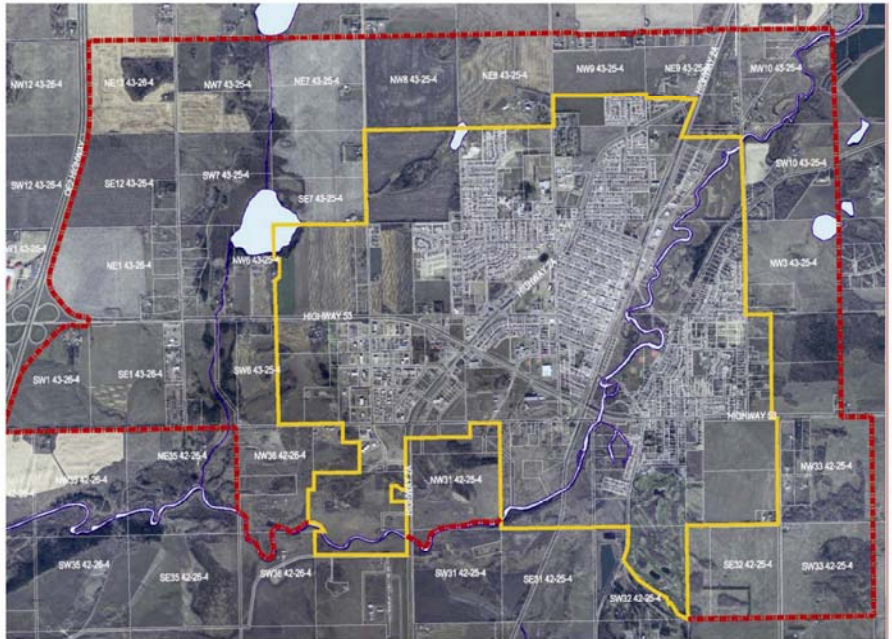


# TOWN OF PONOKA GROWTH STUDY 2009-2059



Prepared for



by

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## TABLE OF CONTENTS

<b>1.0 PROJECT OVERVIEW .....</b>	<b>1</b>
1.1 Rationale .....	1
1.2 Purpose .....	2
1.3 Method.....	2
<b>2.0 BACKGROUND INFORMATION .....</b>	<b>5</b>
2.1 History .....	5
2.2 Regional Context .....	6
2.3 Town of Ponoka Plans and Policies.....	8
2.4 Development Activity .....	9
2.5 Servicing Capacity .....	10
<b>3.0 POPULATION .....</b>	<b>13</b>
3.1 Historical Population Growth.....	13
3.2 Population Projection .....	13
<b>4.0 GROWTH REQUIREMENTS.....</b>	<b>17</b>
4.1 Current Land Inventory .....	17
4.2 Available Developable Lands.....	17
4.3 Land Requirements .....	18
<b>5.0 PROPOSED GROWTH AREA.....</b>	<b>24</b>
5.1 Evaluation Criteria .....	24
5.2 Growth Areas and Rationale.....	24
5.3 Summary of Growth Areas .....	26

### List of Figures

Figure 1: Local Context	3
Figure 2: Proposed 50 Year Growth Area	4
Figure 3: Historic Images of The Ponoka Railway Station And Grain Elevators	5
Figure 4: Town Of Ponoka, Location Map In The Context Of Alberta	6
Figure 5: Town of Ponoka, Regional Context Map	6
Figure 6: Comparison of Population Growth In The Town Of Ponoka and Comparable Municipalities	7
Figure 7: Comparison of Development Activity in the Town of Ponoka and Comparable Municipalities	7
Figure 8: Annual Building Permit Values, 1998-2008	9
Figure 9: Annual Building Permit Values by Type, 1998-2008	10
Figure 10: Transportation Network	12
Figure 11: Population Growth in the Town of Ponoka (1986-2006)	13

Figure 12	Town of Ponoka, Population Projection Scenarios	14
Figure 13	Town of Ponoka, Land Inventory	21
Figure 14:	Town of Ponoka, Existing Conditions and Constraints	22
Figure 15:	Vacant Developable Land	23
Figure 16:	Proposed Growth Area	28
Figure 17:	Proposed Growth Area by Land Use	29

**List of Tables**

Table 1:	Town of Ponoka, 30 Year Population History	13
Table 2:	Long Term Low, Medium and High Population Projections	14
Table 3:	Recommended Long-term Population Projection	16
Table 4:	Town of Ponoka, Land Inventory	17
Table 5:	Assumptions for Calculating Future Land Requirements	18
Table 6:	Anticipated land Requirements by Land Type (Medium Growth Scenario)	19
Table 7:	Proposed Growth Areas by Land Use	25

## 1.0 PROJECT OVERVIEW

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### 1.1 Rationale

Town of Ponoka has experienced sustained and consistent growth in the past 10 years. Despite the fact that historically Ponoka has experienced a slower growth rate in comparison to similar comparable municipalities such as Lacombe, Blackfalds and Innisfail, development activity has been consistently increasing, demonstrated by the record high number of housing starts during 2006 and 2007. The housing starts in 2008 fell to those observed before 2005. In addition there has been a significant interest from developers looking at Ponoka for serviceable land to meet the regional need for housing, commercial and business industrial sites.

The Town currently has a limited supply of undeveloped land, most of which is either in the planning stages or have natural topographical constraints, as well as wetlands which need to be left in their natural state. The Town also faces a shortage of land for commercial developments, having built out most of the lands with commercial and institutional land use designations. Additional land supply will allow the Town of Ponoka to comprehensively plan for future growth in a contiguous, efficient and cost effective manner

The Town of Ponoka Municipal Development Plan (MDP) outlines policies to engage in both joint planning of the urban fringe area with Ponoka County, as well as the commitment to a co-ordinated economic development strategy on a regional basis. In the current economic climate, the Town of Ponoka needs to strategically identify and capitalize on its competitive advantages while promoting and marketing lands that will attract future developments and ensure the growth of its industry clusters. This strategic long term approach requires that a substantial land base be within the municipal corporate limits to provide for long term growth.

Precedents set by other Alberta municipalities indicate that strategic long-term planning considers a timeframe of 30 to 50 years. Long-term plans generally include a 10 year supply of serviceable land for residential, industrial, commercial uses, and institutional complemented by a 10 year supply of lands with approved planning policy and additional land holdings to secure accommodation of additional long term growth and infrastructure co-ordination into and beyond the next 30 year horizon.

The Town of Ponoka has identified the need to supplement the Town's long-term land supply with new growth areas that extend beyond the existing town boundaries. The lands identified for the future growth, based on their strategic location, will add to the Town's competitive advantage and will remain consistent with the long term growth and economic development policies identified in the current Town of Ponoka Municipal Development Plan.

In the recent years the Town of Ponoka commissioned a *Master Servicing Study (2005)* and more recently *The Master Storm Water Management Plan (2008)* completed by Tagish Engineering Ltd. These studies provide an analysis of the future growth areas and the servicing potential and constraints of lands surrounding the Town of Ponoka. This Growth Study uses the information in the *Master Servicing Study (2005)* as one of the guidelines to evaluate the potential future growth areas.

This Growth Study identifies the areas of land most suitable to accommodate the Town of Ponoka's anticipated long term growth. The proposed growth area will provide the basis for the proposed annexation area. On March 27, 2009, the Town of Ponoka sent a Notice of Intention to Annex to the Municipal Government Board and Ponoka County.

## 1.2 Purpose

The purpose of this study is to determine the growth area required by the Town of Ponoka for its long term planning needs over a 50 year time horizon. The Growth Study provides a portion of the supporting information required by the Town in the Intermunicipal negotiations, public consultation and Provincial review stages of the annexation process. The objectives of the growth study are as follows:

- Predict Population projections for the next 30, 40 and 50 years
- Identify residential, institutional, commercial and industrial land requirements for the next 30, 40 and 50 years.
- Evaluate potential growth areas; and
- Propose a 50 year growth area for the Town of Ponoka.

## 1.3 Method

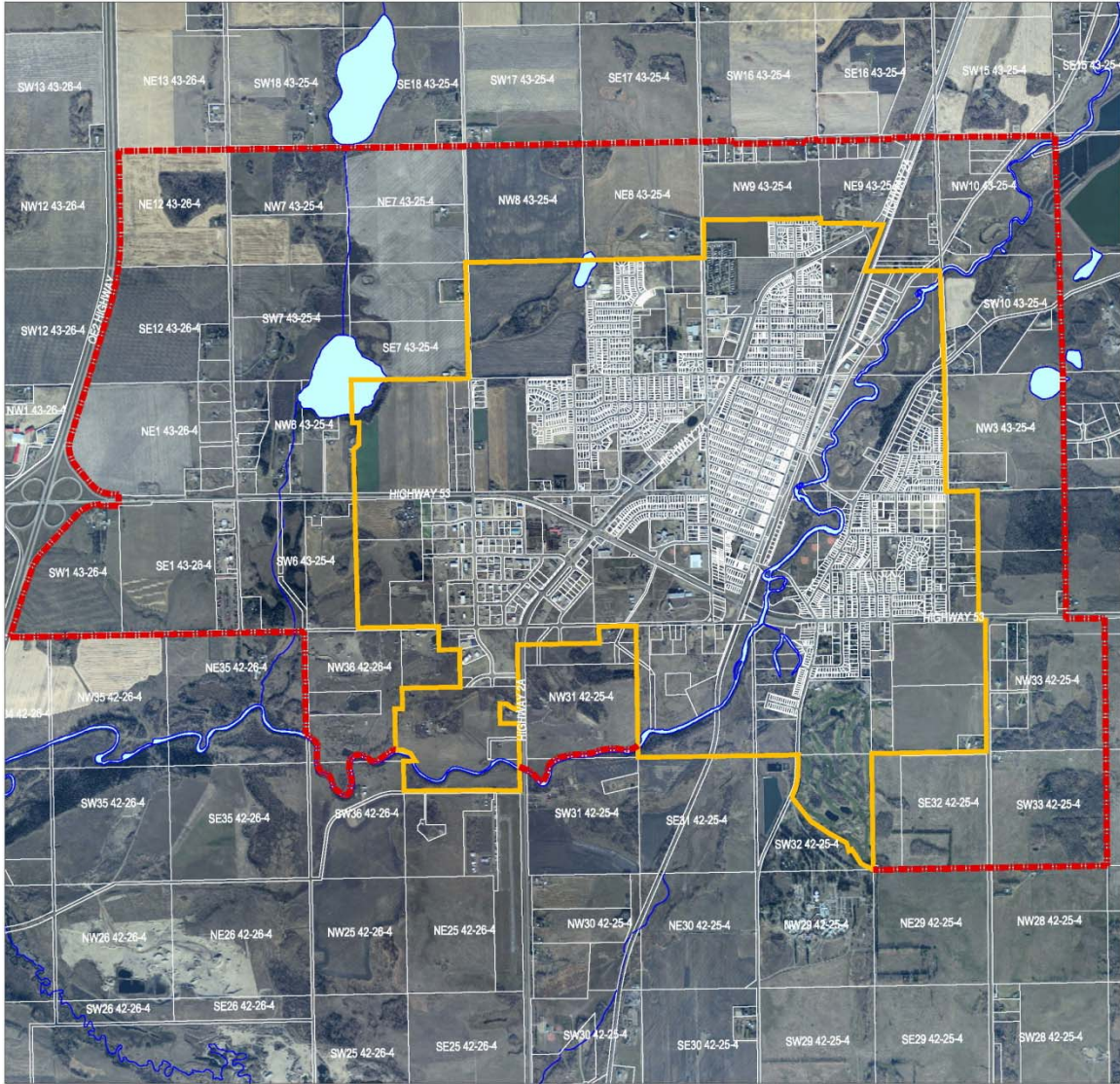
This growth study has been developed based on a four (4) phase work program. The first phase of the project included a review of various relevant background documents and compiling the information into a format to serve the subsequent phases of the project. This includes a review of Town of Ponoka's *Municipal Development Plan Bylaw No 2-97*, *Land Use Bylaw 013-97*, Outline Plans, Master Servicing Study and related studies, a compilation of historical data on population, and residential, commercial and industrial growth trends in the Town of Ponoka and other comparable municipalities in the region. A land inventory map identifying the developed and undeveloped lands within the Town of Ponoka was developed at this stage. The map also identifies lands that are deemed unusable due to their natural and geotechnical constraints or other limitations arising out of potential conflicting interests.

The second phase involved generating population projections for the Town of Ponoka over the next 30 to 50 years. A compilation of historical growth rates and demographic information and trends observed in comparable municipalities form the basis for the assumptions and rationale for the projections. A series of trend extrapolation forecasts are developed and preferred forecast scenario chosen based on the most reasonable economic, migration and regional market share assumptions. The population and household projections are translated to land requirements based on the gross residential density targets and associated land requirements for non-residential land uses. These land requirements are then cross referenced against the current land use inventory to determine the additional land requirements.

Phase three of the project involved the evaluation of future growth sectors. The study area encompasses the land surrounding the Town of Ponoka for approximately half a mile along the northern, eastern and southern boundaries, and approximately two (2) miles along the western boundary of the town up to Highway QE 2. The review of the potential growth scenarios considers the Town of Ponoka's current land use policies, policies within the Intermunicipal Planning Agreement

between the Town of Ponoka and Ponoka County, servicing requirements and capacity, physical characteristics of the land and community planning opportunities. Figure 1 illustrates the Study Area.

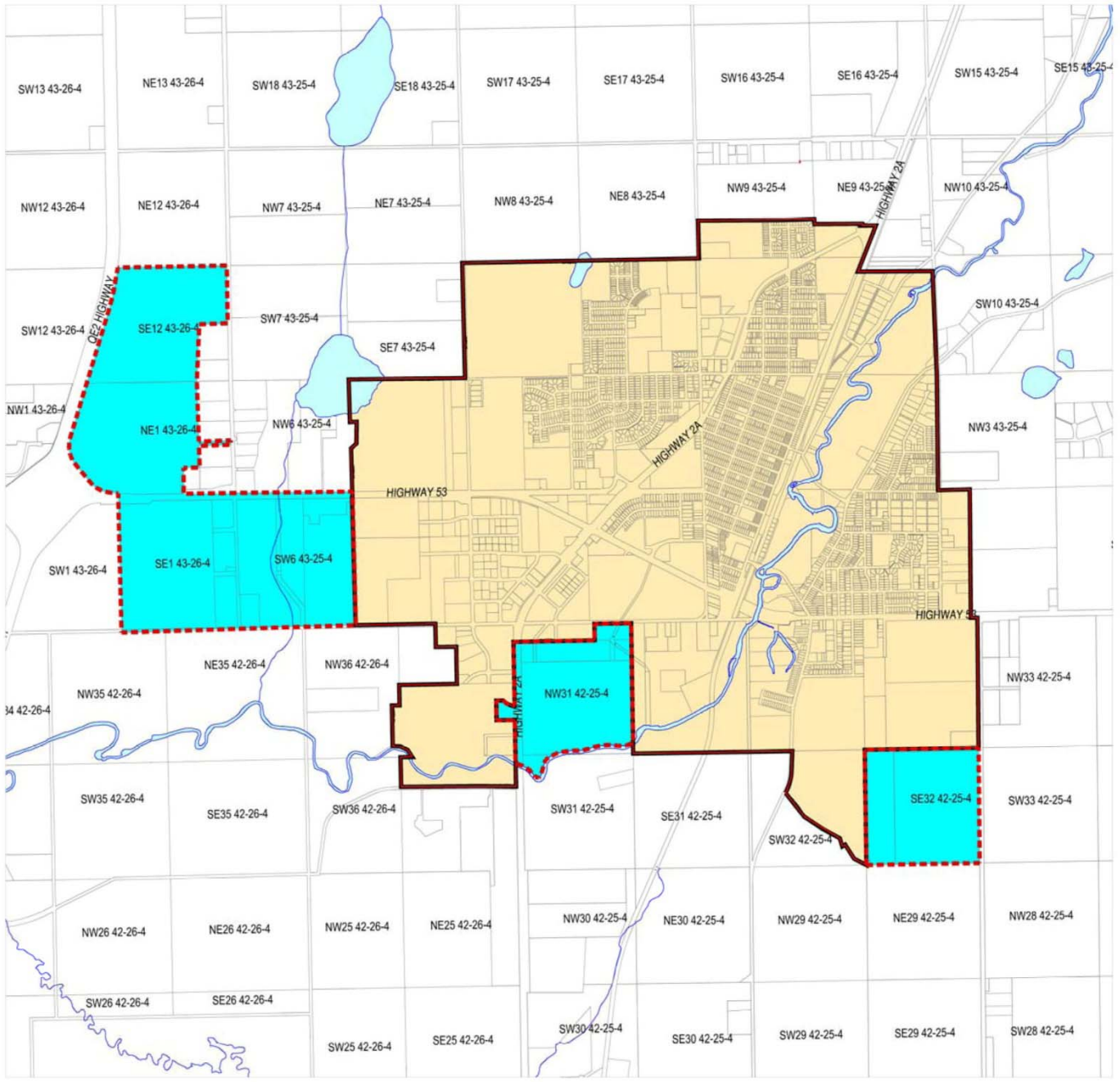
The final stage was to determine the proposed 50 year growth area (as shown in Figure 2). The final phase involved a public consultation process and consultation with the landowners and Ponoka County to develop a consensus on the lands strategically identified as the most suitable for the Town of Ponoka's future growth requirements based on the planning analysis in this Growth Study.





- Legend**
- Town of Ponoka Boundary
  - - - - Growth Study Area Boundary

**Figure 1**  
Local Context  
**Town of Ponoka**  
Growth Study





**Legend**

-  Town of Ponoka Current Municipal Boundary
-  Proposed Growth Areas for Annexation

**Figure 2**  
**Proposed 50 Year**  
**Growth Area**

**Town of Ponoka**  
**Growth Study**





## 2.0 BACKGROUND INFORMATION

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### 2.1 History

The Town of Ponoka's history dates back more than 100 years. The Town began in the 1870's at the Battle River Crossing as a supply point on the wagon trail between Fort Edmonton and Calgary. The Town was officially named "Ponoka" in 1891 when the first train by the Calgary and Edmonton Railway Company passed through the Town. Ponoka soon became home to a stream of settlers from Eastern Canada, the American Midwest and Europe. The settlers made their livelihood on the area's fine agricultural land and the settlement grew along the railway into an important service centre.

Since its incorporation in 1904, the Town of Ponoka has maintained its position as a service centre for the surrounding agricultural community. Its central location has been an important factor in the Town's historical growth and prosperity. Ponoka is situated at the cross-roads of Highway 2A and 53 and is just 5km (3 miles) east of Highway QE 2. Highway QE 2 is the primary route connecting Calgary and Edmonton and is considered as one of the busiest transportation corridors not only in Alberta but in Canada.

As one of the region's agricultural service centres, the Town of Ponoka is home to Canada's largest single day livestock auction and is home to the world famous Ponoka Stampede, featuring professional rodeo, chuckwagon races and other related activities. The Town has gained considerable recognition for the Centennial Centre for Mental Health and Brain Injury. This facility opened 1911, and is one of Canada's major psychiatric hospitals, recognized for its leading edge research in the area of brain injury and rehabilitation treatment.

The Town of Ponoka has a well established commercial district comprising a number of small and large commercial establishments, well preserved store fronts from 1900-1960s, and the landmark Provincial building. The Town's industrial uses are mostly concentrated within the Northeast Industrial Park and the Southwest Industrial Park.

**Figure 3: Historic images of the Ponoka Railway Station and the grain elevators**



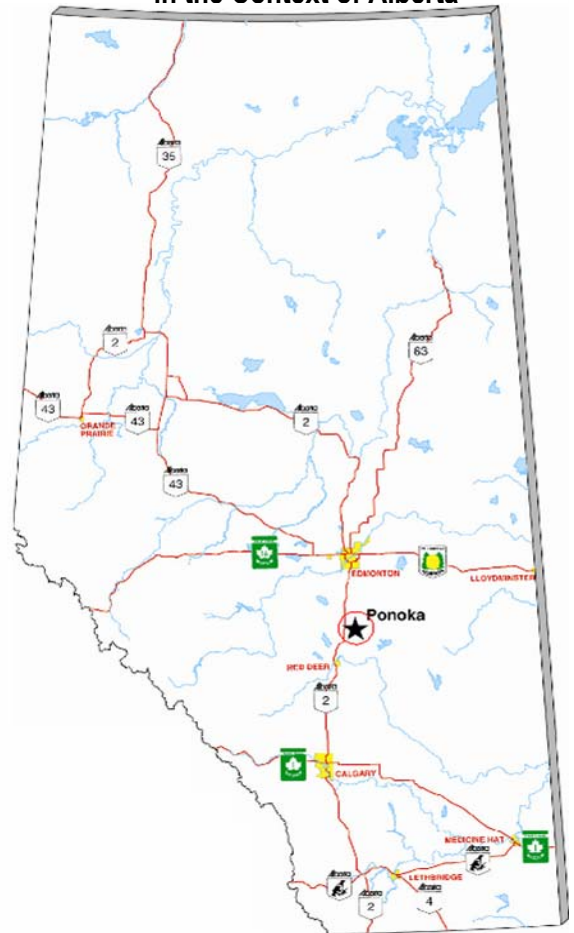
## 2.2 Regional Context

Ponoka is located along Alberta's primary transportation and economic corridor the Highway QE2. Nestled along the Battle River, the Town of Ponoka is 104 Km south of the City of Edmonton and 51 km north of Red Deer. Highway 2A runs directly through the Town intersecting Highway 53 which connects the Town of Ponoka to Highway QE2.

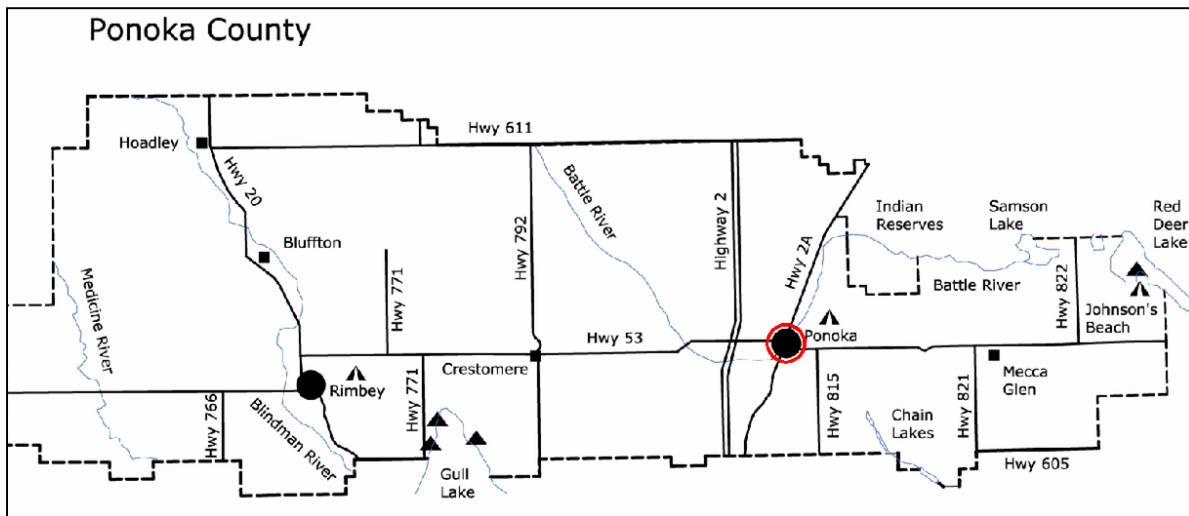
The Town of Ponoka has established itself as an active business centre. 73% of the workforce has a usual place work in the Town or its surrounding area within Ponoka County. The Town of Ponoka shared similar locational character to smaller communities such as Olds, Innisfail, Blackfalds and Lacombe and are comparable in population size.

Figures 6 and 7 illustrate the population growth and development activity within the Town of Ponoka in comparison with other comparable municipalities.

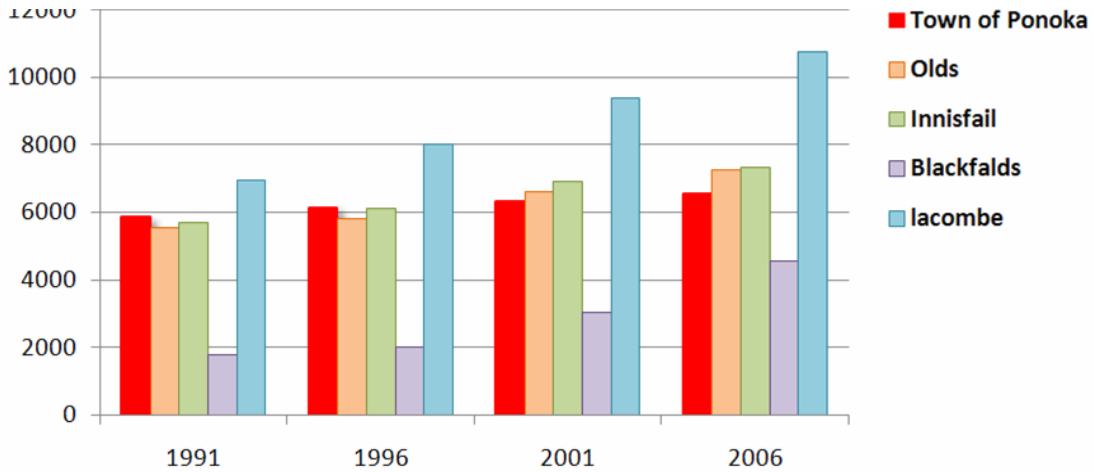
**Figure 4: Town of Ponoka, Location Map in the Context of Alberta**



**Figure 5: Town of Ponoka, Regional Context Map**

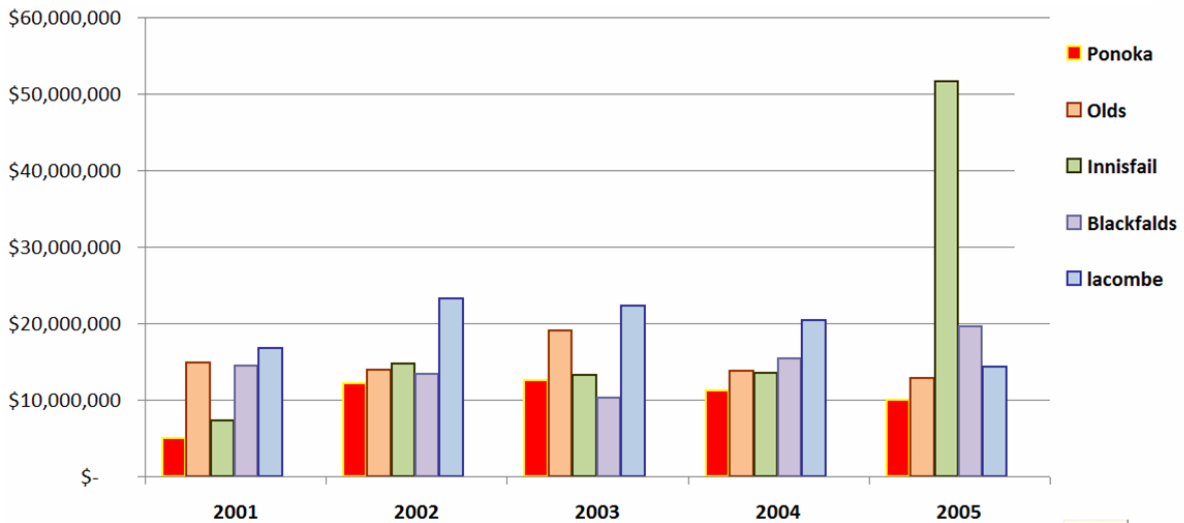


**Figure 6 : Comparison of Population Growth in the Town of Ponoka and Comparable Municipalities (1991-2006)**



(Source: Community Profile, Alberta-first.com, 2009)

**Figure 7: Comparison of Development Activity in the Town of Ponoka and Comparable Municipalities (2001-2005)**



(Source: Community Profile, Alberta-first.com, 2009)

Communities such as Blackfalds, Lacombe and Innisfail have shown comparatively higher development activity in recent years, supplemented by a general growth in population. These municipalities are located along Highway QE 2, and have significantly benefited from better exposure and accessibility to Highway QE2, which is a significant factor in attracting highway commercial and industrial development.

## 2.3 Town of Ponoka Plans and Policies

### 1997 Municipal Development Plan, Bylaw No 2-97 (MDP)

The existing Town of Ponoka Municipal Development Plan (MDP) was approved in February 1997. An update to this MDP is anticipated in the near future. The MDP is the primary land use plan for the Town of Ponoka identifying the community's vision, goals, objectives and policies to direct the future physical, social and economic development.

Following are the key goals of the Town of Ponoka MDP:

1. *Maintain and enhance the quality of life in Ponoka;*
2. *To promote promising industry clusters for which Ponoka has unique competitive advantages;*
3. *Improve business development and promotions;*
4. *Expand and effectively market the Southwest Industrial Park and Northeast Industrial Park;*
5. *Maintain an adequate inventory of industrial sites of varying lot sizes to meet the needs of business and industry;*
6. *Develop industrial areas to be both functional, attractive and compatible with adjacent land uses;*
7. *To minimize the negative environmental impacts often associated with industrial developments;*
8. *Encourage the development and maintenance of high quality community facilities and services;*
9. *Have municipal services and infrastructure extended to new development areas in a logical and economical manner;*
10. *Engage in joint planning of the urban fringe area with the Ponoka County;*
11. *Maintain open communication in resolving regional and intermunicipal issues; and*
12. *Seek partnerships with the neighbouring municipalities in providing services for their rate payers in the most cost effective and efficient manner.*

### Alberta Land Use Framework

The Alberta Land Use Framework (2009) is led by the Province of Alberta and is a strategy to manage growth, development and land use activities in the Province. The Land Use Framework emphasizes regional planning and includes the Town of Ponoka in the proposed plans for the Red Deer Region. In relation to the efficient use of land, The Land Use Framework identifies the following relevant policy:

***“Support developments where infrastructure capacity – water, sewer, road and other infrastructure already exists”***

The lands identified for the long term growth of the Town of Ponoka will allow for new development to remain contiguous with existing development and allow for a logical extension of the services thereby reducing any leapfrogging and associated costs of extending services. This strategy is consistent with the policy framework identified in The Alberta Land Use Framework.

## Area Structure Plans

There are two notable Area Structure Plans in the study area. The Country Hills Estates Area Structure Plan(1992) is located within the Town of Ponoka, and the Caledera Area Structure Plan (2009), is located on the boundary of the Town of Ponoka and Ponoka County, with approved policy and planning as adopted by Council. In addition to these Area Structure Plans, there are a number of smaller outline plans and concept plans that have guided the subdivision of land. While some of the outline plans are more than five (5) years old, future updates to the plans are anticipated. The Area Structure Plans and the residential land use policies within provide the basis for the assumptions that guide the calculation for future residential development intensity and land requirements in this report.

## 2.4 Development Activity

Statistics on annual building permit values illustrate the strong development activity in the Town of Ponoka since 1998. Figure 8 illustrates the total value of building permits issued by the Town during the 1998-2009 period. During the period from 1998 to 2008 the annual value of permits has grown from an approximate \$4.5 million to a year-end high of \$34 million in 2006 and then declining to \$7.2 million in 2009. This is reflective of the permit values observed before the boom period of 2006 and 2007.

For a 10 year observation, permit values for 2008 represent a 75% increase from the values observed in 1999 and then declining back to 2000 levels in 2009 which is consistent with and representative of the economic climate observed by the province and the nation as a whole.

**Figure 8: Annual Total Building Permit Values, 1998-2009, (Data Source: Town of Ponoka)**

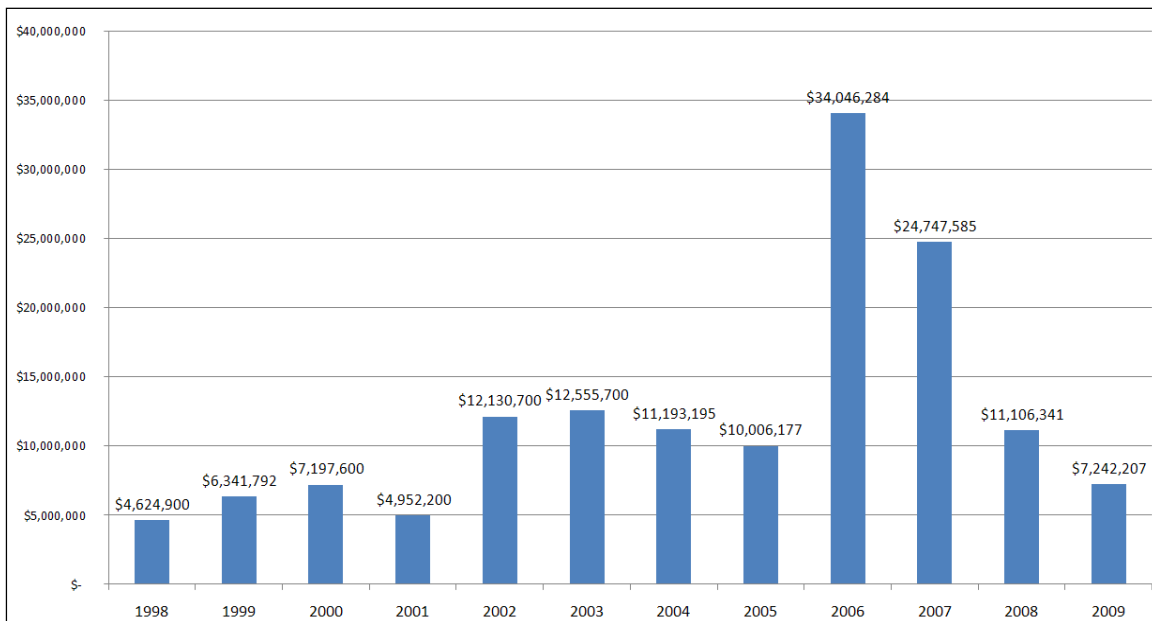
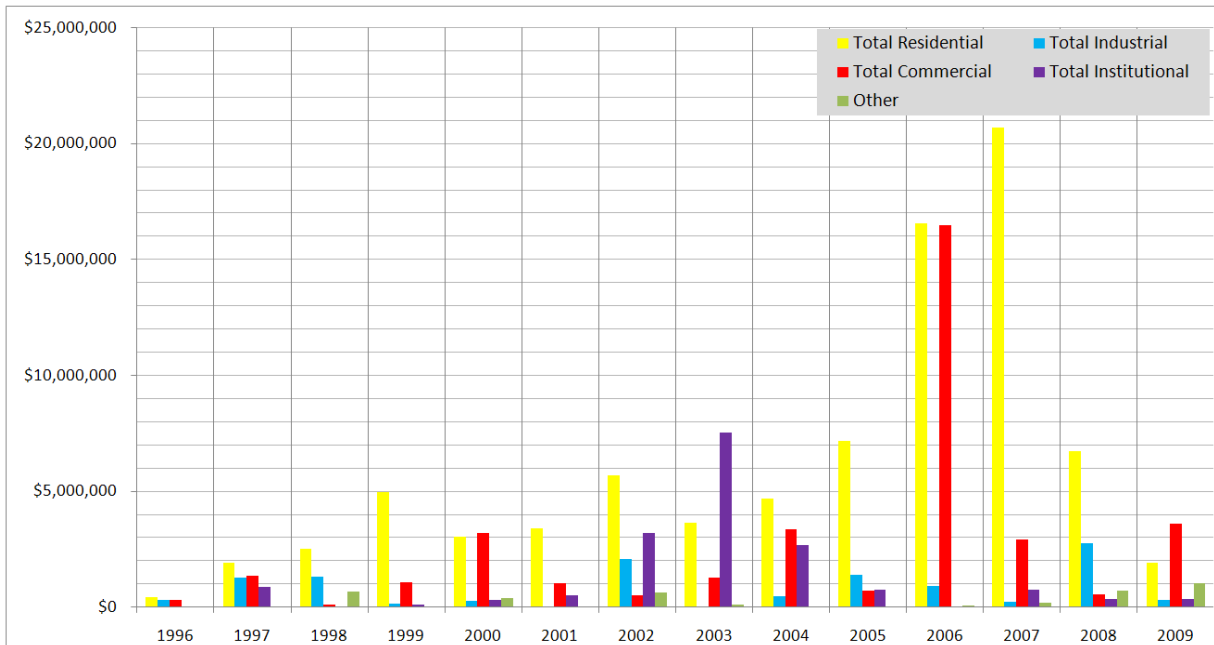


Figure 9 illustrates the Town of Ponoka's Building Permits by Type for the 1998-2009 period. The majority of the permit values are a result of residential development, followed by commercial

developments. The upward trend and strong growth is reflected in the value and number of residential permits, from approximately \$5 million in 1999 to just under \$7 million in 2008. During the year 2006 and 2007 the permit values for residential development in the town of Ponoka reached a record high of \$16.5 million and \$20.5 million, respectively. Single family residential development continues to be the major type of residential construction comprising over 70% of the residential housing stock.

While the commercial activity in the year 2008 was not as significant in comparison to 2007 and 2006, the overall trend for commercial developments in the Town of Ponoka has been positive and 2009 demonstrated an upward trend for commercial developments. The value of permits reached a record high of \$16.5 million in 2006, a significant increase from \$1 million in 1999. Even though the peak in development activity was observed in 2006 and 2007, an overall increase in permit values has been observed since 2002.

**Figure 9: Annual Building Permit Values by Type, 1998-2009 (Data Source: Town of Ponoka)**



## 2.5 Servicing Capacity

Municipal infrastructure services have experienced considerable growth pressure with increases in development activity. The status of the Town of Ponoka’s municipal hard infrastructure and current capacities is as follows:

### Water Supply System

The Town of Ponoka is a member of the North Red Deer Water Services Commission which constructed a regional water supply line diverting water from the Red Deer River to five (5) municipalities, including the Town of Ponoka.

Since 2006 the Town has been receiving its water supply by means of three connections from the regional supply line. In 2006, Town of Ponoka also constructed a new water reservoir with a capacity of 1 million gallons. The Town of Ponoka is well positioned to meet the water demand arising from existing and future growth in residential, industrial and commercial developments. The current water supply system can support a population of approximately 15,000.

### **Stormwater Management**

The Battle River is the primary dominant physical feature that controls the topography and provides the drainage outlet for storm water runoff in the Town of Ponoka. A large wetland and a permanent water body, located west of the Town and north of Highway 53, on the north half of sections 6 and the south half of section 7, is the other dominant physical feature. The permanent water body is the drainage outlet for the northwest corner of the study area and has runoff directed to it from Section 8. The outlet watercourse from this water body flows south to the Battle River through the SW6 and NE 35.

While the current system is capable of handling future growth, the general recommendation from the *Master Servicing Study (2005)* is that all future developments will have to reduce their runoff flow to pre-development rates, thereby reducing the impact on the existing system. The *Master Servicing Study (2005)* recommends the preparation of a Master Drainage Plan that encompasses the existing and future drainage basins. The Town of Ponoka has also completed the preparation of a Storm Water Management Plan for the north west portion of the Town.

### **Sanitary Sewer System**

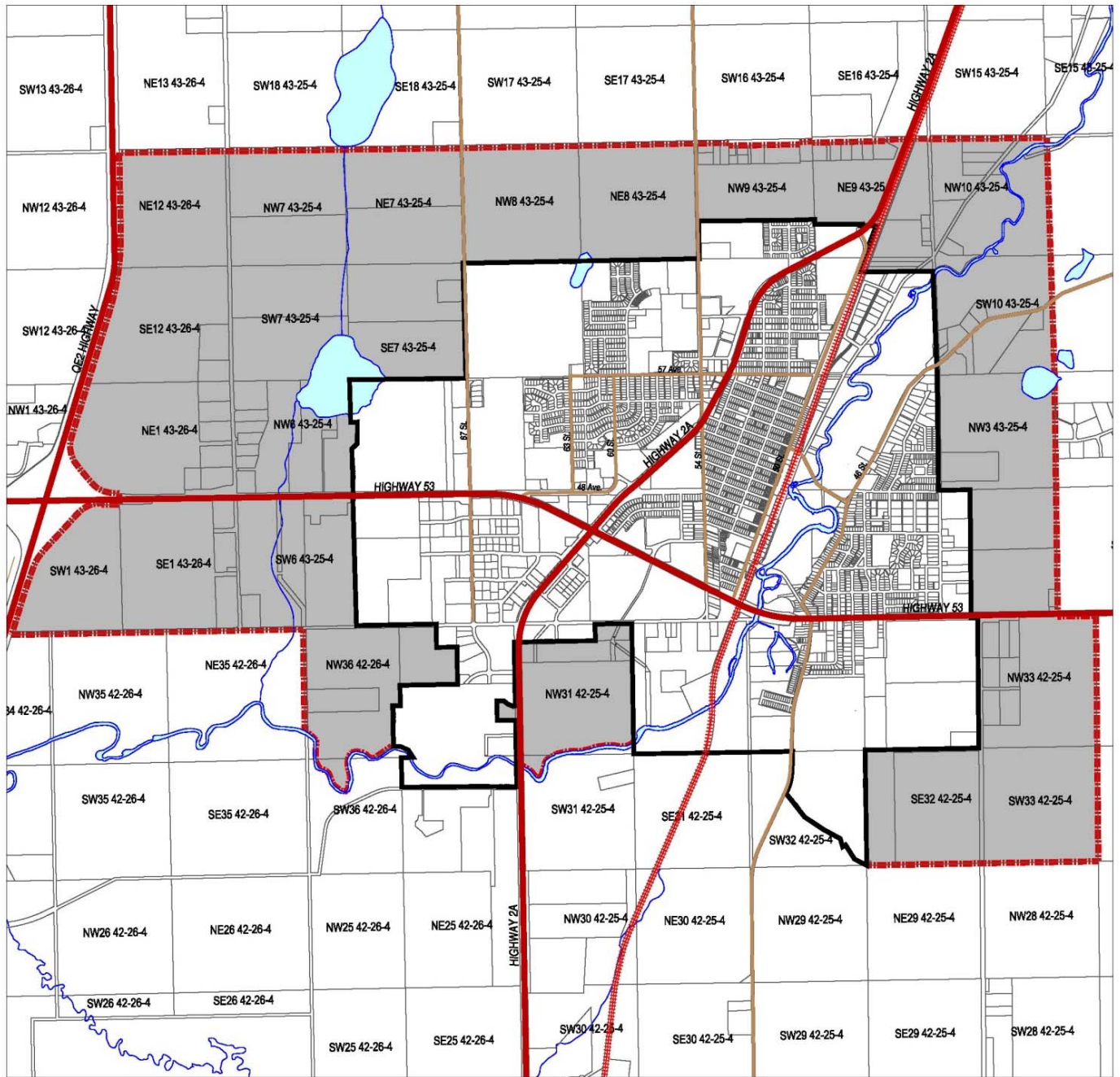
The current aerated system is adequate for a population of 7,200. Sewer system upgrades will be needed to meet a population of 10,000 to 15,000 people. Storage ponds will service a population of 10,000 with twice the annual discharge. To meet flows for a population of 15,000, another 350,000 cu.m storage pond will have to be constructed.

### **Transportation**






The Town of Ponoka has a effective and functional road network system. Highway 2A and Highway 53 are the primary roadways in the Town of Ponoka (see Figure 10). The Highway 2A and Highway 53 provide direct access to the industrial and commercial areas within the Town. Industrial developments within the Town are concentrated in the South West Industrial Park, south of Highway 53 and the North East Industrial Park, located east of the railway line (see Figure 13).

Alberta transportation conducted a functional study for the major roadways in the Town of Ponoka in 2005. The information from the functional study has been incorporated into a transportation network plan, as identified in the Master Servicing Study (2005), and is shown in Figure 10.

As development occurs, it is anticipated that new developments will contribute to the logical extension of the roadway network. 57<sup>th</sup> Avenue has potential to develop into a major east west collector and provide new access out of the North East Industrial Park. Traffic lights at 57<sup>th</sup> Avenue and Highway 2A are also anticipated in the future.

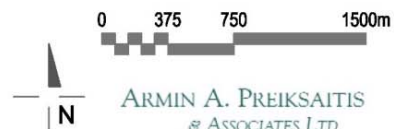


**Legend**

-  Town of Ponoka Boundary
-  Growth Study Area
-  Highway
-  Major Roadway
-  CP Railway

**Figure 10**  
Transportation Network

**Town of Ponoka**  
Growth Study



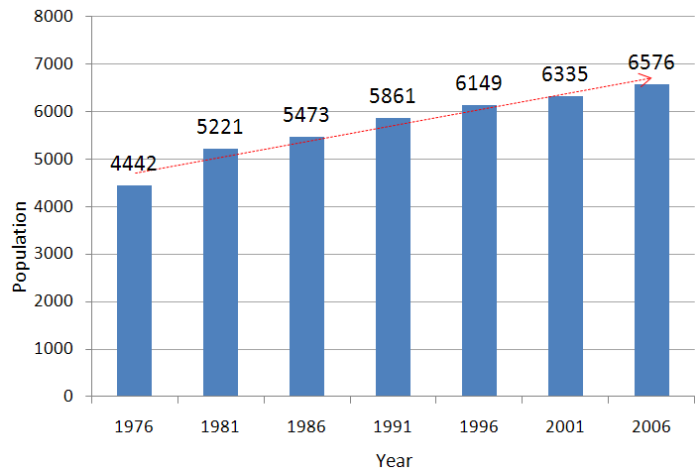


### 3.0 POPULATION

#### 3.1 Historical Population Growth

The Town of Ponoka’s historical population growth averages approximately 6.8% for every five (5) years based on the municipal censuses since 1976. Table 1 and Figure 11 illustrate the historical population growth in Ponoka for the last 30 years. The Town of Ponoka’s official Census indicated a population of 6,576 in 2006. While the period of growth between 1996 and 2006 has been lower than the historical growth rates, the historical growth rates account for periods of boom in activity and population growth, which are cyclical in nature and are anticipated to take place in the future. The Town of Ponoka also observed a significant growth in development activity during the 2006 and 2007 years. Since the census was conducted prior to this boom period the growth observed during 2006 and 2007 is not captured in the Census. The growth rate observed from 1996 to 2006 is an average of 3.9% for every five(5) years or just under 1% annually.

**Figure 11: Population Growth in the Town of Ponoka (1986-2006)**



**Table 1: Town of Ponoka, 30 year Population History**

Year	1976	1981	1986	1991	1996	2001	2006
<b>Population</b>	4442	5221	5473	5861	6149	6335	6576
<b>Change</b>		779	252	388	288	186	241
<b>% Change</b>		17.5%	4.8%	7.1%	4.9%	3.0%	3.8%
<b>Average 5 year Growth</b>		6.8%					

In the most recent census (2006), the Town of Ponoka’s population increased by 3.8% from 2001. This is a relatively lower growth rate as compared to other comparable municipalities such as Innisfail (6.83%), Blackfalds (35.88%) and Lacombe (13.5%). The Town of Blackfalds and Lacombe are located within a shorter distance of the City of Red Deer, which is a major urban centre. As well the two (2) Towns benefit from the exposure and accessibility from the abutting Highway QE 2, which is a factor in spurring growth in highway commercial and industrial developments.

#### 3.2 Population Projection

The population projection for the Town of Ponoka is based on historical population growth patterns and supplemented by assumptions which are based on growth trends observed in the region. The population projection is also compared with the projection identified in the *Master Servicing Study (2005)*. The proposed projection identifies Ponoka as a significant urban municipality centrally located

along the transportation corridor connecting the City of Edmonton and City of Red Deer which are two (2) major urban centres. Recent improvements and upgrades to servicing capacity coupled with developer interests allows the Town of Ponoka to position itself as a strategic service centre servicing the needs of surrounding communities.

**Table 2: Long-term, Low, Medium and High Population Projections**

Town of Ponoka – Long-Term (50 Year) Population Projection (10 Year Intervals)						
Year	2009	2019	2029	2039	2049	2059
Projection # 1 (Low)	6,775	7,484	8,267	9,132	10,087	11,143
Annual Growth Rate	1%	1%	1%	1%	1%	1%
Projection # 2 (Medium)	6,792	7,786	9,035	10,486	11,698	12,922
Annual Growth Rate	0.75%	1.5%	1.5%	1.5%	1%	1%
Projection # 3 (High)	6,775	8,098	9,871	11,512	13,164	14,541
Annual Growth Rate	1%	2%	2%	1.5%	1.5%-1%	1%

**\*Note:** in order to project population figures for the year 2009, projection #1 and #3 assume a 1% annual growth from the year 2006, which are based on historical growth rates. However, Projection #2 assumes a growth rates of 1.5% annually for 2007 based on the high rate of residential development activity observed in the Town of Ponoka during 2006 and 2007 and which is not captured in the last official census. Cognizant of the current economic downturn and the reduced development activity the projection then assumes a descending growth rate of 1% and 0.75% for 2008 and 2009 and anticipates the trend in growth rate to continue at 0.75% until 2011. Therefore, the 2009 population figures in projection #2 are marginally higher than those in projection #1 and #3.

**Figure 12: Town of Ponoka, Population Projection Scenarios**

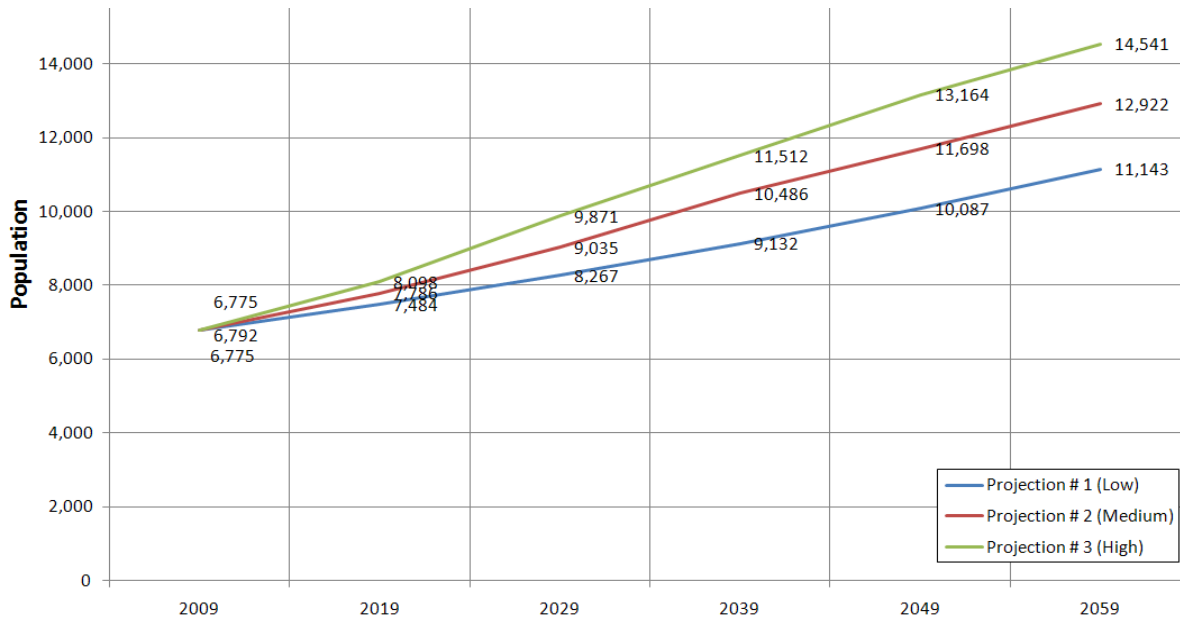


Table 2 provides the population projections for 10 year intervals through 50 years for the three (3) scenarios analyzed identified in the table as Projection #1 (low), Projection #2 (medium) and Projection

#3 (high). Cognizant of the current downturn in economic conditions, it is also anticipated that it will take at least two (2) years before the population rates and development activity resumes to the development and growth rates observed during the past decade. Figure 12 graphically illustrates the difference in the projected populations for the Town of Ponoka.

### 3.2.1 Projection #1

Projection # 1 is derived on the basis of a population growth rate of 1% annually over the next 50 years. This growth rate is comparable to the growth rate observed in the Town of Ponoka during the past decade. However the 1% growth rate is lower than the growth rates historically experienced over the past 30 years in the Town of Ponoka and significantly lower than the growth rates observed in comparable municipalities. As shown in Table 1, the Town of Ponoka has experienced varying growth rates in the past 30 years with periods of relatively high population growth during the late 70's and early 90's. The past 30 years account for historic population growth in the Town of Ponoka as indicated by average growth rate of 6.8% over five (5) years or approximately 1.3% annually. A population growth rate of 1% thereby underestimates the future growth potential for the Town of Ponoka.

The *Master Servicing Study (2005)* provides multiple population projections with varying linear growth rates ranging from 1% to 4%. For the purposes of infrastructure capacity building The *Master Servicing Study* recommends a population projection with a growth rate of 1.5% which would see a population of 13,326 by 2051. While this projection provides adequate data to plan for future potential infrastructure capacities, the growth rate assumed is slightly higher than those experienced in the Town of Ponoka.

### 3.2.2 Projection #2

Projection # 2, identified as the medium growth rate scenario, is based partly on the assumptions of the *Master Servicing Study (2005)* and the historic growth rates observed in the Town of Ponoka. Projection # 2 is the recommended scenario and forms the basis for determining the long term land requirements for the Town of Ponoka.

Projection #2 assumes a growth rate of 1.5% annually for 2007 based on the high rate of residential development activity observed in the Town of Ponoka during 2006 and 2007 and is not captured in the last official census. Cognizant of the current economic downturn and the reduced development activity the projection then assumes a descending growth rate of 1% and 0.75% for 2008 and 2009 and anticipates the trend in growth rate to continue at 0.75% until 2011.

Based on the increased servicing capacity, current developer interests and the potential acquisition of strategically located lands for commercial and industrial development, the Town of Ponoka population is projected to grow during 2009 to 2039 at an annual rate of 1.5%. Projections between 2039 and 2059 incorporate a decreasing growth rate of 1% to recognize the growth trends previously observed within the town and the region. Based on the assumed growth rates the population is projected to reach **10,486 by 2039** and a subsequent population of **12,922 by 2059**. Over a 50 year period the projected growth rates in projection # 2 are lower than those recommended by the *Master Servicing Study (2005)* and are close to the average growth rates historically experienced in the Town of Ponoka.

**Table 3: Recommended Long-term Population Projection**

<b>Year</b>	<b>2009</b>	<b>2019</b>	<b>2029</b>	<b>2039</b>	<b>2049</b>	<b>2059</b>
Projection # 2 (Medium)	6,792	7,786	9,035	<b>10,486</b>	<b>11,698</b>	<b>12,922</b>
Annual Growth Rate	0.75%	1.5%	1.5%	1.5%	1%	1%

**Projection #3**

As shown in Table 2, Projection # 3 is the high growth rate scenario and incorporates variable which predicts growth rates ranging from 1% to 2% annually. The projection assumes a growth rate of 1% until 2011 reaching a population of 6,911 in 2011. The projection then assumes a high growth rate of 2% from 2011 until 2030, then gradually declines to 1.5% by 2040 and thereafter proceeding at 1% up to 2059, reaching a total population of 14,541 by 2059. Even though the population projected under projection # 3 is higher than anticipated, it is well within the servicing capacity of the Town of Ponoka.

## 4.0 GROWTH REQUIREMENTS

### 4.1 Current Land Inventory

Table 4 provides the inventory of Vacant Developable Lands and Developed lands by use within the existing Town of Ponoka corporate boundary and Figures 13, 14 and 15 illustrate the spatial layout of these lands. All areas with existing development by their generalised land use are covered under category of “Developed Lands”. Lands which currently have no development on them are identified as “Vacant Developable Lands” and are classified based on their current land use designation. The current land inventory was assembled using maps provided by the Town of Ponoka Administration, the Land Use Bylaw, aerial photographs of Town of Ponoka and information gained from the site visit in March 2009. Table 4 provides a detailed understanding of the land use composition within the Town of Ponoka and the land supply for the generalised land uses.

**Table 4: Town of Ponoka Land Inventory**

Land Use Category	Vacant Developable Lands		Developed Lands		Total	
	Hectares	Acres	Hectares	Acres	Hectares	Acres
Residential	212.73	525.69	331.1	812.24	543.83	1337.93
Commercial	23.48	58.03	76.11	188.10	99.59	246.13
Institutional	0.00	0.00	102.87	254.20	102.87	254.20
Industrial	88.40	234.75	82.33	203.50	170.73	438.25
Parks/Open Space	NA	NA	266.17	657.74	266.17	657.74
Direct Control District	NA	NA	23.60	58.40	23.60	58.40
<b>Total Land Inventory</b>	<b>324.61</b>	<b>818.47</b>	<b>882.18</b>	<b>2174.18</b>	<b>1206.79</b>	<b>2992.65</b>

\* Vacant developable lands (See Figure 15) are derived from the lands identified for Residential Expansion and Industrial Expansion lands in the Town of Ponoka Land Use Bylaw No 013-97. Developed Lands is based on the Land Use Bylaw No 013-97, site visits conducted in July 2010 and information provided by Town of Ponoka Administration.

### 4.2 Available Developable Lands

Table 4 provides an inventory of total Vacant Developable Lands and their land use designations. However, in the calculation for future land requirements, the Vacant Developable Lands have been further analysed to identify portions of lands with physical constraints which deem them unusable. These constraints primarily are primarily due to one or more of the following factors (See Figure 14):

- a. Lands falling within flood risk areas
- b. Lands falling within natural drainage corridors (based on StormWater Management Plan)
- c. Lands containing sensitive environmental features such as creeks, lakes, or wetlands
- d. Lands with topographical constraints or servicing challenges

Based on the factors identified above, the lands that are identified as unusable include:

- I. **portion of land on ¼SW8 43-25-2 (26.3 acres) (See Figure 13 Area A)**

- II. portion of land on ¼NE6 43-25-4 (16.3 acres)(See Figure 13 Area B)
- III. portion of land on ¼NE36 42-26-4 and ¼SE36 42-26-4 (56.86 acres) (See Figure 13 Area C)

In the calculations for determining future land requirements, the above noted lands with physical constraints are deducted from the total available developable lands. The remaining Vacant Developable Lands are accounted to accommodate future growth requirements to the extent to which these lands and their policy planning would allow. The anticipated future growth land requirement that is not accommodated within the Vacant Developable Lands make up the additional land requirements that extend beyond the Town of Ponoka’s corporate limits.

### 4.3 Land Requirements

#### 4.3.1 Land Requirement Assumptions

The calculation of future land requirements is based on certain assumptions about the form and type of future development that will occur in the Town of Ponoka. The assumptions are derived from the policy directions of recently approved area structure plans, the assumptions for servicing capacity in the *Master Servicing Study (2005)* and the analysis of historical and existing development. The assumptions for each general land use are outlined in the table below.

**Table 5: Assumption for Calculating Future Land Requirements**

Land Use	Assumptions
Residential	<p>Consistent with the assumptions of the <i>Master Servicing Study (2005)</i>, the assumed average density for residential development is 10 units per hectare (4 units per acre).</p> <p>This density is also consistent with those proposed in the <i>Country Hills Estates Area Structure Plan (1992)</i> as well as the densities approved in recent residential developments. This average density also accounts for neighbourhood retail and other uses normally found within residential neighbourhoods.</p> <p>An average household size of 2.5 people is assumed based on the average household size from the 2006 census, conducted by Statistics Canada for the period 2001-2006.</p>
Commercial	<p>The existing rate of commercial land consumption is identified as 28.6 acres for every 1000 people. This average is calculated using the total area of currently developed lands zoned for commercial uses and the 2006, Town of Ponoka census population number.</p>
Industrial	<p>The existing rate of industrial land consumption is identified as 30.95 acres for every 1000 people. This average is calculated using the total area of currently developed lands zoned for industrial uses and the 2006 Town of Ponoka census population figures.</p>
Institutional	<p>The existing rate of institutional land consumption is identified as 38.66 acres for every 1000 people. This average is calculated using the total area of currently developed lands zoned for institutional uses and the 2006 Town of Ponoka census population number.</p>
Other Land Uses	<p>20% of the calculated residential, industrial, commercial and institutional lands is added to the total land requirement to accommodate a broad range of uses including but not limited to uses categorised as Public uses, Parks and Open Spaces, unusable vacant lands and lands unavailable for development at current time due to lack of landowner interest or other reasons.</p>

### 4.3.2 Total Land Requirements

**Table 6: Anticipated Land Requirements by Land Type (Medium Growth Scenario)**

	30 year	40 year	50 year
Existing Population	6576 people	6576 people	6576 people
Projected population	10,486 people	11,698 people	12,922 people
<b>Anticipated Population Growth by</b>	<b>3910 people</b>	<b>5122 people</b>	<b>6346 people</b>
<b>Assumed Density (Based on Master Servicing Study and other approved planning documents)</b>	<b>4 units per acre @</b>	<b>2.5</b>	<b>people per unit</b>

<b>Residential Land Area Requirement Calculation</b>	30 year	40 year	50 year
<b>Anticipated Total Residential Land Area Requirement (Density: 4 Upa @2.5 people per unit as identified in the Master Servicing Study and other approved planning documents)</b>	<b>391.0 acres</b>	<b>512.2 acres</b>	<b>634.6 acres</b>
	2.4 quarters	3.2 quarters	4.0 quarters
Vacant developable lands zoned for Residential Development	525.7	525.7	525.7
Land unusable due to topographical challenges, servicing challenges and natural drainage courses (SW ¼ 8 42-25-2 & NE ¼ 6 42-25-4 )	42.6	42.6	42.6
Remaining vacant developable lands zoned for Residential Development	483.1	483.1	483.1
Current Developable Residential Land (less 10 % Municipal Reserve)	434.8 acres	434.8 acres	434.8 acres
Anticipated Population that can be accommodated in Current developable land (Density 4 upa @ 2.5ppu)	4348 people	4348 people	4348 people
Lands Anticipated for future Residential Growth	-43.8 acres	77.4 acres	199.8 acres
Anticipated Population (4 upa @ 2.5ppu)	-438 people	774 people	1998 people
Population to be accommodated in future growth area	-438 people	774 people	1998 people
<b>Proposed Additional Residential Land Area Requirement (4 Upa @ 2.5 ppu)</b>	<b>0.0 acres</b>	<b>77.4 acres</b>	<b>199.8 acres</b>
	<b>0.0 quarters</b>	<b>0.5 quarters</b>	<b>1.2 quarters</b>

<b>Commercial land Area Requirement Calculation</b>	30 year	40 year	50 year
<b>Current utilisation of Commercial land = 28.6 Ac/1000 people</b>			
<b>Future Anticipated Total Commercial Land Area Requirement (28.6 acre/1000 people)</b>	<b>111.8 acres</b>	<b>146.5 acres</b>	<b>181.5 acres</b>
	0.7 quarters	0.9 quarters	1.1 quarters
Current Developable Commercial Land	58.03 acres	58.03 acres	58.03 acres
Remaining Lands Anticipated for Future Commerical Uses	53.8 acres	88.5 acres	123.5 acres
<b>Proposed Additional Commercial Land Area Requirement</b>	<b>53.8 acres</b>	<b>88.5 acres</b>	<b>123.5 acres</b>
	<b>0.3 quarters</b>	<b>0.6 quarters</b>	<b>0.8 quarters</b>

Industrial Land Area Requirement Calculation	30 year		40 year		50 year	
Current utilisation of industrial land = 30.95 Ac/1000 people						
Future Anticipated Total Industrial Land Area Requirement (30.95 acres/1000 people)	121.0 acres		158.5 acres		196.4 acres	
	0.8 quarters		1.0 quarters		1.2 quarters	
Current Developable Industrial Land	226.6 acres		226.6 acres		226.6 acres	
Remaining Lands Anticipated for Industrial Uses	-105.6 acres		-68.1 acres		-30.2 acres	
Proposed Additional Industrial Land Area Requirements	0.0 acres		0.0 acres		0.0 acres	
	0.0 quarters		0.0 quarters		0.0 quarters	

Institutional Land Area Requirement Calculation	30 year		40 year		50 year	
Current utilisation of institutional land = 38.66 Ac/1000 people						
Future Anticipated Total Institutional Land Area Requirement (37.1 acres/1000 people)	151.2 acres		198.0 acres		245.3 acres	
	0.9 quarters		1.2 quarters		1.5 quarters	
Current Developable Institutional Land	0 acres		0 acres		0 acres	
Remaining Lands Anticipated for Institutional Uses	151.2 acres		198.0 acres		245.3 acres	
Proposed Additional Institutional Land Area Requirements	151.2 acres		198.0 acres		245.3 acres	
	0.9 quarters		1.2 quarters		1.5 quarters	

	Total Land Requirement						Additional Land Requirement					
	30 year period		40 year period		50 year period		30 year period		40 year period		50 year period	
	Quarters	Acres	Quarters	Acres	Quarters	Acres	Quarters	Acres	Quarters	Acres	Quarters	Acres
Residential	2.4	391.0	3.2	512.2	4.0	634.6	0.0	0.0	0.5	77.4	1.2	199.8
Commercial	0.7	111.8	0.9	146.5	1.1	181.5	0.3	53.8	0.6	88.5	0.8	123.5
Industrial	0.8	121.0	1.0	158.5	1.2	196.4	0.0	0.0	0.0	0.0	0.0	0.0
Institutional	0.9	151.2	1.2	198.0	1.5	245.3	0.9	151.2	1.2	198.0	1.5	245.3
Other*	1.0	155.0	1.3	203.0	1.6	251.6	0.3	41.0	0.5	72.8	0.7	113.724
<b>Total</b>	<b>5.8</b>	<b>930.0</b>	<b>7.6</b>	<b>1218.3</b>	<b>9.4</b>	<b>1509.4</b>	<b>1.5</b>	<b>245.9</b>	<b>2.7</b>	<b>436.7</b>	<b>4.3</b>	<b>682.3</b>

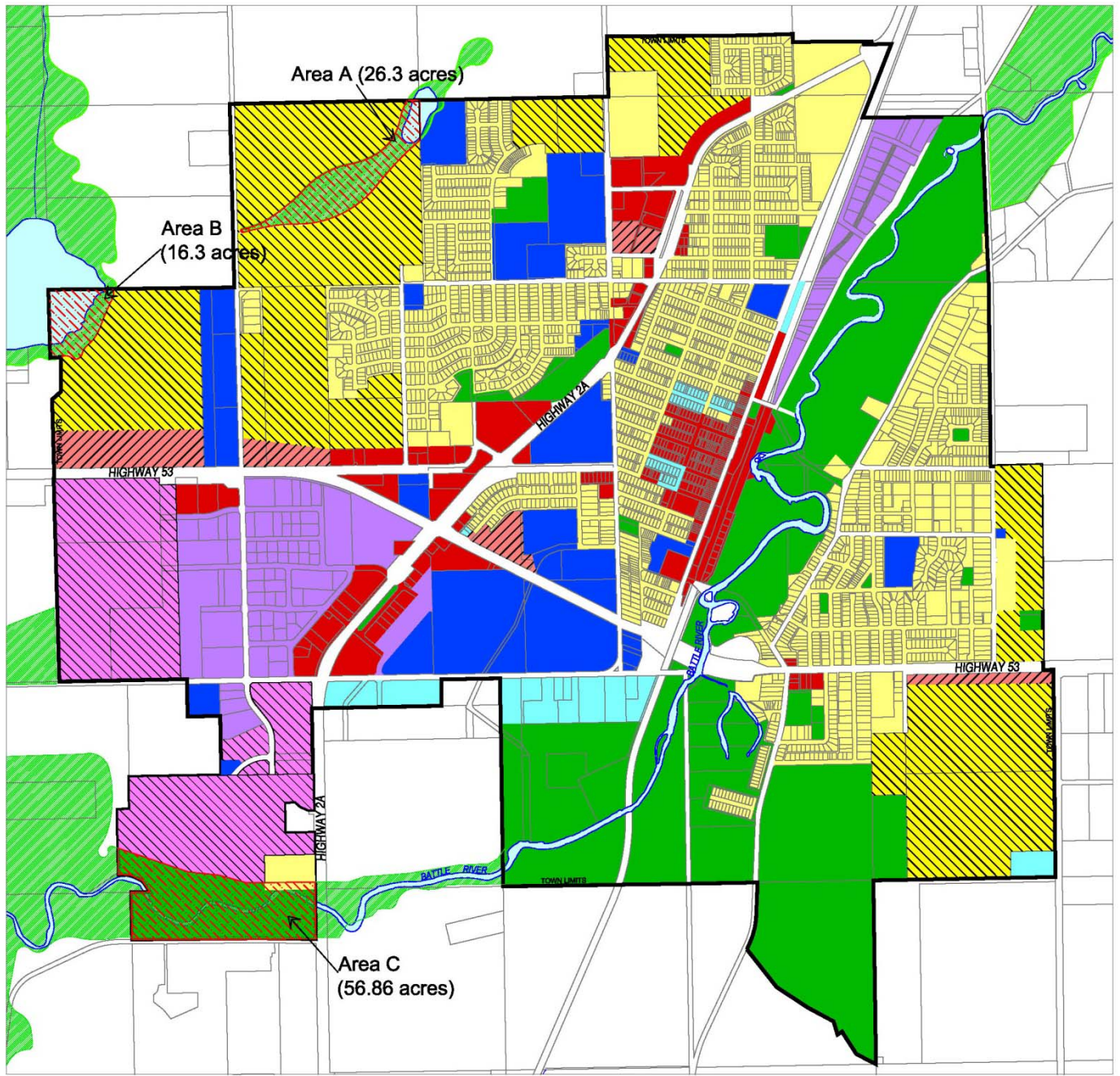
Note: The anticipated future growth land requirement that is not available within the Vacant Developable Lands make up the additional land requirements that extend beyond the Town of Ponoka's current corporate limits. The above table is designed such that each of the columns for 30 year, 40 year and 50 year land requirements can be read independently.

As shown in the table above, Town of Ponoka has sufficient amount of land to meet the demand for residential development for the following 30 years and industrial development for the following 50 years.

Based on the medium growth scenario, the 30 year population projection translates into a total land requirement of 5.8 quarter sections (930.0 acres), and an additional land requirement of **1.5 quarter sections (245.9 acres)** from outside the Town of Ponoka boundary.

In 50 years the total land requirement translates into a total of 9.4 quarter sections (1509.4 acres), and an additional land requirement of **4.3 quarter sections (682.3 acres)** from outside the Town of Ponoka boundary.





**Legend**

- Town of Ponoka Boundary
- Residential - 331.1 ha (812.24 ac)
- Commercial - 76.11 ha (188.10 ac)
- Institutional - 102.87 ha (254.20 ac)
- Industrial - 82.33 ha (203.50 ac)
- Parks / Open Space - 266.17 ha ( 657.74 ac)
- Direct Control - 23.60 ha (58.40 ac)
- Residential Expansion - 212.73 ha (525.69.0 ac)
- Commercial Expansion - 23.48 ha (58.03 ac)
- Industrial Expansion - 88.40 ha (234.7.75 ac)

Vacant Areas Unusable due to Flood Risk

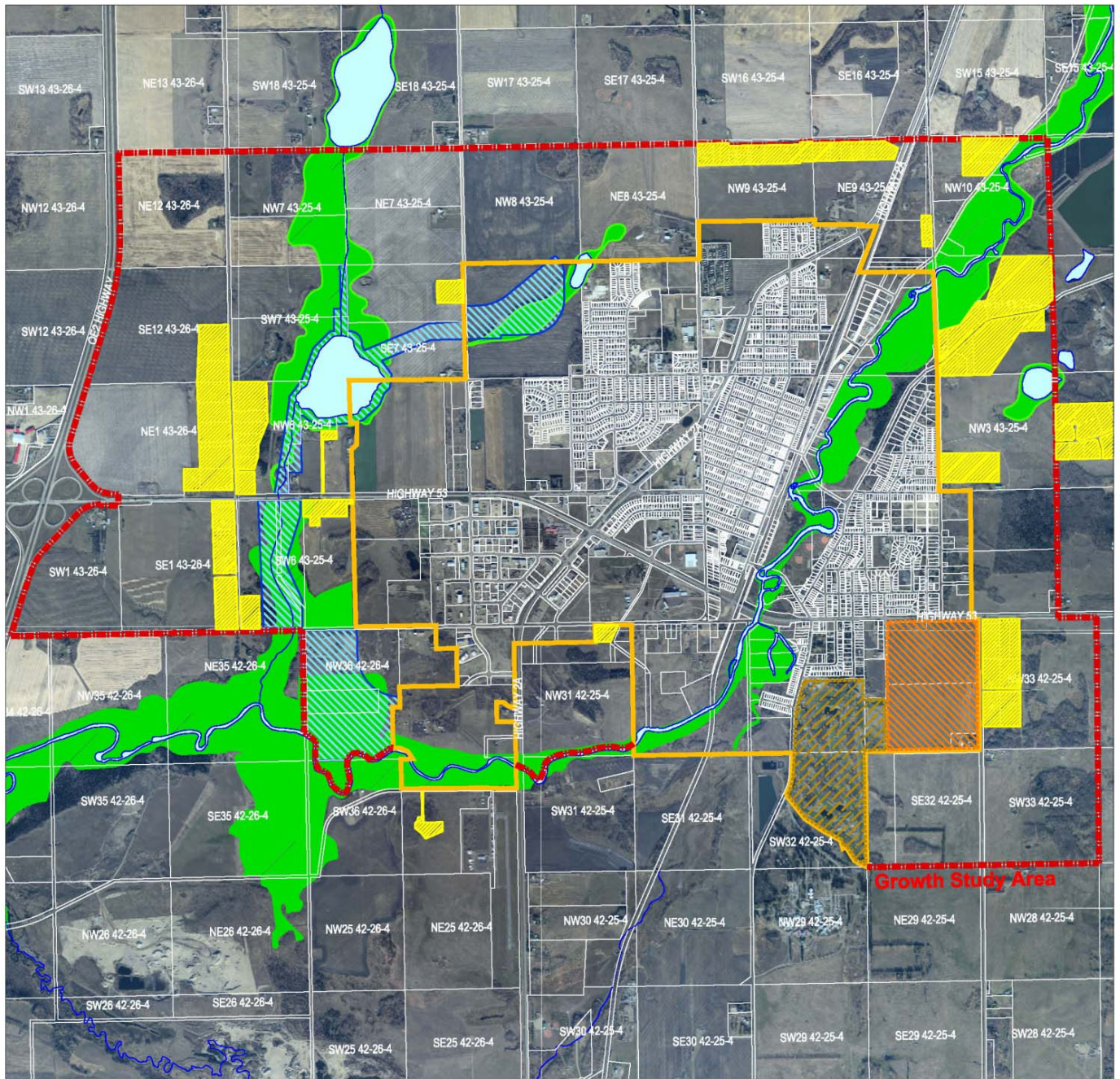
- Area A = 9.55 ha (26.3 ac)
- Area B = 6.59 ha (16.3 ac)
- Area C = 23.0 ha (56.86 ac)

**Figure 13**  
**Land Inventory**

**Town of Ponoka**  
**Growth Study**

0 250 500 1000m

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**Legend**

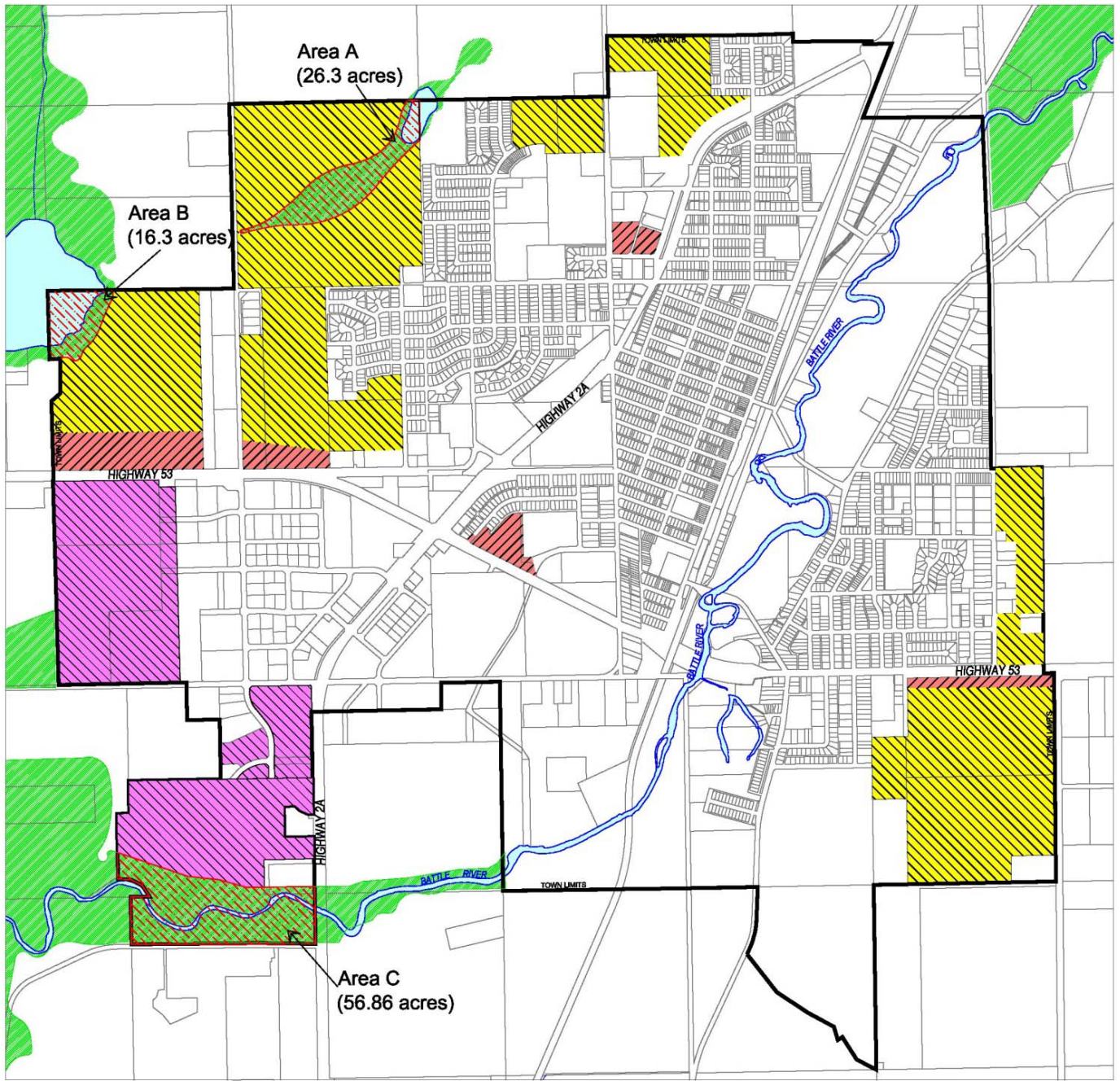
- Town of Ponoka Boundary
- Growth Study Area
- Flood Risk Areas
- Existing Development Constraints- Golf Course
- Drainage Corridor
- Existing Area Structure Plan - Country Hills Area Structure Plan
- Existing Country Residential Subdivisions (outside Town boundary) and Industrial Developments on SE1 43-26-4

**Figure 14**  
Existing Conditions  
and Constraints

**Town of Ponoka**  
**Growth Study**

0 375 750 1500m





**Legend**

- Town of Ponoka Boundary
- Residential Expansion - 212.73 ha (525.69.0 ac)
- Commercial Expansion - 23.48 ha (58.03 ac)
- Industrial Expansion - 88.40 ha (234.7.75 ac)
- Vacant Areas Unusable due to Flood Risk
  - Area A = 9.55 ha (26.3 ac)
  - Area B = 6.59 ha (16.3 ac)
  - Area C = 23.0 ha (56.86 ac)
- Flood Risk Areas

**Figure 15**  
Vacant Developable Land

**Town of Ponoka**  
**Growth Study**



## 5.0 PROPOSED GROWTH AREA

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### 5.1 Evaluation Criteria

This section identifies the criteria used to identify the lands required to accommodate the Town of Ponoka's future growth. Figures 16 and 17 identify the potential growth areas by land use. The factors evaluated include, but are not limited to: strategic location for attracting commercial and industrial development; servicing opportunities and constraints; transportation; developer interests and conflicts; and the topographical challenges and preservation of environmentally sensitive areas.

**Strategic Location:** The Town of Ponoka currently has a limited supply of commercial and institutional lands and needs to supplement its land supply with areas that provide a high degree of exposure and ease of access to maintain a competitive advantage. Lands located along Highway QE2 were evaluated as highly desirable, due to their locational advantage and greater ability to attract commercial and industrial developments by means of visual exposure.

**Proximity and Fragmentation:** Unfragmented and undeveloped land holdings are considered highly desirable. Natural constraints such as topographical challenges, environmentally sensitive areas and existing developments are potential limitations to the development capacity of land and drive up the cost of servicing.

**Municipal Servicing:** The municipal servicing focuses on the cost of supplying various infrastructure services. The opportunity to leverage and extend existing hard infrastructure such as water, sanitary systems, stormwater management and roadways, in the most cost effective and logical manner is an important consideration in identifying the future growth areas.

### 5.2 Growth Areas and Rationale

The proposed future growth area is a strategic expansion of the Town of Ponoka boundary towards the west, stopping at Highway QE2. Figure 16 and 17 illustrate the proposed future growth areas. The rationale for the proposed expansion lands is as follows:

#### **Future Industrial and Highway Commercial Development**

In Figure 17, lands identified as #1 (see legal descriptions in Table 7) constitute the proposed growth areas for future commercial business developments. The total developable area identified under lands #1 is **211.40 hectares (522.4 acres)**. Given the strategic location along Highway QE2, these lands provide the competitive advantage that the Town of Ponoka requires to attract new highway commercial and other business developments. The lands provide for a logical extension of the existing South West industrial park, allowing for contiguous extension of the industrial park south of Highway 53.

**Table 7: Proposed Growth Areas by Land Use (Refer to Figure 17)**

Parcel	Legal Description	Gross Area	Undevelopable Area *	Developable Area	Proposed Uses
			(Topographical Constraints, Existing Development)		
# 1	Portion of ¼ SE12 43-26-4,	62.28 ha (153.9 ac)	NA	62.28 ha (153.9 ac)	<b>Future Commercial and Business Uses</b>
	Portion of ¼ NE1 43-26-4,	62.8ha (155.28 ac)	NA	62.8 ha (155.28 ac)	
	¼ SW6 43-25-4,	71.40 ha (176.48 ac)	35.55 ha (87.86 ac) + 7.16 ha (17.70 ac)	28.69 ha (70.92 ac)	
	¼ SE1 43-26-4,	71.2 ha (175.94 ac)	13.60 ha (33.62 ac)	57.60 ha (142.32 ac)	
# 2	¼ NW31 42-25-4	65.15 ha (161.00 ac)	4.78 ha (11.82 ac) + 3.06 ha (7.60 ac)	57.31 ha (141.6 ac)	<b>Future Institutional and Mixed Uses (Potential Stampede Expansion)</b>
# 3	¼ SE32 42-25-4	63.71ha (157.43 ac)	NA	63.71 ha (157.43 ac)	<b>Residential Expansion</b>
<b>Total</b>		<b>396.6 ha (980.0 ac) Or 6.1 Quarter sections</b>	64.15 ha (158.52 ac)	<b>332.4 ha (821.4 ac) Or 5.1 Quarter sections</b>	

\*(Undevelopable areas include areas unsuitable for development due to natural constraints and areas with existing development which are anticipated to remain in the future, as shown in Figure 17. Portions of land falling under Highway 53 and Highway 2A have not been included in the calculations)

### Future Residential Development

In Figure 17, lands identified as **Area #3** (see legal discription in Table 7) constitute the proposed growth areas for future residential developments. The total developable area identified under lands **#3 is 63.71 hectares (157.43 acres)**. In 2009, Ponoka County and the Town of Ponoka adopted the Caledera Area Structure Plan Bylaw 256-09, which provides planning policy and development concept for this quarter section of land. The area structure plan proposes a combination of housing types including, single detached dwellings, duplex dwellings as well as multi-family units, totalling to 1,070 units at a density of 6.8 units per acre.

## Future Institutional and Mixed Use

In Figure 17, lands identified as **Area #2** (see legal description in table 7) are intended for future institutional and mixed uses. Future uses for these lands may also include the development of a Regional Agricultural Events Centre and the potential expansion of the Stampede Association Facility and related uses. The total developable area of proposed growth area # 2 is **57.31 hectares (141.6 acres)**.

## Development Constraints

Within the growth areas identified as Area #1 and #2, there exist significant lands which are environmentally sensitive and identified as flood risk areas (Shown as Area D and Area E in Figure 17). These lands are intended to be preserved in their natural state since they are a part of the natural drainage course culminating into the river. These areas have been excluded in the calculations when determining the proposed future growth areas, due to their minimal development capability.

In addition to the natural constraints, the proposed growth Areas #1 and #2 contain existing developments as shown in Figure 17. Based on the feedback received from the landowner consultation, it has been determined that these developments will continue to exist as is, therefore have been deducted from the calculation for developable area out of the proposed growth areas that will be available for future developments.

Therefore, as shown in Table 7, the total land identified as undevelopable area within the proposed growth areas is 64.15 hectares (158.52 acres).

## 5.3 Summary of Growth Areas

Figure 17 provides a composite view of the proposed growth areas with their conceptual land uses. These areas should form the basis for more detailed planning and intermunicipal discussion as well as public consultation prior to urban development.

As mentioned in Section 4.3.2: *Total Land Requirements*, the Town of Ponoka needs a total of 9.4 quarter sections of land to accommodate future growth over the next 50 years, with 4.3 quarter sections (682.3 acres) of those quarter sections required from beyond the current town boundaries (see pg 18, Table 6: Anticipated Land Requirements by Land Type).

The proposed growth areas identified in Figure 17 and *Table 7: Proposed Growth Areas by Land Use* result in a total of 6.1 quarter sections (978.4 ac). The total developable land from the proposed growth area is 5.1 quarter sections (819.8 ac).

The proposed growth area exceeds the additional land requirement identified in Section 4.3.2 *Total Land Requirements* by 0.8 of a quarter section. It is important to recognize that the proposed growth areas contain lands such as SW6 43-25-4, which pose limited development opportunity due to natural drainage corridors and existing developments. However, these lands have been identified for growth areas, to ensure that future development patterns remain contiguous.

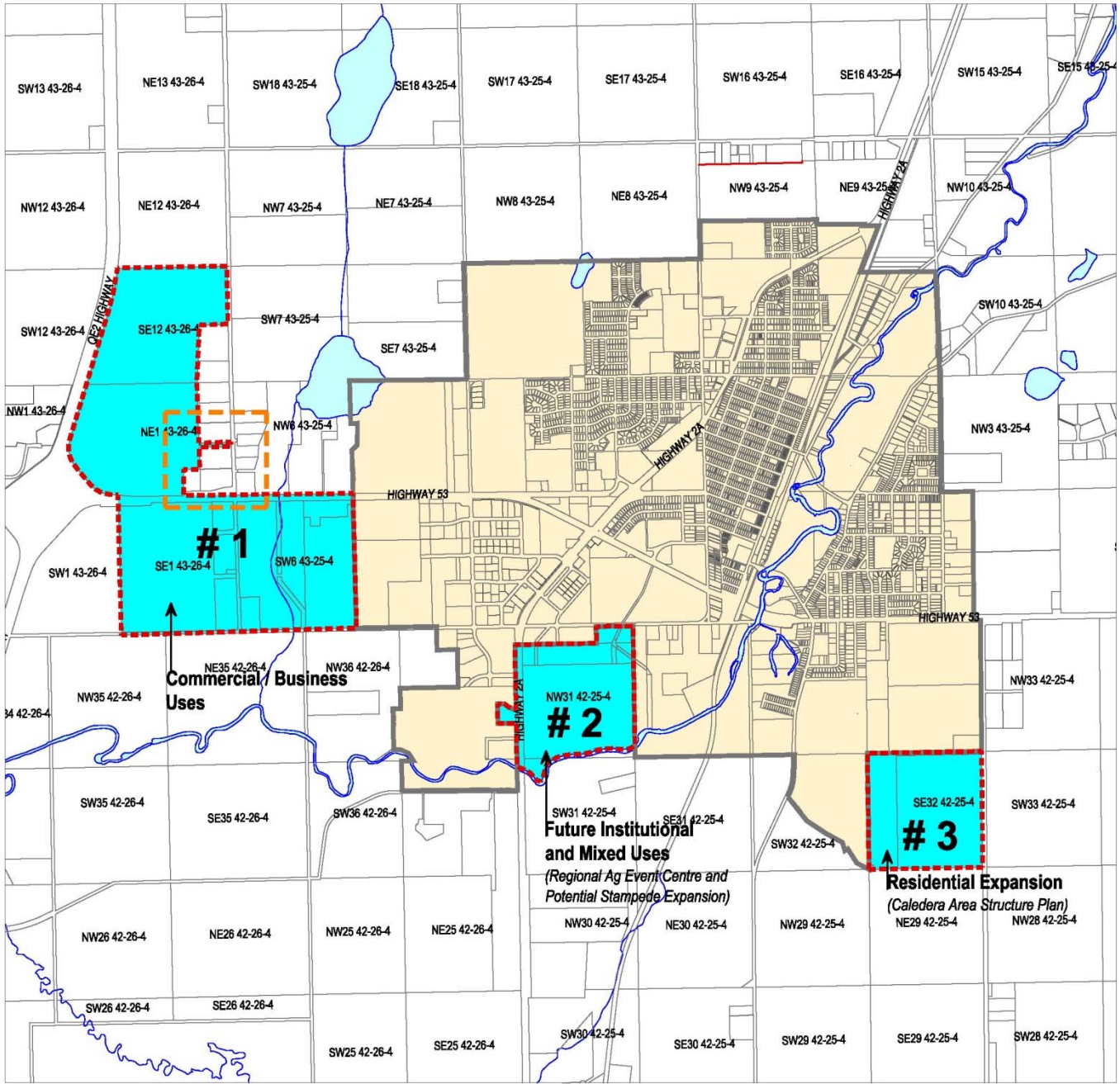
The over-supply of land in this application is not considered to be an important issue. There is a significant amount of land in the annexation area that cannot be developed, primarily for environmental reasons. We estimate the amount of undevelopable land to be approximately 163 acres, or just over one quarter section. The amount of developable land in the proposed annexation area is 5.1 quarters and the Town's requirement is 4.3 quarters. Because the Town places a high priority on annexing lands with Highway 2 exposure, land titles in this area primarily consist of larger holdings. Reducing the land area adjacent to the highway will not satisfy the Town's long-term land requirements.

It is important that all of Area #1 be included in this application and become part of the Town. The SE 12 will be accessed from Highway 53 through the NE 1. Comprehensive and coordinated planning needs to occur for both of these quarter sections to ensure proper access, subdivision design and development standards. Utility servicing of these lands should also be planned jointly.

In earlier sections of this report, we also noted that the Town's growth over the past several decades has been slower when compared to other communities along the Queen Elizabeth II corridor. The population projections prepared for this report have relied on the Town's historical growth figures. Once business lands with highway visibility are annexed, the Town is hopeful that its growth will be more in line with other communities. Annexation of all of Area 1 is appropriate and is supported by the landowners.

As mentioned before the lands identified as the proposed growth areas are identified based on their strategic location, landowner consultation, consideration of logical extension of municipal services and maintaining contiguity of development.

It is anticipated that the proposed growth areas will suffice and accommodate the Town's long term future needs whilst ensuring competitive and sustained economic development and growth for the Town and its surrounding communities.



**Legend**

- Town of Ponoka Current Municipal Boundary
- Proposed Growth Areas for Annexation



**Keyp Map: Access to NW6 43-25-4 from Roadway**

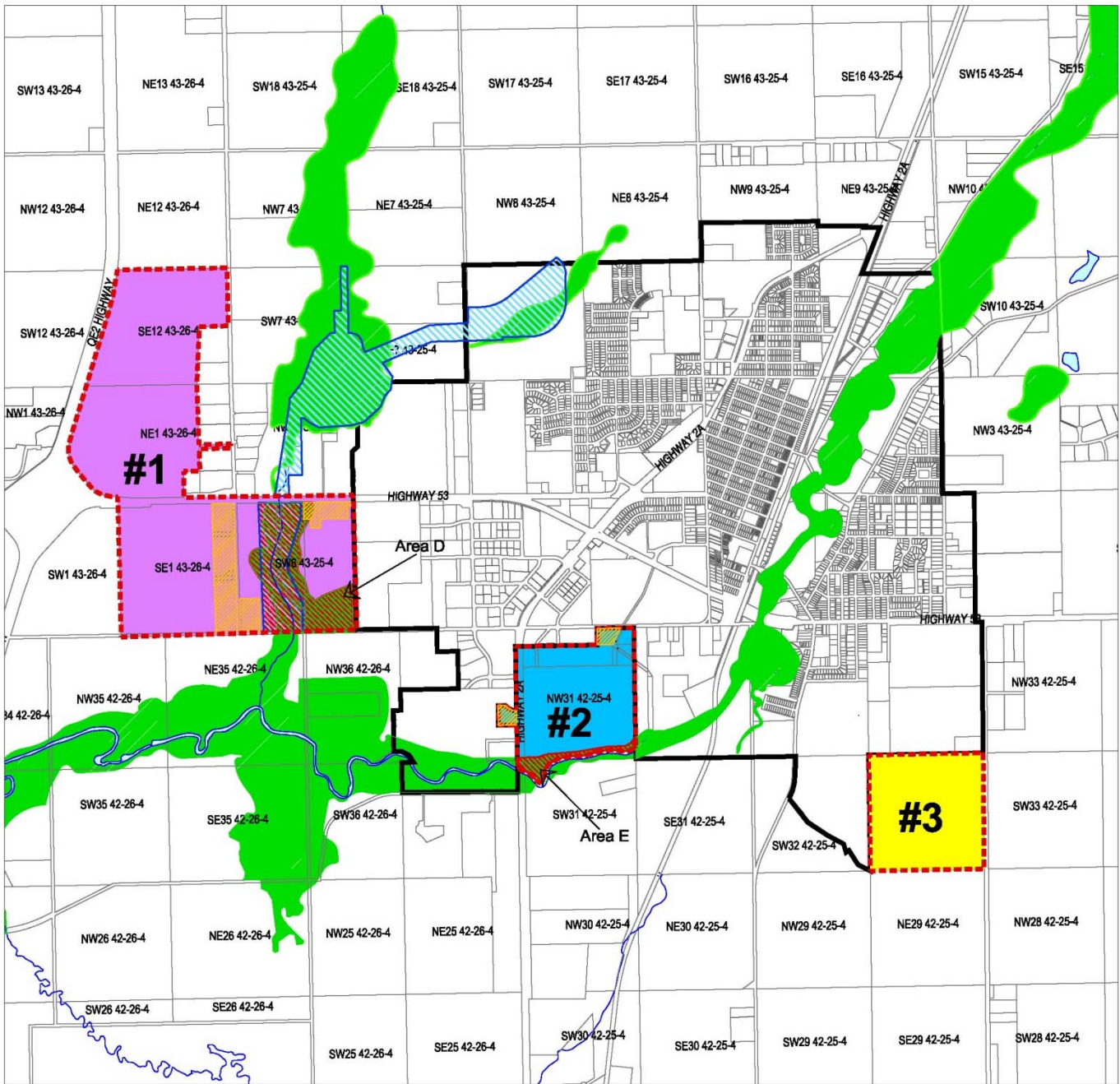
**Figure 16**  
**Proposed Growth Area**

**Town of Ponoka**  
**Growth Study**

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**Legend**

- Town of Ponoka Boundary
- Proposed Growth Area # 1 (Commercial Business Uses)
- Proposed Growth Area # 2 (Future Institutional and Mixed Uses - Regional Ag Event Centre and Potential Stampede Association Facility Expansion)
- Proposed Growth Area # 3 (Residential Uses - Caledera Area Structure Plan)
- Areas undevelopable due to flood risk and drainage corridor constraints  
Area D = 35.55 ha (87.86 ac), Area E = 4.78 ha (11.82 ac)
- Lands with Existing Development in Growth Area # 1  
SE1 43-26-4 = 13.60 ha (33.62 ac), SW6 43-25-4 = 7.16 ha (17.70 ac)  
Lands with Existing Development in Growth Area # 2  
NW31 42-25-4 = 3.06 ha (7.60 ac)

**Figure 17**  
Proposed Growth Area  
By Use

**Town of Ponoka  
Growth Study**

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