

Open Space & Linkages Plan

2013



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City of Cold Lake
Open Space & Linkages Plan

November 2013

Adopted by City of Cold Lake Council on November 26th, 2013



The City of Cold Lake Open Space and Linkages Plan
was adopted by the City of Cold Lake Council on
November 26th, 2013 by Resolution #CM20131126.1006.

Former Recreation & Culture Master Plans adopted by the
Town of Cold Lake through Bylaws 85-515, 89-584, 92-515 and
CL 92-638 have been repealed by Bylaw 455-AD-13 which was
given third and final reading by the City of Cold Lake Council on
December 10th, 2013 and attached here.

CITY OF COLD LAKE
BYLAW # 455-AD-13
BYLAW TO REPEAL TOWN OF COLD LAKE BYLAWS

A BYLAW OF THE COUNCIL OF THE CITY OF COLD LAKE, IN THE PROVINCE OF ALBERTA, TO REPEAL ALL TOWN OF COLD LAKE BYLAWS ADOPTING RECREATION AND CULTURE MASTER PLANS.

WHEREAS Section 187(1) of the Municipal Government Act, RSA 2000, Chapter M-26, provides that Council shall, in passing a bylaw ensure that every proposed Bylaw must have three distinct and separate readings;

WHEREAS Section 191 of the Municipal Government Act, RSA 2000, Chapter M-26, provides that in order for Council to amend and repeal a Bylaw they must be made in the same way as the original bylaw and is subject to the same consents or conditions or advertising requirements that apply to the passing of the original bylaw; unless this or any other enactment provides otherwise;

WHEREAS Section 190 of the Municipal Government Act, RSA 2000, Chapter M-26, that this Bylaw shall come into force at the beginning of the day that it is passed unless otherwise provided in this or any other enactment or in the bylaw;

WHEREAS Council has considered the 2013 Open Space and Linkages Plan that has been presented from Administration indicating the list of old and obsolete Town of Cold Lake Bylaws adopting Culture and Recreation Master Plans dating back to 1989 that currently exist on the Bylaw registry of the Municipality of the City of Cold Lake;

WHEREAS Council deems it advisable that, these old Town of Cold Lake Bylaws are no longer applicable;

NOW THEREFORE, the Council of the municipality of the City of Cold Lake, in Council duly assembled, hereby enacts as follows:

- 1) That all bylaws and agreements that refer to Cold Lake Bylaws 85-515, 85-584, 92-515 and 92-538 that speak to the Town of Cold Lake Recreation Master Plan and the Town of Cold Lake Culture and Recreation Master Plan are hereby repealed.

FIRST READING passed in open Council duly assembled in the City of Cold Lake, in the Province of Alberta, this 14 day of May, A.D. 2013, on motion by Councillor MacDonald.

CARRIED
UNANIMOUSLY

SECOND READING passed in open Council duly assembled in the City of Cold Lake, in the Province of Alberta, this 10 day of December, A.D. 2013, on motion by Councillor Vining.

CARRIED
UNANIMOUSLY

THIRD AND FINAL READING passed in open Council duly assembled in the City of Cold Lake, in the Province of Alberta, this 10 day of December, A.D. 2013, on motion by MacDonald.

CARRIED
UNANIMOUSLY

Executed this 10 day of December, 2013

CITY OF COLD LAKE

MAYOR

CHIEF ADMINISTRATIVE OFFICER

Acknowledgements

The 2013 City of Cold Lake Open Space and Linkages Plan reflects the results of public open houses, meetings with community stakeholders, input from Council members and staff meetings. On behalf of the City, Administration would like to thank the individuals and organizations who participated in the creation of the Plan for sharing your vision and ideas for the future, and for your invaluable contributions and commitments to sustaining and improving the quality of life in our great city. We look forward to continuing dialogue with you as the Plan is implemented and updated through the years.

Your passion for building a quality and sustainable open space system is an inspiration to all of us.

Sincerely Yours,

City of Cold Lake Administration

Doug Parrish - General Manager, Planning & Development

Graig Walsh - Manager, Parks & Recreation

Ken Rogers - Manager, Planning & Development

Tasha Elliott - Planner, Planning & Development

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CHAPTER 1

INTRODUCTION



1.1 Purpose

The purpose of the Open Space and Linkages Plan is to provide an up-to-date and cohesive policy that directs the acquisition, development and management of open spaces and linkages in the City.

The Plan outlines strategies for achieving the following objectives:

-  Identify planning priorities;
-  Define standards for the management and operation of existing and future open spaces and linkages;
-  Enhance the diversity and quality of recreational opportunities for residents;
-  Outline implementation strategies that expand the scope of this policy; and
-  Balance both financial and environmental sustainability.

The Open Space and Linkages Plan is a Council approved directive which outlines a policy framework while accompanying guidelines provide flexible tools that assist in achieving the policy. The Plan is also a tool to assist decision-makers, stakeholders and the general public in determining needs and priorities related to the parks and recreation needs of the City of Cold Lake. The purpose of the Plan is to provide an action plan that directs the development of future municipal open spaces and linkages in a fiscally and environmentally responsible and sustainable manner.



1.2 Vision

Through the Open Space and Linkages Plan, the following Vision Statement has been developed which embodies how the City of Cold Lake will deliver open space and recreation services to its residents.

“The City of Cold Lake is a steward of the environment and its open space system. The City is committed to maintaining the quality and value of our natural assets based on sound planning. We are dedicated to providing an open space system that is accessible by residents for a variety of recreational and leisure pursuits. Open spaces are considered valued components of the built environment that contribute to a higher quality of life, play a strategic role in buffering land uses and serve as natural filters and habitats for a number of ecosystem processes.”

Stemming from this Vision, the following principles will guide the open space planning process:

- 🍃 Open spaces are planned and designed with high aesthetic quality;
- 🍃 Open spaces are accessible to all community residents;
- 🍃 Open spaces are intended to provide for a variety of uses;
- 🍃 The provision of parkland will be assessed according to approved policy and standards that are responsive to community needs; and
- 🍃 The municipality will direct the development of parks and opens spaces to ensure the *efficient* use of public lands and funds and the *effective* provision of parkland uses for residents.



1.3 What are Open Spaces and Linkages?

People use a variety of words to refer to outdoor spaces. In order to clarify the most frequently used terms in this document, *open spaces*, *parks*, *linkages* and *trails* are defined below. These definitions are for planning purposes only and do not override regulatory definitions found in municipal bylaws or provincial legislation.

Open Space is...

A general term referring to all lands and water areas either publicly owned or offering public access, that are preserved and protected from development, including:

- ❖ Passive recreation areas - spaces that require minimal maintenance and provide an area for less structured recreational activities (i.e. walking, picnicking, bird watching, etc.)
- ❖ Active recreational areas - spaces that require specialized maintenance and provide amenities and facilities (i.e. playgrounds, sports fields, golf courses, etc.)
- ❖ Areas that contain significant natural resources, aesthetic or cultural features that warrant protection (i.e. shorelines, cemeteries, etc.)
- ❖ Linear spaces that provide connection between recreational areas (i.e. trails, public utility lots, boulevards, etc.)

Parks are...

A specific type of open space, usually a landscaped open area designed for the enjoyment of the public, often having both active and passive recreational areas. Parks are more likely to have playgrounds, picnic areas and restrooms than other types of open spaces.



Linkages are...

Open spaces that have a linear form, typically following a natural landform such as a shoreline or creek, or a development feature such as a transportation corridor or neighbourhood boundary, and are:

- ❖ Intended to provide a linked, contiguous active transportation system and create a general sense of connectivity within the City (i.e. trails)
- ❖ Also used to establish buffers between neighbourhoods, preserve natural areas and wildlife corridors (i.e. riparian areas)

Trails are...

A specific type of linkage, usually a transportation or recreational route used for walking, bicycling, horseback riding and rollerblading or by motorized off-highway vehicles where permitted. Trails often have a paved or gravel surface and are generally designated by the City.



Front Gate – CFB Cold Lake

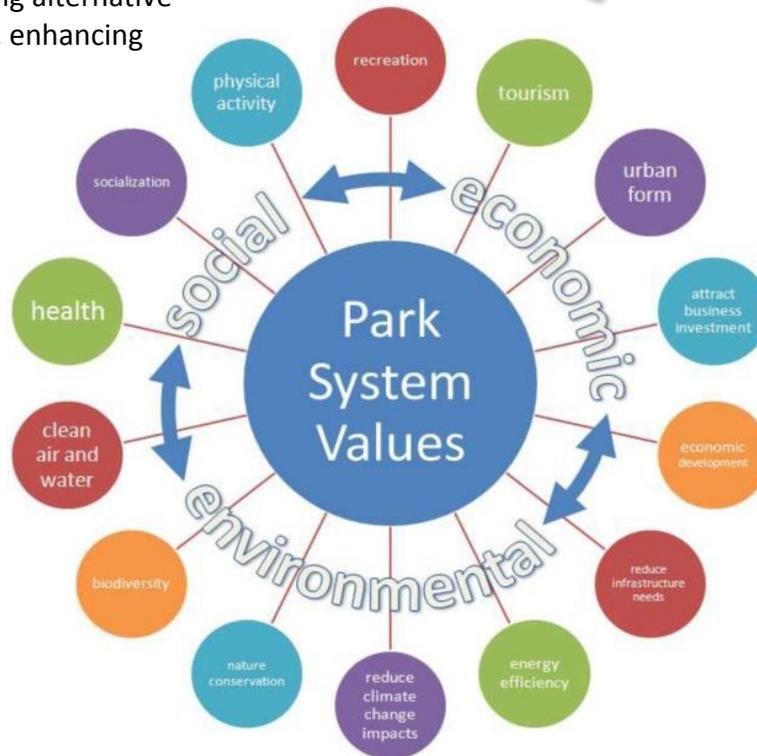
1.4 Why Invest in Open Spaces?

The functions and benefits of parks, open spaces and linkages are numerous and well documented. They contribute to the well-being of individuals, families, communities, the province and our country as a whole.

The functions of open space include providing neighbourhood meeting places, low-cost and accessible options for physical activity and play, attractive corridors connecting distant parts of our community for those using alternative modes of transportation, enhancing the urban landscape and preserving habitat.

A study of the Saskatchewan Healthcare System shows that every 1% increase in participation in recreation activities saves taxpayers 1.37 million dollars in annual health care costs.

Saskatchewan Parks & Recreation Association, 2005



Open spaces offer a wide range of benefits which enhance the physical, social, environmental and economic spheres of our lives.

Physical Benefits

- ❖ Recreation and active living significantly reduce the risk of coronary heart disease and stroke, the leading cause of death in Canada. They help combat osteoporosis, reduce diabetes and prevent site-specific cancers, particularly colon, breast and lung.
- ❖ Recreation can also contribute to improving mental health by reducing stress and depression and enhancing emotional and psychological well-being.

Social Benefits

- ❖ Recreation contributes to improving the conditions that support mental well-being by improving self-esteem and self-image, life satisfaction levels, and enhancing perceived quality of life - for individuals, families and communities
- ❖ Recreation contributes to the development of future capacity. Childhood recreation activity is associated with adult volunteering and community work.

Environmental Benefits

- ❖ Green spaces protect habitat, bio-diversity and ecological balance. Together, these improve air quality by reducing carbon dioxide, sulphur dioxide and other air pollutants.
- ❖ Fresh air recreation offers an excellent approach to environmental education.
- ❖ The protection of open spaces reduces the risk of erosion and flooding (environmental disasters).

Economic Benefits

- ❖ Recreation, sports and fitness improve work performance through increased productivity, decreased absenteeism, decreased staff turnover and reduced 'on the job' accidents.
- ❖ Recreation, parks, culture and the arts are also great attractions to draw tourists while creating employment opportunities for local residents.
- ❖ Parks and green spaces improve the value of property and at the same time, revenues in adjacent pieces of land.

SOURCES: *Canadian Parks and Recreation Association. (1997). The Benefits Catalogue. Ottawa: CPRA and Health Canada.*
Canadian Council on Social Development. (2001). Learning through Recreation: A report to the Laidlow Foundation. Ottawa: ON.

1.5 Trends in Recreation & Open Space Planning

Understanding trends pertaining to the demand for recreation and open spaces allows the City to design facilities and services which will meet the needs of residents over the long-term. Research was conducted and a number of local, provincial and national trends were identified that are likely influencing the way people use open space in the City of Cold Lake.

Demographics

- ❖ Cold Lake is growing at an increasing rate (13% population increase between 2006 and 2011 versus 4% between 2001 and 2006).
- ❖ Our City has a younger population than the provincial average: 22.7% of our population is 14 and under compared to 18.8% for Alberta and 0.5% of our residents are over 65 years of age compared to 1.4% for all of Alberta (2011).
- This indicates that the current open spaces and facilities in the City will continue to be needed and programming of those spaces should reflect Cold Lake's population distribution.

Physical Activity

- ❖ In the Aspen Health Region, only 53.1% of adults were sufficiently active and only 29.5% of youth were sufficiently active (2005).
- ❖ In 2010, only 52% of Canadians were at least moderately active during their leisure time – 'moderately active' is equivalent to walking at least 30 minutes a day or taking an exercise class 3 times a week.
- ❖ The most popular leisure activity was walking (reported by almost 70%), but gardening, home exercise, swimming, bicycling and jogging were also popular.
- When active, most people enjoy unstructured, independent activities. Further, youth could benefit from spaces and facilities that target their interests to help them become active more often.

Open Space & Linkages

- ❖ Trails continue to be one of the most demanded 'facilities' as walking, jogging, cycling, and inline skating are all popular forms of leisure and active transportation.
- ❖ Nature-based tourism represents a growing market compelling a focus on family recreation and 'destination' facilities including passive outdoor areas such as hiking and waterfront areas.
- ❖ People increasingly want to live near open spaces as they are associated with a higher quality of life.
- Open spaces and linkages can be viewed as 'destinations' for residents and visitors to the City of Cold Lake and their design and maintenance should strive for the highest quality.



1.6 Open Space Planning Principles

The following planning principles are integrated into this Plan to ensure a balanced approach in the provision of open spaces for Cold Lake residents.

Accessibility

All people should have **equal access to recreational areas, activities, services, and facilities** regardless of personal interest, age, gender, income, cultural background, housing environment, or handicap. Open space parcels should be **available for passive recreation**, where appropriate. Exceptions may include properties that are being used for wildlife protection or some other use that is not compatible with human activity.

Connectivity

A “system” of parks and recreation areas is not complete without **linear linkages between facilities and connections to neighborhoods, schools and other public use facilities**. Connectivity increases the use of open spaces and allows residents and visitors to Cold Lake to access more of the community.

Sustainability

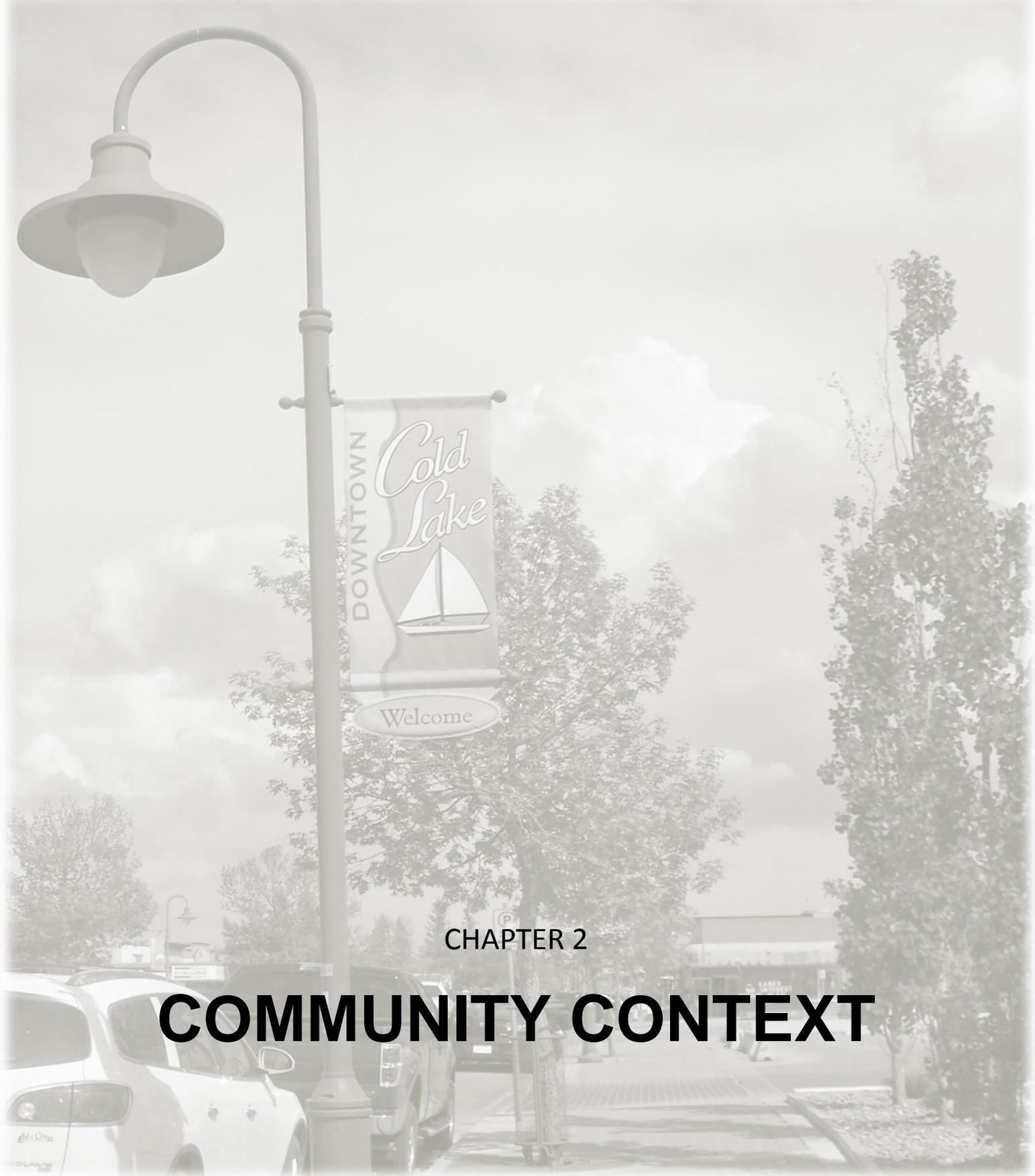
Efforts to merge **environmental conservation and adequate provision of open space** into the development process will result in responsible land management and use. Facilities that are **well-planned and coordinated** ensure adequate adaptability to future needs and requirements.

Character

Open spaces are most attractive when they **retain their natural character** as much as possible. Where facilities, equipment or landscaping are added, they should be of the **highest aesthetic quality**. The design of spaces and facilities should encourage an **efficient utilization of land** and consider the needs, desires, and opinions of the intended users.

Safety

Safe spaces are more enjoyable and attractive to a greater range of users. Open spaces should incorporate CPTED (Crime Prevention through Environmental Design) concepts. The **proper design and effective use of the built environment** can lead to a **reduction in the fear and incidence of crime**.



CHAPTER 2

COMMUNITY CONTEXT



2.1 The City of Cold Lake

The current City of Cold Lake was formed in 1996 through the amalgamation of three communities - the Town of Cold Lake, Town of Grand Centre and CFB Cold Lake. Cold Lake became a city in 2000 and since amalgamation has established itself as the regional hub for Northeast Alberta.

The most recent federal census (2011) for the City counted 13,839¹ residents and the most recent municipal census (2012) found 14,400² residents. Cold Lake has a younger than average population compared to the rest of Alberta. According to the 2011 federal census, the City's median age is 30.5 versus 36.5 in Alberta. Further, residents under 14 years of age comprised 22.7% of the population compared to 18.8% for the province and 0.5% of residents were over 65 years of age compared to 1.4% for Alberta.

Also, Cold Lake has a greater proportion of new residents than the average Alberta community. In 2006, 38% of residents had moved to Cold Lake within the last 5 years compared to all Albertans where only 22% had moved to a new municipality in the previous 5 years.³

Between 2001 and 2011, Cold Lake had an average annual population growth rate of 2.0%. Historic growth trends and continued steady development in the area (construction of residential and commercial buildings in the City and growth in the oil and gas industry) indicate that the City will likely continue to grow in the future.

The City of Cold Lake has a total area (including 4 Wing) of approximately 5970 ha. Eight percent (8%) of this area or 480 ha is dedicated as open space in a variety of forms including designated parks and trails, sports fields, school sites, storm water ponds, municipal and environmental reserve, etc.

Stemming from its origin of amalgamation, the City is challenged with planning a cohesive open space system where three separate systems once existed. It is important for parks and recreation planning to address the unique features of our community and provide residents with a diversity of options for outdoor recreation.

Cold Lake is a growing dynamic community that is the commercial hub of the area with burgeoning oil, aerospace and tourism industries. It is expected to grow between 15,000 and 20,000 residents over the next 10 years.

City of Cold Lake Community Profile, 2011

¹Statistics Canada. 2011 Census of Population.

²City of Cold Lake. 2012 Municipal Census.

³Statistics Canada. 2006 Census of Population.



Brady Heights Park – Cold Lake South

2.2 Public Input

Public Open Houses for the Open Space and Linkages Plan were held on May 24th and November 15th, 2012. Information was presented to residents about the Plan and maps of all open spaces in the City were available for view. Residents were asked what they liked about parks, trails, sports fields and other open spaces and what changes they would like to see. Approximately 60 people visited the Open House displays and were provided with an opportunity to discuss their views with City staff while also learning about the City’s plan for the future.



“I think it’s great that the City puts so much into our parks. More effort and resources should be put in because of the benefits to the City and our youth.”

City of Cold Lake Resident, 2012





The City of Cold Lake Community Engagement and Visioning Project

The City of Cold Lake Community Engagement and Visioning Project was completed in December 2009. The overall purpose of this project included developing a long-term vision for the City and a strategy to achieve this vision. Focus groups, community-wide vision building workshops, interviews with key community members and a phone survey were used to determine community values and expectations related to municipal services and governance.

During stakeholder interviews and focus groups, participants were asked to identify values felt to be important to the community. Values related to Cold Lake’s lakeside setting and natural environment (the Lake, parks, green space and trails) topped the discussion.

The Visioning Survey, administered to 360 Cold Lake households, also ranked municipal services in terms of how satisfied people were with them. The majority of respondents were satisfied overall (4 or 5 out of 5) with:

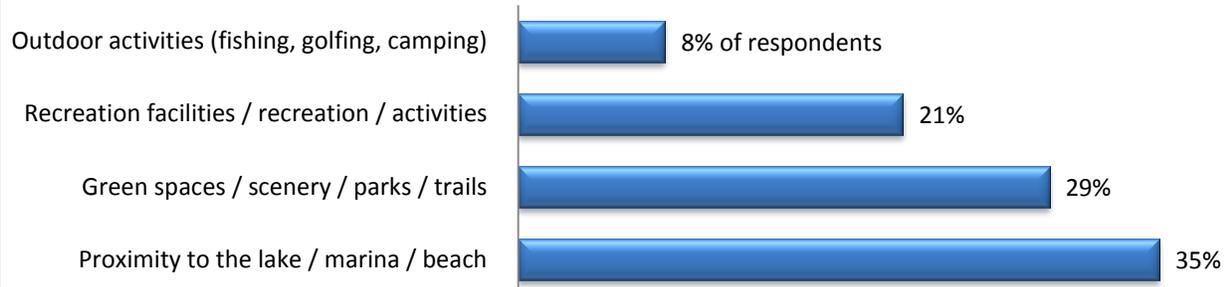
- ❖ Water supply and distribution (84%);
- ❖ Fire rescue services (79%);
- ❖ Police services (64%); and
- ❖ Parks and green spaces (63%)

According to survey results, the most frequently mentioned services that the City should improve or increase funding to included parks, green space, and recreational facilities.

*City of Cold Lake Community
Engagement and Visioning Project*



What contributes to a high quality of life in Cold Lake?



SOURCE: *City of Cold Lake Community Engagement and Visioning Project, 2009*

The Community Engagement and Visioning Project also found that, “municipalities are competing for economic development, especially the attraction of knowledge industries and workers...As well, municipalities are competing with each other with respect to the municipal services demanded by knowledge industries and workers. These municipal services include arts and culture, recreation and leisure facilities, parks and trails, downtown housing and transit.”¹

From the responses collected by the Community Engagement and Visioning Project, it is clear that Cold Lake residents value the open spaces and linkages in their community as do future residents when deciding on their next community.

¹*City of Cold Lake Community Engagement and Visioning Project, 2009*



2.3 Relationship to Other Documents

The Open Space and Linkages Plan was developed within an existing framework of provincial, regional and municipal policies. Plans, studies and documents related to the Open Space and Linkages Plan are summarized in this section.

Municipal Government Act

The Municipal Government Act (MGA) (2000) governs the roles and responsibilities of all municipalities in Alberta. Specific to open spaces, the MGA prescribes how the City can obtain environmental, municipal and school reserve land and designate that land for public use.

City of Cold Lake Municipal Development Plan

The current Municipal Development Plan (MDP) (2007) is part of an overall set of plans used by the City of Cold Lake to guide and manage change within the municipality over the next 30 years. Its primary goal related to this plan is to develop and maintain a city-wide integrated system of parks, open space, trails and recreation facilities in order to satisfy the present and future active and passive needs of local residents. The Future Land Use Concept within the MDP promotes the ideas of continuing to link parks, greenways and multi-use trails that, where feasible, follow natural features such as rivers, ponds and the lakeshore.

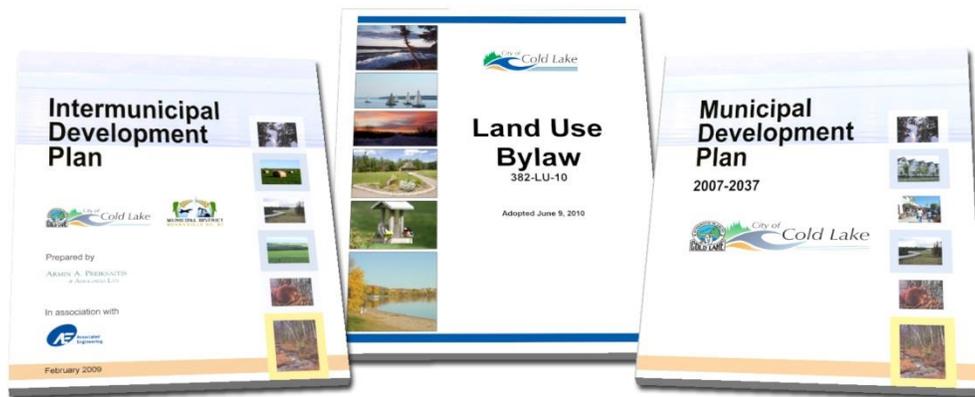
The parks, recreation, open space, trails and schools objectives in our MDP are to:

- Strive to meet the recreational, cultural and educational needs of the community;
- Ensure that open spaces and facilities are responsive to demographic and leisure trends;
- Promote the idea of a linked open space system that is environmentally sensitive and sustainable;
- Require municipal and environmental reserve dedication during the subdivision process;
- Work in partnership with neighbouring municipalities, service clubs and other organizations to meet the parks and recreation needs of the community;
- Collaborate in preparing and implementing locational criteria and standards for school sites; and
- Combine, wherever possible, new school sites with neighbourhood parks.

City of Cold Lake Parks Plan

The Parks Plan (2006) defined a direction, planning priorities and standards for improving the management and operation of existing open spaces. The plan was intended to guide open space planning in the City for 5 years and outlined policies to address the following issues:

- The need to effectively and efficiently allocate land for parks and open space that expressed the City's park and open space needs;
- The need to ensure that standards and guidelines directed decision-making based on accepted objectives and available resources; and
- The need to identify early on in the development process appropriate sites for municipal reserve dedication.



City of Cold Lake/M.D. of Bonnyville Intermunicipal Development Plan

The current Intermunicipal Development Plan (IDP) (2009) ensures that a coordinated and cooperative framework is established for managing the use and development of lands adjacent to the boundary of the City of Cold Lake within the M.D. of Bonnyville. An IDP ensures orderly and efficient urban expansion, coordination of land uses, transportation, utilities, parks, recreation and open space, and trail connections.

The parks, open spaces and trails connections objectives found in the IDP are to:

- Provide residents within the IDP area with varied recreation opportunities;
- Preserve and maintain recreation spaces for the enjoyment of present and future generations;
- Encourage private and community involvement in the development and operation of parks and open space;
- Link parks and open spaces through greenway corridors and trail development; and
- Continue to cooperate through intermunicipal agreements to provide recreation spaces.



City of Cold Lake Land Use Bylaw

The Land Use Bylaw (LUB) (2010) regulates the use and development of land and buildings in the City of Cold Lake. This bylaw outlines the protective setbacks required when developing near environmentally sensitive lands, including lands subject to flooding and those adjacent to watercourses and steep slopes. These areas are often designated as Environmental Reserve or Municipal Reserve and become open spaces for the residents of Cold Lake.

The LUB also dictates the landscaping standards for developed areas of the City in order to contribute to a reasonable standard of appearance for developments, to provide a positive overall image for the City and encourage good environmental stewardship.

Stormwater Management Plan

The Stormwater Management Plan looks at the impacts of future expansion on the stormwater runoff within the City of Cold Lake and provides a stormwater management plan to address future development. Stormwater management facilities contribute to the open space area in the City.

City of Cold Lake Municipal Engineering Servicing Standards and Standard Construction Specifications

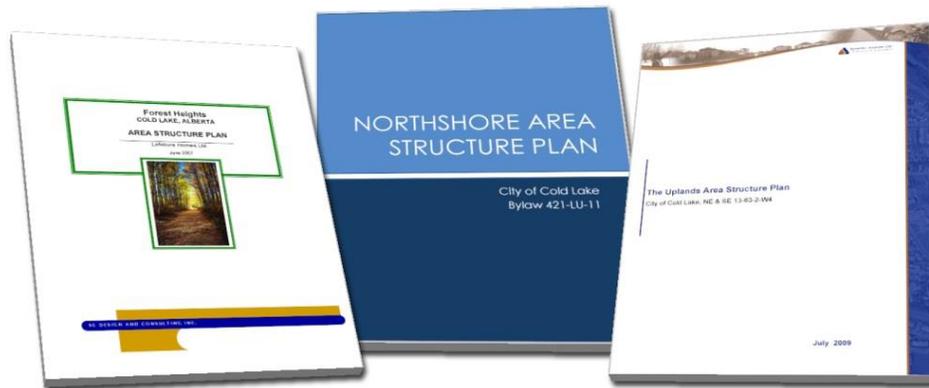
The Municipal Engineering Servicing Standards document provides information to persons developing land in Cold Lake including requirements for subdivision design, infrastructure standards, and the design and construction approval process. The purpose of the City's standards is to regulate how new development is designed and constructed, such that upon acceptance of the infrastructure by the City, the future public responsibilities for maintenance fall within reasonable levels.



Area Structure Plans (ASPs) & Area Redevelopment Plans (ARPs)

The Municipal Development Plan provides direction for the preparation of ASPs and ARPs throughout the City of Cold Lake and requires wherever possible that sustainable natural areas be integrated into the design of new development areas to form part of the linked and integrated parks and open space system, including the retention of wildlife corridors and stormwater ponds to form continuous greenways.

The residential development and neighbourhood design objectives include designing and developing complete neighbourhoods with local amenities and services such as parks, schools and pedestrian links such as trails and sidewalks.





CHAPTER 3

OPEN SPACE & LINKAGES

3.1 Classification & Standards

Open space and linkages are key components of the recreation and natural heritage systems within the City, given the range of active and passive leisure uses and environmental benefits within them. Residents in Cold Lake benefit from a wide array of open spaces and linkages provided by the City, province, school boards and other private land holders.

The City of Cold Lake Municipal Development Plan provides direction and policy pertaining to the local open space system. The following goal is articulated in Section 10.3 - Parks Hierarchy:

“The City of Cold Lake should plan, organize and develop parks and open space according to a hierarchy of parks identified in the City of Cold Lake Parks Plan, which classifies parks and open space according to their various sizes and recreational purposes – neighbourhood, community and regional parks.”

Defining a hierarchy within a parks and open space system is important to directing many aspects of intended park usage, such as size, form, function and/or amenities. Primary considerations of the parks system as a whole include (but are not limited to):

- Planning the appropriate function and use for each park;
- Achieving a satisfactory distribution and quantity of parks to provide access to residents and maintain the integrity of the natural heritage system; and
- Ensuring a high degree of “walkability” or ability to access parks by other forms of active transportation.

Eight categories of open space are identified within the classification system. Each category provides a description of the type of open space included and identifies typical parameters such as size, location, function, provision level and service area targets, range of facilities, access and other guidelines.



Parkettes



- **Description**

Parkettes serve the needs of the local population and are characterized by small green spaces that have traditionally been the size of two residential low density lots. These parks primarily provide space for passive recreational activities and contribute to the character of local neighbourhoods by enhancing the sense of place through appropriate site design and signage. Depending on the size of the parkette, a variety of amenities can be considered for outdoor play including playgrounds, informal playing fields, and landscaped areas. These parks should be balanced throughout a neighbourhood to supplement the provision of neighbourhood and community parks. Land for parkettes will be provided at the time of subdivision through Municipal Reserve dedication.

- **Standards**

Parkettes, depending on the amenities on site, serve all residences within approximately 200 metres. Although the average current parkette is 0.2 hectares, all future parkettes shall not be smaller than 0.4 hectares in size (e.g. the size of Shipwreck Park or Lefebvre Heights Park). Whenever possible, parkettes should be located on the corner of a collector and local street. It is preferable that parkettes are open on a minimum of two sides or approximately 50 per cent of the parkette perimeter to a public street for safety, security and public access, and fenced along all private property. The road curb should be vertical face (not rolled curb) in order to deter vehicular access. Parkettes shall be identified with entry signs. All spaces shall be developed according to the Municipal Engineering Standards where applicable.



Neighbourhood Parks

- **Description**

Neighbourhood parks also serve the needs of the local population. These parks should be balanced throughout a neighbourhood and be located as per approved Area Structure Plans. Neighbourhood parks are generally passive in nature offering relaxation, socializing and children's play as the main activities. These parks provide lively, colourful play structures and recreational opportunities for primarily toddler, preschool and elementary school aged children. Other amenities that may be considered are informal sports fields, relaxation and decorative areas, shade trees and space for neighbourhood programming and picnics. Land for neighbourhood parks is typically provided during the subdivision of land through Municipal Reserve dedication.

- **Standards**

A neighbourhood shall be defined as an area of approximately 65 hectares (or one quarter section). A neighbourhood park, depending on the amenities, serves residences within approximately 500 metres and shall be approximately 1.0 to 1.5 hectares in size. The standard for the provision of neighbourhood parks shall be 1.0 ha/1,000 residents. Whenever possible, neighbourhood parks should be located on the corner of a collector and local street. It is preferable that parkettes are open on a minimum of two sides or approximately 50 per cent of the parkette perimeter to a public street for safety, security and public access, and fenced along all private property. The road curb shall be vertical face (not rolled curb) in order to deter vehicular access. Neighbourhood parks shall be identified with entry signs. All spaces shall be developed according to the Municipal Engineering Standards where applicable.

Community Parks



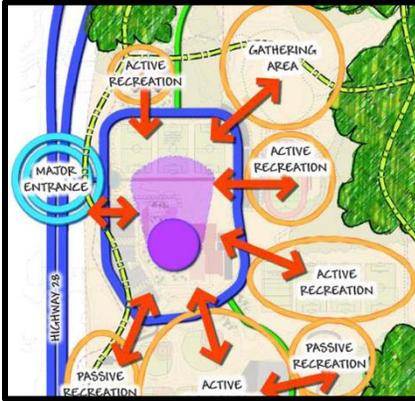
- **Description**

Community parks are to be centrally located between two or more neighbourhoods as defined in approved Area Structure Plans. These are larger parks that serve as active centres and may include sports fields, court games, outdoor skating and playground structures. Community parks may include some or all components of neighbourhood parks but on a larger scale. These parks shall also include open, grassed, informal playing fields and may include permanent baseball stops, basketball hoops, and soccer posts. Land for community parks will typically be provided at the time of the subdivision through Municipal Reserve dedication.

- **Standards**

A community shall be defined as an area of approximately 260 hectares (or one section). A community park, depending on the amenities, serves residences within approximately 800 metres and shall be approximately 4.0 to 5.0 hectares in size. The standard for the provision of community parks shall be 2.0 ha/1,000 residents. At minimum 30 percent of the park perimeter shall have continuous street frontage to improve the visibility and monitoring of activities occurring in the park for enhanced child security. Community parks shall be located preferably at intersections of collector roads. The road curb shall be vertical face (not rolled curb) in order to deter vehicular access. Community parks shall be identified with entry signs. All spaces shall be developed according to the Municipal Engineering Standards where applicable.

Regional Parks



- **Description**

Regional parks provide focal points for major recreational facilities and open spaces. They are designed to meet the recreational and leisure needs of all residents of the municipality and surrounding area, plus attract users from the larger region. Regional parks typically have a specific facility or feature, natural or built, which is the primary attraction with a variety of additional amenities such as washrooms, concessions, change rooms, permanent sport field structures, four season recreational activities, naturalized areas and parking. Significant attractions or recreational facilities, such as skateboard parks, would be most appropriate in a regional park location because of its capital outlay and appeal to residents in the entire area. Regional parks have the capacity to hold large numbers of people and for multiple events to occur simultaneously.

- **Standards**

Regional parks will be developed in partnership with neighbouring municipalities and multiple stakeholders. Cash in lieu collected through Municipal Reserve dedication can be allocated to the development of regional parks and recreation facilities. Regional parks shall be planned for during the Municipal Development Planning stage because of the associated infrastructure and capital costs. Regional parks shall be identified with entry signs. All spaces shall be developed according to the Municipal Engineering Standards where applicable.

Active Parkland



- **Description**

Active parkland supports a wide range of physical activities and participation in outdoor sports. This classification category includes traditional outdoor sport spaces such as baseball diamonds, soccer fields, outdoor rinks, and basketball, tennis and beach volleyball courts, but also includes skateboard parks, BMX tracks and golf courses. Due to the intensive management and maintenance required for active parkland, continuous investment is required to ensure the quality and diversity of the City’s active parkland inventory meets the needs of the community. For this and other reasons, it is often more efficient to design multi-field venues which provide opportunities for easier management and maintenance. In addition, multi-facility venues provide opportunities for tournaments and sports tourism, providing a range of economic benefits.

- **Standards**

The design and upkeep of active parkland must address quality, safety, accessibility and lifecycle renewal requirements while meeting or exceeding City’s standards of service. All spaces shall be developed according to the Municipal Engineering Standards where applicable.



Trails & Linear Open Spaces

- **Description**

Trails and linear open spaces are composed of a diverse range of recreational and non-recreational open spaces such as public utility lots, linear parks, trails, neighbourhood buffers and roadside ditches. Linear parks and trails provide the backbone of the overall open space system that should provide for multipurpose, alternative, two-way commuter use and connect major nodes and other parks. These designated trails provide connections to various recreational uses throughout the City. Generally, designated trails should be separated from streets and sidewalks and include safety and directional signs, rest nodes, appropriate lighting, guard rails, trash receptacles and landscaping.

- **Standards**

Trail corridors shall be developed with a minimum width of 10 metres. Trails shall be developed with a minimum of 3 metres width and be constructed with a hard surface whenever possible, though other surfaces should be considered where appropriate. Trails are encouraged through or abutting existing classified open spaces. Linkages shall be developed as deemed necessary or as opportunities present themselves. All spaces shall be developed according to the Municipal Engineering Standards where applicable.

Natural Areas



- **Description**

The City shall maintain and encourage the development of open spaces that provide green space in its natural condition as distinctive retreats for residents. Natural areas include land owned or managed by the City generally intended to be preserved in its natural state (e.g. forest, shoreline, marsh, etc.). These spaces may include public utility lots, buffers, Environmental Reserve areas, storm water management facilities and urban forests. Some of these areas may be available for passive uses such as walking, bird watching and picnics and some areas may be protected from human use in order to preserve their natural resources.

- **Standards**

Natural areas should be largely left in their natural state but may incorporate trails or small areas for passive recreation. These areas may range in size but benefit from being as large as possible to preserve ecosystems and wildlife habitats. Where space is designated for human use, safety, security and public access should be designed appropriately and according to Municipal Engineering Standards where applicable.

Other Open Spaces



- **Landscape Features**

Landscape features shall be located at entry points to the City, in horticultural areas along boulevards, adjacent to public facilities and throughout various open spaces. The City shall maintain an inventory of all landscape features and plant species therein.

- **Memorial Spaces and Cemeteries**

The City shall maintain and encourage the development of open spaces for memorial purposes as distinctive retreats for residents. All spaces shall be developed according to the Municipal Engineering Standards where applicable.

- **School Sites**

Reserve lands for schools are dedicated at the time of subdivision by the municipality. The municipality shall provide land to the various school boards as needed for the provision of schools according to the Municipal Government Act. The municipality shall dedicate approximately 3.0 hectares of land for primary and middle schools and 5.0 hectares of land for secondary schools. All spaces shall be developed according to the Municipal Engineering Standards where applicable.

Category	Standards	Examples
Parkettes	Minimum Area: 0.4 ha	Meadowlark Park Forest Heights Park
Neighbourhood Parks	Area: 1.0 - 1.5 ha Provision: 1.0 ha/1,000 population	Nelson Heights Park Steve Wusyk Park
Community Parks	Area: 4.0 - 5.0 ha Provision: 2.0 ha/1,000 population	Ivan Krook Sr. Memorial Park Lions Park
Regional Parks	According to Municipal Engineering Standards	Imperial Park Kinosoo Beach
Active Parkland	According to Municipal Engineering Standards	Baseball diamonds Soccer Pitches
Trails & Linear Open Spaces	Minimum width: 3m Hard surface whenever possible	Millenium Trail Heritage Trail
Natural Areas	Preserve natural area	Eugene Dery Park Environmental Reserve
Other Open Spaces	According to Municipal Engineering Standards	School Sites Cemeteries



3.2 Open Space Inventory & Evaluation

During 2011 and 2012 City planning staff conducted an inventory of open spaces in the City of Cold Lake. This process involved visiting open spaces, taking photographs and noting the amenities at each location. This information was mapped and evaluated and led to the classification of open spaces by size and function.

Some open spaces in Cold Lake are not owned by the City and therefore have not been inventoried however they have been mapped. A detailed inventory can be found in Appendix A. As well, Appendix C includes several maps of open spaces.

Inventory	Total Area (ha)	Average Park (ha)
Classification A - Parkette (18 sites)	3.32	0.18
Classification B - Neighbourhood Park (8 sites)	9.18	1.15
Classification C - Community Park (6 sites)	25.23	4.21
Classification D - Regional Park (3 sites)	131.79	43.93
Classification E - Active Parkland	213.15	----
Classification F- Trails and Linear Open Space	24.39	Millennium Trail 11 km Heritage Trail 0.7 km
Classification G - Natural Area	28.68	----
Classification H - Other Open Space	43.53	----
Total	479.27	----

3.2.1 Parkettes

There are eighteen (18) Parkettes in the City of Cold Lake, including CFB Cold Lake (also known as 4 Wing), encompassing 3.32 hectares (ha) of land and averaging 0.18 ha per Parkette. It is important to note that many Parkettes are smaller than the recommended minimum size of 0.4 ha. Fourteen (14) Parkettes currently have some type of playground equipment and five (5) Parkettes received new playgrounds in 2013. The amenities provided within the eighteen (18) Parkettes vary and only some have benches, picnic tables, garbage containers, etc.

3.2.2 Neighbourhood Parks

There are eight (8) open spaces classified as Neighbourhood Parks, including those on 4 Wing, providing 9.18 ha of parkland with an average of 1.15 ha per park. The recommended size for Neighbourhood Parks is 1.0 – 1.5 ha. Four (4) parks fall short of this range; however, they are best placed in this category as they are substantially larger than a Parkette. It is



recommended that the standard provision of Neighbourhood Parks be 1.0 ha/1,000 population. Based on the 2011 Census Canada population of 13,839 for the City of Cold Lake, the provision of Neighbourhood Parks is 0.81 ha/1,000 population. The features of each Neighbourhood Park vary, but seven (7) have play structures and some assortment of other amenities including benches, picnic tables, garbage containers, etc.

3.2.3 Community Parks

The six (6) Community Parks in the City cover a total of 25.23 ha and average 4.21 ha per park. Four (4) parks are less than the recommended 4.0 – 5.0 ha size range. It is recommended that the standard provision of Community Parks be 2.0 ha/1,000 population. Based on the 2011 Census Canada population of 13,839 for the City of Cold Lake, the provision of Community Parks is 1.82 ha/1,000 population. Ivan Krook Sr. Memorial Park differs from the other parks in this category due to the fact that the City of Cold Lake North Arena is located there, which is not a typical amenity for a Community Park. The amenities within each Community Park vary, but four (4) include play structures while also providing benches, picnic tables, garbage containers, etc.



3.2.4 Regional Parks

The three (3) regional parks in the City have a total area of 131.79 ha and provide a ratio of 7.0 ha/1,000 residents. Kinosoo Beach in the north, Imperial Park in the center of the City and the open space surrounding the Col. JJ Parr site on 4 Wing are Regional Parks because they are destination open spaces; meaning that people seek out these locations because they provide attractive and unique amenities in the region.

Kinosoo Beach has a number of features including three city blocks of sand, a playground, basketball and beach volleyball courts, paved parking lot, washrooms, a concession and a new gazebo. Kinosoo Beach received new swings in the summer of 2012. This regional park often hosts annual community events such as Canada Day celebrations and Aqua Days and is the site of sailing regattas and diving and snorkeling activities.

Imperial Park is the site of many of the City's sports fields, including baseball and softball diamonds, and soccer and rugby fields. Imperial Park also hosts the Energy Centre, an indoor multi-use recreation facility, with amenities such as a 15,725 ft² field house, fitness centre, walking/running track, indoor children's play area, recreation rooms and a concession area. The Reid Field House offers an indoor space for basketball, volleyball, badminton, tennis, lacrosse, ball hockey and indoor football and baseball. Recently completed at the Energy Centre is a community event centre which features a NHL-sized ice surface, six dressing rooms, referee room, concession area and concourse with seating for 1500. The Event Centre can also be converted to host trade shows, conventions, exhibitions and concerts for a maximum of 3500 guests.

The outdoor features found at the Col. JJ Parr site include ball diamonds, a skateboard park, soccer and rugby pitches, as well as tennis courts and a beach volleyball court. The Col J.J. Parr Sports Centre covers an area of over three acres and includes two NHL size ice surfaces, an aquatic centre, squash and racquetball courts, a mini gym specifically designed for aerobics and the martial arts, conference/office space, a main gymnasium featuring 2 NBA-sized basketball courts, 8 badminton courts, 3 volleyball courts, a European handball court and a rock climbing wall as well as a fully equipped weight and cardio room.



3.2.5 Playground Equipment

Currently, there are thirty-six (36) playground structures in as many parks and school sites across the City of Cold Lake (including 4 Wing). In 2010, three (3) sites received new playground structures: Nelson Heights Park, Steve Wusyk Park and Shipwreck Park. Eight (8) open spaces received new playgrounds in 2012: Arrowhead Park, Palm Creek Park, Kinder Park, Fir Court, the northern beach access space on Beach Avenue, and 3 open spaces on 4 Wing – Regent Circle, MacKenzie Park and Birch Park. Fir Court is not a designated park, but due to the lack of parks and available playground equipment in the surrounding area a playground was placed there to serve local residents. Kinsoo Beach received new swings since they were in particularly poor condition.



In 2013 nine (9) playgrounds were installed across the City: Bibeau Park, Forest Heights Park, Hilltop Park, Lefebvre Park, Lions Park and in four (4) open spaces on 4 Wing - Bear Park, Elm Park, Martineau Park and Tamarac Park.

Due to the overconcentration of playground equipment in a neighbourhood, poor condition of equipment, or a change in park designation, a few playgrounds were removed and not replaced such as in Meadowlark Park. There is always the potential that these parks will be selected to receive new playgrounds at some point in the future.

3.2.6 Active Parkland

Active parkland supports a wide range of physical activities and participation in outdoor sports that contribute numerous recreational and health benefits to Cold Lake residents and visitors.

Active parkland is found throughout the City of Cold Lake including in City-owned open spaces, school sites and on 4 Wing. The City maintains thirteen (13) baseball diamonds in Cold Lake at 4 locations: Imperial Park (8), Ivan Krook Sr. Memorial Park (2), Steve Wusyk Park (1) and beside Nelson Heights School (1). There is also a tee-ball diamond in Bibeau Park. There are an additional twelve (12) baseball diamonds on school sites and one (1) on 4 Wing.

The City maintains eight (8) full-size soccer fields at 3 locations: Imperial Park (6), Lions Park (1) and a small field for young children at Lefebvre Park. In addition, six (6) soccer fields are located on school sites, three (3) at the Cold Lake Healthcare Centre and four (4) on 4 Wing. Rugby fields can be found at Imperial Park and on 4 Wing at the Col. JJ Parr site and in the Martineau neighbourhood. There is currently one football field within the City and it is located on a school site.

Tennis courts can be found at 3 locations: Ivan Krook Sr. Memorial Park (2) in the north, Hilltop Park (2) in the south and the Col. JJ Parr Centre site (2) on 4 Wing. Four basketball courts are located in as many locations: Kinosoo Beach, Hilltop Park and both of the beach access parkettes on Beach Avenue. There are outdoor beach volleyball courts at Kinosoo Beach and the Col. JJ Parr site as well as a skateboard park at the Col. JJ Parr site.

There are two (2) outdoor rinks in the City: Nelson Heights Park and the Col. JJ Parr site on 4 Wing. An additional outdoor rink is currently being developed in Cold Lake South. Winter sledding hills can be found in Arrowhead Park, Bibeau Park and Brady Heights Park.

The Cold Lake Golf and Winter Club and an RV Campground are located on 4 Wing and are open to the public. The Cold Lake Golf and Winter Club, managed by the City of Cold Lake, features a curling rink with six sheets of ice.

There is currently one (1) off-leash dog park in the City located north of the R.V. Campground on 4 Wing.

“Almost half of Canadians (47%) view sport as important to family life, 38% say it is important to social life, and 28% state that sport is important for helping them feel like part of the community”

Canadian Fitness & Lifestyle Research Institute, 2007



3.2.7 Trails and Linear Open Spaces

There are currently two existing pedestrian trails in the City. Heritage Trail follows Lakeshore Drive along Cold Lake from the City of Cold Lake Marina northward to 2nd Avenue, a distance of 0.7 km. Where the Heritage Trail discontinues, pedestrians can carry on walking along the shoreline as the land immediately adjacent to the lake within the City is public land. North of the Heritage Trail, steep slopes make walking along the shoreline difficult, although the City is investigating the possibility of a trail in this area. The Millennium Trail is approximately 11 km and connects the northern portion of the City with the southern area and extends into the residential area of 4 Wing.

Currently, the only designated trail within the City boundary that permits recreational vehicles is the Iron Horse Trail. Having a trailhead in the south portion of the City, the Iron Horse Trail is operated by NE Muni-Corr Ltd., a not-for-profit entity that owns and manages the trail which extends for 300 km across Alberta. With 3 km of trail within the City of Cold Lake, the Iron Horse Trail allows hiking, cycling, horseback riding, quads, snowmobiles, horse-drawn wagons and cross-country skiing.

Opposite the Iron Horse Trail is a public corridor previously occupied by the Canadian National Railway. This strip of land is not currently named or managed, but does allow users to access a belt of public land in order to enjoy the scenery east of the City. After approximately 8.5 km this corridor connects to Highway 55.





Steve Wusyk Park – Cold Lake South

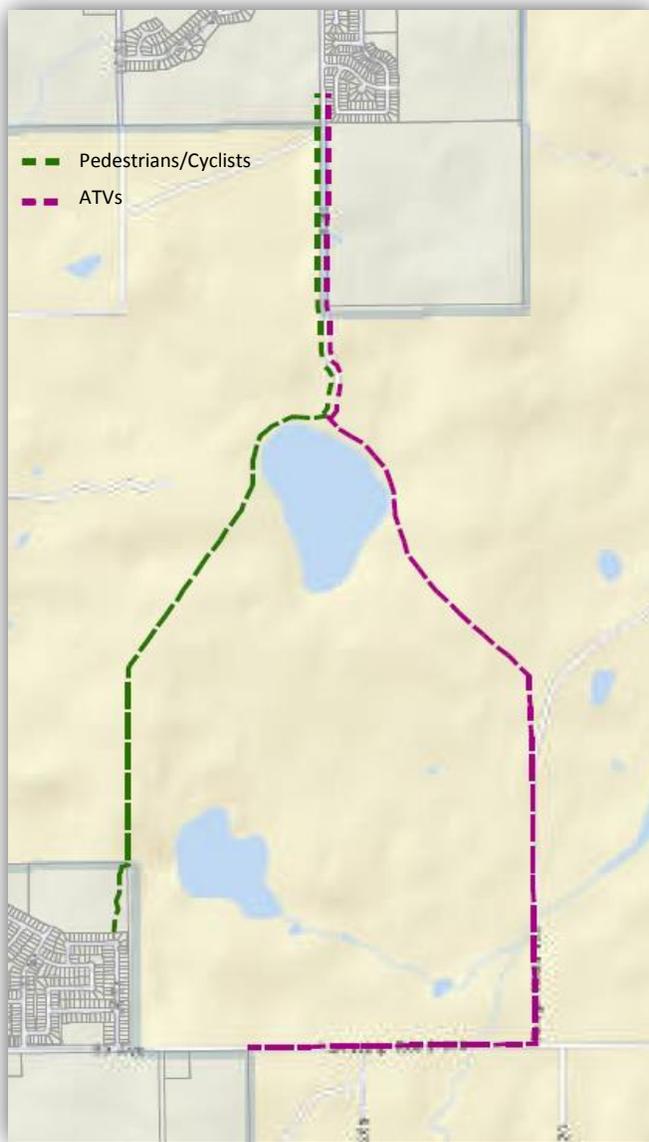


Figure 3.1 Proposed Pedestrian and ATV trails near African Lake

The trail currently known as African Lake Trail begins and ends within the City of Cold Lake boundary, but travels through private and Crown land in the M.D. of Bonnyville (see Figure 3.1). Built in 1990 and previously overseen by the Tri-Town Trails Society, the trail has been without management since the society dispersed in 1996. The African Lake Trail attracts many users and is a valuable asset to Cold Lake residents and visitors. In order to protect and enhance this trail, it is recommended that the trail come under the management of the City. In order to place the trail entirely on public land, the southern portion of the trail would shift slightly from its current position before rejoining the current trail along the edge of African Lake and offer nearly 5 kilometers of trail.

Additionally, the City is proposing a trail that parallels the northern segment of the future African Lake Trail. Upon reaching African Lake this trail will travel east and follow a public land corridor until it eventually reaches Township Road 630. This trail will be specifically for ATVs and other off-highway vehicles and offer approximately 6 kilometers of trail.



Bibeu Park – Cold Lake North



Figure 3.2 Proposed Snowmobile Trail for the City of Cold Lake

For snowmobile enthusiasts, the City is proposing a special trail solely for this activity (see Figure 3.2). The proposed trail would connect with the Iron Horse Trail, which also permits snowmobiles, and travel north along Highway 28 to Cold Lake where it would connect to the Trans-Canadian Snowmobile Trail, which crosses all of Canada.

In addition to trails, Public Utility Lots (PULs) and Municipal Reserve (MR) are also classified as linear open space. These parcels of land are City-owned, but vary in size and shape and function. There are 6.95 ha of PULs currently in the City and 15.4 ha of MR. Together they total 22.35 ha of land. PULs and MR are often used as linkages or walkways between neighbourhoods and may feature a paved path or simply grass. There is also a buffer of MR along the shoreline of Cold Lake which provides public access to the lake.



3.2.8 Natural Areas

The largest contributors to Natural Areas in the City of Cold Lake are stormwater ponds, technically referred to as stormwater management facilities or detention ponds, which cover an area of 23.63 ha. These water features must be developed according to provincial environmental regulations as well as the City’s Municipal Engineering Standards. Found throughout the City, stormwater ponds temporarily hold precipitation and, in essence, provide for better control of the quantity and quality of water which eventually leaves the pond and travels downstream to stormwater systems or other watercourses. Once developed, a stormwater pond generally requires infrequent maintenance and becomes host to native grasses and other plants. The stormwater pond fills with water from time to time and is not consistently accessible to the public, but the surrounding area should be maintained and, where appropriate, landscaped to provide an attractive setting for nearby residents.

Another contributor to Natural Area is Environmental Reserve (ER) which is land that consists of a swamp, gully, ravine, coulee or natural drainage course; land that is subject to flooding, or is unstable; or land abutting the bed and shore of any lake, river, stream, or other body of water for the purpose of preventing pollution or providing public access to and beside the bed and shore. ER is land dedicated (given) to a municipality during the subdivision process because it is considered undevelopable for environmental reasons in accordance with the *Municipal Government Act*. This may include areas such as wetlands, drainage courses, lakeshore, etc. There is 4.37 ha of ER currently within the City of Cold Lake. The entirety of this land is protected from development and some is accessible to the public for passive recreational purposes, including the shoreline of Cold Lake.

The only other open space that is classified as Natural Area is the Eugene Dery Urban Forest found near Kinosoo Beach. This space is 0.68 ha and features a shaded walking trail through the trees.

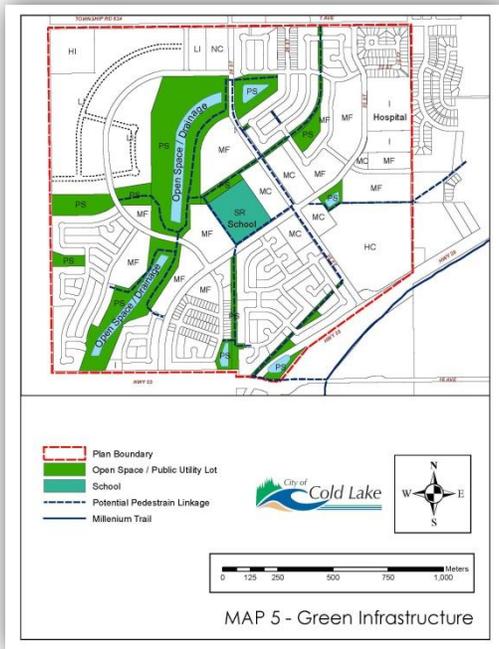
3.2.9 Other Open Spaces

Open spaces in this category include memorial spaces as well as school sites and landscaped areas. Cenotaph Park is located in Cold Lake north and Jubilee Park is located on 4 Wing. There are five (5) cemeteries in the City of Cold Lake with a total area of 4.16 ha. All schools within the City, including sites with vacant schools) cover an area of 36.59 ha. Landscaped areas provide 0.49 ha of open space.



3.3 Future Approved Open Spaces and Linkages

The locations of some future open spaces and linkages have already been determined through Area Structure Plans (ASPs) (see section 2.6 on page 17). ASPs are in place for several areas across the City of Cold Lake and contain plans for the size and placement of open space within future neighbourhoods (see Figure 3.3).



By planning ahead through the use of ASPs, the City can require parks to be equally spaced amongst residential areas to increase accessibility for residents. Further, trails can be designed to connect open spaces across the City as they are constructed and also provide alternate non-vehicular transportation corridors to important City destinations.

Figure 3.3 Future Open Spaces identified in the Northshore Area Structure Plan (2011)



CHAPTER 4

RECOMMENDATIONS



Striving for Excellence

The Open Space and Linkages Plan recommends a number of enhancements to existing practices within the organization as well as the supply and condition of open spaces over the next five years, as summarized below. To strengthen policies and practices across the organization and increase efficiencies/effectiveness in service delivery and open space provision to better serve the residents of Cold Lake, the City should seek to embrace a continuous improvement philosophy. In doing so, it is anticipated that the City will strive to address the recommendations that follow and build ideas generated from the recommendations into annual work plans over time. General areas of focus, with the aim of improving service and provision excellence, include the following considerations:

- Effective allocation of public spaces, facilities and amenities;
- Clear, consistent and transparent policies and procedures;
- Maximizing the effectiveness of the organizational structure;
- Development of performance measures; and
- Communications and social marketing.



4.1 Open Space Design & Amenities

- In order to close the gap between the state of existing open spaces and this Plan, it is recommended that a comprehensive work plan be developed by parks and recreation staff. The work plan should consist of a site by site evaluation for each classified open space to determine the best course of action to improve the amenities and quality of service over the next five years. The work plan should include site plans and cost estimates for achieving the principles stated in this policy document, as well as identify where or if volunteer efforts can be used to augment municipal resources.
- Through the park design process, work plans should ensure that sufficient spaces are allocated to facilitate spontaneous informal activities within all types of parks. Informal spaces should be large enough to accommodate casual play and gathering opportunities, as well as being flexible enough to accommodate any future infrastructure demands that may arise through the needs associated with emerging activities.
- It is suggested that parks smaller than 0.4 hectares are too small to provide for satisfactory leisure activity to take place within the confines of the park unless it is the only option available in order to fill a gap or serve areas of high density. A larger sized park is able to provide for children’s play activities as well as accommodating activities for other age and interest groups, such as informal playing fields, picnic or seating areas, etc. It is recommended that all parks should be a minimum of 0.4 hectares (1.25 acres) in size unless otherwise deemed acceptable by the City.
- Provisions to incorporate spaces and amenities encouraging physical activity, wellness and informal use opportunities should be paramount considerations in the design of parks in order to encourage use and facilitate increased activity levels for users.



- The City should continue to design parks that incorporate natural, indigenous vegetation features in order to foster an appreciation for such areas and maintain crucial ecological functions.
- Public washroom facilities (through a combination of permanent and portable facilities) should be provided at heavily utilized parks and key trailheads along the trail system.
- To ensure that accessibility and safety concerns do not become a barrier to park usage, municipal parks should be designed with consideration of accessibility standards and continue to incorporate Crime Prevention Through Environmental Design (CPTED) principles. The City should also facilitate ambassador programs in consultation with the local police department to encourage civic participation in keeping local parks free of undesirable behaviours and ensure neighbourhood parks are responsive to the needs of their surrounding communities.
- All open spaces and linkages shall be named under the Public Infrastructure Naming Policy (Bylaw 118-AD-10). The City should ensure that adequate and consistent signage exists at all municipal parks, trailheads (with appropriate identification and routing information) and recreation and cultural facilities. Signs should conform to a set of municipal guidelines (to be developed after the adoption of this Plan) to ensure consistency in appearance and information conveyed, while also ensuring that signs are restored or replaced when they deteriorate.



4.1.1 Playgrounds

- Playgrounds should be provided in newly developing or existing residential areas that offer access unobstructed by major barriers within a 600 to 800 metre radius.
- Playground structures should be selected based on the population they will serve. Larger playgrounds should be constructed in larger parks that are expected to serve a wider radius and greater population.
- Playgrounds designed for different age groups as well as accessible playgrounds should be evenly distributed throughout the City.
- The City should continue to follow CSA guidelines for playground construction and ensure that all playgrounds are regularly inspected and maintained by trained staff.

4.2 Trails & Linkages

- The City should continue to ensure strong connectivity within the trail and linkage network.
- The City should design trails to become multi-seasonal facilities which can provide a range of opportunities in the summer and winter months. The types of permitted uses should be evaluated on a trail-by-trail basis.
- The City should pursue the relocation of African Lake Trail through public right-of-ways on the west side of African Lake for the construction of a high quality pedestrian and cycling trail (see Trails map in Appendix C).
- An ATV and snowmobile trail should be established on public right-of-ways on the east side of African Lake Trail as well as a snowmobile trail through the City along Highway 28 (see Trails map in Appendix C).
- The City should continue to build and enhance waterfront trails to maximize their aesthetic and functional value, while making every effort to provide complete connectivity within the urban area by strategically acquiring parcels of land or negotiating access to private lands.
- Rest areas should be designed at periodic intervals along trails providing benches, garbage facilities and appropriate lighting.
- Dog stations featuring garbage facilities and plastic bags should also be positioned along trails.
- Wayfinding signage should be placed along linkages particularly at entrances and exits of trails. Light poles with emergency phones and strobe lights should be located at appropriate intervals along trails.
- Trails located on 4 Wing should be mapped to make residents & visitors aware of available routes.





4.3 Active Parkland

4.3.1 Ball Diamonds

- Baseball, softball and other stakeholder groups should be consulted to gather feedback regarding actual participation rates, field quality, maintenance issues, and projected usage. This would allow the city to establish appropriate standards and strategies for field renewal and/or development, as well as a strategy to address maintenance concerns at key “in-demand” ball diamond locations.
- The City should evaluate its lower quality, neighbourhood level diamonds to identify and assess opportunities for re-purposing the space for other uses, including facilities identified as being in need and for creating un-programmed space within some parks.
- The development of new ball diamonds should be permitted only in cases where it is necessary to provide for equitable geographic distribution, or where it is required to enhance the function of existing ball field complexes; proper justification must be provided and could be subject to the removal of an equivalent number (at a minimum) of ball diamonds from the active inventory.

4.3.2 Tennis, Basketball & Multi-Use Courts

- Additional courts should be provided as needed in order to achieve appropriate geographic distribution (particularly within underserved or newly developing residential areas).



4.3.3 Soccer & Multi-Use Fields

- Continue with plans to develop a multi-use field at the Energy Centre with artificial turf field to meet the needs of a range of field sport users.
- The development of new sports fields is encouraged at the Energy Centre and/or suitable existing parks.
- The City should evaluate its lower quality, neighbourhood level fields to identify and assess opportunities for re-purposing the space for other uses, including facilities identified as being in need and for creating un-programmed space within some parks.
- The provision of lighting and irrigation/drainage systems at appropriate fields is recommended in order to increase the capacity of the field to accommodate play and decrease the amount of time required for turf regeneration.
- Work to maintain agreements that permit access to key non-municipal sports fields, such as certain school properties, in order to meet facility needs while also looking at other community-based partnerships to bolster the supply of sports fields.
- Consider the needs of sports field user groups such as rugby and football, and assess the possibility of forming partnerships with these groups to evaluate field provision and the possibility of allocating dedicated sports fields.

4.3.5 Outdoor Aquatics

- The City should construct one splash park and evaluate usage at this facility prior to constructing additional splash park facilities. Public input should be sought to determine the best location for this facility.

4.3.4 Skateboard Parks

- To address the need for skateboard parks according to the Imperial Park Master Plan, one skateboard park should be located at Imperial Park.
- The provision of minor skate zones is encouraged to improve the distribution of skateboarding facilities. Parks should be evaluated on a case-by-case basis for their ability to accommodate basic introductory skateboarding elements to ensure provision of the equipment is appropriate.



4.3.6 Outdoor Ice Skating Rinks

- The City should repair and upgrade the outdoor ice skating rink at Nelson Heights Park.
- A new outdoor rink should be built in Cold Lake South in order to provide equal access to outdoor rinks for all residents of Cold Lake.
- Outdoor rinks at other key destination parks should only be provided if justified through park master planning and business planning processes.
- The City should consider the installation of outdoor ice at new multi-use courts developed to serve neighbourhood level needs.

4.4 Other Open Spaces

4.4.1 Community Gardens

- The City should support any community organizations willing to oversee the creation and maintenance of community gardens. This may include the provision of free or leased space (at a minimal fee) within City parks for the purposes of urban agriculture and gardening, support with the delivery of horticulture programs and/or assisting grass roots groups with developing a community garden network.
- The City should provide horticultural displays at passive parks, in conjunction with public art displays, to increase the aesthetic value of parks and make them more attractive for residents and tourists alike.



4.4.2 Off-Leash Dog Parks

- The City should develop a permanent off-leash area at Lions Park, Palm Creek Park, and/or on the municipal reserve adjacent to Nelson Heights School. A future opportunity may also exist adjacent to the relocated African Lake Trail.
- The provision of additional off-leash parks, however, should only be considered if the City applies site selection criteria to determine the suitability of any sites being considered.
- Leash-free activities should be relegated to designated off-leash parks; utilizing parks not designed for leash-free activities is not recommended due to potential impacts on park users and/or surrounding residences.



4.4.3 Stormwater Management Facilities

- The City should clearly outline standards for landscaping requirements and the provision of amenities around stormwater management facilities with an aim to improve the aesthetics of these open spaces as well as increase the area usable by the public.

4.5 Related Policies

4.5.1 Municipal Development Plan (MDP)

The Open Space & Linkages Plan shall be considered and integrated in the MDP process to ensure conformity to the statutory plan. The Open Space & Linkages Plan shall be used to guide parks planning for the next five years at which time the Plan will need to be reviewed and revised based on its successes.

4.5.2 Area Structure Plans and Outline Plans

Area Structure Plans and Outline Plans shall be evaluated based on the parks and open space classification system contained herein, as well as development guidelines and the Municipal Engineering Standards to ensure consistency and the appropriate provision of open space for new and existing residential neighbourhoods. All plans will be assessed according to the policies presented in and stemming from the Open Space & Linkages Plan.



4.5.3 Municipal Engineering Servicing Standards and Standard Construction Specifications

The current Municipal Engineering Standards (2008) make little provision for parks and landscaping requirements. As the Engineering Standards document is amended in the future, additional specifications need to address issues associated with parks and open space development and construction.

4.5.4 Parks & Recreation Design Standards & Guidelines

The Parks & Recreation Department should develop design standards and guidelines for all classifications of open spaces and linkages, including active parkland and natural areas. These documents should be prepared in collaboration with a Landscape Architect and address the requirements for site design, landscaping, number and quality of amenities and playground equipment.

4.5.5 Town of Cold Lake Cultural and Recreation Master Plans

Bylaws relating to Town of Cold Lake Cultural and Recreation Master Plans should be repealed (Bylaws CL 85-515, CL-89-584, CL 92-515 and CL 92-638) once the Open Space and Linkages Plan has been approved by Council.



4.6 Service Goals

- Review the guiding principles surrounding the allocation of public spaces, parks and facilities with a view to equitable allocation.
- Develop an annual communications and social marketing plan for parks and recreation. This plan should address key messages from the Parks and Recreation department, the respective audience and appropriate communications vehicles. The plan should also look at cross promotion of key messages and information sharing opportunities with community groups and partner’s communication vehicles.
- The Parks & Recreation department should work collectively with the public, community user and sports groups to determine the maintenance standards of sport fields and parks and prioritizing replacement and repairs of play structures and play courts.

4.7 Partnerships

- Review the approach to partnership development and ongoing agreements with community partners with a view to a standardized approach, better supporting existing partners and expanding the partnership base in the delivery of services.
- Continually evaluate potential opportunities in which to strengthen the City’s relationship with the school boards to maximize the use of public assets for community and school use.
- Continue to actively engage the City’s other major institutional bodies such as the Canadian Forces, postsecondary institutions, conservation associations, and other governmental agencies for the joint provision and delivery of parks and recreation services for the benefit of local residents.



CHAPTER 5

IMPLEMENTATION STRATEGY



5.1 Municipal Reserve Dedication

The City shall apply the new classification and minimum size standards to all new planned developments for MR dedication. If the standards are met the City shall collect money in lieu for the outstanding MR dedication. These funds shall be deposited in a special parks account that can only be spent on parks, open space amenities and recreation facilities.

5.2 Land Acquisition and Disposition

Acquisition

The City of Cold Lake acquires land for parks and open space purposes under the provisions of the Province of Alberta Municipal Government Act. As per the Act, the dedication of municipal and school reserve land will be done at the time of subdivision. When appropriate the City shall consolidate park and open space parcels and ensure adequate access to these areas. Parks and open spaces will be developed in conjunction with a Stormwater Management Plan and coordinated through Area Structure Plans.

Improvements and/or redevelopment of existing open space to meet the emerging or existing population needs should take priority over the acquisition of additional space in already built-up areas and where the City must pay market price for new land.



Disposition

Section 674 of the Municipal Government Act (MGA) provides for the sale or lease of Municipal Reserve lands; however, this should only be considered if it benefits the public. Land should only be considered for disposal if it is judged to be of little park value as a natural area or for future recreation development. Conditions that support sale are limited size and poor incompatibility with adjacent land uses. Section 675 of the MGA dictates where proceeds from municipal reserve land sales may be used.

Disposition strategies provide municipalities with a mechanism to ensure a consistent level of service is provided throughout the community. From a public good and planning perspective it is a difficult decision to consider the disposition of open spaces since their value is difficult to calculate given that many of the benefits are intangible, such as quality of life and aesthetic contributions to the built environment. However, it is also important for the City of Cold Lake to create a sustainable and fiscally responsible approach to the provision of parks and open spaces.

The City shall approach parks disposition with caution and sensitively consider the needs and expressed concerns of the community. The City shall ensure that a planned public consultation process is developed on a site by site basis prior to considering a disposition strategy. Further to the public component a cost/benefit analysis must be carried out based on the principles and policies established in the Open Space and Linkages Plan..

5.3 Partnerships

Adopt-a-Park Program and Partnerships

The City shall consider initiating an Adopt-a-Park program to encourage the community and not-for-profit organizations to take greater ownership and assist in maintaining the quality of parks and open spaces.



5.4 Plan Update Process

Planning is a not a static process and periodically plans need updating, particularly in a fast growing and dynamic community such as the City of Cold Lake. The 2013 Open Space and Linkages Plan is a policy document which describes the current state of open space in the City and then puts forth goals and strategies to be achieved over the next several years. Policy does not necessarily reflect how things are being done but rather how they should be done. Hence, closing the gap between current practices and policy-directed actions represents positive implementation. For these reasons, it is recommended that the Open Space and Linkages Plan be revisited and updated in five years' time in order to reassess the implementation of the recommendations herein.

Appendix A

Inventory of Open Spaces and Linkages

Parkettes (18)

Open Space Name	Location	Class	Area (ha)	Playground
Beach Avenue Lake Access – Northern (unnamed)	CLN	A	0.11	New in 2012
Beach Avenue Lake Access – Southern (unnamed)	CLN	A	0.07	No
Bear Park	4 Wing	A	0.09	New in 2013
Dogwood Park	4 Wing	A	0.05	Yes
Elm Park	4 Wing	A	0.09	New in 2013
Evergreen Park	4 Wing	A	0.11	Yes
Fir Court	CLN	A	0.10	New in 2012
Forest Heights Park	CLN	A	0.47	New in 2013
Kinder Park	CLS	A	0.24	New in 2012
Lefebvre Heights Park	CLN	A	0.40	New in 2013
Maple Park	4 Wing	A	0.14	Yes
Meadowlark Park	CLS	A	0.27	No
Regent Park	4 Wing	A	0.08	New in 2012
Shipwreck Park	CLS	A	0.38	New in 2010
Tamarac Park	4 Wing	A	0.08	New in 2013
Triangle Park	CLN	A	0.16	No
Tri-City Park (unnamed)	CLS	A	0.37	No
Tri-City Park (unnamed)	CLS	A	0.11	New in 2012
Total			3.32	14
Average			0.18	

Neighbourhood Parks (8)				
Open Space Name	Location	Class	Area (ha)	Playground
Arrowhead Park	CLS	B	0.58	New in 2012
Bibeau Park	CLN	B	1.32	New in 2013
Brady Heights Park	CLS	B	1.07	Yes
Hickory Park	4 Wing	B	0.75	No
Hilltop Park	CLS	B	1.82	New in 2013
Martineau Park	4 Wing	B	1.91	New in 2013
Nelson Heights Park	CLN	B	0.96	New in 2010
Steve Wusyk Park	CLS	B	0.77	New in 2010
Total			9.18	7
Average			1.15	

Community Parks (6)				
Open Space Name	Location	Class	Area (ha)	Playground
Birch Park	4 Wing	C	3.18	New in 2012
Ivan Krook Sr. Memorial Park	CLN	C	3.82	No
Lions Park	CLS	C	5.70	New in 2013
MacKenzie Park	4 Wing	C	2.63	New in 2012
Palm Creek Park	CLS	C	6.45	New in 2012
Sentinel Park	4 Wing	C	3.45	No
Total			25.23	4
Average			4.21	

Regional Parks (3)				
Open Space Name	Location	Class	Area (ha)	Playground
Col. JJ Parr Site	4 Wing	D	11.84	No
Imperial Park	CLC	D	116.60	No
Kinosoo Beach	CLN	D	3.35	Yes
Total			131.79	1
Average			43.93	

Active Parkland*				
*The area for Active Parkland found within other open spaces (i.e. Regional Parks) has not been added to the table below.				
Open Space Name	Location	Class	Area (ha)	Playground
Martineau Sports Fields	4 Wing	E	3.17	No
Nelson Heights Sports Field	CLN	E	1.82	No
Ball Diamonds (27)	Citywide	E	N/A	No
Soccer Fields (21)	Citywide	E	N/A	No
Tennis Courts (6)	Citywide	E	N/A	No
Basketball Courts (4)	Citywide	E	N/A	No
Outdoor Rinks (3)	Citywide	E	N/A	No
Sledding Hills (3)	Citywide	E	N/A	No
Beach Volleyball Courts (2)	Citywide	E	N/A	No
Rugby Fields (3)	Citywide	E	N/A	No
Football Fields (1)	Citywide	E	N/A	No
Skateboard Parks (1)	4 Wing	E	N/A	No
Off-leash Dog Parks (1)	4 Wing	E	6.36	No
Campgrounds (1)	4 Wing	E	11.80	No
Golf Courses (1)	4 Wing	E	190.00	No
Curling Rinks (1)	4 Wing	E	N/A	No
Total (55)			213.15	0

Trails & Linear Open Spaces				
Open Space Name	Location	Class	Area (ha)	Playground
Heritage Park - CFB Cold Lake Front Gate	4 Wing	F	1.50	No
Heritage Trail	CLN	F	0.7 km	No
Joe Heffner Memorial Park	CLS	F	0.54	No
Millennium Trail	Citywide	F	11 km	No
Municipal Reserve (MR)	Citywide	F	15.40	No
Public Utility Lots (PULs)	Citywide	F	6.95	No
Total			24.39	0

Natural Areas				
Open Space Name	Location	Class	Area (ha)	Playground
Environmental Reserve (ER)	Citywide	G	4.37	No
Eugene Dery Urban Forest	CLN	G	0.68	No
Stormwater Ponds (11)	Citywide	G	23.63	No
Total			28.68	0

Other Open Spaces				
Open Space Name	Location	Class	Area (ha)	Playground
Cenotaph Park	CLN	H	0.28	No
Jubilee Park	4 Wing	H	2.01	No
Municipal Cemeteries	Citywide	H	1.59	No
Non-municipal Cemeteries	Citywide	H	2.57	No
Landscape Features	Citywide	H	0.49	No
Elementary Schools	Citywide	H	15.16	Yes
Middle Schools	Citywide	H	12.52	Yes
High Schools	Citywide	H	8.91	No
Vacant Schools (MacKenzie School*) *Federal Heritage Building	4 Wing	H	N/A	Yes
Total			43.53	10

Inventory Summary		
	Area (ha)	Playgrounds
Classification A - Parkette (18 sites)	3.32	14
Classification B - Neighbourhood Park (8 sites)	9.18	7
Classification C - Community Park (6 sites)	25.23	4
Classification D - Regional Park (3 sites)	131.79	1
Classification E - Active Parkland	213.15	0
Classification F- Trails and Linear Open Space	24.39	0
Classification G - Natural Area	28.68	0
Classification H - Other Open Space	43.53	10
Total	479.27	36

Appendix B

Inventory of Active Parkland

Type	Number of Sites	Location
Baseball Diamonds	27	Imperial Park (8)
		Ivan Krook Sr. Memorial Park (2)
		Steve Wusyk Park (1)
		Near Nelson Heights School (1)
		Bibeau Park (t-ball) (1)
		Cold Lake Public School (2)
		Nelson Heights School (1 t-ball)
		North Star School (2)
		Grand Centre Middle School (3)
		Assumption School (2)
		St. Dominic School (1)
		Holy Cross School (2)
		Col. JJ Parr Site (1)
Soccer Fields	19	Imperial Park (6)
		Lions Park (1)
		Lefebvre Heights Park (junior field) (1)
		St. Dominic School (1)
		Cold Lake Middle School (1)
		Grand Centre Middle School (1)
		Nelson Heights School (1)
		Cold Lake Public School (1)
		École Voyageur (1)
		Hospital (junior fields) (1)
		Col. JJ Parr Site (4)
Tennis Courts	6	Ivan Krook Sr. Memorial Park (2)
		Hilltop Park (2)
		Col. JJ Parr Site (2)
Basketball Courts	4	Kinosoo Beach (1)
		Hilltop Park (1)
		Beach Access Parks on Beach Ave (2)

Type	Number of Sites	Location
Outdoor Rinks	3	Nelson Heights Park (1)
		Col. JJ Parr Site (1)
		To be determined Autumn 2013 (1)
Sledding Hills	3	Arrowhead Park (1)
		Bibeau Park (1)
		Brady Heights Park (1)
Beach Volleyball Courts	2	Kinosoo Beach (1)
		Col. JJ Parr Site (1)
Football Fields	1	Grand Centre Middle School
Rugby Fields	3	Imperial Park (1)
		Col. JJ Parr Site (2)
Skateboard Parks	1	Col. JJ Parr Site
Off-leash Dog Parks	1	4 Wing
Campgrounds	1	4 Wing
Golf Courses	1	4 Wing
Curling Rinks	1	4 Wing
Total	73	

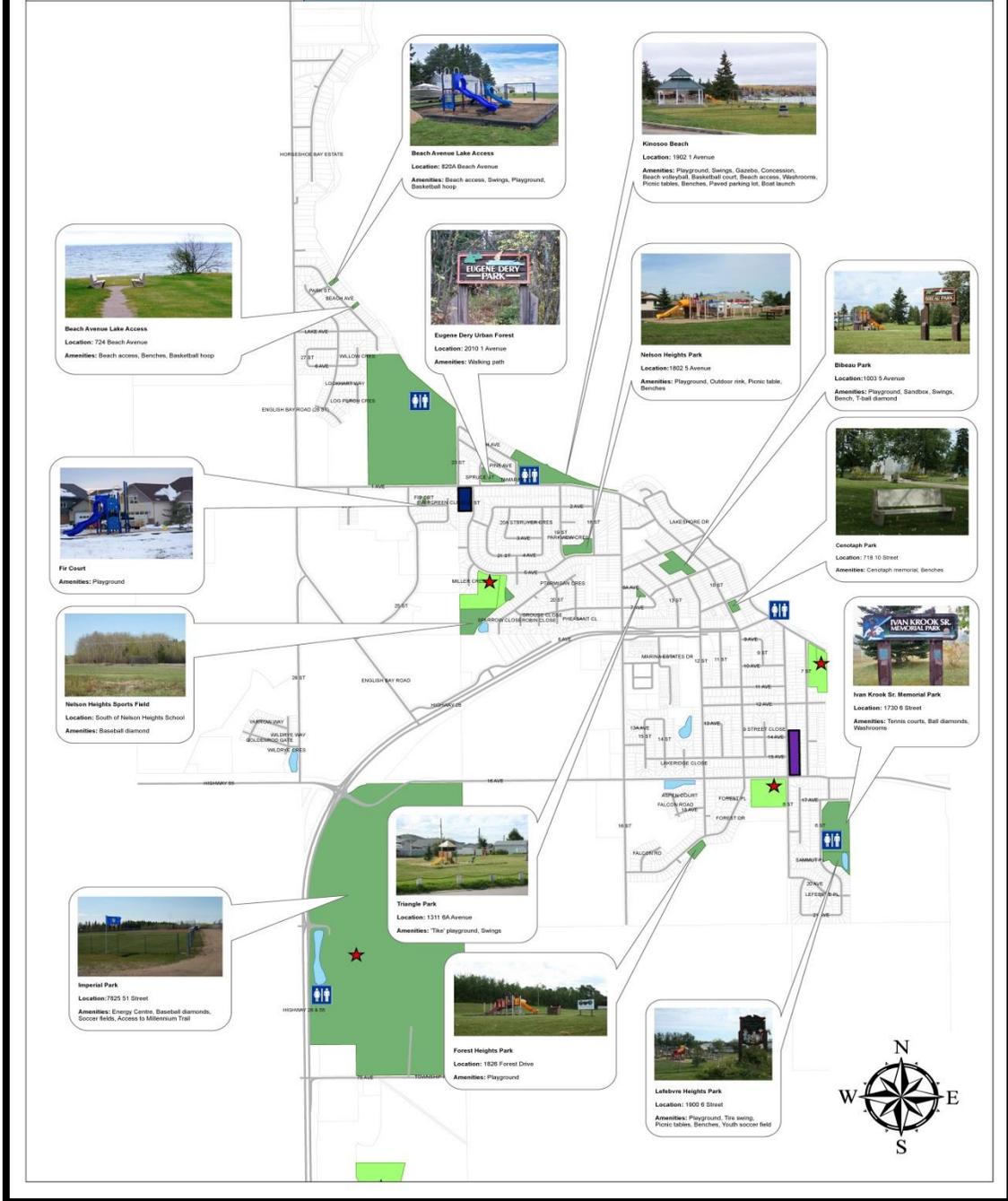
Appendix C

Maps of Open Spaces and Linkages

Legend

- Open Space
- ★ School
- Storm Water Management Facility
- Municipal Cemetery
- Non-municipal Cemetery
- Public Washroom

Cold Lake North Open Spaces



Legend

- Open Space
- School
- Storm Water Management Facility
- Municipal Cemetery
- Non-municipal Cemetery
- ♂
♀ Public Washroom

Cold Lake South Open Spaces

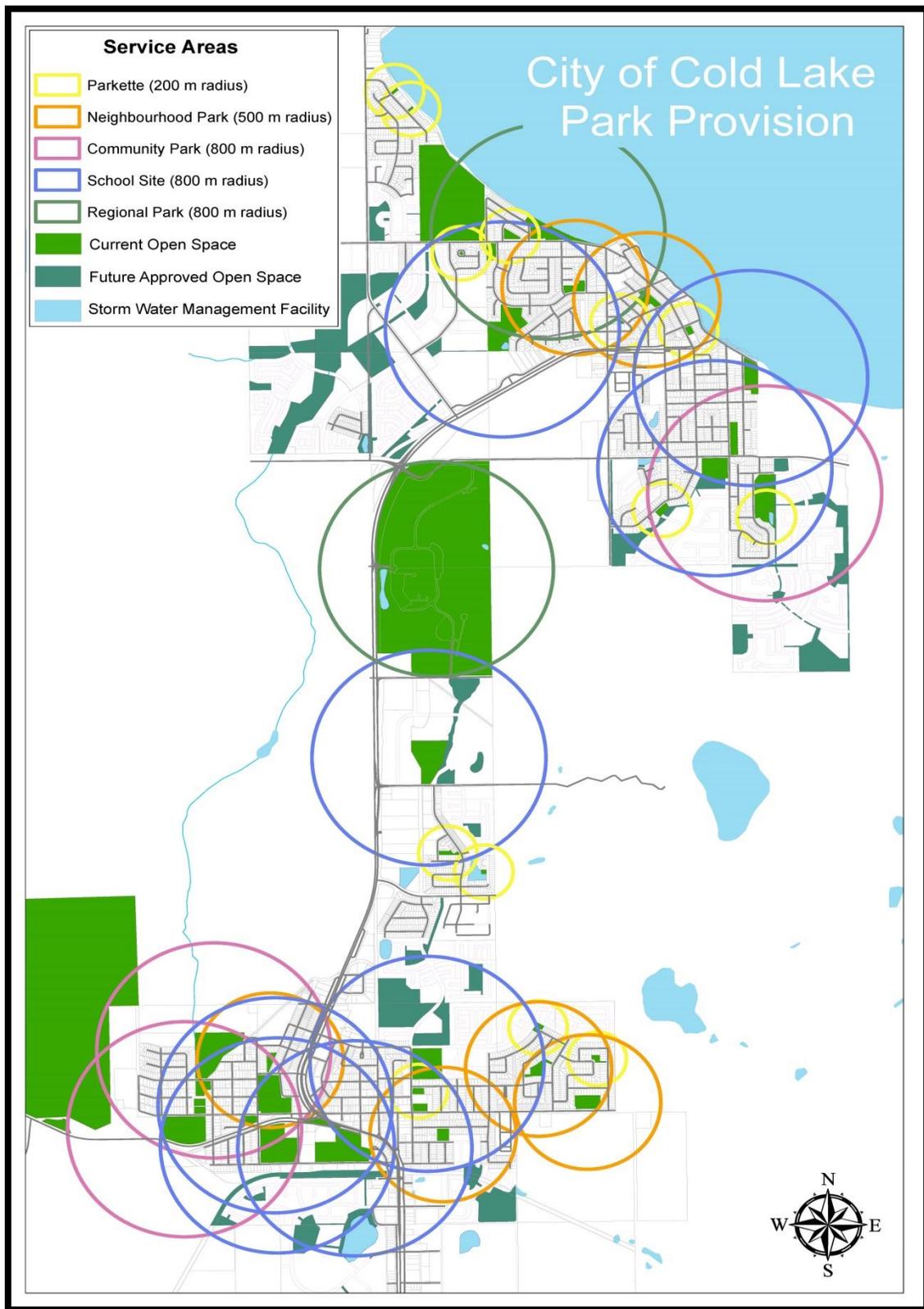


Legend

- Open Space
- School
- Storm Water Management Facility
- Public Washroom

CFB Cold Lake Open Spaces



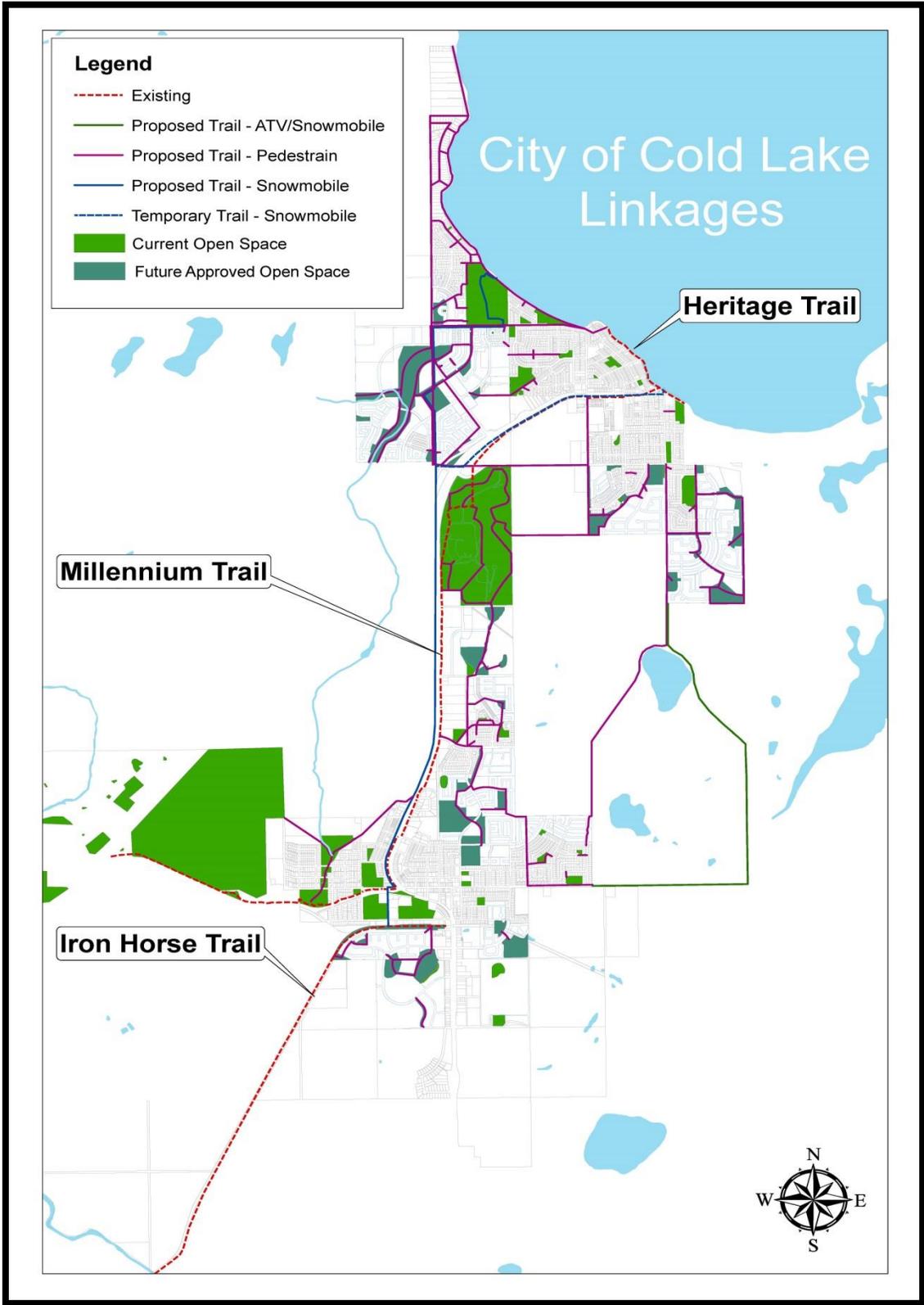


CFB Cold Lake Park Provisions

Service Areas

-  Parkette (200 m radius)
-  Neighbourhood Park (500 m radius)
-  Community Park (800 m radius)
-  School Site (800 m radius)
-  Regional Park (800 m radius)
-  Current Open Space
-  Storm Water Management Facility





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