Background Report to the Intermunicipal Development Plan

VULCAN COUNTY & VILLAGE OF LOMOND

December 2019





OLDMAN RIVER REGIONAL SERVICES COMMISSION

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Prepared for Vulcan County and Village of Lomond

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1.0 INTRODUCTION

Vulcan County and the Village of Lomond are located in southern Alberta surrounded by an abundance of prime agricultural land. Lomond is located in the eastern part of Vulcan County, east of McGregor Lake (see Map 1), and approximately 90 kilometers northeast of Lethbridge and 75 kilometers west of Brooks. The municipalities have economic and social ties and given these ties, it is logical for both municipalities to coordinate land use planning.

Intermunicipal planning recognizes that land surrounding an urban municipality, known as the fringe area, is subject to challenges and opportunities and both urban and rural municipalities benefit from proper intermunicipal planning. Urban municipalities gain by having input into the types of uses, development standards and subdivision that can occur within the fringe area. Since land in the fringe is outside their jurisdiction, the urban municipality has an interest in influencing certain lands from development that may negatively affect future growth. Conversely, rural municipalities benefit by gaining some insight into the potential expansion strategies of the urban municipality. The coordination and collaboration between municipalities is essential to managing planning matters in an efficient manner.

The first step of the Intermunicipal Development Plan (IMDP) process is to outline in this background document existing land use, goals, objectives, and the implementation of intermunicipal planning and work in conjunction with existing statutory plans in the affected area. Following the completion of the background report, meetings, discussions and the creation of the IMDP will take place, as IMDPs will be compulsory and must be in place by April 1, 2020 due to new requirements of the *Municipal Government Act (MGA)*.

1.1 COMMUNITY CONTEXT

Vulcan County contains approximately 5,433 square kilometres (1,342,524 acres) of land and is bordered by the Municipal Districts of Foothills and Willow Creek to the west, Lethbridge County to the south, the Municipal District of Taber to the southeast, the County of Newell to the east, and Wheatland County and Siksika First Nation to the north. The 2016 Federal Census indicated there were 3,984 residents in Vulcan County. The economy of Vulcan County is predominantly agriculture-based, with grain crops accounting for the bulk of production.

The Village of Lomond has a population of 166 residents (2016 Federal Census) within a corporate boundary of 0.92 square kilometers (226.96 acres). The Village is an attractive area for those employed in local industries and farming operations. With its location along Highways 531 and 845, the community has a short driving distance to major transportation routes such as Highway 1 and Highway 23 to access larger centres. While acting as a service centre to neighbouring agricultural operations, Lomond also benefits from significant oil and gas activity in the urban fringe area.

1.2 PURPOSE

The purpose of this background report is to examine the characteristics in the fringe area outside of the Village of Lomond's boundary in Vulcan County. This report will provide a population analysis, identify land use types, subdivision activity, and opportunities for growth within the study area in which both the Village and County have agreed upon to address areas of mutual interest. The purpose of this report is as follows:

- provide an analysis of the existing circumstances,
- attempt to identify issues and opportunities that have emerged from the analysis of the preliminary information, and
- act as an agenda for future discussions by the Intermunicipal Plan Committee.

Data has been collected and summarized for a defined study area (see Map 2), encompassing those lands within and adjacent to the Village boundary. Although the final intermunicipal plan boundary may be different, the impacts of certain land uses have more far-reaching influences and it is important to understand the landscape at a greater scale. This information will be utilized, in part, in the preparation of an Intermunicipal Development Plan.

1.3 LEGISLATIVE FRAMEWORK

Due to recent changes to the *MGA*, an IMDP is now a compulsory requirement as of April 1, 2018 and must be in place by April 1, 2020. In order to foster cooperation and mitigate conflict between municipalities, the *Municipal Government Act, Revised Statutes of Alberta 2000 (as amended)*, requires municipalities to:

631(1) 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.

631(2) An intermunicipal development plan

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, and

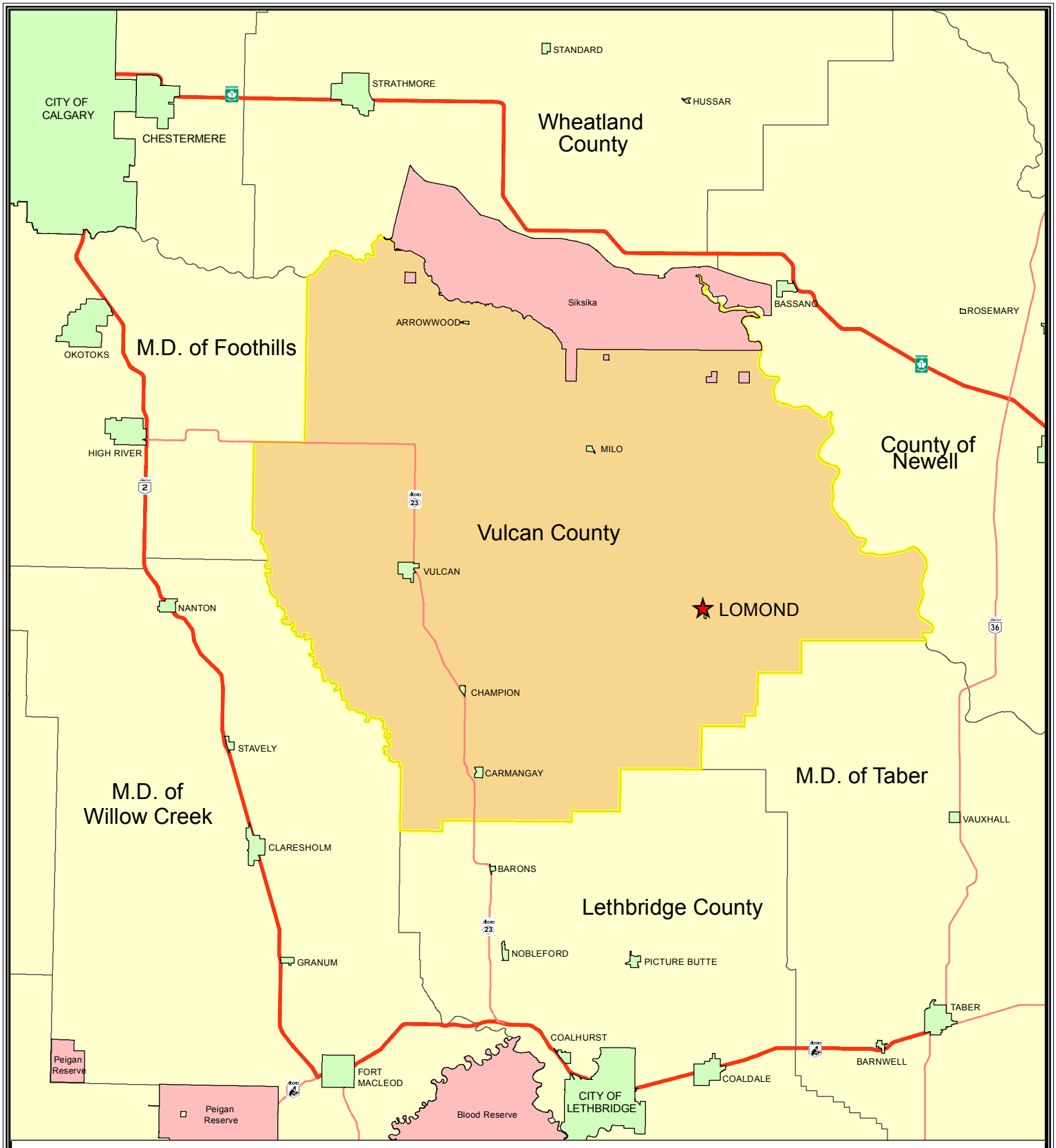
vi. any other matter related to the physical, social or economic development of the area that the councils consider necessary.

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



VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

LOCATION MAP
JANUARY 9, 2020

MAP 1

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

IMDP STUDY AREA
JANUARY 9, 2020

MAP 2

16 - 20 - W4

16 - 19 - W4

22 23 24 19

531

15 14 13 18

10 11 12 7

845

16 - 20 - W4

16 - 19 - W4

Highways

IMDP Study Area (3151.2±ha)

Village of Lomond Boundary

Vulcan County

Village of Lomond Alberta

Aerial Photo Date: 2018

Oldman River Regional Services Commission

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Kilometers

N

iii. provisions relating to the administration of the plan.

It is noted that the paramountcy of the IMDP is established within the "Plans Consistent" (Section 638) portion of the *MGA*:

638(1) In the event of a conflict or inconsistency between

(a) an intermunicipal development plan, and

(b) a municipal development plan, an area structure plan or an area redevelopment plan

In respect of the development of the land to which the intermunicipal development plan and the municipal development plan, the area structure plan or the area redevelopment plan, as the case may be, apply, the intermunicipal development plan prevails to the extent of the conflict or inconsistency.

The South Saskatchewan Regional Plan (SSRP) came into effect on September 1, 2014. The Regional Plan is guided by the vision, outcomes and intended directions set by the Strategic Plan portion of the SSRP while the Implementation Plan establishes the objectives and the strategies that will be implemented to achieve the regional vision. As part of the Implementation Plan, *Section 8:* Community Development, includes guidance regarding Planning Cooperation and Integration between municipalities with the intention to foster cooperation and coordination between neighbouring municipalities and between municipalities and provincial departments, boards and agencies. Section 8 contains the following broad objectives and strategies.

Objectives

- *Cooperation and coordination are fostered among all land use planners and decision-makers involved in preparing and implementing land plans and strategies.*
- *Knowledge sharing among communities is encouraged to promote the use of planning tools and the principles of efficient use of land to address community development in the region.*

Strategies

8.1 *Work together to achieve the shared environmental, economic, and social outcomes in the South Saskatchewan Regional Plan and minimize negative environmental cumulative effects.*

8.2 *Address common planning issues, especially where valued natural features and historic resources are of interest to more than one stakeholder and where the possible effect of development transcends jurisdictional boundaries.*

8.3 *Coordinate and work with each other in their respective planning activities (such as in the development of plan and policies) and development approval process to address issues of mutual interest.*

8.4 *Work together to anticipate, plan and set aside adequate land with the physical infrastructure and services required to accommodate future population growth and accompanying community development needs.*

8.5 *Build awareness regarding the application of land-use planning tools that reduce the impact of residential, commercial and industrial developments on the land, including approaches and best practices for promoting the efficient use of private and public lands.*

8.6 *Pursue joint use agreements, regional services commissions and any other joint cooperative arrangements that contribute specifically to intermunicipal land use planning.*

8.7 *Consider the value of intermunicipal development planning to address land use on fringe areas, airport vicinity protection plan or other areas of mutual interest.*

8.8 *Coordinate land use planning activities with First Nations, irrigation districts, school boards, health authorities and other agencies on areas of mutual interest.*



2.0 STUDY AREA ANALYSIS

For the purpose of analysis, a study area was established approximately one mile from the Village of Lomond's municipal boundary. As identified in Map 2, the study area covers approximately 7,786 acres (3,151 ha) and encompasses approximately 16 sections of land. The primary roadways near Lomond include Highways 531 and 845, in addition to Highway 842 (gravel), which is a common route used by residents travelling between Lomond and Milo. The surplused CPR rail right-of-way runs in a north-south direction through the centre of the study area and is no longer active.

For the purpose of this analysis, it was considered reasonable to survey land use patterns and activities on a larger scale to catch any geographic characteristics and soil capabilities that may have the potential to influence land use activities in either the urban or rural area.

2.1 PHYSICAL CHARACTERISTICS

Located within Vulcan County, the study area consists of primarily flat topography, ideal for crop production. The study area is comprised of irrigated and dryland farming, with some oil and gas activity. Due to its high quality soil and climatic conditions, grain farming is the primary economic activity. The climate in the area is greatly influenced by chinook winds due to its proximity to the Rocky Mountains. Winds that blow off the eastern slopes of the Rockies heat up as they lose moisture, which produces warm, westerly winds. Chinook winds result in large variations in both seasonal temperatures and precipitation, and can minimize the severity of winter temperatures. Mild winters and hot summers are the pleasant result of these winds; however, major weather events can also result from warm winds mixing with cool northern air such as winter blizzards and thunderstorms.

2.2 SOIL PRODUCTIVITY

The Canada Land Inventory (CLI) classes the varying potential of a specific area according to the Soil Capability Classification for Agriculture, which is based on the characteristics of the soil as determined by soil surveys. Soils are grouped into seven classes according to the potential of each soil for the production of field crops, Class 1 rating the highest and Class 7 rating the lowest.

The study area contains Class 3 and Class 4 soils (Map 3). Approximately 574 acres (232.3 ha) or 7.3% of soils in the study area are Class 3, which have moderately high productivity with good management. Agricultural production can be somewhat limited in Class 3 soils.

Class 4 soils are the predominant soil class in the urban fringe, comprising approximately 7,213 acres (2,919 ha) or 92.6% of the study area. These soils typically have low to medium productivity for a general range of crops, however, speciality crops or conservation practices may improve yields. Quality management is necessary to maintain soil conditions and production capabilities for Class 4 soils.

2.3 LAND USE

The land within the study area is primarily used for agricultural activities and depending upon the topography, the land is either cultivated or used for grazing purposes. Other significant land uses in the fringe area include oil and gas activities, grazing, and country residences. A survey of existing land use was completed in 2018 (see Map 4) and the results found in Table 1.

Table 1
Fringe Area Land Use 2018

Type of Land Use		Number of Uses
		Study Area
		2018
Residential:	Country Residence	0
	Farmstead	4
	Ancillary Farm Residence	0
	Abandoned Farmstead	0
	Farm Building	4
	Confined Feeding Operations	0
	Total:	8
Commercial:		0
Industrial:		0
Institutional	Sewage lagoon	1
	Waste Transfer Station	1
	Water Reservoir	1
	BRID Lomond Canal Lateral	1
Utilities:	Utilities	2
Gas and Oil:	Wells	31
TOTAL:		45

Source: ORRSC

16 - 20 - W4

16 - 19 - W4

22 23 24 19

531

15 14 13 18

10 11 12 7

845

16 - 20 - W4

16 - 19 - W4

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

SOIL CAPABILITY FOR AGRICULTURE INDEXED BY CANADA LAND INVENTORY
JANUARY 9, 2020

MAP 3

- IMDP Study Area (3151.2±ha)
- Village of Lomond Boundary
- Highways

Soil Type[1]

- 3 - Moderately High Productivity, Moderately Severe Crop Limitations (232.3±ha)
- 4 - Low to Medium Productivity, Severe Crop Limitations (2918.9±ha)

[1]Source: Canada Land Inventory, National Soil DataBase, Agriculture and Agri-Food Canada. 1998.

Oldman River Regional Services Commission

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Kilometers

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VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

EXISTING LAND USE
JULY 27, 2018

MAP 4

16 - 20 - W4

16 - 19 - W4

22 23 24 19

531

15 14 13 18

Water Line R/W (726.JK)

Water Line R/W (7810.436)

10 11 12 7

845

16 - 20 - W4

16 - 19 - W4

- IMDP Study Area (3151.2±ha)
- Village of Lomond Boundary
- Highways
- Farmstead
- Farm Building
- Institutional
- Utility
- Water Line R/W

Vulcan County

Village of Lomond Alberta

Aerial Photo Date: 2015

Oldman River Regional Services Commission

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Kilometers

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2.4 Results of the Land Use Survey

Residential

Residences in this area are fairly sparse, comprising of 4 farmsteads, which consist of a home with farm buildings such as shops, bins, and barns. Approximately 4 farm buildings stand alone in the fringe which contain shops, barns, grain bins, and livestock pens. Unlike many urban fringe areas in Alberta, there are no country residences in the study area. Very little development currently exists within the study area, with the most recent subdivision approved in 2011.

Institutional & Utility

Non-agricultural uses in the study area include oil and gas wells, institutional and utility uses. The largest land use activity in the study area, aside from agriculture, is oil and gas activity with 31 wells located within the study area. Institutional uses include the Village's sewage lagoon east of the Village, waste transfer station south of the Village, and water reservoir to the southeast. The Bow River Irrigation District's Lomond lateral (canal) transcends through the southeast portion of the study area. The McGregor Water Users Co-op line exists within the southwest portion of the study area. Two cell phone towers (Rogers & Telus) are located southwest of Lomond.

Proposed Wind Farm

The proposed Buffalo Plains Wind Farm is proposed to be located west of Lomond, throughout a sprawling corridor over 23,280 acres of privately held lands. The project is to contain as many as 87 wind turbines, including locations within the study area (Sections 10, 11 and 15). The applicant will be required to obtain approval from the Alberta Utilities Commission after which a County development permit will also be required.

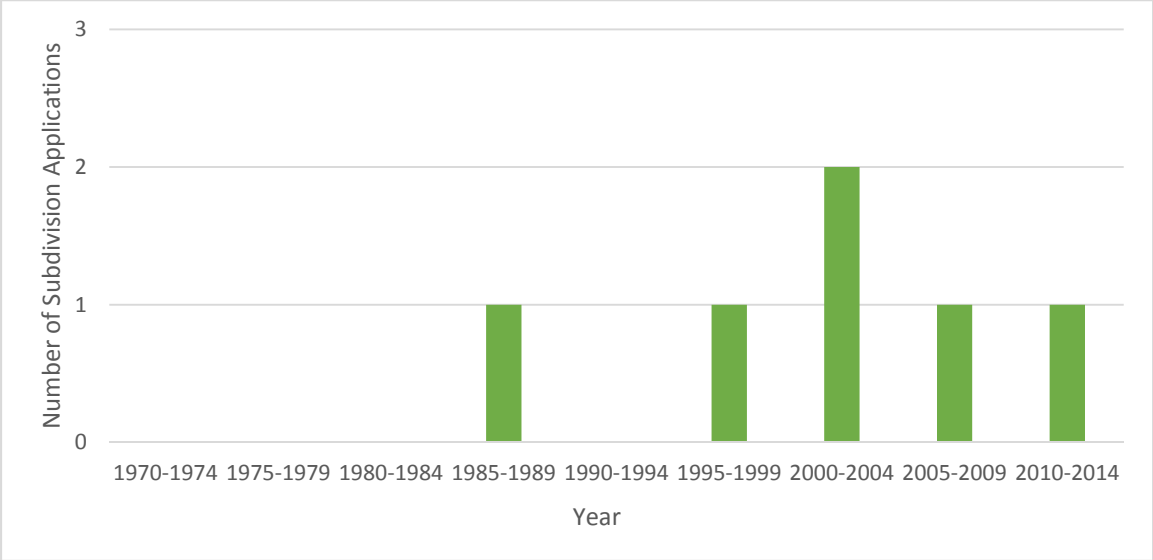
Other Uses

No known historical resources or confined feeding operations are located within the study area.

Subdivision Activity

Figure 1 and Table 2 indicates the total number of subdivisions within the study area between 1985 and 2015 using five-year periods. Over the last three decades, subdivision activity in the area has been fairly limited with only one subdivision between 1985 and 1989, two between 1990 and 1999 and three between 2000 and 2009. In recent years, one subdivision was approved in 2011.

Figure 1
Comparison of Subdivision Activity in the Study Area: 1985 - 2018



Source: ORRSC

Table 2
Comparison of Subdivision Activity in the Study Area 1985 - 2018

File Number	Subdivision Use	Number of Lots	Legal Description	Parcel size (acres)
1987-0-108	Cemetery	1	NW ¼ 23-16-20 W4M	4.0
1998-0-015	Waste Transfer Station	1	NE ¼ 11-16-20 W4M	10.0
2000-0-141	Country Residential	1	NE ¼ 23-16-20 W4M	71.69
2003-0-036	Country Residential	1	NE ¼ 7-16-19 W4M	13.42
2005-0-191	Country Residential	1	NW ¼ 18-16-19 W4M	2.42
2011-0-079	Country Residential	1	NW ¼ 22-16-20 W4M	7.81

Source: ORRSC



3.0 VULCAN COUNTY

3.1 POPULATION ANALYSIS

This section illustrates the historical growth of the population and provides a basis for population projections. The way in which the population has changed reveals some important trends in Vulcan County's population. Table 3 displays Vulcan County's historic population change.

Table 3
Vulcan County Growth Rates 1986 - 2016

Year	Population	Vulcan 5 Year % change	Vulcan Annual % change	Alberta Annual % change
1986	3,656	--	--	--
1991	3,648	-0.2	0.0	1.4
1996	3,829	5.0	1.0	1.2
2001	3,778	-1.3	-0.3	3.4
2006	3,718	-1.6	-0.3	2.1
2011	3,875	4.2	0.8	2.1
2016	3,984	2.8	0.6	2.3
Average	-	1.5	0.3	2.1

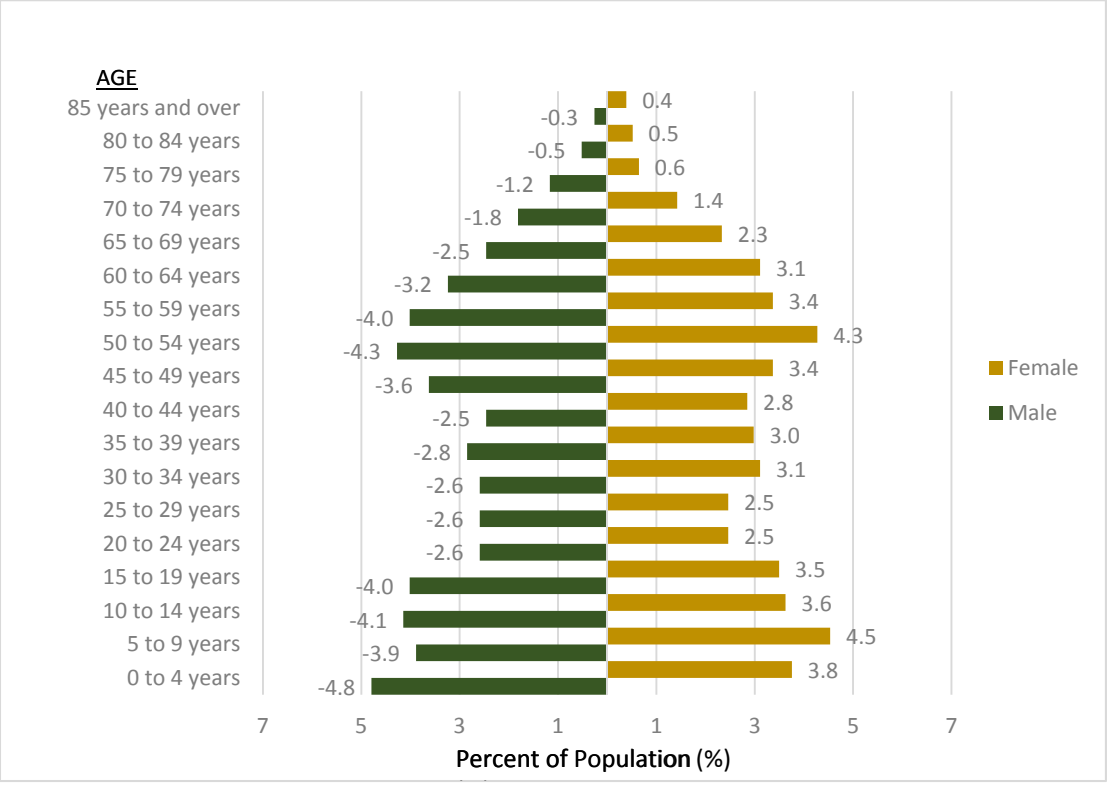
Source: Statistics Canada, 1986-2016 Census

Since 1961, Vulcan County's population has declined and then stabilized at just less than 4,000 persons. Over the last three decades, the population of the municipality has fluctuated by less than 400 persons, with a low of 3,648 in 1991 and a high of 3,984 in 2016, marked by average annual growth of 0.3%.

3.2 AGE STRUCTURE

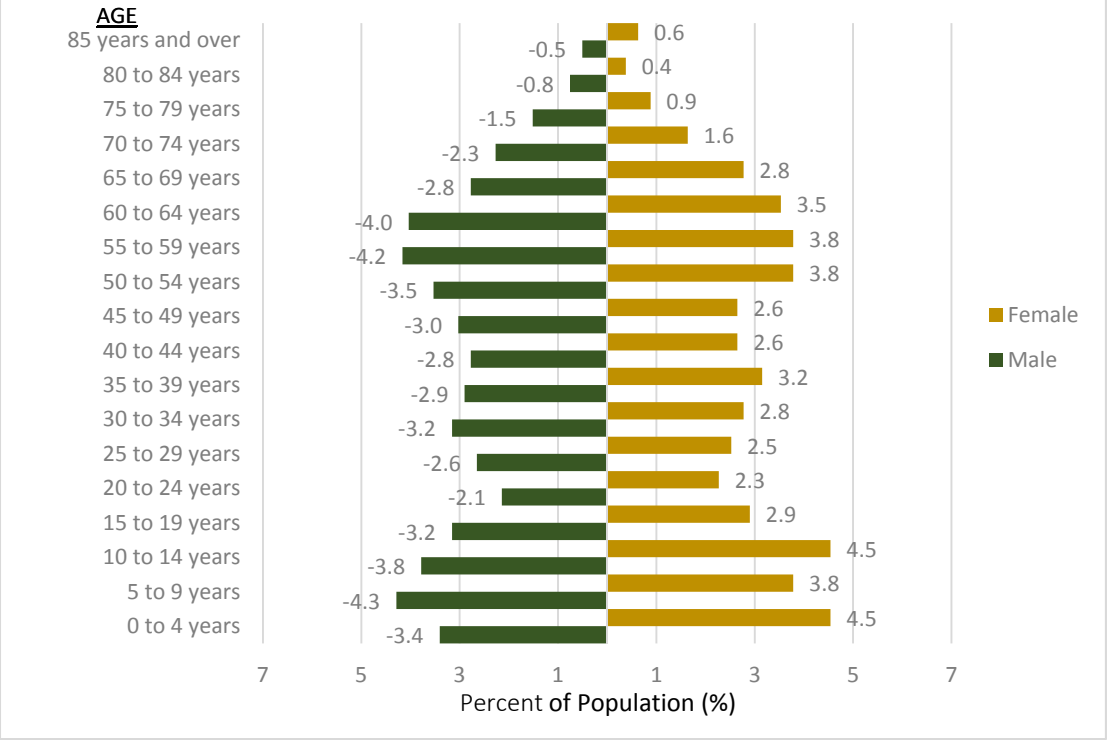
Population pyramids for Vulcan County show the distribution between various age groups as well as between the male and female segments of the population (see Figure 2 and 3). Vulcan County's population structure resembles a more typical Canadian population pyramid with a significant 'bulge' found in the baby boomer age groups born between the early 1950s and the mid-1960s. The young adult population (20 to 35 years) is relatively small compared to what would be expected in a more balanced population pyramid.

Figure 2: Vulcan County – 2011 Population Structure



Source: Statistics Canada, 2011 Census

Figure 3: Vulcan County – 2016 Population Structure



Source: Statistics Canada, 2016 Census

3.3 Population Projections

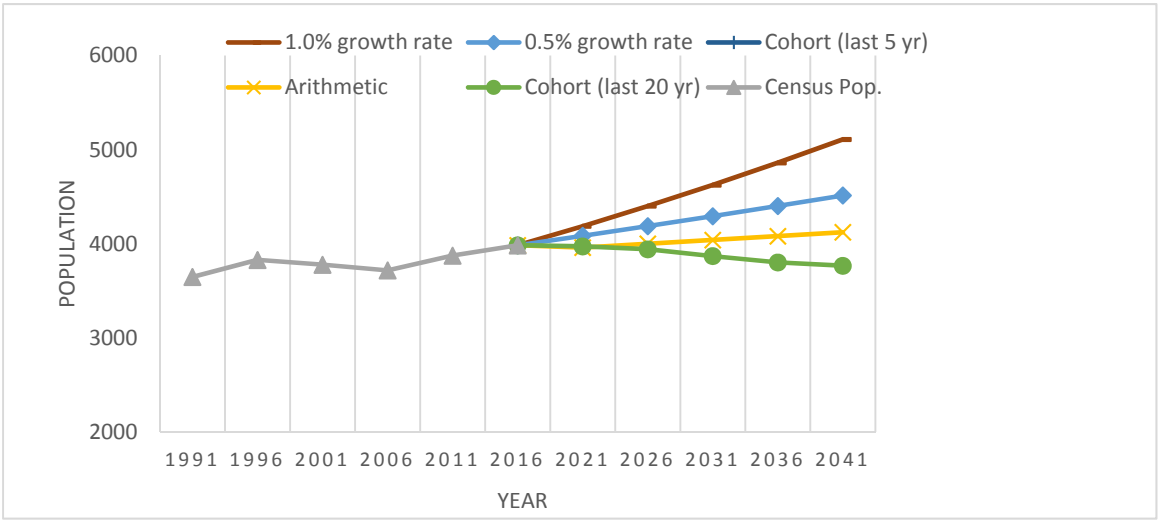
Several different methods of population projections are used in calculating future growth in order to provide the broadest scenario possible. It should be noted that projections are uncertain; they illustrate what a population would be if the assumed trends actually were to occur. The range of results obtained from the various methods of population projections are displayed in Table 4 and Figure 4.

Table 4
Vulcan County Population Projections to 2041

Year	Census Pop.	Arithmetic	Cohort (last 5 years)	Cohort (last 20 years)	0.5% growth rate	1.0% growth rate
1991	3,648					
1996	3,829					
2001	3,778					
2006	3,718					
2011	3,875					
2016	3,984					
2021		3,959	4,043	3,972	4,085	4,187
2026		4,000	4,089	3,941	4,188	4,401
2031		4,040	4,093	3,869	4,293	4,625
2036		4,081	4,101	3,802	4,402	4,861
2041		4,122	4,141	3,766	4,513	5,109

Source: ORRSC

Figure 4
Vulcan County Population Projections to 2041



Source: Statistics Canada, 1991-2016 Census

The population projections indicate that in 2041 Vulcan County's population could range between 3,766 and 5,109. The 20-year cohort rate was the only method that projected a decreasing population. Considering the municipality's historic population trend, it seems most probable that the population in 2041 will be between the arithmetic projection of 3,904 and the 0.5% growth rate of 4,513. This would be a slow to moderate growth forecast for the County over the next two decades.

3.4 Equalized Assessment

Equalized assessment is the means of comparing property wealth in a uniform manner for all municipalities. Alberta uses an assessment and tax system where property taxes are based on wealth and wealth is measured by the value of property expressed as an assessment.

Over the last five years the County's total equalized assessment has increased steadily (see Table 5) with gradual increases in the residential and non-residential sectors, a slight decrease in machinery equipment, and more volatile change in the linear category. Linear assessment experienced a significant gain between 2015 and 2016, followed by a sharp decrease in 2018.

Table 5
Vulcan County Equalized Assessment 2014 - 2018

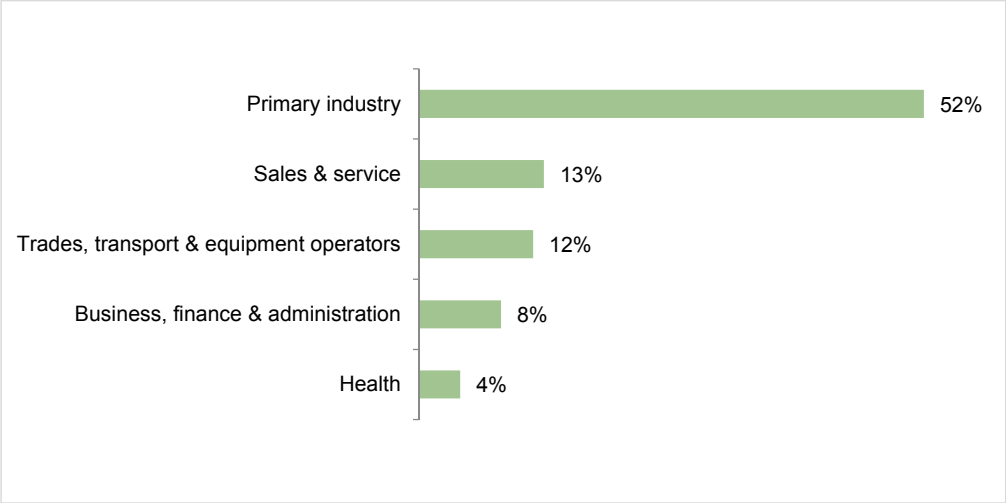
Year	Residential		Non-Residential		Farmland		Machinery & Equipment		Linear		Total	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
2018	453,628,747	29	85,130,730	5	203,945,270	13	116,822,580	8	688,929,600	44	1,550,904,657	100
2017	450,464,278	27	80,579,650	5	203,462,220	12	123,015,890	7	813,838,680	49	1,673,817,618	100
2016	420,813,250	25	71,978,320	4	204,196,170	12	135,064,720	8	854,476,400	51	1,691,433,400	100
2015	383,694,260	29	67,641,150	5	204,147,410	15	144,018,410	11	541,274,580	40	1,345,529,490	100
2014	366,608,742	27	65,465,970	5	204,177,260	15	163,346,690	12	540,403,920	40	1,344,746,802	100

Source: Municipal Affairs, 2014 - 2018

3.5 Employment Information

According to the 2006 Federal Census, the primary industry (e.g. agriculture and oil and gas industry) was the most common occupation in Vulcan County (see Figure 5). Other common occupations included sales and service; trade, transport and equipment operators; business, finance and administration; and health.

Figure 5
Vulcan County Top 5 Occupations 2006



Source Statistics Canada, 2006 Census

**Note: Current employment information is not available due to change in census methodology*

3.6 Housing Types and Supply

A total of 91.5% of housing in Vulcan County is single-detached houses and is mainly owner-occupied at 79.2% (see Table 6). The age of dwellings is older than the provincial average, as 72% of County dwellings were constructed before 1991, contrasted to 53% provincially.

Table 6
Vulcan County Dwelling Characteristics 2016

	Count	Percent
Number of owned dwellings	950	80.2%
Number of rented dwellings	235	19.8%
Number of dwellings constructed before 1991	850	71.7%
Number of dwellings constructed between 1991 and 2016	335	28.3%

Source: Statistics Canada, 2016 Census

4.0 VILLAGE OF LOMOND

4.1 POPULATION ANALYSIS

Table 7 displays the Village of Lomond's historic population situation and provides a basis for population projections.

Table 7
Village of Lomond Growth Rates 1986 - 2016

Year	Population	Lomond 5 Year % change	Lomond Annual % change	Alberta Annual % change
1986	177	-	-	-
1991	167	-5.6	-1.1	1.4
1996	170	1.8	0.4	1.2
2001	171	0.6	0.1	3.4
2006	175	2.3	0.5	2.1
2011	173	-1.1	-0.2	2.1
2016	166	-4.0	-0.8	2.3
Average	-	-1.0	-0.2	2.1

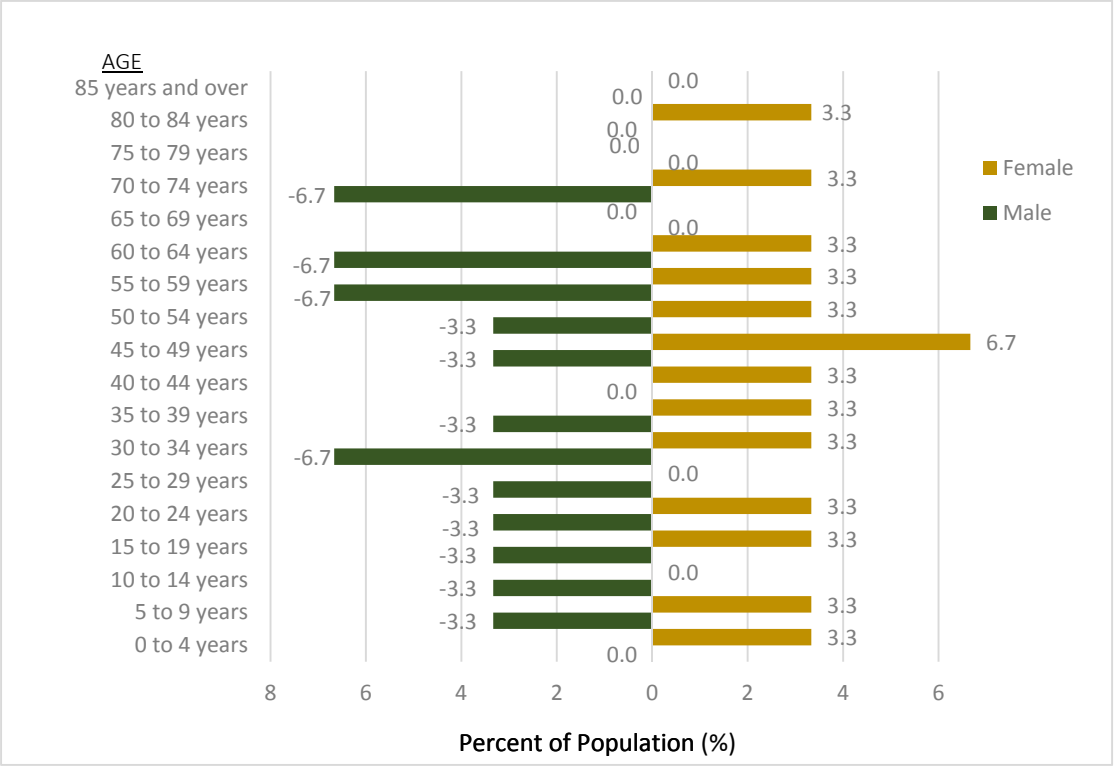
Source: Statistics Canada, 2016 Census

The analysis of historical population trends is important to consider when forecasting future growth. Similar to other small Villages in Alberta, the Village of Lomond is experiencing a slight population decrease of -0.2% per annum over the last 30 years, with the most recent change occurring between 2011 and 2016 bringing a 0.8% decrease per annum according to Statistics Canada census data.

4.2 AGE STRUCTURE

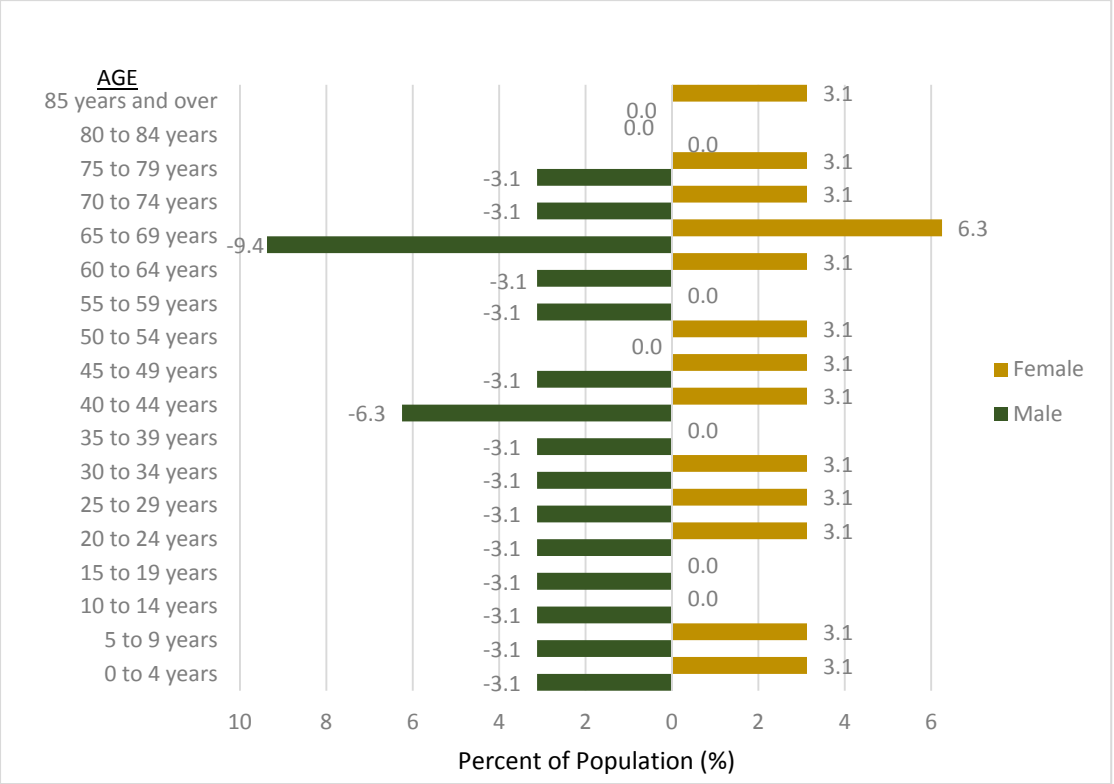
Population pyramids for the Village of Lomond illustrate the distribution between the various age groups as well as between the male and female segments of the population (see Figure 6 and 7). Lomond's population structure has remained fairly stable since 2011 with an evenly distributed population pyramid. However, the only notable change was in the 65 and older age group which experienced an increase by 11.7% from 2011 to 2016. Other age groups had minor changes in comparison. This suggests that a change of accommodation and services may be required for residents in the Village as the elderly population increases.

Figure 6: Village of Lomond 2011 Population Structure



Source: Statistics Canada, 2011 Census

Figure 7: Village of Lomond 2016 Population Structure



Source: Statistics Canada, 2016 Census

4.3 Population Projections

Population projections for the Village are displayed in Table 8 below. Several statistical methods to calculate population projections were used such as the arithmetic, cohort survival, and the straight linear method. The results displayed below indicate a stable population rate with the arithmetic method and declining with the cohort method. Based on the Village's past steady population statistics, the arithmetic method is the most realistic method as the Village has not experienced a drastic change in population.

Table 8
Village of Lomond Population Projections to 2036

Year	Census Pop.	Arithmetic	Cohort (last 20 yr)	0.5% growth rate	1% growth rate	2% growth rate
1986	177					
1991	167					
1996	170					
2001	171					
2006	175					
2011	173					
2016	166					
2021		169	139	170	174	183
2026		169	126	174	183	201
2031		168	111	179	192	221
2036		167	96	183	202	243

Source: ORRSC

4.4 Equalized Assessment

Table 9
Village of Lomond Equalized Assessment 2014 - 2018

Year	Residential		Non-Residential		Farmland		Machinery & Equipment		Linear		Total	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
2018	9,448,404	79	2,149,770	18	5,390	0	0	0	288,620	2	11,892,184	100
2017	10,225,040	81	2,179,750	17	5,390	0	0	0	261,120	2	12,671,300	100
2016	10,224,400	81	2,145,830	17	5,390	0	0	0	263,560	2	12,639,180	100
2015	9,005,851	79	2,067,050	18	5,390	0	0	0	262,980	2	11,341,271	100
2014	8,873,284	79	2,097,800	19	5,390	0	0	0	257,100	2	11,233,574	100

Source: Municipal Affairs, 2014-2018

Over the last five years the Village's assessment base has remained relatively steady, with very slight losses in residential and slight gains in non-residential. Approximately 80% is the residential average over the five-year period and approximately 18% consists of non-residential, which is a fairly balanced assessment ratio when compared to similar sized communities in the region.

4.5 Housing Types and Supply

The housing types within the municipality are dominated by single-detached houses, comprising 92.9% of total houses, which is considerably higher than the provincial average of 61.9%. The remaining 7.1% consists of semi-detached houses and row houses.

The age of the housing stock is older than the provincial average considerably, which is approximately 88% of Village dwellings constructed before 1991, compared to 66% province-wide see Table 10). The remaining 12% has been built after 1991 which represents 10 dwellings in the Village.

Table 10
Village of Lomond Dwelling Characteristics

Private Dwellings Occupied by Residents	Count	Percent
Number of dwellings constructed before 1991	75	88.2%
Number of dwellings constructed between 1991 and 2016	10	11.8%

Source: Statistics Canada, 2016 Census

4.6 Growth Constraints

Urban expansion is most cost-effective and beneficial when it occurs in a contiguous fashion. Connecting neighbourhoods to one another minimizes servicing costs, reduces conversion of agricultural land and provides more efficient transportation networks. Thus, when an urban municipality considers expansion it needs to study existing constraints that would prevent it from developing in a logical manner.

Map 5 displays growth restrictions and corresponding buffers that may prevent logical urban expansion. One of the significant constraints in the fringe area are the 31 gas and oil wells, which are scattered throughout the study area and each require a 100 meter buffer from adjacent development. Similarly, the sewage lagoon located northeast of the Village and the waste transfer station located south of the community both have a 300 meter buffer which prevents residential development, hospitals, schools, and food establishments from developing within the buffer. A few wetlands are also found throughout the study area which pose as a constraint for development due to the Alberta Wetland Policy which aims for the conservation, preservation and management of wetlands and limits development near these wetlands.

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

GROWTH RESTRICTIONS
JANUARY 9, 2020

MAP 5

16 - 20 - W4

16 - 19 - W4

22 23 24 19

531

15 14 13 18

10 11 12 7

845

16 - 20 - W4

16 - 19 - W4

- IMDP Study Area (3151.2±ha)
- Village of Lomond Boundary
- Highways
- Creeks
- Oil/Gas Well[1]
- Oil/Gas Well Buffer - 100m
- Sewage Lagoon Buffer - 300m
- Waste Transfer Buffer - 300m
- Wetlands[2]

Aerial Photo Date: 2018

Source:
[1] Alberta Energy Regulator, 2016
[2] Alberta Government, 2016

Oldman River Regional Services Commission

0 0.5 1
Kilometers

N

4.7 URBAN EXPANSION STRATEGY

As identified on Map 6, growth areas could include north, east, west, and south directions of growth. Five quarter-sections have been identified as potential expansion areas for the Village.

Future Residential Development

Currently, Lomond has infill opportunities on numerous vacant, serviced residential lots available in the western portion of the Village. Once infill development has occurred to the western portion, other residential expansion areas could include development to the north of existing residential areas, north of Center Street and south of Highway 531. The quarter-section to the west of the Village has been identified as a probable direction for residential growth. The current use of the land is for agricultural purposes, but poses no immediate constraints aside from those identified in Map 5. The necessary engineering and geotechnical studies will need to be completed to determine the viability of the land prior to development.

Future Commercial and Industrial Growth

Two commercial locations have been flagged as areas of potential growth for Lomond. Future highway commercial development would be a suitable use along the south side of Highway 531 and infill commercial development would be ideal on the west side of Railway Avenue (Highway 845). Due to the amount of vacant land currently within the municipal boundary, the Village should focus on infill development prior to expanding outside of the Village boundary.

Future industrial growth would be best located east of Railway Avenue (Highway 845), on the west half of Section 13. The location is down from prevailing winds, and a logical extension of existing industrial uses within the community. In addition, the sewage lagoon is located in the northwest quarter of Section 13, and industrial is the one land use that can develop within the 300 meter buffer of the sewage lagoon. A portion of this half section is contained in the municipal boundary, previously for the CPR railway, but since has been redesignated as part of the industrial district. A significant amount of vacant land is available in the industrial district to accommodate future growth within the Village.

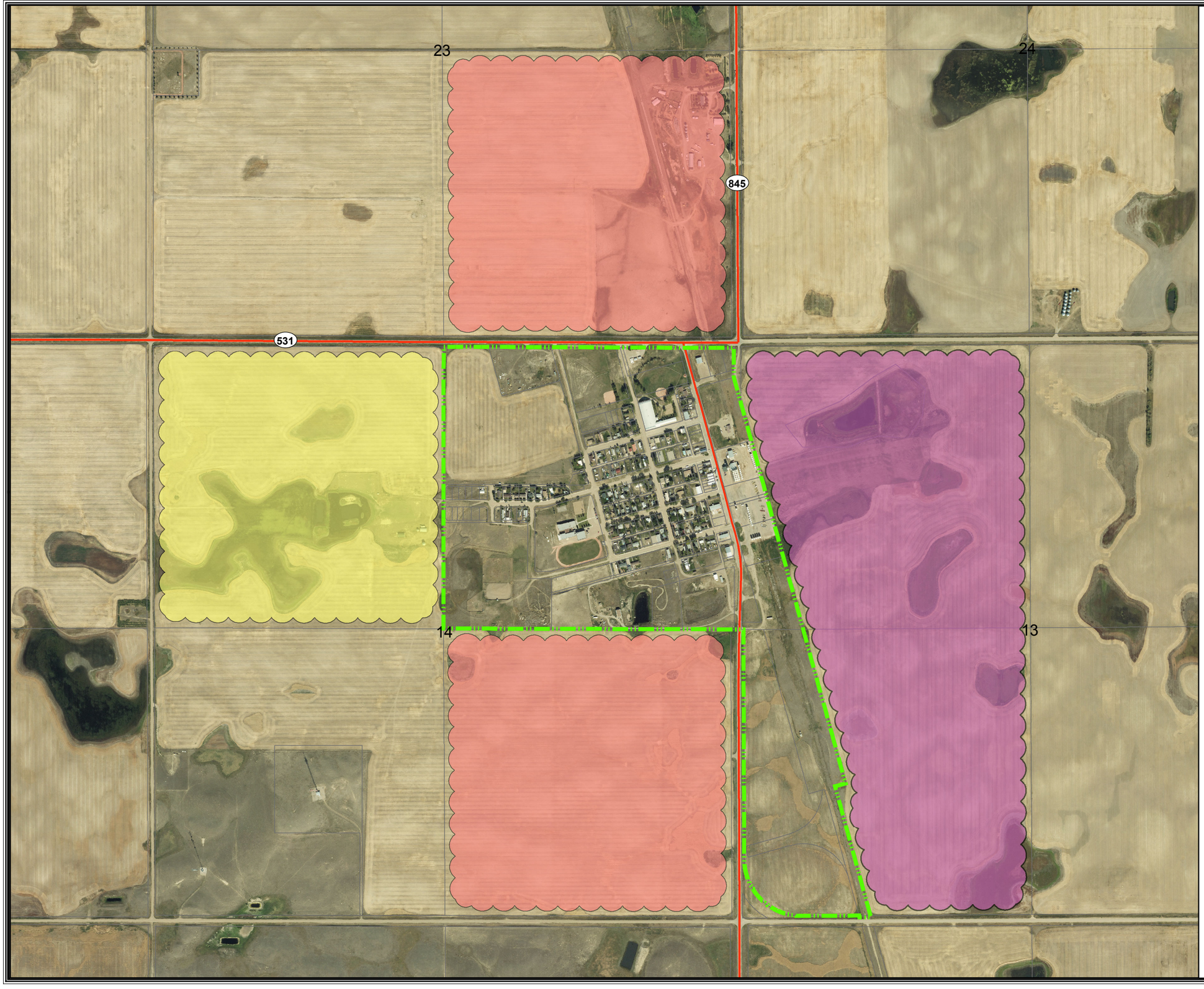
4.8 HISTORICAL ANNEXATION

Since the Village's incorporation in 1916, Lomond has had two annexations and one annexation to Vulcan County (see Map 9). The first annexation in 1929 included CPR railway land on the NW quarter of Section 13-16-20-W4M. The following annexation in 1970 was to annex land in the northern portion of the Village along Highway 531 back to Vulcan County. The most recent annexation occurred in 1985 and included land west of the railway and east of Highway 845 which was intended for future industrial or commercial development.

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

LOMOND GROWTH AREAS
JULY 31, 2018

MAP 6



Village of Lomond Boundary

Highways

Lomond Growth Areas

Residential

Commercial

Industrial

Aerial Photo Date: 2015

Oldman River Regional Services Commission

0 100 200 300 400 500

Meters

N

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

LAND USE ZONING
JANUARY 9, 2020
MAP 7

16 - 20 - W4

16 - 19 - W4

22 23 24 19

15 14 13 18

10 11 12 7

531

845

IMDP Study Area (3151.2±ha)

Village of Lomond Boundary

Highways

Milo Land Use Districts

- Residential R
- Commercial C
- Industrial I
- Public P
- Transitional Agriculture TA

Vulcan County Land Use Districts

- Urban Fringe UF

Aerial Photo Date: 2018

Oldman River Regional Services Commission

0 0.5 1

Kilometers

N

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

CONFINED FEEDING OPERATION EXCLUSION AREAS
JANUARY 9, 2020

MAP 8

16 - 20 - W4

16 - 19 - W4

22 23 24 19

15 14 13 18

10 11 12 7

531

845

- IMDP Study Area (3151.2±ha)
- Village of Lomond Boundary
- Highways
- Confined Feeding Operation Exclusion Area from Vulcan County MDP

Aerial Photo Date: 2018

Oldman River Regional Services Commission

0 0.5 1

Kilometers

N

VILLAGE OF LOMOND
VULCAN COUNTY
INTERMUNICIPAL DEVELOPMENT PLAN
BACKGROUND REPORT 2018

HISTORICAL ANNEXATION AREAS
JANUARY 9, 2020

MAP 9

531

845

Highways

Current Village Boundary

Original Village Boundary

Lomond Annexation History

1929 Annexation

1970 Annexation to Vulcan County

1985 Annexation

Aerial Photo Date: 2018

OLDMAN RIVER REGIONAL SERVICES COMMISSION

0 100 200 300 400

Meters

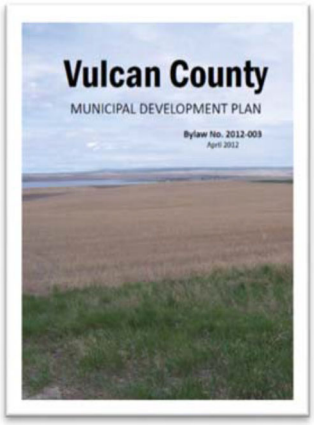
N

5.0 OVERVIEW OF STATUTORY PLANS

5.1 VULCAN COUNTY

Municipal Development Plan Bylaw 2012-003

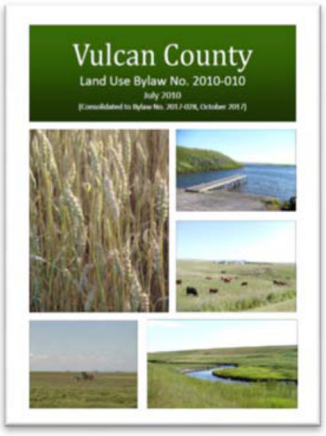
The purpose of the Municipal Development Plan (MDP) is to provide policies that will direct future growth and development in the community. In the absence of an intermunicipal development plan prior to the new requirements of the *MGA*, a municipality's MDP must address the co-ordination of land use, future growth patterns and infrastructure with adjacent municipalities.



This MDP addressed the above issues and other topics such as confined feeding operations and fringe areas. Confined feeding operations (CFOs) are addressed in Policy Section 4 which identifies exclusion areas for CFOs around urban centres (approximately 1 mile around the Village), hamlets and waterbodies. Fringe areas are addressed in Policy 8.3 of the MDP which identifies a fringe areas around urban centres (approximately 1 mile around the Village) to regulate land uses in the fringe (see Map 8).

Land Use Bylaw 2010-010

The purpose of the Land Use Bylaw is to regulate and control the use and development of land and buildings within Vulcan County in accordance with provisions of the *MGA*.

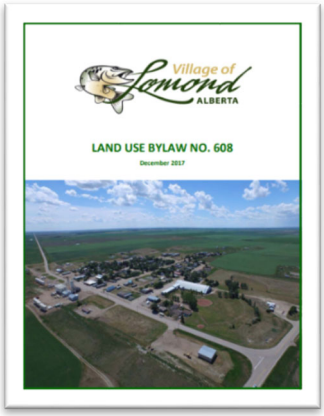


This Land Use Bylaw created an Urban Fringe land use district around urban municipalities in order to protect existing agricultural land surrounding these centres. The County's Urban Fringe district outlines the permitted and discretionary uses, minimum lot sizes and requires that all subdivision and development applications be referred to the adjacent municipality. One subdivision is typically allowed per quarter-section which is the same as subdivision policies in the Rural General District. Certain land uses unlikely to be compatible with nearby urban settlement are excluded from the Urban Fringe district.

5.2 VILLAGE OF LOMOND

Land Use Bylaw No. 608

The Village of Lomond's current Land Use Bylaw (LUB) was adopted in December 2017. The LUB lists all regulations for any development or subdivision within the municipality, and outlines requirements for five land use districts. Vulcan's LUB does not have any specific provisions for intermunicipal planning. However, Map 8 shows the general pattern of land use districts within the Town, including the Transitional Agriculture (TA) District which acts as a holding district to prevent restricting future development on the edges of existing urban development and is currently used for agricultural activities until such time it may be required for Village growth.



Municipal Development Plan

The Village has completed a Draft Municipal Development Plan, but it has not yet been approved by bylaw. The plan must be passed by bylaw prior to April 2020, as per *MGA* requirements.



6.0 IDENTIFICATION OF PLANNING SCOPE

In general, the intermunicipal policies of the County's Land Use Bylaw and Municipal Development Plan have been adequate given the current pace of growth in the urban fringe area. Looking forward, both municipalities have recognized the need for the creation of an IMDP, which will contain many fundamental planning components, including:

- clear goals and objectives of both municipalities as guiding parameters for policy,
- balanced and collective strategic visioning, and
- policy for implementation and enforcement of objectives.

When adopted, the new plan will serve as a basis for decision-making and guide development toward both communities' desired future. It will provide both municipalities with a long-term regional strategic policy framework for guiding growth and development in the fringe area, while having regard for protecting prime agricultural land and outlining a regional structure that manages future growth within the urban-rural interface in the most effective and efficient manner.

Similar to other urban municipalities in Vulcan County, Lomond had a General Municipal Plan completed several decades ago through the Alberta *Planning Act* which many smaller municipalities completed to manage their economic, environmental, and development objectives. Lomond is currently in the process of creating its Municipal Development Plan, as per *MGA* requirements, which will address similar concepts within the previous MDP, with updated information regarding the Village and its current trends. The IMDP and MDP together will provide the Village with clear goals and future planning to guide the municipality.

6.1 GOALS AND OBJECTIVES

Goals and objectives provide a framework which guide municipalities in decision making processes and achieve a shared vision for land use and development in areas of mutual interest. General goals and objectives are provided below which both municipalities will work together in conjunction to achieve.

Goals

1. To provide an intermunicipal policy framework to guide future land use decisions within the Plan boundaries.
2. To address requirements of the *Municipal Government Act*.
3. To establish principles whereby both municipalities may consistently apply planning policies and land use bylaws within their respective jurisdictions.
4. To protect future servicing and transportation corridors and infrastructure facilities.
5. To address any significant issues that may be identified in the public participation process.
6. To address any environmental matters in the study area.
7. To protect prime agricultural lands in the fringe area.
8. To address confined feeding operations (CFOs) in the vicinity of the Village.

9. To coordinate the future development of the plan area between the County and the Village.
10. To strengthen the working relationship between the County and the Village.

Objectives

1. The Plan must be strategic in nature, setting broad, high-level, long-term policy directions for the plan area and incorporating the strategic objectives of the County and the Village.
2. The Plan must add value to the planning and development process in the County and the Village, whereas the Plan must not duplicate or infringe on area municipal planning efforts and must have a distinct, complementary and productive role.

6.2 Urban Fringe

An urban fringe land use district has a unique role in intermunicipal planning efforts. The fringe area is under the jurisdiction of the rural municipality, where all of the control lies with regards to development, while the urban centre and all its amenities attract the development.

At the present time the Vulcan County Land Use Bylaw identifies an urban fringe area around the Village of Lomond (see Map 7). The area contains an approximate one to two mile buffer around the Village. The current urban fringe boundary and associated policies should be a significant topic of discussion in the creation of the IMDP. Note that lands not identified as "Urban Fringe" are zoned "Rural General," which is the predominant agricultural zoning throughout the County.

6.3 Strategic Visioning

The County and Village are undeniably linked economically and attracting more business to the region is not a mutually exclusive exercise. The decision of one jurisdiction will immediately affect the other in terms of housing, social impact, infrastructure usage, natural resource consumption and the ever-changing sense of place and community.

6.4 Implementation

An IMDP, including the formation of the implementation and enforcement tools will strengthen the municipal partnership between the County and the Village, and further direct future development in the study area. The following should be considered:

- A hierarchy of planning documents exists between provincial and municipal land use plans. All municipal planning documents must be in compliance with the *MGA* and SSRP. Each jurisdiction must embed policies from the IMDP in their other planning documents including their respective MDPs, ASPs, ARPs, and LUBs. Each plan in support of the other will lower the potential for planning decisions in the referral areas that are contrary to the agreed upon common goals of each municipality.

- The IMDP plan boundary may be reduced from the study area boundary. The study area as depicted in the maps is just a starting point for discussions.
- As part of the policy development of the IMDP, the proposed growth areas indicated on Map 6 will need to be reviewed to ensure they still reflect the intentions of the Village and the needs of the County.
- Review the existing CFO exclusion areas for the region in the County's MDP. The current CFO exclusion areas found in the study area are shown in Map 9.
- Revisit the current referral system in order to strengthen the IMDP. It is true that each municipality strives to maintain its local autonomy, but in the context of regional and provincial planning this autonomy must be set aside for the plan to have the highest and best results on the region's hub community. Each municipality must recognize this and refer all development within the urban or rural referral areas to the other municipality as the first step of review.

