

The background of the cover page is a photograph of a calm lake reflecting the sky and surrounding trees. The sky is a clear, deep blue. The trees along the shoreline are mostly evergreens, with some deciduous trees showing autumn colors. A few houses are visible in the distance on the left. The water is still, creating a clear reflection of the sky and trees. The overall color palette is dominated by blues and greens.

# **City of Cold Lake** **MUNICIPAL DEVELOPMENT PLAN**

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January 2021 | *Draft*



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The background of the slide is a photograph of a pier or breakwater extending into the ocean. The pier is covered in snow or ice, and a series of black lampposts with white globe lights are spaced along its length. The sky is a clear, pale blue. The entire image is overlaid with a semi-transparent blue filter. There are also solid green vertical bars on the left and right edges of the slide.

## Part 1:

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# CURRENT REALITY AND ASPIRATIONS



## 1.0 Introduction

### 1.1 Plan Purpose

This Municipal Development Plan (MDP or Plan) is a long-range framework to guide the City of Cold Lake's growth and development for the next 50 years (2020 – 2070) and an added population of 25,000 more people (for a total population of 40,000).

The MDP integrates the City's economic, social and environmental goals by providing strategic policy direction for land uses, transportation networks, servicing infrastructure, community services and facilities, and environmental protection.

Policies within the MDP reflect and respond to community input, provincial regulation and policy, existing municipal policies, Council's comments, advice from the City's administration, and technical review.

The MDP provides clear direction to make decisions about the future growth and development of the City by:

- Conforming to the requirements of s.632 of the Municipal Government Act (MGA) that set the parameters for MDP preparation,
- Defining the City's future vision, and its consequent principles, goals, and policies,
- Minimizing the occurrence of incompatible land uses,
- Identifying transportation and servicing network efficiencies,
- Providing guidance to prepare more detailed statutory plans, and
- Providing direction to implement the City's Land Use Bylaw (LUB).

### 1.2 Interpretation

For the purpose of interpreting this Plan:

1. All words or expressions that are not defined in this Plan shall have the meanings respectively assigned to them in the MGA, Subdivision and Development Regulation, Cold Lake Land Use Bylaw and Subdivision Authority Bylaw.
2. The land use boundaries identified in the MDP are approximate and are not intended to define exact locations. Adjustments or variances applied to land use policy areas shall only require an amendment to the MDP when they change the purpose or substance of the goals and policies contained in the MDP.
3. To ensure that the intentions and actions of the MDP are provided with clarity, policies are preceded by the verbs "shall", "must", "will", "should", and "may", each of which represents a specific level of obligation. These verbs are to be interpreted as follows:
  - a. The words "shall", "must" or "will" refer to mandatory actions or requirements.
  - b. The word "should" is used as a directive term encouraging a strongly preferred action.
  - c. "May" is a discretionary term indicating that interpretation is dependent on the circumstances where it is not practical or reasonable to apply the policy.

No policy should be read in isolation from the rest of this document. This MDP contains interrelated and interdependent policies and must be read this way. Where uncertainty may exist, the reader should reference Section 4.0, Vision and Guiding Principles. All decisions pertaining to the physical growth and development of land in the City must align with and support the Vision and Guiding Principles.

### 1.3 Enactment

The MDP comes into force upon Third Reading of Bylaw BBB-LU-20. The policies of the MDP will not be applied to Land Use Bylaw amendments, subdivisions and/or development applications already in progress at the time of adoption.

### 1.4 Duration

The MDP is a long-range planning document, however regular monitoring, review and periodic amendments are necessary for the policies to remain current with changing municipal goals, trends, technologies and growth in the City. A review of the MDP should be undertaken every five (5) years from the date on which the Plan comes into effect.

### 1.5 Preparing the Municipal Development Plan

The preparation of this Plan consisted of four phases as shown in Figure 1.



Figure 1: MDP Planning Process

#### Phase 1 - Background Review and Gap Analysis

The City initiated the preparation of this Plan in May 2019. The first step in the preparation of the MDP involved a review of the City's existing statutory plans and related policy and master planning documents, and an analysis of constraints and opportunities to inform a preliminary land use concept. The first round of community engagement was held at this time to introduce the project, gather ideas about growth directions and priorities, learn what residents love about the city, and gather feedback on current challenges and potential opportunities. Engagement opportunities included:

- Two community pop-up events for residents and stakeholders at the Energy Centre; the first one on July 24, 2019 from noon to 4pm, and the second one on August 22, 2019 from 6 to 9pm, during the Community Registration Night. Approximately 90 residents attended these pop-up events.
- An online survey available from July 24 to September 9, 2019. There were 477 surveys submitted.

Based on the work undertaken in this phase, a Background Report was prepared. The Report included an analysis of relevant statutory and strategic plans, infrastructure and environmental reviews, and a summary of the community engagement process and outcomes. The Background Report provides the baseline for the formulation of the MDP.

#### Phase 2 - Document Preparation

Based on the findings of the Background Report, a preliminary land use concept was prepared and presented to the City in January 2020. The concept inspired discussions about a vision statement, guiding principles and policies for the MDP. With a solid foundation, the project team prepared a comprehensive policy framework for the City's review. A complete draft of the MDP was presented to the City in June 2020.

#### Phase 3 - Document Review

This subsection will be completed once the Phase is completed.

## Phase 4 - Adoption

This subsection will be completed once the Phase is completed.

### 1.6 Structure of the Plan

To achieve the purpose of this MDP, this document has been structured around three main parts:

#### Part 1 - Current Reality and Aspirations

This part of this MDP comprises Sections 1 through 4. Section 1 provides the background of this MDP, including its purpose, structure, enabling legislation and the process to create it. Section 2 describes the current conditions, including its historic and projected population growth, future land supply needs, and the status of transportation and servicing infrastructure. Section 3 presents the challenges that the City faces, as well as the strengths and opportunities to overcome those challenges. Section 4 builds on the previous work and presents the vision and guiding principles of this Plan, which are the pillars that give sense and structure to the policy framework.

#### Part 2 - Policy Framework

Sections 5 through 10 contain the policies of the MDP. Section 5 presents land use and development policies, including the land use concept, the growth and city form strategies, and general policies related to development and urban design requirements. Section 6 covers transportation and servicing infrastructure policies. Section 7 addresses social wellbeing with policies for the provision of facilities, services and housing. Section 8 includes policies to promote environmental stewardship and ensure the protection of land, air and water. Section 9 presents policies that encourage and promote the City's economic development. Section 10 constitutes a framework for intermunicipal and regional collaboration.

#### Part 3 - Implementation and Monitoring

This part includes Section 11, which provides a guide for Council and the City's administration to make decisions that are consistent with the vision, principles and policy framework of this MDP. It also offers an evaluation guide to monitor progress on specific actions identified by this Plan. Section 12 includes a set of definitions that are key to understand and interpret this MDP.



## 2.0 Community Profile

### 2.1 Location

The City of Cold Lake is located in eastern Alberta and bordered by the Municipal District of Bonnyville No. 87 (the M.D.) and Cold Lake, as shown on **Map 1**. There are three First Nations Reserves nearby, Cold Lake 149, 149A and 149B, as well as Cold Lake Provincial Park. Canadian Forces Base (CFB) 4 Wing is located within the City's boundaries although it is under the federal government's jurisdiction. Highways 55 and 28 constitute the main access to the City. The City is located within the Lower Athabasca watershed region.

### 2.2 Population and Land Supply

#### 2.2.1 Historical Population Growth

A historical population growth analysis and recommended population projections were conducted to inform the City of Cold Lake's MDP. The current boundaries of the City of Cold Lake are the result of the amalgamation between the Town of Cold Lake (now known as Cold Lake North) and the Town of Grand Centre (now known as Cold Lake South), and the subsequent annexation of Medley (now CFB 4 Wing).

Population records from federal and municipal censuses for Cold Lake North and South go back in history as far as 1956, but there is no information available for Medley between 1956 and 1981. Consequently, 1986 becomes the milestone date to measure the City's population history. Figure 2 shows the historical population growth for the City from 1986 to 2016. In 2016 the City's population was 14,961.

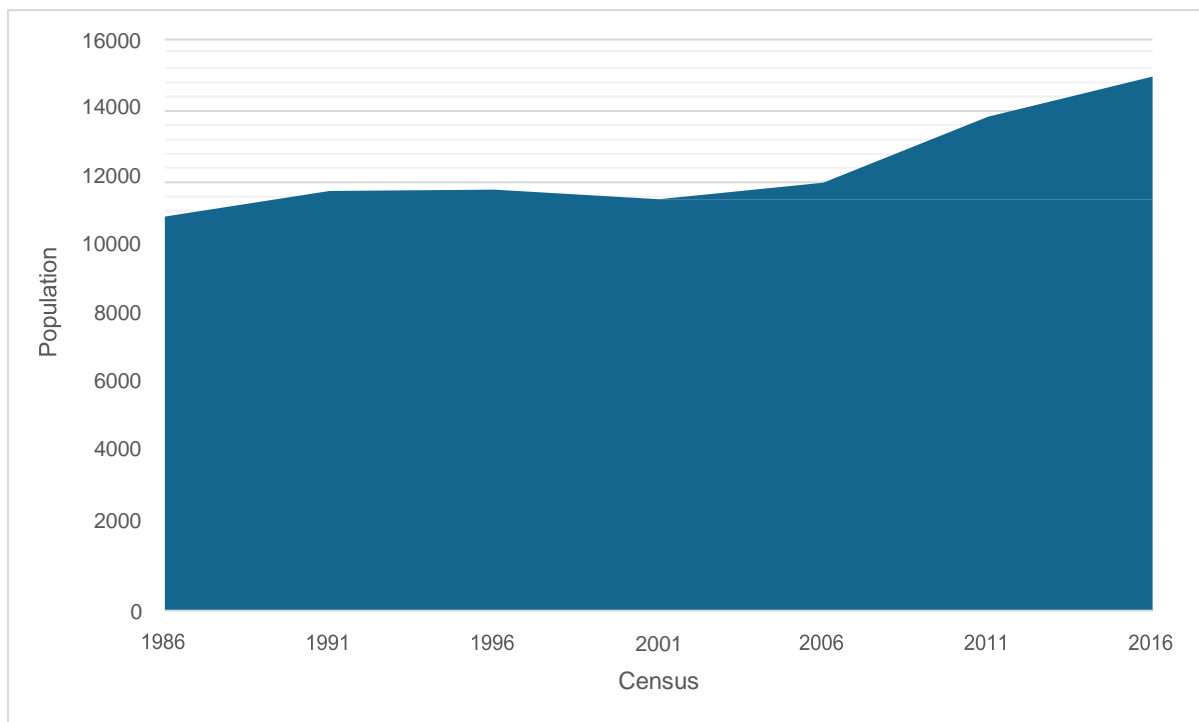


Figure 2: City of Cold Lake Population History, 1986 to 2016









### 2.2.2 Population Projection

Based on this historical trend, three different population growth scenarios were prepared:

- low growth, with an average growth rate of 2.0%;
- medium growth, with an average growth rate of 2.5%, and
- high growth, with an average growth rate of 3.0%.

Noting that the historical internal migration rates from 4 Wing to the City have accounted for a significant percentage of the total population growth in Cold Lake North and Cold Lake South, the recommended growth scenarios exclude CFB Cold Lake. Figure 3 summarizes the results of the forecast for each population growth scenario over 54 years (2016-2070) in five-year intervals. The base year for these population estimates is 2016, and the source of the information is the 2016 federal census population count.

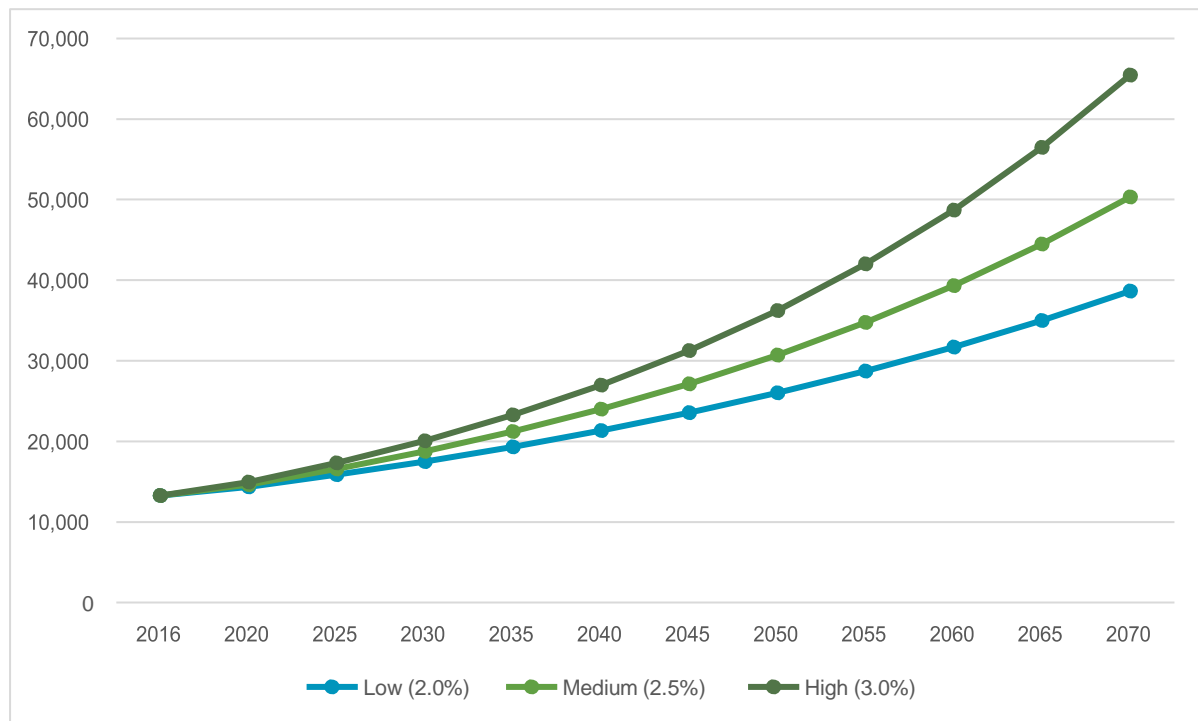


Figure 3: Cold Lake North and South (excluding 4 Wing) Population Forecast, 2016 to 2070

These growth scenarios were originally presented in the 2014 Growth Study and subsequently updated in the 2017 Growth Study Addendum to include the population count of the 2016 federal census. However, based on a reduction in economic activity over the last number of years in the region, and an expectation that this economic slowdown may continue, it is assumed that the low growth scenario may even be optimistic for the near future. It is recommended that these growth scenarios be updated once these presumed demographic trends are documented in the federal census and become more evident over time. For now, the recommended growth scenario is the low growth scenario with an average annual growth rate of 2.0%.



### 2.2.3 Future Land Supply

These population forecasts informed the land supply analysis performed to identify the availability of residential, commercial and industrial land for the City over the next 50 years (2070). Since the City of Cold Lake does not have jurisdiction over CFB 4 Wing, the land supply analysis is based on land available within the City's municipal boundary, including the lands that were recently annexed from the M.D. of Bonnyville No. 87. The following is a summary of land supply by core land use, considering the land requirements expected from the population forecast under the low, medium and high growth scenarios:

- **Low Scenario – 2.0% average annual growth rate (AAGR)**
  - The current supply of residential land would be exhausted shortly after 2060
  - The current supply of commercial land would be exhausted between 2050 and 2060
  - There is enough supply of industrial land beyond the 50-year horizon (238.9 ha surplus after the 2070 requirements)
- **Medium Scenario – 2.5% AAGR**
  - The current supply of residential land would be exhausted shortly after 2050
  - The current supply of commercial land would be exhausted shortly after 2045
  - There is enough supply of industrial land beyond the 50-year horizon (216.6 ha surplus after the 2070 requirements)
- **High Scenario – 3.0% AAGR**
  - The current supply of residential land would be exhausted shortly after 2045
  - The current supply of commercial land would be exhausted shortly after 2040
  - There is enough supply of industrial land beyond the 50-year horizon (187.9 ha surplus after the 2070 requirements)

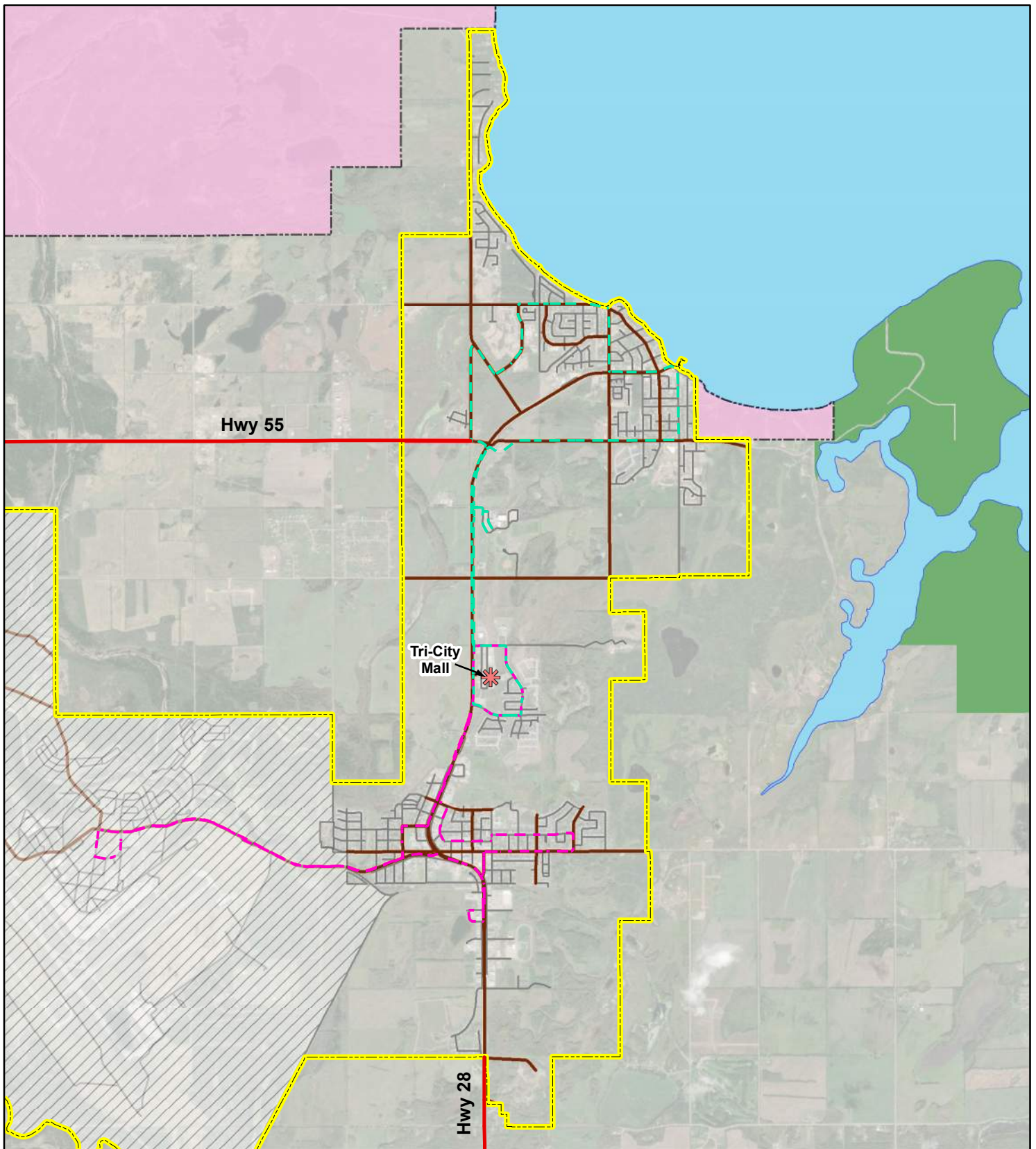
Assuming a low growth scenario, the current land supply of the City can accommodate residential development for the next 40 years, and commercial development in a 30- to 40-year horizon. The supply of industrial land may seem disproportionately large in relation to the land requirements in the 50-year horizon, even under the high growth scenario. However, it is important to note that one of the assumptions of these projections is that the current relationship of absorbed industrial land to absorbed residential land is constant throughout the 50 years. In the future, the City may want to diversify its land base and attract more industrial development, in which case this relationship would be altered, resulting in an increased requirement for industrial land.

## 2.3 Infrastructure

**Map 2** shows the City's current transportation network and **Map 3** illustrates its current servicing infrastructure.

### 2.3.1 Transportation Network

Highway 28 and Highway 55 provide primary access to the City. Since Highway 28 is the main north/south link, it plays an important role of connecting the City's key nodes and its neighbourhoods and provides access to mostly undeveloped lands that will shape the City's future growth. In 2019, an annexation of lands adjacent to Highway 28 from the M.D. of Bonnyville No. 87 came into effect, which means a significant portion of the City's future growth will be concentrated along this transportation corridor. This MDP must support connectivity and accessibility along this important corridor to facilitate orderly growth and economic development.



- City of Cold Lake
- First Nations
- 4 Wing CFB
- Cold Lake Provincial Park

- Highway/Expressway
- Arterial/Collector
- Local Road/Lane
- Cold Lake North Bus Route
- Cold Lake South/4 Wing Bus Route

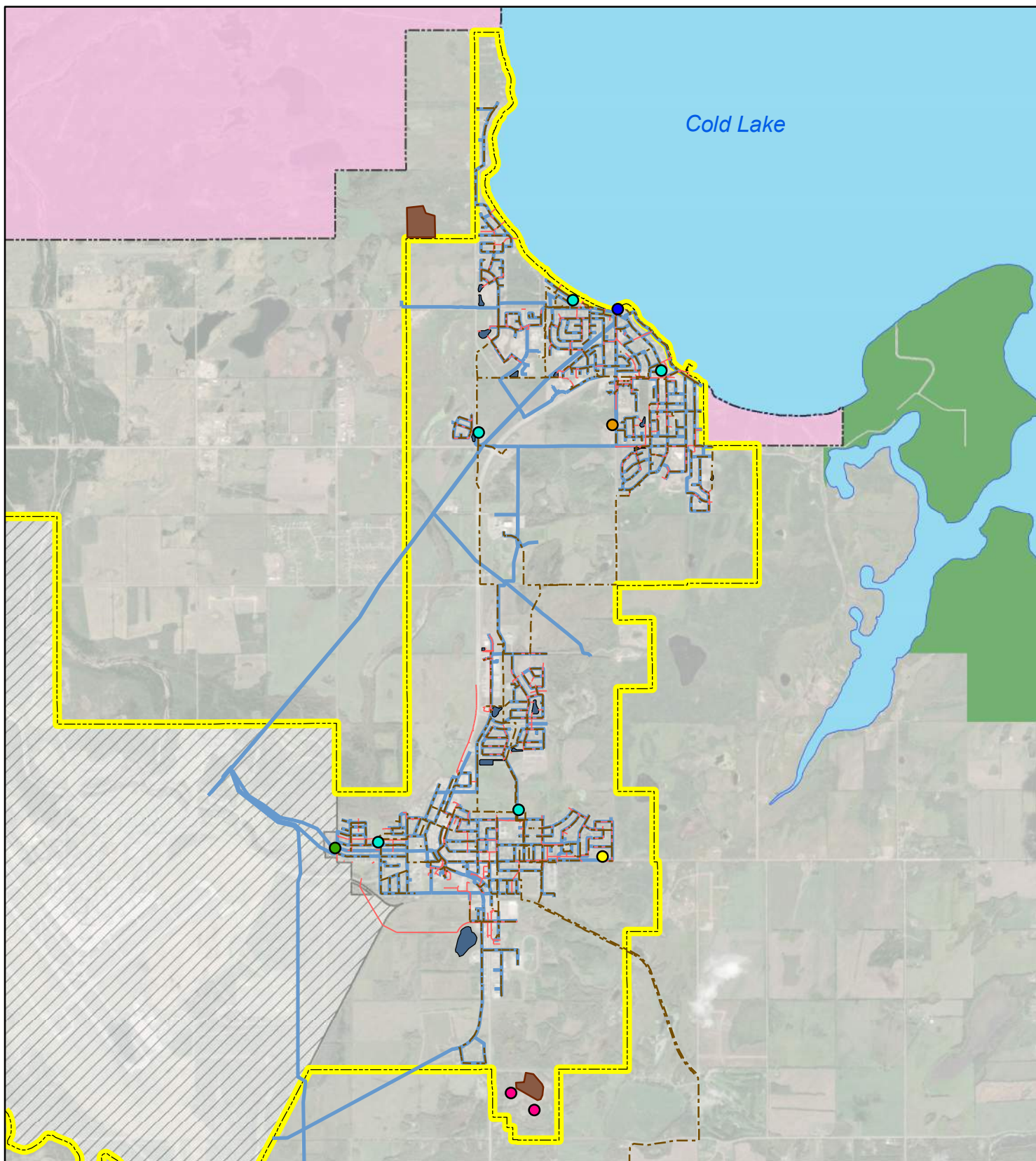


**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

**MAP 2:  
TRANSPORTATION**







0 0.25 0.5 1 1.5 Km



1:62,000



City of Cold Lake



First Nations



4 Wing CFB



Water Main



Sanitary Main



Stormwater Main

Building 10 Reservoir

Building 5 Reservoir

Building 7 Reservoir

Pumping Facility

Transfer Station

Waste Water Treatment Plant

Water Treatment Plant

Pond/Lagoon

Landfill

Cold Lake Provincial Park



**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

**MAP 3:  
SERVICING  
INFRASTRUCTURE**



The City has also made efforts to maintain and expand the trail network, particularly the Millennium Trail adjacent to Highway 28, to provide pedestrian connectivity and accessibility, recreation opportunities and a healthy environment. However, there is room for improvement as there are missing connections and areas in the City without access to the trail network. This MDP must ensure the trail network remains accessible and articulated as the City grows, expanding opportunities for active transportation modes, leisure and fitness that are suitable for all residents.

In the fall of 2015, the City launched a public transit service, Cold Lake Transit. As of 2020, the system operates two regular routes, one to serve each of Cold Lake North, and Cold Lake South/4 Wing. Both routes intersect at the Tri-City Mall on Highway 28. At the time of this Plan's preparation, the service was provided free of charge, and operates two accessible transit busses. The implementation of this transit system fulfills a transportation need that the residents of Cold Lake had expressed in the past, and it advances the sustainability and social equality goals of the City's most recent strategic plans. This MDP supports this progress, recommends strategically located growth and development along these routes, and continuing to address the community's transportation needs as they evolve.

### 2.3.2 Water

The City currently receives water services from the Cold Lake Regional Utility Services Commission (the Commission). The Commission services a number of additional communities including Cold Lake First Nations, the Hamlet of Ardmore, and the Hamlet of Fort Kent. Raw water is drawn directly from Cold Lake and is then treated by the existing Water Treatment Plant (WTP) located near the shore of Cold Lake, along 1st Avenue.

Water is distributed by way of two separate systems for Cold Lake North and Cold Lake South; water is supplied to the Building 5 Reservoir, which services the North, and the Building 7 Reservoir by the Cold Lake WTP. Water from the Building 7 Reservoir is then pumped to the Building 10 Reservoir in the south prior to being distributed throughout the system. The overall distribution system consists of three storage reservoirs (Building 5, 7, and 10), pumping facilities, a truck fill station, and distribution and supply mains ranging from 150 mm to 600 mm in diameter.

The City has been working with the Town of Bonnyville to implement the Regional Utility Water Services Line. To support this new water line while maintaining the level of service required for the City, the WTP has undergone several upgrades and more are anticipated to be constructed by the end 2020. These upgrades will also aid in maintaining levels of service to surrounding communities including Cold Lake First Nations, the Hamlet of Ardmore, and the Hamlet of Fort Kent.

The total storage capacity of the reservoirs as well as other water infrastructure is adequate to support the existing population. However, considering the population projections presented in Section 2.2, the City will need an additional 9,600 m<sup>3</sup> of reservoir storage, and upgrades to the pumping capacity to provide a flow rate of 958 L/s. This MDP provides a general strategy to maintain the water servicing capacity as the City grows.

### 2.3.3 Wastewater

The City's sanitary system is composed of manholes, sewers, lift stations, and forcemains that convey sewage to the City's sanitary lagoon located south of the City. There is a total of 113 km of sanitary sewers in the City, consisting of both gravity sewers and forcemains. There is a total of five major lift stations housing thirteen pumps. The five major lift stations include Building 1, Building 3, Building 4, Building 8, and Building 9. In addition to these lift stations, there are four minor lift stations including Building 049, Building 413, Building 414, and a small lift station in Horseshoe Bay Estates.



Sanitary sewage flows within the City's sewershed generally flow from the north/south inwards in Cold Lake North, after which they are conveyed west, then south towards Cold Lake South. In Cold Lake South, sewage is channeled towards Building 9 Lift Station. Flows from Building 9 Lift Station are then discharged through a forcemain to the City's lagoon.

The existing sanitary system performs adequately under existing conditions. As the City grows, pumping capacity upgrades at Building 3, 4, and 9 Lift Stations are necessary. In terms of inflow and infiltration, the City's system is perceived to be quite resilient. Inflow and infiltration can be reduced further by implementing the measures that the Inflow-Infiltration Program (ISL, 2018) has already recommended. This MDP supports and prioritizes upgrades to the wastewater network to maintain the City's current level of service while providing the same level of service to the annexed lands as they develop.

#### **2.3.4 Stormwater**

Stormwater within the City largely drains from northeast to southwest, with the highest points within the City located along the north and east City boundaries and the lowest points located in proximity to the Beaver River, directly south of the City. Existing drainage ditches currently convey stormwater towards tributaries to Beaver River, such as Marie Creek, and several storm sewers outfall to Cold Lake. The City is part of the Beaver River watershed, which is located in the Hudson Bay Continental Drainage Basin.

Constraints in grades and capacities have been identified in the existing stormwater infrastructure. As of 2014, multiple stormwater sewers within the City were at 150% to 200% of their capacity, resulting in a hydraulic grade line of more than 0.2 m above ground level in some cases. Several infrastructure upgrades were proposed in the 2014 Master Drainage Plan, and to date some of the upgrades have been implemented. The remaining upgrades proposed in the Master Drainage Plan have been included in the City's capital plan in order to resolve these deficiencies. This MDP will provide guidance on stormwater management best practices and identify the required upgrades to the stormwater system to improve the level of service of the stormwater system, protect hydrological resources, and prepare the City for future growth.



### 3.0 Engagement Summary and Community Capabilities

The first round of community engagement (July to September 2020), as described in Section 1.3, provided an opportunity to introduce the project to the community, gather the community's ideas on City growth and what the City should prioritize, and collect feedback on current challenges and potential opportunities for improvement. A summary of the 477 submitted surveys is presented in Table 1.

Table 1: What We Heard – First Round of Community Engagement

Question	Community Responses
The population of Cold Lake is currently ~15,000 residents. How much population growth do you anticipate over the next 50 years?	No growth: 7% 1,000 – 5,000 residents: 30% 5,000 – 15,000 residents: 40% 15,000 – 25,000 residents: 17% 25,000 – 35,000 residents: 6%
What are your top priorities for the City of Cold Lake over the next 50 years? Select your top five choices.	<b>Top 5 Priorities:</b> <ul style="list-style-type: none"> <li>• Marina and Kinosoo Beach improvements</li> <li>• Recreation facilities</li> <li>• Economic diversification and growth</li> <li>• Tourism opportunities and lakeshore development</li> <li>• Thriving downtown</li> </ul> <b>Other High-Ranking Priorities:</b> <ul style="list-style-type: none"> <li>• Walking and cycling trails</li> <li>• Infrastructure development</li> <li>• Preservation of natural features</li> </ul>
What land uses would you like to see more of in the area between Cold Lake North and Cold Lake South?	Agricultural: 10% Recreational: 39% Residential: 7% Commercial: 37% Industrial: 3% Other (specify*): 4% <p>* Campsites, trails and walkways, parks, rest areas, nature preservation, landscaping, community gardens or to just leave it the way it is.</p>
What do you like most about living in Cold Lake?	<ul style="list-style-type: none"> <li>• The small town feel and sense of community</li> <li>• The activities and programs available for families</li> <li>• The natural environment and beauty of the area</li> <li>• The variety of services and amenities</li> <li>• The availability of outdoor recreation opportunities</li> </ul>
Do you have any additional comments you would like to share?	Responses can be classified in four major themes: <ul style="list-style-type: none"> <li>• Support and promote small-scale commercial development to revitalize neighbourhoods, downtown and the marina, and make the City more attractive and prosperous.</li> <li>• Adopt a moderate and strategic approach to investing the City's resources, focusing on addressing core infrastructure needs and providing low-maintenance, multi-use amenities that will benefit the whole community.</li> <li>• Provide better access to and connectivity between open spaces and recreation facilities.</li> <li>• Expand and develop the marina to generate more commerce, tourism and diversify the economy, and revitalize the downtown and to improve the availability of services and retail options.</li> </ul>



A few conclusions can be drawn from the results of the community engagement process. First, there seems to be a generalized pessimism following the economic slowdown of the region. The respondents recommend a conservative approach to future growth and prefer a strategic plan to support and improve existing assets, infrastructure and neighbourhoods. Second, there is major interest in developing new and improving existing recreation opportunities and open spaces that are inclusive, accessible and well connected. A third priority is promoting economic prosperity by supporting local businesses and improving the marina and downtown. Finally, residents place a high value on the natural features and open spaces within and surrounding the City and would like to preserve and improve the opportunities to interact with nature, whether it is by immersion or just appreciation of the natural landscapes.

Based on the feedback gathered from residents and the findings of the Background Report, an analysis of the City's main challenges, strengths and opportunities is presented below.

### **3.1 Challenges**

#### **3.1.1 One City, Two Town Centres**

Since the amalgamation of the Town of Cold Lake and the Town of Grand Centre, the City of Cold Lake (then Town) has had the challenge to unify two physically separated settlements with different origins. The two town centres and Highway 28 connecting them are important assets but ensuring that residents and visitors can see and experience the City as one diverse, but integrated community will require further efforts. More than filling-in the space that makes up the central portion of the City, the Background Report and first round of Community Engagement identified that the City balance needs and aspirations. The Background Report identified that the City must ensure that services and opportunities for physical, social and economic development are strategically distributed, and that existing development, infrastructure and services are maximized for efficiency and sustainability. In addition, the first round of Community Engagement demonstrated that development within the annexed lands must balance new growth with the community's desire for recreation and open space. In either case, the City can leverage the strengths and assets of each town centre and Highway 28 for the benefit of the City as a whole.

#### **3.1.2 Cyclical Economy**

The City's Economic Development Strategy identified that one of the main challenges for the City are the adverse impacts that Alberta's cyclical economy has had on resource-oriented communities like Cold Lake. Though the MDP has limited influence on economic policy, it provides an opportunity to create value through the promotion of beautiful, active and interesting spaces for residents to thrive in every stage of their lives, and include policies to facilitate residential intensification, and commercial and industrial development. Strategically promoting the region for investment and tourism and allocating resources to attract and retain people and businesses would give the City a competitive advantage to support a healthier economy.

#### **3.1.3 Low Stormwater Capacity**

As mentioned in Section 2.3 of this Plan, multiple stormwater sewers within the City are currently at 150% and 200% of their capacity. As a result, storm sewer surcharging has occurred during high flow events. It is important for the City to implement the infrastructure upgrades proposed as part of the Stormwater Master Plan to provide an appropriate level of service to current and future residents

#### **3.1.4 Walkability**

Walkability and wayfinding are common themes throughout the City's strategic plans. Residents have expressed their desire to see more open spaces and walking and biking routes to connect neighbourhoods with amenities. Improving the connectivity of the pedestrian and bike network would encourage residents and visitors to choose sustainable transportation modes over the private vehicle more often, improving health, the environment, and overall quality of life. In creating a well-connected network, the Age-Friendly Plan advises that the City must

consider the needs of people of different ages and mobility ranges and create accessible and inclusive experiences for everyone.

## **3.2 Strengths and Assets**

### **3.2.1 Regional Connectivity**

The City is connected to the region and the overall Province of Alberta through two major highways, a regional airport, and a recreational trail network. The transportation review presented as part of the Background Report advises that this connectivity will ensure a continuous movement of people, goods and services, key to the social and economic development of the City.

### **3.2.2 Municipal Servicing Capacity**

The current water and wastewater networks provide an adequate level of service, and the ongoing upgrades to the servicing infrastructure, as identified in the servicing Master Plans and the Inflow-Infiltration Program will ensure that this capacity is maintained or improved over time as the City grows.

### **3.2.3 Sense of Community and Belonging**

During the first round of Community Engagement that informed this MDP, residents shared that the “small town feel” and the availability of family-friendly programs and facilities contribute to a strong sense of community and belonging.

## **3.3 Opportunities**

### **3.3.1 Steady Population Growth**

The City has experienced a steady population growth over the past two decades and is expected to continue growing. Despite current economic challenges, in the 50-year timeframe of this Plan, the population is expected to increase from 15,000 to 40,000. Population growth presents opportunities for innovation, diversity and new development. The City must commit to maintaining and increasing the level of services that the community currently enjoys as the demand for new services and infrastructure grow.

### **3.3.2 Land Supply for Future Development**

In 2019 the City annexed lands from the M.D. of Bonnyville No. 87 to accommodate future growth. With the new land availability, the City now can accommodate residential and commercial growth in a horizon of 20 to 40 years, depending on the growth rate. On the other hand, given the City’s history of low industrial land absorption (and if this trend continues), the current land supply would accommodate industrial growth exceeding a 50-year horizon.

However, one of the long-term goals of the City is to diversify the land base to promote fiscal sustainability, which would cause the industrial land supply to be exhausted earlier. Regardless of the land absorption ratio, the City is in a good position to accommodate future growth and plan for the physical integration of the community in the long term. This Plan provides policies to strategically encourage growth and locate future residential, commercial and industrial development, and provides policy direction for future recreation and open space development.

### **3.3.3 Lakefront Setting**

The Economic Development Strategy suggests that the marina provides a unique opportunity for commercial and recreational development in a meaningful and accessible location. The lakefront is also a major destination for visitors, providing opportunities for tourism development. This Plan includes policies that support further development of the marina area.



### 3.3.4 Open Spaces and Outdoor Recreation

The City is surrounded by natural areas that provide a space for passive and active recreation, learning and leisure. Residents value these open spaces and cherish the diverse recreational opportunities provided by the City as one of its main assets. Residents want the City to ensure the integration of natural areas and built environment, and the connectivity of open spaces through trails and walkways.

## ■ 4.0 Vision and Guiding Principles

The vision and guiding principles are the foundation of this MDP and the result of a comprehensive engagement process with the community, stakeholders, Council and City administration, as well as the result of the technical review summarized in the Background Report prepared during the first phase of the MDP project.

### 4.1 Vision

The following statement describes the City's vision for the future:

***People enjoy living, visiting and doing business in the City of Cold Lake. The City is a complete community that offers a full range of services to support individuals and families in every stage of life, has a thriving downtown and a dynamic lakefront setting, and offers an exciting arts and culture scene. The City is resilient to changing economic conditions and works with local, regional and international businesses to create opportunities to thrive. The City is respectful of the surrounding natural setting and actively promotes environmental stewardship and sustainable development.***

### 4.2 Guiding Principles

Guiding principles are a set of values that establish a framework for expected behavior and decision-making for the City. These values are non-negotiable and even when the nature of goals established by the City might change over time, these principles remain unchanged.

#### 4.2.1 Complete Community

Building on the City's annexation strategy, the City of Cold Lake looks to better integrate Cold Lake North and Cold Lake South over time. The intent is to build a fully integrated City in terms of land use, utility and transportation networks, facilities and community services. The City will not be truly complete unless the community is more completely interconnected.

#### 4.2.2 Support Residents

The City of Cold Lake listens carefully to the needs and wishes of its residents, actively engaging them in planning decisions. The City is responsive in its decisions and actions.

Our community is:

- built, and services provided through the lens of public service to all people from all backgrounds, cognizant of the diverse needs of the local population.
- designed from individual buildings through to entire neighbourhoods to provide local, accessible, and affordable community services to all who need or desire them.

Residents judge the success of our City on their perception of Cold Lake as inclusive, responsive, caring, safe, beautiful, and providing a high quality of life for all.

#### 4.2.3 Conserve Natural Assets and Practice Sustainable Development

The City of Cold Lake prioritizes the protection and conservation of the natural environment as a steward of ecosystems and key asset to the quality of life for residents and attraction for visitors. The City uses its municipal authority to protect and conserve natural areas throughout the community, and prioritizes the protection of and public access to Cold Lake. Development decisions, which may affect natural assets, are addressed through



evidence-based study. Minimizing resource and energy consumption are paramount in the planning and development decisions made in the community.

#### **4.2.4 Practice Resource Efficiency**

The City of Cold Lake commits to encouraging sustainable growth that is based on contiguous and orderly development. The City fully appreciates that all land, whether public or private, is a limited resource with value and opportunity costs associated with its use and development. Demands for the extension or expansion of infrastructure including utilities, transportation systems, community services, and facilities are carefully managed ensuring efficient development for new development areas, and finding and creating opportunities to create shared, co-located, or joint-use public, community, and private facilities.

#### **4.2.5 Support Business**

The City of Cold Lake provides development processes that are highly transparent, predictable, and accountable to enable businesses to locate in the City and carry out their business with ease. The City builds a reputation for excellence in its processes and requirements by providing a high level of customer service and applying standards that protect the public interest without unnecessary or arduous requirements. Business opportunity is prioritized by choices made in plans, policies, and investments, and all businesses receive equitable and efficient service from the City.

#### **4.2.6 Create Diverse Opportunity**

The City of Cold Lake promotes its economic and natural assets far beyond the community, while promoting existing business and industry. The City also creates and joins opportunities to support new businesses and industry locating in the community. Targeted investments are made in order to develop key community assets and realize strategic projects which have the ability to transform opportunity and lifestyle in the community. The City recognizes what it can and cannot reasonably control or influence in the local economy and targets its resources accordingly in order to diversify into tourism, aerospace and defense support, and other key and achievable economic sectors.

#### **4.2.7 Create Gravity**

The City of Cold Lake prioritizes significant, impactful, and economical plans and projects to realize quick wins that draw attention to the community and enhance economic prosperity and quality of life. The community capitalizes on the desire to be a destination for visitors and business, and by playing to its intrinsic strengths builds attraction for business, tourism, and residents. The community becomes known for its vibrancy, energy, and can-do attitude to all challenges.

#### **4.2.8 Plan for Robustness**

The City of Cold Lake makes decisions, plans, and policies which recognize the cyclical nature of the provincial economy, seek to smooth out the local economic cycle, and provide for continued development and prosperity over the long term. Decisions are made considering generational impacts to the City and its residents and businesses, and contingency is made for worst-case scenarios. The City's pattern of development, infrastructure plans, and economic plans are stress-tested for both recessions and economic booms, so that the City is well equipped for any outcomes without compromising its vision or guiding principles.

## 4.3 Big Moves

The City will focus on its strengths and meet the challenges facing Cold Lake to address the Vision and Guiding Principles. Doing so will create social, recreational and economic opportunity for its residents, and protect its environmental network. These are foundational actions that will endure and pay dividends well into the future. Targeted use of City attention and resources on the following five Big Moves for Cold Lake will provide maximum benefit to achieving the Vision and Guiding Principles and unify and link the City's amenities and its residents and visitors.

### 4.3.1 Lakeshore and Marina

The lake and lakefront, including the marina, are truly a gem within the City, and a primary attraction for local and regional tourism. The completion of projects identified in the Lakeshore Area Redevelopment Plan should be prioritized to create a tourism hub.

### 4.3.2 Downtown Revitalization

The historic centre for the region, Cold Lake's downtown located at the south end of the City, should serve as the nexus for residents, business, shopping, and entertainment. The main street (50th Avenue) is worthy of investment to create a character area that is bustling with pedestrian and business activity. An Area Redevelopment Plan should be prepared and actioned which will capitalize on the nascent character and potential for Downtown to once again be the major destination for locals and visitors alike. This will complement the Lakeshore as a tourism draw.

### 4.3.3 Energy Centre Civic Area

The development of the Energy Centre as a civic recreational hub provides an outstanding regional amenity and attraction. The review, renewal, and completion of the Imperial Park master plan should be undertaken to complete this amenity.

### 4.3.4 Millennium Trail Corridor

Millennium Trail connects all three areas of the City (North, South, and 4 Wing) as a well-used trail, with connections to Cold Lake's parks and neighbourhoods. The Millennium Trail corridor is a major asset to the City and should be further developed to serve as the major route for active transportation throughout the City, and as an attraction in its own right for those inclined to physical activity. To upgrade Millennium Trail to a compelling amenity, the following can be done:

- Expand the width of the trail throughout the corridor to provide a comfortable trail for all users.
- Provide enhanced landscaping along the corridor to frame the trail and offer some weather protection to users.
- Add lighting and wayfinding signage along the trail to make it safe and accessible to all users at all times of the day.
- Undertake required maintenance to ensure a good state of repair along the entire length of the trail.
- Connect the trail directly to the Iron Horse Trail at the south end of the City.
- Provide nodes for passive recreation along the Trail such as seating areas, with opportunities for minor commercial uses such as food trucks.



#### 4.3.5 Commercial Air Service

The presence of 4 Wing offers the opportunity for commercial air service to operate to and from Cold Lake. The City should prioritize the introduction of scheduled commercial air service by working with 4 Wing and commercial air operators. Commercial air service would provide a connection to larger centres such as Edmonton, which is critical to pursuing new and diversified economic development opportunities. This would enhance the quality of life for residents by offering easier access to other destinations and airports and would likewise position Cold Lake as a much more accessible location for both business and tourism. For instance, this would make Cold Lake as accessible to the Edmonton Metro Region as the Okanagan or Calgary; Cold Lake could then become a compelling destination as a cottage country or remote-working area.

Commercial air service also opens new possibilities for industrial development related to aerospace, airports, cargo and logistics. The expansion of an industrial area in the south of Cold Lake, in proximity to 4 Wing, is complementary to services which may be required by commercial air passenger and cargo services.

Diversification of industrial development becomes possible with the introduction of commercial air services, and therefore supports the introduction of civil air operations leveraging existing airside infrastructure at 4 Wing.



The background of the entire page is a photograph of a harbor at sunset. The sky is a mix of orange, yellow, and blue, with some clouds. In the foreground, there is a paved walkway made of cobblestones that leads towards the water. On the left side of the walkway, several boats are docked. On the right side, there are black lampposts with curved arms and white lampshades. The water is calm, and the overall atmosphere is peaceful.

## **Part 2:**

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# **POLICY FRAMEWORK**



## ■ 5.0 Land Use Development

### 5.1 Introduction

The City has experienced steady and sometimes rapid growth over the past two decades. To ensure that the City grows in an orderly, efficient, and responsible manner in alignment with the Vision and Guiding Principles of this Plan, Cold Lake is committed to implementing an integrated Land Use Concept and Growth Management Strategy for future development. The Land Use Concept is intended to sustain economic growth and maximize development opportunity without compromising the quality of life for current and future residents. The Growth Management Strategy helps prevent land use conflicts and inefficient servicing patterns. City Form describes how the City has historically been laid out, and the framework for physical development which can be carried forward. The Concept and Strategy, in combination, enhance the City's ability to effectively allocate funds for new development and capital improvements, while providing for ongoing rehabilitation and upgrading of existing infrastructure and assets. Above all, it is designed to create strong connections within the City and to the region, direct growth for the next fifty years, and accommodate a population of 40,000 people.

This Plan recognizes that the City is more than a series of separate parts. This Plan is intended to represent the lives of the people who live in Cold Lake, and the places where they live, work, play, shop and celebrate. The Plan is intended to provide opportunity for development, ensure that new communities are planned and developed in such a manner that all local amenities and services are accessible to people at all stages of life, ensures that development can be serviced in an efficient and cost-effective manner, and provides a land use layout that is amenable to living and working in the community.

#### Goal

To ensure that the City grows in an organized, efficient, and sustainable manner, providing diverse opportunities for development which benefits the community.

#### Objectives

- Minimize land use conflicts;
- Identify future land uses for development areas;
- Ensure a sufficient supply of residential, commercial and industrial lands for the long-term growth of the City;
- Ensure that parks and open spaces, institutional uses, and public services are well distributed across the City;
- Provide guidance for future growth; and
- Provide development-ready land at lowest cost to service.

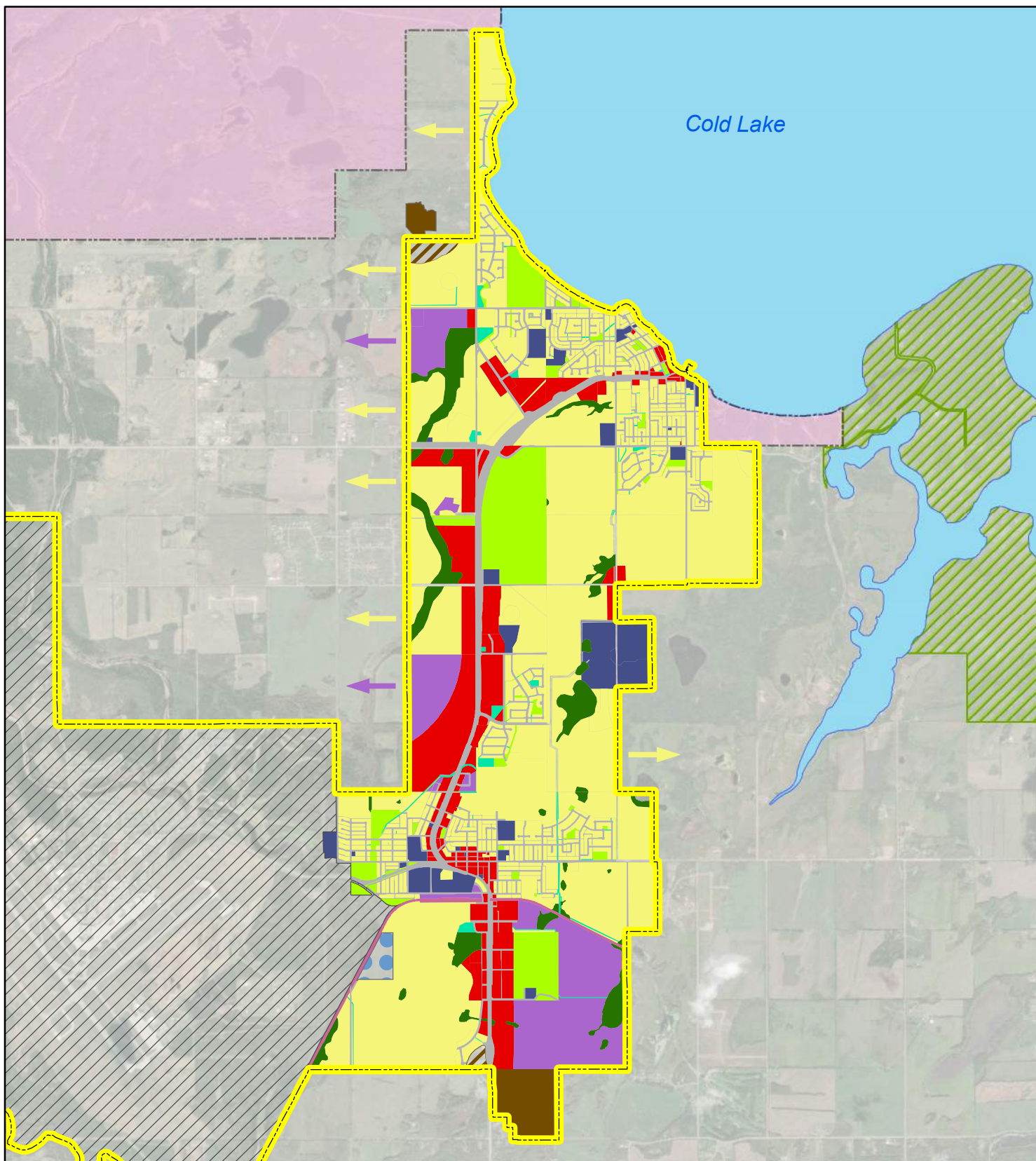
### 5.2 Land Use Concept

In 2019, the City of Cold Lake concluded the annexation of land from the M.D. of Bonnyville No. 87, which provides new growth areas to both the east and west of Highway 28, and significantly increases the City's developable land supply. Over time, these growth areas will allow for development along the corridor between the north and south of the City, in a continuous and contiguous fashion. This MDP and its Land Use Concept as shown on **Map 4** follows this approach and allocates land in the annexation area for significant commercial development along the west of Highway 28, and some industrial area in the southwest. To the east of Highway 28, the annexation land is primarily allocated to residential development.



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City of Cold Lake

First Nations

Future Growth Direction

Residential

Commercial

Industrial

Institutional

Agricultural

Public Utility

Parks and Open Space

Natural Area

Circulation

Department of National Defence

Former Lagoons

Landfill

Landfill Setback

Railway

Cold Lake Provincial Park



**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

**MAP 4:  
LAND USE CONCEPT**



The Land Use Concept offers a detailed visual explanation of the major land use designations within the City and helps to create the City's form. Most of the land identified in the Land Use Concept is allocated for residential development. Cold Lake will develop as a progression of neighbourhoods, with each neighbourhood intended to be self-contained and providing opportunities for day-to-day needs of its residents. The neighbourhoods are closely interconnected by the multimodal transportation network described further on in this plan, forming a cohesive wider community that serves all ages and abilities of residents.

The recent annexation and this MDP allow, for the first time, a significant allocation of industrial land in the City. Industrial land has been strategically situated close to major transportation corridors, and to the outer edge of the City to minimize conflict with residential neighbourhoods. The City's major industrial area will be in the southeast, where just under three quarter-sections of land will provide contiguous industrial park development area with access to Highway 28. This area is well suited for general industrial development needing highway access, as well as development which is complementary to aerospace activities at the nearby airbase. A smaller portion of industrial land is located to the north on the west side of Highway 28, and this area may be more complementary to light industrial uses which are compatible with the large commercial corridor along the highway. One similarly sized industrial area is located along the northwest City boundary, in proximity to Highway 55.

Commercial land in the City is provided in two distinct forms. Mixed-use areas that can incorporate both commercial and residential land already exist in the City, notably in the Downtown and Lakeshore areas. The MDP provides for the further introduction of neighbourhood-scale commercial or mixed-use opportunities throughout the residential neighbourhoods. The major commercial lands identified separately as a distinct land use on the Land Use Concept are designed to accommodate large-format and vehicle-oriented commercial uses. The commercial land at the south of the City has developed as a regional-serving concentration of large format retail, and it is intended that this orientation will continue to define the south sector commercial area. Other large format commercial areas are provided along the Highway 28 corridor between the north and south townsite, and in proximity to the junction of Highways 28 and 55 in the north area of the City.

The Highway 28 corridor is, and will continue to be, the primary vehicular connection between the City's north and south townsites. It is anticipated that major land uses such as recreation areas serving the whole City as well as commercial developments will be the major uses along the corridor. As the major route in and through the City, terminating at Cold Lake, higher standards for development along Highway 28 are described further on in this plan.

### 5.3 City Form

The City's form is based upon the historical development of the built environment, as well as the features of the natural environment. The built pieces of Cold Lake include three major components: north, adjacent to the lake; south, previously Grand Centre with the downtown area; and 4 Wing, formerly the Medley base community. Only the north and south townsites are under municipal control. North and south are connected by Highway 28, which stretches along a five-kilometre gap between the two main nodes. From Downtown to the Marina is a total distance nearing eight kilometres. In between are the Tri-City Mall and residential subdivisions, and the Energy Centre recreation centre, Portage College, and Cold Lake High School.

The natural features of the City figure prominently in Cold Lake's development and will impact future growth and development. Cold Lake is the major attraction for tourism and recreation in the area, the northern border for the City, and the terminus for Highway 28. To the east of Highway 28, there are wetlands and a highland area which may prove barriers to development. Areas near Cold Lake slope significantly downwards towards the lake, which may also prove challenging to develop, but offer vistas of the lake.

Cold Lake has identified long-term aspirations of directing physical growth to the Highway 28 corridor with the intent of connecting the City more completely. Given current growth rates, this is unlikely to be achieved in any but the longest-term horizons (50+ years). This Plan provides a framework for City form which allows for this gradual expansion into new areas on the Highway 28 corridor if required, but also recognizes that the most



immediate and feasible growth opportunities will be within and adjacent to developed areas. The Plan also provides for intensification at key nodes in order to better utilize existing infrastructure and facilities, and to capitalize on significant features and amenities.

## 5.4 Nodes

In order to focus resources and activity, a system of three development Nodes are proposed for the City. These will be hubs for commerce, increased residential densities, and cultural activities. Previous plans called for four Nodes, which were not realized as it constituted too much dispersion of attention and resources for a city the size of Cold Lake.

These Node areas will be the priority for intensification, infill, and redevelopment. To be supported by the location of municipal and government facilities and amenities, investment in municipal infrastructure, and if required changes to the Land Use Bylaw to allow for increased residential densities and mixed-use development. Development at these Nodes capitalize on existing community assets and infrastructure, while directly supporting economic diversification objectives. There are three proposed nodes within the City as illustrated on **Map 5**.

- North:** The Lakeshore area, centered on the Marina, is proposed for new growth and mixed uses. Intensification through development of vacant lands, and redevelopment of other parcels, shall be encouraged and supported. City facilities could be located centrally in this area. The intended character for the Lakeshore is a relaxed destination that captures the attention and imagination of locals and visitors alike.
- South:** The Downtown, centered on 50th Avenue, is also proposed for new growth and mixed uses. Intensification through development of vacant lands, and redevelopment of other parcels, shall be encouraged and supported. City facilities and services shall be located centrally in this area. Mixed use development figures prominently in this area, and it serves the commercial and business needs for residents and the wider regional population.
- Central:** The Energy Centre recreation centre, Portage College and Cold Lake High School complex currently serves as a nexus between the two other nodes. There are no other commercial services or residential development in proximity, and this area is heavily automobile-dependent. Careful consideration of costs versus benefits should be given to any additional development in this area, with only facilities or amenities which directly tie in to or support the recreation centre, college and/or high school developed here. This is a desirable location for the further expansion of complementary recreational facilities according to the Imperial Park Master Plan and would benefit greatly from investment in Millennium Trail to ensure excellent accessibility to the rest of the City.

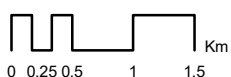
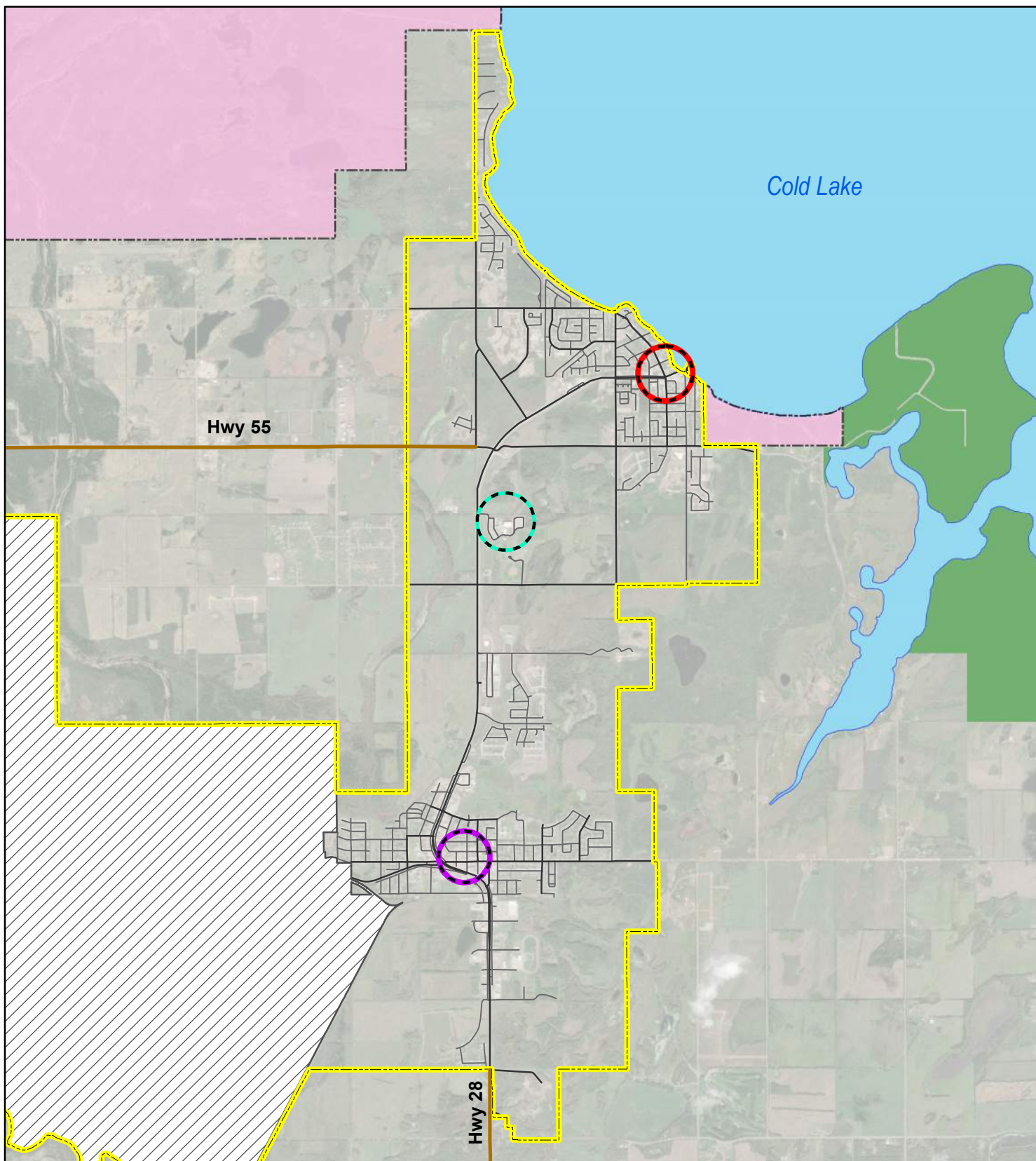
## 5.5 Growth Management Strategy

### 5.5.1 Future Growth Areas

The land area of the City, having grown substantially with the 2019 annexation, will accommodate growth and development up to 40,000 people and approximately 1700 hectares under current land use and land requirement assumptions. To ensure the responsible, economical, and efficient use of land, a Growth Management Strategy underlies all policy within this MDP.

Growth areas consist of those areas identified as Nodes in Section 5.4, and new areas, usually a quarter section, which are contiguous to existing development, are serviceable, and will meet the requirements in this MDP including the preparation of an ASP or ARP. The Nodes have additional qualities as outlined in Section 5.4 and will be locations of growth by infill and intensification as they are established areas.





- City of Cold Lake
- First Nations
- 4 Wing CFB
- Cold Lake Provincial Park

- Highway/Expressway
- Arterial/Collector
- Local Road/Lane

- North Node
- Central Node
- South Node



**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

MAP 5:  
PRIMARY AND  
SECONDARY NODES



In terms of water infrastructure, the south has been identified as the most economical area for development as it is located entirely within Pressure Zone 3, eliminating the need for pressure reducing valves. It should be noted, however, that growth is generally governed by the sanitary system over the water system considering the relative ease of extending water infrastructure.

In terms of wastewater infrastructure, it is recommended that areas tying into existing infrastructure be prioritized over those requiring the implementation of new infrastructure. For instance, the new Forest Heights Trunk, proposed as part of the I-I Program Stage 2 upgrades, provides the opportunity to service and develop the annexed lands on the east.

The completion of Fischer Pond in the south is a current bottleneck for storm in the southernmost area of the City. Most issues in the Tri-City area have been addressed although more measures may be necessary as further development occurs in this area.

#### **5.5.2 Intensification**

1. Opportunities for infill of the Node and developed areas (including new additional residential units, commercial, industrial, and mixed-use) shall be accommodated and provided through Area Structure Plans and Area Redevelopment Plans and the Land Use Bylaw.
2. Intensification should be prioritized in developed areas to take advantage of existing infrastructure and excess municipal servicing capacity.
3. Intensification provides the opportunity to diversify available housing choices for diverse population needs, support existing and new business, and provide opportunities for more people to access services and amenities within walking distance in a neighbourhood.
4. The Nodes (Lakeshore, Downtown, Energy Centre) are the priorities for intensification.

#### **5.5.3 Growth Sequence**

1. The Nodes and vacant lands that are contiguous with existing developed lands are most feasible and appropriate for new near-term greenfield growth.
2. Other areas shall not be developed prior to the land identified in subsection (1) above having been developed.
3. The City shall ensure that land, including public and City-owned or controlled land, is used efficiently and economically, recognizing that all land has value and associated costs to the municipality. This includes site design for public uses accommodating multiple uses and requirements or facilities, shared sites for schools and facilities, or other such arrangements.

#### **5.5.4 Targeted Growth**

1. New development and redevelopment should be targeted to the Nodes as identified in Section 5.4. These areas are suitable for additional private and public investment as this can directly support a diversified local economy by creating new service and retail business and provide hubs of attraction and activity which provide support for local and regional tourism attraction. This also leverages existing infrastructure and limits the cost of new infrastructure demands as well as increasing operating costs. Targeting growth to these areas takes advantage of the lake, the most significant natural amenity in the region, and the historic Downtown and original main street commercial area.



### 5.5.5 Contiguous Development

1. Development shall be physically contiguous with existing developed areas, such that streets, walkways, utilities, and services can be easily and economically extended.
2. Development shall not take place unless the required transportation improvements, infrastructure and community services such as parks and schools are in place to support it, or a statutory plan is provided which ensures that all necessary infrastructure will be provided.
3. The City shall require residential development to proceed in a logical, phased manner by encouraging the infilling of existing neighbourhoods to maximize existing municipal services, and open new areas for development where municipal services are present or can be economically provided.
4. Physical continuity in development should only be interrupted where required for the preservation of environmentally sensitive areas as identified in this Plan or an Area Structure Plan, or the avoidance of hazard lands or areas which are undevelopable.

## 5.6 Statutory Plans and Development Instruments

### 5.6.1 Area Structure Plans

1. The City shall require the preparation and adoption of Area Structure Plans (ASP) in accordance with the provisions of the MGA before considering new zoning and subdivision in newly developing areas. The ASP shall be required to address but not necessarily be limited to the following:
  - a. site conditions and topography including natural and man-made constraints to development, and views to the lake;
  - b. archaeological or historically significant areas;
  - c. the identification and protection of sustainable natural areas including wetlands, woodlots, drainage courses, etc.;
  - d. future proposed land uses, lot sizes and density;
  - e. environmental impacts and mitigating measures for incompatible land uses such as railways, pipelines, utilities, industrial uses with off-site impacts;
  - f. neighbourhood population if applicable;
  - g. school population, school sites sizes and locations if applicable;
  - h. general location of parks, linear parks, greenways / linear parks, open spaces and multi-use trail systems;
  - i. requirements for fire, police, emergency response and other community facilities and services;
  - j. external and internal transportation networks including noise attenuation requirements and traffic generation, the vehicular and active transportation network, and transit routes;
  - k. proposed water distribution facilities, proposed trunk main locations, capacities, system impacts and network analysis (sizes, flows and design standards);
  - l. proposed sanitary sewer collection system and capacity analysis (sizes, flows and design standards) including ties to existing sanitary facilities, lift station locations, proposed trunk main locations and system impacts;
  - m. proposed stormwater management system including surface drainage patterns, catchment areas, stormwater ponds (sizes, flows, design standards) and outfall locations, proposed trunk mains, outlets, capacities and system impacts;
  - n. proposed franchise utility networks;
  - o. staging plan for sequence of development;
  - p. a shadow plan of the ASP area showing streets, active mode connections, and possible lot layout;

- q. information on how public and private lands will be used to highest and best use;
- r. plans showing walkway, trail, and other connections to adjacent existing and future development, that provide for the shortest paths possible from each area of the ASP to main roads, Millennium Trail, amenities, transit stops, local commercial areas, schools, parks, and other significant destinations;
- s. Methods of stakeholder and public engagement to prepare the ASP; and
- t. criteria and method for repealing the ASP should the ASP area be deemed fully developed or the ASP no longer be required; and
- u. other requirements deemed appropriate by the Approving Authority.

### 5.6.2 Area Redevelopment Plans

1. The City may require preparation and adoption of an ARP in accordance with the provisions of the MGA prior to established residential neighbourhoods or existing commercial and industrial areas being substantially changed by proposed redevelopment. The items which must be addressed in an ARP are the same as those for an ASP, with the addition of:
  - a. proposed population and housing types if applicable;
  - b. provision for redevelopment levies if required;
  - c. architectural controls if required;
  - d. indication of how issues and opportunities raised during the community consultation process are to be addressed; and
  - e. other requirements deemed appropriate by the Approving Authority.
2. An ARP shall be consistent with this MDP and demonstrate that it directly addresses the relevant objectives outlined in this MDP.
3. The City should also require:
  - a. Criteria and method for repealing the ARP should the ARP be deemed to have achieved its objectives or the ARP no longer be required; and
  - b. Methods of stakeholder and public engagement to prepare the ARP.

## 5.7 Residential Neighbourhood Design

This section provides policy specific to areas intended for primarily residential development under an Area Structure Plan but is also relevant to an Area Redevelopment Plan which affects a redeveloping area. The City shall use the statutory planning and subdivision processes to achieve the Goal and Objectives below.

### Goal

Encourage the development of well-planned and attractive neighbourhoods which provide for a wide range of housing choice and amenities.

### Objectives

The residential development and neighbourhood design objectives are to:

- encourage a housing mix and a target/minimum residential density
- direct residential growth in a logical and phased manner consistent with the efficient and economic expansion of municipal infrastructure;
- provide for a range of housing choices to suit differing lifestyles, income levels, special needs and life cycle demands;
- design and develop complete neighbourhoods with local amenities and services such as parks, schools and pedestrian links (trails and sidewalks);

- foster a high standard of urban design for multi-family housing; and
- encourage re-investment and infill in existing neighbourhoods.

#### 5.7.1 Location of Residential Development

1. The City shall direct residential development to areas identified for this purpose in the Land Use Concept.

#### 5.7.2 Neighbourhood Size and Design

1. The neighbourhood should be the basic planning unit, and will usually be a quarter section in size, which may be bordered by arterial roadways.
2. The City may consider alternative neighbourhood design concepts where it can be demonstrated that economic, demographic or market forces call for a different neighbourhood form or size yet is suitably integrated with the overall Land Use Concept and complies with other policies contained in this Plan.

#### 5.7.3 Street Network Pattern

1. A Grid or Modified Grid should form the basic framework for residential neighbourhoods. This provides the greatest legibility for those navigating, and for multi-modal connectivity in and through the neighbourhood.

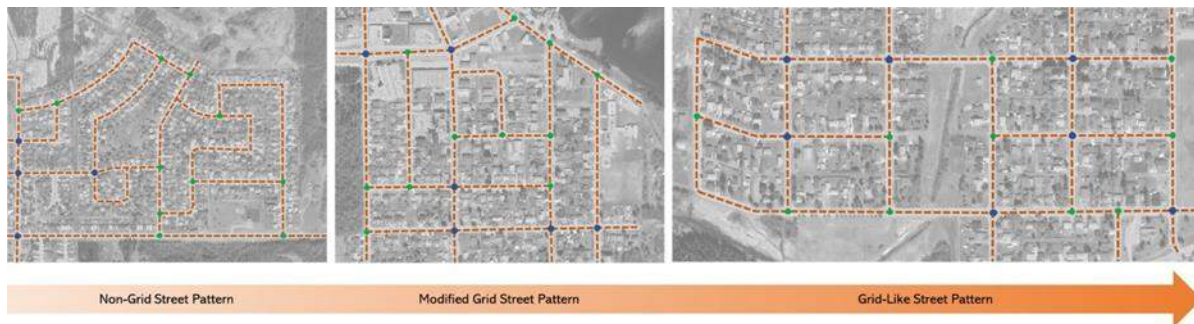


Figure 4: Street Network Patterns

2. The street network and active transportation network shall provide for the shortest, direct routes for active modes from all areas of the neighbourhood to destinations within and outside the neighbourhood, such as local commercial areas, schools, parks, and transit stops. This may require features such as mid-block pedestrian walkways.
3. The use of cul-de-sacs and other dead ends shall be avoided, unless the active transportation network provides a secondary access.
4. Neighbourhoods will be designed so collector roadways can be used as future transit routes and that transit service could be provided within a 400 m walking distance of most homes.

#### 5.7.4 Multi-modal Access

1. The street network shall make accommodation for safe travel by active transportation modes on all segments, to be designed according to context and user needs.



2. The City should encourage the development of interlinked trails and pathways, especially where views or access to the lake and other environmentally attractive areas exist in Cold Lake, and to provide links to Millennium Trail.

#### **5.7.5 Residential Density Requirements**

1. New residential neighbourhoods shall be designed in a manner to provide a minimum overall density of 37 persons per gross residential hectare.

#### **5.7.6 Multi-unit Residential and Low-Density Residential Mix**

1. A housing mix should be provided with at least 25% of dwelling units in a neighbourhood/ASP in multi-family dwellings.
2. Provide for a wide range of housing forms and tenure in neighbourhoods.

#### **5.7.7 Specific Housing Needs**

1. The City should provide the opportunity for a wide range of housing choices to be developed to meet varying income and lifestyle housing needs, including large lot housing, small lot housing, duplexes, townhouses, apartments, and gentle density including secondary suites with a range of tenure options including fee simple, condominium and rental housing.
2. The City shall support the development of a range of seniors housing by both the private and non-profit sector throughout the community. This may include the need to establish partnerships with groups and individuals that can actively encourage increased seniors housing opportunities. Locations for seniors housing may be dispersed throughout existing and new neighbourhoods, but shall be within easy walking distance of shopping, medical services, parks, and other amenities.
3. The City shall facilitate the provision of affordable and special needs housing in the community through partnerships with non-profit groups, developers, and other agencies and groups. Residential development that offers innovative and alternative design features that broaden the range of affordable and supportive housing choices consistent with policies in this Plan should be encouraged.

#### **5.7.8 Multi-Unit Residential Site Location**

1. In general, appropriate locations for higher density multi-family development are:
  - a. adjacent to collector or arterial roadways, provided the development can effectively buffer residents from traffic noise and visual impacts through appropriate urban design and landscaping;
  - b. in proximity to employment centres, shopping, schools, and to other community amenities;
  - c. should be adjacent to parks, school sites, or linear open spaces; and
  - d. may be located next to lower density residential uses when the bulk and massing of buildings are mitigated through setbacks, landscaping, terracing of the building form, and/or other methods of design that provide a comfortable transition in built form.

#### **5.7.9 Neighbourhood Commercial and Services**

1. Residential neighbourhoods shall provide opportunities for local commercial development that can provide services to residents. This can include retail, offices, daycare, cafes, small restaurants and pubs, and other low-intensity uses that may be used by nearby residents.



2. Local commercial development may be located at the periphery of a neighbourhood, or within a neighbourhood provided that the bulk and massing of the building is mitigated through setbacks, landscaping, terracing of the building form, and/or other methods of design that provide a comfortable transition in built form. On-site parking areas shall be located to the rear of a local commercial building. Local commercial development is complementary to local public service or institutional sites.
3. Commercial development in a neighbourhood may be stand-alone, part of a mixed-use residential development, in converted residential structures, or integrated with public facilities or other developments.
4. Flexibility should be provided by the City in entertaining proposed local commercial developments, and these should be supported when it can be demonstrated that any reasonable concerns about off-site nuisances can be managed through a Development Permit.
5. The City should consider the conversion of residential buildings to local commercial services such as restaurants, cafes, pubs, personal service shops, and small offices, as these provide for diversity in the local economy and for small business opportunity.
6. Neighbourhood commercial and service areas exist in current ASPs and should be identified according to these policies in future ASPs and ARPs. Opportunities for additional commercial opportunities may be provided through future Land Use Bylaw allowances, or consideration for rezonings and plan amendments according to these policies.

#### **5.7.10 Mixed-Use Development Site Development**

1. Mixed-use development is that which integrates both commercial and residential uses within a single building. A set of individual stand-alone buildings with only one type of use in each (sometimes referred to as horizontal mixed-use) do not qualify as mixed-use.
2. Development which integrates residential with commercial uses may be accommodated within residential neighbourhoods, to serve the daily needs of residents and provide local employment opportunities.
3. Mixed-use development in a neighbourhood may be within a stand-alone structure, in converted residential structures, or integrated with public facilities or other developments.

#### **5.7.11 School Site Location, Design, and Integration**

1. The City should treat land dedicated or designated for schools as a valued resource, and plan collaboratively with key stakeholders such as school boards, in advance of or at the time of ASP preparation, to provide for sites which maximize the use of the land for school buildings, playgrounds, parks and recreation space, and related uses.
2. If multiple school boards or schools are to be sited in a neighbourhood, the City should work to ensure co-location on joint use sites to maximize the use of accompanying parks space and minimize the costs of developing multiple playgrounds and other supporting improvements.
3. School sites should be located centrally within residential neighbourhoods to ensure greatest accessibility by walking and active transportation modes.
4. When designating and designing sites for schools, the City should accommodate complementary services and facilities on the site or through shared buildings with the school. This may include but not be limited to libraries, municipal offices, seniors' housing, or daycare space.



5. Playgrounds, basketball courts, and other improvements should be located to be visible to the surrounding neighbourhood and not completely hidden behind a school or facility building. Trails or playgrounds should provide entrance features to these amenities to create a sense of place and welcome.
6. Sites should be planned to minimize unimproved/unprogrammable surplus green area, as this increases maintenance costs without providing the benefit of usable space. Generally, the use of a square or rectangular site will provide the best use of space.

#### **5.7.12 Natural Areas**

1. The design of the neighbourhood, wherever possible, should maintain stands of trees, watercourses, wetlands, ravines, and other natural features.
2. At the time of subdivision, natural areas shall be dedicated as Environmental Reserve in accordance with the policies of Section 8.2.

#### **5.7.13 Park Design and Integration**

1. Parks should be designed with a clear purpose, objective, and cater to a diverse range of user group(s).
2. Parks should be provided in various sizes and scales within a neighborhood. Pocket parks may be as small as one to two single-detached lots in area and may be dispersed throughout a neighbourhood at key intersections or to provide access along with walkways from the neighbourhood to natural features or conserved environmental areas.
3. Larger parks should complement and be integrated or adjacent with school sites, community halls, or other local facilities. These will accommodate passive use areas, playgrounds, ice rinks, sport courts, and playing fields.
4. Residential neighbourhoods should be integrated into the City-wide multi-use trail systems by linking residential areas with open space and activity nodes through municipal, school, and environmental reserves, public utility lots, planned trails, and other amenities.
5. Parks should be developed in accordance with a site master plan that ensures all elements are designed and planned together, not as individual stand-alone uses or improvements.
6. Flexibility in park size and location should be considered to allow for innovative proposals which may enhance a neighbourhood.

#### **5.7.14 Community Facility Design and Integration**

1. Provide focal points (e.g. parks, squares, playgrounds, schools, community facilities, churches) within the neighbourhood to encourage community interaction.
2. Community facilities such as libraries, local public offices and service centres, daycare, seniors' facilities, community centres, and others may be located in residential neighbourhoods.
3. The City shall collaborate with its stakeholders and partners to provide for multiple-use buildings, facilities, and sites whenever possible, in order to maximize the use of public land, minimize capital and operating costs, and provide for compact and cohesive neighbourhoods which locate services close to residents.



4. The City should consider providing neighbourhood-level recreation facilities/gyms, libraries, and similar facilities within neighbourhoods and in tandem with complementary facilities such as schools.

## **5.8 Commercial Area Design**

This section provides policy specific to areas intended for primarily commercial development under an Area Structure Plan but could also be relevant to an Area Redevelopment Plan. The City shall use the statutory planning and subdivision processes to achieve the Goal and Objectives below.

### **Goal**

Provide for appropriately scaled, adequate, and compatible commercial development opportunities to serve both local residents and the regional market.

### **Objectives**

- Identify locations and policies for long term commercial development;
- Promote commercial development centrally located in the Lakeshore and Downtown nodes;
- Encourage development of neighbourhood and mixed-use commercial development; and
- Promote commercial development that generates opportunities for local employment.

#### **5.8.1 Location of Commercial Development**

1. The City shall direct commercial development to areas identified for this purpose in the Land Use Concept.
2. The City shall require that the type and extent of proposed commercial development be identified in new and/or amended Area Structure Plans or Area Redevelopment Plans.

#### **5.8.2 Street Network Pattern**

1. A Grid shall form the basic framework for commercial areas. This provides the greatest legibility for those navigating, and for pedestrians to easily move through the area. A Grid also provides optimal parcels for development and then for future redevelopment.
2. The street network and active transportation network shall provide for the shortest, direct routes for active transportation modes from all parts of the commercial area to destinations within and outside the area, such as adjacent residential neighbourhoods and transit stops. This may require features such as mid-block pedestrian walkways.
3. The use of cul-de-sacs and other dead-end roads shall be avoided whenever possible.

#### **5.8.3 Multi-Modal Access**

1. The street network shall make accommodation for safe travel by active transportation modes on all segments.

#### **5.8.4 Shape and Variety of Parcels**

1. Commercial areas should provide for a variety of parcel sizes and be generally square or rectangular in pattern in conjunction with a Grid street network.

#### **5.8.5 Local Commercial and Services**

1. Sites adjacent to but not directly within residential neighbourhoods should be provided for commercial uses, which are complementary to fulfilling the daily needs of residents but would be too intensive to locate within the neighbourhood.

#### **5.8.6 Mixed-Use Development**

1. Mixed-use development which combines residential units with commercial will generally locate in predominantly residential areas, however proposals for mixed residential-commercial should be considered in any location where recreation, services, and amenities would be easily accessible to residents by walking, and where a connected and safe pedestrian network exists.
2. Developments with a residential component could be used as infill when retrofitting established shopping mall sites or other large format commercial sites.

#### **5.8.7 Home-Based Businesses**

1. The City shall allow for, support, and encourage home based businesses through performance standards in the Land Use Bylaw.

### **5.9 Industrial Area Design**

This section provides policy specific to areas intended for primarily industrial development under an Area Structure Plan but could also be relevant to an Area Redevelopment Plan. The City shall use the statutory planning and subdivision processes to achieve the Goal and Objectives below.

#### **Goal**

To plan and provide for competitively priced industrial land and business parks which offer diverse opportunities for industrial development. This approach is intended to diversify the City's economic base, provide local employment opportunities and serve local and regional needs.

#### **Objectives**

- Maintain an adequate supply of serviced industrial lots to meet regional and local demand, and achieve the City's economic and assessment base diversification objectives;
- Avoid conflict between industrial uses and other land uses; and
- Ensure the industrial districts in the Land Use Bylaw allow for ease of development according to contemporary demand.

#### **5.9.1 Location of Industrial Development**

1. The City shall direct industrial development to areas identified for this purpose in the Land Use Concept.
2. The City shall require the preparation of ASPs for newly developing industrial areas and be submitted to Council for approval in accordance with the MGA. Content requirements for ASPs are described in detail in Policy 5.4.1.
3. The City through provisions in the Land Use Bylaw shall ensure that adequate separation distances and transition between industrial and non-industrial uses are maintained in the siting of potentially noxious industry that may create significant land use conflicts regarding noise, dust, vibration, smoke, odor, or potential environmental contamination, or pose safety and risk management issues.



4. The City may require a Municipal Environmental Impact Assessment for industrial development that it determines may cause a detrimental environmental impact. Content requirements for a Municipal Environmental Impact Assessment are described in detail in Policy 8.1.5.

#### **5.9.2 Street Network Pattern**

1. A Grid or Modified Grid shall form the basic framework for industrial areas. This provides the greatest legibility for those navigating, for multi-modal connectivity in and through the area, and produces generally squared parcels appropriate for industrial users' requirements and efficient development of land.
2. The main transportation routes from industrial areas should provide direct road connections to designated truck routes.

#### **5.9.3 Multi-Modal Access**

1. The street network shall make accommodation for safe travel by active transportation modes.

#### **5.9.4 Shape and Variety of Parcels**

1. ASPs shall provide for predominantly rectangular or squared parcels which are conducive to efficient land development and for accommodating industrial uses such as warehouses, yards, and other buildings.
2. The City should maintain an adequate inventory of serviced industrial sites of various lot sizes and districts (light and heavy industrial) to meet the needs of business and industry.
3. The City should consider three types of industrial land use districts and corresponding regulations in the Land Use Bylaw to ensure compatibility of land use and facilitate new forms of economic development. A review of the LUB and contemporary industrial demands may be required to determine the need for the addition of a medium industrial zone or changes to the existing industrial zones to ensure all desired industrial development can be accommodated within the city.

#### **5.9.5 Local Commercial and Services**

1. Commercial uses serving the local area may be located within industrial areas. These should generally be on corner sites or along collector and arterial roads. Some uses may be appropriately mixed with industrial development where they primarily serve the local industrial area and employees.

#### **5.9.6 Mixed-Use Development**

1. Consideration should be given to proposals for live-work development where recreation, services, and amenities are easily accessible to residents by walking, and where a connected and safe pedestrian network exists.
2. A caretaker residence should be considered on industrial sites when proposed, if the area is considered safe for habitation.

### **5.10 Lakeshore Area Design and Development**

The Lakeshore area, generally being the original Cold Lake town site and the marina, is subject to the Lakeshore Area Redevelopment Plan (LARP), last revised in 2011. This statutory plan provides guidance for infrastructure improvements, and design guidelines for new development.

### 5.10.1 Lakeshore Development Node

The Lakeshore is a development Node in which growth is to be concentrated. The general grid pattern provides a high potential walkable environment, while the marina and lake are major tourist and recreational attractors. Undertaking the remaining infrastructure upgrades outlined in the LARP will greatly enhance the walkability, attractiveness, and business potential of the area. Sylvan Lake provides a good case study of a municipality which has focused investment on the waterfront, including significant public infrastructure upgrades, and successfully realized great increases in local tourism and business developments.

The following should be implemented to realize the full potential of the Lakeshore area and the LARP:

1. Re-evaluate and revise the Implementation chapter to provide specific strategies and actions, and metrics for evaluating success.
2. Consider the creation of a development incentive program which could include:
  - a. Allow for buildings to include an additional storey (to a maximum of four storeys) when the building accommodates residential above grade and retail space at grade;
  - b. Remove maximum density caps for Residential unit development; and/or
  - c. A per-unit cash incentive for residential unit development.
3. Consider the application of an Area Revitalization Levy (ARL) to provide incremental funds for reinvestment in the LARP area as development occurs.

The Lakeshore Area Redevelopment Plan (LARP) should be reviewed and revised where necessary to align with current objectives, budget and this MDP. Amendments to the LARP and/or Land Use Bylaw may be required to create and/or implement new policies. Urban design guidance is provided in Section 5.13.



Figure 5: Lakeshore ARP Main Floor Commercial



### 5.10.2 Requirement for Main Floor Commercial

1. The main floor (grade level) of buildings shall provide for commercial space when located along Lakeshore Drive between 7th Avenue and 7th Street, and along 8th Avenue east of 12th Street as shown in Figure 5. This requirement may be expanded to other streets with amendments to the ARP.
2. Development on these described streets shall be built to the front lot line on the described streets, to provide a pedestrian-oriented environment. Variance in the front lot line setback should be provided to accommodate pedestrian-oriented uses such as patio seating.

### 5.10.3 Mixed-Use Development

1. Development which mixes residential and commercial development within one building shall be permitted along Lakeshore Drive between 7th Avenue and 7th Street, and along 8th Avenue east of 12th Street. A revised LARP should define further expanded areas which enable fully mixed-use development to support the waterfront tourism area as a node of activity and density.

### 5.10.4 Minimum Heights

1. The minimum height for development located on sites along Lakeshore Drive between 7th Avenue and 7th Street, and along 8th Avenue east of 12th Street, is two occupiable storeys.

### 5.10.5 Parking Restricted to Building Rear

1. Development located on sites along Lakeshore Drive between 7th Avenue and 7th Street, and along 8th Avenue east of 12th shall require all parking areas to be located to the rear of the building only. Parking areas shall not front on to nor be visible from the described streets.

## 5.11 Downtown Area Design and Development

Downtown, originally the Grand Centre town site, represents the commercial core of the City and anchored around the City's only traditional high street, 50th Avenue. Downtown is one of the City's three Nodes and serves as a centre to concentrate growth and economic activity. Downtown has unrealized potential to become a more vibrant heart of the community for local businesses and services, and to accommodate additional higher density residential and mixed-use development in proximity to many services and jobs. Reinvesting in this area can provide a focal point for local tourism complementing the Lakeshore and provide a distinctive character identity for the City.

### 5.11.1 Downtown Area Redevelopment Plan

1. In order to realize investment and redevelopment of Downtown, an Area Redevelopment Plan should be undertaken for the area shown in Figure 6. The ARP should:
  - a. Encompass a limited area of application to ensure concentration of resources. 50th Avenue is the spine, and a reasonable boundary for the ARP would be approximately from Highway 28 to 49th Street, and approximately two blocks north and two blocks south of 50th Avenue. Exact boundaries will need to be tested and confirmed.
  - b. Provide basic design guidelines that can be easily translated in the Land Use Bylaw and which are not onerous to development.
  - c. Prescribe that development be street-oriented, built to front property lines; that all parking areas be to the rear or underground of buildings; and that all development be a minimum of two occupiable storeys.
  - d. Provide for public infrastructure upgrades such as streetscaping improvements and consider low-cost/incremental approaches to improving the public realm, pedestrian realm, and streetscape.



- e. Consider the creation of a development incentive program which could include:
  - i. Allow for buildings to include an additional storey (to a maximum of six storeys) when the building accommodates residential above grade and retail space at grade;
  - ii. Remove density caps for Residential development; and/or
  - iii. A per-unit cash incentive for residential unit development.
  - iv. Consider the application of an Area Revitalization Levy (ARL) to provide incremental funds for reinvestment in the ARP area as development occurs.
  
- f. The definition of the Downtown geographic area, specific enabling policies for this area, and new development regulations should be provided for by an Area Redevelopment Plan (ARP) and through the Land Use Bylaw. Amendments to the Land Use Bylaw may be required. An ARP for the Downtown area should be undertaken, building off the policies provided below. Policies and regulations should be simple, concise, and minimized in number to ensure ease of development while achieving a vibrant Downtown character. Urban design guidance is provided in Section 5.14.

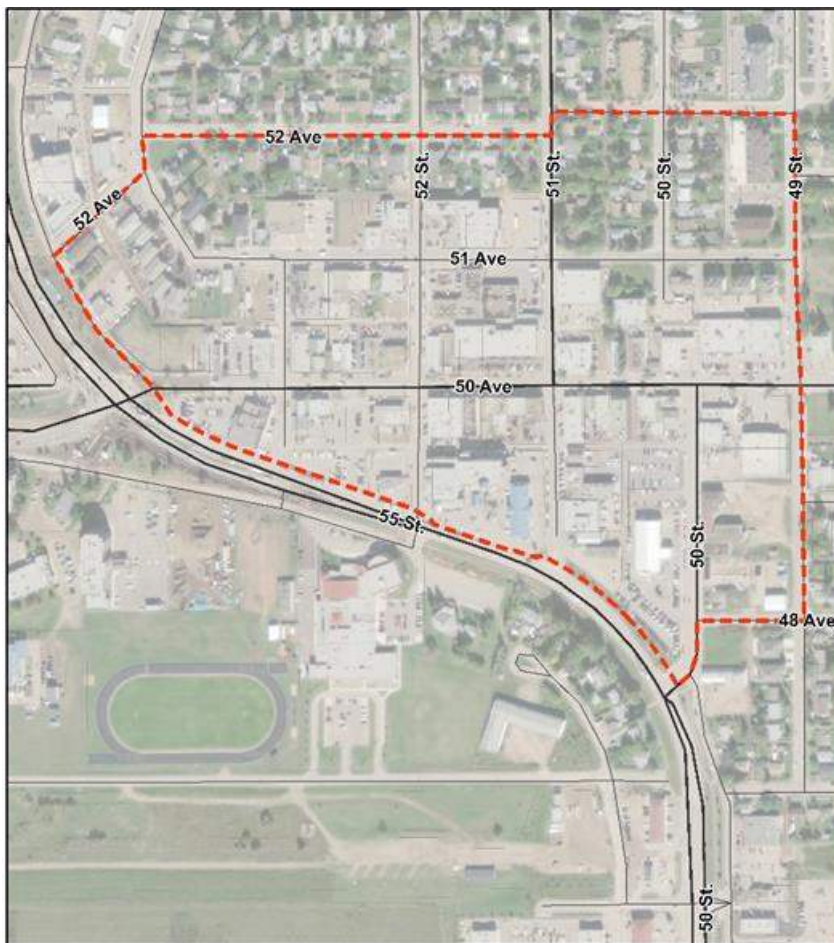


Figure 6: Downtown ARP Area



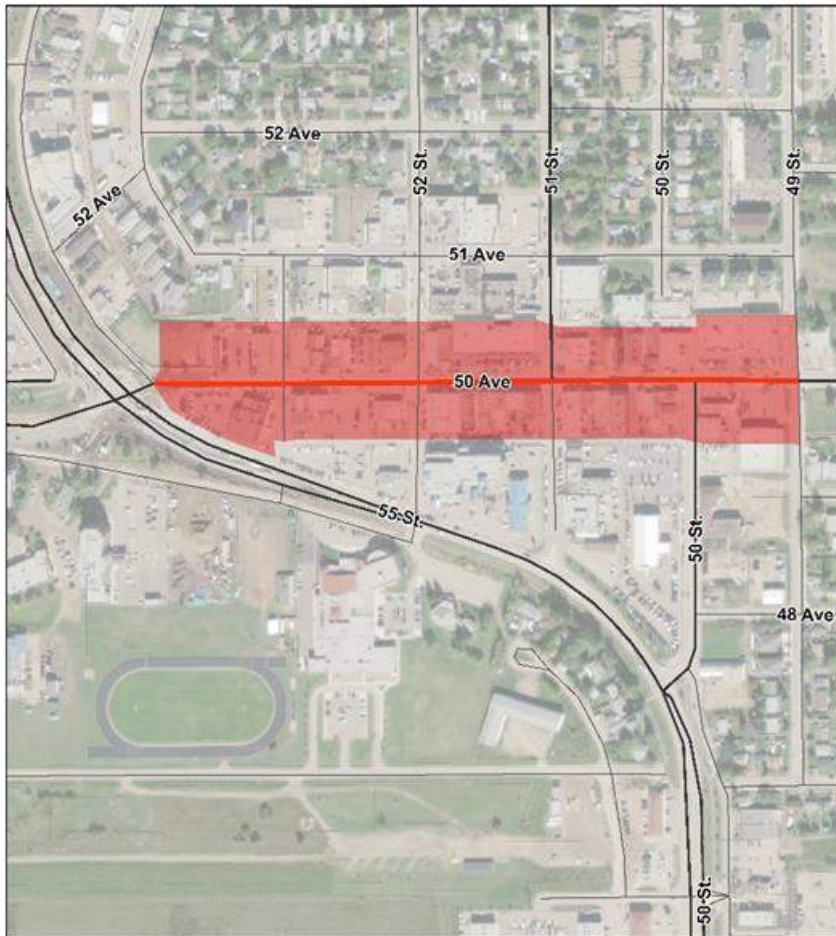


Figure 7: Downtown ARP Main Floor Commercial

#### 5.11.2 Requirement for Main Floor Commercial

1. The main floor (grade level) of buildings shall provide for commercial space when located along 50th Avenue between Highway 28 and 49th Street as shown in Figure 7. This requirement may be expanded to other streets with the application of an ARP.
2. Development on these described streets shall be built to the front lot line to provide a pedestrian-oriented environment. Variance in the front lot line setback should be provided when it is to accommodate pedestrian-oriented uses such as patio seating.

#### 5.11.3 Mixed-Use Development

1. Development which mixes residential and commercial development within one building shall be permitted along 50th Avenue between Highway 28 and 49th Street. An ARP should define further expanded areas which enable fully mixed-use development to support the Downtown tourism area as a node of activity and density.

#### 5.11.4 Minimum Heights

1. The minimum height for development located on sites located along 50th Avenue between Highway 28 and 49th Street, is two occupiable storeys.

#### 5.11.5 Parking Restricted to Building Rear

1. Development located on sites along located along 50th Avenue between Highway 28 and 49th Street shall require all parking areas to be located to the rear of the building only. Parking areas shall not front on to nor be visible from the described streets.

### 5.12 Institutional and Civic Uses and Facilities

This section provides policy specific to ensure adequate public services integrated with the community.

#### Goal

Plan for and provide suitable buildings and sites for civic services, institutional uses, and public facilities.

#### Objectives

- Provide space within neighbourhoods and the wider community for public services and civic facilities.
- Practice economy of development by co-locating facilities when possible.

#### 5.12.1 Provision of Emergency Services Facilities

1. The City shall ensure the provision of adequate emergency services under their sphere of influence i.e. fire, peace officers and bylaw services and foster those emergency services outside the City's sphere of influence i.e. ambulance and police services to accommodate a growing and changing population.

#### 5.12.2 Location for Emergency Services Sites and Facilities

1. When new facilities and sites are anticipated, these should be identified in ASPs or ARPs.
2. Multi-use facilities and sites should be considered to minimize use of resources, capital and operating costs, and the need for land acquisition. Co-locating emergency and protective services shall be considered when new sites and facilities are proposed, as well as whether co-location of sites and/or facilities with other uses in mixed-use configurations is possible or advantageous.

#### 5.12.3 Multi-purpose Public Buildings, Recreation Facilities, Community Halls and Co-location

1. When new facilities and sites are anticipated, these should be identified in ASPs or ARPs.
2. Multi-use facilities and sites should be considered to minimize use of resources, capital and operating costs, and the need for land acquisition.
3. There may be complementarity between various uses and users that should be considered when the need for new civic facilities are identified, and these facilities or sites should locate together.

#### 5.12.4 Cemeteries

1. The City shall allow for the timely expansion of cemeteries in accordance with the Cemetery Services Master Plan. Cemeteries should be developed in a pattern which provides connection to the city's communities.



### 5.13 Parks and Open Spaces

This section provides policy specific to areas intended for primarily recreational development under an Area Structure Plan but could also be relevant to an Area Redevelopment Plan. The City shall use the statutory planning and subdivision processes to achieve the Goal and Objectives below.

#### Goal

To develop and maintain a city-wide integrated system of parks, open spaces, trails and recreation in order to:

- Meet special community-wide needs and serve City-wide functions.
- Serve as unique destination points, drawing residents from the City-wide urban and rural populations as well as visitors from beyond the boundaries of the City.
- Monitor and evolve the city-wide parks system based on results from future studies, undertaken by the City, in partnership with community stakeholders.

#### Objectives

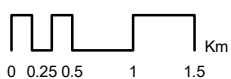
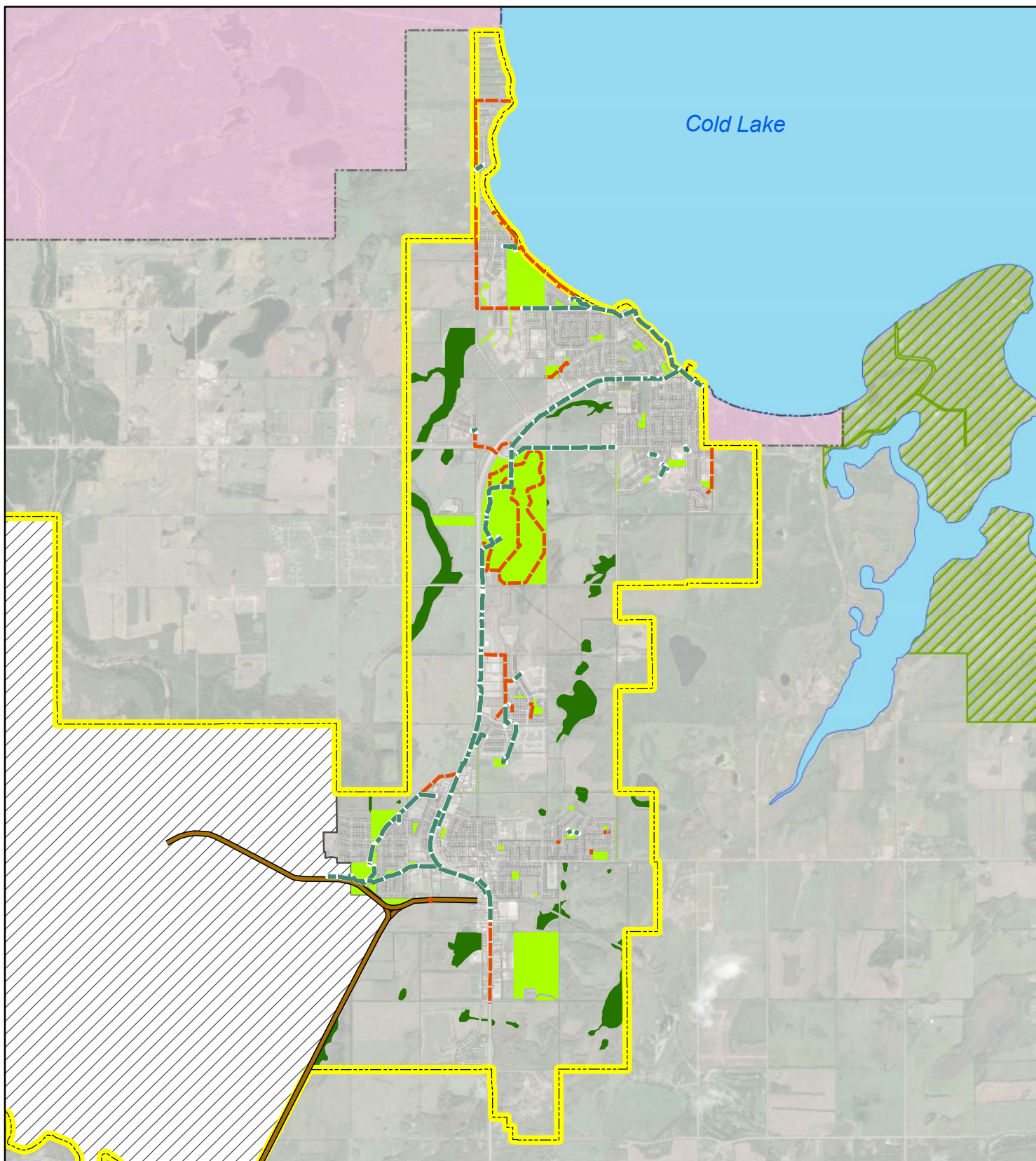
- Community Parks are intended to serve a greater community or series of neighbourhoods.
- Highlight Millennium Trail as the trunk to a fully integrated trail system connecting the City;
- Where possible will be integrated with natural features and will assist in the conservation and protection of those features through the design of park program and landscape.
- Where possible include clearly defined entrances to the local trail system integrating trail head locations into the designs of the park.
- Partner with neighbouring municipalities, service clubs and other organizations to meet the parks and recreation needs of the community;
- Collaborate when preparing and implementing locational criteria and standards for new school sites; and
- When possible combine new school sites with neighbourhood parks.

#### 5.13.1 Open Space and Linkages Plan

1. The City's parks shall be planned and provided in accordance with the Open Space and Linkages Plan. Open spaces should be developed in a pattern which provides connections to a continuous city-wide trail greenway system.
2. The City shall require that parks, natural areas, school sites and recreation facilities be developed in a manner that provides connections to a continuous City-wide trail system to form greenways as conceptually shown on **Map 6**.
3. Flexibility should be provided where novel proposals or needs are identified for unique parks or open spaces.

#### 5.13.2 Trail Development

1. The City shall require the trail system, wherever possible, to be developed on dedicated rights of way, interconnected with existing parks providing appropriate access to the lake for residents and visitors.
2. The City shall adopt development agreements to ensure developers are responsible for dedicating and developing trail connections and the grading, seeding and tree planting of park spaces in new subdivisions.
3. Millennium Trail is the trunk of the city-wide trail system, and trail connections must be provided to it for new areas of development and for existing developed areas lacking these connections.



- City of Cold Lake
- First Nations
- Department of National Defence
- Parks and Open Space
- Natural Area
- Cold Lake Provincial Park

- Iron Horse Trail
- Existing Trail
- Future Trail



**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

**MAP 6:  
PARKS, TRAILS  
AND RECREATION**





### **5.13.3 Crime Prevention Through Environmental Design (CPTED) for Park Areas**

1. The City should ensure that the location, site planning, and development of parks, open spaces, and trail connections are designed according to and incorporate Crime Prevention Through Environmental Design (CPTED) in planning and design.

### **5.13.4 Open Space Improvement Priorities**

1. The City should proceed with the development of Imperial Park in accordance with the Imperial Park Master Plan, to provide a hub of recreation, education, and cultural activities for residents of Cold Lake and the surrounding region.
2. The Imperial Park Master Plan should be reviewed and updated to ensure the park development will meet the current and projected needs of residents.

### **5.13.5 Land Requirements for School Sites**

1. The City should work cooperatively with the Northern Lights School Division #69, East Central Francophone ER No. 3 and Lakeland RCSSD No. 150, on a site-by-site basis, to determine the best locations, sizes and configurations of future school sites. Wherever possible school sites shall be integrated with adjoining neighbourhood parks.

### **5.13.6 Community Usage of School Facilities**

1. The City of Cold Lake should explore and support joint-use agreements with local schools for use of facilities by the community.

### **5.13.7 Joint Use of 4 Wing Recreation Facilities**

1. The City of Cold Lake will maintain dialogue and retain existing agreements with the National Defense Establishment – 4 Wing to ensure that recreation facilities on the base can be used by all residents of Cold Lake.

### **5.13.8 Municipal Reserve Dedication**

1. The City shall require the dedication of 10% of land to be subdivided, or cash-in-lieu of land, for municipal reserve.
2. Cash-in-lieu contributions shall be calculated at true market value rates, and the funds shall be collected to enhance and upgrade other reserve sites or acquire additional park areas.
3. Within residential areas the dedication of land is preferred. When considering taking cash-in-lieu rather than the dedication of land, the City should consider:
  - a. Minimizing its utilization of land;
  - b. Whether there is sufficient existing park space and school sites in the area to serve development; and
  - c. Whether cash-in-lieu may be more beneficial to provide for other areas that are deficient in park space or school sites, or for providing improvements to the park space to be created.
4. ASPs, ARPs and subdivisions shall be designed in a manner that MR parcels connect to crown lands, other MR lands and ER to create a continuous parks and recreation network wherever possible.



### 5.13.9 Development Levies and Charges

1. The City shall require costs associated with servicing developments with roadways and infrastructure is to be borne by the developer through development charges and levies in accordance with specific development agreements negotiated from time to time, and the City's Offsite Levy Bylaw.

### 5.13.10 Developer Contributions

1. The City shall require developers, through development agreements, to be responsible for dedicating and developing trail connections and the grading, seeding and tree planting of park spaces in new subdivisions.

## 5.14 Urban Design

This section provides direction for when and where specific design guidelines should be implemented. The use is specific to areas intended for primarily residential development under an Area Structure Plan but is also relevant to an Area Redevelopment Plan. The City of Cold Lake shall use the statutory planning and subdivision processes to achieve the Goal and Objectives below.

### Goal

To maintain and enhance a distinct sense of place and character for the City, and create a physical environment that is attractive, safe, functional, stimulating, and mindful of local historical resources.

### Objectives

- Highlight the Lakeshore and Downtown as destinations for residents and visitors;
- Enhance the appearance of the City by requiring higher standard design at major entrances and along Highway 28;
- Promote a high quality of architecture and design in commercial, industrial, and residential development;
- Support and encourage innovative neighbourhoods and building designs; and
- Ensure public spaces are designed with community safety as a priority.

### 5.14.1 Requirements for Design Guidelines

1. It has been recognized that the overall design aesthetic of the city could be improved to provide a more cohesive visual identity for the city as well as providing distinct identities for key destination areas within the city. At present, there are few requirements within the City's Land Use Bylaw (LUB) which speak to higher quality architecture or urban design.
2. In order to achieve the Urban Design Objectives, the City should pursue updates to the LUB for the applicable zones to enhance architecture and design in these areas:
  - a. Lakeshore
  - b. Downtown
  - c. Highway 28 Corridor
  - d. Major Entryways to the City: from the south on Highway 28, and from the west on Highway 55

### 5.14.2 All Ages Inclusive Design

1. The City should adopt an all-ages lens to the design of infrastructure, facilities, and neighbourhoods according to the "8-80" age principle: that all things be designed in such a way that anyone from 8-80 feels safe in the environment and is able to navigate independently.



2. All-Ages Inclusive Design should be achieved by ensuring adherence to all applicable building codes and the CSA Accessible Design for the Built Environment (B651-18) for all private and public projects.
3. This requires careful attention to design and engineering standards, which may require updating.

#### **5.14.3 Crime Prevention Through Environmental Design (CPTED)**

1. The City should promote the application of CPTED in the preparation of statutory plans, municipal site and facility development, and other developments during the Development Permit process. This can be enabled by cooperation with the local RCMP and providing CPTED training to City's planning and development staff. The City may require amendments to statutory plans or new development permits to include and comply with a CPTED compliance report on the proposal prepared and signed by a professional with formal CPTED training.

#### **5.14.4 Changes to Land Use Bylaw**

1. The design guidelines as described in this Section should be developed through urban design studies that identify the desired character and urban design outcomes for the specified area and provide direct changes or additions to the Land Use Bylaw.
2. The necessary amendments to zones or overlays within the Land Use Bylaw will be the enabling regulations.



## **6.0 Infrastructure**

Transportation, and water, sanitary and storm water (servicing) infrastructure are essential to support daily activities in any city. The City of Cold Lake creates an environment where people and goods can move efficiently and safely, and where there is a range of transportation mode choices available for a diverse population with different needs. The City of Cold Lake supports the maintenance, improvement and development of roads and servicing infrastructure to provide an adequate level of service and ensure that residents and visitors can access clean and safe spaces. It is also the intent of the City to support active transportation and public transit to reduce the reliance on private vehicles.

### **6.1 General Policies**

#### **6.1.1 Compliance with Engineering Standards**

1. The City shall require all transportation and servicing infrastructure to comply with the City of Cold Lake Municipal Engineering Servicing Standards and Standard Construction Specifications, the Transportation Association of Canada Guidelines and any other applicable standard as may be amended from time to time.

#### **6.1.2 Asset Management Plan**

1. The City shall prepare, adopt and implement an Asset Management Plan to continually monitor, maintain, upgrade and replace the municipality's transportation and servicing infrastructure throughout their lifecycle.

#### **6.1.3 Infrastructure Costs**

1. The City shall require the costs of local roadway improvements and servicing infrastructure within subdivisions or a development site to be borne by the developer as specified within a required development agreement.

#### **6.1.4 Off-Site Levy**

1. The City may require developers to bear the cost of required off-site infrastructure improvements and required oversizing in accordance with the Off-Site Levy Bylaw and successor bylaws.
2. The City shall regularly update its off-site levy bylaw to ensure the fair and equitable distribution of infrastructure costs.

#### **6.1.5 Joint Use of Utility and Transportation Corridors**

1. The City shall encourage the joint use of utility and pipeline corridors, transportation corridors, transmission lines, and other utility rights-of-way and structures of a compatible nature to minimize adverse visual, environmental or safety impacts, as well as minimize the fragmentation of properties.

#### **6.1.6 Servicing Connections**

1. All new development shall connect to municipal services.
2. Infrastructure shall be extended to new development in a contiguous, logical and efficient manner, and in accordance with an ASP.

### 6.1.7 Evaluation

1. The City will evaluate future infrastructure investments and consider ecological impacts and lifecycle costs.

## 6.2 Transportation

### Goal

To ensure that all parts of the city are connected by a comprehensive and well-maintained multi-modal transportation network which prioritizes the integration with land uses to support a gradual shift to alternative modes of transportation, and which provides for the safe and efficient movement of goods and people within the City of Cold Lake, and between the City and local, regional, national and international destinations and markets.

### Objectives

- Provide a comprehensive and integrated active transportation modes network including streets, trails, and pathways which support healthy lifestyles and provide safe travel and recreational opportunities for all ages and abilities;
- Millennium Trail connects residents to the Downtown, Marina and Energy Centre, and is a source of civic pride and the City's primary active transportation network right-of-way.
- Operate and maintain a public transit system, and develop new neighbourhoods with the necessary street infrastructure to support transit vehicles;
- Implement design standards that prioritizes the safety of all transportation modes' users;
- Maintain a municipal transportation system and facilities that allow for the efficient movement of goods and people;
- Adopt a program of preventative maintenance of infrastructure and roadways to avoid costly repairs and replacement at a later date.

### 6.2.1 Transportation Master Plan

1. The City may undertake the preparation of a Transportation Master Plan that focuses on a multi-modal transportation network that supports the vision and land use objectives of this Plan. The TMP should also establish the hierarchy and performance expectations for all modes of transportation.

### 6.2.2 Transportation Network

1. The City shall use **Map 7** as a guide for the future arterial and collector network, to be reflected in future land use planning to ensure that rights-of-way are preserved, and the required future roadway capacity is provided.

### 6.2.3 Investment Priorities

1. The City will prioritize investment in a transportation network that:
  - a. Provides multimodal transportation options; and
  - b. Promotes initiatives that favour cycling, walking and transit, increased auto occupancy, reduced vehicular trip frequencies, fewer trips made at peak periods, and reduced greenhouse gas emissions.

### 6.2.4 Commercial Traffic

1. The City will identify and maintain an integrated system of routes available for commercial and industrial vehicles that require access to commercial and industrial areas. The routes do not impede the travel or safety of routes that support active modes of transportation.



### 6.2.5 Regional Transportation Network

1. The City should work collaboratively with Alberta Infrastructure and Transportation, 4 Wing, and the M.D. of Bonnyville No. 87 to develop a safe and efficient regional transportation network.

### 6.2.6 Transportation Impact Assessment

1. The City may require a Transportation Impact Assessment at the time of area structure plans, subdivision, rezoning or development permit to ensure that impacts on the transportation system are evaluated prior to the approval of any development that in the opinion of the authority may cause significant changes in current transportation dynamics or create new transportation infrastructure needs. This includes impacts on motorized traffic, pedestrians, bicycles and any other transportation mode that takes place in the area subject to the proposed development.

### 6.2.7 Noise Attenuation

1. The City may require appropriate noise attenuation measures to be implemented to ensure acceptable noise level standards for new residential development adjacent to major arterial and collector roadways and highways, with costs to be borne by the developer.

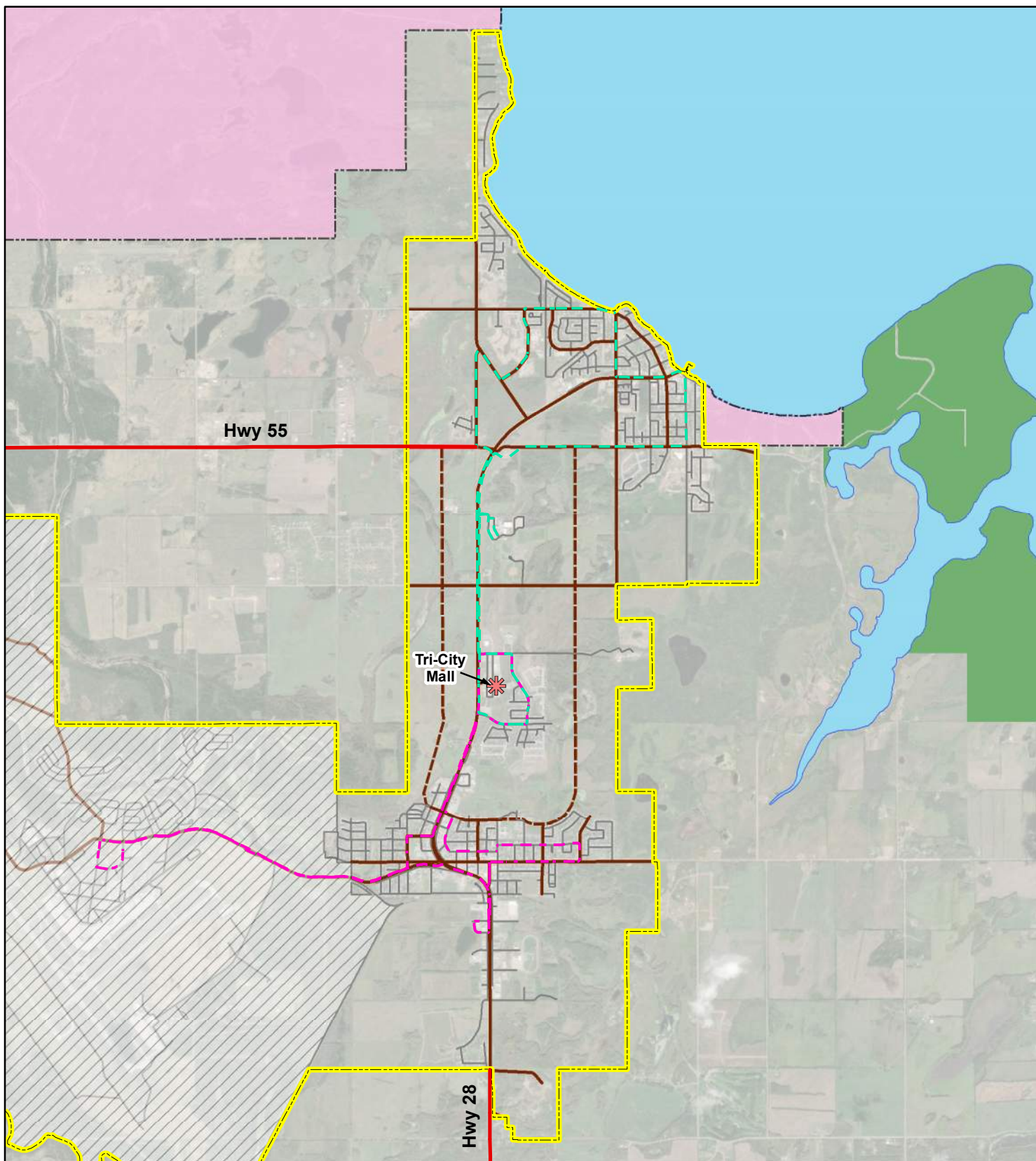
### 6.2.8 Complete Streets Design

1. The City should develop and implement a Complete Streets Design Guideline that will guide the roadway design in future development areas as well as in infill areas where transportation infrastructure is upgraded or replaced.

### 6.2.9 North-South Complete Streets

Recognizing that Highway 28 is developed to its ultimate standard as a high-volume arterial roadway, there is a need for streets that provide north and south connections between the neighbourhoods to the east and west of Highway 28. In order to provide comfortable, safe, and multi-modal connections running north to south, one Minor Collector on each of the east and west sides of Highway 28 should be developed as shown on **Map 8**.

1. The identified North-South Minor Collectors will be developed with the progression of neighbourhood development along their alignment. This provides the benefit that there is no extra cost required, as these will be part of both the local and City-wide transportation network.
2. The identified Minor Collectors are those streets developed to serve neighbourhood/ASP development and shall be aligned to be generally straight and aligned with each progressive north-south segment such as to provide single, continuous corridors running north to south on the east and west side of Highway 28.
3. These Minor Collectors will function as local main streets for the communities which develop along and provide a comfortable environment for people to move from north to south through the City without needing to engage with high-velocity traffic on Highway 28
4. These Minor Collectors shall be developed in accordance with either the City's Complete Streets Design Guidelines if available, or in accordance with the NACTO Urban Street Design Guide or successor document.
5. Notwithstanding any other existing City standards or policy, these Minor Collectors shall:
  - a. Provide for safe multi-modal use;
  - b. At a minimum, the Minor Collectors will provide an urban standard with sidewalks, physically separated and protected cycling facilities, and be designed for the intended posted vehicle speed limit.



- City of Cold Lake
- First Nations
- 4 Wing CFB
- Cold Lake Provincial Park

- Highway/Expressway
- Arterial/Collector
- Local Road/Lane
- Future Arterial/Collector
- Cold Lake North Bus Route
- Cold Lake South/4 Wing Bus Route

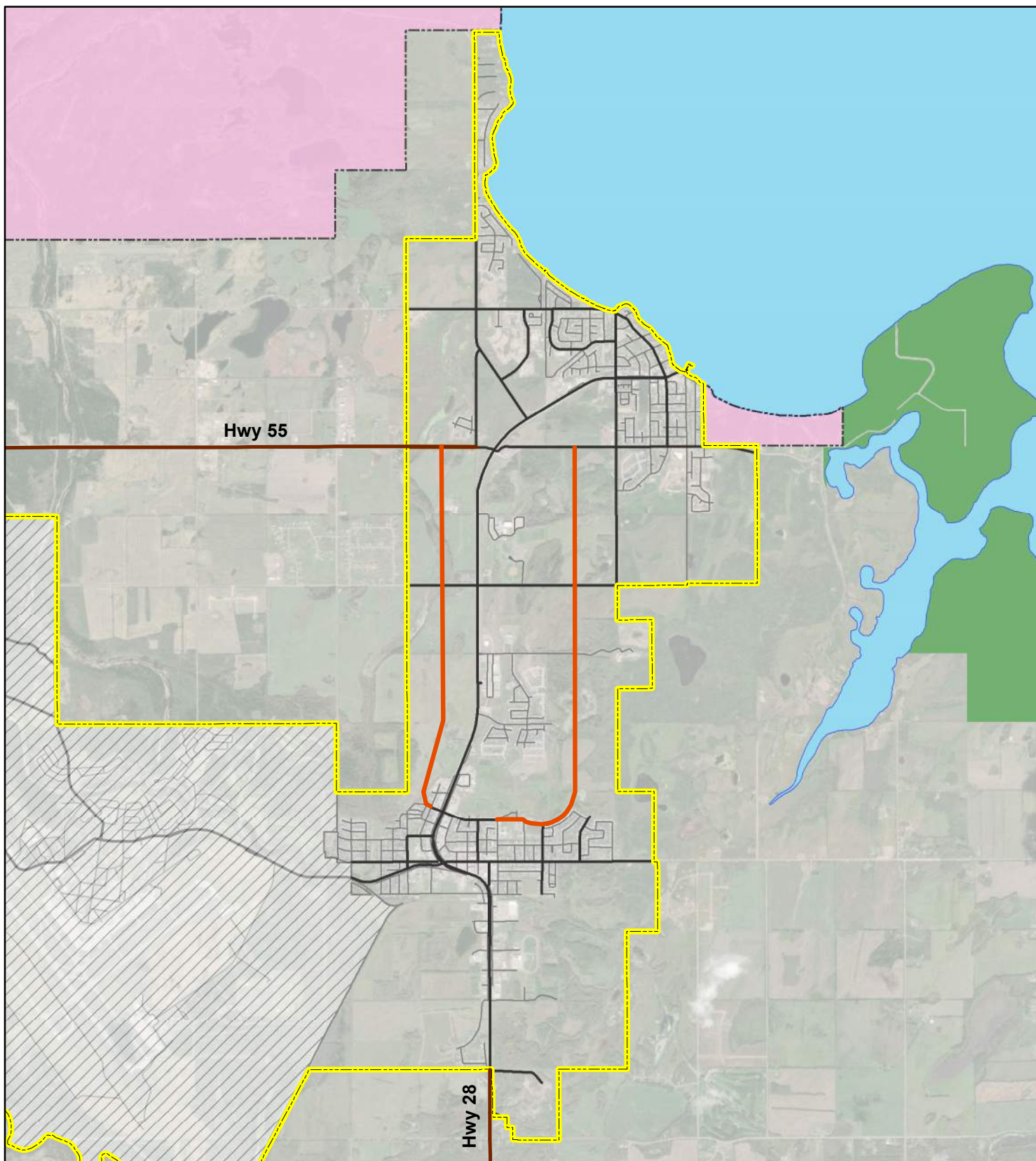


**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

MAP 7:  
TRANSPORTATION







- City of Cold Lake
- First Nations
- 4 Wing CFB
- Cold Lake Provincial Park

- Highway/Expressway
- Arterial/Collector
- Local Road/Lane
- Major Collector Complete Street



**CITY OF COLD LAKE  
MUNICIPAL  
DEVELOPMENT PLAN**

**MAP 8:  
COMPLETE STREETS  
ROAD NETWORK**





- c. Be required to be fronted by residential, mixed use, and commercial development; and
  - d. Be designed and integrated with ASP land uses to function as the main streets for the neighbourhoods which they serve.
6. The Complete Street typology will provide a cross-section suitable to the context of the area served by each Minor Collector. Variations in cross-sections may occur as different segments may serve residential, commercial, or industrial areas.

#### **6.2.10 Traffic Calming**

1. Traffic calming principles may be incorporated into the design of new and existing roadways in residential neighbourhoods to create a safe environment for residents and users of active transportation modes.

#### **6.2.11 Roadway Maintenance and Improvement**

1. The City shall ensure that all roadways within the City are maintained to adequate standards, to ensure the safety of all users. This includes, but is not limited to, the pavement, traffic control devices, lighting and demarcation.

#### **6.2.12 Pedestrian and Bicycles Pathways Maintenance and Improvement**

2. The City shall ensure that all pedestrian and bicycle pathways are maintained to adequate standards, to ensure the safety and comfort of all users. This includes, but is not limited to, ensuring that all pathways have a smooth surface, adequate signage, visible demarcation, functioning traffic control devices, functioning accessibility aids, and ramps.

#### **6.2.13 Millennium Trail**

1. The City shall:
  - a. maintain and improve the accessibility, comfort and safety of Millennium Trail;
  - b. improve the connectivity of Millennium Trail and the overall trail network by:
    - i. identifying and filling in missing links between the existing trail network and Millennium Trail, wherever possible, and
    - ii. ensuring that the active transportation network connects all existing residential neighbourhoods to Millennium Trail; and
  - c. require that connectivity to Millennium Trail be provided in new residential neighbourhoods in accordance with section 5.12.2.

#### **6.2.14 Transit**

1. The City shall:
  - a. continue to ensure that the public transportation system is affordable, reliable, safe and frequent;
  - b. consider introducing new services in the future, as demand for public transit grows and funding becomes available; and
  - c. provide sufficient and clear information on how to use public transport and the routes available.



#### **6.2.15 Commercial Air Service**

1. The City will seek the opening of commercial air passenger and freight services via 4 Wing to serve Cold Lake and surrounding area. This will require continued cooperation with 4 Wing, Transport Canada, and other stakeholders including airline operators. Commercial air service will be critical to diversifying the local economy by making Cold Lake more accessible, offering opportunities for aerospace-related industry, and allowing for easier movement of people and goods to and from the region.

### **6.3 Servicing Infrastructure**

#### **Goal**

To maintain and expand the servicing infrastructure network as the City grows, ensuring the continuous delivery of water, sanitary and storm water services to every part of the City, with a focus on sustainability, efficiency and maintaining an adequate level of service.

#### **Objectives**

- Ensure the timely extension of servicing infrastructure in the long term to keep pace with the growth needs of the City;
- Maintain an adequate level of service throughout the City to support a range of activities and land uses;
- Ensure servicing infrastructure is maintained and operated in such manner that optimizes the use of natural resources and minimizes their impact on the environment;
- Protect the City's water sources through best water management practices and the adoption of green infrastructure; and
- Anticipate and plan for the servicing infrastructure lifecycle costs to support a financially and environmentally sustainable management of the City's assets.

#### **6.3.1 Utility Master Plans**

1. The City shall update the Water, Sanitary, and Drainage Master Plans to provide direction for the servicing of the recently annexed lands and identify the most current servicing challenges and opportunities throughout the City.

#### **6.3.2 Construction and Maintenance of Servicing Infrastructure**

1. All new development and servicing infrastructure maintenance shall be guided by the policies of this Plan, and the Water, Sanitary, and Drainage Master Plans, and the City's Municipal Engineering Servicing Standards and Standard Construction Specifications as amended from time to time.

#### **6.3.3 Sustainability**

1. The City may develop strategies to ensure its development and growth are done in an environmentally sustainable manner.

#### **6.3.4 Water Distribution System**

Upgrades are required to support full build-out of growth areas. Excluding additional demands from the M.D. of Bonnyville No. 87, additional reservoir storage is required. Upgrades to the pumping capacity would also be necessary to provide flow rates sufficient to service the build-out population.

A Regional Utility Water Services Line is currently being developed between the City of Cold Lake and the Town of Bonnyville to supply the Town of Bonnyville with treated water from Cold Lake.

Upgrades are currently underway to equip the water treatment plant to accommodate demands generated by the Regional Utility Water Services Line. These upgrades commenced in 2018 and are anticipated to be completed by the Spring of 2020. Upgrades have been planned to provide water to the Town of Bonnyville while maintaining the level of service required for the City and surrounding communities including Cold Lake First Nations, the Hamlet of Ardmore, and the Hamlet of Fort Kent.

1. The City shall require developers to provide detailed water servicing plans as part of ASP and subdivision approval processes. The water distribution system shall be developed and expanded in accordance with the Water Master Plan.

#### **6.3.5 Water Conservation**

1. The City should collaborate with public agencies and private partners to support the development of water conservation guidelines, programs, public awareness, and enforcement of guidelines to reduce consumption of the City's water resources. This applies to all scales of development including the development of municipal facilities. Conservation and reuse methods include grey water, purple pipe, and on-site stormwater management.

#### **6.3.6 Sanitary Collection System**

1. The City shall require developers to provide detailed sanitary collection plans as part of the ASP and subdivision approval processes. The sanitary collection system shall be developed and expanded in accordance with the Sanitary Master Plan/I-I Program.
2. The City encourages innovative and sustainable designs and standards for new urban development to accommodate the collection and reuse of greywater, and the exchange of surplus greywater and waste energy between various businesses and industries in commercial and industrial areas.

#### **6.3.7 Sanitary Sewer Infiltration**

1. The City shall continue the denaturing of the sand aquifers and the implementation of the measures prescribed in the Inflow-Infiltration Program to reduce levels of infiltration into the sanitary sewer system.

#### **6.3.8 Stormwater Management**

1. The City shall require developers to ensure that the proposed stormwater management system is adequate to accommodate post development flows and that adequate detention and polishing can be provided to meet both Alberta Environment and the City of Cold Lake Municipal Engineering Servicing Standards and Standard Construction Specifications, which may be amended from time to time.
2. Developers are required to provide detailed stormwater management plans as part of the subdivision approval process.
3. The City shall continue the improvements of Palm Creek and Meadows Drainage Parkway to establish an aesthetically pleasing and fully functional stormwater management and recreational drainage facility.
4. The City encourages the conservation of wetlands and their integration into stormwater management facilities.
5. The City prefers and will encourage the use and development of naturalized storm water management facilities.



6. Low Impact Development (LID) principles should be implemented in all new ASPs, subdivision and development to conserve on-site natural features, local hydrology and protect water quality. This may include the use of bioretention cells (rain gardens), bioswales (grassed swales), green roofs, permeable pavers, and/or xeriscaping.

#### **6.3.9 Intermunicipal Solid Waste Management**

1. The City should continue to coordinate efforts with the region for the disposal of solid waste through the Beaver River Waste Management Commission.

#### **6.3.10 Franchise Utilities**

1. The City shall require developers to:
  - a. Identify and provide for public utility lots and easements for franchise utilities such as gas, electricity, cable and telecommunications during the subdivision application process;
  - b. Place new power, telephone and cable TV installations underground; and
  - c. Co-locate utility lines in shared trenches where possible.

#### **6.3.11 Sour Gas Facilities**

1. Any applications for subdivision or development within 1.5 km of a sour gas well or facility shall be referred to the Alberta Energy Regulator (AER) for review and comment in accordance with the MGA and the Subdivision and Development Regulation.
2. The City will not permit subdivision or development under the minimum development setbacks necessary for the classification of the sour gas facility, as determined by AER.

#### **6.3.12 Gas and Oil Wells**

1. In accordance with the Subdivision and Development regulation, a subdivision application or a development application shall not be approved if it would result in a permanent dwelling, public facility or unrestricted country residential development, as defined by the AER, being located within 100 metres of a gas or oil well or within a lesser distance approved in writing by the AER.

#### **6.3.13 Abandoned Wells and Development**

1. All development must respect the required or recommended setbacks from abandoned wells in accordance with current directives from the AER.
2. New ASPs shall consider the design of neighbourhoods to provide for mandated setbacks and access. When possible, abandoned wells should be located within public property such as road right-of-way.
3. If located within private property, appropriate caveats must be placed on title indicating the presence of the Abandoned well.

## 7.0 Social Wellbeing and Community Services

As Cold Lake grows, the City has the opportunity to strengthen the qualities that make it a healthy, vibrant and desirable community for people at all stages of life. The City of Cold Lake will continue to support the social wellbeing of the community by creating a physical environment inspired by and designed for people. Short distances to services and amenities, accessibility to community and recreation facilities, housing and transportation affordability, and public spaces that not only facilitate a comfortable and safe trip but also encourage social encounters and cultural expressions. These are all important components of making the City a desirable place to live, work and play, and are present in Cold Lake.

The vision, principles, Big Moves, and land use concepts of this Plan aim to connect the City of Cold Lake's residents with their built environment through strategic urban decisions that will leverage the existing strengths and assets of the community to make the City more lively, interesting and active. The policies in this section complement the overarching components of the Plan to reflect the desires that residents expressed during the preparation of this MDP.

### Goal

To ensure that health, social and protective services, including the infrastructure, facilities, services and programs that support social wellbeing are available, affordable, accessible and integrated into the urban fabric and meet the needs of residents. Cold Lake is a community where residents have the creativity and capacity to address challenges and opportunities. The City celebrates its past, present and future by ensuring that art, culture, and its history are integrated into the community.

### Objectives

- Create accessible parks and open spaces that provide a sense of place and build a complete community identity;
- Maintain a safe and attractive community;
- Residents and visitors feel safe and welcome, and contribute to the well-being of others;
- Residents and stakeholders are engaged and active in community events and decision making;
- Local culture and history is celebrated and presented through festivals, art and events;
- Provide an optimum level of emergency and protective services; and
- Seek ways of providing shared services with neighbouring municipalities and other agencies.

## 7.1 Community Services

### 7.1.1 Implementation of the Age-Friendly Plan

1. The City should implement the recommendations of the Age-Friendly Plan to ensure that the City is a safe and inclusive space for seniors. The City should require age-friendly design and infrastructure through the ASP process, focusing on the principles provided in Section 5 of this plan.

### 7.1.2 Community and Recreational Facility Provision

1. The City shall ensure that every neighbourhood in the City has appropriate local community facilities within walking distance of all residents, and that city-wide community facilities remain accessible to all.
2. The City shall foster partnerships with business, government, school boards, and non-profit sectors to develop and operate recreational, cultural, and community facilities. Opportunities for combining these facilities wherever possible with schools should be explored.



3. The City shall ensure that all public buildings are accessible to the physically challenged.

#### **7.1.3 Housing Needs Assessment**

1. The City should conduct a Housing Needs Assessment to quantify and qualify the specific housing needs across the continuum and inform future housing policies and strategies.

#### **7.1.4 Regional Community Services**

1. The City should seek partnerships with neighbouring municipalities to create community facilities and provide community services jointly.

### **7.2 Culture and Heritage**

#### **7.2.1 Arts and Culture**

1. The City will collaborate with arts and cultural groups to assess the need for programming and facilities and determine the best method to develop and maintain these facilities.

#### **7.2.2 Historic Resources and Culturally Significant Areas**

1. The City may develop a program, and/or collaborate with the Ministry of Culture, Multiculturalism and Status of Women, to identify, conserve or preserve and celebrate historic or mid-century historic resources or culturally significant areas within Cold Lake.
2. The City supports the conservation and adaptive reuse of historic resources through creative design solutions.

#### **7.2.3 Historical Resource Impact Assessment**

1. The City shall refer proposed developments or subdivisions to the Government of Alberta's Historic Resources Management to determine the need for a Historical Resource Impact Assessment, when and as required according to the Historic Resources Act.

#### **7.2.4 Development in Proximity to Heritage Properties**

1. For any proposed land use bylaw amendment, subdivision or development permit on a site adjacent to an historic resource, the City should consider if the proposal is compatible in terms of height, mass, setbacks, and overall architectural treatment with the heritage resources. This may require the use of direct control zoning or specific conditions of approval for subdivision or development permits.

### **7.3 Emergency and Protective Services**

#### **7.3.1 Emergency Preparedness and Response Plan**

1. The City shall update the Emergency Preparedness and Response Plan to:
  - a. Recognize hazardous conditions that would create or aggravate an emergency;
  - b. Identify the resources needed to deal with an emergency and make sure these resources are always available for use;
  - c. Create response protocols and procedures to handle emergencies; and
  - d. Promote safety awareness.



### **7.3.2 Emergency Services Provision**

1. The City shall ensure that facilities and infrastructure associated with emergency services are available to assist every neighbourhood in the city. The City shall ensure the provision of adequate fire, ambulance and police services to accommodate a growing and changing population. The City shall require that new developments are planned to ensure appropriate emergency, fire and police response.

### **7.3.3 Emergency Management**

1. The City should ensure the availability of human and financial resources in every project undertaken by the City to mitigate risks, build response capacity, minimize damage, and recover from sudden or unexpected events.

## **7.4 Engagement**

### **7.4.1 Transparency**

1. Municipal decision making shall be transparent and implemented by providing information to stakeholders, opportunities for engagement, and results.

### **7.4.2 Engagement**

1. The City shall encourage public participation and meaningful engagement in the municipal planning and development process by preparing an engagement strategy that allows formal and informal dialogue and encourages representation from a broad spectrum of stakeholders.

### **7.4.3 Collaboration**

1. The City should:
  - a. Encourage activities organized by citizens as a means to foster a sense of belonging to the community.
  - b. Develop programs and/or provide space to support activities that bring citizens together, such as festivals and markets, neighbourhood block parties, and senior and youth centres.
  - c. Engage the public, private and non-profit agencies and citizens to promote programs that provide opportunities for active living to ensure citizens are not physically, socially or culturally isolated.



## ■ 8.0 Environmental Stewardship

Throughout the public engagement process, stakeholders identified the importance of environmental stewardship and the development of Cold Lake as an environmentally sustainable and responsible community. Preserving significant natural features, such as the lake, watercourses, wetlands, wildlife corridors, and forest fragments is important to maintaining a high quality of life for the community. These areas can also pose flood, erosion, and subsidence hazards and the potential effects need to be mitigated. The Town's natural areas are shown on **Map 9**. Environmental stewardship is also key to establishing complete communities with a harmonious relationship between urban development and ecological systems. Integrating the natural environment with urban dwellers enhances real estate value, and helps to create an attractive and more desirable community to live in.

### Goal

To protect and enhance biodiversity so that present and future generations can enjoy the benefits of clean air and water, and complete and healthy communities where the built and the natural environments are thoughtfully integrated. The City is a responsible steward of the environment by protecting and integrating natural areas in new development and making land use decisions that maintain environmental quality for future generations.

### Objectives

- Identify and protect environmentally sensitive areas;
- Integrate environmentally sensitive areas and green spaces into the design of neighborhoods and other forms of development;
- Conserve and incorporate environmentally significant features as part of the open space system, and transportation and utility network;
- Encourage environmental stewardship amongst residents and property owners;
- Provide ease of access for all residents from their neighbourhoods to conserved natural areas;
- Identify and mitigate risks from man-made and natural hazards; and
- Maintain the quality of air and water to high standards.

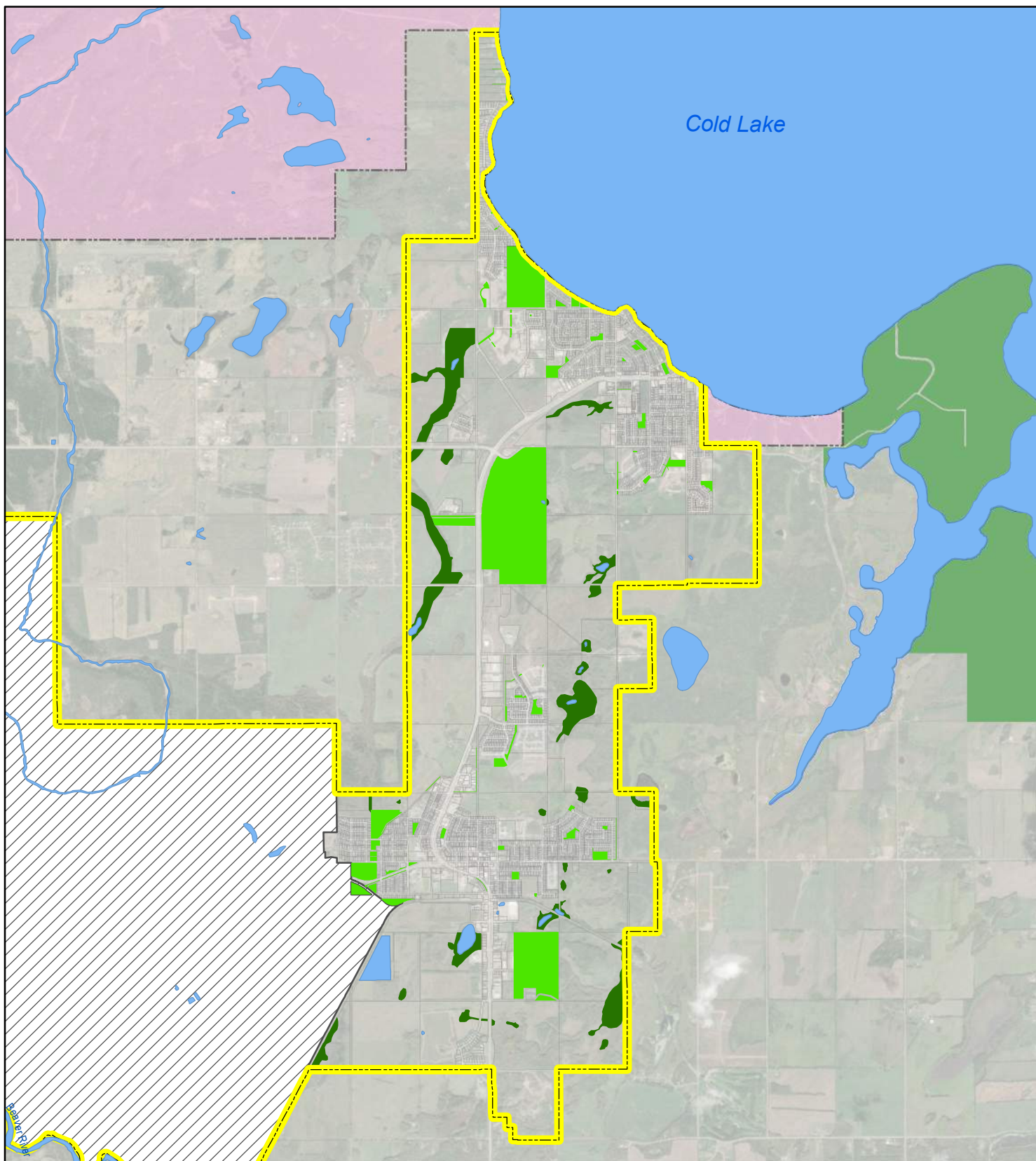
## 8.1 Protection of Natural Areas

### 8.1.1 Environmentally Significant Areas

1. The City should prepare an Environmentally Significant Areas Study to precisely identify areas for environmental reserve designation and lands where a Biophysical Assessment would be required with rezoning, subdivision and/or development permit applications.

### 8.1.2 Conservation Tools

1. The City shall use the following conservation tools to ensure the protection and enhancement of natural areas:
  - a. environmental reserve dedication;
  - b. municipal reserve dedication;
  - c. environmental reserve easements;
  - d. conservation easements;
  - e. donations and bequests; and
  - f. acquisition through purchase or land trades



0 0.25 0.5 1 1.5 Km



1:62,000

City of Cold Lake

First Nations

Cold Lake Provincial Park

Water Body

Water Course

Department of National Defence

Environmental Reserve

Parks and Open Space

Agricultural



**CITY OF COLD LAKE  
MUNICIPAL  
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MAP 9:  
NATURAL AREAS



### 8.1.3 Wetland Assessment

1. The City may require a Wetland Assessment as per the Alberta Wetland Policy and at a minimum, the City shall require a desktop wetlands analysis for any proposed rezoning, subdivision and/or development that might affect any identified wetland. **Map 9** shall be used to identify wetlands until an Environmentally Significant Areas Inventory is prepared.

### 8.1.4 Biophysical Assessment

1. The City may require a Biophysical Assessment for any proposed Area Structure Plan, rezoning, subdivision and/or development permit located within 50 metres of the environmental features identified in **Map 9**. The Biophysical Assessment shall include, at minimum, the following:
  - a. a description of the proposed development, including its purpose, alternatives, and staging requirements;
  - b. a description of the potentially affected biophysical environment via desktop methods and open service databases (e.g. ACIMS, FWIMS, etc.). Fieldwork may be required for other provincial regulatory purposes (e.g. Water Act, Fisheries Act, etc.).
  - c. a description of the positive and negative effects that the proposed undertaking may have on the biophysical environment;
  - d. an indication of the limitation of the study, criteria used in predicting effects, and interests consulted;
  - e. recommended measures to mitigate any negative effects identified; and
  - f. a recommendation that can assist decision-makers in determining the final course of action.

### 8.1.5 Geotechnical Assessment

1. The City may require a geotechnical study conducted by a certified professional engineer in support of any proposed Area Structure Plan, rezoning, or subdivision and/or development permit application to:
  - a. Delineate the top-of bank, and
  - b. Consider and make recommendations specifying development setbacks.

### 8.1.6 Municipal Environmental Impact Assessment

1. The City may require a Municipal Environmental Impact Assessment for any proposed development that may have a detrimental environmental effect. The Municipal Environmental Impact Assessment shall include, but not necessarily be limited to, the following:
  - a. a description of the proposed development, including its purpose, alternatives, and staging requirements;
  - b. a description of the biophysical environment that would be affected;
  - c. a prediction of the effects (positive and negative) that the proposed undertaking may have on the biophysical environment;
  - d. an indication of the limitation of the study, criteria used in predicting effects, and interests consulted;
  - e. recommended measures to mitigate any negative effects identified; and
  - f. presentation of the results in a framework that can assist decision-makers in determining the final course of action.

### 8.1.7 Environmental Site Assessment

1. The City may require an Environmental Site Assessment (ESA) in support of any proposed Area structure Plan, rezoning, subdivision and/or development permit application subject to the following criteria:
  - a. the nature of the proposed use;
  - b. the current and historical use of the subject property and surrounding lands; and
  - c. information from other sources that suggest the subject property may contain environmental contaminants.



The ESA shall be conducted in accordance with the Canadian Standards Association Guide, as amended from time to time.

2. The City shall require evidence from a qualified professional that appropriate remediation measures have been carried out on any property containing environmental contaminants and that the site is suitable for the intended use prior to issuing a development permit for the subject site.
3. If contaminated sites are encountered which pose a burden to redevelop for productive use, the City should consider a tax increment finance program or similar mechanism to assist with the costs of remediation and development of the site.

#### **8.1.8 Ecological Connectivity**

1. The City should promote ecological connectivity through the retention of the wildlife corridors and storm water ponds and their designation as environmental reserve or parks and open spaces.
2. Where possible, the City shall require, as part of the Area Structure Plan and subdivision processes, that natural areas and features be integrated into the linked and integrated parks and open space system in new development areas.
3. The City shall require, as part of a proposed Area Structure Plan or subdivision, that natural areas which can be sustained post-development and which can be sustained by careful planning and execution of development, be integrated into the design of new development areas. These open spaces and ecological areas, such as storm water ponds and wildlife corridors will create a linked and integrated parks and open space system of continuous greenways.

#### **8.1.9 Conservation of Trees**

1. The City shall, in addition to provisions in the City of Cold Lake Bylaw # 222–PL-05 or a successor Bylaw, protect and retain trees in public spaces that are owned and controlled by the City, and shall consider tree conservation and replacement in the review of applications for rezoning, subdivision and development. The City may require developers to submit tree surveys in support of the development review process at the developer's expense.
2. The City may expand the urban forest through an annual tree planting program, by revising its Design and Construction Standards to require tree planting, and/or by providing trees or incentives for planting trees directly to residents.

### **8.2 Hazard Lands and Environmental Reserve**

#### **8.2.1 Hazard Lands**

1. The City shall not allow development in areas that are prone to flooding, erosion, landslides, subsidence or any other natural or human-induced hazards. Development on or in proximity to hazardous areas may be considered only if recommended in a geotechnical study prepared by a qualified professional and if adequate setbacks are provided and suitable building methods employed.

#### **8.2.2 Environmental Reserve Dedication**

1. As part of the subdivision process, the City shall require the dedication of environmentally significant lands, especially water bodies and wetlands setbacks, as Environmental Reserve in accordance with the provisions of the MGA.

2. The City shall require that when lands adjacent to water bodies are subdivided, a strip of land be dedicated as Environmental reserve to create a buffer and provide public access. The width of the required dedication shall be a minimum of 6 metres in accordance with the MGA but shall be increased as necessary based on the recommendations of a geotechnical study, wetland assessment, or biophysical assessment, and established by the Subdivision Authority.
3. Environmental Reserve may be dedicated in parcel form or by way of an Environmental Reserve Easement.
4. Lands required for buffering or setbacks under Policy 8.2.2(2) may be increased through the dedication of Municipal Reserve, Conservation Reserve, or Conservation Easement.

#### **8.2.3 Use of Environmental Reserve**

1. The City shall require that lands dedicated as Environmental Reserve remain in their natural state and/or be used as part of the parks and open space network where necessary to ensure a continuous, integrated trail system.

### **8.3 Air and Water Management**

#### **8.3.1 Air Quality Management**

1. The City should monitor the air quality and implement the Air Quality Management Framework for the Lower Athabasca Region in accordance with the Lower Athabasca Regional Plan, as amended from time to time, to ensure that the ambient air quality continues to adequately support human and ecosystem needs.

#### **8.3.2 Surface Water Quality Management**

1. The City should monitor the surface water quality and implement the Surface Water Quality Management Framework for the Lower Athabasca Region in accordance with the Lower Athabasca Regional Plan, as amended from time to time, to ensure current and future water uses are protected.

#### **8.3.3 Groundwater Quality Management**

1. The City should monitor the groundwater quality and implement the Groundwater Quality Management Framework for the Lower Athabasca Region in accordance with the Lower Athabasca Regional Plan, as amended from time to time, to support human and ecosystem needs and maintain the integrity of the regional flow system.





## ■ 9.0 Economic Development

The City of Cold Lake enjoys several strategic economic advantages due to its geographical location: the absence of a provincial sales tax often attracts people from Saskatchewan to conduct their businesses in Cold Lake; the proximity to the Athabasca Oil Sand brings large amounts of capital investment into the community; the Lake itself provides recreation opportunities and serves as a major tourist attraction; and the presence of 4 Wing, Canadian Forces Base Cold Lake, provides stable employment for residents.

To leverage these advantages, the City is open to innovation, the development of economic sectors such as tourism, and working regionally to create economic synergies. Providing a wide range of employment opportunities, diversifying the tax base, and providing access to goods, services and high-quality amenities contributes to transforming Cold Lake into a dynamic and economically sustainable community.

### Goal

To create a diverse and positive economic climate in which local businesses and people can thrive and support the City's economic sustainability, and enhancement of Cold Lake's role as a regional centre for economic development and tourism.

### Objectives

- Diversify the City's tax base, such that the non-residential assessment base continues to grow in proportion to the residential base, and comprises less concentration in oil and gas related industries;
- Create a positive and competitive local business climate;
- Use the tools and resources available to the City to support local businesses and industry;
- Develop and maintain regional partnerships for economic development; and
- Enhance the tourism industry, such that tourism as a source of local employment and economic activity increases every year.

#### 9.1.1 Economic Growth and Diversification

1. The City acknowledges the imperative to develop new industries as an alternative to the oil-based energy sector in order to promote employment diversity and economic sustainability.
2. The City will actively pursue market research and investment which it deems necessary to effectively target and secure new industries and economic opportunities.
3. At the heart of economic diversification and talent attraction is the livability of the community. The City will continue to invest in improvements to the Lakeshore, Downtown, and community amenities.

#### 9.1.2 Investment Readiness

1. The City should ensure an adequate supply of serviced industrial and commercial land in accordance with the guiding principles and Land Use Concept of this Plan and through more detailed Area Structure Plans and Area Redevelopment Plans.

#### 9.1.3 Positive Business Climate

1. The City shall continue to maintain a competitive business climate by providing maximum transparency and predictability of procedures, costs and timelines for Area Structure Plan, rezoning, subdivision and development permit approvals.

2. The City will ensure that non-residential tax rates are competitive with surrounding municipalities.

#### **9.1.4 Business and Resident Attraction and Retention**

1. The City should strive for continuous improvement of the built environment to attract and retain business and residents. The City should prioritize actions in the following areas:
  - a. Ensuring there is an optimum amount and quality of community and recreational facilities;
  - b. Providing adequate programming of existing facilities and promoting social, cultural, artistic, recreational and sports activities in public spaces and Imperial Park;
  - c. Continuously assessing housing needs, and implementing a strategy to maintain housing diversity and affordability;
  - d. Allowing and supporting home-based businesses and small-scale commercial uses in residential neighbourhoods to support complete communities (provided nuisances are minimal or can be easily mitigated); and
  - e. Supporting a wide range of industries to diversify employment opportunities.

#### **9.1.5 Tourism**

1. The City should facilitate increased tourism visitation and expenditures through improved transportation options to major tourist destinations, promotions, development and enhancement of local tourism products, a wider range of complimentary services and the optimum maintenance of public infrastructure.

#### **9.1.6 Supporting Local Business**

1. The City shall continue to support local businesses through the Business Retention and Attraction Incentive Program. The City should focus these efforts especially in Downtown and the Lakeshore.

#### **9.1.7 Regional Economy**

1. The City should continue to be an active partner with local and regional economic development, tourism, and community service groups to further Cold Lake's economic development efforts on a regional basis.
2. The City will work with the Cold Lake Regional Chamber of Commerce, Provincial and Federal governments, and other public and private groups to effectively market Cold Lake and region for business development and as a tourism destination.

#### **9.1.8 Post-Secondary Facilities and Programs**

1. The provision and development of post-secondary education institutions, facilities, and programs ensures that the local workforce is equipped for changing economic situations and workforce needs, may attract people to Cold Lake, and can assist resident and business retention.
2. The City should encourage the development of post-secondary education facilities and programs in the city. This can be done through continuous dialogue with local institutions and providers, providing opportunities to co-locate space or facilities with municipal facilities to mitigate costs and leverage amenities, assist in the provision of land or buildings for institutions, and ensure the City is understanding and anticipating the evolving needs of post-secondary institutions.



#### **9.1.9 Museum Development**

1. The City should continue to support the development of the Radar Site as a museum for Cold Lake.
2. The City should include a strategy to promote the local military history and notable sites including the museum as part of its tourism strategy.

## ■ 10.0 Intermunicipal Collaboration

The City of Cold Lake strives to build and maintain relationships with the Federal and Provincial Governments, indigenous peoples and neighbouring municipalities in the region to create synergies for the coordination of development, economic growth and provision of services, and the exploration of mutually beneficial opportunities.

### Goal

To develop and maintain collaborative and mutually beneficial relationships with the MD of Bonnyville No. 87, neighbouring municipalities, indigenous peoples, regional partners, and senior levels of government.

### Objectives

- Monitor, review and update the Intermunicipal Development Plan with the M.D. of Bonnyville No. 87;
- Enhance regional cooperation and partnerships by investigating and pursuing shared services and resources;
- Maintain open lines of communication to resolve problems and seize opportunities; and
- Provide for reciprocal referrals and notification.

#### 10.1.1 Strong Relationships with Federal and Provincial Governments

1. The City should develop and maintain strong relationships with the Federal and Provincial governments to ensure that a full range of public services are provided and maintained in the city.

#### 10.1.2 Working with Indigenous Peoples

1. The City will work with Cold Lake First Nation and the Elizabeth Metis Settlement on matters of mutual interest.

#### 10.1.3 Regional Cooperation

1. The City should pursue mutually beneficial relationships and partnerships with organizations and other municipal members of the Lower Athabasca Region in matters including but not limited to economic development, environmental management, infrastructure, recreation, tourism and social services.

#### 10.1.4 Intermunicipal Development Plan

1. The City shall work collaboratively with the M.D. of Bonnyville No. 87 to review and amend the Intermunicipal Development Plan (IDP) in accordance to the procedures established for that purpose in the IDP.

#### 10.1.5 Regional Watershed Management

1. In keeping with Alberta's "Water for Life" initiative, the City shall work with provincial agencies and the M.D. of Bonnyville No. 87 to protect watersheds and maintain the water quality of surface and groundwater systems.

#### 10.1.6 Cooperation with 4 Wing, CFB Cold Lake

1. The City should work with the Federal Government through the military command at the National Defense Establishment – 4 Wing to integrate 4 Wing as part of the community of Cold Lake.



#### 10.1.7 Conflict Resolution

1. The City shall endeavour to resolve intermunicipal issues and concerns through negotiations, mediation or other alternative dispute mechanisms, and shall regard the filing of statutory appeals as a last resort. For intermunicipal dispute resolution with the M.D. of Bonnyville No. 87, the City shall follow the procedures established in the IDP, as amended from time to time.



## **Part 3:**

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# **IMPLEMENTATION AND MONITORING**





## 11.0 Administration, Implementation and Evaluation

This Plan is the City's main resource to guide future growth and development in a strategic and sustainable manner. It is important to facilitate the implementation of this Plan by providing a checklist of priority actions and indicators to monitor progress. It is also imperative that the principles and direction provided in this Plan remain aligned with the social, economic, and environmental reality of the City, as well as with the cultural values and priorities of the Community.

### Goal

To realize and continuously monitor and review the vision, objectives, policy directions, and priority actions established in this Plan to achieve the vision for the City.

### Objectives

- Ensure alignment between this Plan and other municipal statutory and strategic plans and the budget process;
- Provide a priority action checklist to facilitate the implementation of this Plan and develop indicators to monitor progress;
- Undertake periodic reviews and amendments to this Plan to ensure it remains current;
- Apply the policies contained in the MDP to guide future growth, development and capital investment in infrastructure; and
- Monitor and update the MDP as an effective management tool through an orderly review and amendment procedure.

#### 11.1.1 Consistency with this Plan

1. The City shall amend the existing Land Use Bylaw to ensure consistency with and enable the implementation of this Plan in accordance with the requirements of the MGA.

#### 11.1.2 Updating this Plan

1. The City shall review and update this Plan every five (5) years to ensure that the objectives and policies remain aligned with the socioeconomic context and the priorities of the community.

#### 11.1.3 Amendments to this Plan

1. An amendment to this MDP shall be supported by a Technical Report, which shall address:
  - a. the nature and purpose of the amendment;
  - b. proposed wording or graphics for the amendment;
  - c. technical justification for the amendment;
  - d. forecast data and other relevant statistical information;
  - e. effect of the proposed amendment on municipal infrastructure and services; and
  - f. affected landowner and public participation information.

#### 11.1.4 Appeals to the SDAB

1. The City shall request the Subdivision and Development Appeal Board to have regard to the policies of this Plan in making its subdivision decisions and shall comply with the policies of this Plan in making its development decisions.

### 11.1.5 Monitoring this Plan

1. The City shall monitor the implementation of this Plan using at a minimum the indicators provided in Table 2.
2. On an annual basis, Administration shall provide a report to Council on the status of implementation actions as recommended or required in this Plan.
3. Administration shall identify any items or areas which have not made adequate progress as anticipated and provide suggested actions to achieve the successful implementation.
4. Administration shall identify any items or areas which are meeting their objectives and provide suggested actions to ensure continuing successful implementation.

Table 2: Plan Monitoring Indicators

Theme	Objective	Indicator
Population	Identify overall growth and where population growth is concentrated.	<ul style="list-style-type: none"> <li>City-wide population and population change year-over-year</li> <li>Neighbourhood populations</li> <li>Density of population overall and by neighbourhoods</li> </ul>
Development	Identify development activity at different scales to identify and understand growth trends.	<ul style="list-style-type: none"> <li>ARPs prepared and adopted</li> <li>ASPs prepared and adopted</li> <li>ARP actions implemented/achieved</li> <li>Percentage build-out completion of ASPs</li> <li>Development Permits issued by land use category/type of development and value</li> <li>Lots subdivided by type</li> <li>Area of absorbed land by use</li> <li>Density of dwelling units overall and by neighbourhood</li> <li>Percentage of new units as a result of redevelopment v. greenfield development</li> <li>Number of approved rezonings and area of land rezoned</li> <li>Public and private investment in public art</li> </ul>
Infrastructure	Identify new infrastructure developed to understand growth trends versus infrastructure capacity	<ul style="list-style-type: none"> <li>Length of new linear infrastructure extended (such as roads by classification, trails, storm and sanitary sewer, water lines)</li> <li>Length of linear infrastructure rehabilitated or replaced</li> <li>Facilities built new, rehabilitated, or replaced</li> </ul>
Transportation	Quantify changes in travel mode share	<ul style="list-style-type: none"> <li>Public transit ridership</li> <li>Traffic volumes</li> <li>Road safety statistics including pedestrians and cyclists</li> <li>Active transportation travel mode share and route volumes</li> <li>Active transportation users on Millennium Trail and designated bicycle lanes/routes</li> </ul>

Theme	Objective	Indicator
Parks and Natural Areas	Identify any changes in the City's parks and natural areas inventory	<ul style="list-style-type: none"> <li>Area of new park land acquired</li> <li>Area of new park land developed</li> <li>Area of natural area protected/acquired</li> <li>Land cover change in and around natural areas</li> </ul>
Air and Water Quality Management	Benchmark against the Lower Athabasca Regional Plan	<ul style="list-style-type: none"> <li>Air quality</li> <li>Groundwater quality</li> <li>Surface water quality</li> </ul>
Economic Development	Identify local employment trends and hold economic development measures accountable to local economic performance	<ul style="list-style-type: none"> <li>Number of full-time and part-time jobs</li> <li>Location of jobs</li> <li>Unemployment and participation rates</li> </ul>
Housing	Identify housing need and track local performance in meeting the need	<ul style="list-style-type: none"> <li>Number of low-income individual and families</li> <li>Number of individuals and families in core housing need</li> <li>Number of homeless individuals</li> <li>Affordable housing stock by type (below-market v. deep subsidy)</li> </ul>

#### 11.1.6 Priority Action Checklist

The City of Cold Lake should undertake the Priority Actions as summarized in Table 3:

Table 3: Priority Actions

Theme	Action	Priority Level
Big Moves	Lakeshore Area Redevelopment Plan – complete implementation	High
Big Moves	Downtown – implement an Area Redevelopment Plan	High
Big Moves	Energy Centre Civic Area – review and complete implementation of the Imperial Park Master Plan	Medium
Big Moves	Millennium Trail corridor – upgrade Millennium Trail	Medium
Big Moves	Commercial Air Service – establish civil air service to 4 Wing	High
Land Use	Conduct a Review and Update of the Land Use Bylaw	Medium
Infrastructure	Adopt a Complete Streets Design Guideline	Low
	Adopt an Asset Management Plan	High
Social Wellbeing	Adopt and implement the recommendations of the Age-Friendly Plan	Medium
	Conduct a Housing Needs Assessment	High
	Update the Emergency Preparedness and Response Plan	High
Environmental Stewardship	Conduct an Environmentally Sensitive Areas Study	Medium
Intermunicipal Collaboration	Conduct a review of the Intermunicipal Development Plan in 2025	Low