IN THE MATTER OF THE "Municipal Government Act":

AND IN THE MATTER OF an application by the Council of the Town of Edson to annex certain territory lying immediately adjacent thereto and thereby its separation from Improvement District No. 14.

Pursuant to Section 20 of the Municipal Government Act the Council of The Town of Edson, in the Province of Alberta, petitioned the Local Authorities Board, for the Province of Alberta, for the annexation to the Town of all that territory described in Schedule "B" attached hereto (hereinafter called "the said territory") containing approximately 7,300 acres, which lies immediately adjacent to the Town and thereby its separation from Improvement District No. 14. The Board held a public hearing into the matter on November 4th, 1982 and January 4th, 1983.

Representing the Town of Edson were Mayor P. C. Johnson; M.C. Welsh, Solicitor; D.L. Makale, Planner; D. McRae and A. Franceschini, Engineers; R. Nobbs, Economist and P. Serdiak, Town Manager.

Councillor J. Clements and L. Buttrey, Assistant Manager, appeared on behalf of Improvement District No. 14.

A. Graham, Director; A. Swidiski, Planner and Commission Member A. Didow presented the position of the Yellowhead Regional Planning Commission.

Owners making oral or written submissions are referred to within the Order.

The Town of Edson is located approximately halfway between the City of Edmonton and the Town of Jasper on Highway No. 16 on the main line of the Canadian National Railway. Developed first as a divisional point on the railway to service the coal developments to the southwest on the "coal branch" line the Town saw this role change in the 1950's with declining population. Since then, there have been resource developments in the Edson region in oil, gas, forest products and the recent revival of the coal industry. Tourism is now playing a major role in the Town's economy. Agriculture is a limited factor in the Town's economy because of poor soils and higher elevations providing fewer frost free days for growing.

There has been an increase in the oil and gas industry in the region with the Town of Edson being the service centre. The Trans Mountain Pipeline is located nearby and there has been increased pipeline activity. Located within the said territory is a gas plant established in 1965 by the Hudson Bay Oil and Gas Company (now Dome Petroleum Ltd.). There are 8 oil fields and 25 gas fields within Improvement District No. 14 mainly in the Edson area. Gulf Oil proposes to construct a gas plant in the Town's region which will provide employment for between 80 and 100 permanent employees.

Coal gained new prominence in the 1970's. Six new or expanded coal mines have been approved or proposed for the region. Luscarr-Star Co. Ltd. has received approval to develop a coal mine approximately 40 miles southwest of Edson and it is anticipated the employees will live in the Town. Bentherm Resources Ltd. is to develop another coal deposit at Robb. A work force of 500 is expected during construction with a potential of 733 permanent employees when the project is in full production.

The Edson forests have commercial stands which are suitable for production. Pelican Spruce Mills has commenced construction on a board plant located in the Town of Edson and when completed a permanent work force of between 200 and 250 employees is projected.

With the increased resource activity and growth of traffic on the Canadian National Railway line it is anticipated the railway would employ an additional 30 to 40 persons. This employment figure could be increased by 1986. A plant to recondition old railway ties is also seeking to locate in the Town.
If all the above proposed developments were to take place it would mean that by 1985 to 1986 there could be an additional basic work force of approximately 1100 persons located in the Town of Edson. Historically, the work force in the Town has been 1 basic worker to 1.1 non-basic worker which could mean an additional total work force of 2300 persons. By estimating that seventy percent of the work force would be married with an average of 2.8 persons per family, a potential additional population of between 4800 to 5200 could be generated.

The population growth for the Town of Edson between 1952 and 1981 was as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>1949</td>
<td></td>
</tr>
<tr>
<td>1956</td>
<td>2988</td>
<td>53.3%</td>
</tr>
<tr>
<td>1961</td>
<td>3339</td>
<td>11.7%</td>
</tr>
<tr>
<td>1966</td>
<td>3943</td>
<td>18.1%</td>
</tr>
<tr>
<td>1971</td>
<td>4051</td>
<td>2.8%</td>
</tr>
<tr>
<td>1976</td>
<td>4241</td>
<td>4.7%</td>
</tr>
<tr>
<td>1981</td>
<td>6027</td>
<td>42.0%</td>
</tr>
</tbody>
</table>

By estimating that seventy percent of the work force would be married with an average of 2.8 persons per family, a potential additional population of between 4800 to 5200 could be generated.

The fluctuations in the rates of growth were directly attributed to changes in economic activity in the region. Accordingly, future growth would also be dependent on the economy. Anticipating that the current economic slump would not be prolonged, the following populations are projected to the year 2006.

Projection I assumes a high growth rate until 1986, then slower while Projection II assumes a medium growth rate throughout.

<table>
<thead>
<tr>
<th>Year</th>
<th>Projection I</th>
<th>Projection II</th>
</tr>
</thead>
<tbody>
<tr>
<td>1986</td>
<td>9,000</td>
<td>7,500</td>
</tr>
<tr>
<td>1991</td>
<td>11,000</td>
<td>9,500</td>
</tr>
<tr>
<td>1996</td>
<td>14,000</td>
<td>12,000</td>
</tr>
<tr>
<td>2001</td>
<td>18,000</td>
<td>15,000</td>
</tr>
<tr>
<td>2006</td>
<td>22,000</td>
<td>20,000</td>
</tr>
</tbody>
</table>

With the population estimates projected into land requirements for residential purposes, it is estimated that by the year 2006 the Town of Edson will require between 885 acres for Projection II and 1090 acres for Projection I. The majority of residential development is anticipated to occur within the existing Town and the Hamlets of Glenwood and Grande Prairie Trail. Including the Hamlets, some 740 acres of the said territory were designated for residential uses. To service this projected population, it is estimated the Town would need between 45 to 60 additional acres of land for commercial requirements.

Because of the potential for resource development in the region, it was stated that the Town of Edson should have sufficient industrial lands within its jurisdiction to allow response to various types of demands. The Town proposed to annex approximately 3,792 acres of which approximately 2,300 acres are developable for industrial purposes. Industrial development was viewed by the Town as necessary to balance the projected residential growth and provide a solid economic and employment base. Of the remaining lands in the said territory the Airport takes up 130 acres and approximately 1,038 acres are unspecified as to use.

The Town of Edson's "General Municipal Plan 1982" estimates the Town has only 142 acres of land presently available for industrial uses. Much of these lands are subject to constraints which restrict development. The General Municipal Plan also indicates there is no land within the Town designated for medium or large types of industry. Particularly, there is a shortage of lands for low density types of industry like pipe, rig and vehicle storage. Five areas of the said territory containing approximately 2,300 acres are suggested for industrial development.
For ease of reference, the said territory has been divided into areas lettered A to F, with the Hamlets of Grande Prairie Trail and Glenwood left named. Starting in the northwest corner, the areas are lettered in a clockwise fashion.

Area "A" is located to the west and northwest of the Town of Edson and includes Section 18, the Northwest Quarter of Section 17, the North Half of Section 19 and the West Half of Section 20. Area "A" abuts Highway No. 16 to the south, the Hamlet of Glenwood in the southeast corner and includes a portion of the airport in the south and east. The Hamlet of Grande Prairie Trail forms the northeast border. Containing 1440 acres, it was proposed that the portions of Area "A" abutting the airport may be used for warehousing and service type industry. Those portions of Area "A" that abut the residential developments in the Hamlets of Glenwood and Grande Prairie Trail would be restricted to uses that would be compatible to such residential developments. A drainage pattern runs through the area and a large portion (220 acres) contains muskeg or wet areas, specifically the South West Quarter of Section 20, the South East Quarter of Section 19, the North East Quarter of Section 18 and the North West Quarter of Section 17. A further constraint was the existence of sour gas pipelines which restricted development in their vicinity. Servicing would be difficult in much of Area "A" and it was proposed that, as its potential for urban development was limited, the majority be utilized for storage type industries.

The area contains four quarter sections that are in single titles. The remaining lands have been subdivided into parcels of varying sizes. Only one owner in Area "A", John E. Gelmici (Portion of the South East Quarter of Section 18), objected to his lands being annexed to the Town of Edson. These lands are immediately east of the Hamlet of Glenwood and abut Highway No. 16 along the south border. Mr. Gelmici questioned the projected growth rates for the Town and claimed that the Town now had a sufficient land supply for 20 years and that his lands were not required for urban purposes.

Within the said territory there exist two urban centres, or hamlets, that were developed when Improvement District No. 14 had few land use regulations. It is noted that the Improvement District No. 14 has now adopted a "Land Use Strategy" prepared in 1981, which sets out the following (p. 30):

"Objectives

5.1.2. a) to encourage urban type developments to occur in the urban centres
b) to discourage or prohibit the use of land in the Improvement District for urban types of development so as to conserve the resource potential of the area as well as to avoid incurring unnecessary expenses for the construction of municipal services and facilities

Provisions

5.1.4. Where, it is in the opinion of the advisory bodies that a proposed development on lands outside of the urban areas is of a type that should be located within an urban area because of its intensity, characteristics, the level of municipal services required, etc., the advisory bodies shall not recommend the approval of such a development."

The Hamlet of Grande Prairie Trail, which includes a trailer park and contains a population of 532 persons, is described as being "semiurbanized". The south and east borders of the hamlet abut the boundaries of the Town of Edson in the extreme northwest corner. Contained within the East Half of Section 20, the North East Quarter and a portion of the South East Quarter of Section 21 the density of the Hamlet is low with a mixture of varying parcels ranging from 25 foot lots to parcels in excess of 80 acres.
The Town of Edson pointed out that if only Area "A" was annexed to the Town it would leave the Hamlet of Grande Prairie Trail as a "wedge" surrounded on three sides by the Town. It was suggested that the Hamlet is, for all practical purposes, an integral part of the Town and should legally become so.

Some 43 residents who own property in the Hamlet of Grande Prairie Trail signed a petition to the Board requesting their respective lands not be annexed to the Town of Edson. In so doing they listed the following reasons:

"1. Increase in assessment and taxation.
2. Lack of municipal services, i.e. paving, water and sewer, which could be provided by Edson.
3. A large number of our residents are senior citizens, living on fixed incomes and would have to sell their homes.
4. Possible drop in real estate values when and if the Town of Edson annexation is completed.
5. We feel that the Town of Edson has sufficient land at present and we do not feel that we should assume the municipal debt of the town when we did not benefit from the improvements."

Concern was expressed about lands in Area "A" being developed for industrial purposes which could conflict with the residential uses in the Hamlet and it was suggested that the Area be used for residential purposes. School bussing was now provided and it was desired that this be continued. Present zoning was requested to continue if annexed to permit the current land uses such as large holdings. Local improvements were requested to be done only at the abutting owners request or petition. Water service is now provided by the Town of Edson.

The Hamlet of Glenwood, containing a population of 658 persons, is more densely developed and described as "urbanized". Located immediately north of Highway No. 16 and south of the Edson Airport the hamlet's north and east borders touch the Town's west boundaries. While it is primarily "residential" in character, it is cut off from the residential areas within the Town of Edson by the airport to the north and industrial and commercial development to the east. While at one time there were health concerns about the potential contamination of local private water wells by septic tank discharges into local fields, the Town now services the Hamlet with potable water and sanitary sewer facilities.

A study commissioned by Alberta Municipal Affairs, "1979 Edson Fringe Area Review" determined that the Hamlets had a number of deficiencies in servicing standards. The main deficiencies were given as follows:

"Fire protection and storage facilities for water, the absence of adequate storm water management (open roadside ditches), lack of municipal garbage collection, land fill site (trench) draining into a creek that flows into the Town of Edson, and inadequate road standards which are rural rather than urban. The physical standards of the fringe though improved are still deficient. All the other amenities are provided by the Town of Edson, some by mutual agreements and cost sharing contribution with I.D. 14 and the main employment generation is within the Town of Edson."

Approximately 140 residents in the Hamlet of Glenwood signed a petition opposing the annexation of their respective lands to the Town of Edson. A submission on their behalf was made by L.H. Joy. It was stated that the community desired its independence from the Town and the right to maintain its own life style. Many owners were retired on fixed or limited incomes and would not be able to afford the anticipated increase in taxation. The residents felt they now had sufficient urban services and would gain little by being in the Town. Snow removal was a concern if annexed as well as the upkeep of roads by the Town. School bussing was now provided and it was questioned if the Town would continue the service. Further, the annexation of Glenwood would not add to the Town's supply of land for future urban uses.
The Town of Edson argued that as the Town was proceeding westward in its development this was an opportune time to consolidate the urban fringe developments with the Town into a single political jurisdiction. Planning reports since 1962 have recommended such an amalgamation or annexation. If not annexed and the portions of the said territory in Areas "A" and "E" were annexed, the Hamlet of Glenwood would be surrounded by the Town. It was further agreed there is a strong interdependence between both Hamlets and the Town with the fringe residents using cultural, recreational and other Town facilities. While Improvement District No. 14 does contribute to the cost of many of these facilities some capital costs were not supported.

A study done for the Town of Edson on the financial implications of the annexing the said territory stated the following:

"The residents of the Hamlet of Glenwood would be the hardest hit under annexation because they are currently paying substantially less than Edson residents for water and sewer and because there is no garbage collection service in the Hamlet. The effect of this will be to raise the average Glenwood household cost by about 87.7 per cent when combined with municipal tax increases".

Area "B", containing some 80 acres is located in the Northeast Quadrant of the Town of Edson. Due to two recent Orders annexing land to the Town (Orders 12329 and 13877, both effective January 1, 1980) the east, south and west borders of Area "B" now abut the Town. Subdivided into four lots, which are owned by members of the same family, it has changed in use from a farm residence to small holdings. There was no objection by the owners to the annexation of their respective lands to the Town.

The Area is on high land overlooking the Town of Edson to the southwest and an industrial development in the southeast. Suggested for residential development, it may be readily serviced through the extension of existing utilities now in the Town.

Area "C", located to the east of the Town of Edson, the majority of which is south of the Canadian National Railway right of way. Highway No. 16 enters the Town from the east on a curving right of way through the southern portion of the area. The portion between the highway and the railway has been subdivided into a number of small holdings some of which are now in industrial or commercial uses. The Town's sanitary sewer treatment plant is located in the east portion of Area "C" southeast of the Railway. To the north of the railway there is a 65 acre parcel which is considered farm land. Two land owners, Mary Joy (Lot H, South East Quarter of Section 23) and L.H. Joy (West Half of the South West Quarter of Section 24) objected to their lands being annexed to the Town. Mary Joy expressed concern about an increase in her property taxes without an increase in services by the Town and questioned her financial capability to meet these demands. L. Joy stated that a portion of his lands had been expropriated by the Town for the sanitary sewage lagoon which now preclude urban development near them. As the lands were the furthest east he questioned their urban use for some time. He requested he be allowed to continue farming the lands.

Highway No. 16, as it curves through the South East Quarter of Section 23, cuts off a parcel belonging to W.P. Sembal on which he has his residence. He claimed that the Town of Edson had shown no reason why his lands should be annexed. Further, they contained substandard soils and would be difficult to develop for urban purposes. In objecting, he submitted that Highway No. 16 was a logical south boundary for the Town.

Included in Area "C" is the South West Quarter of Section 14. The Edson Golf Club has title to some 114 acres with the Department of Transportation retaining an irregular shaped parcel in the southwest corner.

The Town of Edson submitted that the portion of the South Half of Section 23 that is south of the railway was now partially developed as industrial land and the Town required it for land supply and for servicing. The West Half of Section 24 contained the Town's sewage lagoons and provided a rational...
boundary. It is noted also that Alberta Transportation has plans to construct a Highway No. 16 by-pass route to the south of the Town of Edson. The proposed right of way will place those portions of the said territory located in the South West Quarter of Section 23 and the North West Quarter of Section 24 to the north of the highway and cut off these lands from Improvement District No. 14.

Area "D" is that portion of the said territory that lies to the south of the Town of Edson, the Canadian National Railway and the station grounds. Portions of Section 15 of the said territory were required by the Town to provide rational boundaries and to permit the Town to control development on its perimeter. A subdivision of six small lots is located in the North East Quarter of Section 15. The owners objected to the annexation of their respective lands to the Town stating "We feel that with the services we now have, the Town has nothing to offer us except a substantial increase in taxes."

A large portion of the territory in Area "D" (South Half of Section 18, North Half of Section 9 and the North East Quarter of Section 8) contain muskeg and poorly drained areas. Much of the land (South Half of Sections 8 and 9) is owned by the Crown. It is also noted that the proposed right of way for the Highway No. 16 by-pass will cut through the South Half of Section 9 and the North East Quarter of Section 8. The remaining portions of Section 8 to the south of the proposed right of way and that portion of Section 7 south of the Canadian National Railway contain a sour gas well and pipeline. Development of this portion is objected to by the Energy Resources Conservation Board.

The Town of Edson pointed out that the North East Quarter of Section 9 contains the Town's solid waste disposal site. A helipad was located in this area and the area was required in the Town's jurisdiction to control land uses adjacent to the Town's built up area.

D. and L. Bailer, the owners of a 6 acre parcel in the southwest corner of the South West Quarter of Section 9, objected to their lands being annexed to the Town of Edson. Of a total of 19 parcels of land involved only two owners of parcels opposed the annexation.

Area "E", containing approximately 390 acres in 9 parcels of varying sizes, is located between Highway No. 16 on the north and the Canadian National Railway to the south as it traverses at an angle from northeast to southwest. Proposed for industrial uses, a use now found in the area, it was suggested that the area could be served by rail. It is noted that the proposed Highway No. 16 by-pass route is proposed to cross the Canadian National Railway and then rejoin the present alignment in the North West Quarter of Section 8. An overpass is proposed and it is anticipated the design may include an entrance into the Town of Edson from the west. Another interchange has been suggested where Ranges 17 and 18 meet on Highway No. 16. Depending upon designs and the traffic on Highway No. 16 it is conceivable that this area may be isolated from the Town.

One owner, N. Kehler, (North East Quarter of Section 8) objected to her lands being annexed to the Town of Edson. Of specific concern was the possibility of increased property taxes and as her property abuts Highway No. 16 it could be zoned Highway Commercial which could result in a substantial tax increase.

Area "F" was proposed by the Town of Edson for industrial uses. Located in Range 18, it contains those portions of Section 2, 11 and 12 to the north of the Canadian National Railway together with the South Half of Sections 13 and 14 which abut Highway No. 16 with their south borders. This area contains the Hudson Bay Oil and Gas Company's (now owned by Dome Petroleum Limited) Gas Processing Plant (316.42 acres). In Area "F" the Crown has title to 176 acres, the Director, Veteran's Land Act, has title to 156 acres and the balance, containing 1107 acres is owned by thirteen joint owners. Some 55.5 percent of the soils in this area are classified in the Canada Land Inventory as Class 4, 5.25 percent as Class 3, 18 percent as Class 2 and 1.5 percent as Class 1. The area is interlaced with a number of sour gas wells and pipelines which will require set backs for development. The topography of the area is irregular with some slopes being in excess of 10 percent. Those portions of
Area "P" located between the Canadian National Railway and Highway No. 16 are suggested by the Town of Edson for heavy industrial use because of railway access, better topography, existing heavy industrial uses and the prevailing winds would blow obnoxious odors or smoke away from the built up areas of the Town. The balance of lands in this area, to the north of Highway No. 16, could be services with water and sanitary sewer utilities and it was suggested they be subdivided into small parcels of less than 4 acres and used for light industrial uses.

Dome Petroleum Limited (Dome) described Area "P" as the "western appendage" and opposed the expanding of an urban centre near or to its sour gas processing facility when other lands are available for urban purposes. While there are restrictions on development imposed by both the Subdivision and Transfer Regulations and the Energy Resources Conservation Board, Dome claimed there was no assurance development would not take place. In Alberta there are no similar type plants in urban centres but Dome ran into difficulties with its ethane and natural gas liquid extraction facility in Edmonton. When this facility was annexed into the City the company was not permitted to expand.

Dome estimated that the total gross industrial land requirement by the Town of Edson is unlikely to exceed 600 acres to the year 2007. It was claimed that the development of heavy industries in rural urban communities is limited as is development of industrial warehouse parks with a major trade function. Most of this type of service would be provided from Edmonton. Further, most new industries will require sites of 2.47 acres or less and railway access would not be a factor. It was submitted that if the Town of Edson was not to annex Area "P", but annex the remaining territory, it would have in excess of 1300 acres available for urban development.

In rebuttal, the Town of Edson argued that Dome's projection of industrial lands required by the Town, based on a 1971 report, was now outdated. Further, it failed to consider the industrial uses now being made on parcels within the said territory of which there were a minimum of 600 acres used, developed and assessed as "industrial". This would include the 316 acres upon which Dome's gas plant is located. Area "P" was now subjected to fragmentation and uncontrolled development in its current jurisdiction and this could continue.

At current assessments and mill rates, Dome would pay less property taxes on its property in Area "P" if in the Town of Edson.

The Energy Resources Conservation Board recommended against urban development of Area "P".

D. and M. Hird, owners of a portion of the North East Quarter of Section 11 and a portion of the South East Quarter of Section 12, opposed the annexation of their lands to the Town of Edson. They expressed concern that their taxes would rise. W., E. and Dale Scobey now have some industrial development on their lands, being a portion of the South East Quarter of Section 12, in the form of a warehouse. This was now empty and they were unable to develop the remaining lands. They were concerned about their taxes increasing. As they were now self-sufficient, they had no need for Town services. Accordingly, they objected to the annexation of their lands to the Town.

Of the 371 individual owners of lands within the said territory 140 or 37.74 per cent of the total owners objected.

In 1982 the Town of Edson had a General Engineering Study completed which considered the water plant, the sanitary sewer and treatment facilities, solid waste and transportation systems. This study included all the Town and said territory with the exception of Area "P". All the study areas were found to be serviceable.

The Town of Edson currently obtains its raw water supply from wells drilled into a local aquifer. There was some question whether this aquifer will be sufficient to meet the Town's future water requirements. However, as it was
the most economical source, the Town planned to use it if at all possible. If the aquifer was not a sufficient supply or failed the Town would be forced to obtain its raw water supply from the McLeod River which runs from west to east and is located to the south of the Town. Because there was concern that impurities may be released from the Dome Gas Processing Plant into the river, it was proposed that the raw water intake be located upstream. Dome rejected this concern. The desire to have the raw water supply line within its jurisdiction was given as an additional reason for requesting that Area "P" be annexed to the Town. There is now sufficient reservoir storage in the Town to serve a population of 10,500 persons.

The Town of Edson's sewage treatment system has a design capacity to serve a population of 10,500 people and can be expanded on the same site to accommodate a population of 25,000 persons. New trunk mains will have to be constructed on an "as required basis" as new areas are developed.

Storm water drainage has been mainly handled by surface run off. However, the Wase and Popular Creek basins are now at capacity and storm water management will be required for any new developments in these basins.

The existing transportation system was stated to be adequate to serve a population of 20,000 persons.

Improvement District No. 14 (I.D. 14) recognized "that the urban entity of Edson must be consolidated and allowed to grow". While in favour of the annexation of the said territory to the Town of Edson concern was expressed about the transitional problems which may occur. Improvement District 14 questioned the Town of Edson's population projection and doubted if the Town would exceed 12,000 persons by the year 2006. The Town's population projections were considered "overly optimistic", projected industrial land use requirements were viewed as "excessive" and "unrealistic". It was claimed that, because of the extent of muskeg south of Highway 16, development of Sections 11 and 12 in Area "P" was impractical.

Improvement District No. 14 pointed out that over the years it has made contributions to the Town of Edson's fire protection, ambulance service, recreational and library services. Recently, $184,000 was paid towards a new recreational complex and library. An average of $128,413.00 annually for the last three years has been made in Industrial Tax Transfers. Further, Improvement District No. 14 has put a great deal of effort into upgrading the fringe areas.

While appreciating that the residents in the Hamlets of Glenwood and Grande Prairie Trail do pay lower property taxes than similar property in the Town of Edson it was submitted that this was because the life styles in these Hamlets are different. However, most of the people in the Hamlets are happy with the level of services they now receive. It was recommended that, if the Hamlets are annexed, the Board Order provide that property taxes be restricted to increases of 15 percent in each of the next five years. Local improvements should not be implemented unless they have the support of the majority of affected residents and a separate Council Member to represent the Hamlets' interests was recommended.

The Regional Director, Central and Eastern Region, Improvement Districts Administration of Alberta Municipal Affairs was of the opinion that the said territory in total was excessive of actual projected requirements and suggested an area of approximately 3400 acres as being adequate. This would limit the territory south of the Canadian National Railway to that portion which will be to the north of the projected by-pass route for Highway No. 16 and excludes Area "P".

If the resource developments did proceed, Improvement District No. 14 stated it would not have the infrastructure or the means to provide for the resulting increase in population and it was best that such population growth and urban development take place within the Town of Edson.
The following is an extract from the minutes of the Yellowhead Regional Planning Commission's meeting of October 15, 1982:

"Edson Annexation - Planner, Andy Swidiski, advised that since the last Commission meeting, a joint meeting has taken place with I.D. 14, Town of Edson, Commission staff and the consultant for the Town. The staff is now recommending that the submission by the Town is being recommended for support by the Commission with one exception. That being the land south of the railway which for the most part is organic soil and difficult to develop. The Town wishes to have this land included in order to provide them with rigid control. It is felt that this control could be achieved by the implementation of a joint General Municipal Plan which is now being proposed. I.D. 14 supports the Town's request as it stands. In reply to a question as to why staff is now recommending Secs. 11 and 12, when in the first submission, opposition was voiced, Mr. Swidiski replied that originally there was no knowledge of the proposed pipeline; no indication that the demand for that amount of industrial land existed; the existence of good access to the Town, Coal Branch, railway, etc. A motion was presented to the effect that the Commission support the annexation request by the Town of Edson subject to staff regulations.

Motion: Kremeniuk-Doll

An amendment to the motion was presented to the effect that the Commission support the inclusion of Sections 7, 8 and 9 south of the railway.

Motion: Didow-Lindsay

CARRIED

(Opposed: Doll, Godberson & Fellows)

The vote on the motion as amended carried.

(Opposed: Miner, Godberson, Doll, Fellows, Kreiner)

The above motion was amended at the Commission's meeting of November 26, 1982, to the effect "...that the Dangerous Goods Route be excluded from the proposed annexation area". This route is proposed to be located north and south on the road allowance between Ranges 17 and 18, and on east west road allowance on the Town of Edson's north boundary. These road allowances are not included in the said territory.

The above position of the Commission was maintained at the hearing.

Alberta Agriculture, by letter to the Board dated August 11, 1982, made the following comments:

"1. Canada Land Inventory capability ratings for the lands under consideration range from 4D, 5W, 5C and Organic. The class 4D lands are the better soils for agriculture in this region. Based on Alberta Hail and Crop Insurance information these lands have an average soil productivity rating of 50 per cent - 64 per cent.

2. The south halves of sections 13, 14 and part of section 14-53-17-W5 are currently being farmed.

It appears there are poorer quality agricultural lands to the northwest of the townsite, however, the proposed annexation utilizes already developed infrastructure and services. Agriculture has no objections regarding the application."

By letter to the Board dated June 30th, 1982, Alberta Transportation dealt extensively with the ramifications the annexation of all the said territory would have on the operation of Highway No. 16.
"The proposal would affect a considerable amount of land and a lengthy section of Highway 16. Highway 16, the Yellowhead Route, is an interprovincial corridor as well as an important highway in the provincial primary highway system and must be planned and protected as a high capacity, efficient long distance highway. The Department presently is in the planning stage of developing a Highway 16 relocation route, which is anticipated to go around the Town of Edson to the south as illustrated on the attached tentative sketch showing the proposed alignment and its relationship to the Town's existing boundaries.

The new route will provide a high level of service and an uninterrupted passage for through traffic, and will not only save travel time and fuel consumption for most of the highway users, but also reduce the undesirable effects associated with highway traffic on local residents. These objectives will be more difficult to achieve if the highway passes through an urban settlement.

The Department recognizes and supports the Town's objective in consolidating the surrounding fringe area, specifically the communities of Glenwood and Grande Prairie Trail, under a single jurisdiction so that growth can be proceeded under properly co-ordinated guidance. However, this proposal would stretch the Town's boundaries westerly along Highway 16, almost three miles beyond the existing fringe area and includes a considerable amount of land on both sides of the highway. From a highway operation and management point of view, the Department is concerned about the creation of strip development along the highway, future development pressure for urban type access onto this rural free-flow facility and the demand for local traffic movements crossing the highway. It is foreseeable that there might be future operation and management problems for the highway and careful planning for internal traffic circulation in relation to highway operation would be essential.

Although there may be other land use planning factors in deciding how extensively the Town should expand and in which direction the Town should proceed with its growth, it is the opinion and recommendation of this Department that the Board, the Town, and other concerned parties recognize the function and importance of the Yellowhead Highway, and that the free-flow operation of this major interprovincial transportation corridor be clearly defined, recognized and protected.

Pursuant to the Public Highways Development Act, the Department will control access along Highway 16 regardless of the location of the Town's boundaries. In conjunction with the Highway 16 twinning program, the Department will implement access control to restrict highway access to suitably spaced locations. Interchange will be planned for major access roads and highway intersections.

The Department has been working in co-operation with the Town and its consultants in completing the Edson Area Transportation Study, and recently agreed to participating in an update of the Study. Multilaning of Highway 16 between Highway 47 junction and Edson is tentatively scheduled for the 1983-84 construction program. If the proposed annexation proceeds and plans for subdivision and development in the vicinity of the highway are being developed, a preplanning process should be undertaken in conformance with the intent and spirit of the Planning Act to assess and ameliorate future land use impact on highway operation, and to ensure development's compatibility with future highway planning and operation. The Department would welcome the opportunity to participate in such pre-planning process and provide comments and recommendations on highway related matters."

Because of the sour gas wells, pipelines and plant within the said territory, the Energy Resources Conservation Board was asked to comment on the annexation of the said territory to the Town of Edson. By letter, dated December 23, 1982, to the Board the following comments were made:
"...The Energy Resources Conservation Board has now had an opportunity to review the proposal. On the basis of that review, the Board concludes that it is not appropriate to develop sections 2, 11, 12, 13 and 14 of township 53, range 18 and portions of 7, 8 south of the railway and 19 township 53, range 17 because of the existence of sour gas facilities.

The attached figure indicates the approximate location and sour gas level of the sour gas plant, sour pipelines and sour wells with respect to the annexation area.

The Board is not opposed to the annexation per se. However, the Board is of the opinion that it would be a serious mistake to permit development in the above mentioned sections where a number of sour gas wells and pipelines exist, until the sour gas reserves have been substantially depleted."

The Board, having considered all of the evidence presented to it at the hearing, has reached the following conclusions:

1. That, based on the premise that the Government of Alberta will retain its present policy of accommodating the population generated by resource developments in existing urban centres rather than create new urban communities and on the premise that during the planning period of the next twenty years, there will be a recovery in the world economy to that of the '70's with a demand for coal, oil, gas and wood products and after reading the studies done on behalf of Bentherm Resources Limited and Mercoal Minerals Ltd. in support of their projected coal developments it is apparent that the Town of Edson has a good potential to grow in population and urban development. Further, it is the only urban centre in its immediate area which will have the infrastructure and capability to respond to the urban demands such future resource developments may create.

2. That, in order to meet the potential demands for urban development, the Town of Edson will require additional territory in its jurisdiction. While in the normal situation the annexation of the said territory by an urban community the size of the Town of Edson would be far in excess of the community's requirements it may not be in respect to the Town of Edson. Much of the said territory, because of low lying wet lands, muskeg, sour gas pipelines and wells and other constraints to development, cannot be developed, yet, in order to reach and service other lands they must be included. All the lands contain mainly poor soils and much has been subdivided into small holdings not conducive to farming so agriculture will not be greatly affected. Further, where there is a potential for large resource developments within the region for which it is evident that a certain urban centre will be expected to provide the urban requirements, it is not unreasonable for that urban municipality to have an excess of territory within its jurisdiction so it may plan in advance the utility, transportation and other urban infrastructures in order to quickly respond to demands that may be made.

3. That, the Board, in deciding which lands in the said territory should be annexed to the Town of Edson used the following criteria:

a) There should be annexed to the Town of Edson all the land that "...is of a type that should be located within an urban area because of its intensity, characteristics, the level of municipal services required, etc..." (5.1.4. Land Use Strategy - I.D. 14)

b) That, that portion of the said territory to the south of the Canadian National Railway right of way which will be to the south of the proposed by-pass route for Highway No. 16 should not be annexed. This alignment provides the Town of Edson with a logical southern boundary and the highway will carry increasing traffic which should not be interfered with by crossings or internal traffic patterns. Lands to the north of the by-pass will be subject to development pressures and should be in the Town's jurisdiction for control purposes.
(c) That, the Board, while recognizing the potential hazards of urban development encroaching upon sour gas wells and pipelines, lacks the expertise to properly adjudicate on the matter and accepts the recommendations of the Energy Resources Conservation Board.

4. (a) That, those portions of the said territory in Areas "A", "B", "C", and that portion of Area "D" to the north of proposed Highway No. 16 by-pass route should be annexed to the Town of Edson.

(b) That, Area "E" is north of the Canadian National Railway and while it is to the south of Highway No. 16 it will have the benefit of one interchange and the potential of a railway overpass which may be designed to provide access to and from the Town of Edson. This area, being serviceable by the railway, would provide developable industrial lands and should be annexed to the Town.

(c) That, the Hamlets of Glenwood and Grande Prairie Trail are urban in character and are now well integrated with the Town of Edson. The situation of urban development close to larger urban communities is not unique in Alberta and, it has been observed, that once amalgamated difficulties disappear and a healthy united community usually evolves. Appreciating that there will be a period of transition with some hardship to the residents in the Hamlets the Board accepts the recommendation of Improvement District No. 14. Accordingly, both Hamlets should be annexed to the Town and tax relief provided for a period of five years.

(d) Accepting the recommendation of the Energy Resources Conservation Board, Area "F" and those portions of Area "D" south of the proposed by-pass route for Highway No. 16 should not be annexed to the Town of Edson.

5. That the application by the Town of Edson to annex to the Town the said territory and thereby its separation from Improvement District No. 14 should be GRANTED IN PART.

THEREFORE, subject to the Lieutenant Governor in Council approving this Order or prescribing conditions that the Order is subject to and approving the Order subject to those conditions, or varying the Order and approving the Order as varied, IT IS ORDERED AS FOLLOWS:

I. That there be annexed to the Town of Edson, in the Province of Alberta, and thereupon be separated from Improvement District No. 14, that territory set out and described in Schedule "C" attached hereto.

(A sketch showing the general location of the annexed lands is attached as Schedule "A").

II. That any taxes owing to Improvement District No. 14 as at December 31, 1983, in respect of the aforementioned properties shall transfer to and become payable to the Town of Edson together with any lawful penalties and costs levied thereon in respect of any such taxes; however, upon the Town of Edson collecting any or all of such taxes, penalties or costs, such collection shall forthwith be paid by the Town to Improvement District No. 14.

III. (A) That the assessor for the Town of Edson shall, for taxation purposes in the year 1984 and henceforth, classify and reassess the annexed lands and assessable improvements thereon, which are by this Order annexed to the Town of Edson, in the following manner:

1. Farm Property

(i) improvements, other than a farm residence, which had they remained in Improvement District No. 14 would be classified as "farm buildings" shall be classified as "farm buildings", within the definition established by the Municipal Taxation Act, and
the assessment thereof shall be 60 per cent of like improvements within the Town of Edson during 1984, 70 per cent during 1985, 80 per cent during 1986, 90 per cent during 1987 and 100 per cent during 1988 and each year thereafter.

(ii) farm residences shall be treated as residential improvements and the assessment thereof shall be 60 per cent of like improvements within the Town of Edson during 1984, 70 per cent during 1985, 80 per cent during 1986, 90 per cent during 1987 and 100 per cent during 1988 and each year thereafter.

2. Residential Property

(i) land and improvements classified as being residential in nature when compared to like property within the Town of Edson shall be considered residential property and assessed at 60 per cent of like property during the year 1984, 70 per cent during the year 1985, 80 per cent during the year 1986, 90 per cent during the year 1987 and 100 per cent during the year 1988 and each year thereafter.

3. Non-Classified Property

(i) property not falling within a classification outlined in subclause 1 and 2 shall be classified and assessed as like property within the Town of Edson.

4. Vacant Land

(i) land which is vacant shall be classified and assessed as like property within the Town of Edson and the provisions of Clause III(A) (1)(2)(3) shall apply where applicable.

(B) That the Town of Edson may apply to the Board, at any time during the terms set out, for a review of the assessment direction and the Board may, for good and sufficient reasons, order the provisions of Clause III(A) to be varied, extended or rescinded.

(C) That should the Town of Edson undertake and implement a general reassessment, the new assessment values will apply to all lands and improvements thereon that are by this Order annexed to the Town of Edson, but such a general reassessment shall not affect the provisions of Clause III(A).

(D) That the provisions of the Municipal Taxation Act regarding the assessment roll shall mutatis mutandis apply to the above assessment directions.

IV. That the Chief Provincial Assessor, appointed pursuant to the provisions of The Municipalities Assessment and Equalization Act, shall for taxation or grant purposes commencing in the year 1984, reassess or revalue, as the case may be, all properties that are assessable or subject to valuation under the terms of The Electric Power and Pipe Line Assessment Act and The Municipal and Provincial Properties Valuation Act, and which lie within the areas that are by this Order annexed to the Town of Edson, so that the assessment or valuation shall be fair and equitable with properties of a similar nature.

V. That the effective date of this Order is the First (1st) day of January, 1984.

DATED and signed at the City of Edmonton, in the Province of Alberta, this 3rd day of March A.D., 1983.
SCHEDULE "A"

A SKETCH SHOWING THE GENERAL LOCATION OF THE AREAS AFFECTED BY BOARD ORDER No. 16195

EFFECTIVE DATE: JANUARY 1, 1984

AREA ANNEXED

AREA APPLIED FOR BUT NOT ANNEXED

SCHEDULE "A"
A SKETCH SHOWING THE GENERAL LOCATION OF THE AREAS AFFECTED BY BOARD ORDER No. 16195
EFFECTIVE DATE: JANUARY 1, 1984

AREA ANNEXED
AREA APPLIED FOR BUT NOT ANNEXED
SCHEDULE "B"

DESCRIPTION OF TERRITORY SOUGHT FOR
ANNEXATION TO THE TOWN OF EDSON

1. All those portions of the north half of section two (2), township fifty-three (53), range eighteen (18), west of the fifth meridian, lying northerly of the railway shown on plan 691 A.C.

2. All those portions of section eleven (11), township fifty-three (53), range eighteen (18), west of the fifth meridian, lying northerly of the railway shown on plan 691 A.C.

3. All those portions of section twelve (12), township fifty-three (53), range eighteen (18), west of the fifth meridian.

4. The south half of section thirteen (13), township fifty-three (53), range eighteen (18), west of the fifth meridian.

5. The south half of section fourteen (14), township fifty-three (53), range eighteen (18), west of the fifth meridian.

6. The section seven (7), township fifty-three (53), range seventeen (17), west of the fifth meridian.

7. The section eight (8), township fifty-three (53), range seventeen (17), west of the fifth meridian.

8. The section nine (9), township fifty-three (53), range seventeen (17), west of the fifth meridian.

9. The north west quarter of section fourteen (14), township fifty-three (53), range seventeen (17), west of the fifth meridian.

10. All that portion of the south west quarter of section fifteen (15), township fifty-three (53), range seventeen (17), west of the fifth meridian, not within the town of Edson.

11. All those portions of the north half of section fifteen (15), township fifty-three (53), range seventeen (17), west of the fifth meridian, not within the town of Edson.

12. All those portions of the south half of section sixteen (16), township fifty-three (53), range seventeen (17), west of the fifth meridian, not within the town of Edson.

13. The south half of section seventeen (17), township fifty-three (53), range seventeen (17), west of the fifth meridian.

14. The north west quarter of section seventeen (17), township fifty-three (53), range seventeen (17), west of the fifth meridian.

15. The section eighteen (18), township fifty-three (53), range seventeen (17), west of the fifth meridian.

16. The south half of section nineteen (19), township fifty-three (53), range seventeen (17), west of the fifth meridian.

17. The section twenty (20), township fifty-three (53), range seventeen (17), west of the fifth meridian.

18. All those portions of the west half of section twenty-one (21), township fifty-three (53), range seventeen (17), west of the fifth meridian, not within the town of Edson.
19. ALL THOSE PORTIONS OF SECTION TWENTY-THREE (23), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, NOT WITHIN THE TOWN OF EDSON, EXCEPTING THEREOUT ROAD PLAN 5581 P.X.

20. THE WEST HALF OF SECTION TWENTY-FOUR (24), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, EXCEPTING THEREOUT ROAD PLAN 5581 P.X.

21. ALL GOVERNMENT ROAD ALLOWANCES LYING WESTERLY AND SOUTHERLY OF THE ABOVE DESCRIBED LANDS, EXCEPTING THEREOUT:

a) THAT NORTH SOUTH GOVERNMENT ROAD ALLOWANCE ADJOINING THE WEST BOUNDARY OF THE NORTH WEST QUARTER OF SECTION TWO (2), TOWNSHIP FIFTY-THREE (53), RANGE EIGHTEEN (18), WEST OF THE FIFTH MERIDIAN, LYING NORTH OF THE RAILWAY, AS SHOWN ON PLAN 691 A.C.

b) THAT NORTH SOUTH GOVERNMENT ROAD ALLOWANCE ADJOINING THE WEST BOUNDARIES OF THE WEST HALF OF SECTION ELEVEN (11), AND SOUTH WEST QUARTER OF SECTION FOURTEEN (14), ALL WITHIN TOWNSHIP FIFTY-THREE (53), RANGE EIGHTEEN (18), WEST OF THE FIFTH MERIDIAN.

c) THAT NORTH SOUTH GOVERNMENT ROAD ALLOWANCE ADJOINING THE WEST BOUNDARY OF THE SOUTH WEST QUARTER OF SECTION SEVEN (7), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, AND LYING SOUTH OF THE NORTH LIMIT OF THE RAILWAY, AS SHOWN ON PLAN 691 A.C.

d) THOSE NORTH SOUTH GOVERNMENT ROAD ALLOWANCES ADJOINING THE WEST BOUNDARIES OF THE NORTH WEST QUARTER OF SECTION EIGHTEEN (18), SOUTH WEST QUARTER OF SECTION NINETEEN (19) AND NORTH WEST QUARTER OF SECTION TWENTY (20), ALL WITHIN TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

THE ABOVE DESCRIBED TERRITORY CONTAINS TWO THOUSAND NINE HUNDRED NINETY-NINE AND NINETY-THREE HUNDREDS (2,999.93) HECTARES (7,413 ACRES), MORE OR LESS.
SCHEDULE "C"

DESCRIPTION OF TERRITORY ANNEXED TO
THE TOWN OF EDSON

1. ALL THAT PORTION OF SECTION SEVEN (7), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN WHICH LIES NORTH OF THE NORTH LIMIT OF THE RAILWAY AS SHOWN ON PLAN 691 A.C.


4. THE NORTH WEST QUARTER OF SECTION FOURTEEN (14), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

5. ALL THAT PORTION OF THE SOUTH WEST QUARTER OF SECTION FIFTEEN (15), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, NOT WITHIN THE TOWN OF EDSON.

6. ALL THOSE PORTIONS OF THE NORTH HALF OF SECTION FIFTEEN (15), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, NOT WITHIN THE TOWN OF EDSON.

7. ALL THOSE PORTIONS OF THE SOUTH HALF OF SECTION SIXTEEN (16), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, NOT WITHIN THE TOWN OF EDSON.

8. THE SOUTH HALF OF SECTION SEVENTEEN (17), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

9. THE NORTH WEST QUARTER OF SECTION SEVENTEEN (17), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

10. THE SECTION EIGHTEEN (18), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

11. THE SOUTH HALF OF SECTION NINETEEN (19), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

12. THE SECTION TWENTY (20), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

13. ALL THOSE PORTIONS OF THE WEST HALF OF SECTION TWENTY-ONE (21), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, NOT WITHIN THE TOWN OF EDSON.

14. ALL THOSE PORTIONS OF SECTION TWENTY-THREE (23), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, NOT WITHIN THE TOWN OF EDSON, EXCEPTING THEREOUT ROAD PLAN 5581 P.X.
15. THE WEST HALF OF SECTION TWENTY-FOUR (24), TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN, EXCEPTING THEREOUT ROAD PLAN 5581 P.X.

16. ALL GOVERNMENT ROAD ALLOWANCES LYING WESTERLY AND SOUTHERLY OF THE ABOVE DESCRIBED LANDS, EXCEPTING THEREOUT:

   THOSE NORTH SOUTH GOVERNMENT ROAD ALLOWANCES ADJOINING THE WEST BOUNDARIES OF SECTIONS SEVEN (7), EIGHTEEN (18) AND NINETEEN (19), ALL WITHIN TOWNSHIP FIFTY-THREE (53), RANGE SEVENTEEN (17), WEST OF THE FIFTH MERIDIAN.

17. THE ABOVE DESCRIBED SECTIONS OR PORTIONS THEREOF INCLUDES THOSE SUBDIVIDED LANDS LYING THEREIN AND THE HAMLETS OF GRANDE PRAIRIE TRAIL AND GLENWOOD.

THE ABOVE DESCRIBED TERRITORY CONTAINS ONE THOUSAND SEVEN HUNDRED SIXTY-SIX AND THIRTY-SIX HUNDREDTHS (1,766.36) HECTARES (4,364.76 ACRES), MORE OR LESS.
APPENDIX

1. THAT CLAUSE II OF BOARD ORDER NO. 16195 OF THE ALBERTA LOCAL AUTHORITIES BOARD IS RENUMBERED CLAUSE II(B) AND THE FOLLOWING CLAUSE II(A) BE INSERTED IMMEDIATELY BEFORE SAID CLAUSE II(B):

"II(A) THAT ANY MUNICIPAL TAXES COLLECTED BY IMPROVEMENT DISTRICT NO. 14 IN RESPECT TO THE 1983 TAX YEAR AND IN RESPECT OF THE AFOREMENTIONED PROPERTIES, ONE-THIRD OF SUCH MUNICIPAL TAXES SHALL TRANSFER TO AND BECOME PAYABLE TO THE TOWN OF EDSON."

2. THAT CLAUSE III(A) OF BOARD ORDER NO. 16195 OF THE ALBERTA LOCAL AUTHORITIES BOARD IS VARIED BY THE ADDITION OF THE WORD AND FIGURE "IN 1983" IMMEDIATELY AFTER THE WORDS "THAT THE ASSESSOR FOR THE TOWN OF EDSON SHALL".


RECEIVED
JUL 2 1983
LOCAL AUTHORITIES BOARD