

THE LOCAL AUTHORITIES BOARD

ORDER No. 10519

File No. 22(A)4

Before:  
The Local Authorities Board  
for the Province of Alberta

In the matter of The Municipal Govern-  
ment Act:

And in the matter of an application by the  
City of St. Albert, Alberta, for annexation  
of certain territory lying immediately adja-  
cent thereto

Pursuant to section 20 of The Municipal Government Act, an application was made by the Council of the City of St. Albert, in the Province of Alberta, petitioning for the annexation of the territory which lies immediately adjacent to the said city as described in Schedule "B" attached to this Order, from the County of Parkland No. 31 and the Municipal District of Sturgeon No. 90. The Board conducted a public hearing of the matter in the said city, commencing April 12, 1977 and with adjournments from time to time, involving sixteen days of hearings, ended March 7, 1978.

The City of St. Albert was represented by its Counsel, A. Brownlee; its then Mayor, Dr. R.H.M. Plain; D. L. Makale, Planner; Dr. J. M. Rienstra, Economist; M. Kvatum, Appraiser; K. Foster, Engineer; N. J. Nuttal, Engineer; R. Byron, City Manager; and W. Gordon, City Planner.

The Municipal District of Sturgeon's position was put forth by its Counsel, J. Agrios and A. Lefevre; Planners, K. C. Mackenzie and O. Lovatt; and P. Nichols, Economist.

N. Giffen, B. Clarke and J. Hilliard of the Edmonton Regional Planning Commission staff appeared on behalf of the Commission.

Reeve Miller appeared on behalf of the County of Parkland and L. Hole, as Chairman of the Board made a submission on behalf of the Sturgeon School Division No. 24.

Landowner A. Harrold appeared on his own behalf.

The City of Edmonton was represented by its City Solicitor, H. Wilson; its Planners, D. Podmore and T. Loat; D. Rhyason of its Transportation Division; and R. Domingo of its Water and Sanitation Division.

*CITY OF ST. ALBERT — APPLICANT*

Mayor Plain pointed out that while the City of St. Albert had achieved a high standard in terms of family residential environments, it was primarily "a dormitory-bedroom community" with 94% of its assessment being residential and 6% commercial and industrial. The city desired a more balanced community with a better industrial and commercial base which could provide the residents with employment and cut down on travelling. He projected the eventual building of a new university on the previously selected site for the Athabasca University. As this would require utility and transportation planning to meet its requirements, he felt it should be brought into St. Albert. Sewage facilities capacity had already been provided.

River Lot 56 belonged to the Crown and because it was forested and along the banks of the Sturgeon River, had recreation potential. Because the land was not within the city, it was difficult to organize for the recreational needs of the community, or to provide it with the necessary fire protection and policing.

Mayor Plain submitted that on the assumption the University of Athabasca would be located on the lands acquired for it, the City of St. Albert had constructed its 12-mile sewage system to accommodate it and a population of 105,000. This oversizing has cost the city \$1,200,000, without funding from the province. Further, because of the utility's location, it is best suited to service those lands east of the city which are petitioned for annexation.

Public response to the annexation had been gained through public hearings and by a plebiscite. Mayor Plain informed the Board that there had been strong support for the proposed annexation.

D. L. Makale reviewed St. Albert's place in the regional setting of Northern Alberta, parts of British Columbia and the Northwest Territories. While in an agricultural setting, the impetus for growth in the Edmonton region was directly related to the Leduc discovery of oil in 1947. In tracing growth patterns, he pointed out that between 1951 and 1976 Edmonton grew from 170,929 to 469,559 or 170%. During the same period, its subregion's growth was from 40,071 to 136,531 or 240%, while St. Albert's population grew from 1,129 to 23,960 or from 0.5% to 4% of the subregion's total (including Edmonton) population. Mr. Makale projected Edmonton's regional growth in the next 25 years to achieve a population of more than 1,000,000 people. He emphasized that the additional people would have to be housed somewhere, including St. Albert.

Reasons given for St. Albert's phenomenal growth included its scenic and historical setting, the availability of urban amenities and cheaper lands for housing relative to City of Edmonton costs. Its immediate proximity to Edmonton and good roads had promoted it as a "dormitory" or "bedroom" community with the majority of its work force employed in and commuting to and from Edmonton. Essentially, St. Albert has a "spillover population" from the City of Edmonton.

For future population growth projections, Mayor Plain referred to studies done by the University of Alberta's Population Research Laboratory. It considered three components — fertility, mortality and migrations. The study produced four estimates from low to high. The one chosen by the St. Albert Planning Department as being most compatible with recent growth trends showed populations for 1977 at 25,478; 1980 at 31,979; 1985 at 43,656; 1990 at 56,270; 1995 at 69,467; and for the year 2000 a population of 83,033.

He pointed out that within the existing boundaries of St. Albert there was sufficient residential land to house a total population of up to 55,000 people. Two major development companies, with holdings in the north west and north east of the city, if annexed and developed, could provide for an additional population of 40,000 people.

A second university, while "temporarily postponed", would eventually be required to service the Edmonton region. Mr. Makale stated the present University of Alberta was now at capacity and lacked space to grow. With regional population growth, alternative university facilities would have to be provided, similar to the situation in Vancouver, which led to the creation of the Simon Fraser University, and that such a development was inevitable. Because St. Albert was the previous choice of location and the Provincial Government still held these lands, he argued it was logical for this site to again be the chosen location for such a new university.

As and when this occurred, it was argued, would result in an immediate growth factor over and above current projections of population. By the seventh year of operation, he estimated a staff of 1,000 academic and 1,425 non-academic persons. With an estimated student population of 10,000, such a university operation could generate between 16,400 and 21,500 additional residents.

The interaction between the City of St. Albert and the university — culturally, socially and physically — Mr. Makale claimed, would create needs for community services such as housing, recreational and commercial facilities. He stressed the need to plan now for these facilities together with the proper road networks, and utility servicing. Plans for development limited to the Woodlands subdivision did not make such provision, and could create further problems.

Reference was made to additional provincially-owned lands in section 12, township 54, range 25, west of the fourth meridian. Evidence was given that these were acquired for "a long term program and may be partially utilized by transportation and utility right-of-ways". He argued these lands should be in the city to facilitate future planning, and to permit utility servicing to industrial lands the city may gain jurisdiction over to the east.

Mr. Makale projected a need, in the amount of 160 acres, for recreational lands in addition to normal reserves. This would accommodate large scale sports facilities, park areas and schools.

He pointed out that St. Albert's retail and commercial sectors are not developed to their potential. In anticipation of this, he projected the need for 23 acres by 1980, 72 acres by 1990 and 151 acres by the year 2000.

Mr. Makale submitted St. Albert should possess a better balanced industrial development. By pointing out that the western portion of the Edmonton subregion would require 3,092 gross acres of industrial lands by the year 2000, he argued it was reasonable to expect that between 20 to 25% of this industrial development should locate in St. Albert. This, converted to acreage, would indicate a need of between 620 and 770 gross acres.

Estimated another way and projecting that, by the year 2000 St. Albert would have 7,171 people employed in warehousing and light industry, and if this engaged an average of 11 employees per gross acre (versus the usual 9.5), it would be necessary to provide 651 gross acres for light industrial development. Accepting 5,900 people so employed, the requirement would be 640 gross acres. Deducting the 236 acres of light industrial lands presently undeveloped in St. Albert, he argued would establish the additional need for 480 gross acres for light industrial development.

Mr. Makale predicted a good future for major industrial storage development in the St. Albert area. He based this on present usage of such facilities to accommodate the Fort McMurray tar sands projects and that similar facilities would be required for future tar sands and heavy oil development, and the gas pipeline to Alaska. For these purposes he projected the need for an additional 470 acres. The lands suggested for these purposes were ideally suited, being served by the Northern Alberta Railway.

He pointed out that St. Albert currently has 300 acres of industrial lands within its boundaries, 61 acres of which are developed. Those located in the south west sector west of the railway have poor access. This 137-acre industrial park is described as "very poor".

Mr. Makale gave a breakdown of proposed uses of the 5,655 acres requested for annexation to St. Albert. Of this, the restricted development area took 1,655 acres; lakeshore and green areas in the Sturgeon River amounts to 360 acres; government-owned lands came to 800 acres; future university — 200 acres; major park — 300 acres; general urban — 160 acres; low density agricultural — 180 acres; industrial lands — 960 acres; service commercial — 70 acres; buffer and unusable lands — 370 acres (this referred to a 300-foot buffer in the north east to protect the small holding residential from the proposed storage area).

Reference was made to an urban use analysis conducted by the Provincial Planning Branch of the Department of Municipal Affairs. In respect to municipalities over 10,000 in population, it established a ratio of 15.6 acres of industrial lands per 1,000 people. Mr. Makale used 7.55 acres per 1,000 population for St. Albert, as it was part of the Edmonton

subregion and there was the trend to locate heavy industry elsewhere. Applying this to projected populations, the following is indicated:

Year	Projected Population	Acres per 1,000 Population	Total Gross Acres
1980	31,979	7.55	241 acres
1990	56,270	7.55	424.8 acres
2000	83,035	7.55	626.9 acres

Mr. Makale pointed out that for the last five years, Edmonton had developed an average of 187 acres per annum of light industrial lands. In the north west sector outside the City of Edmonton boundaries, for the past four years, there had been developed approximately 160 acres per annum. He argued that if St. Albert received a 20 percent portion of this development, it would mean industrial development at the rate of 30 acres per annum.

Presently, he submitted, there were local employment opportunities in St. Albert for only 25 percent of the local labour force of approximately 9,300. This meant 74 to 75 percent of the St. Albert labour force commuted to Edmonton, with its resulting transportation problems. He argued that by providing alternative work opportunities locally, commuting patterns could be reversed, thus helping the traffic situation.

While recognizing the territory proposed for annexation contained classes 1 and 2 soils, Mr. Makale argued the need to make certain trade-offs, such as servicing, easing of transportation problems, employment opportunities — a trade-off between urban and human needs and the need for agricultural production. He contended that greater advantages would be obtained from these agricultural soils by converting them to urban land uses.

Dr. J. M. Rienstra, an economist, on behalf of the City of St. Albert, provided a financial and economic impact study of the proposed annexation on the city. Dr. Rienstra's conclusions were based on a number of assumptions, them being, St. Albert would have a substantial population increase; existing retail services provide only 37.5 percent of the retail space the city could support; few employment opportunities locally; the city needs industrial development to broaden the tax base and provide job opportunities.

It was his recommendation to St. Albert that if it wished to broaden its economic base, develop the retail-commercial to its potential and reduce residential land taxation, it would be necessary for the city to acquire additional lands for an industrial park. At present residential property provides 95 percent of the city's total assessment. Employment opportunities were extremely limited within the city, resulting in large numbers commuting. With an industrial base, there would be a better balanced community.

Dr. Rienstra detailed what he saw as being the revenues and operating costs for the City of St. Albert for the years 1980, 1990 and 2000, if annexation was to not take place. His final conclusions are as follows:

	1980	1990	2000
Estimated Operating Costs	\$10,442,500	\$18,781,500	\$27,495,700
Estimated Revenue (other than taxation)	<u>3,520,900</u>	<u>6,195,400</u>	<u>9,142,100</u>
Net Deficiency	<u>\$ 6,921,600</u>	<u>\$12,586,100</u>	<u>\$18,353,600</u>

This would result in a mill rate to meet these deficits of 1980 — 78.5 mills, 1990 — 80.6 mills and in the year 2000 — 78.2 mills.

He submitted that the effect on the neighbouring municipalities, of having the land annexed from them, would be minimal. In respect to the County of Parkland, it would represent a loss of .03 percent of its total assessment. In respect to the Municipal District of Sturgeon, a total of 3024.7 acres proposed for annexation are farm lands with the remainder residential, commercial or Crown lands, and would represent a loss to the assessment base of 1.05 percent. In tax revenue, it would be a loss of 0.85 percent.

In retail, service and office space, with the exception of automobile, at present in St. Albert there are 132,518 square feet of area, being only 37.5 percent of the potential retail space capable of being supported by the present residents of St. Albert. Dr. Rienstra

projected that by 1980 the city would be providing 50 percent of its retail space potential, by 1990 — 75 percent and by the year 2000 — 90 percent of its potential as it related to the then projected populations.

In square feet this would be for the year 1980 — 251,750; 1990 — 756,100 and for the year 2000, a total square footage of 1,650,800. Taking into account parking, the acreage requirements would be 1980 — 23 acres, 1990 — 72 acres and by the year 2000 — 151 acres.

For automobile service, Dr. Rienstra estimated needs based on 22 square feet per capita. Accepting that for the year 1980 — 30 percent of this would be required, by 1990 — 70 percent and by the year 2000 — 100 percent. He projected this into acreages of 1980 — 4.8 acres, 1990 — 19.9 acres and for the year 2000 — 41.4 acres.

He went on to discuss in detail the future requirement to meet the needs of the professions, including doctors, lawyers, personal services and general office space, and in projecting these needs into acreages estimated the following:

Projected Acreages — Commercial:

1980	1990	2000
58.9	180.5	368.5

Dr. Rienstra accepted D. L. Makale's projections of industrial land estimated as follows:

	<i>Storage</i>	<i>Light Industrial</i>
1976		61 acres
1981		241 acres
1990	235 acres	424 acres
2000	470 acres	627 acres

From Dr. Rienstra's studies he concluded that:

"If the industrial base is not provided, retail, commercial and service industries will not reach their potential. In fact, it is anticipated that under those circumstances retail, commercial and service industries will only be developed up to 50 percent of their potential."

Further:

"If the industrial base is not provided, assessment of residential land will account for 88.7 percent of total assessments, commercial will account for 7.5 percent and industrial for 3.8 percent for the year 2000".

In respect to the medical professional potential, he used the World Health Association recommendations of one doctor and one dentist per 1,500 people. At present St. Albert had approximately one-half this need. Other professions were also poorly represented, with one lawyer, no professional accountant, no office equipment stores, one finance company. He stated an average sized office was 1,100 square feet with an equal amount of parking. On this basis, he found a square footage today of only 42 percent of its present potential.

He pointed out there was a high outflow of retail monies out of St. Albert, presumably to Edmonton. This would happen, he suggested, when the population is working outside the city and would pass shopping centres when going to and from work, or if stores and services were near the place of work.

Dr. Rienstra held industrial expansion as "key to the future development of St. Albert". He refused to emphasize the relief of the tax burden on the residential sector, seeing this as a "side effect". He proposed that it would help ease traffic congestion and travel time. Further, the demand for retail and commercial facilities would grow providing more opportunities.

Dr. Rienstra did not feel the proposed annexation was premature — but in fact late. The economic base of St. Albert had so deteriorated that it was now necessary to take drastic measures. If an industrial park had been established earlier, St. Albert would today be in a much better economic position.

He summarized St. Albert's position by stating ". . . . Every municipality situated close to a large one, has to do certain things to prevent it from being economically empty.

Every bedroom or dormitory community has the need to provide services for its own people".

Mr. M. Kvatum, as appraiser, was asked by the City of St. Albert to select a comparable industrial subdivision to the one proposed for St. Albert, and to obtain all assessment figures concerning land and building in such a subdivision, in order that these assessments could be projected to the St. Albert proposed industrial park. For this purpose he selected the Edmonton's Coronet industrial subdivision because of a recent re-assessment by Edmonton, based upon 1971 conditions. Furthermore, many Edmonton industrial subdivisions are more or less completely developed and thus easier to determine what the total assessed value per net acre for land and buildings might be.

He pointed out that St. Albert was at a disadvantage, partially in respect to major industries, as it is not on a major river which is required for large volumes of water and sewage disposal. Further it does not have a large labour pool to attract small and medium size industries. There has been a trend in the last 5 years to locate these in the outlying areas of the Edmonton metropolitan region, such as at Nisku and Clover Bar. He projected, therefore, that the proposed industrial park would be successful. In the outlying industrial parks, land values ranged from \$20,000 to \$45,000 per acre, while those fully serviced lands within Edmonton had a selling range of between \$75,000 and \$125,000 per acre.

Mr. Kvatum suggested that the St. Albert industrial park would not be of the highest quality type of subdivision or the lowest. The Coronet industrial subdivision appeared most comparable in size of land parcels, of a fairly large area and would yield approximately the same percentage of net acreage. He pointed out that it was not fully developed as some land is being held by the owners for future development, and this could be expected to occur in St. Albert. Therefore, the Coronet industrial subdivision appeared to be the best choice for comparisons.

In the Coronet subdivision, parcels ranged from one-half to nine acres in size, with the average net usable land assessed at 1.14 acres. The bulk of improvements range from 30,000 to 50,000 square feet. The City of Edmonton assessors placed a fair market value on these lands at approximately \$24,000 per acre. The number of vacant parcels were 45 out of a total number of 240 properties which were assessed.

Mr. Kvatum's survey of industrial parks in the outer areas of the Edmonton metropolitan region showed a market value of approximately \$20,000 to \$45,000 per acre at present. As St. Albert would be soon going through a re-assessment using the year 1976 as its base, it would be probable the market values would be higher.

Projecting this to the St. Albert proposed industrial parks, with zoning of M-1, M-2 and M-3, the assessment on the 470 acres in the north east portion of the proposed annexation area, 40 percent of which would be given the higher density M-1 and M-2. Mr. Kvatum gave a gross acre assessment value of \$30,000 per acre to St. Albert's industrial lands. At this assessment rate, it would give a total assessment of \$18,810,000 for the total 627 acres, including the proposed annexation area and the industrial lands now within the city.

If low density use was made of the proposed industrial lands, assessment would not be as high and Mr. Kvatum suggested \$12,000 assessed value on a per gross acre basis. Applied to the 470 acres, it would give a probable assessment of \$5,640,000 for these lands and the improvements constructed thereon.

Kenneth Foster, a professional engineer, prepared and presented on behalf of the City of St. Albert, a study in respect to transportation. This study was conducted in 1975, completed in 1976, with further work done in 1977. He pointed out that there has been no upgrading of the interconnecting roads with Edmonton since growth began to accelerate in 1971.

Further, because of the lack of an employment base in St. Albert, peak hour traffic flows were extreme in one direction. From a survey by questionnaires, it was indicated that 74.3 percent of the work force had employment in Edmonton, while only 26 percent were employed in St. Albert. This resulted in 80 percent of the traffic flow south in the mornings and 75 percent of the traffic flow north in the evenings. St. Albert Trail was now near capacity, handling 35,000 vehicles per day.

The problem of interconnecting traffic was complicated by the number of governmental bodies involved, being St. Albert, County of Parkland, Municipal District of Sturgeon, Edmonton and the Provincial Government. An inter-governmental study group had been set up to study and make recommendations, but even with the urgency of the situation, no final agreement had been arrived at.

For the purpose of the study, a number of assumptions and alternatives were considered:

- (1) No annexation and population of 50,000,
- (2) annexation as proposed,
- (3) Highway No. 2 by-pass to the east or to the west.

Further consideration was given to the density for various uses of land, including residential, university, light industrial and storage.

The conclusions reached in respect to the by-pass roads were that if located on the east side, the east industrial area would have a direct access. Truck traffic would thus avoid residential areas. Further it would be used by urban traffic travelling from Edmonton to these industrial parks.

If a west by-pass was chosen, it would function mainly as a rural highway by-pass, with minor volumes from the Lacombe Park and south west industrial area. An interconnecting road would still have to be connected to Edmonton from the east industrial park and a bridge north over the Sturgeon River.

He favoured the east by-pass, in that it was short and more attractive in getting to Edmonton. As the west by-pass was a longer route, traffic would have a tendency to remain on St. Albert Trail.

Even if no annexation took place and growth rose to the estimated 50,000, one of the alternative by-pass routes would be required. In this event, the cost of the east by-pass was estimated at \$13,240,000 with upgrading of the St. Albert Trail to cost a further \$3,000,000 and the corridor (R.D.A.) road cost of \$6,105,000 for a total of \$22,345,000.

If the by-pass road was built to the west, the costs were estimated as: west by-pass — \$13,910,000; St. Albert Trail — \$3,000,000; and corridor (Restricted Development Area) road costs of \$6,895,000 for a total of \$23,805,000.

If the annexation in full was granted, the east by-pass was estimated to cost \$27,845,000, improvements to St. Albert Trail estimated at \$3,000,000, with the corridor (Restricted Development Area) road costs estimated at \$6,535,000 for a total of \$37,380,000.

The west by-pass with full annexation was estimated to cost \$32,245,000, with the St. Albert Trail upgrading cost at \$3,000,000, and the corridor (Restricted Development Area) road cost estimated at \$7,905,000 for a total of \$43,150,000.

The difference then in cost for the east by-pass with no annexation and with full annexation would be \$15,035,000 and for the west by-pass \$19,345,000.

At present St. Albert has 73.17 miles of internal roads. With a projected population of 50,000 and no annexation, this would grow by a further 62 miles, while if the full annexation was granted, it would grow by a further 97 miles. In terms of projected 1991 annual maintenance cost, it would amount to \$2,000,000 if no annexation, and \$2,555,000 if full annexation was approved.

In respect to public transportation, the study projected that as the St. Albert population reaches 50,000, this aspect of transportation will have to be expanded to carry approximately 30 percent of the peak hour trips. This would be necessary to prevent overloading of corridor roads and City of Edmonton streets, particularly in the central business district. Internally, the industrial park developments would not have an impact, but if a university was established, it would.

Increasing the transit system would mean an increased operating deficit estimated between 1976 and 1991 to total \$10,230,000. Expansion of the service would mean capital expenditures of approximately \$5,650,000 over the next 15 years.

It was Mr. Foster's opinion that without the by-pass and ring (corridor) road being constructed, and if the arterial grid system was constructed through the corridor to

Edmonton, namely on 127th, 142nd and 170th Streets, with an increase in the use of the transit system, such a system could handle a population of between 55,000 to 67,000. It would be possible to go above this population if higher employment opportunities were provided in the immediate St. Albert area and a higher modal split to transit was obtained.

It was Mr. Foster's opinion that a decision on the by-pass roads, east or west — would be made within 18 months — with construction to be between 1980 and 1985. He felt St. Albert should annex the abutting restricted development area to permit it to construct the interconnecting roads — otherwise it could be a road of varying standards.

In cross-examination by Mr. Agrios, Mr. Foster stated that the actual by-pass was not required for traffic generated by St. Albert, but was required for traffic running right through. There was no congestion within the city, but it did commence south of St. Albert.

He personally would prefer the east by-pass as it would shorten the trip length and was a more attractive area for the by-pass. He did appreciate difficulty in its selection because of the impact on 8 blocks in Edmonton. With the development of St. Albert's proposed industrial park, 70 percent of the employees would initially come from Edmonton (depending on the type of development). If trip lengths can be reduced, it would reduce considerably traffic on the total transportation system. In time, more of the working force will be located in St. Albert, thus further helping the transportation patterns. This split would result in a 50/50 split on commuting eventually. It was Mr. Foster's opinion that because of the Castle Downs development in Edmonton, and its projected population growth to 38,300 people by the year 2001 as compared to 4,000 in 1976, the City of Edmonton was going to upgrade certain streets, including 127th Street, to service this area. Therefore, the east by-pass would not necessarily be an imposition on Edmonton. Further, with industrial development to the north, it could diminish peak hour flows — or provide a more balanced flow so the roads could handle greater traffic.

Norman J. Nuttall, a professional engineer, reported on the City of St. Albert's sewage and water capacity. He pointed out that an interceptor sewer runs through St. Albert and is designed for a population capacity of 124,000. It picks up the sewage from all sections of the city, and channels it to a lift station. The lift station is designed for a population of 105,000, staged with its first phase pumps capable of servicing a 35,000 population, with provision for additional pumps. This lifts the sewage out of the Sturgeon River Valley to a 12-mile long gravity outfall sewer designed for a population of 105,000, which carries the sewage to the Saskatchewan River. The 269 acre site there has aerated lagoons for a 35,000 population, but may be staged to accommodate future growth up to 300,000 population.

The restricted development area is approximately astride the dividing line for drainage basins, so that anything to the north would be best serviced by gravity sewage lines into the St. Albert system.

Water is obtained from the City of Edmonton. In 1958 a 10-inch line was installed and in 1975 an 18-inch line was constructed. A 36-inch loop is planned to service the whole north west Edmonton metropolitan section. The City of St. Albert has a 5-million gallon reservoir. The present capacity of the system will serve a population of 42,000 on a minimum day use and 21,000 on a maximum day use. When constructed, the 36-inch line could service between 155,000 (minimum use) and 73,000 (maximum use) people. Additional storage reservoirs could extend the present system to a population of 85,000. It was his opinion that the above systems contained sufficient capacity to provide for the proposed annexation area.

#### *MUNICIPAL DISTRICT OF STURGEON No. 90*

Kim Mackenzie and Olga Lovatt, as planners, appeared on behalf of the Municipal District of Sturgeon, opposing the proposed annexation. They were assisted by Peter Nichols, a consultant in economics.

Mr. Mackenzie pointed out that there were three applications for annexation of land to St. Albert and if all were granted, it would amount to 10,000 acres of additional territory. This was the Municipal District of Sturgeon's concern, as nearly all of the lands would be taken from it.

In responding to the uses proposed for the lands if annexed, he referred to the 320 acres on the eastern shore of Big Lake. These were designated for recreational use. He saw

little need for additional recreational lands in St. Albert at this time, particularly when the lands are classified as "passive recreational lands" in St. Albert's preliminary regional plan.

He referred to the general urban use proposed for the north-west quarter of section 28. While this appeared logical by itself, he criticized the annexation brief for not providing an analysis of where growth can be accommodated within the city's growth policy. Inasmuch as St. Albert's evidence was that it has sufficient land for a population of between 50 - 55 thousand, versus a current population of 25,000, these lands appeared incidental to the industrial demands.

The third use questioned was industrial lands. Two areas had been indicated as suitable for light industrial development, being the east half of section 29 to the south west of the city, and 640 acres east of the city, 260 of which are now in St. Albert. Currently, only 61 acres were used for light industry with over 200 acres still available.

Mr. Mackenzie pointed out that, to date, St. Albert had only developed 61 acres of industrial lands over a period of 20 years, thus representing "a poor track record" in industrial development.

Mr. Mackenzie argued further that the poor record in industrial development during the past 20 years was due to the desire of St. Albert not to become an industrial community but to grow as a dormitory — residential community. It was his suggestion that, in the past, St. Albert deliberately rejected the choice of becoming an industrial-oriented community.

In respect to the university site and section 12, these were vacant Crown lands, and until the Provincial Government decides their use, he felt they would so remain.

In respect to the proposed university, Mr. Mackenzie stated that he had done certain work on the original studies. As it developed in concept, it was found that a new university could be located (even better) in an urban or city setting. He felt there was no certainty of a fourth university and if it was decided upon, there was no certainty it would be located on river lot 56 or section 12.

He suggested that the recreational potential of the river lot 56, near the Sturgeon River, could be served just as well in the Municipal District of Sturgeon as in St. Albert.

He found that because of the uncertainty of use, these lands, river lot 56 together with section 12, would create an illogical land use barrier and one causing potential costly problems to service land to the east of them.

Mr. Mackenzie did not agree with the projected needs for industrial open storage lands. He pointed out that this would be only a temporary use for the period of the project. Further, he suggested, all the major resource developments will not occur simultaneously.

In respect to the restricted development area, the passive recreational lands, government-owned land and major park use lands, totalling some 3,685 acres, or 73 percent of the entire territory, it was Mr. Mackenzie's submission that the City of St. Albert did not have a bona fide urban use for same.

In respect to the proposed university site and the lands abutting it to the south and east, Mr. Mackenzie questioned whether the City of St. Albert would entertain and encourage surrounding a major university with service commercial, which he classified as basically light industry, and did not see the compatibility of the two land uses.

Mr. Mackenzie was of the opinion that a number of questions needed answering before a decision on the application for annexation could be made. First — will the highway by-pass follow the proposed eastern route? If so, this would bisect the Crown lands and have a significant influence on them. Further, it would determine future planning of the area and land uses, and could determine the boundary.

The west by-pass could likewise define the western boundary of the city, and separate the proposed west industrial park of approximately 30 acres.

Thirdly, the eastern by-pass terminates within the City of Edmonton, and the integration of this within Edmonton must be resolved. Fourthly, what is to be the actual ring road right-of-way within the restricted development area — from 300 to 1500 feet? Until this is defined it will be impossible to establish limits of development. Fifthly, what would be the design of the transportation corridor and the location of the elements? For example, a

pipe line would require providing building setbacks. And sixthly, he saw the need to determine the integration of the Northern Alberta Railway with the east by-pass road. This, he suggested, could create an imposing land use and urban expansion barrier.

Seventhly, if the eastern by-pass was constructed, he suggested the more desirable and logical direction of development in St. Albert would be to the west. Eighthly, if the west by-pass was constructed, would it not impose restraints to growth to the west? Ninthly, the definition of the western by-pass would define the boundaries of annexation of the B.A.C.M. lands to the city. The tenth question is — does not the east by-pass impose limitations on the St. Albert Investments application for annexation?

In conclusion, he expressed the opinion that until the by-pass route had been determined, the logical direction of growth for St. Albert could not be determined.

He questioned the effect on existing country residential development from the proposed open storage development. What would be the nature of the industrial activity and the physical buffering required?

Mr. Mackenzie saw the annexation of the restricted development area to St. Albert as creating accessibility questions for the Municipal District of Sturgeon to the remaining municipal lands existing between the two cities. A relatively isolated pocket of land would be created which would be awkward to manage.

He also saw that annexation of the restricted development area would create isolated fragments of quarter sections once the transportation corridor was constructed. This especially would be in respect to urban services. In respect to the question of leaving these fragments as low density agriculture, he felt that this was a use more properly in the jurisdiction of a rural municipality.

In conclusion, he was of the opinion that there were too many unanswered questions to permit the Board to rationally decide upon the application for annexation.

Mr. Nichols reviewed the demand for light industrial lands in St. Albert. Reviewing the Makale report and its referral to the Edmonton Planning Department which estimated 2,577 gross acres would be required by the Edmonton sub-region during the 1970 to 1981 period. Projected to 2001, this came to 6,433 gross acres. He objected to Mr. Makale adding a further 60 percent to allow for flexibility, choice of location, increase in demand, utilities, buffers, unavailable and undevelopable, thus raising the total to 10,307 gross acres. Mr. Makale had allocated 30 percent of this to the western half of the region and of this 20 to 25 percent to St. Albert. This yielded a requirement by the City of 618.42 gross acres over a 25-year period. St. Albert chose 640 gross acres. Deducting the 236 acres now undeveloped within the city, it yielded a net requirement of 404 acres, which has been rounded to 480 acres. Mr. Nichols found this 60 percent over generous and believed 30 percent additional more reasonable. Further, in view of Edmonton regional competition in the north west, he felt a 20 percent allocation to St. Albert reasonable.

He then accepted that the indicated demand for light industrial lands over the next 20 years would be between 400 to 500 acres. Deducting the 320 gross acres now available, this would mean a need of the City of St. Albert annexing only a further 80 to 180 acres.

Taking Mr. Makale's projection of 160 acres per year as being required to meet the current light industrial growth in the north west sector of the Edmonton region, and allocating St. Albert 20 percent of this or 30 acres per year, for a total of 600 acres over 20 years, Mr. Nichols noted Mr. Makale, here, adopted the 20 percent.

Mr. Nichols found the annual projection of the consumption of 160 acres of light industrial land in the north west Edmonton metropolitan region to be too high. His information indicated consumption of between 65 to 90 acres per year in the rural north west sector.

In respect to the Provincial Planning Branch showing urban municipalities of 10,000 population or over, having an average of 15.6 acres of industrial land per thousand population, this Mr. Nichols claimed related to designated industrial land and not developed land. Therefore, the 15.6 acres would include provision for future needs.

In respect to St. Albert he submitted one should take the estimated population for 20 years and apply the factor of 15.6 acres. By subtracting the total acreage now available, one would have the projected need.

Mr. Nichols concluded that St. Albert would require a total of up to 400 to 500 gross acres of industrial lands over the next 20 years.

In respect to Dr. Rienstra's report, he found the projection of 90 percent retail spending in St. Albert by the year 2000 as too high. He felt that especially for large items, shopping would still be done in Edmonton. Further, he projected more efficiency in retailing, thus reducing the square footage needed. He did not see that, as the population increased 3-1/2 times in the next 20 years, retail-commercial space requirements would increase by 12-1/2 times.

He would, therefore, modify the report of Dr. Rienstra by 60 percent, reducing the indicated 368.5 acres of commercial space for 20 years to 200 to 250 acres. He did not see this additional 70 acres as being required for 20 years.

Mr. Nichols criticized the amount of land designated for industrial open storage. The amount projected suggested that all projects would take place at once, that all would locate in St. Albert and that the project would be permanent. Site wise, it was located beyond the four-mile inter-switching limits and thus less attractive than lands within Edmonton.

In respect to Dr. Rienstra's report, Mr. Nichols questioned the statement: "The economic fabric of a community is delicate and predicated upon a balanced supply of employment opportunities in all fields of endeavour". He saw no two communities the same — each having a different economic base and fabric, and it was not reasonable to expect the community to provide a balanced supply of employment opportunities in all fields of endeavour. He did not see St. Albert's projected demands for industrial land as having been adequately demonstrated.

Nor did he see the need for industrial development to assist in improving the city's assessment base. He criticized the method used in that residential assessment was based on projected population, commercial was based on square footage, and industrial was developed on a per acreage assessment. These industrial assessments, he found, were overstated, in Mr. Nichols' opinion, because residential assessments were projected on the present assessment basis and the industrial assessments were projected on the basis of a re-assessment. Further, he felt the level of industrial development had been exaggerated, thus the acreages. He did not see 300 to 500 acres of light industrial land making any significance to the financial situation of the city.

#### *EDMONTON REGIONAL PLANNING COMMISSION*

R. N. Giffen, Barry Clarke and John Hilliard of the Edmonton Regional Planning Commission appeared on behalf of the commission. Minutes of the commission were presented showing the adoption of the staff's brief.

Mr. Hilliard referred to the 1,166 acres of provincially-owned land the use of which, to date, was unresolved. This made it difficult for the City of St. Albert to plan. The land was not designated as "institutional" on the Edmonton Regional Planning Commission general plan.

He stated that the commission saw the city's probable 1991 population as 58,880, with a density of 15 persons per acre. The Makale report establishing 160 acres for recreation and open space was reasonable, but there was in addition approximately 1660 acres in the restricted development area, 800 acres proposed for open space and 180 acres unclassified for a total of 2,640 acres.

In respect to the government-owned lands, he felt the government should look further into the most viable land uses prior to annexation. It was conceivable to him that some of the lands could be used for industrial development. The commission's report "A Choice of Growth Management Strategies" when discussing St. Albert, states: "Immediate needs for industrial land necessary for the creation of employment opportunities for local residents can be satisfied by developing designated industrial land within St. Albert and in the north west industrial area . . . Further requirements for local employment may necessitate the designation and development of additional industrial lands within and/or adjacent to St. Albert."

He pointed out there is now an undeveloped supply of 11,300 acres of industrial land in the immediate Edmonton region. Present annual consumption is 187 acres in Edmonton.

183 in the south east region and 90 acres in the north west sector for a total of 460 acres, thus indicating a 24-year supply. In the north west industrial area of the Edmonton region are 1510 acres of undeveloped or a projected 17-year supply. Because it was unwise to have lands dedicated for this purpose, which would not be used, the commission supported annexation of 575 acres of land for industrial purposes.

*COUNTY OF PARKLAND No. 31*

Reeve Miller appeared on behalf of the County of Parkland No. 31 to oppose the annexation of the county's lands to the City of St. Albert. He submitted a brief the County Council had endorsed, which read, in part as follows:

“ . . . The County of Parkland, strongly opposes the proposed annexation as being completely premature, completely devoid of concern for other jurisdictions and completely divorced from logical or reasonable planning. It is obvious that a decision on what happens to the land between Edmonton and St. Albert, and who will govern it, must be dealt with in total and in consultation with all the affected jurisdictions, and the planning authority for the area, namely, the Edmonton Regional Planning Commission. Therefore, we would urge the Board to refuse this application and recommend to government that the jurisdictions involved be instructed by government to meet and arrive at an agreed compromise position in regard to the total area. Failing that, the province would step in and resolve it for them.”

*STURGEON SCHOOL DIVISION No. 24*

Mrs. Lois Hole, as Chairman of the Board, made a submission on behalf of the Sturgeon School Division No. 24, opposing St. Albert's application for annexation. This was done in recognition of two further applications for annexation to the city by B.A.C.M. Ltd. and St. Albert Investments Ltd., which, with the city's application, together would total 9,150 acres, if all approved. She suggested there would be a further application to annex lands from the Municipal District of Sturgeon to the City of Edmonton for a total of 11,350 acres. If all were granted, this would create a sizeable loss of assessment, placing a heavy tax burden on the remaining taxpayers. Because of population growth, the Sturgeon School Division has had to, in recent years, construct new school facilities. Because of this, it was submitted, the school division would require all available assessment to meet the unsupported debt charges.

The Sturgeon School Division had been faced with a history of declining territory — to other school divisions and by annexation. If it was to have orderly educational planning, it needed stability. When it has students, it had to provide accommodation. Yet the net effect of providing new school facilities is that there will be a declining proportion of the supplementary requisition available to underwrite operating costs of school programs. Presently grants cover 79 percent of the operational costs with the remaining 21 percent to be borne locally. Any loss of assessment would reduce the supplementary revenue requiring a diversion of local funds from the operational programs to cover unsupported debt requirement payments. The proposed annexation would, if granted, result in an assessment loss of \$313,840.00. If all were granted, the total loss would be \$552,510.00.

The school division made a supplementary requisition in 1977 of 32 mills for a tax revenue of \$17,680 from the total proposed annexation area. Over 25 years, this would amount to \$442,000. A new general assessment is planned in 1978 in the Sturgeon Municipal District, which would increase this further.

*AN OWNER*

Jon Aubrey Harrold, as a land owner of lands being considered for annexation, opposed the application. His quarter section had been homesteaded by his grandfather in 1903 and remained in the family since. The soil was a rich number 2 and had proven a good yielder of crops. He submitted these lands should not be taken out of food production.

*CITY OF EDMONTON*

D. Podmore and T. Loat of the City of Edmonton Planning Department questioned the population projections, stating they had evidence of a slow down in Edmonton area's population growth from the previous 2.7 and 3 percent to a present more realistic 2.4 percent, which they projected to 1980 and then decreasing to 2.1 percent. With this projection, a regional population of 700,000 was more probable by the year 2000. They further submitted there was a recent trend towards a more centralized population within the City of Edmonton rather than in the regions surrounding, with the City of Edmonton projected to contain 70 percent of the regional population by 1990.

They questioned the land use requirements projected for St. Albert and specifically the projected industrial land needs. Storage land uses were not seen to materialize as there were changes developing in technology.

D. Rhyason of the City of Edmonton's Transportation Department expressed Edmonton's concerns that St. Albert's increased population would have on Edmonton's roadway systems. While recognizing the need to establish a work base in St. Albert, he noted that workers from Edmonton might have to be transported. There would be difficulties of access for trucks going to and from such an industrial park. All these problems, he submitted, would create difficulties to Edmonton's own transportation system.

*EDMONTON RESTRICTED DEVELOPMENT AREA*

The Edmonton restricted development area and its purposes was the subject of considerable discussions during the hearing. It had been established on October 30, 1974 by Alberta Regulation 287/74, passed pursuant to The Department of the Environment Act. These regulations set out its purpose along environmental lines, with the minister able to consent to its use for compatible uses and purposes.

It was Mr. Makale's submission that if the City of Edmonton were to expand its boundary to the restricted development area, there would be little justification of the lands in the restricted development area (hereafter referred to as R.D.A.) remaining in the municipal district. If the City of St. Albert were to control the R.D.A. abutting its territory, it could retain control "over its vital 'green belt zone' by enacting a zoning by-law, which would compliment and reinforce the regulations".

Mr. Makale saw the R.D.A. as an effective barrier to prevent the growth of one urban municipality to another with the resulting conflicts that could be created. He saw the R.D.A. between Edmonton and St. Albert as an absolute necessity, protecting and separating not only political identities — but also the physical identities. He even saw the need to widen the R.D.A. and increase the open space between the two major municipal units.

He stated that if the R.D.A. was established as a "green belt" and purchased, it would give a permanence, a certain assurance — a goal which municipalities and government could enjoy. St. Albert required this within its boundaries to define its southern boundaries and once obtained, would have no further territorial aspirations in this area.

He further pointed out, that in certain areas, the R.D.A. was within the boundaries of the City of Edmonton, and saw no conflict, therefore, to the aspirations of St. Albert and that the R.D.A. provided it a logical boundary.

Further, he saw that with the Minister of Environment's approval, the City of St. Albert could enact a zoning by-law to compliment and reinforce the regulations passed under The Department of the Environment Act, giving for greater detail of what is permitted or not permitted. Presently, he saw the intention of the government in establishing the R.D.A., as follow: (a) to protect the lands environmentally, (b) to provide lands for major transportation facilities, such as roads and pipe lines, and (c) to provide the function of green belt — open space or buffer around major urban communities.

Mr. Makale felt the agricultural uses now made in the R.D.A. would be drastically affected by construction of the ring road. However, the green belt effect could be retained by using these lands for recreational uses, perhaps as a golf course, a major community recreation development, or as tree farms.

Mayor Plain felt the abutting R.D.A. should be within the City of St. Albert to permit it to properly plan. Roads penetrating this area would be required, and would not necessarily be in the interest of the rural municipality to construct.

He saw the R.D.A. being used for a ring road, but established no time frame for its construction.

Mr. Foster, in his testimony, stated the R.D.A. was conceived as a utility corridor, for which Alberta Transportation has or is developing plans.

Mr. Byron, City Manager for St. Albert, saw the R.D.A. as being necessary for St. Albert to preserve its identity and this would establish an open space to distinguish it from Edmonton, should Edmonton, as it has previously stated its intention, expand up to the St. Albert boundaries. This would create a buffer. In other words, it was more than a utility corridor, so far as St. Albert was concerned. To it, the R.D.A. was a buffer strip, a green belt, an open space in its full meaning — and should be preserved. Because St. Albert was more directly concerned with that nature, it should be within the territory of St. Albert, so that it may ensure and regulate its development in accordance with this intention.

Mr. Gordon saw the status of the R.D.A. as "a rather flexible thing". The Minister of Environment has discretion to change designations of lands within R.D.A. However, it was not the policy of St. Albert council to have the R.D.A. designation removed from any lands to which it applied.

On re-examination, Mr. Makale expressed the opinion that the only "meaningful controls" over the R.D.A. were those that could be exercised by St. Albert. He saw a need for a partnership to be established between the Department of the Environment and the city to control the development and retain R.D.A. lands for the purpose for which they were originally intended. He saw the Department of Environment as not wishing to extend itself into planning matters.

Mr. K. Mackenzie stated he had been employed to do a study (together with others on a multi-disciplinary team) on the feasibility of combining various transportation facilities in planned corridors, with particular reference to the future transportation requirements linking the Athabasca Oil Sands to the industrial complex of metropolitan Edmonton. This was commissioned by Alberta Environment and entitled "The Corridor Concept". This influenced Alberta Environment to establish a multi-purpose transportation corridor. To do this the restricted development area was established to protect the required corridor from any form of development which might conflict with or impair future development of transportation facilities. By transportation facilities, he saw its use, in addition to roadway, for power transmission lines, gas and oil pipe lines.

Mr. K. Mackenzie questioned the City of St. Albert bringing 1,655 acres of the restricted development area into its boundaries. As it had limitations as to its use, the only purpose he could see would be to have the city attempt to precisely define the actual transportation corridor right-of-way. This way, it could develop the fragments, as in the Akinsdale Subdivision.

Secondly, St. Albert could be attempting to "stake its claim to territory" to prevent the physical expansion of the City of Edmonton. This, he submitted, was premature until the transportation corridor had been defined. Otherwise, fragments would be isolated to the south of the roadway.

Once the corridor had been defined, he saw the Provincial Government having to make several decisions. If the corridor or the R.D.A. is going to be a permanent separation between St. Albert and Edmonton, the external boundaries of the R.D.A. would be the logical limits. As to the R.D.A., he saw a municipal jurisdictional stand-off once the corridor is defined. One option would be that the R.D.A. should fall within no municipal jurisdiction. The proposed new Planning Act might bring the R.D.A.'s administration under the Department of Municipal Affairs. He envisioned a similar administration to the improvement districts.

In respect to a question from the Board on whether there should be a buffer strip between two urban municipalities, Mr. Mackenzie was of the opinion that it would be desirable — whether talking about a municipality as a unit of government or about physical separate communities. An important part of their identity ought to be some kind of definable boundary around their edge. "Buffer" implies a need to separate because of some

inherent incompatibility of one unit versus the other, as with industrial versus residential. The width or size was highly debatable.

John Hilliard of the Edmonton Regional Planning Commission stated it was questionable whether a "green belt" was feasible in the R.D.A. if it was developed as a transportation corridor. The Edmonton Regional Planning Commission "open space — outdoor recreation" policy did not endorse a "green belt" between the two cities, but tried to utilize natural features for parks and outdoor recreation, by using the ravines, rivers and lakes.

Mr. Hilliard did not see a lesser likelihood of subdivision approval being given in the R.D.A. if it was located within an urban municipality. He was of the opinion that the lands in the restricted development area are now held safe for their eventual best use under the regulations of the low density agricultural zone of the preliminary regional plan — metropolitan part and the Provincial Government Regulations. He saw no justification had been shown for the annexation of these lands to the City of St. Albert.

R. N. Giffen of the Edmonton Regional Planning Commission was questioned on his opinion of the need and extent of a "buffer strip" between two urban municipalities. He expressed the feeling that "the more the better".

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

1. **Because of St. Albert's established record for attracting population growth, its growing amenities, and its potential to develop an employment base, it will continue to grow, with the Board accepting the target population projection of 83,000 by the year 2000.**
2. The St. Albert location continues to appear attractive for a new university. To permit proper planning now to accommodate such a facility, as and when it may be developed, such site should be within the boundaries of St. Albert or immediately adjacent thereto.
3. That river lot 56 on the Sturgeon River banks, partly forested and now being used for recreational purposes by the City of St. Albert, may only reach its full potential by being within the City of St. Albert.
4. There would be many advantages for the City of St. Albert to have established within its boundaries a light industrial park, including a better tax base, better traffic utilization of present and future transportation facilities and more local employment opportunities.
5. Evidence was received for the need of industrial storage sites to accommodate future resource development within Alberta and Northern Canada. In view of their temporary nature, low work force, and the lack of utility need, such a development could be located in rural jurisdictions, where, after the resource development has taken place, the lands may revert back to their rural character.
6. There is a need to improve St. Albert's retail-commercial base but not necessarily to the levels suggested. St. Albert has the potential to service the north sector of the Edmonton metropolitan region. A commercial base, if developed, together with office developments servicing the region, would provide a local employment base with its resultant benefits.
7. St. Albert will remain for the foreseeable future because of the "white collared" nature of its population and its high residential standards, a "bedroom" or "dormitory community" to the City of Edmonton. The majority of its work force will be employed in that city's downtown office core. While there lies a potential for the transportation problems to be assisted by rapid transit and similar means, this remains to be proven. A continued growing demand on the existing roadways by a motoring public will continue to grow.

During the course of these hearings and other annexation hearings in St. Albert, the transportation problems have been reviewed in considerable detail with a good deal of expertise. It is apparent that traffic within the City of St. Albert presents little problem, other than at intersections on Highway 2. However, with a developing commuting population north of St. Albert, together with a growing population north of the Sturgeon River within St. Albert, this problem will continue to grow. While interchange improvements will assist, there will be the eventual need for additional inter-city roadways.

The same comments may be stated for that portion of Highway No. 2 which penetrates through the corridor of the Municipal District of Sturgeon between the Cities of St. Albert and Edmonton.

The main transportation problems appear to lie within the City of Edmonton, with extreme traffic congestion created at those points where it is necessary to cross the Canadian National Railway main lines.

To provide the necessary traffic penetrators to handle traffic, not only for St. Albert's growing population but also that of the City of Edmonton's north of the railway lines, large expenditures shall be required. As was pointed out during the hearings, wherever the Edmonton regional growth takes place, it is going to create traffic problems and costs. If traffic problems are to be the criteria upon which an annexation is decided, and if these problems are to be solved prior to annexation, growth through annexation to the major cities or their regions in Alberta, would be greatly hindered. Through planning and co-operation by the governments involved, these transportation problems may be solved.

8. The City of St. Albert either has or can achieve, sufficient economical utility capacity to handle the future growth potentials of the city to the year 2000. Further, the City of St. Albert has the necessary infrastructure, including police, fire protection, cultural and recreational facilities and administration to efficiently and satisfactorily meet the demands such growth may place upon it.

9. Restricted development area applied for annexation by St. Albert was the subject of much discussion during the hearings. While the regulations set out "green belt" environmental purposes, the consensus was that its main purpose in this case was as a "transportation corridor". Further, that once the necessary "corridor" had been established, the surplus area may be used for other uses.

With the projected growth of the City of Edmonton to the corridor boundaries, and as the possibility of its amalgamation with St. Albert is not immediately foreseen, if two urban municipalities are to co-exist within the same region in close proximity, there should be some "buffering" between the two. To quote Mr. Giffen of the Edmonton Regional Planning Commission, "the more the better". This would reduce conflicts in land uses and permit an identity to be developed. Also as the restricted development area follows the split between drainage basins, it differentiates economical utility service areas.

If Edmonton fulfils its intention to annex to the boundary of the restricted development area, with St. Albert to its immediate north, little benefit, if any, is to be obtained by these lands remaining in the Municipal District of Sturgeon. Not only would they be difficult to service or administer, but it would retain a third party (for whom there would be little benefits) to negotiations on road construction between the two urban municipalities.

Because St. Albert has established residential development abutting the restricted development area, and the use the City of Edmonton may make of future abutting properties is unknown, it would be more in St. Albert's interest to control such restricted development area. Further, it will be more in St. Albert's interest to be buffered from Edmonton's overwhelming presence, than the reverse, and probably the necessity to St. Albert if it is to retain a political and sociological identity. For these reasons, those portions of the restricted development area abutting it, should be annexed to St. Albert. The territory affected is in the north-west quarter of section 27, all of section 28 and all the north-west quarter and the north half of the north-east quarter of section 35, all in township 53, range 25, west of the fourth meridian.

10. Concern has been expressed about the amounts of Class 1 (C.L.I. classification) soils which are being asked to be taken into urban municipalities in the Edmonton region. Section 12 in the territory proposed for annexation still retains a rural character and because of its No. 1 soil classification, should be retained in its rural character until necessity dictates otherwise. Its inclusion within an urban municipality would only accelerate such a conversion. Further, because of similar soil classification and present rural uses, the lack of proven need for urban uses, the additional servicing cost through undeveloped acres and the incompatible proposed industrial use to small acreages and residential development to its east and north, those portions of sections 1, 6, 7, 13, 14, and 18 applied for, should not be annexed to the City of St. Albert at this time.

11. Section 29 and portions of section 30 now within the County of Parkland should be annexed to the City of St. Albert. At present the City of St. Albert has an industrial park abutting thereto and by including portions of section 29 may develop an enlarged industrial park.

Further because of the growing heavy industrial development in this area of the County of Parkland and if such continued into this region, it may be incompatible with existing residential uses adjoining in St. Albert. With jurisdiction provided by the City of St. Albert Council, a compatible buffering could be provided.

12. The annexation of the territory, as provided in Schedule "C", to St. Albert will not create an economic hardship to the municipalities from which it is taken, nor to the Sturgeon School Division.

Therefore, subject to the approval of the Lieutenant Governor in Council, it is ordered:

I. That there be annexed to the City of St. Albert, in the Province of Alberta, and thereupon be separated from the Municipal District of Sturgeon No. 90 and the County of Parkland No. 31, the territory described as Schedule "C" attached hereto.

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

II. That any taxes owing to the Municipal District of Sturgeon No. 90 and the County of Parkland No. 31 as at December 31, 1978, in respect of the aforementioned properties shall transfer to and become payable to the City of St. Albert together with any lawful penalties and costs levied thereon in respect of such taxes; however, upon the City of St. Albert collecting any or all of such taxes, penalties or costs, such collections shall forthwith be paid by the city to the Municipal District of Sturgeon No. 90 and the County of Parkland No. 31, in respect to those territories removed from each.

III. That the assessor for the City of St. Albert shall for taxation purposes in the year 1979, re-assess the annexed lands and assessable improvements thereon, which are by this Order annexed to the city so that the assessment thereof shall be fair and equitable with other lands and assessable improvements in the City of St. Albert.

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 1979, re-assess or re-value, 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 City of St. Albert, 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 shall be the 1st day of January, 1979.

Dated and signed at the City of Edmonton, in the Province of Alberta, this 29th day of May, 1978.

Certified a true copy,  
R. MYRONIUK, Acting Secretary.

LOCAL AUTHORITIES BOARD  
D. A. BANCROFT, Chairman.  
T. J. LAUDER, Member.  
J. A. HAMMOND, Member.

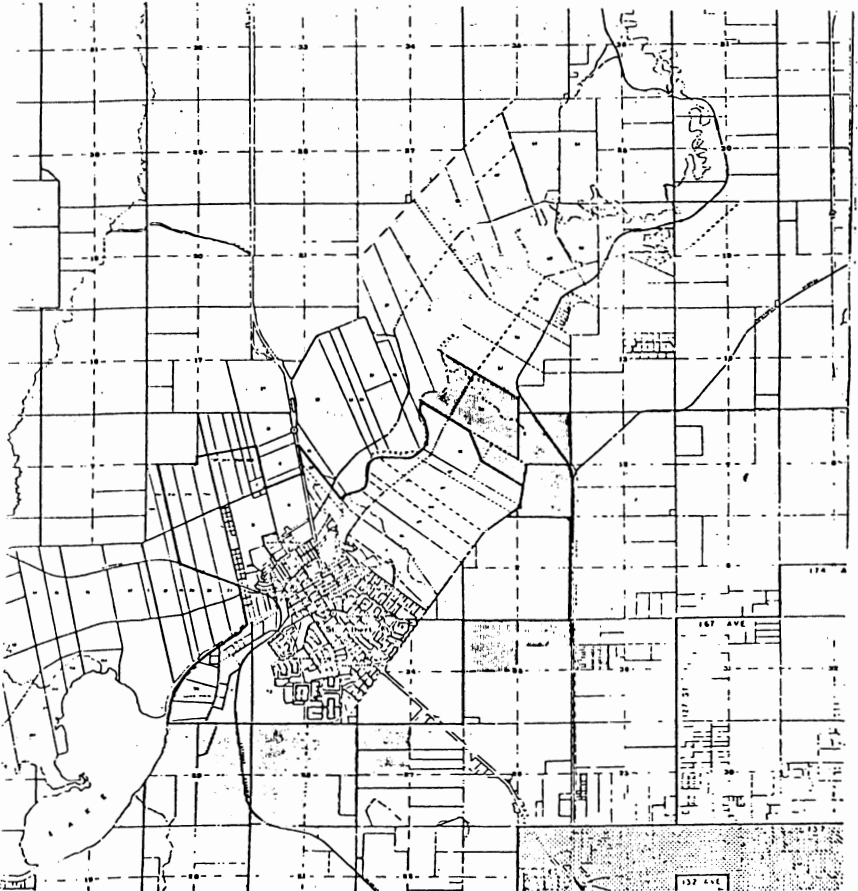
## SCHEDULE "A"

A SKETCH SHOWING THE GENERAL LOCATION OF THE  
AREAS AFFECTED BY BOARD ORDER No. 10519

EFFECTIVE DATE: JANUARY, 1, 1979



AFFECTED AREA(S)



SCHEDULE "B"

A DETAILED DESCRIPTION OF TERRITORY  
SOUGHT FOR ANNEXATION TO THE CITY OF  
ST. ALBERT, ALBERTA

All that portion of the south-east quarter of section 30, township 53, range 25, west of the fourth meridian not covered by the waters of Big Lake.

The east half of section 29, township 53, range 25, west of the fourth meridian.

All that portion of the west half of section 29, township 53, range 25, west of the fourth meridian not covered by the waters of Big Lake.

All of section 28, township 53, range 25, west of the fourth meridian.

Plan 5600 K.S. and block 6, Plan 179 H.W. in section 27, township 53, range 25, west of the fourth meridian and remaining portion of legal subdivision 16 in section 27, township 53, range 25, west of the fourth meridian.

West half of section 35, township 53, range 25, west of the fourth meridian.

Legal subdivisions 15 and 16 in section 35, township 53, range 25, west of the fourth meridian.

The north half and the south-west quarter of section 1, township 54, range 25, west of the fourth meridian.

North-west quarter of section 6, township 54, range 24, west of the fourth meridian.

West half of section 7, township 54, range 24, west of the fourth meridian.

All of section 12, township 54, range 25, west of the fourth meridian.

South half of section 13, township 54, range 25, west of the fourth meridian.

South-west quarter of section 18, township 54, range 24, west of the fourth meridian.

Block "A", Plan 3894 R.S.

River lot 56 as shown on a plan of survey of the St. Albert settlement approved at Ottawa on October 7, 1910.

All of section 11, township 54, range 25, west of the fourth meridian excepting thereout that portion subdivided by the St. Albert settlement as shown on a plan approved at Ottawa on October 7, 1910.

All of section 14, township 54, range 25, west of the fourth meridian excepting thereout that portion subdivided by the St. Albert settlement as shown on a plan approved at Ottawa on October 7, 1910.

All intervening and adjoining government road allowances.

SCHEDULE "C"

A DETAILED DESCRIPTION OF TERRITORY  
ANNEXED TO THE CITY OF ST. ALBERT, ALBERTA

All that portion of the south-east quarter of section 30, township 53, range 25, west of the fourth meridian not covered by the waters of Big Lake.

East half of section 29, township 53, range 25, west of the fourth meridian.

All that portion of the west half of section 29, township 53, range 25, west of the fourth meridian not covered by the waters of Big Lake.

Section 28, township 53, range 25, west of the fourth meridian.

North-west quarter of section 27, township 53, range 25, west of the fourth meridian.

All that portion of the south-west quarter of section 27, township 53, range 25, west of the fourth meridian contained in Road Plan 3752 K.S.

North-west quarter of section 35, township 53, range 25, west of the fourth meridian.

Legal subdivisions 15 and 16 of section 35, township 53, range 25, west of the fourth meridian.

Block "A" as shown on Plan 3894 R.S.

River lot 56 of the St. Albert settlement.

Fractional section 11, township 54, range 25, west of the fourth meridian.

All government road allowances and government road allowance intersections intervening and adjoining the above described lands.

That north-south government road allowance adjoining the west boundary of the west half of section 1, township 54, range 25, west of the fourth meridian.

That east-west government road allowance adjoining the south boundary of the south-east quarter of section 34, township 53, range 25, west of the fourth meridian.