



IMAGINE PARADISE

TOWN OF PARADISE
MUNICIPAL PLAN
2016



UPLAND

Urban and Rural Planning Act Resolution to Approve

Town of Paradise Municipal Plan 2016

Under the authority of section 16, section 17 and section 18 of the *Urban and Rural Planning Act, 2000*, the Town Council of Paradise

- (a) adopted the Paradise Municipal Plan 2016 on the 11th day of July, 2017.
- (b) gave notice of the adoption of the Paradise Municipal Plan by advertisement inserted on the 19th day of July and the 26th day of July, 2017 in the Shoreline newspaper, as well as the 15th day of July and the 22nd day of July, 2017 in the Telegram.
- (c) set August 3rd, 2017, 7:00pm at the St. Thomas Community Centre, 2 Neary Road, Paradise, for the holding of a public hearing to consider objections and submissions.
- (d) considered the Commissioner’s report at a regular meeting of Council held _____, 2017.

Now under the authority of Section 23 of the *Urban and Rural Planning Act, 2000*, the Town Council of Paradise approves the Paradise Municipal Plan 2016 with the following changes:

1. Policy 1.8 - has been revised to state “The Plan consists of this document, its appendices, and the Future Land Use Map”.
2. Policy 6.3.5 Rocky Pond and Octagon Pond - has been revised by:
 - adding “Council may require an assessment of the visual impact of a development to protect the viewscape from walking trails within the shoreline buffers” to 6.3.5 (1)(a).
 - adding 6.3.5 (1)(b) to state “Ensuring that natural treed/vegetated buffers are retained around the pond shorelines”, and
 - renumbering 6.3.5(1)(b) to 6.3.5(1)(c).
3. Policy 8.5 - the following has been added to the table in policy 8.5

Commercial/Light Industrial	To recognize existing commercial uses.	1655 Topsail Road
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- 4. Policy 8.9.3 (1) Conservation – has been revised to change “60 metres along the shoreline of Octagon Pond” to “30 metres”.
- 5. Policy 8.11 – has been edited to change introductory sentence from “west of St. Thomas Line” to “east of St. Thomas Line”.
- 6. Future Land Use Map
 - The Open Space designation around Octagon Pond has been reduced to 30m.
 - The Open Space designation along Topsail Bluff has been edited to reflect 30m from the cliff’s edge.

SIGNED AND SEALED this day of , 2017.

Mayor: _____

Clerk: _____

Urban and Rural Planning Act Resolution to Adopt

Town of Paradise Municipal Plan 2016

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Town Council of Paradise adopts the Paradise Municipal Plan 2016.

Adopted by the Town Council of Paradise on the 11th day of July, 2017.

Signed and sealed this _____ day of _____, 2017.

Mayor: _____

Clerk: _____

Canadian Institute of Planners Certification

I certify that the attached Municipal Plan has been prepared in accordance with the requirements of the Urban and Rural Planning Act 2000.

M. Bishop, F.C.I.P.

A. Cashin, M.C.I.P.



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APPENDICES

- APPENDIX A: BACKGROUND REPORT**
- APPENDIX B: FUTURE LAND USE MAP**
- APPENDIX C: PICCO RIDGE CONCEPT DEVELOPMENT PLAN**





1: INTRODUCTION

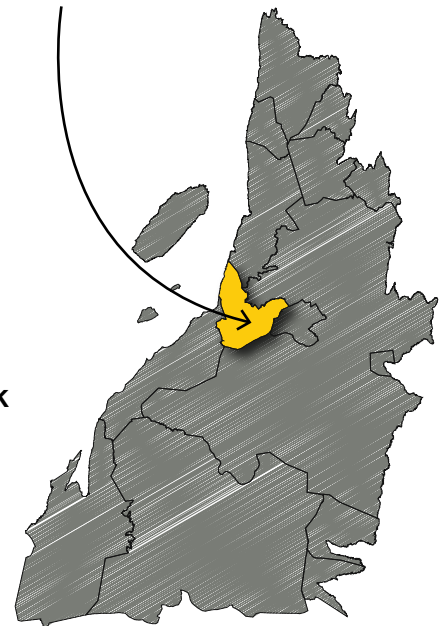
1.1 What is the Municipal Plan?

The Paradise Municipal Plan is Council's comprehensive policy document for the management of growth and development within the municipal planning area over the next 10-year planning period 2016-2026. Prepared under the authority of the *Urban and Rural Planning Act 2000*, the Plan repeals and replaces the Paradise Municipal Plan 2004- 2014.

1.2 Regional Context

Municipal Plans must be consistent with provincial policy and law, and with any Regional Plan in place that affects the Planning Area. The Town lies within the area included in the St. John's Urban Region Regional Plan, brought into effect in 1976. The Plan set out the general nature of future development in the Northeast Avalon and provided a framework for planning at the local level. While the Regional Plan is currently under review, the Paradise Municipal Plan conforms to and is consistent with the policies of the Regional Plan (as amended in 2015).

PARADISE



As part of the Northeast Avalon Joint Council, Paradise works with and cooperates with the Province and municipalities of the region to achieve common goals, including regional planning.

1.3 Achieving a Vision for Paradise

The Town's Strategic Plan has as its vision to **"Create a Paradise for Everyone."** The Municipal Plan is consistent with the values set out in the Strategic Plan for an inclusive, family-oriented community; one that is attractive and prosperous, providing a high level of infrastructure and services. The Town also values balanced development and environmental stewardship, administered consistently and fairly. Within the regional context, the Town values its independent identity as a partner in regional initiatives with surrounding municipalities.

1.4 Strategic Goals

The Strategic Plan 2015-2018 contains six Critical Areas. These goals direct long term planning for the Town and help set priorities for the delivery and improvement of services, programs and Infrastructure. The Municipal Plan aligns with these strategic goals:

1. To maximize efficiencies in traffic flow, heighten awareness, and develop a public transportation system that is effective, affordable, and accessible.
2. Ensure that the Town provides sound financial planning, good day to day management and oversight, and applies the highest levels of scrutiny and public accountability to every facet of its financial operations for the benefit of taxpayers.
3. To maintain basic infrastructure to ensure we are investing not only in new buildings and modern facilities, but that we are continuing to invest in sustainable infrastructure that will serve the people of Paradise for many generations to come.
4. To have the Town of Paradise developed in accordance with the highest standards and best building and development practices available.
5. Continue to develop new, modern facilities within our means, but prioritize our needs, explore options, and ensure that we do not over-extend ourselves as we maximize our capital investments for the overall good of the Town.
6. To keep residents well informed of things that are happening in the Town using a myriad of communications systems and technologies to provide practical information about plans, programs, services, facilities, and operations on an ongoing basis.

1.5 Aligning with Other Plans

In addition to the Strategic Plan, the Municipal Plan aligns with several other plans prepared by the Town including:

- Integrated Community Sustainability Plan
- Active Transportation Plan
- Traffic Improvement Plan
- Economic Development Strategy
- Recreation Facilities Master Plan
- Stormwater Master Plan

1.6 How the Plan was Prepared

Preparation of the Plan included background research and analysis summarized in a Background Report (Appendix A). It also included land use surveys, consultation with government agencies and adjacent municipalities.

The public engagement process included the following components:

- Establishing a Municipal Plan Review Advisory Committee to provide input to the Municipal Plan review process. The committee was selected after a public call for volunteers and members were selected from a range of backgrounds and experience. The Committee was chaired by a member of Council, and supported by staff from the Planning Department.
- A Municipal Plan Review Open House meeting and workshop on November 12, 2014, which provided an opportunity for residents to review information about the Town and participate in discussions about the Town's future.
- A focus group meeting with community groups at the Town Hall.
- Meetings with local developers and business owners to discuss future developments in the Town.
- Open drop-in sessions where the public could review the Plan's background material and provide feedback on community issues and priorities.
- An Online Survey, which received input from over 200 residents.



important places

twitter

MORE PARKS!



Affordable homes

facebook



Support our youth and their activities.



- A contest that invited children and youth to submit artwork about their community and prepare videos to portray the elements of Paradise important to them.
- The use of multiple social media platforms to post reports, surveys, updates.
- Placing public notices in The Telegram and Shoreline newspapers, and posted on the Town’s website to advertise meetings and invite citizen input.
- Providing other opportunities for engagement such as an interactive public chalkboard, a Plan Review t-shirt promotion and contest, and a web video to promote and advertise the Plan Review.
- Submitting Agency Referrals to Town departments, neighbouring municipalities and government agencies for comment regarding the Town’s Municipal Plan review.

1.7 Interpretation

The following sections and the Future Land Use Map constitute the legally effective parts of the Paradise Municipal Plan. In this Plan:

- “Council” shall mean the Council of the Town of Paradise.
- “Development Regulations” shall mean the Paradise Development Regulations.
- “Municipal Planning Area” shall mean the Paradise Municipal Planning Area.
- “Town” shall mean the Town of Paradise.



1.8 Structure of the Plan

The Plan is organized as follows:

- (1) Chapters 1 and 2 introduce the Plan, its purpose, and the context for the vision and strategy for future growth in Paradise.
- (2) Chapters 3 through 8 contain the goals, objectives and policies in five theme areas and the land use designations identified on the Future Land Use Map.
- (3) Chapter 9 contains policies related to regional initiatives; and
- (4) Chapter 10 addresses how the Plan will be implemented.

The Plan consists of this document, its appendices and the Future Land Use Map. Supporting maps and graphics included in the Plan are for illustration purposes only.







2: VISION 2026

The vision for the Town that has emerged through the Plan Review Process, research and public consultations is:

Over the next decade, Paradise will continue its **evolution** towards becoming a **prosperous, independent, inclusive**, and self-sufficient **community**, where **people of all ages** can live and feel welcome. Our **liveable** neighbourhoods, are **safe**, and **well designed**. We take pride in the active and **healthy lifestyles** that are possible through our accessible and **well-connected** system of **streets, trails, parks, facilities, open spaces, ponds** and **natural areas**. We **nurture culture**, creativity and **sense of place** in the spaces we create for commerce, leisure and local government. We contribute to **regional prosperity** by working with our **partners** to achieve common objectives.

This vision is consistent with the Town’s Strategic Plan to:



2.1 Key Themes

The vision reflects five themes that emerged from the review process:

- Healthy, liveable neighbourhoods
- Quality, connected design
- Economic prosperity
- Environmental quality
- Investment in transportation and services
- Regional cooperation

2.2 Managing Growth to 2026

2.2.1 Healthy, Liveable Neighbourhoods

Since its incorporation as a Town in 1971, Paradise has experienced continuous residential and commercial growth and development. The Town’s proximity to the major employment centres of the Northeast Avalon region and the completion of the regional road network, contributed greatly to suburban expansion.

In the 2000’s, a robust provincial and regional economy saw the pace of growth and development in Paradise increase, with greater pressures for land for housing and industry. Keeping up with, and managing growth has been a challenge for the Town as demands for roads, recreation facilities, parks and services have also increased. The Town has taken a number of steps to address the challenges of rapid growth by improving the street network, investing in recreation facilities, water and sewer infrastructure, emergency services and developing strategies for enhancing economic prosperity.

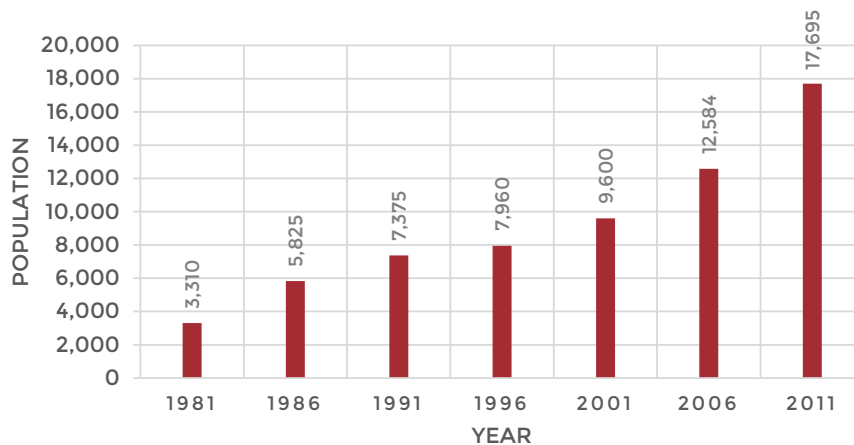


Figure 1. Paradise Population Growth (1981-2011)

The challenge for Paradise over the next decade, is to position itself as an age-friendly community, where people of all ages can live, work, and play; one that can continue to attract young families and business investment. To do this, there needs to be a range of housing options available with sufficient retail and services to supply local needs, located close to where people live. While many residents of Paradise will continue to commute to jobs within the region, keeping them at home for shopping, services and recreation will contribute to greater self-sufficiency and sustainability of the Town and a stronger sense of community identity.

The Town has sufficient lands designated for residential development to meet projected demand over the next decade. The challenge will be deciding how to direct growth in a manner that is efficient and cost effective, maximizes existing infrastructure, services, parks and recreation.

For established neighbourhoods, the challenge will be to work towards improving amenities and increasing connectivity to parks and services.

- 2.2.2 Quality, Connected Design
Managing growth and development over the next decade is all about making connections that will improve



liveability in the Town. Priorities for planning set out in this Plan focus on continuing to improve connectivity in the following areas:

- The street network
- Pathways for active transportation
- The natural environment
- Social inclusion
- Neighbourhoods and services
- To the broader Northeast Avalon region.

Consultations on the Plan indicate that residents want to preserve the character and form of their neighbourhoods. Yet, to become an age-friendly community, requires a range of housing options for people. The Town must find a way to encourage development of various housing forms and tenures, constructed in appropriate locations.

The design of communities plays an important role in the health and well-being of its citizens. Attention to urban design - of subdivisions, parks and open space, streets and commercial areas - can reduce land use conflicts, improve liveability, promote active living and a greater sense of community belonging.



Like many suburban communities, Paradise lacks an identifiable urban core. However, there are opportunities to create one in the area between Topsail Road, McNamara Drive, Kenmount Road and Karwood Drive. This area is emerging as a central location for community recreation, local government, education and commerce, supported by housing development. These lands provide an opportunity to achieve economic development objectives set out in the Town’s Economic Development Strategy to create a “community hub” with a focus on recreational opportunities, walkability, education, employment and retail services, supported by higher density, mixed-use housing development.

The challenge in this area is to plan for an appropriate mix of uses and residential densities to ensure its continued growth and sustainability.

Topsail Road is the main arterial thoroughfare in the Town, handling most of the daily commuting traffic into and out of the community. Yet the road also acts as a barrier to connections between neighbourhoods to the north of it, and commercial and recreation areas to the south, particularly for pedestrians and other forms of active transportation. Measures to improve the visual amenity and pedestrian comfort and accessibility of this street and cross connections are needed.



2.2.3 Economic Prosperity

Paradise is fortunate to have a significant commercial and industrial land base, strategically located within the region with access to the regional and provincial road network, the Port of St. John's and the St. John's International Airport.

The Town's Economic Development Strategy (2015) identifies a number of actions the Town will need to take to promote economic development. These include (among other things):

- Promoting strategic business and residential growth;
- Fostering a strong local sense of place and community quality of life; and
- Diversifying the local economy and business composition.

A key strategy for economic development is to encourage retail developments in mixed-use areas close to civic amenities and housing at densities that will sustain commercial enterprise.

Industrial and commercial areas should be developed in a manner that ensures the "highest and best use" of lands, and development of office space to attract the professional, scientific and technical services sectors. Reserving lands for commercial "nodes" around key intersections will provide opportunities for new business investment and local job creation.

People in Paradise want more services and amenities closer to where they live. The pursuit of "complete" neighbourhoods means identifying sites for neighbourhood scale commercial uses to service existing neighbourhoods, and planning for small commercial sites within future development areas.

Traditional retail and highway commercial uses developed along Topsail Road. Topsail Road, as the main thoroughfare – and gateway to Paradise, would benefit from upgrading to include streetscaping, improved pedestrian and other active transportation infrastructure, landscaping and design guidelines for new development. An attractive streetscape will assist local business and encourage additional investment along this busy traffic route.

2.2.4 Environmental Quality

Public consultations on the Plan indicate that residents value walkability and availability of parks, open space and natural areas. The challenge for the Town will be to continue to work towards an interconnected system of natural areas, the

protection and enhancement of valuable wetlands, waterways for their ecological functions, opportunities for passive recreation and community amenity value. An emphasis on environmental protection will mean greater attention to the management of stormwater, ensuring adequate separations and buffers between urban development and natural features, and greater consideration of environmentally sensitive areas in new plans for development.

2.2.5 Investment in Transportation and Services

Highly interconnected street networks contribute to better traffic flow to and from collector streets and arterial roads. As Paradise has grown, traffic congestion has increased and in some parts of the community, roads will soon reach or exceed their design capacity. This in turn will limit the amount of new development that can be accommodated. The Town is continuing to upgrade streets and intersections to improve traffic flow. An extension of Kenmount Road to provide a connection to the regional road network at the Manuels Access Road (Route 2) will help to provide additional travel options for the Town's commuters.

The pace of growth in Paradise requires infrastructure to support it. In various areas of the Town, infrastructure is at capacity and will require upgrading to accommodate further development.

The Town faces challenges in the management of stormwater. In some areas, the stormwater drainage system is inadequate to handle stormwater volumes. With more frequent and intense storms anticipated in the future, addressing these challenges is a priority. The Town is currently implementing a Stormwater Management Plan to increase capacity in the stormwater system. The Plan addresses this issue by requiring greater attention to stormwater management in the design and construction of new developments and by limiting development in some areas.

Water is provided through the Regional Water Board. Within the Town, upgrades are required in the distribution system to ensure adequate pressures and fire flows. Similarly, some sewers are at or near capacity and need to be upgraded to accommodate new development, particularly in the central area of the community and the growing industrial area.

2.2.6 Regional cooperation

Paradise is an active partner with the fourteen municipalities of the Northeast Avalon Region, working cooperatively to address regional and inter-municipal issues such as transportation, solid waste, water and stormwater management. Within the regional context, Paradise will continue to participate in regional initiatives that benefit the Town and the broader region.

2.3 Growth Strategy

The strategy for growth and development of the Town over the next decade is one of community building – in which Paradise continues to evolve from that of a largely bedroom community, to a community in its own right – where people have a strong sense of identity and attachment to their neighbourhoods and Town, with access to the things they need.






To achieve this, growth will be directed as follows:

- Focus on achieving build-out of areas to the south of Topsail Road – with mixed-use neighbourhoods offering a variety of housing options close to jobs and services in planned developments west of Octagon Pond.
- Create a focus for the community in the area between Topsail Road, McNamara Drive, Kenmount Road and Karwood Drive as the centre for retail, recreation, civic use and housing. This area is the focus for jobs and growth, supported by higher density housing, recreational amenities and public institutions. The Town will continue to make investment in amenities in this area to create a central community focus or “hub”.
- Focus on infill subdivision development north of Topsail Road, primarily with single-detached dwelling developments, but with options for designs that incorporate small, multiple unit housing forms – good quality urban design, street connectivity, parks and open spaces, with local commercial services in appropriate locations.
- Development will expand northward, but only as build out to the south is completed. New areas will be opened up as demand warrants, and in a manner that extends growth northward in a progressive, sequential manner. In some areas, significant upgrading in the stormwater system will be required before development can proceed. Low density residential infill development along existing streets will continue to occur.

- The areas of Topsail Pond, Three Island Pond and Topsail Bluff will continue to provide rural residential living environments. These areas are not included in the Town's plans for water and sewer servicing. Development will continue to consist of large residential lots, designed to preserve tree cover and water quality in ponds and watercourses through conservation design development.
- Focus on Topsail Road as a Main Street by improving pedestrian access and comfort, visual amenity through streetscaping and implementing urban design guidelines for new development and redevelopment of existing properties.
- A greater emphasis will be placed on managing development to protect and restore the ecological integrity of natural systems of waterways, wetlands, ponds, and coastline as important features of a healthy community.

This strategy is illustrated in Figure 2 on the following page.

LEGEND

-  Municipal Boundary
-  Key Intersection
-  Commercial Node
-  Park / Open Space
-  Major Transportation Thoroughfare

TOWN OF PARADISE MUNICIPAL PLAN

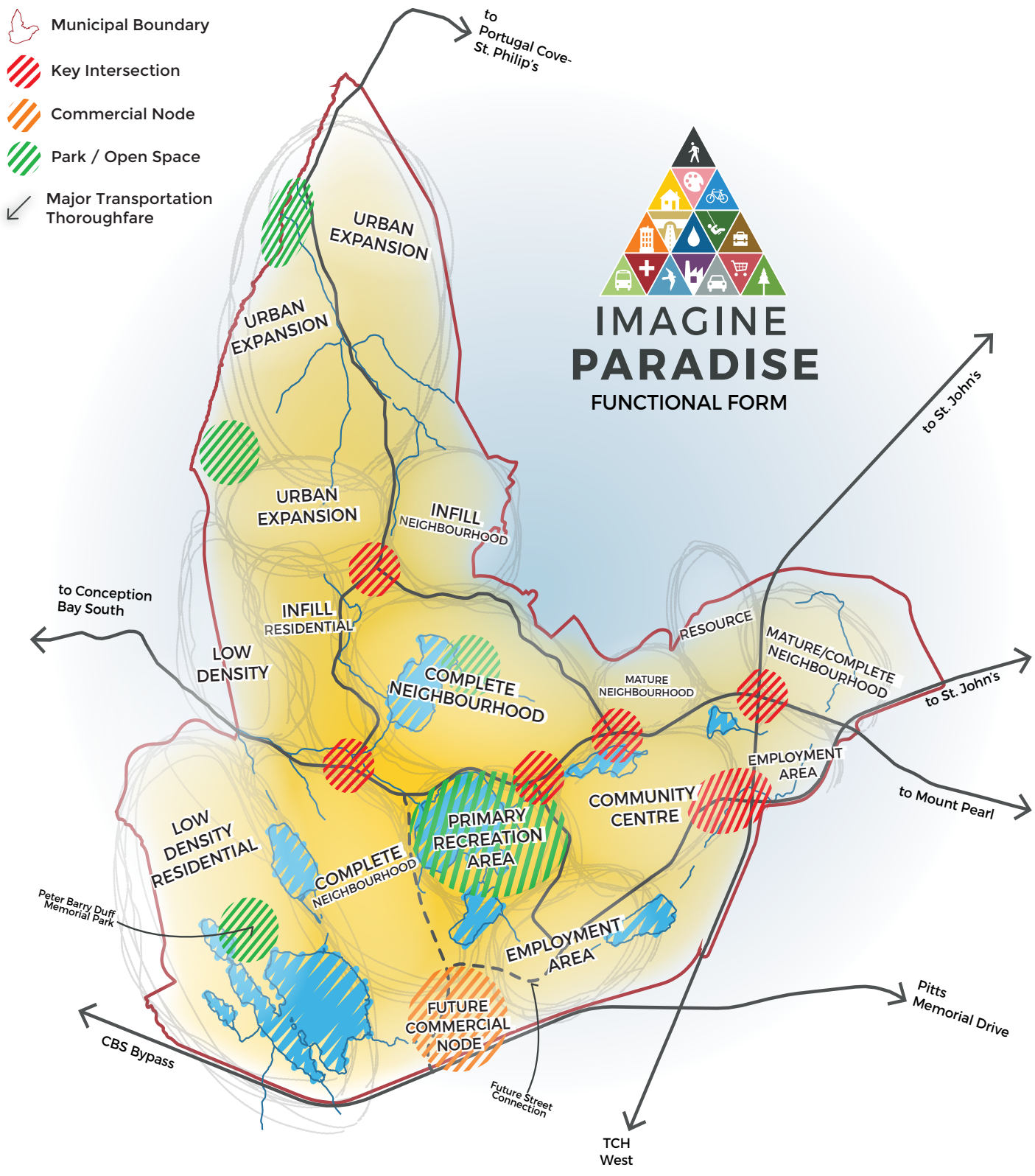


Figure 2. The strategy for growth and development of the Town over the next decade.





3: HEALTHY, LIVABLE NEIGHBOURHOODS

GOAL

1. A community of well-planned, liveable neighbourhoods with a variety of housing options, designed to encourage active, healthy lifestyles, and services necessary for liveability.

Communities that are sustainable have well-designed neighbourhoods in which people have access to housing, local shops and services and quality public spaces that include parks and natural areas. Such communities recognize and celebrate diversity of people of different ages, abilities and circumstances, and enable creation of housing to suit a variety of needs. Paradise is attracting young families who are moving into new neighbourhoods. In order to retain these families, it will be important to have various forms of housing that enable people to continue to live in Paradise as their housing needs change over their lifetime.

To achieve this, policies of the Plan support forms of housing that include smaller residential units integrated into developing residential areas and in identified residential and commercial mixed-use areas.

Strategic Objectives:

- Establish a community structure that is sustainable over the long term.
- Support contiguous development and infrastructure in order to accommodate growth in an orderly and economical fashion.
- Increase access to affordable housing through provisions of diverse housing forms and tenure types.
- Create well-designed mixed-use developments in appropriate locations that provide housing, services and employment.

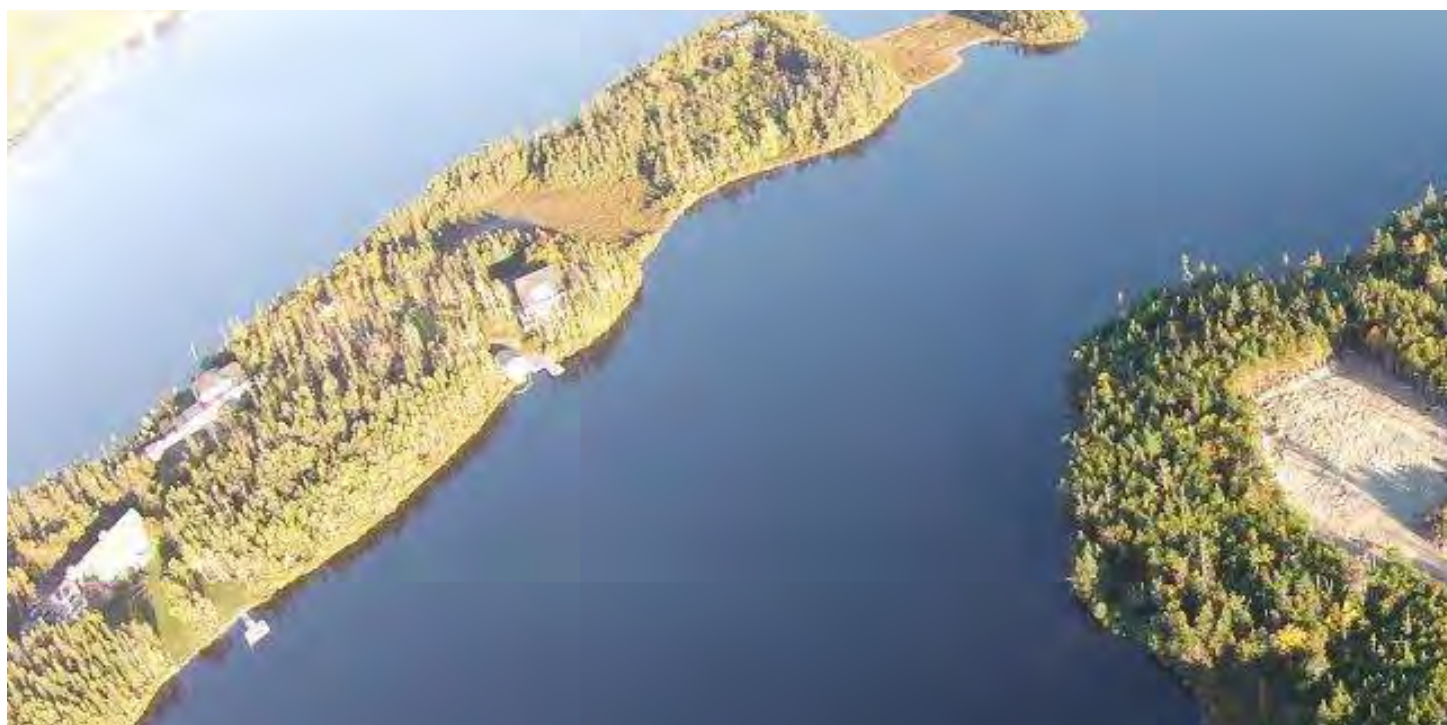
- Prioritize new development in core areas and where there are opportunities for infill before expanding outward.
- Develop incentives for housing that incorporate water and energy efficiency.
- Increase access to healthy foods in all neighbourhoods by improving community-scale food infrastructure and services.

3.1 Community Structure

Policy

Through the Municipal Plan, Council will achieve the Growth Strategy set out in Section 2.3 of this Plan by:

1. Placing priority on planned, mixed-use residential development south of Topsail Road and west of Octagon Pond.
2. Designating lands between Topsail Road, McNamara Drive, Kenmount Road and Karwood Drive as the centre for retail, recreation, civic use and housing.
3. Encouraging the continuation of suburban development around Adams Pond and areas where infill residential subdivision development is possible north of Topsail Road.
4. Providing for future suburban growth of the Picco Ridge area in accordance with a Comprehensive Development Plan.



5. Reserving undeveloped lands in the northern area to the east and west of St. Thomas Line for future serviced growth and urban development as lands to the south are built out and additional residential lands are needed. Residential infill, along existing streets will continue in this area.
6. Designating areas of Topsail Pond, Three Island Pond and Topsail Bluff as unserviced rural residential areas where water and sewer servicing is not planned.
7. Improving the street network by extending Kenmount Road and planning for a new access to the Manuels Access Road, and creating opportunities for commercial and industrial development in this area.
8. Designating natural areas around the ponds, waterways and wetlands, and hilltop ridges for open space and conservation.

3.2 Developing Planned Neighbourhoods

3.2.1 Neighbourhoods West of Octagon and Rocky Ponds

Lands west of Octagon and Rocky Ponds are currently being developed as a new, complete neighbourhood in accordance with an approved concept plan. The original concept has been altered with the construction of an elementary school in this area, and further revisions have been made in response to topography, servicing and street connections.



Policy

It is the policy of Council that development in the area immediately west of Octagon and Rocky Pond will:

1. Be developed to provide a mix of forms of housing, generally in accordance with the approved concept plan. The mix of housing may vary, but shall be included within street blocks, with higher density forms placed near open spaces and neighbourhood commercial nodes.
2. Include a collector street that provides access between Topsail Road and the planned extension of Kenmount Road and a new interchange to the Manuels Access Road.
3. Preserve the recreational nature of Octagon Pond by retaining natural separation buffers between proposed development and the ponds. New development shall retain natural tree cover where possible, and sites and buildings designed to minimize visual impact of development near the ponds.

3.2.2 Infill Subdivisions

Policy

1. Proposed residential subdivision development north of Topsail Road will be designed to be integrated with existing development, connecting to existing streets, trails and open spaces where possible, and preserving natural features such as streams, and wetlands. Council may require separation buffers or a transition of housing form and density to minimize impacts on existing residential neighbourhoods.

3.2.3 Picco Ridge

The area of Picco Ridge has been identified for urban expansion.

Policy

It shall be a policy of Council that:

1. Picco Ridge will be developed as a comprehensive neighbourhood development that integrates a diversity of housing options including low and mid-density and multi-unit housing, as well as mixed-use building forms. The development will be planned so that public open spaces and neighborhood services are within walking distance from most homes in accordance with the principles and general layout of a



comprehensive development plan prepared for the area and attached to this Plan as Appendix C.

2. The new neighbourhood will be developed with respect to sensitive environmental features to ensure that ecological systems are not negatively affected by the development.
3. The concept development plan may be modified without amendment to this Plan to accommodate stormwater management infrastructure in accordance with the Town's engineering requirements.

3.2.4 Rural Residential Subdivisions

Policies

1. Development in the Topsail Pond-Three Island Pond area shall preserve the rural residential nature of this area, incorporating conservation principles into the design of new subdivisions to retain the rural residential character of this area.
2. Rural residential subdivision development along the Topsail Bluff area will be setback from the edge of the bluff. Dwellings will be designed and sited to preserve tree cover and be integrated into the landscape.

3.3 Established Residential Neighbourhoods

The Town of Paradise has a number of older, established neighbourhoods. Development has spread out from the earliest development at Elizabeth Park, the traditional rural residential areas in and around Topsail Pond and Three Island Pond and subdivisions off Paradise Road and St. Thomas Line. Newer areas around Adams and Neils Pond, continue to grow.

The challenge, particularly in older, more established neighbourhoods, is to ensure that new development blends in with development in these areas. Whether this is in the form of infill lots created as older streets are serviced with water and sewer services; as small, infill subdivisions between existing developed streets; as comprehensive residential developments at the edges, or redevelopment of commercial areas - all have potential to impact established residential neighbourhoods.

It is also recognized that over time, neighbourhoods mature, as households age their needs change. Enabling people to age in place, may require modifications to homes and redevelopment of neighbourhood parks and playgrounds to reflect changed circumstances.



Policies

1. Recognize the character of existing, established residential neighbourhoods and ensure that where infill development is possible, that it blends in well with the built form of the neighbourhood.
2. Ensure that there is an appropriate transition in intensity, use and form of development between existing neighbourhoods of predominantly single-detached dwellings and proposed multi-unit residential, mixed-use or commercial development.
3. Provide for modifications to single-detached dwellings to create smaller living units, in a manner that preserves neighbourhood appearance.
4. Incorporate Universal Design principles into redevelopment of parks and public spaces so that they are accessible to people of all ages and abilities.

3.4 Central Community Core

A community mixed-use area is emerging to the south of Topsail Road, bound generally by McNamara Drive, Karwood Drive and Kenmount Road. It contains significant community recreation lands and facilities, the Town Hall, higher density residential development, and lands zoned for commercial development. It also includes the property on the western corner of Topsail Road and McNamara Drive that is a prime re-development site.

The objective for this area is to evolve into a dynamic focal point for the Community, characterized by a variety of housing retail and services, parks, recreation and civic amenities, with quality urban design exhibited in buildings, landscaping and streets.

Policy

This area has been identified as the community centre mixed-use area. Within this area it shall be a policy of Council to:

1. Focus development of Town cultural, recreational and educational facilities.
2. Provide for a mix of public and commercial uses and activities that are within a five minute walk of surrounding residential neighbourhoods.
3. Provide for a greater choice in housing forms and tenures, as well as mixed-use commercial and residential buildings.
4. Place priority for development on walkability, amenity, quality urban design and linkages to and within the area.

3.5 Adequacy of Servicing

The Town has undertaken a number of studies that identify the capacity of existing roads, water, sewer and stormwater systems to accommodate additional development. It also continues to upgrade and increase capacity to meet the demands of the growing community.

Policy

In reviewing proposals for development, the Town shall take into consideration the issues and recommendations of other infrastructure plans and studies, and may, notwithstanding the conformity of proposed development with this Plan and the Development Regulations, refuse a development where there is insufficient capacity in the street network, water, wastewater, or stormwater systems to accommodate it.

3.6 Housing Choice

Housing that is adequate and affordable is a fundamental component of the quality of life in a community. Communities that have few housing options limit their ability to attract families or keep those whose needs change over time. Through the policies of this Plan and its implementation, the Town will provide opportunities for a greater variety of housing to be built that will accommodate the changing needs of current and future residents.

3.6.1 Variety of Housing Forms

Policy

1. Ensure sufficient lands are available to support a range of living environments and choice of housing and tenures. These include:
 - (a) rural residential areas where single dwellings are the primary housing form;
 - (b) compact serviced neighbourhoods, predominantly single and semi-detached dwellings;
 - (c) larger multi-unit developments in select locations and near major traffic corridors;
 - (d) a variety of housing types as part of planned, mixed-use residential and commercial developments.

3.6.2 Affordable Housing

Housing affordability is key to a community's social and economic health. The Canada Mortgage and Housing Corporation defines affordable housing as housing that meets the needs of a variety of households in the low to moderate income range. Housing that is affordable, typically costs less than 30% of before-tax household income with shelter costs including the following:

- For renters: rent and any payments for electricity, fuel, water and other municipal services; and
- For owners: mortgage payments (principal and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services.

Policy

Council is committed to improving the affordability of housing in Paradise over the planning period by:

1. Encouraging new development and infill redevelopment to incorporate affordable housing that is visually indistinguishable from market housing;
2. Reviewing the potential of acquiring and using surplus public lands, to accommodate the development of long-term affordable housing units;
3. Working with the Newfoundland and Labrador Housing Corporation, developers and community partners to facilitate construction of affordable housing units;
4. Providing density bonuses where affordable housing units are incorporated into housing projects; and
5. Developing and implementing a program of reduced permit fees or other incentives to encourage projects that include affordable units in the Town.

3.7 Food and Urban Agriculture

Access to healthy foods is becoming an increasingly important element of community design and liveability. In Paradise, this means providing space for stores that sell food close to where people live, and opportunities for people to grow, sell and purchase seasonal fresh produce.

Policies

1. Collaborate with neighbourhoods, landowners and other organizations to identify potential areas to develop temporary or permanent urban agriculture activities such as community gardens, farmers markets or small supermarkets.
2. Require provision of neighbourhood commercial sites at key intersections and locations in new development areas where small grocery stores and food shops will be permitted.
3. Encourage local food production by working with property owners to prevent conversion of agricultural properties to urban land uses.
4. Include provisions for community gardens in public parks and open spaces where appropriate.
5. Establish guidelines to encourage the integrating of urban agriculture into public realm and private developments.

3.8 Childcare and Eldercare Services

In today's society, the care of children and the elderly is increasingly needed to support working families. Age-friendly communities provide services and facilities for people of all ages.

Policies

1. Accommodate childcare services in appropriate locations within residential neighbourhoods and workplace contexts.
2. Accommodate eldercare in the form of adult daycares in appropriate locations in residential and mixed-use areas.
3. Support development of supportive housing and continuous care facilities for the elderly.
4. Childcare uses and Assisted Living Residential Complexes are considered appropriate uses in the Residential and Commercial land use designations of this Plan as indicated in the use zones set out in the Development Regulations.





4: QUALITY, CONNECTED DESIGN

GOALS

1. Improve the health and liveability of Paradise.
2. Improve the safety and security of the Town.
3. Increase connections between neighbours, neighbourhoods, parks, education and services.
4. Achieve a high level of accessibility for all people within the Town.

Historically, the Town has evolved as one where people rely on travel by car for most daily activities. Today however, more and more people are demanding greater walkability - for recreation, active transportation, and personal wellness. Yet not everyone has the same level of mobility. Policies of the Plan are designed to improve opportunities for active transportation throughout Paradise.

A well-designed community that is attractive to residents and visitors contributes to a greater sense of community identity.

Strategic Objectives:

- Achieve a high quality of urban design throughout the Town.
- Encourage Universal Design in buildings and developments to facilitate aging in place in Paradise.
- Enhance neighbourhood walkability.
- Enhance connectivity with efficient and safe networks.
- Make active transportation convenient and safe.

4.1 Town-Wide Community Design

The design of sites, buildings, landscaping and their relationship to the street can have a significant impact on how a community looks and feels. Design guidelines are useful in providing guidance on the expectations a community has for how sites and buildings are designed and constructed.

Policies

1. Design and development of residential, commercial, industrial and mixed-use sites shall be in accordance with Urban Design Guidelines established for the Town of Paradise.
2. The Town will revise its requirements for streets in new developments to be constructed in accordance with Urban Design Guidelines for local and collector streets.
3. Council will develop a policy for Complete Streets to be applied to municipal capital works projects where appropriate.

A Complete Street is one that is designed for all ages, abilities, and modes of travel. On Complete Streets, safe and comfortable access for pedestrian, bicycles, transit users and the mobility-impaired is not an afterthought, but an integral planning feature. A Complete Street policy ensures that transportation planners and engineers consistently design and operate the entire street network for all road users, not only motorists.
Toronto Centre for Active Transportation.



4.2 Universal Design

An inclusive community is one that recognizes that people have a variety of different abilities, strengths, heights, etc., and that this should not exclude or segregate anyone from living in and participating in community life and accessing and using municipal services.

Universal Design is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design.

Universal design seeks to create products and environments that are usable by the broadest spectrum of the population, regardless of age or physical differences.

Policy

Council is committed to improving community design to accommodate a wide range of people, regardless of age or ability by:

1. Ensuring that new civic buildings, streets, sidewalks, parks, products, services and programs are designed to be useable by a wide range of citizens;
2. Working with community partners to identify barriers to accessibility in public buildings and spaces and measures to improve accessibility;
3. Incorporating principles of Universal Design in the requirements for, and review of, new residential and commercial subdivision developments;
4. Developing and implementing a program to recognize builders and developers that incorporate Universal Design in the construction and renovation of housing other buildings.

4.3 Neighbourhood Walkability

A highly interconnected street network improves the walkability of communities as well as the flow of vehicular traffic. Over the planning period, Council will work to increase connectivity of the street network as a means of achieving greater walkability.

Policy

It shall be a policy of Council to manage development in a manner that results in an increase in the Connectivity Index of Paradise from 1.3 to 1.5 over the Planning period by:

1. Limiting the use of cul-de-sac streets in new developments wherever possible;

Paradise has a **connectivity index**, of 1.3 - calculated by dividing the total number of street segments (street lengths between intersections) by the number of street intersections and dead-ends. A score of 1.4 is the suggested minimum needed for a walkable community.



2. Using opportunities for reducing the number of dead-end streets as infill subdivision developments are proposed;
3. Limiting block length in new developments to facilitate greater street connectivity.

4.4 Neighbourhood Amenity Space

Parks, open spaces and natural areas are integral to the liveability of communities, and contribute to the health and well-being of residents. As Paradise has grown, parks and public spaces have been identified in new subdivision developments, and in reserved areas around ponds. The Town is committed to improving the availability of neighbourhood parks, and public spaces in mixed-use and commercial areas over the planning period.

Policy

Council will ensure that neighbourhoods are designed to include high quality and well-designed neighbourhood parks and public spaces by:

1. Creating a Parks and Open Space Master Plan that identifies a hierarchy of parks and public spaces in the Town around which urban development can be planned and integrated.
2. Creating a high quality park and open-space system that links neighbourhoods, public parks, recreation facilities and areas for commerce and employment.
3. Ensuring that the open space system is accessible to all citizens and levels of mobility wherever possible.



- 4. Ensuring that plans for new development areas include a hierarchy of parks and public spaces connected to adjacent neighbourhoods by pathways and streets.
- 5. Ensuring that mixed-use developments include public spaces that are comfortable, accessible and designed to encourage social interaction.

4.4.1 Acquisition of Open Space Lands

Policies

- 1. Acquire, through the development approval process, lands required for public open space.
- 2. Where a development is proposed in an area that is served by, or planned to be served by, a park or open space that is located outside the proposed development, Council may accept a cash in lieu of land contribution to be used to acquire or develop the identified park or open space lands.

4.4.2 Trails and Pathways

Policies

- 1. Recognize and protect the Town’s system of pathways and trails, including the Grand Concourse, the East Coast Trail, and the Newfoundland T’Railway as part of the Town’s open space trailway system.





2. Ensure that new development supports the trail system, by providing appropriate separation distances and buffers and, where possible, connections to it.
3. Place a priority on pedestrian connectivity to trails, parks and services, in the review of development plans for residential subdivision, commercial, industrial and public use developments.

4.5 Street Design

Standards for street design have been in place in Paradise for many years. With greater interest in active transportation, many municipalities are changing their design standards to meet the needs of all users. This means designing new streets and using opportunities presented when streets require rehabilitation or upgrading to address pedestrian and cyclist mobility, safety and comfort, as well as vehicular movement.

Policy

It shall be a policy of Council to ensure that streets are designed to maximize connectivity, amenity space and safety for pedestrians and cyclists, private vehicles and emergency response services.

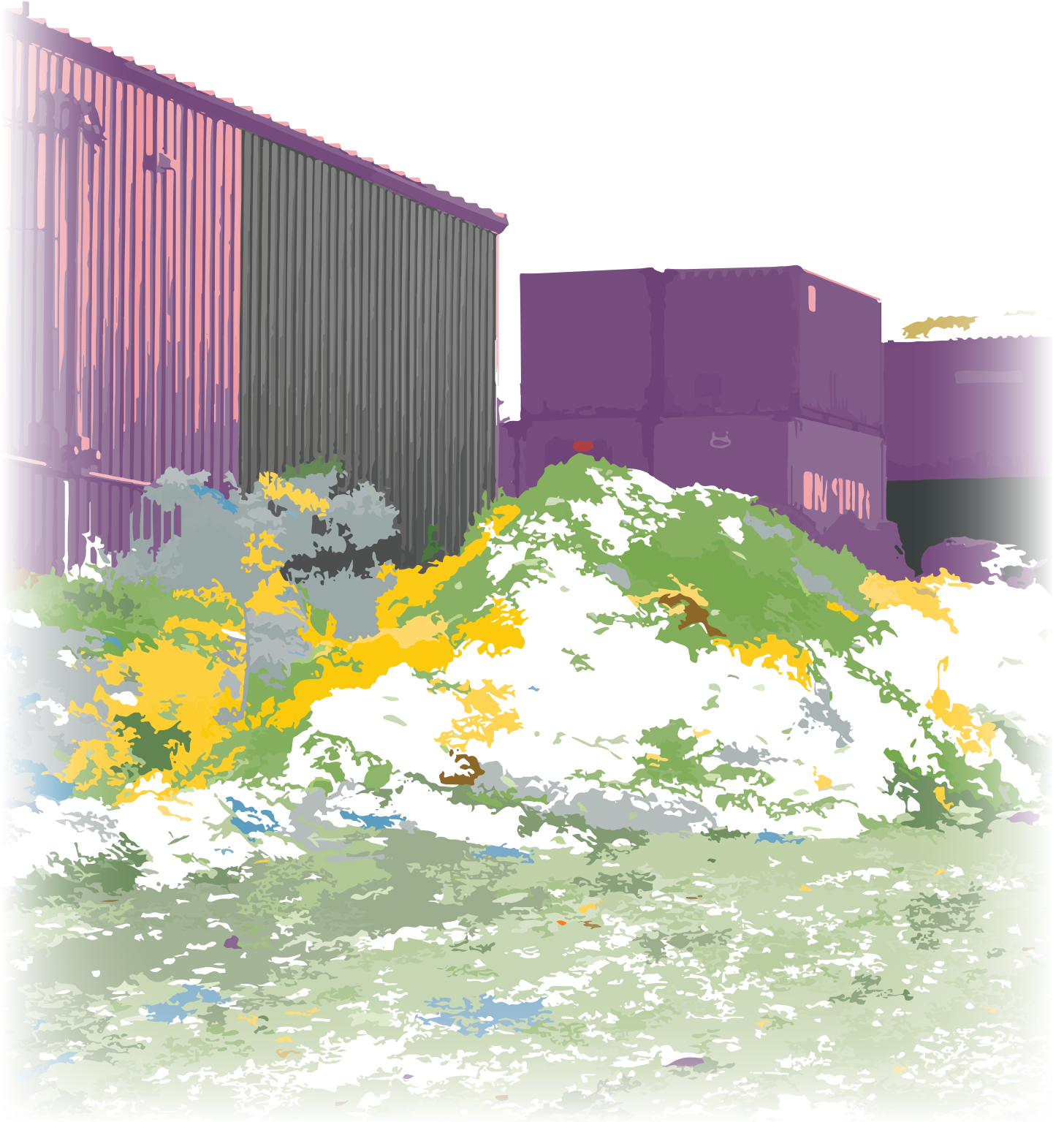
4.6 Siting of Public Buildings

The siting and construction of schools and other public buildings can contribute to the desirability of neighbourhoods and the sustainability of commercial districts.

Policies

1. It shall be a policy of the Town to work with the English School District to identify suitable sites for an intermediate and senior high school within the area designated Community Centre Area on the Future Land Use Map.
2. The selection of school sites shall be consistent with the following criteria:
 - (a) They are strategically located so as to achieve provincial policy objectives related to student health, increasing physical activity and accessibility; as well as municipal objectives of complete neighbourhoods, reducing vehicular trips, access to recreation and support for economic development;
 - (b) Are of sufficient size to facilitate future expansion if required;
 - (c) Located so as to facilitate the shared use of sports, recreation and other facilities.
3. New municipal facilities shall be:
 - (a) Sited in a manner that is consistent with the goals and objectives of this Plan; and
 - (b) Incorporate principles of health, wellness and energy efficiency into site and building design.
4. The Town shall work with government partners and other agencies to ensure that public facilities such as libraries, cultural centres and government services are placed within the Community in a manner that contributes to achieving the strategic objectives of this Plan.







5: ECONOMIC PROSPERITY

GOAL

1. Strengthen the local economy by creating opportunities for commerce.

Paradise has seen rapid expansion in industrial development in the area of Kenmount Road around Bremigens Pond. With a planned extension of Kenmount Road to the Manuels Access Road additional lands will be available for new investment. As the population has increased, there has been expansion in the retail and service sectors.

The Town's Economic Development Strategy identified a need to encourage the retail and service sectors in key areas - along Topsail Road as the main thoroughfare in the Town, in an identified commercial core area at the intersection of Karwood Drive and Kenmount Road, and in smaller commercial centres close to neighbourhoods, to provide local goods and services.

The Strategy also identified a need to create a unique identity as a means of attracting new residents and greater business investment. Community building in the form of an inviting commercial main street, supporting arts and culture and an improved wayfinding system are recommended to contribute to a stronger sense of community identity.

Strategic Objectives

- Diversify the local economy by creating opportunities for business investment;
- Expand the industrial land base;
- Create an inviting commercial district on Main Street, Topsail Road;
- Reserve lands at key intersections for commercial mixed-use development;

- Invest in arts and culture to foster a sense of community identity and belonging;
- Improve community wayfinding;
- Promote redevelopment of vacant and underutilized commercial and industrial sites; and
- Ensure that development has a net fiscal benefit to the Town.

5.1 Economic Diversification

Policy

The Town will promote economic development by:

1. Designating lands for industrial, commercial and institutional uses to meet long term community needs.
2. Ensuring that the necessary infrastructure is in place to support economic development.
3. Recognize the importance that institutional and office sectors play in economic development by providing for them to be located in appropriate commercial mixed-use areas.

5.2 Industrial Lands

Policies

1. Designate lands for light and general industry in appropriate locations close to major transportation thoroughfares and key intersections.



2. Designate lands for industrial and commercial development along a planned extension of Kenmount Road to a new access with the Manuels Access Road (Route 2).
3. Provide for a range of industrial, commercial and office uses in identified industrial areas.

5.3 Highest and Best Use

Policy

Ensure that lands within areas identified for industrial and commercial use are developed in a manner that maximizes the use of land by:

1. Encouraging development of multi-storey buildings with a high percentage of lot coverage to locate around key intersections and along major thoroughfares or collector streets.
2. Providing for uses that require large areas for outdoor storage:
 - (a) In areas located away from high-profile intersections; or
 - (b) Where they are located in high profile areas, that they are designed and built in a manner that will facilitate future redevelopment.
3. Encourage, in appropriate locations, mixed-use commercial and industrial developments.





5.4 Retail and Service Space

Policies

1. Provide for neighbourhood commercial sites in new development areas and plan for appropriate residential densities that will sustain retail and service uses.
2. Identify lands for neighbourhood commercial nodes at or near key intersections located at:
 - (a) Topsail Road/Paradise Road;
 - (b) Topsail Road/St. Thomas Line;
 - (c) St. Thomas Line/Paradise Road;
 - (d) Topsail Road/ McNamara Road;
 - (e) Karwood Drive/Kenmount Road.
3. Designate lands around the proposed extension of Kenmount Road and a new collector street from the planned residential neighbourhood development west of Octagon Pond for a future commercial centre.
4. Encourage redevelopment of underutilized single-use, single storey retail and service sites.

5.5 Home-Based Business

The Town recognizes the importance of supporting new business startups which often grow out of very small-scale operations within a dwelling unit, before moving to commercial premises as the business grows. Within residential areas, such uses can be encouraged without creating conflict by limiting the size, type and nature of business ventures.

Policies

1. The Town will support economic development in Paradise by providing opportunities for businesses to establish and operate in a residential dwelling in accordance with standards set out in the Development Regulations.



- 2. Home offices will be permitted in any dwelling unit in the planning area. Other Home-Based Businesses, including Bed and Breakfast establishments may be considered on residential properties in appropriate residential and commercial land use zones as set out in the Development Regulations.

5.6 Mainstreet Redevelopment Plan

The eastern portion of Topsail Road to the Kenmount Road overpass, is a significant commercial area that is also a gateway into the Town. Commerce in this area will benefit from improved streetscaping that improves traffic flow, pedestrian safety, access and visual appearance.

Policy

Council will develop and implement a Mainstreet Improvement Plan for Topsail Road between the Town Boundary with the City of Mount Pearl to McNamara Drive to improve the visual appearance of the street, safety and pedestrian comfort, and identify opportunities for additional commercial development.

5.7 Arts, Culture and Tourism

Policies

- 1. Encourage and support arts and culture in the community by planning cultural and recreational facilities in a manner that can accommodate a variety of arts and cultural events and activities.
- 2. Explore the establishment of a Community Library within the Community Centre area, as part of a mixed-use development, school or other public facility.
- 3. Promote tourism in the community in accordance with the Town’s Economic Development Strategy.

5.8 Public Art

Integrating art into the design of public spaces will enhance the Town's attractiveness to residents, tourists and investors, and increase public awareness and appreciation of the arts. It is also a means to stimulate the growth of arts and arts-related business in Paradise.

Policy

It shall be a policy of the Town to:

1. Allocate a portion of the construction budget of qualifying publicly accessible Town projects for the procurement of permanent public art for public display.
2. Solicit the private sector to procure public art for public display on private property or to contribute to public art for display on Town-owned property.
3. Develop an Arts Plan that addresses the means of acquiring public art, identifies sites for display, and potential partnerships, that foster and enhance the arts in Paradise.

5.9 Signage and Wayfinding

Signage is an important but often overlooked aspect of communities. The design, quality, placement and density of signage can enhance or detract from a community's appearance. Directional signs help us find our way around, and locate products and services that we seek. As the Town has grown, being able to locate neighbourhoods, parks and services becomes more important, particularly for visitors and commerce. Used effectively, a good wayfinding system can highlight specific districts, amenities and neighbourhoods in a manner that makes them identifiable and easy to locate.



Policies

1. Ensure that signage is designed, constructed and placed in a manner that enhances wayfinding, safety, and the visual appearance of the Town.
2. Develop a consistent signage and wayfinding plan that contributes to community identity by identifying gateways to specific districts, recreation areas and neighbourhoods in the Town.

5.10 Fiscal Impact Analysis

Smart growth maximizes efficient use of municipal infrastructure and minimizes the fiscal impact of ongoing operations and maintenance. As the Town struggles to ensure that infrastructure and services are available to support development, there is a growing need to ensure that the public costs of development do not exceed the benefits.

Policies

1. In considering proposals for development, Council will consider the costs and benefits to the Town and:
 - (a) Support development consistent with this Plan, where it is determined to have a net positive fiscal impact on the Town; and
 - (b) May refuse development that is premature, or that adds unnecessary financial burden to the Town where public costs exceed public benefits.
2. It is Council’s intention to develop tools and baseline data that will enable an assessment of the fiscal impact of development proposals.
3. Council will review and revise development cost charges so that they adequately reflect the public costs of development and are fairly and equitably applied.







6: ENVIRONMENTAL QUALITY

GOAL

1. A community where natural environments are protected, and are experienced by and accessible to all.

The ponds and waterways in Paradise are a valued natural asset to the community. Protecting them, enhancing and restoring them where opportunities arise to do so will contribute to a healthy natural environment.

Strategic Objectives

- Protect the hydrologic functions of waterways and wetlands as a critical component of the Town’s stormwater management system.
- Establish a Town-wide parks and open space system that protects and enhances natural heritage, hydrologic functions, biodiversity and visual amenity.
- Improve the Town’s urban forest through best management practices and incorporation of green infrastructure in public spaces and private developments.
- Manage development to reduce risk in hazard areas.
- Maintain and enhance natural features (including landscapes and ecosystems) that contribute to Paradise’s natural environment by protecting them from modification and loss.

6.1 Environmentally Sensitive Areas

Policy

The Town will protect environmentally sensitive areas by identifying, maintaining, and enhancing important elements or features of the natural environment including:

1. Lands and waters that support natural resources (fish populations, vegetation, and woodlands).
2. Ecologically vulnerable lands and waters (coastal areas, riparian lands, lakes, and wetlands).
3. Physically unstable lands (steep slopes, and/or unstable soil, and areas susceptible to flooding).
4. Valuable landscape features (valleys, hills, and ridges, groups of trees, bodies of water).
5. Lands required for storm water management.

6.2 Hilltop Protection

Treed hilltops provide a natural visual amenity in the community. With the pace of development over the past decade, some of these areas have been developed, and these landscape features lost. A visually exposed ridgeline is one that is visible against the sky when viewed from public roads from a distance. Over the next decade, treed hilltops and ridgelines should be preserved as a landscape feature of the community.



Policy

It shall be a policy of Council to:

1. Designate significant hilltops for natural open space and ensure that development is carried out in a manner that achieves a relatively undeveloped character within or near identified ridgelines and hilltops.
2. Ensure that development sites and buildings are designed to respond to the topography of the land.
3. Ensure that site disturbances, including significant earthworks are minimized, managed and revegetated to reduce erosion wherever possible.
4. Assess the visual impact of proposed development on treed hilltops and ridgelines.

6.3 Restoring Ecological Integrity of Waterways

Ponds, waterways and wetlands provide many benefits to communities, from their value in supporting fish and wildlife, handling stormwater, and for their amenity value and recreation. The pace at which the Town has grown, has resulted in interruptions to some of the waterway systems.

The ponds in Paradise have always been a focus for recreation and leisure. As the Town gets built up, there is a need to ensure public access to pond shorelines is retained and enhanced as an important component of the Town's natural areas and open space system.



Policy

Over the Planning period, it shall be a policy of Council to:

1. Identify opportunities to restore the natural system of waterways in the Town as part of the preparation of an Open Space Master Plan.
2. Initiate, with local and regional partners, projects to restore streams and wetlands that have been displaced by development over time and identified in the Open Space Master Plan.
3. Make the protection and restoration of natural systems a priority when considering municipal capital works projects.
4. Make the protection and restoration of natural systems a priority when reviewing and approving proposals for development.



6.3.1 Bremigens Pond Enhancement

Policies

1. Assess the area around Bremigens Pond and its associated wetlands and implement measures to enhance the natural environment of this area.
2. Take measures to ensure that Bremigens Pond, and its associated wetlands are preserved as a natural feature of continued commercial and industrial development by ensuring that industrial and commercial developments that back onto it to integrate the water feature into the design of rear lots using appropriate grading and landscaping.

6.3.2 Neil’s Pond Enhancement

Policy

1. Undertake a planning study to identify opportunities to improve natural vegetation, drainage and other features along the Neil’s Pond trails, particularly on properties that back onto the T’Railway. Ensure that development is designed to protect the pond and enhance the T’Railway system.

6.3.3 Adam’s Pond Enhancement

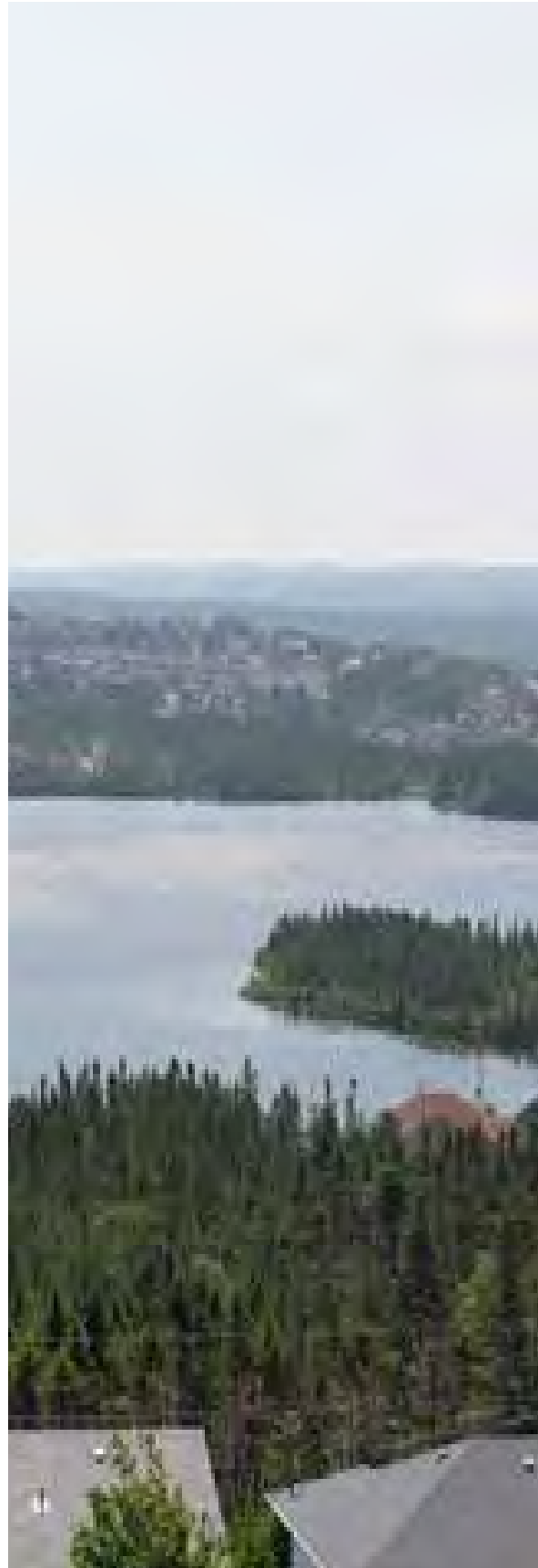
Policies

1. Reserve the shoreline around Adam’s Pond as a natural area for public use and amenity.
2. Ensure that development around the pond is designed to provide access to the reserve area as part of the Town’s Open Space system.

6.3.4 Topsail Pond/Three Island Pond

Policies

1. Manage development in the area of Topsail Pond/Three Island Pond in a manner that ensures protection of water quality and retains the rural/recreational nature of this area.
2. Work with property owners to ensure that older septic systems are upgraded or replaced, and where possible, to achieve greater setbacks of such systems from the lake shore.
3. Maximize the retention of tree cover in new developments within the watershed of these ponds through conservation design.



6.3.5 Rocky Pond and Octagon Pond

Policy

1. Protect Octagon and Rocky ponds as assets for community recreation by:
 - (a) Requiring adequate setbacks and natural buffers between new development and the pond reserve. Council may require an assessment of the visual impact of a development to protect the viewscape from walking trails within the shoreline buffers.
 - (b) Ensuring that natural treed/vegetated buffers are retained around the pond shorelines.
 - (c) Ensuring that planned development areas implement measures for control of stormwater runoff to the ponds.

6.4 Water

Managing stormwater in the Town is becoming increasingly important, as development occurs at higher elevations, and we experience more frequent and intense storms. When not properly managed, stormwater can cause damage to properties and carry pollutants to valued waterways.

6.4.1 Stormwater

Policies

1. Ensure that new development in the Town is planned, designed and constructed to adequately manage stormwater in accordance with the Town’s engineering design standards.



2. Development in areas identified in the Town's Stormwater Management Plan as having insufficient capacity in the stormwater system to handle current and predicted future stormwater flows, shall not be permitted unless infrastructure is upgraded.
3. Ensure that development sites have adequate erosion and sediment control measures in place to prevent pollution of the Town's ponds and waterways.
4. Require measures to reduce stormwater runoff in site designs in accordance with the Town's Urban Design Guidelines.
5. When completed, incorporate the recommendations of a Waterford River Floodplain Study into the Municipal Plan and Development Regulations consistent with provincial floodplain policy.

6.4.2 Groundwater

Areas in Topsail Pond/Three Island Pond and Summit Drive rely on groundwater as their source of potable water. As these areas are not planned to be serviced from the municipal water supply system, it is critical that groundwater quality is preserved and that quantity of supply is assured where new development is proposed.

Policies

1. Work with the Water Resources Management Division of the applicable provincial department and other municipalities in the region to develop a regional groundwater model that can



be used to inform land use planning decisions to ensure that groundwater resources are protected.

2. Ensure that private on-site septic systems, where permitted, are properly designed, installed and maintained to protect groundwater supplies.
3. Require an assessment of groundwater quantity and quality where development on the basis of on-site wells is permitted, in accordance with the provincial Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Serviced by Individual Private Wells.

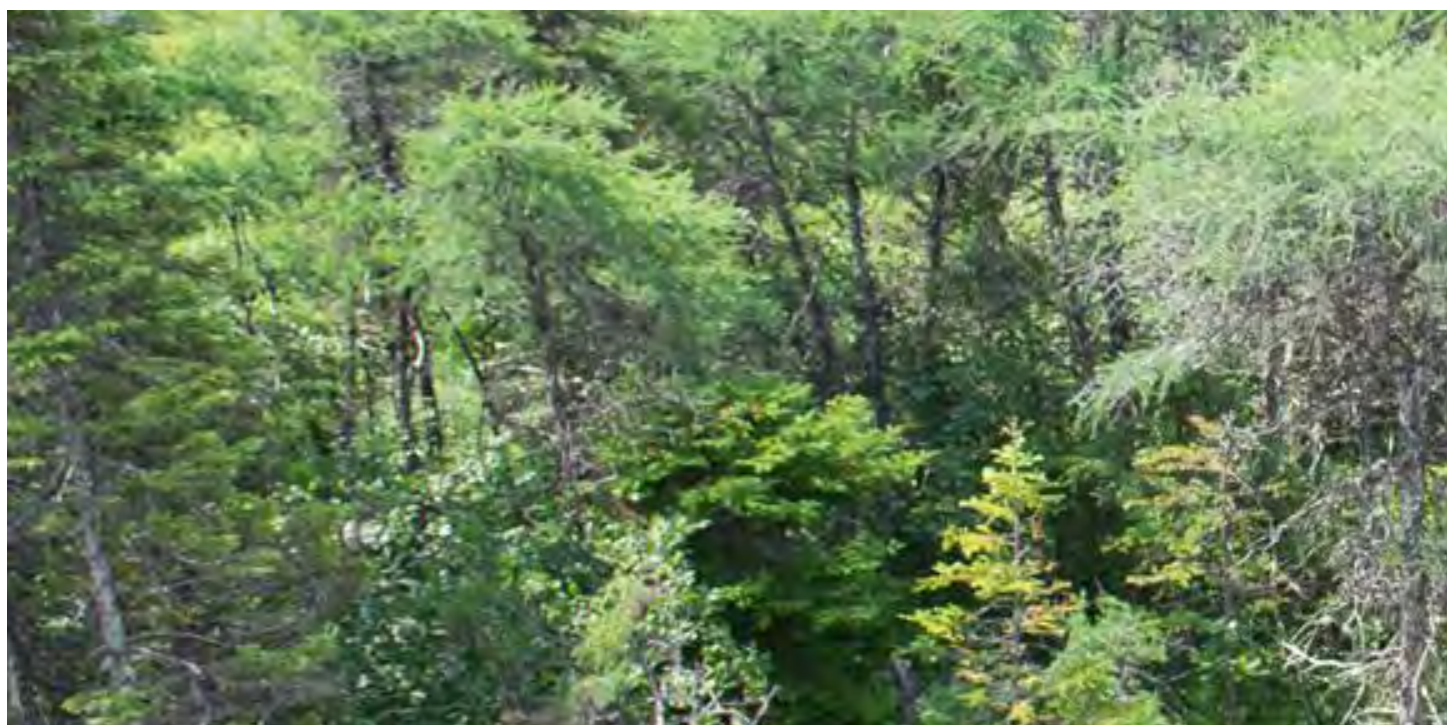
6.5 Hazard Areas

The complex and often rugged topography of the Town presents a challenge for new urban development. With rising land values and fewer suitable sites available, development on more marginal sites is proposed. It is important for the Town to ensure the safety of residents by preventing development in areas where it is not desirable, such as on steep or unstable slopes or in floodplains.

6.5.1 Hazard Lands

Policies

1. Prevent development, particularly in undeveloped rural areas including along coastal cliffs, low lying coastlines, or areas where steep topography make the land unsuitable for development.



2. Where development is proposed in an area identified as a potential hazard, the Town may require a site specific study to determine the level of risk, and acceptable measures to mitigate identified risks.
3. Establish in the Development Regulations setbacks for development that take into consideration the slope of the land, geology, and rates of erosion for development along Topsail Bluff.
4. Develop a program to monitor erosion in the Topsail Bluff area.

6.5.2 Lands Adjoining Bodies of Water and Flood Hazard Areas

Policy

1. Identify and prevent development within the 100-year high water mark and an additional 15m buffer area of ponds, wetlands, rivers, or tributaries of rivers.

6.6 Parks and Open Space System

Policies

1. Develop a Town-wide Open Space Master Plan that incorporates environmentally valuable areas, natural heritage features, coastlines, parks and other open spaces, connected to and accessible to neighbourhoods.





2. Ensure that recreation usage within the open space system is managed to minimize environmental impacts and preserve ecological integrity.
3. Ensure that natural features, including hilltops, are incorporated into the planning and design of proposed development wherever possible.

6.7 Coastline

Policy

Council will pursue the establishment of a public park at Horse Cove Beach as part of the Town's Parks and Open Space system.

6.8 Greening

Policies

1. Enhance the Town's urban forest through tree planting and landscaping on public lands, including trees along streetscapes.
2. Develop landscaping guidelines to ensure quality landscaping in new developments.

6.9 Brownfields

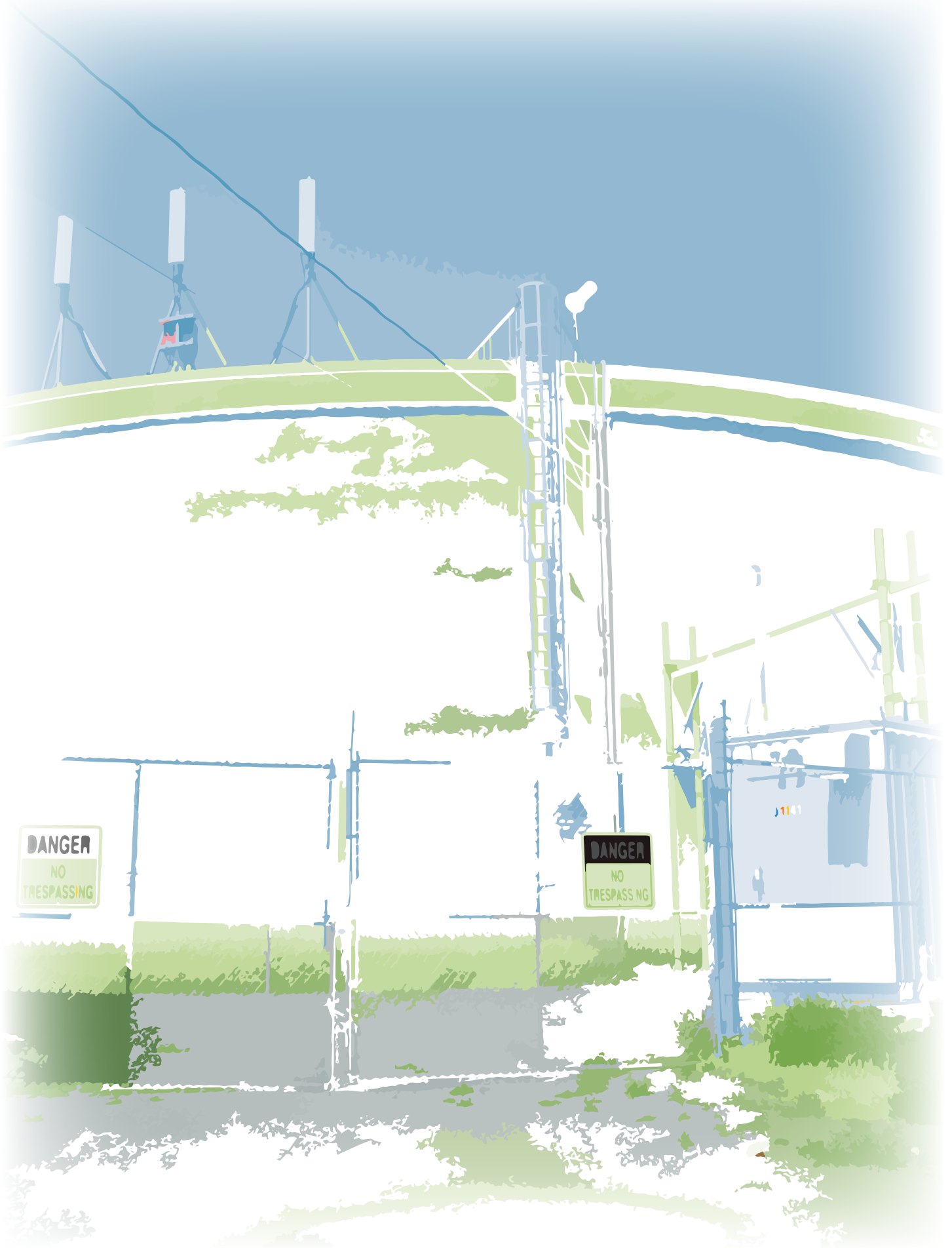
Policy

Ensure all brownfield sites are adequately assessed and rehabilitated prior to approval of any redevelopment proposals.

6.10 Energy

Policy

Encourage measures that reduce energy consumption in the design of developments, sites and buildings.





7: INFRASTRUCTURE SYSTEMS

GOAL

1. An efficient system of municipal infrastructure that supports the needs of the community.

Adequate municipal infrastructure systems are necessary to support the social, economic and environmental well-being of communities. Over the planning period, these systems will need to be planned, managed, and maintained to meet the demands of a growing community in a manner that is efficient and cost-effective.

Strategic Objectives

- Ensure safe and accessible transportation systems that encourage innovation to achieve a diversity of transportation modes with priority on active transport.
- Ensure adequate capacity in water and wastewater systems to service the community.
- Upgrade the stormwater system to reduce flooding risks.

7.1 Transportation Network

Policies

1. Revise standards for the development of new streets and rights of way, to improve the balance of safety, accessibility, convenience and comfort of all street users.
2. Ensure that lands are acquired through the development approvals process for required street rights-of-way, lands required for features such as intersection widening, improved sightlines, or other identified streetscape improvements.

3. Implement recommendations to improve the Town's street network in accordance with the Paradise Traffic Improvement Plan.
4. Ensure that development maximizes the potential for street and pedestrian connectivity. In new residential developments, the use of cul-de-sacs shall be discouraged where street connections would otherwise be possible.
5. Consideration for the taking over of private roads by the Town may be given where a private road has been upgraded to standards acceptable to Council.

7.1.1 Active Transportation

Policies

1. Ensure that the design and construction of new streets and the retrofit of existing streets, where appropriate, incorporate the needs of pedestrians, cyclists, and persons with disabilities to create streets that are safe, accessible, and comfortable for all users.
2. Ensure active transportation opportunities are included in plans and development proposals, in accordance with the Town's Active Transportation Plan.
3. Continue the implementation of the Paradise Active Transportation Plan.



7.1.2 Parking

Policies

1. Establish parking standards that:
 - (a) Permit lower levels of parking in new mixed-use development projects where shared parking among compatible uses is possible and desirable;
 - (b) Include provisions for bicycle parking areas and facilities.
2. Require that the planning and design for parking in large, commercial and mixed-use developments incorporate measures to ensure the safe movement of pedestrians within and between retail sites and includes provisions to accommodate future transit service.

7.1.3 Public Transit

Policy

1. Utilize the results of the Metrobus Transit Pilot Project to determine the feasibility of implementing a public transit system in the Town.

7.1.4 Ride Sharing

Policy

1. Encourage car sharing as a means of reducing traffic volumes by identifying areas and specific sites for the establishment of park and ride parking lots for commuters.





7.2 Water and Wastewater Servicing

7.2.1 Potable Water

Policies

1. Work with the Province and municipalities in the region to:
 - (a) Review the regional water supply to confirm whether existing water supplies are sufficient to meet projected economic growth;
 - (b) Identify additional water sources to meet future needs;
 - (c) Continue to implement the regional water conservation policy; and
 - (d) Reduce leakage from the municipal water distribution systems to further conserve the supply of potable water.
2. Implement recommendations in the Municipal Water System Study required to address inadequate water pressures in several areas of the Town.
3. Reduce water consumption by requiring low-flow water fixtures in new construction and renovations.

7.2.2 Wastewater

Policy

1. Continue to improve wastewater infrastructure in accordance with the Town’s Capital Works Plan to address capacity issues.

7.2.3 Stormwater

Policies

1. Continue to improve stormwater management in the Town through the implementation of the Town's Stormwater Management Plan, taking into account increased stormwater flows that are predicted as a result of climate change.
2. Incorporate an integrated design approach and use of best practices for stormwater management as part of Town infrastructure projects.
3. Encourage on-site management of stormwater in the design of new developments consistent with the Town's Urban Design Guidelines.



7.3 Emergency Services

Policy

Ensure that new development and redevelopment in Paradise is done in a manner that provides access to emergency services, including the provision of adequate fire flows.

7.4 Utilities

Policy

Work with utility providers to ensure that the Town has access to essential utility services by:

1. Sharing data related to land use, development and utility servicing.
2. Requiring the provision of adequate and accessible easements for utilities in the design and construction of new development.



3. Keeping easements free of encumbrances that inhibit access to the utility.
4. Providing for the use of screening and buffering between utilities and sensitive land uses.

7.4.1 Telecommunications Towers

Policies

1. To promote orderly and safe coexistence of urban development and telecommunication towers the Town will collaborate with Federal regulators and industry operators as they plan for telecommunication towers.
2. In consultation with regulators and industry operators, telecommunication towers will be integrated into neighbourhoods through design and site considerations.
3. Consideration may be given to telecommunications towers throughout the Planning Area.





8: MANAGING LAND AND RESOURCES

GOAL

1. Achieve a pattern of growth and land use that will encourage orderly, efficient, and environmentally sound development.

Strategic Objectives

- Reserve areas for development of a variety of residential neighbourhoods.
- Encourage growth in local employment by designating lands for commerce and industry.
- Achieve an appropriate mix of land uses arranged to prevent land use conflicts.
- Provide for mixed-use residential and commercial districts
- Identify lands for recreation, natural amenity and conservation.
- Set aside rural lands for natural resource use.

8.1 General

8.1.1 Land Use Designations

The Town will continue to manage growth and development by designating lands within the Paradise Planning Area according to broad land use categories. Each land use designation is shown on the Future Land Use Map in Appendix B . Policies outlined in this Chapter specify Council’s intent related to the uses, building and form of development in each land use designation as follows:

Municipal Plan Land Use Designation
Residential
Community Centre
Commercial
Industrial
Public
Open Space
Rural
Comprehensive Development Area

8.1.2 Interpretation of Land Use Designation Boundaries

Policies

1. For the purposes of administering this Plan, the Future Land Use Map shall be read in conjunction with the goals, objectives and policies outlined in this document.
2. The boundaries between the different land use categories designated on the Future Land Use Map are meant to be general, except in the case of roads, or other prominent physical features or property boundaries, where they are intended to define the exact limits of each category. Where boundaries do not coincide with features such as roads, rivers or an identifiable property boundary, or there is any uncertainty concerning the intended land use designation, the exact determination of the boundary will be the decision of Council, made in a manner that is consistent with the intent and policies of the Municipal Plan, the Development Regulations, and without amendment to this Plan or the Development Regulations.

8.1.3 Limitations to Development

Policy

Notwithstanding the conformity of a proposed development with this Plan and the Development Regulations, development may be refused where one or more of the following conditions exist:

1. There is insufficient capacity in the wastewater system to accommodate the development.
2. There is insufficient water pressure to ensure adequate fire flows for emergency fire services.
3. There is insufficient capacity in the stormwater system to accommodate predicted increases in stormwater runoff volumes as a result of the development.

- 4. The volume of traffic from the development would exceed the level of service capacity of existing local or collector streets to accommodate it.
- 5. The topography is unsuitable for development due to steep slopes and ground conditions.

8.2 General Land Use

8.2.1 Uses Permitted in all Land Use Designations

Policy

The following uses will be permitted in any land use designation:

- 1. Development associated with public infrastructure and services.
- 2. Transportation infrastructure.
- 3. Utilities (not including cellular towers).
- 4. Open space uses including parks and pedestrian trails.
- 5. Lands set aside for conservation purposes.

8.2.2 Development Standards

Policies

- 1. Unless otherwise identified in this Plan, Council shall establish in the Development Regulations the uses, standards and conditions for development in each land use zone.
- 2. Council may add or revise the uses, standards and conditions for development in any land use zone by amendment to the Development Regulations, provided the changes are consistent with the intent of this Plan.



8.2.3 Non-Conforming Uses

Within the Town there may be properties where buildings and uses do not conform to the Plan or standards set out in the Development Regulations.

Policies

1. In accordance with the *Urban and Rural Planning Act, 2000* nothing in this Plan shall affect the development or use of land to continue in a manner that does not conform with this Plan provided that the non-conforming use legally existed before the coming into effect of this Municipal Plan and Development Regulations, 2016.
2. It is Council's intention that changes to non-conforming buildings or uses are made in a manner that will, over time, bring them into conformity with the Plan and Regulations.
3. Requirements for non-conforming uses shall be set out in the Development Regulations.
4. In determining whether a legal non-conforming use has been discontinued, or in evaluating proposals for a change from one non-conforming use to another non-conforming use, Council shall take into consideration a fair balance between the individual landowner's interest and the community's interest.
5. A use shall be considered to be discontinued where:
 - (a) the scale or intensity of the activity can be considered to bring about a change in the type of use;
 - (b) the addition of new activities or the modification of old activities is, in the opinion of Council, considered remote from previous activities; or if
 - (a) the new or modified activities can be shown to create undue additional or aggravated problems for the Town, or the neighbours, as compared with what went before.

8.2.4 Agriculture Uses

Within Paradise, some lands, particularly in areas along Paradise Road and St. Thomas Line, are still used for small-scale commercial, hobby or subsistence agriculture. At the same time, there is greater interest in urban agriculture on residential lots as people plant vegetable plots and erect small greenhouses. As the Town continues to grow, the keeping of animals can become problematic in residential areas where it may pose a health hazard or a nuisance to surrounding property owners. Balancing the need for local foods with the need for healthy, peaceful neighbourhoods means that some limits on the keeping of livestock, in particular, are necessary.

Policies

1. It shall be a policy of Council to support local food production, including the keeping of livestock. In residential areas, the keeping of livestock will be limited to sites that have sufficient land area for barns, yards and manure storage and handling so as to prevent land use conflicts.
2. Agriculture, Urban Agriculture and Animal uses will be considered in appropriate land use zones within the Planning Area and in accordance with standards for such uses set out in the Development Regulations.

8.2.5 Cemeteries

This Plan recognizes existing cemeteries in the community.

Policy

1. It is a policy of Council to allow for the continued use of cemetery sites and their expansion as an accessory use to the organization to which they are associated, including allowing for a variety of options within them for the interment of human remains.

8.2.6 Mineral Exploration

Policy

Exploration for minerals will be permitted in the Rural Land Use designation and may be considered in undeveloped areas identified in the Planning Area for future urban development.

8.3 Residential

The residential land use designation is applied to existing residential neighbourhoods and lands that are planned for future residential development. Within the Town, the majority of residential neighbourhoods consist of single-detached dwellings. Parts of the Elizabeth Park neighbourhood were developed as a mobile home park, and there are a few apartment buildings, and townhouse developments along or near Topsail Road.

Within the residential land use designation, a variety of land use zones will be established to reflect existing residential development, and in undeveloped areas to enable a range of housing forms, densities, tenures and mix of uses to occur. Consistent with the growth strategy and policies of this Plan, the goal is to ensure that the Town has residential neighbourhoods that are inclusive, and support people of different age, ability and incomes.

8.3.1 Residential Land Use Zones

Policy

1. Council shall establish in the Development Regulations, the following types of residential land use zones within the Residential land use designation:

Land Use Zone	Purpose	Application
Residential Low Density	To recognize the low density pattern of development along older streets in Paradise characterized by larger lots and building setbacks.	Typically along older streets such as Donna Road, Clearview Heights and areas along St. Thomas Line.
Residential Medium Density	To recognize existing neighbourhoods of predominantly single-detached dwellings. Accommodate additional forms of housing in new, infill subdivisions including single and semi-detached dwellings as well as small, multi-unit dwellings.	Existing neighbourhoods, areas for infill subdivision development.
Residential High Density	To recognize existing and proposed high density developments characterized by multi-unit residential buildings, duplexes, semi-detached, and townhousing.	Existing high density development around Adams Pond. Planned mixed development areas west of Octagon Pond, in the Community Centre Area and Picco Ridge development area.
Residential Watershed	To accommodate limited new serviced residential development in the Broad Cove River Watershed.	Existing residential areas located within the Old Broad Cove River Water supply watershed.
Rural Residential	To provide opportunities for low-density, rural residential development where piped services are not planned.	Topsail Pond/Three Island Pond, Topsail Bluff.

Rural Residential Conservation	Intended for residential developments consistent with principles of conservation design to preserve open spaces, natural and scenic features.	West of Mercers Pond and southwest of Three Island Pond.
Residential Subdivision Area	Identify areas for future planned residential development.	Applied to undeveloped areas designated for future residential subdivision development.
Planned Mixed Development - Residential	To provide for creation of mixed-use residential neighbourhoods with a variety of building forms, public spaces and commercial services.	Lands west of Octagon Pond, future development identified in the Picco Ridge Concept Development Plan.
Residential Mixed	To recognize areas along Topsail and Paradise Roads where there is a mix of residential and commercial uses.	Areas along Topsail and Paradise Roads.
Residential Mini Home	To recognize the existing mobile home parks in Paradise.	Elizabeth Park mobile home park

8.3.2 Rezoning Residential Land Use Designation

Policy

1. Lands within the Residential land use designation may be considered for rezoning from one residential use zone to another where a proposed development:
 - (a) Is consistent with the policies of this Plan; and
 - (b) Contributes positively to the streetscape in terms of landscaping, building design and placement.

8.3.3 Broad Cove River Watershed

Policy

1. Older residential streets that have developed within the City of St. John's Broad Cove River water supply watershed shall be zoned to permit limited development, and managed in accordance with the Broad Cove River Protected Watershed Agreement between the Town of Paradise and the City of St. John's.

8.3.4 Residential Subdivision Area Zone

Areas off St. Thomas Line in the northern end of the Town are identified in the Development Regulations for Residential Subdivision Development.

Policy

Development of lands zoned for Residential Subdivision shall be subject to the following conditions:

1. Plans for development shall be comprehensive including proposals for street connections, open space and housing forms, consistent with the policies in this Plan; and
2. Development proposals will be subject to a rezoning to an appropriate residential zone or zones to accommodate the proposed form of development.

8.3.5 Rural Residential Conservation Design Development

Lands located to the west of Mercers Pond and southwest of Three Island Pond are intended for rural residential development that is comprehensively designed to maximize open space, preserve the natural features and topography.

Policies

1. Development in areas zoned Rural Residential Conservation shall demonstrate and incorporate the principles of Conservation Design by:
 - (a) Identifying and retaining a significant proportion of the natural features and forest cover within the development;
 - (b) Minimizing the length of streets required to access building sites;
 - (c) Integrating building sites into the landscape without significant alteration of topography.
2. A groundwater assessment shall be required, prepared in accordance with the provincial Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Serviced by Individual Private Wells that demonstrates that there is a sustainable and adequate quality and quantity of groundwater to support the development.

8.3.6 Non-Residential Uses

Policies

1. Within the Residential land use designation, neighbourhood commercial uses such as convenience stores, small grocery stores, public, restaurants, personal service, retail stores and offices may be considered where:
 - (a) The site is located at or near an intersection along an existing or planned collector street;

- (b) The development is designed to blend in with the surrounding neighbourhood by providing good pedestrian connections, landscaping, screening and placement of parking;
 - (c) The site is re-zoned to a Commercial Neighbourhood use zone without amendment to this Plan.
2. Daycare centres and small offices may be considered without rezoning, where:
 - (a) The use is to be located in an existing building;
 - (b) The use to be located in a new building can be shown to fit within the neighbourhood context.
 3. Other uses, such as education, small personal, professional and medical service uses, places of worship, convenience stores located on the ground floor of multi-unit residential buildings, general services, boarding homes and greenhouse uses may be considered in the residential land use district as a discretionary use in accordance with residential zones set out in the Development Regulations.
 4. Residential Mixed zones may accommodate a range of non-residential uses as set out in the Development Regulations.

8.4 Encouraging Mixed-Use Development

Within the Town there are several areas that are being developed, proposed for development, or represent opportunities for redevelopment, as creatively designed, mixed-use residential and commercial neighbourhoods. These include the area west and southwest of Octagon Pond, and lands at the northwest corner of Karwood Drive and Kenmount Road.

8.4.1 Planned Mixed Development Zones

Policies

1. To enable flexibility and creativity in urban design consistent with the policies of the Plan, Council will establish in the Development Regulations, Planned Mixed-Use Development Zones to accommodate a variety of building forms for housing, office, retail, restaurant and service uses as well as public spaces, that contribute to complete communities and neighbourhoods.
2. Planned Mixed-Use Zones shall be applied in the Residential land use designation to the emerging residential neighbourhood southwest of Octagon Pond. Within this zone, development will be done in accordance with an approved development plan, and consist of a mix of lot sizes, housing forms and tenures. Designs will incorporate space for public and institutional uses where required, and include planned

neighbourhood commercial space. Design shall emphasize walkability, connectivity and high quality public spaces.

3. Planned Mixed-Use Development Zones shall also be applied in the Community Centre land use designation to an area along the north side of Kenmount Road to the intersection with Karwood Drive. Within this area, high density forms of housing such as townhouses and apartment buildings are expected, as well as commercial, retail, service, institutional and office uses as stand-alone or mixed-use, multi-storey buildings. In multi-storey, mixed-use buildings, commercial, retail and services shall be located at the ground floor level. The sites shall be designed with a priority on walkability with well-designed and integrated public spaces, and connectivity to surrounding neighbourhoods. Development will be permitted in accordance with an approved development plan.
4. Approved plans for development within Planned Mixed-Use Development zones may be revised, subject to Council approval, without amendment to the Development Regulations, provided that the proposed change remains consistent with the design requirements of the zone and in a manner that retains a mix of uses within the zone.

8.5 Community Centre

Consistent with Section 3.4 of this Plan the area designated Community Centre on the Future Land Use Map will continue to evolve as the focus of civic, recreational, residential and commercial use in the community.

Policy

Through the Development Regulations, the following land use zones shall be applied to specific sites and areas within the Community Centre land use designation:

Land Use Zone	Purpose	Application
Planned Mixed Development (Commercial)	To provide opportunities for creative urban designs for commercial mixed development.	Corner of Karwood Drive and Kenmount Road.

Land Use Zone	Purpose	Application
Commercial General	To facilitate the development of commercial and retail services.	Existing commercial sites and locations along Kenmount Road, Karwood and McNamara Drives. Industrial site, corner of Topsail Road and McNamara Drive.
Residential (Medium and High Density) Zones	To encourage a variety of housing forms at densities that will support sustainable commercial retail development.	Existing and proposed residential developments.
Public Use	To recognize existing public use sites.	Town Hall and School sites.
Open Space Recreation and Conservation Zones	To ensure adequate parks, open spaces, recreation facilities as amenities in the Community Centre. To ensure protection of ponds, streams and hilltops.	Existing parks and recreation facilities, trails, hilltop, conservation and separation buffers.
Commercial/ Light Industrial	To recognize existing commercial uses.	1655 Topsail Road

8.5.1 Commercial Retail Developments

Policies

1. Lands zoned for planned mixed development within the Community Centre designation shall be designed in accordance with Section 8.4.1 (3) of this Plan and are intended to accommodate multi-storey buildings that may contain a single use, or mixed-use that includes ground floor commercial uses. Mixed-use buildings can include office and residential use above ground floor commercial space.
2. Within planned mixed-use developments, buildings and uses that relate to cultural and civic, general assembly, medical and professional services, markets, restaurants and hotels will also be encouraged.
3. Development shall be designed to include public open space with attention to walkability and integration with surrounding land use.

8.5.2 Rezoning Lands within the Community Centre Designation
Policy

1. Lands within the Community Centre land use designation may be rezoned subject to the following conditions:
 - (a) Consideration is subject to and consistent with Policy 10.5 of this Plan;
 - (b) The proposed zoning is limited to those zones that apply in the Community Centre land use designation; and
 - (c) The proposed use is consistent with the policies of this Plan and the standards set out in the Development Regulations.

8.6 Commercial

The Commercial land use designation applies to existing areas of commercial development within the Town. These range from small-scale commercial sites serving residential neighbourhoods, to older areas of commercial/light industrial uses along Topsail and Kenmount Roads. It also includes lands around a proposed extension of Kenmount Road.

Policies

1. The Commercial land use designation will accommodate a wide range of commercial uses, including assembly, business and personal service, retail divisions, as well as multi-unit residential, hotels and general and light industrial uses.
2. The Town will accommodate these uses by establishing land use zones to recognize and accommodate neighbourhood serving commercial enterprises, offices, accommodations, and business that cater to highway travellers. Other commercial zones will be established to recognize and accommodate a mix of commercial, office and light industrial uses and other related and complementary uses that fit into a commercial context with appropriate permitted and discretionary uses set out in the Development Regulations.
3. Through the Development Regulations, the following land use zones shall be established and applied to specific sites and areas within the Commercial land use designation:

Land Use Zone	Purpose	Application
Commercial General	To recognize existing commercial sites.	Existing commercial sites along Kenmount Road, small existing sites along Topsail Road and an extension of Kenmount Road.

Land Use Zone	Purpose	Application
Commercial Neighbourhood	To identify sites for commercial services close to residential neighbourhoods that cater to local needs.	Existing small commercial sites and uses along Topsail Road and St. Thomas Line and at locations along the proposed street reservations in the Adams Pond development areas.
Commercial/ Light Industrial	To provide lands for a mix of commercial and light industrial buildings and uses.	Lands in the southwestern area of the Paradise Industrial Park, existing sites along Topsail Road.
Commercial Main Street	To identify sections along Topsail Road where there is a concentration of commercial, light industrial, office, retail and service uses as a focus for main street improvement and redevelopment.	Lands along Topsail Road from the eastern boundary west to McNamara Drive.

8.6.1 Residential Use in Commercial Zones

Policy

1. Multi-unit residential use will be appropriate in commercial and main street zones where it is located above a ground level commercial use. Residential uses may also be considered in the form of stand-alone, multi-unit residential buildings as part of a proposed mixed-use residential/commercial development. Multi-unit residential developments shall provide amenity space and landscaping as part of the overall site design.

8.6.2 Neighbourhood Retail

Within the Town there are a number of existing commercial sites located near residential areas along Topsail and Paradise Roads and St. Thomas Line. There are also a few sites that are currently older commercial/industrial sites that have potential to be converted to neighbourhood commercial uses. With so few sites available, it is important that these sites be retained for commercial purposes, and that new commercial sites be provided in new areas of residential development.

Policy

1. It shall be the policy of Council to ensure that there are sufficient commercial sites available that serve residential areas by:
 - (a) Encouraging the conversion and redevelopment of existing, older industrial or commercial sites to commercial neighbourhood uses.
 - (b) Require Commercial Neighbourhood sites to be included in comprehensive development plans for new residential growth areas.

8.7 Industrial

Towns require lands for industries such as manufacturing and the storage, handling and transportation of the goods produced. The Industrial land use designation applies to lands in the St. Anne's Industrial Park and the area along McNamara Drive and Kenmount Road Extension and south of Bremigens Pond.

Policies

1. Lands designated Industrial are intended to accommodate industrial uses, including light and general industry.
2. Council shall establish in the Development Regulations an Industrial General Land Use Zone to accommodate general and light industry, service station and transportation uses. A range of non-industrial uses considered acceptable to areas zoned for industrial use may also be considered as set out in the Development Regulations.
3. Industrial sites shall be developed in accordance with standards set out in the Development Regulations and landscaped in accordance with the Town's Landscaping Guidelines.

8.8 Public

The Public land use designation is applied to lands used for public schools, municipal offices and facilities such as municipal depots and fire stations. It is also applied to places of worship.

Policies

1. Within the Public land use designation, the predominant use of land shall continue to be for community-oriented facilities such as schools, places of worship, government offices and other municipal buildings.
2. Council shall establish a Public Land Use Zone in the Development Regulations that will accommodate the need for institutional lands for municipal buildings and facilities, places of worship, schools, non-profit residences, assisted living and their accessory uses.
3. Uses that are associated with public uses such as recreational facilities, their accessory uses and cemeteries may be permitted.

8.9 Open Space

Lands designated Open Space on the Future Land Use Map serve several functions. They include lands set aside for recreation – parks, playing fields, recreation facilities – and lands that provide conservation buffers around ponds, streams, wetlands, coastlines and hazard areas. Other open space lands provide a natural buffer along trails such as the T’Railway, or an area of natural vegetation to separate conflicting land uses and reduce land use conflicts.

Policy

1. Three land use zones shall be established in the Development Regulations within the Open Space land use designation:

Land Use Zone	Purpose	Application
Open Space Recreation	To identify lands for parks and recreation.	Existing parks, playing fields and natural areas set aside for future park areas.
Open Space Buffer	To separate conflicting land uses and provide natural buffers for amenity value along the T’Railway.	Along T’Railway, around City Sand and Gravel Quarry, and along the Outer Ring Road Arterial.
Conservation	To provide a natural buffer around streams, ponds, wetlands and areas of known hazard.	Along major streams and wetlands, along all pond shorelines, Topsail Bluff and the coastline of Conception Bay.

8.9.1 Open Space Recreation

Policy

1. The predominant use of land within areas designated Open Space Recreation shall be for community recreation uses. These include a variety of parks, trails, sport, recreation facilities and buildings, and their accessory uses.

8.9.2 Open Space Buffer

Policies

1. The intent of the Open Space Buffer designation shall be to provide a space separation between existing and future residential areas and incompatible land uses such as industrial areas and mineral working areas, which have a high probability of conflict.

2. Existing uses within lands set aside as an Open Space Buffer may continue but shall not be expanded. Buffer areas may be used for passive recreation uses, such as walking trails but generally, it is intended that natural vegetation be retained.
3. It shall be the policy of Council to continue to zone lands around the City Sand and Gravel quarry as an open space buffer area until such time as quarrying activity ceases. Within this area, land may be used for non-building uses such as storage yards or parking lots associated with commercial uses along Topsail Road, the standards for which will be set out in the Development Regulations.

8.9.3 Conservation

Policies

1. It shall be a policy of Council to retain a minimum conservation buffer of 30 meters along the shoreline of ponds, 30 metres along the shoreline of Octagon Pond as shown on the Future Land Use Map, and 15 metres from the highwater mark of streams and edges of wetlands in the community. Small boat docks, wharves, or a boathouse may be considered where it will not prevent any public access to the shoreline.
2. Development in other land use designations that requires the crossing of waterbodies through lands that are zoned for Conservation may be permitted provided that measures are taken to:
 - (a) Protect the water body from pollution during construction;
 - (b) Replace any fish habitat that may be removed as a result of construction;
 - (c) Provide for and facilitate the passage of fish through the use of appropriately designed infrastructure; and
 - (d) Ensure that sites of disturbance are rehabilitated with appropriate landscaping.

8.9.4 Development Around Topsail Pond

The Plan recognizes existing residential development within the Conservation Zone around Topsail Pond. It is Council's intent that development in this area remain limited to protect the quality of water in Topsail Pond. However, the Town recognizes that there is potential for re-development of residential properties in this area that will contribute to environmental improvements by replacing old septic systems and increasing building setbacks from the shoreline.

Policy

1. It shall be a policy of this Plan that existing dwellings on rural residential lots zoned Conservation around Topsail Pond may be renovated or replaced where the dwelling can be placed so as to facilitate the relocation and replacement of an on-site septic system to a preferred location on the lot.

8.10 Rural

Lands designated Rural typically include forested areas located away from or at the edges of urban development, and may include resource lands, utility and transportation corridors. As the Town has grown, rural lands have been converted to urban development, or are now designated for future urban development. The Plan designates the City Sand and Gravel Quarry, the major arterial highway corridors of the Outer Ring Road, the Trans Canada Highway and Kenmount Road, and two small areas adjacent to the Manuels Access Road, as Rural on the Future Land Use Map. Two land use zones shall be established in the Development Regulations within the Rural land use designation:

Land Use Zone	Purpose	Application
Rural	To identify and retain lands not required for urban use and development. To control access to major arterial road ROWs and highway interchanges.	Outer Ring/Trans Canada Highway, Kenmount Road including interchanges. Lands along the Manuels Access Road at Three Island Pond and westbound access ramp from the Trans Canada Highway.
Quarry	To identify existing quarry operations.	City Sand and Gravel quarry.

8.10.1 Rural Lands

Policies

1. The Rural Land Use zone shall accommodate agriculture, forestry, activities involving exploration for minerals, and recreation uses such as parks and trails. General and Light Industrial uses are permitted where they are accessory to a permitted use. Small gravel pits may also be considered in this land use designation.
2. Lands within the right-of-way and exit ramps of the limited access Outer Ring Road/Trans Canada Highway and Kenmount Roads are intended for only those uses associated with the functioning of these highways.

8.10.2 City Sand and Gravel Quarry

The City Sand and Gravel quarry has an estimated remaining lifespan of ten years. The following policies shall apply to the continued operation of the pit and its future redevelopment:

Policies

1. The Town shall recognize the City Sand and Gravel quarry and its associated industrial uses by establishing a Quarry zone in the Development Regulations around the quarry operation and the mineral resource that is expected to be extracted over the next ten-year period.
2. Aggregate extraction shall be managed to ensure the safety of surrounding residential neighbourhoods and in accordance with standards set out in the Development Regulations.
3. When extraction of aggregate material is complete, it is Council’s intention that the land be rehabilitated for future commercial, industrial or mixed-use development, subject to submission of a comprehensive development plan that takes into account surrounding existing and planned future land use, and rezoning of the lands in question.

8.11 Areas for Comprehensive Development Area

Three areas are identified as Comprehensive Development Areas. These include the area known as Picco Ridge, the area surrounding a future extension to Kenmount Road, and backland areas east of St. Thomas Line.

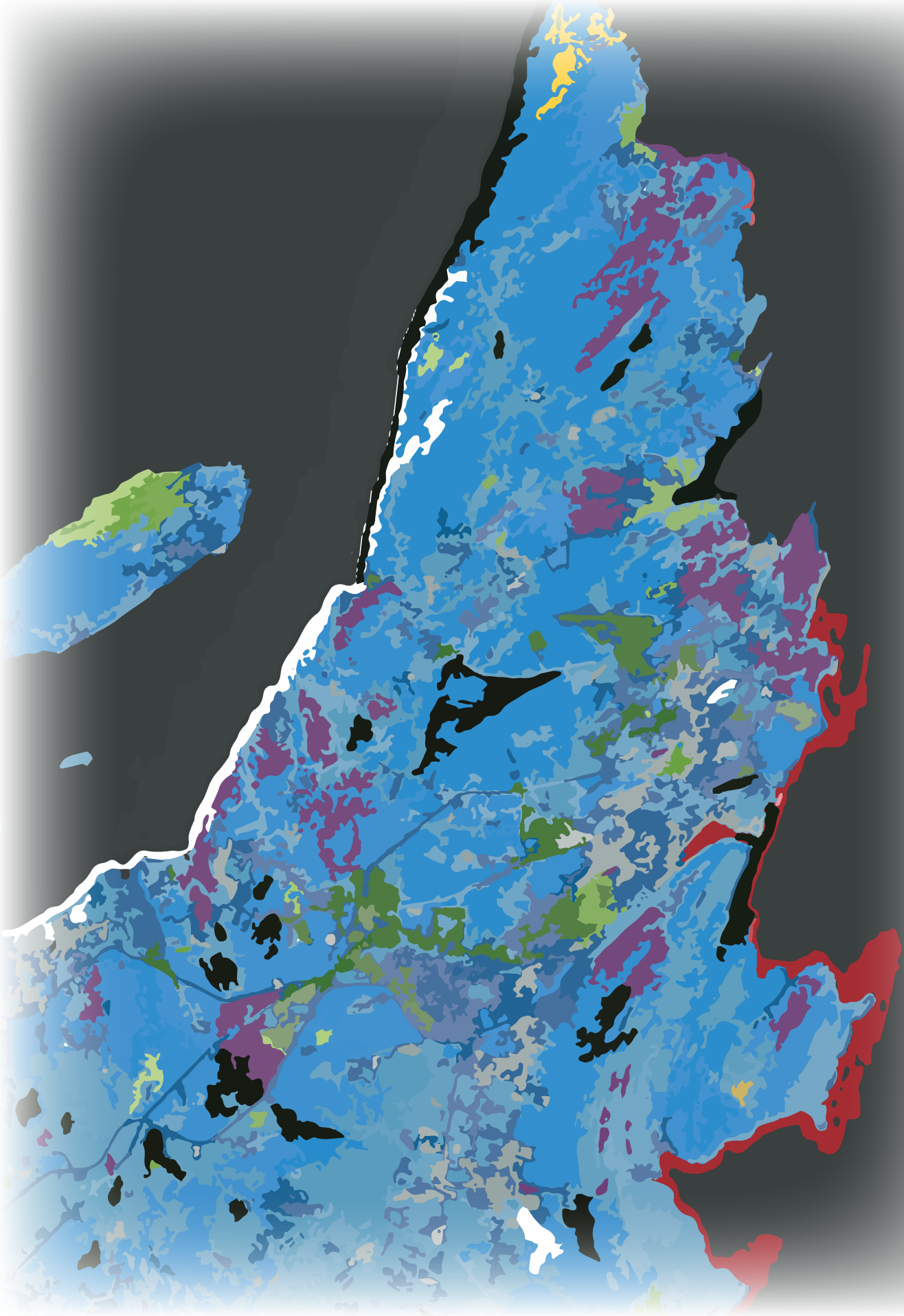
Policies

Areas designated for Comprehensive Development shall be developed in accordance with approved plans and subject to appropriate rezoning of lands in accordance with the approved plans as follows:

1. **Picco Ridge** – This area is intended for future residential expansion of Paradise. Development shall be in accordance with a comprehensive development plan prepared and approved as part of this Plan and included in Appendix C. As some of this area lies above the 180m contour elevation, development will be subject to the provision of adequate infrastructure within the development area to ensure adequate water pressures and stormwater management. Development of this area is also contingent on adequate capacity in street, sanitary and stormwater systems, to accommodate development.

- 2. Kenmount Road Extension Area-** The area around the proposed extension of Kenmount Road, a new access to the Manuels Bypass Road and connections with the Fairview Development planned mixed development area to the north, requires the preparation of a comprehensive plan for development that incorporates the road alignments as they are finalized and appropriate land use zones. The intended uses in this area include commercial, light, and general industrial uses as an extension of the Paradise Industrial Park, retail commercial and office uses, and higher density residential uses. A Comprehensive Development Plan will be approved by amendment to this Plan, and the Development Regulations.
- 3. East of St. Thomas Line-** Backlands to the east of St. Thomas Line and the Town boundary are designated for future urban development. Development in this area shall require amendment to this Plan, and be in accordance with a Comprehensive Development Plan to be prepared for the entire area, consistent with the policies of this Plan and demonstration that there is adequate capacity in the street, sanitary and stormwater systems to accommodate development. Development of this area will also require consultation with the Town of Portugal Cove-St. Philip's for any concerns about development along the joint municipal boundary, All costs for preparation of the CDA Plan shall be borne by the developer(s) and shall demonstrate principles of community design set out in this Plan.

TOWN OF PARADISE MUNICIPAL PLAN





9: CONNECTING WITH OUR REGION

GOAL

1. Contribute to a liveable, sustainable Northeast Avalon Region.

Strategic Objectives

- Achieve an integrated and effective regional transportation system through an integrated approach to land use planning.
- Support regional planning initiatives for the protection of the environment.
- Participate in regional initiatives for sustainable economic growth.
- Support investment in regional infrastructure and service provision to benefit residents of Paradise.



9.1 Regional Co-operation

Policy

It shall be a policy of Council to participate, and plan cooperatively through inter-municipal planning processes, and with other orders of government and partners, to achieve:

1. Compatibility of land use and future growth patterns in border areas.
2. Protection of the environment.
3. An integrated network of major regional (active) transportation corridors.
4. An affordable housing mandate.
5. Coordination of major regional water and sewer infrastructure.

9.1.1 Regional Planning

Policy

1. It shall be a policy of Council to:
 - (a) Work with other municipalities to develop a consistent approach for the protection of natural features and areas in the Northeast Avalon in the form of a regional greenway system;
 - (b) Continue to work with other municipalities to develop a consistent approach for stormwater management;
 - (c) Cooperate with the Region’s municipalities to attract economic activity to the Region;



- (d) Promote cost effective, environmentally sustainable approaches to infrastructure development through coordinated intermunicipal and regional land use planning;
- (e) Cooperate with our intermunicipal and regional planning partners in a coordinated approach to accommodating growth in order to provide essential infrastructure and shared services in the Northeast Avalon Region.

9.1.2 Regional Transportation

Policy

1. Work with other regional municipalities and the Province to prepare a Regional Transportation Plan that will:
 - (a) Identify regional traffic patterns;
 - (b) Include a regional traffic model for use in evaluating the impact of proposed developments on regional transportation and Town street networks;
 - (c) Evaluate the potential for increasing modal share of transit, cycling and other means of transportation within the Northeast Avalon as a means of reducing the reliance on the automobile as the primary mode of travel.





9.1.3 Regional Trail Systems

Policy

1. It shall be a policy of Council to:
 - (a) Work with the East Coast Trail Association and municipal partners to support the development and maintenance of the East Coast Trail as a world class hiking trail;
 - (b) Continue partnerships with regional municipalities and the Grand Concourse Authority to expand the network of trails within the Town that can be linked to and included in the regional Trail network;
 - (c) Work with regional partners, the T’Railway Council and Grand Concourse to ensure the T’Railway continues to be enjoyed as a part of the regional trail system.

9.1.4 Regional Waste Management

Policy

1. The Town will contribute to reducing waste in the region by implementing waste reduction initiatives and programs at the local level such as the recycling program, and water conservation measures.

9.2 Intermunicipal Planning

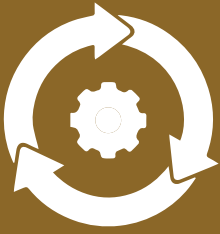
Policy

It shall be a policy of Council to:

1. Work with Cities of Mount Pearl and St. John's, and other partners to continue to monitor and improve water quality and fish habitat of the Waterford River, its headlands and tributaries.
2. Work with the City of St. John's to manage development within the Town boundaries that are within the Old Broad Cove River Watershed Area and in accordance with the Watershed Protection Agreement that is in place.
3. Work with the Town of Conception Bay South to control and manage stormwater flows to the Topsail River.
4. Engage the Town of Portugal Cove-St. Phillips in discussions of land use and development that are of mutual interest, particularly along the common boundary.







10: IMPLEMENTATION

GOAL

1. Implement the Municipal Plan over the planning period in a fair, open, efficient, financially and environmentally responsible manner.

Strategic Objectives

- Ensure a clear and efficient approach to the development review, approval, and appeal processes;
- Develop an effective framework to engage citizens in planning processes;
- Adopt Development Regulations as a tool for implementation;
- Implement a Capital Works program to support Plan implementation;
- Conduct research to inform decision-making in Plan implementation.

10.1 Municipal Plan Review

Council will undertake a review of the Municipal Plan at least every five years in accordance with the requirements of Section 28 of the *Urban and Rural Planning Act, 2000*.

10.2 Municipal Plan Amendments

Council may consider amendments to the Municipal Plan when:

1. There is an apparent need to change policy due to changing circumstances;
2. Studies have been undertaken which contain recommendations or policies which should be incorporated into the Municipal Plan;
3. A Provincial Land Use Policy has been released that requires a change in policy by the Town; or
4. There is a development proposal which provides sufficient information and rationale to support a change in the Municipal Plan.

5. Proposed changes are consistent with the strategy for growth of the Town, as established in the goals, objectives and policies of the Municipal Plan.

10.3 Public Engagement and Consultation

The Town is committed to engaging citizens in planning and decision-making processes at the Town, neighbourhood and site planning level. Through the Town's Communications staff, tools and processes will be implemented to inform citizens and facilitate and encourage their input into planning processes.

10.4 Development Regulations

Development Regulations are one of the main vehicles through which Plans are implemented. The Town will review, revise and adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.

10.5 Considerations for Rezoning

This Plan provides flexibility for change within the framework for growth and development in the Town by enabling, under certain circumstances, amendments to the Development Regulations without amendment to the Municipal Plan. In considering requests for rezoning, Council shall consider all appropriate policies set out in this Plan and have regard for the following:

1. The adequacy of municipal water and sewer services, or where on-site services are proposed, the adequacy of the physical site conditions to accommodate it;
2. The adequacy and proximity of schools, recreation and community facilities;
3. The adequacy of the road network in, adjacent to, or leading to the development;
4. The fiscal impact of the development on the Town;
5. The potential for the contamination or sedimentation of watercourses or for erosion;
6. Environmental impacts such as air, water and soil pollution and noise impacts;
7. Previous uses of the site which may have caused soil or groundwater contamination;
8. Suitability of the site in terms of topography, geology, location of watercourses and wetlands;
9. Compatibility of the development in terms of height, scale, lot coverage and bulk with adjacent properties;
10. Whether the proposed use will alter the intended mix of land uses in the area or neighbourhood;
11. Whether the proposal is in conformance with the intent of this Plan, any applicable Plan or policy in place, and with the requirements of other Town by-laws and regulations.

Lands shall not be considered for rezoning unless they are in locations that can be considered a logical extension to existing comprehensively developed areas.

10.6 Land Use Report

The Land Use Assessment Report (LUAR) is a tool that can be used to assist in the review of proposals for a development or proposed use that cannot be adequately evaluated by Town staff. An LUR is a report prepared by suitably qualified person(s) to assess the impacts a use or development may have on the urban environment and/or surrounding lands or neighbourhood. The Town may require an LUR to be prepared to determine the significance of the impacts and include recommendations on measures to control and mitigate them.

The following policies apply to the requirements for an LUAR:

1. Where determined by Council, Land Use Assessment Report(s) may be required as part of the development application review process.
2. Council shall prepare and approve a Terms of Reference setting out the matters that would require assessment in an LUR.
3. The LUAR and any supporting studies shall be prepared at the expense of the applicant. Notwithstanding this requirement, Council may deem that a Staff Report constitutes a Land Use Report where the scale or circumstances of a proposed change or development proposal do not merit extensive analysis.
4. The Town shall provide adequate time for a public review of a LUAR prior to its consideration for approval.

10.7 Administrative Processes

Effective Plan administration requires development review and approval processes that are straightforward, consistent, transparent and efficient. Over the planning period, Council will work to improve administrative processes to ensure the Plan and Regulations are administered effectively and in accordance with the policies of the Municipal Plan.

10.8 Development Appeals

Any person may appeal any decision of Council or authorized officer of Council made under the Town of Paradise Municipal Plan and Development Regulations in accordance with Section 42 of the *Urban and Rural Planning Act, 2000*.

APPENDIX A: BACKGROUND REPORT

APPENDIX B: FUTURE LAND USE MAP

**APPENDIX C: PICCO
RIDGE CONCEPT
DEVELOPMENT PLAN**