	0	0	0	0	-
56 Administrative and support, waste management and remediation services	0	0	0	0	-
61 Educational services	1	1	1	1	2.4%
62 Health care and social assistance	1	2	2	1	2.5%
71 Arts, entertainment and recreation	0	0	0	0	-
72 Accommodation and food services	0	0	1	0	-
81 Other services (except public administration)	1	1	1	0	2.5%
91 Public administration	5	6	9	4	2.7%
All industry categories	**20**	**25**	**34**	**14**	**2.6%**

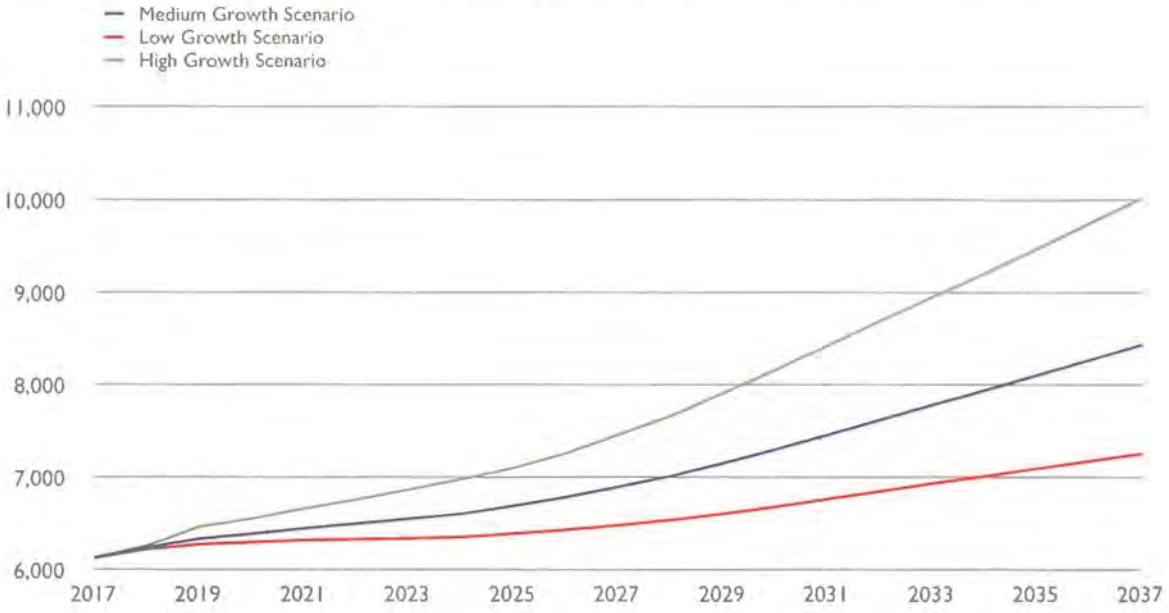
Westlock Subregion Total Employment by Industry Forecast, 2017 to 2037 (Medium Growth Scenario)

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
11 Agriculture, forestry, fishing and hunting	1,075	1,286	1,572	497	1.9%
21 Mining, quarrying, and oil and gas extraction	316	357	414	98	1.4%
22 Utilities	63	70	86	23	1.6%
23 Construction	630	695	847	217	1.5%
31-33 Manufacturing	265	298	369	104	1.7%
41 Wholesale trade	209	230	284	75	1.5%
44-45 Retail trade	649	732	891	242	1.6%
48-49 Transportation and warehousing	330	369	451	121	1.6%
51 Information and cultural industries	33	36	43	10	1.3%
52 Finance and insurance	132	146	180	48	1.6%
53 Real estate and rental and leasing	59	67	82	23	1.7%
54 Professional, scientific and technical services	268	295	364	96	1.5%
55 Management of companies and enterprises	0	0	0	0	-
56 Administrative and support, waste management and remediation services	141	157	192	51	1.5%
61 Educational services	364	401	494	130	1.5%

Industry (NAICS)	2017	2027	2037	New Jobs (2018-37)	Avg Annual Change (2017-37)
62 Health care and social assistance	659	725	894	235	1.5%
71 Arts, entertainment and recreation	51	56	67	16	1.4%
72 Accommodation and food services	329	358	433	104	1.4%
81 Other services (except public administration)	300	334	410	110	1.6%
91 Public administration	267	297	374	107	1.7%
All industry categories	**6,140**	**6,910**	**8,447**	**2,307**	**1.6%**

From a base of 6,140 in 2017, total employment in the Westlock Subregion is projected to reach 6,910 by 2027 in the Medium growth scenario. Total employment increases to 8,447 by 2037 representing an average annual growth rate of 1.6% over the forecast period. Industries expected to post the greatest number of additional jobs through the forecast include Agriculture, forestry, fishing and hunting (497 jobs), Retail trade (242 jobs), Health care and social assistance (235 jobs), and Construction (217jobs). Industries recording the highest rates of growth in this scenario include Agriculture, forestry, fishing and hunting (1.9%), Manufacturing (1.7%), Real estate and rental and leasing (1.7%), and Public administration (1.7%).

Westlock Subregion Total Employment by Growth Scenario, 2016 to 2037



Driver Employment

This section describes the forecast of Driver industry employment in the Westlock Subregion from 2017 to 2037. The assumptions and compositions of these Driver industry groups are described earlier in this report.

Westlock Subregion Driver Industry Employment Forecast, 2017 to 2037 (Medium Growth Scenario)

Driver Industry	2017	2027	2037	Avg Annual Change (2017-37)
Agricultural and Support Services	963	1,174	1,432	2.0%
Resource Extraction	389	443	504	1.3%
Urban Growth	213	254	304	1.8%
All Driver Industries	**1,565**	**1,871**	**2,239**	**1.8%**

Total Driver industry employment in the Westlock Subregion was estimated at 1,565 jobs in 2017. Each Driver industry group was assumed to grow at a scenario-specific average annual rate (outlined earlier in this report). Total Driver industry employment reaches 1,871 in 2027, and 2,229 in 2037. The Agricultural and Support Services industry group is not only the largest in terms of jobs, but is also assumed to grow at the fastest rate of these industry groups through the forecast period. From 963 jobs in 2017, this Driver group is expected to contain 1,432 jobs by 2037 (+469 jobs).

Support Employment

This section describes the forecast of Support industry employment in the Westlock Subregion from 2017 to 2037. The assumptions regarding these Support industries are described earlier in this report.

The table below shows total support employment in the base year (2017), and forecasts for 2027 and 2037. The number of additional jobs added in each support industry through the forecast period is also presented.

Westlock Subregion Support Industry Employment Forecast, 2017 to 2037 (Medium Growth Scenario)

Industry (NAICS)	Support Employment (2017)	2027	2037	Net Job Growth (2018-37)
11 Agriculture, forestry, fishing and hunting	215	238	295	80
21 Mining, quarrying, and oil and gas extraction	63	70	86	23
22 Utilities	63	70	86	23
23 Construction	567	623	766	199
31-33 Manufacturing	212	236	296	84
41 Wholesale trade	209	230	284	75
44-45 Retail trade	455	499	612	158
48-49 Transportation and warehousing	264	291	359	95
51 Information and cultural industries	33	36	43	9
52 Finance and insurance	132	146	180	47
53 Real estate and rental and leasing	42	46	56	15
54 Professional, scientific and technical services	268	295	364	96

Industry (NAICS)	Support Employment (2017)	2027	2037	Net Job Growth (2018-37)
55 Management of companies and enterprises	0	0	0	0
56 Administrative and support, waste management and remediation services	112	124	153	40
61 Educational services	364	401	494	130
62 Health care and social assistance	659	725	894	236
71 Arts, entertainment and recreation	51	56	67	16
72 Accommodation and food services	329	358	433	104
81 Other services (except public administration)	270	297	365	95
91 Public administration	267	297	374	108
All industry categories	**4,575**	**5,038**	**6,208**	**1,633**

Total support employment in the Westlock Subregion is projected to increase from 4,575 in 2017 to 5,038 in 2027, reaching 6,208 by 2037 (medium growth scenario). The support sectors exhibiting the greatest number of additional jobs through the forecast period include Health care and social assistance (+236 jobs), Construction (+199 jobs), and Retail trade (+158 jobs).

Appendix A

Agriculture and Support Services - 'Driver Industry' NAICS Definition

This driver group contains some portion of employment related to the following (red text) industries (3-digit NAICS):

- 11 - Agriculture, forestry, fishing and hunting
  - 111 - Crop production
  - 112 - Animal production and aquaculture
  - 113 - Forestry and logging
  - 114 - Fishing, hunting and trapping
  - 115 - Support activities for agriculture and forestry
- 31-33 - Manufacturing
  - 311 - Food manufacturing
  - 312 - Beverage and tobacco product manufacturing
  - 313 - Textile mills
  - 314 - Textile product mills
  - 315 - Clothing manufacturing
  - 316 - Leather and allied product manufacturing
  - 321 - Wood product manufacturing
  - 322 - Paper manufacturing
  - 323 - Printing and related support activities
  - 324 - Petroleum and coal product manufacturing
  - 325 - Chemical manufacturing
  - 326 - Plastics and rubber products manufacturing
  - 327 - Non-metallic mineral product manufacturing
  - 331 - Primary metal manufacturing
  - 332 - Fabricated metal product manufacturing
  - 333 - Machinery manufacturing
  - 334 - Computer and electronic product manufacturing
  - 335 - Electrical equipment, appliance and component manufacturing
  - 336 - Transportation equipment manufacturing
  - 337 - Furniture and related product manufacturing
  - 339 - Miscellaneous manufacturing
- 48-49 - Transportation and warehousing
  - 481 - Air transportation
  - 482 - Rail transportation
  - 483 - Water transportation

- 484 - Truck transportation
- 485 - Transit and ground passenger transportation
- 486 - Pipeline transportation
- 487 - Scenic and sightseeing transportation
- 488 - Support activities for transportation
- 491 - Postal service
- 492 - Couriers and messengers
- 493 - Warehousing and storage

- 56 - Administrative and support, waste management and remediation services
  - 561 - Administrative and support services
  - 562 - Waste management and remediation services

Resource Extraction - 'Driver Industry' NAICS Definition

This driver group contains some portion of employment related to the following (red text) industries (3-digit NAICS):

- 21 - Mining, quarrying, and oil and gas extraction
  - 211 - Oil and gas extraction
  - 212 - Mining and quarrying (except oil and gas)
  - 213 - Support activities for mining, and oil and gas extraction
- 23 - Construction
  - 236 - Construction of buildings
  - 237 - Heavy and civil engineering construction
  - 238 - Specialty trade contractors
- 31-33 - Manufacturing
  - 311 - Food manufacturing
  - 312 - Beverage and tobacco product manufacturing
  - 313 - Textile mills
  - 314 - Textile product mills
  - 315 - Clothing manufacturing
  - 316 - Leather and allied product manufacturing
  - 321 - Wood product manufacturing
  - 322 - Paper manufacturing
  - 323 - Printing and related support activities
  - 324 - Petroleum and coal product manufacturing
  - 325 - Chemical manufacturing
  - 326 - Plastics and rubber products manufacturing
  - 327 - Non-metallic mineral product manufacturing
  - 331 - Primary metal manufacturing
  - 332 - Fabricated metal product manufacturing
  - 333 - Machinery manufacturing
  - 334 - Computer and electronic product manufacturing
  - 335 - Electrical equipment, appliance and component manufacturing
  - 336 - Transportation equipment manufacturing
  - 337 - Furniture and related product manufacturing
  - 339 - Miscellaneous manufacturing
- 48-49 - Transportation and warehousing
  - 481 - Air transportation
  - 482 - Rail transportation
  - 483 - Water transportation
  - 484 - Truck transportation

- 485 - Transit and ground passenger transportation
- 486 - Pipeline transportation
- 487 - Scenic and sightseeing transportation
- 488 - Support activities for transportation
- 491 - Postal service
- 492 - Couriers and messengers
- 493 - Warehousing and storage

- 56 - Administrative and support, waste management and remediation services
  - 561 - Administrative and support services
  - 562 - Waste management and remediation services

Urban Growth - 'Driver Industry' NAICS Definition

This driver group contains some portion of employment related to the following (red text) industries (3-digit NAICS):

- 44-45 - Retail trade
  - 441 - Motor vehicle and parts dealers
  - 442 - Furniture and home furnishings stores
  - 443 - Electronics and appliance stores
  - 444 - Building material and garden equipment and supplies dealers
  - 445 - Food and beverage stores
  - 446 - Health and personal care stores
  - 447 - Gasoline stations
  - 448 - Clothing and clothing accessories stores
  - 451 - Sporting goods, hobby, book and music stores
  - 452 - General merchandise stores
  - 453 -Miscellaneous store retailers
  - 454 - Non-store retailers
- 53 - Real estate and rental and leasing
  - 531 - Real estate
  - 532 - Rental and leasing services
  - 533 - Lessors of non-financial intangible assets (except copyrighted works)

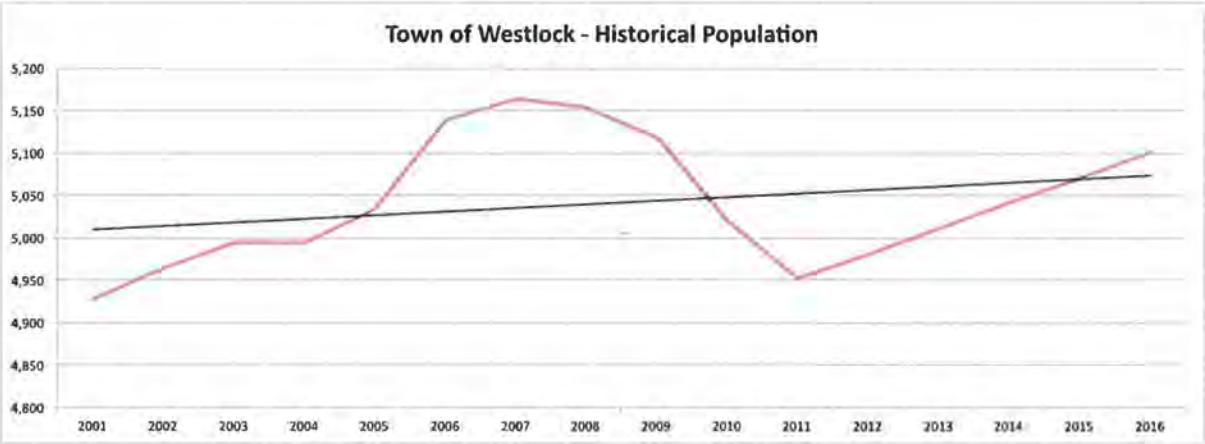
Appendix B

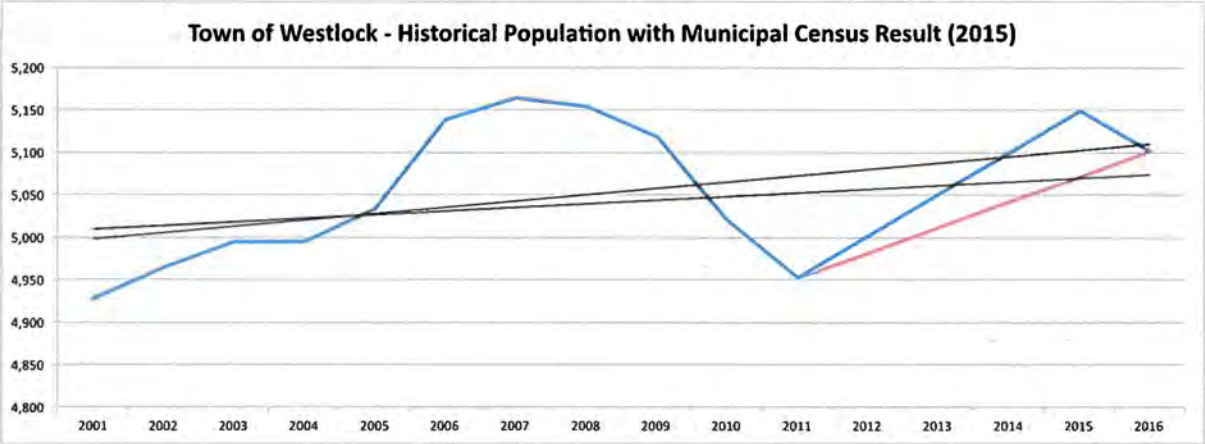
While this analysis does consider how population, employment and economic growth have changed historically over time, forecasts are not based on historical trends. The forecasts are based on expectations regarding the future. In this report, assumptions regarding future growth are outlined. The historic data is important, does not determine expectations of the future.

In reviewing the Town of Westlock's 2015 municipal census, it is noted that there was a decrease in the Town's population as reported in the municipal census and the Federal census population reported for 2016. A change in population/employment, in a specific year, while interesting and worthy of consideration in a longer-range forecast, does not provide significant information in and of itself, to project the future.

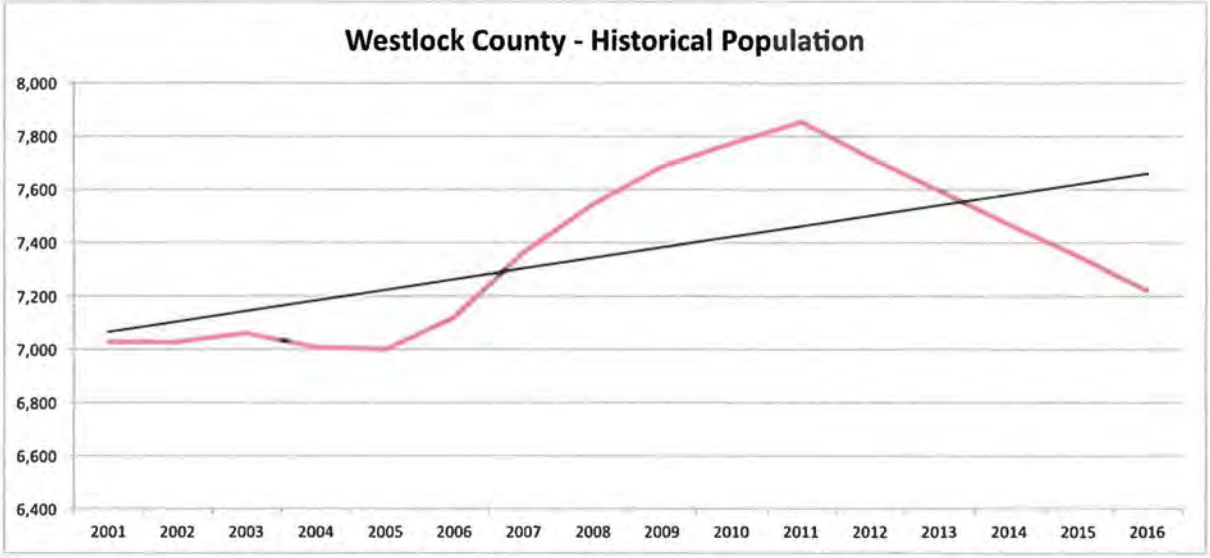
Population in the Town of Westlock and Westlock County has both increased and declined over the last 15 years. While growth is projected to be smooth and consistent over the 20 year forecast, it is not anticipated that growth will actually occur in this way. There will likely be cycles of faster/slower growth relative to that which is projected, and likely some years of decline. This analysis does not attempt to model these growth cycles.

As background, some historical context (2001-16) of population growth for both the Town and County is provided below. Note that the historical population growth of the Town, both with and without the 2015 municipal census figure show a gradual overall increase in population over the historical period analyzed. This trend is slightly higher when the 2015 municipal census information is included in the analysis. It is also noted that there are increase and decreases in the population.

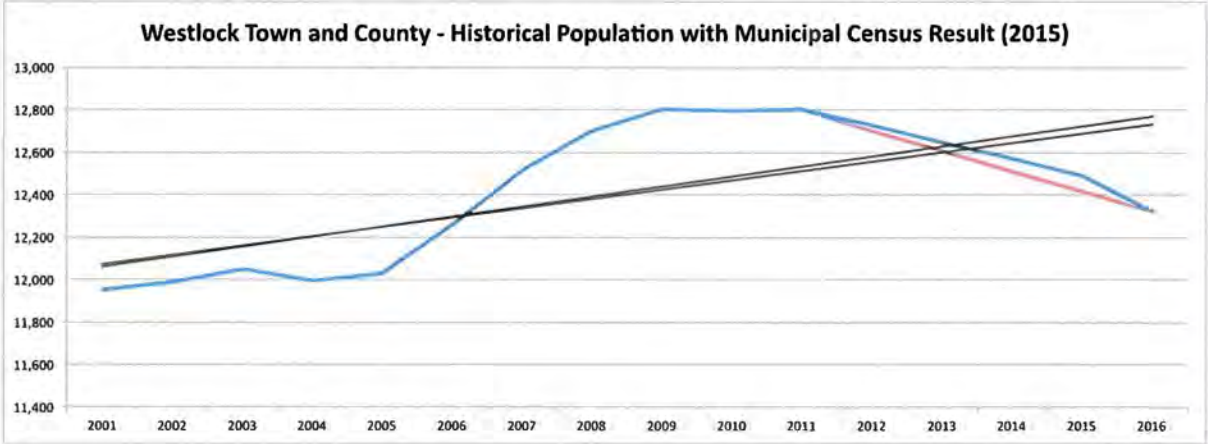
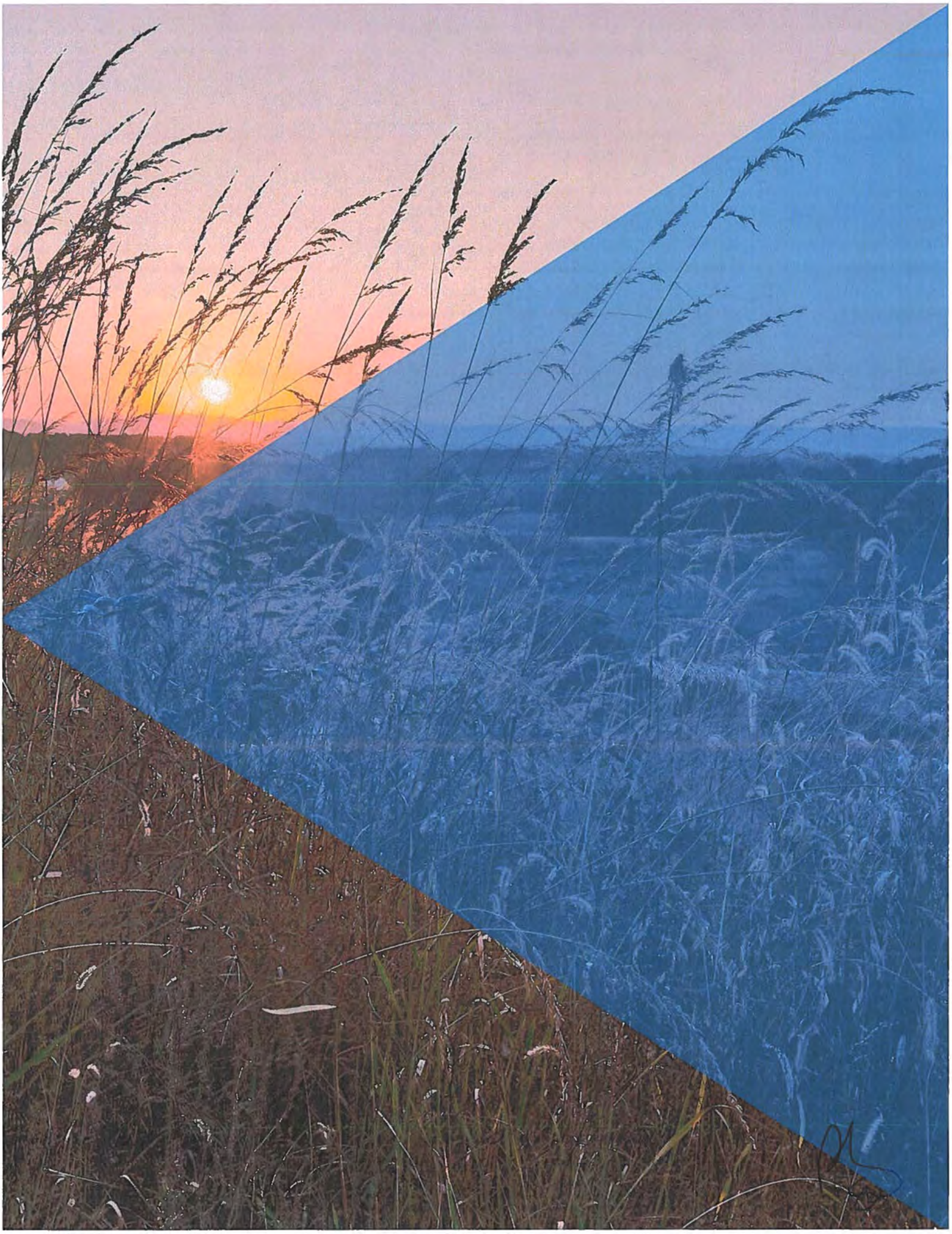




A similar historical pattern of population growth is exhibited for the County. As with the Town, there are increases and decreases, but the overall trend is a slight increase in population over the historical period.



Combining the historical population of both the Town and County provides the following chart. Overall, the historical pattern demonstrates a slight increase in overall population, with some increases and decreases over the historical period.



This analysis has used data from Alberta Treasury Board and Finance to estimate base year (2017) population in each geography, in estimating population changes relative to 2016. Census Division 13 includes the Westlock Subregion and these broader forecasts prepared by the province provide an indication as to how population growth may occur for the region. These projections were used as the basis for estimating population growth over the 2016-17 period for the Town, County and Village in our analysis.