

PREPARED BY: CBCL LIMITED

PREPARED FOR: TOWN OF TORBAY

PROJECT #: 143083.00

DATE: 12/12/14



12 December 2014

Mr. Ross Houlihan, Economic Development Officer Town of Torbay 1288 Torbay Road P.O. Box 1160 Torbay, NL A1K 1K4

Dear Mr. Houlihan:

RE: Torbay Town Centre Final Report

you, your colleagues and the Town Council.

If you have any questions, please do not hesitate to contact me.

with the development of its Centre.

CBCL Limited is pleased to submit this Final Report for the Torbay Town Centre Plan. Thank you for the opportunity to work on this interesting project. It has been great to work with

We trust you will find the report useful as it lays out a plan and way for the Town to proceed

1489 Hollis Street

PO Box 606

Halifax, Nova Scotia

Canada B3J 2R7

Telephone: 902 421 7241

Fax: 902 423 3938

E-mail: info@cbcl.ca

www.cbcl.ca

today's problems with

Solving

tomorrow in mind

Gordon Smith, MCIP, CSLA

Group Leader – Planning and Landscape Architecture

Direct: (902) 421-7241 x2488 E-Mail: gordons@cbcl.ca

ISO 9001 Registered Company

Project No: 143083.00

Yours very truly,

TOWN OF TORBAY

Town Centre Plan

ACKNOWLEDGMENTS

The Consulting Team would like to thank the many community members and organizations who contributed to this process by providing written feedback, attending public meetings, participating in interviews, to develop the vision of a Town Centre in Torbay.

In particular, we would like to thank Council for their dedication, passion, and enthusiasm for this process.

PROJECT PROPONENTS

This study was initiated by the Town of Torbay and managed by: Ross Houlihan

CONSULTING TEAM

This report was prepared by CBCL Limited, in association with Millier Dickinson Blais and Waterwerks Communications.

CBCL Limited

Mary Bishop (Project Manager)
Gordon Smith
Justin Forbes

Millier Dickinson Blais

Paul Blais

Waterwerks Communications

Stephen Tessier

DONORS

We would like to thank the Department of Tourism, Culture and Rural Development and the Atlantic Canada Opportunities Agency for their contribution in supporting this project.













TABLE OF

CONTENTS

1.	Intr 1.1 1.2	oduction Background History	1 3 4
	1.3	The Town Centre	5
	1.4	Social and Economic Benefits of the Town Centre	6
	1.5	Existing Conditions	7
	1.6	Previous Proposals	8
	1.7	Report Outline	9
2.	Ana	lysis	11
	2.1	Site Analysis	13
	2.2	Market Development Potential for Retail and Commercial Uses	21
3.	Con	cept Development	25
-	3.1	Public Input	27
	3.2	Plan Guidelines	30
	3.3	Development Options	31
	3.4	Concept 1	32
	3.5	Concept 2	36
	3.6	Concept 3	40
4.	Con	cept Refinement	43
	4.1	Concept Selection	45
	4.2	Pedestrian Realm	47
	4.3	Streetscape Design	49
	4.4	Wayfinding & Signage	55
	4.6	Implementation	<i>57</i>
	4.7	Opinion of Probable Costs	59
5.	App	endices	61
	5.1	Wellness Centre Planning, Development, and Programming	63
	5.2	Case Studies in Revitalization and Public-Private Partnerships	67

1) INTRODUCTION



Introduction

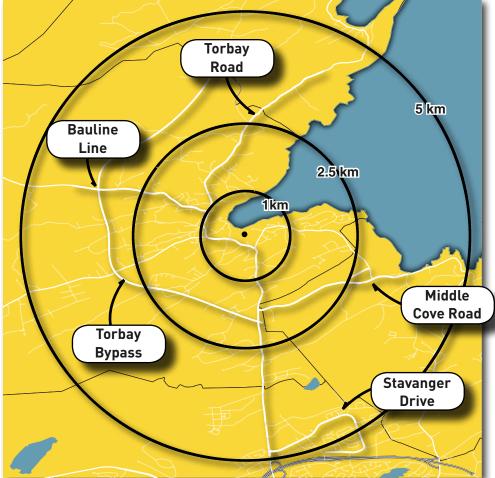


1.1 BACKGROUND

Torbay is a rural town located on the eastern side of the Avalon Peninsula. Located next to the capital city of St. John's, the Town is minutes away from urban amenities, including large commercial districts and an international airport. Situated beside the Atlantic Ocean, Torbay offers some of the most picturesque views of the coast of Newfoundland. Torbay's coastline is synonymous with its community identity, offering a historic landscape, views, hiking trails, and a public beach.

Torbay is the second-fastest growing municipality in the Province and has a population exceeding 7,000. The Town has a sound economic base of over 150 registered businesses, two schools, and numerous clubs and organizations. In order to continue to support this growth and recognize the shift from a rural community to a more urban town, the Municipality is looking to develop land next to the Town Hall as a Town Centre. A core element to the Town Centre is a proposed new Community Wellness Centre which will be home to a variety of social, cultural, and recreation activities. Due to the Town's impressive growth, existing facilities for such activities have reached capacity and residents are clamouring for additional facilities. The Town Council wishes to create more of a centre to the community, provide opportunities for the development of local services, and to stimulate investment in the Town.

As such, Council has identified the area to the east of the Municipal Building as a potential



THE TOWN CENTRE SITE

The Town Centre site is located about a 10 minute drive to the Stavanger Drive Commercial District.

site for the development of a new Town Centre. The relocation of the Municipal Works yard and Recycling Depot make Town-owned land in the area available for redevelopment and with the potential provision of a Wellness Centre, the Town may be able to provide the stimulus for private investment in the area.

Although the proposed Community Wellness Centre will be a key component of the Town Centre development, the site has the potential to include a mix of shops, services, housing, and public spaces. The Town Centre must bring social, economic, and environmental benefits to the community and be connected to trails, streets, and public places. The Town Centre will serve as a social and economic hub in the heart of Torbay and be a real focal point to the community.

3 Introduction

1.2 HISTORY

As one of the earliest sites frequented and settled by migratory fisherman, Torbay was named by West County English fishermen who believed that the Harbour bore a resemblance to Tor Bay in Devon, England. Torbay was known as a good place for the fishery, despite the lack of sheltered harbour. The earliest evidence of fishing rooms (stages, flakes, and the like) is from 1677. By 1677, there were two establishments and total year-round population of six people. In 1697, the population reached 18 people in three establishments but the Bay was frequented each summer by about 150 migratory fishermen.

The earliest settlers took advantage of the areas with the best access to the ocean, while areas with no tenable landing place for boats were settled later. The community grew in a way which the heights above the harbour were used as pasture for livestock, the banks lined with tiers of fish flakes, and the valets cleared to grow root crops. By 1818, the population reached 556 people. In the 1820s, Torbay Road was laid out which provided a connection to St. John's for farmers of Torbay who marketed the bulk of their vegetables, hay, and livestock in the city. The population reached nearly 1200 by 1857.

In the summer of 1941, the Royal Canadian Air Force built an airbase just south of Torbay which drew many working residents of Torbay to leave farming and the fishery for jobs as construction labourers, carpenters, and truck drivers. After the war, many residents continued their work in the trades elsewhere and Torbay became a primarily dormitory town for St. John's.



TORBAY BEACHServicemen relaxing near Torbay Beach. Source: NL Encyclopedia

TORBAY BEACH

A modern picture overlays a historical scene. Source: Town of Torbay



1.3 THE TOWN CENTRE

The Town Centre site has strong cultural and historical ties to Torbay, which has historically been a farming and fishing community. The Town Centre area and surrounding lands were used throughout the 1800s and early 1900s as pasture for livestock and the banks surrounding the Bight were lined with tiers of fish flakes.

Over time, the population of Torbay grew and with the laying of Torbay Road, which connected Torbay to St. John's, and with the building of an air base just south of Torbay, supply and service jobs became more prevalent in the community. Although once a hub for farming and fishing,

the Town Centre site is now largely vacant and undeveloped. Historically, Torbay has seen strip development along Torbay Road that extended throughout the community. This has resulted in there being no traditional centre to the Town.

The Town Centre site is characterized by several important built and natural features. The site is bounded and accessible by Torbay Road, Marine Drive, Spray Lane, Holy Trinity Lane, trails, and the coastline. A bank and the Town's Municipal Centre are located southwest to the site and several residences are spread along Torbay Road and Marine Drive. Currently, a large portion of

the Town Centre site is used as a works yard and bulk recycling drop off for the Town but these uses are planned for relocation. A cemetery can be found on the east side of Holy Trinity Lane and extends to Torbay Road and Marine Drive.

Different locations on the site offers exceptional views to the beach, the ocean and various coves, and of the rural residences on the coast of the area. Several trails, including the East Coast Trail, run along the site, to the beach, and along the coast. Some areas of the trails have very steep slopes and loose cover.



5 Introduction

SOCIAL AND ECONOMIC BENEFITS OF THE TOWN CENTRE

When the Town Centre is completed, it will be much more than a collection of buildings; instead, it will be a complementary system of physical facilities, programs, shops and services, residences and social networks that aim to improve people's quality of life. By emulating the successful blueprint found in other jurisdictions, Torbay's Town Centre will bring together services, networks and physical assets to form the foundation of a strong community. This section outlines the different types of anticipated benefits to result from the Town Centre. This exercise is central to evaluating the Town's potential return on investment. It also informs the underlying value proposition for pursuing the Town Centre's development.

1.4.1 Contextualizing the Benefits

It is tempting to evaluate community investments exclusively by their economic impact. Yet applying an economic value approach to evaluate the Town Centre's positive externalities would be shortsighted. In this regard, Louise Briand et. al (2011) note the benefits of civic investments are observable, but generally difficult to quantify in monetary terms. Accordingly, the table to the right addresses the Town Centre's economic benefits, describing several associated individual, community and environmental benefits. The table also categorizes these benefits by their respective scale of impact. Some benefits, for example, will have their greatest influence at the individual level while others will affect the community as a whole.

As demonstrated by the table below, the majority of anticipated benefits to result from the Town Centre will have their greatest impact at the individual and community levels. Therefore, the Town Centre must provide year-round benefit. In many ways, however, the benefits of this development will be felt beyond Torbay's

boundaries. To this end, many of the 'individual/ resident' oriented benefits may be experienced by anyone who frequents the Town Centre also making the potential to attract tourists/visitors is a motivator for pursuing this development.

SOURCE: Millier Dickinson Blais Inc. 2014

	Individual / Resident	Community / Town	Beyond Torbay
	mulviduar/ Resident	Community / lown	Beyond forbay
Social		Municipally directed development reflective of community vision and values Support for vulnerable families ↑ Community cohesion (or Social solidarity) ↑ levels of local volunteerism ↑ Community awareness of Town events and initiatives	 Provision of public washroom public space and community information for residents and tourists Provision of meeting space
Economic	 ♦ ↑ Personal income ♦ ↑ Lower transportation costs for recreation and retail amenities 	 ↑ Community loyalty ↑ Willingness to shop / buy local ↑ Property values ↑ Local employment multipliers ↑ Local – self sufficiency ↑ Efficiency in Town's service delivery ↑ Tax assessment ▶ Benefits will likely exceed construction and operating costs In other communities, the benefit to cost ratio from this form of civic investment is 3 to 1 	Provides proximate services and amenities to neighbouring community residents ↑ Profile of entire area to attract visitors and new residents ↑ Regional investment Diversifies regional economy ↑ Employment ↓ Economic dependence on government transfers
Environmental		 ↑ Community walkability ↓ Transport emissions ↓ Building footprint ↑ Protection of surrounding natural heritage areas ↑ Building densities More efficient land use outcomes 	

1.5

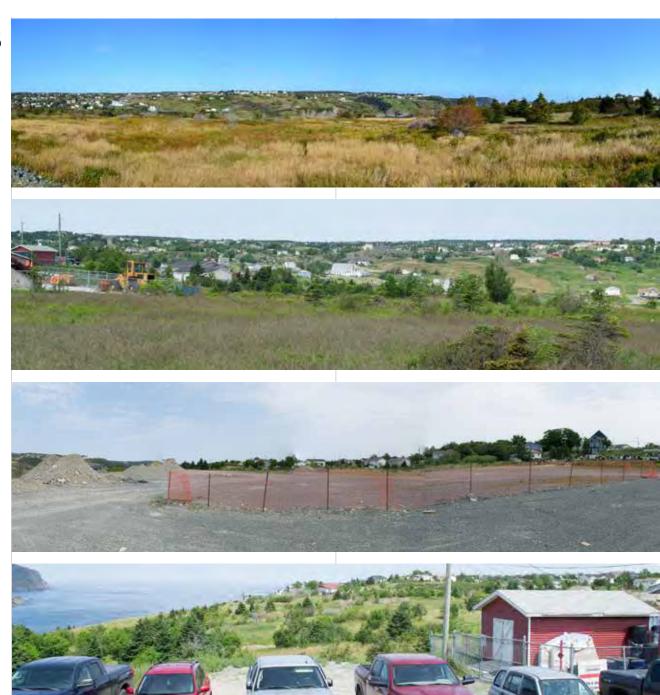
EXISTING CONDITIONS

The site is located behind the Torbay Municipal Centre on Torbay Road and is approximately 30 acres (almost 20 football fields) in area. The north side of the site has steep slopes reaching down to the Torbay Bight. These steep slopes provide the site with spectacular views of the inlet, the landscape on the other side and out to the ocean.

The eastern side of the site is bounded by single family residential development that fronts along Spry Lane and Marine Drive. The southern portion of the site is adjacent to the Holy Trinity Cemetery and additional single family residential development that front on Torbay Road. The western side of the site bounds the Municipal Building, an RBC Bank and some additional single family residential development accessed from Torbay Road.

The interior of the site away from the ocean's edge is relatively flat. It currently contains the works yard for the Town and a fill area that has been used as a recycling depot. With the exception of the municipal works yard, the site is currently undeveloped. The site currently only has direct road frontage on Marine Drive adjacent to the Doyle's and Quayle's Lane and at the bottom of Spry Lane, a relatively narrow and steep road on the northern end of the site.

More detailed information on the site conditions are provided in Chapter 2.



1.6

PREVIOUS PROPOSALS

In 2009, as part of the Heritage Master Plan, Tract Consulting developed a master plan for the Town Centre area (pictured bottom left. The plan focused on the Wellness Centre and provided adjunct buildings. Vehicular access was provided via a new road that ran through the existing parking lot south of the Municipal Building to Marine Drive at Doyle's and Quigley's Lane, and along Holy Trinity Lane utilizing the existing intersection with Torbay Road as well as a new road to create a 90 degree intersection with Torbay Road.

The proposed development had a suburban

character with large expanses of parking and did not acknowledge the property boundaries in the site.

The Town liked the idea of locating the Wellness Centre on the site, but was not confident of the concept layout plan. Therefore, Architecture 49 was hired to refine the spatial requirements for the building and provide an enhanced concept.

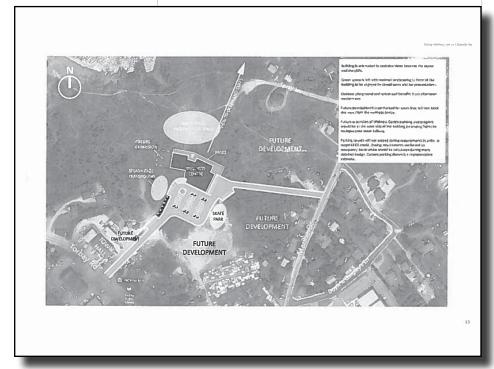
The Architecture 49 concept (see bottom) also focused on the Wellness Centre and did not heed the existing property lines. The building and the parking area were much smaller. Access

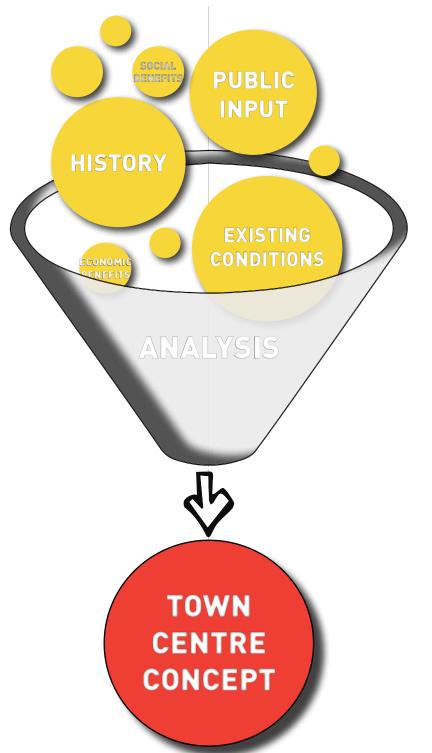
was provided with a new road that ran through the existing parking lot south of the Municipal Building and another access road that connected to Marine Drive between civic addresses 35 and 37 creating an angled intersection.

Architecture 49's Concept (2014)

Tract Consulting Concept (2009)







1.7 REPORT OUTLINE

The remainder of this report is organized into four sections: Analysis, Concept Development, Concept Refinement, and Implementation.

The Analysis chapter describes existing characteristics of the site, including physical and environmental conditions, site access, views, servicing, and land use. The section also presents a comprehensive review on the social and economic benefits of the Town Centre and includes an analysis of market development potential for retail and commercial uses. Furthermore, the Analysis section includes the results of the community consultation strategy consisting of social media networks, a series of public events, and one-on-one interviews with members of the business community.

The results of the Analysis section are used to separate concept designs in the Town Centre Concepts section. The separate concepts are evaluated against a set of criteria to inform the selection of a preferred option. The preferred option is presented in the next section where a collection of maps, graphics, and illustrations to describe the concept.

The report concludes with the Implementation section which outlines the actions that the Town can take to enable the development of the Town Centre along with an opinion of probable costs.

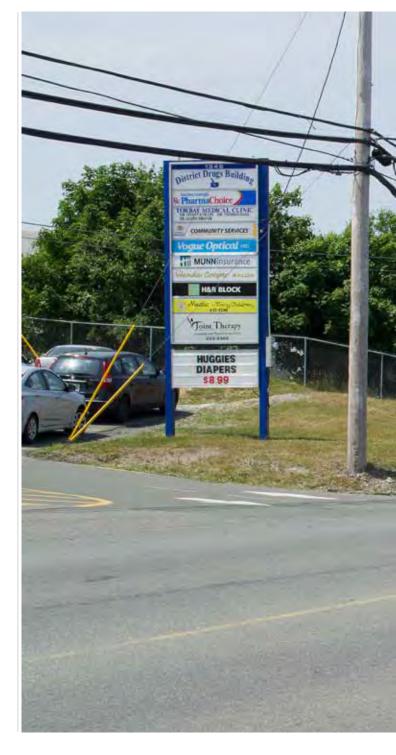
Introduction

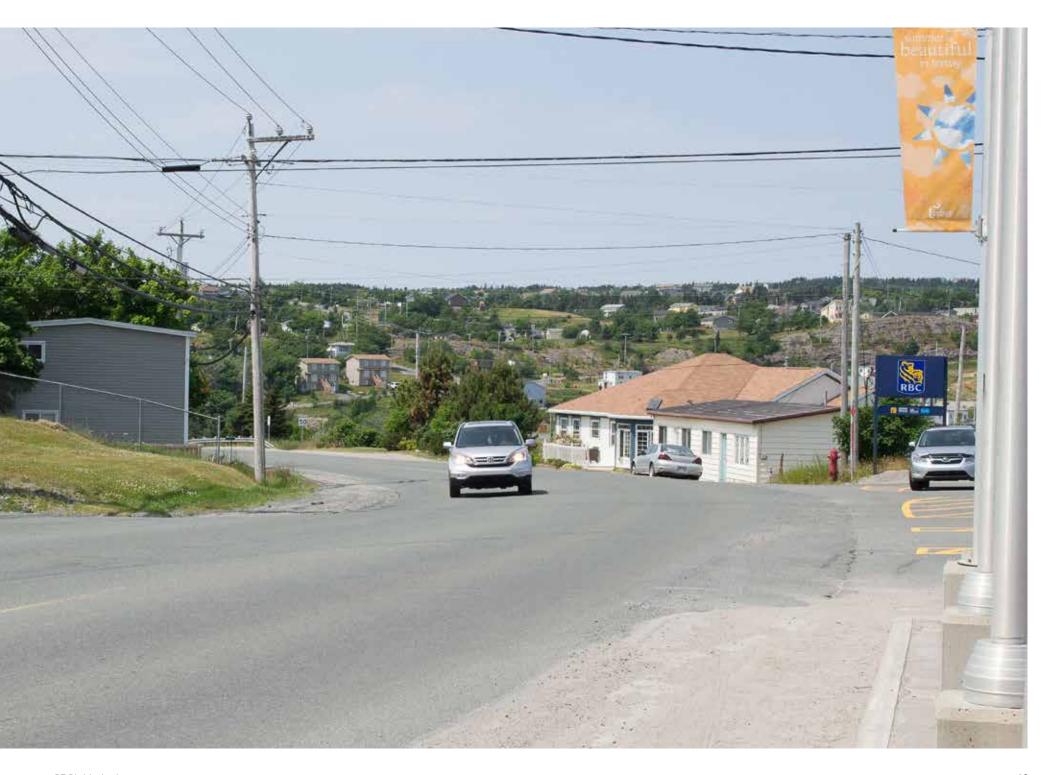
2 ANALYSIS

For the development of its Town Centre, Torbay essentially has a blank slate with which to start, as opposed to an existing built up area that it is trying to revitalize and retrofit. This presents some unique opportunities and in order to provide the Town with the best possible concept, it is first necessary to understand the site in a comprehensive manner.

The analysis begins with the physical and natural surroundings of the site, investigating geophysical conditions that will impact future development, such as elevation, slope, sunlight, and viewscapes. The urban surrounding of the site - traffic issues, land use and zoning, site access, and site servicing - are then reviewed.

The chapter concludes with a look at the economic environment of the Town, including an analysis of the social and economic benefits of the Town Centre and market development potential for retail and commercial uses.

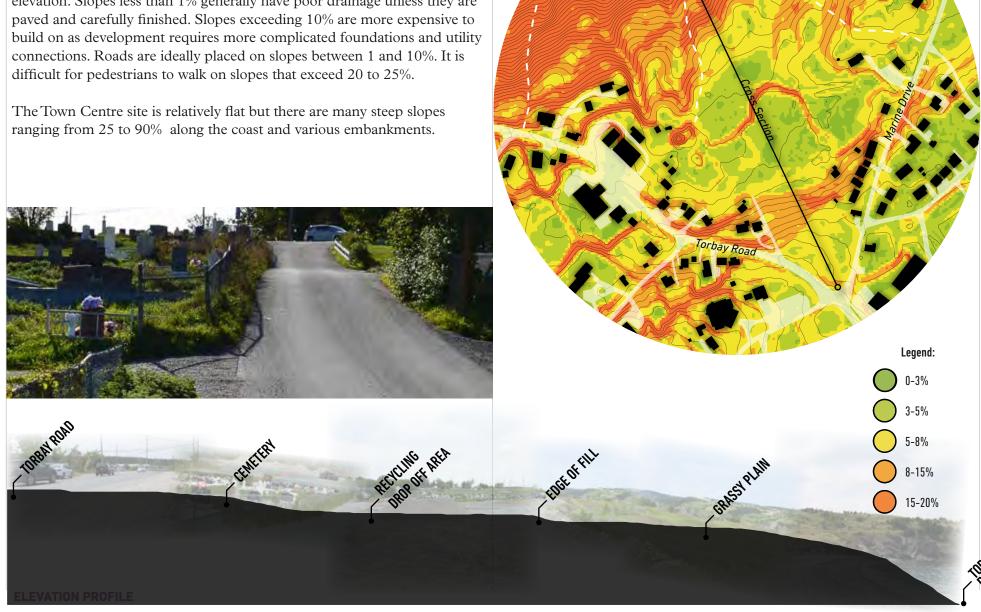




SITE ANALYSIS

2.1.1 Slope

Development in the Town Centre will be constrained by changes in elevation. Slopes less than 1% generally have poor drainage unless they are



Bight

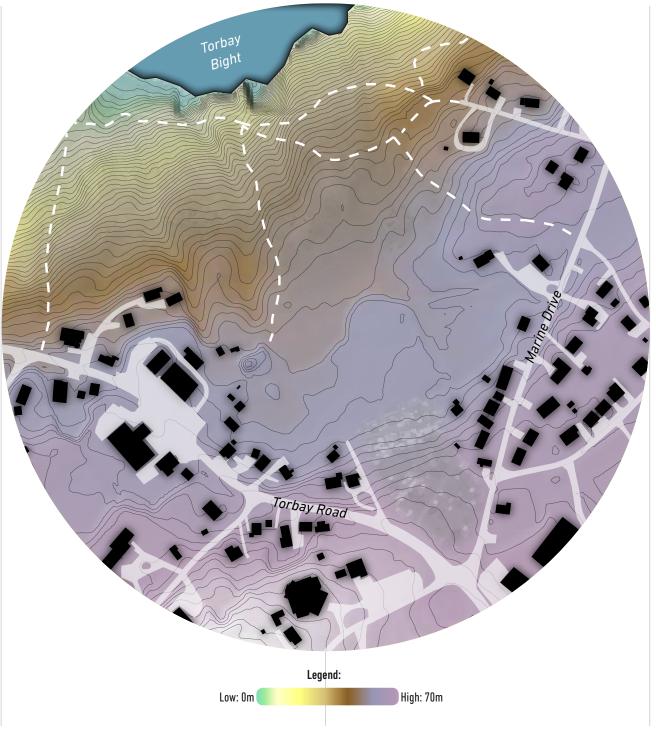
2.1.2 Elevation

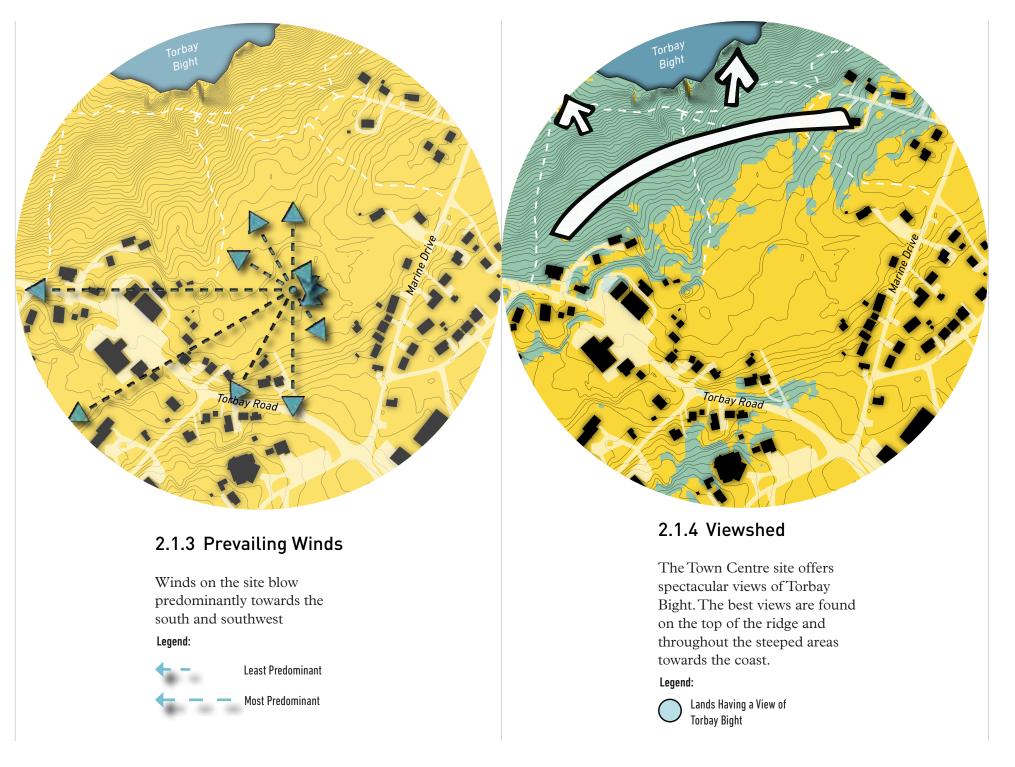
The study area is located between Torbay Bight and the land bordered by Torbay Road and Marine Drive. From the beach and up the steep slopes of the bank, elevations rise quickly reaching approximately 50 meters at the top of the bank. A relatively flat plain is found at the top of the bank where the Town's Public Works yard and the bulk recycling drop-off centre are currently located. The plain is enclosed on both sides by Torbay Road and Marine Drive.

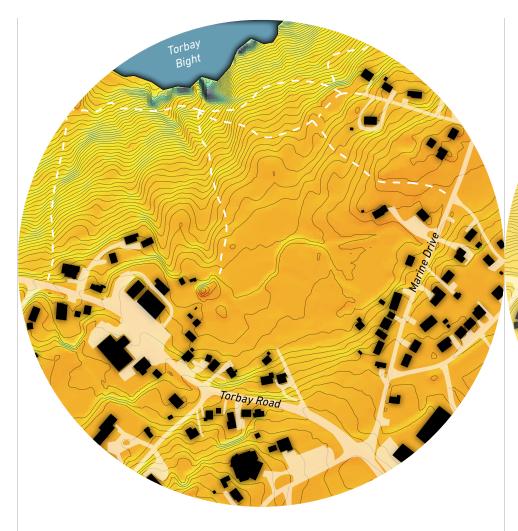
ELEVATION

A view of the plain (40-50m) and slopes leading to Torbay Beach. $\label{eq:continuous} % \begin{center} \end{center} % \beg$



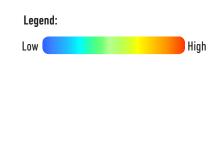


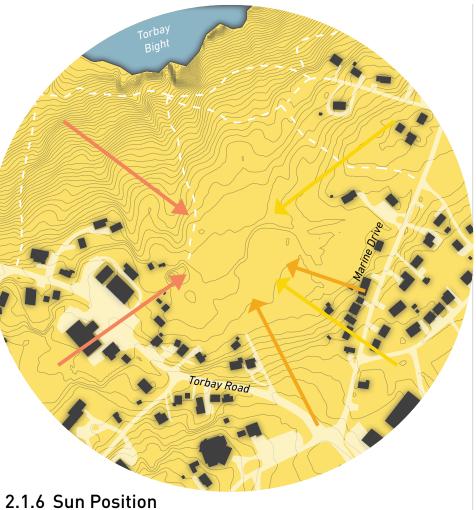




2.1.5 Sunlight

Due to its topography, the site experiences different levels of sunlight. Development that faces south tends to receive the most sunlight while the north facing and sloped areas experience the least sunlight.





The sun's movement changes during different times of the day and year. The sun is higher in the sky during the summer months and lower in the sky during the winter months.

Depending on the placement of buildings and other wind screens, this has an important impact on the micro-climate that can be created affecting pedestrian and outdoor user comfort.

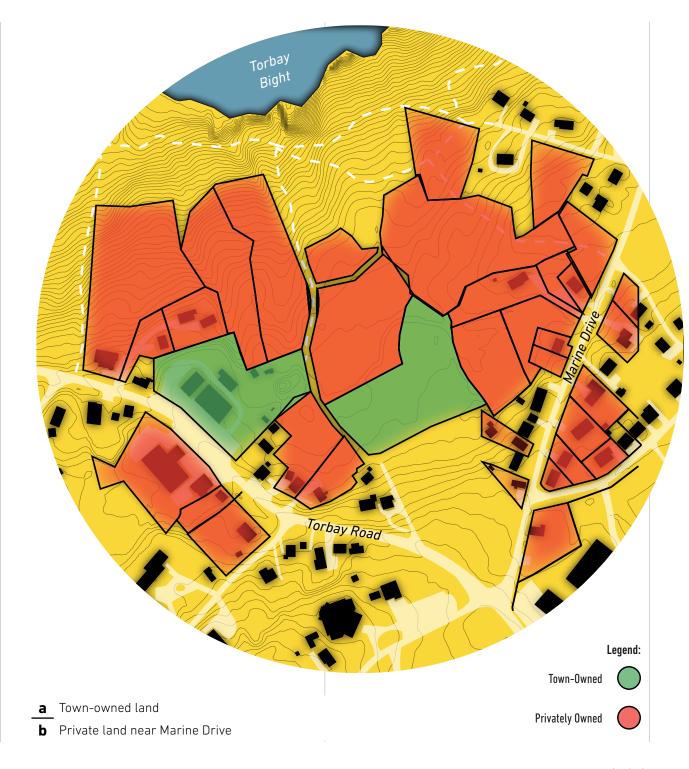


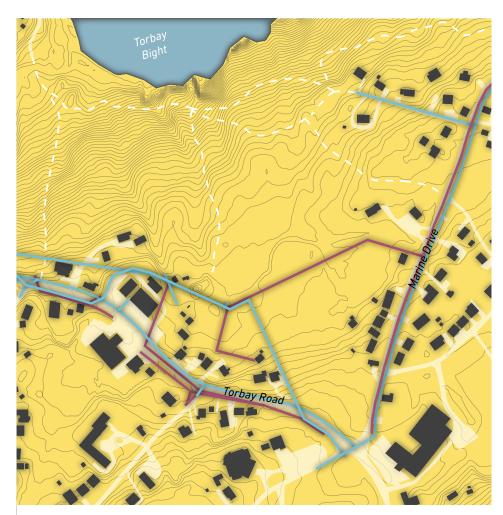
2.1.7 Property Ownership

Property ownership of the site is highly fragmented with many odd shaped lots. Lands are held both publicly and privately.









Torbay Bight Torbay Road

2.1.8 Servicing

The area surrounding the Town Centre site is serviced by one or a combination of water supply and sanitary sewer. The site has an existing sewer line extending northeast through it and an existing water supply line which runs down Holy Trinity Lane.



2.1.9 Land Use Zoning

The site consists of, and is surrounded by, a mix of land uses including public use, residential, conservation, and mixed development. The current land use zoning will change with provision of the Town Centre Zone.



2.1.10 Site Access

The study area is accessible via several pedestrian and vehicular entrances. Vehicular access to the study is available from the Municipal Centre parking lot and from Holy Trinity Lane. For pedestrians, the site can be accessed from the vehicular access points but also from Spray Lane, trail openings on Marine Drive, and from the East Coast Trail.

a Municipal Centre Parking Lot

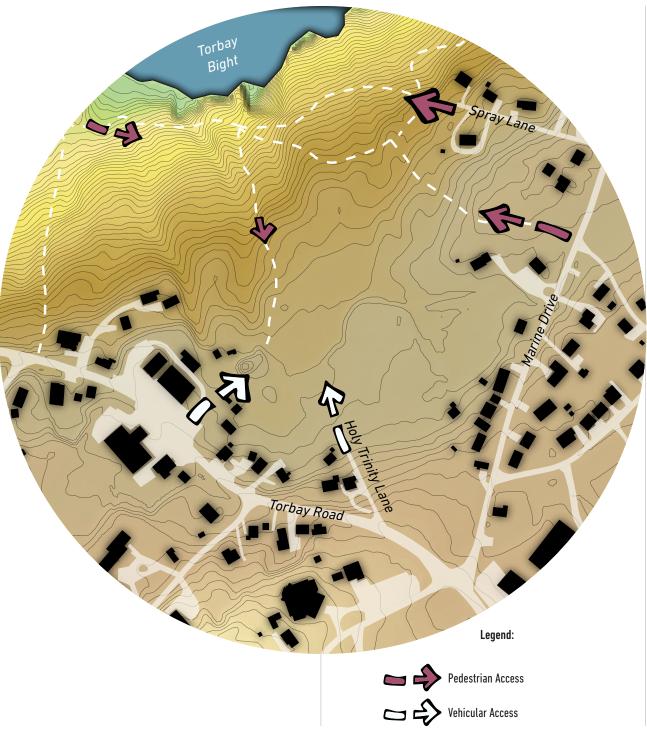
b Holy Trinity Lane

c Trail connection from Spray Lane

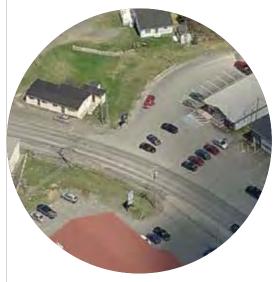






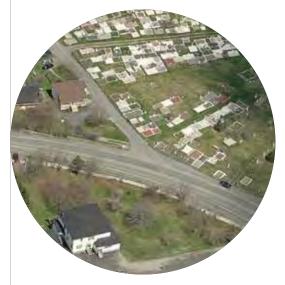


2.1.11 Intersection Analysis



Torbay Road/Bank Intersection

Sightlines at the Torbay Road/ Bank intersection are deficient due to a sharp curve on Torbay Road northeast of the intersection. The parking lot for the bank is close to Torbay Road and the main drive aisle intersects the roadway at an acute angle, which obstructs sightlines. This problematic configuration, coupled with drivers exceeding posted speed limits, makes this intersection particularly hazardous.



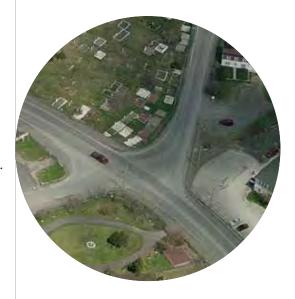
Torbay Road/ Holy Trinity Lane Intersection

The Torbay Road/Holy Trinity Lane intersection has deficient sightlines due to the elevation and slope of Torbay Road, the narrowness of Holy Trinity Lane, and the acute angle of the intersection.



Torbay Road/Municipal Centre Intersection

The Torbay Road/Municipal Centre intersection has adequate sightlines because it is situated along a relatively straight section of Torbay Road. Although the sightlines are sufficient, parking can obstruct left-turning views when exiting the Municipal Centre parking lot.



Torbay Road/Convent Lane/Marine Drive Intersection

This intersection has adequate sightlines but they are affected by the uneven alignment of the four-way intersection, slope of Torbay Road (northbound), and fencing along the roadways.

2.2 MARKET DEVELOPMENT POTENTIAL FOR RETAIL AND COMMERCIAL USES

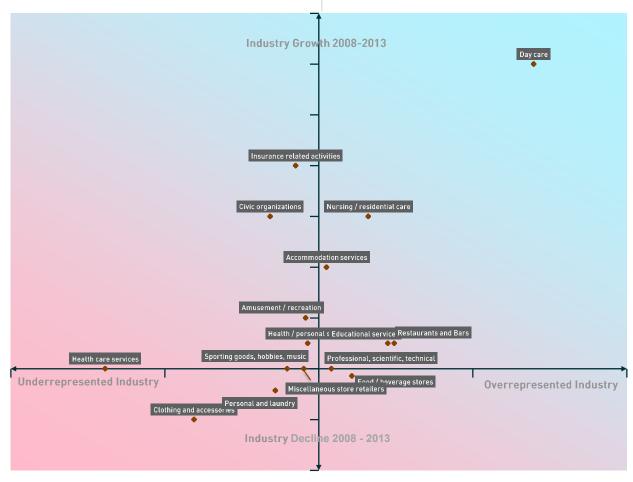
Creating a strong synergy between existing and future developments, existing and future businesses, and existing and future residents requires identifying where the potential exists for strong growth and development. As these things grow together, they increase quality of place and the meaning of shared space.

With a population growth rate of 17.8% between the 2006 and 2011 census, Torbay's population boom is accompanied by increased demand for goods and services. Identifying opportunities for business development ensures that those investing in Torbay will find opportunities likely to succeed based of market demand, ability to fill given niches, or ability to compliment other similar businesses.

For this project, the consulting team determined whether the number of businesses selling products and services (ranging from clothing stores to restaurants to insurance brokers), is growing or declining. In addition, with a list of Torbay's existing businesses in hand, the consulting team determined whether these same types of businesses are underrepresented or overrepresented based on the local population. The focus was on retail and commercial business sectors that are suitable to a downtown community-centric space and/or that may be a draw for visitors. Also undertaken by the consulting team, but not presented in this section, was a case study review about revitalization projects featuring public-private partnerships.

TORBAY INDUSTRY SUB-SECTOR GROWTH COMPARED WITH LEVEL OF REPRESENTATION

Source: Adapted and Created by Millier Dickinson Blais Inc, as derived from Canadian Business Patterns, December 2008 and December 2013, representing sectors identified in North American Industry Classification System (NAICS) 2007 format. Titles of sub-sectors have been relabeled for ease of understanding and space considerations.



The case studies can be found in Appendix B.

The results are summarized in the figure above, which plots each industry sub-sector on an x-y graph; where the growth or decline of businesses in Torbay are shown on the vertical axis and the overrepresentation or underrepresentation are shown on the horizontal axis. Combined, they indicate where businesses are both

underrepresented and on the decline on the one extreme and overrepresented and growing on the other extreme.

In studying the results, the following themes are observable:

 A large cluster shows room for more growth without being overrepresented.
 Hovering around the zero point on the axes,

- miscellaneous retailers, sporting good, hobby and music stores, food and beverage stores, professional, scientific, and technical services, and personal services and laundry all show room to grow moderately;
- Highly under represented and on the decline (strictly in terms of numbers of stores) are clothing and accessory stores. This may be a function of competitive box stores which have opened in the outskirts of St. John's in recent years. There may be room for targeted growth or specialty retailers within the sector;
- Food and beverage stores are over represented in a declining sector, but there is room for convenience stores, possibly in association with another kind of store, such as a health and personal care store if some of those amenities are included;
- Restaurants and bars appear overrepresented, but upon closer inspection limited service restaurants have inflated the value, and bars and full service restaurants are underrepresented in the sector compared to the St. John's CMA;
- Three sub-sectors show impressive growth but nonetheless are still underrepresented or can likely tolerate more business development in the sector. They are insurance related activities, civic organizations and social clubs, and amusement and recreation amenities;
- Health care service is the only sector to score significantly low in underrepresentation.
 Moreover, the sector has shown no growth over the past five years. A possible complimentary sector is the personal care services sector, which includes hair and beauty salons, nail salons, tanning facilities and massage parlors. Health and beauty are often thematically integrated into a target industry theme;
- Though nursing and residential care services

- are growing significantly, there is room for more representation in the market, especially given the growing cohort of people in or nearing retirement age; and
- Day care appears overrepresented and as having grown rapidly.

While it may appear that there is room for growth in some of the above sectors, economic leakage to amenities in St. John's may explain the declines in certain sub-sectors as well as lack of growth. Qualitative evidence from the community suggests this is a growing concern, so development within any of these sectors needs to be targeted and smart. Consultations showed that the community is interested in a range of goods and services that can meet the demands of different demographics, from young professionals without children to growing families.

2.2.1 Focusing the Type of Retail and Services

As shown in the box to the right, there are seven different types of retailers and services. Given the location of the Town Centre off of the main thoroughfares and on the beautiful cliffs of Torbay Bight, its relatively small footprint for commercial development, the proposed residential and civic uses with the Town Centre, and its proximity to the metropolitan St. John's largest shopping complex at Stavanger Drive, the following options can be quickly eliminated: department stores, supermarkets, warehouse retailers and discount retailers. In addition, e-tailers are not relevant given the Town Centre will offer physical space for rent.

Remaining are specialty and convenience retailers. Both have the potential to work. To be

What is the retail and service sector?

Department Stores - Often the most complex and offering a wide range of products.

Supermarkets – Generally large format and offering a wide range of food and beverage products.

Warehouse Retailers – High volume retailer usually situated in a retail or business park where rents are lower.

Specialty Retailers – Offering specific products and expert knowledge with a high level of service.

E-tailers – Shopping over the internet with products delivered.

Convenience Retailers – Usually in residential areas and offers a limited range of products at premium prices.

Discount Retailers – Offer low prices on end of line and returned goods at discounted prices.

successful there needs to be a commitment by the population in the existing retail trade area (see accompanying map) to support the retailers (and supporting services) on a year round basis. Given the lack of these types of destinations in the surrounding area, the right retail/service mix will ensure this happens.

With a strong brand and the local commitment in place, the Town Centre will then be able to attract its secondary market of residents who live outside the trade market area and visitors to the St. John's

area who are looking for a unique experience or who are exploring the East Coast Trail.

2.2.2 Specialty Clusters and Targets

The results of the analysis indicate a few areas where growth is possible. To that end, there are some common themes or threads that link certain sectors together which can make for a larger and more welcoming market overall, while fulfilling the needs of the client bases. There are two general themes worth discussing in greater detail.

- Shopping, boutique culture, and dining; and
- Health and active living

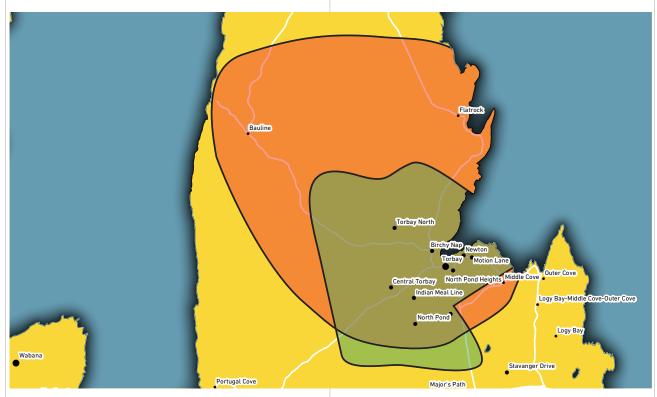
The key to success in each of these theme areas is identifying synergies that create a larger market experience than any individual draw, thereby elevating a simple shopping trip into an experience or converting a trip to the doctor's office to a trip to the pharmacy, nearest specialty food store or restaurant.

2.2.2.1 Shopping, Boutique Culture. and Dining

Everyone in Torbay already knows where the nearest Winners, Walmart, or Joe Fresh is, but what keeps customers loyal is having access to the unique items that these large chains do not necessarily carry. The phenomenon is referred to as boutique culture, and pertains to those that are interested in quality and unique items.

As the gap analysis showed both miscellaneous stores and clothing and accessory stores are lacking in Torbay. The demographic is a mix of growing young families, young professionals with growing disposable income, and growing

TORBAY'S RETAIL TRADE AREA



senior populations. Each demographics has needs and desires, some of which overlap, while others diverge, leaving opportunities for niche retailers, specialty boutiques, and diverse eating establishments.

While there are already a large amount of fastfood establishments in Torbay, fine dining, specialty restaurants, and drinking places may have room to work within the growing demographics.

2.2.2.2 Health and Active Living

Growing communities need amenities which will keep residents healthy while still allowing them to have fun. Facilities for active living, such as a Wellness Centre, may answer some of these needs, but other complimentary services can also serve that purpose. Health and personal care stores, sporting goods or other hobby stores, and even personal care services such as salons and spas are all part of the healthy lifestyle value chain. Businesses that grow and work together to encourage greater local support will enjoy locals that frequent their establishements regularly as well as potential visitors that may be in town for activities such as the East Coast Trail, a round of golf or cross country skiing, or visiting friends or family. Avoiding campy establishments in favor of quality-oriented enterprises can boost the theme. For example, rather than risk backlash over public perceptions regarding tanning

facilities or massage parlours, health spas may offer many of these services under one roof, even if the businesses are owned individually. The broader perception is one of pampering and complimentary services, rather than possible vulgar connotations traditionally affiliated with tan and massage establishments.

In addition, the above analysis showed that health care services were in demand. Consultation has indicated that the low number of doctors' offices may be overstated, but this is likely due to many residents that probably chose to visit doctors in St. John's. Since much of the population in Torbay works in St. John's, there is some logic to that explanation, but it also means that if there were medical options closer to home, less people would likely visit doctors in St. John's. An increased number of health care services would meet the needs of many elderly residents as well as young families, and in addition there are economic spin-offs such as physiotherapist offices, and health and personal care stores, which may see increased business, and therefore growth.

2.2.2.3 What to Promote and What to Avoid

The above discussions have highlighted some areas of retail development that are best suited for promotion and have also observed some areas that should be avoided because of lack of market demand or over saturation. These can be summarized as follows:

What to Promote:

- Specialty retailers providing a "boutique" style of unique but accessible products, including fashion and accessories, hobbies, as well as miscellaneous stores;
- Upscale dining or specialty dining options, including bistros, quality cafes, fine dining, original concept food, or drinking establishments;
- Health and personal care stores and sporting good stores, including pharmacies, medical or therapeutic supplies, active living accessories or equipment, and health-food or nutritional stores;

- Personal care retail such as hair and beauty salons, nail salons, tanning facilities or spatype facilities;
- Space for civic organizations and community groups.; and
- Insurance and related service establishments.

What to Avoid:

- Fast food establishments;
- Department stores, supermarkets, warehouse retailers and discount retailers; and
- Ambiguity of healthcare demand means that healthcare services, such as a doctor's office, should be avoided until greater certainty is evident, but should also be revisited as the community continues to grow.

3 CONCEPT DEVELOPMENT



25



PUBLIC INPUT

3.1.1 Who We Talked To

Engaging the people of Torbay was a critical element in developing the Town Centre concepts and will help build capacity and support for the plan's eventual implementation. The consultation process involved a variety of engagement methods through a three-day design studio within the Town that included a walking tour of the site, a design charette, phone interviews, and dropin sessions with the project team. Social media platforms including a project website, Facebook, and Twitter were utilized to generate discussion around opportunities for the site, concerns of residents, and advertise the consultation events.

A mail-out flyer was sent to 2,000 residents inviting

them to meet with the project team and to offer comments, ideas, and suggestions for the development of the Town Centre. The design studio events were also advertised on radio, the Town and project website, Twitter, and Facebook.

A walking tour of the site was held with the project team and attended by the Town Mayor, staff, local residents, and landowners. A public design charette introduced the project, presentation of background material, and an interactive design workshop was held. The public design charette was attended by residents, landowners, representatives from community groups, the Mayor, and a Town Councillor.

During the three-day design studio, the project team began drafting Plan Guidelines and developing conceptual designs for the Town Centre.

For the remainder of the week, public drop-in

sessions were held throughout the day. Many attendees of the walking tour and design charette revisited to see progress on the Town Centre design concepts and offer feedback.

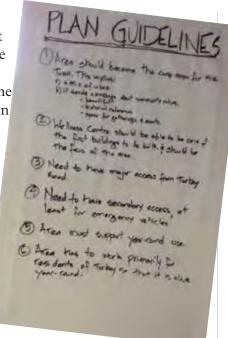
Face-to-face and phone interviews were held over the course of the three days with a handful of residents, business, and working professionals

3.1.2 What We Heard

Being a greenfield site in the centre of the Town, residents recognize the social

and economic significance that the Town Centre development could have on the community as an activity hub.

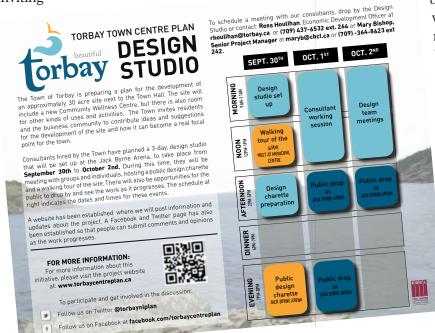
Some of the greatest concerns expressed came from residents who own land in the Town Centre area. Landowners



were concerned about how

the layout of the site, specifically the placement of the Wellness Centre and the alignment of the road, would affect their property and how their own plans for development would be accommodated in the Town Centre development. Although landowners expressed concerns over the development, they were excited to be included in the planning process and expressed openness towards working with the Town and discussing land swapping opportunities. One reoccurring concern that was raised related to the existing limited availability of space for community groups and organizations, particularly those for youth in the Town and how the existing spaces are currently operating at capacity.

Some of the popular themes for developments in the Town Centre included a farmers market. coffee/tea shop, a food and nutrition store, professional offices, a childcare facility, and a





WORD CLOUD

The word cloud gives greater prominence to the words and themes that we heard most frequently.

pharmacy. It was agreed that the development would need the right mix of retail options to be successful and that the development will not be able to compete with areas like Stavanger Drive in St. John's. Residents had mixed feelings on the types of residential development that could be appropriate in the Town Centre.

Some said they would like to see high-density residential development (such as a four-storey apartment) and mixed-use developments while others said they would prefer to see single-family homes. It was generally considered that any development in the Town Centre should look modern but also reflective of historical architecture in the Town.

Being at the centre of the community, the site is in close proximity to several residential neighbourhoods, schools, and walking trails. The public expressed desire to make the Town Centre a space that is functional and accessible for all users and to not be accessible only by car. The consultations led to discussion about walkability in the Town Centre and outlying areas. Concerns around walkability in the area included hazardous driving and walking conditions around intersections and roadways near the site, the lack of sidewalks and the condition of road shoulders, poor sightlines, and the overall comfort of the walking experience. Specific suggestions for making the site walkable included making improvements to intersections surrounding the site, the inclusion of sidewalks and crosswalks, and the provision of landscaping in the Town Centre to create a pleasant visual landscape.

Open and greenspace areas within the Town Centre were identified as an important feature to include. Specific suggestions included a duck pond, a picnic park, an outdoor theatre, fire pit area, and space for outdoor festivals and community events. Connections to the East Coast Trail and other adjacent smaller trails that offer access to the beach were identified as important features to highlight.

When discussing the layout of the Wellness Centre that was developed in earlier studies, concerns were expressed over functional programming, particularly the availability of meeting spaces and the absence of a pool. Discussions developed around a phased building of the Wellness Centre and siting the building in a way that allows for expansion of the Wellness Centre over time. The inclusion of a walking track around the building was identified as a missed opportunity and a potential feature for consideration, should the Town wish to pursue alternatives to the concept developed by Architecture 49, our study includes an overview of Wellness Centre planning, development, and programming in Appendix A for the Towns reference.

The design charette led to ideas about the character and identity of the Town and Town Centre site and how these could be used to consider a theme for the development. Through the discussions and public input, themes focused around the Town's history of farming and fishing as well as the views that the site offers of the Bight.

Discussions were held with two developers with a personal interest in the Town. Neither was in favour of commercial development on the site.

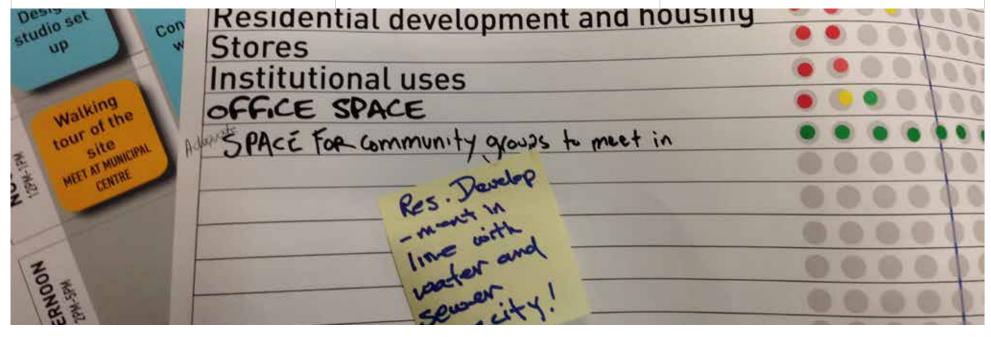
One had tried to develop commercial properties in Town and found that they were unsuccessful due to lack of traffic and local support. They felt that residential development of the area could be successful and if any commercial

development was attempted it should be a small-scale convenience store similar to the Foodland in Town.

The other developer had national franchisers come to investigate establishing a restaurant in the Town but they were not interested because Torbay is seen as a bedroom community of St. John's and the power centre just a few kilometres away at Stavanger Drive would make success unlikely. This developer felt that the area should be turned into a large park that would create an attraction in the centre of the community. This developer felt that providing a pleasant experience would be critical to the success of the area and therefore the design, finishes and site furniture must be of the highest quality.

Both developers were extremely concerned that the Town should not subsidize new commercial developments that would compete with existing businesses that have made a longstanding commitment to the Town.





29

3.2 PLAN GUIDELINES

After working with residents, landowners, businesses, local developers, town staff and council, the following plan guidelines were created. The guidelines provide direction for establishing the Town Centre and reflect notions of accessibility, year-round use, community, and the provision of greenspace. These principles have been used to assist in decision-making as the design options were developed. The guidelines provide a structure that will help to measure the success of the plan and design concepts.

Create a Core

The area should become the core area for the Town. This implies: a mix of uses, highlighting community values, and enabling people to get many of the things they want in the area without driving.

4 Promote Year-Round Use

The Town Centre area must support yearround use. It should not be shuttered in the winter when tourist numbers are down.

Maintain and Improve Safety

People should feel safe with their families and children walking in the area.

2 Start with the Wellness Centre

The Wellness Centre should be able to be one of the first buildings to be built and should be the focus of the area.

5 Build A Place for Residents

The area must serve the needs of residents of Torbay, so that is alive year-round.

8 Promote Greenspace

Greenspace, trees, and walkways foster welcoming environments and are important.

3 Provide Access

It is important to provide major access from Torbay Road. Secondary accesses, at least for emergency vehicles is also a necessity for safety purposes. Holy Trinity Lane should be one way in or a cul-desac.

6 Ensure Flexible Urbanism

To encourage development that suits the Town, zoning should not be too prescriptive, but design guidelines should be specific.

3.3 DEVELOPMENT OPTIONS

These options were provided to Council as alternatives to enable a discussion of various pros and cons associated with different development decisions. The options were reviewed with Council and Town staff to clarify the development intentions of the Municipality and select a preferred approach.

3.3.1 Common Elements

A presence on Torbay Road is critical for the area to act as a Town Centre. Torbay Road is the main road through Town. Based on the topography of the site, potential access points, and a desire to create double loaded road which make a better use of the infrastructure investments than a single loaded road, the redevelopment of the parking area and access road to the works yard on the southern side of the Municipal Offices is the preferred location for a new road entry into the site.

In order to achieve a suitable right-of-way width, it is recommended that the Town acquire the property immediately to the south of its property. The redevelopment of the area as a road entrance eliminates some of the parking available for the Municipal Building. However, the removal of the works yard creates additional space behind the Building where new parking can be developed.

Other entrances to Torbay Road were discounted because an entrance on the north side of the site makes the double loading of a road difficult and could interfere with the parking and access to the Royal Bank. Holy Trinity Lane is too narrow to allow proper access without a negative impact on

the properties between it and Torbay Road.

Given the potential scale of the project and to enable better access for the surrounding residents and fire protection services, a second entry is extremely desirable. Three options for this access were investigated.

Spray Lane is very narrow and quite steep. Appropriate access cannot be achieved without significant disturbance of the existing homes on the road. Providing an access point between Marine Drive civic addresses 35 and 37 requires the disturbance of a number of properties and creates a new intersection on Marine Drive.

The preferred location for a second access to the site is on Marine Drive opposite Doyle's and Quigley's Lane. This location modifies an existing three-way intersection making it into a four-way, which is a safer alternative than creating a new intersection between civic addresses 35 and 37. The intersection also opens up a larger area of the site for development along a double loaded road.

Since it is a very narrow road with a very acutely angled intersection with Torbay Road, Trinity Lane remains as a limited access route, only providing access to immediately adjacent properties.

The very steeply sloped land adjacent to the Bight is generally unsuitable for development and is popular spot for people to enjoy the view and go for a walk. This already area contains the East Coast Trail and remains as open space.

Based on the design developed by Architecture 49, the Wellness Centre needs a lot area of approximately 7,770 square metres to

accommodate access, parking, and open space as per the following table:

Site Component	Value	Unit
Building footprint	2,564	m^2
Parking (200 stalls) ¹	2,700	m ²
Driving aisle ²	1,800	m ²
10% for landscaping	706	m ²
Total lot size required	7,770	m ²

Notes:

¹Assumes a 2.5m x 5.4m stall

²Assumes a 7.2m wide aisle

The steeper portion of the site along the Bight along with a small portion of flatter land at the top of the slope is preserved as open space and access to the East Coast Trail that runs through the area. It is assumed that the property associated with the Wellness Centre and the configuration of the building will allow the creation of some civic open space.

Given the shapes of the property parcels on the site, it will be very challenging to create a comprehensive Town Centre without some creating land swaps or consolidating parcels. To bring this project to a success will require negotiations with a number of landowners.

Generally, it is envisioned that commercial development will be concentrated on the western side of the site where it can take advantage of proximity to Torbay Road. Residential development will be concentrated on the northern and eastern portion of the site where it can take advantage of great views of the Bight and provide a buffer for the existing residential development.

3.4 CONCEPT 1

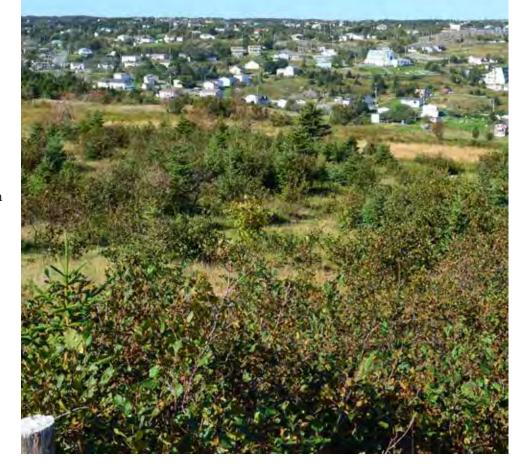
This option respects existing property lines as much as possible and locates the Wellness Centre on Town-owned property. It widens existing rights-of-way to access the property on the north facing the Bight and provided roads centred on existing property lines in those areas where no rights-of-way exist.

In this manner, it is trying to reduce the amount of negotiations required by the Town to enable an easier implementation.

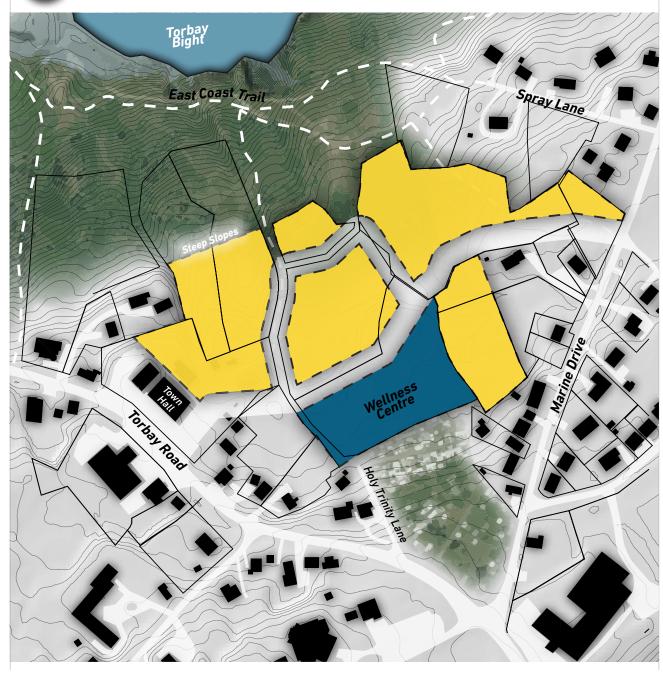
Unfortunately, the roads take up a large proportion of the site and have to wiggle through the site to match the existing property lines.

The Wellness Centre lot is on the southern side of the site and does not have visual access to the Bight. In addition, at 7,400 square metres, the lot for the Wellness Centre is constrained and additional parking for large events may need to be provided off-site. With the removal of the works yard, an expanded area becomes available immediately behind the Municipal Building. This area could be used to replace the parking lots with the creation of the road entry and these stalls could be shared with the Wellness Centre for after-hours events.

A small portion of the flat area adjacent to the Bight is left as public open space and access to the East Coast Trail.



3.4.1 Concept 1 Map



TORBAY TOWN CENTRE

Concept 1

Legend:

- Wellness Centre
- Mixed-Use

Data source: Town of Torbay



33 Concept Development

3.4.2 Concept 1 Analysis	Concept 1		
	+	-	
Requirements for land assembly, swap, or expropriation	Concept 1 proposes minimal changes to property lines and ownership. The concept purposely requires the least land assembly or swapping because the design pays particular attention to existing land owners and respects property boundaries. The lot to the south of the Town Hall does not need to be acquired.	Depending on the development that ensues, some land may have to be assembled to permit larger lot sizes. Changes to the current Development Regulations, a way to permit development on smaller lots, is discussed below.	
Location of the Wellness Centre	In Concept 1, the Wellness Centre is proposed on Town-owned land. The size of the property is smaller in area compared to Concepts 2 and 3 due to the proposed road alignment, which mostly cuts through the Town-owned land.	The size of the lot proposed for the Wellness Centre is approximately 7,300m², which would require reconfiguration of the building presented in the Charette Report and makes the provision of adequate parking on-site unlikely.	
Availability of land for expansion of Wellness Centre	Depending on the configuration of the Wellness Centre site, there may be land available for future expansion.	It may be possible for the Wellness Centre to expand into the residential area to the east of the property, but this would require property acquisition.	
Site access	This concept provides two main access points from Torbay Road and Marine Drive. In addition to the two main access points, Concept 1 proposes a lane, which permits private land owners to the north and northwest of the Wellness Centre to maintain their properties for development.		
Servicing requirements	Electrical utility service could be derived from existing nearby overhead utility distribution.	Depending on lot configurations, a new sanitary service, storm servicing, and domestic water service may have to be installed along the proposed roadway.	
Cost premiums		Concept 1 has costs associated with land purchase, assembly, and negotiations, as well, costs related to connecting servicing infrastructure. Concept 1 includes an additional roadway which has additional cost implications.	

35 Concept Development

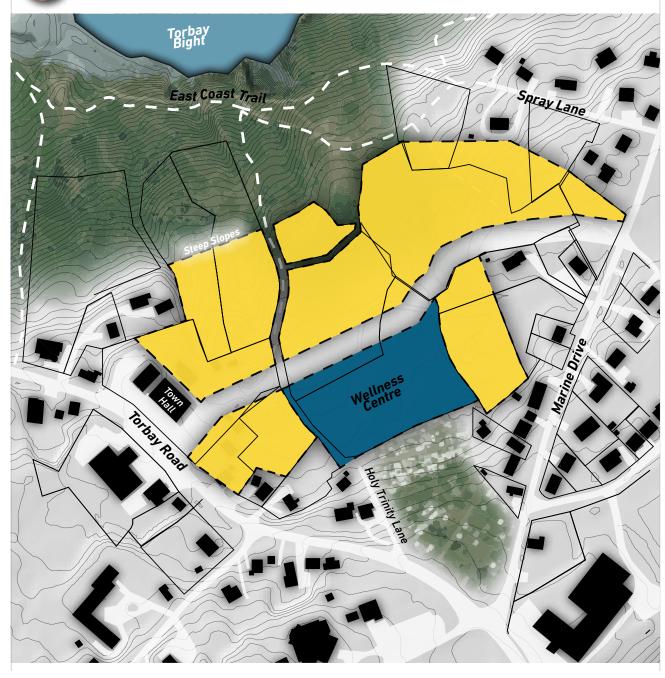
3.5 CONCEPT 2

In this concept, the main road is straightened to provide a larger lot that will better accommodate the site requirements of the Wellness Centre. Full road access is not provided to the small lot on the northern portion of the site, but the laneway is retained to provide driveway access.

Again, by respecting lot lines and private property holdings as much possible, this concept is trying to reduce the amount of negotiations required by the Town.



3.5.1 Concept 2 Map



TORBAY TOWN CENTRE

Concept 2

Legend:

- Wellness Centre
- Mixed-use

Data source: Town of Torbay

37 Concept Development

3.5.2 Concept 2 Analysis			
0.0.2 Concept 2 Anatysis	Concept 2		
	+	-	
Requirements for land assembly, swap, or expropriation	The study area is intersected by a proposed roadway that significantly encroaches on privately held land. Compensation will be required.	Some land assembly is required in the western side of the Town Centre development, particularly the proposed mixed-use and commercial development next to Torbay Road and behind the Town Hall.	
Location of the Wellness Centre	The Wellness Centre is proposed on Town-owned land. Due to the road configuration, the depth of the Wellness Centre property is deeper than in Concept 1, improving layout options.		
Availability of land for expansion of Wellness Centre	Depending on the configuration of the Wellness Centre site, there may be land available for future expansion.	It may be possible for the Wellness Centre to expand into the residential area to the east of the property, but this would require property acquisition.	
Site access	Similar to Concept 1, the site provides two points of access: one from Torbay Road and one from Marine Drive.		
Servicing requirements	Electrical utility service could be derived from existing nearby overhead utility distribution.	Depending on lot configurations, a new sanitary service, storm servicing, and domestic water service may have to be installed	

Cost premiums

along the proposed roadway.

Concept 2 has costs associated with land purchasing, assembly, and negotiations and costs related to relocating/removing

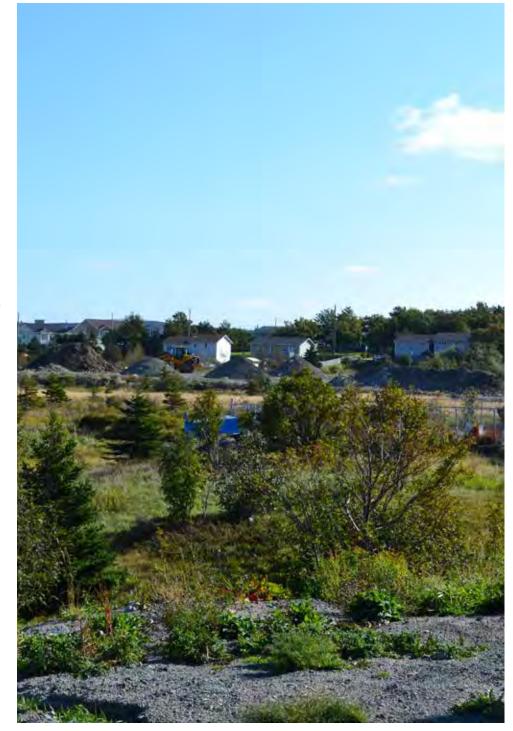
existing infrastructure. However, given the increased number of properties and areas, involved costs and time requirements for land transactions will likely be higher than in Concept 1.

39 Concept Development

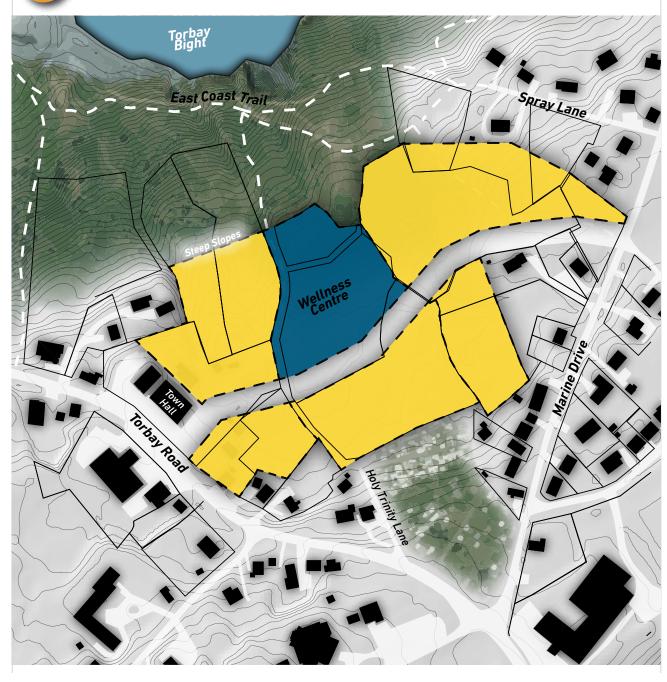
3.6 CONCEPT 3

In this concept, the Wellness Centre is located on the northern side of the site to allow it to take advantage of the views of the Bight and has sufficient lot size. The small portion of the flat area adjacent to Wellness Centre with a great view of the Bight is left as public open space and access to the East Coast Trail. To take advantage of the views, the Wellness Centre Building would likely be placed on the northern edge of the lot, which would require the parking for the building to be placed on the southern side of the lot adjacent to the road. This configuration would negatively affect the more urban character that is intended for the area.

This concept assumes a major reorganization of the properties in the area as the Wellness Centre is located on what is now private property. This will require major negotiations, which could slow down the ability to implement the construction of the Wellness Centre.



3.6.1 Concept 3 Map



TORBAY TOWN CENTRE

Concept 3 Potentially Longest to Implement

Legend:

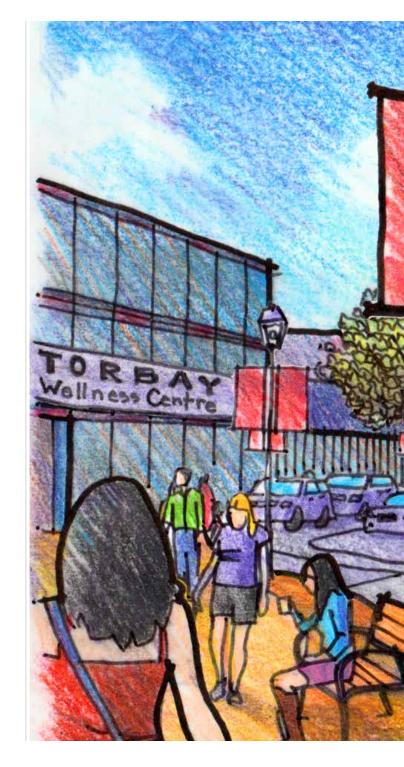
- Wellness Centre
- Mixed-Use



41 Concept Development

3.6.2 Concept 3 Analysis			
J.O.Z. Concept o Anatysis	Concept 3		
	+	-	
Requirements for land assembly, swap, or expropriation		This concept assumes acquisition of land to place the Wellness Centre closer to the Bight. Anticipated negotiations are expected to make Concept 3 the longest to implement.	
Location of the Wellness Centre	Placing the Wellness Centre closer to the Bight will allow it to take advantage of views and access to the open space.		
Availability of land for expansion of Wellness Centre	This option offers the opportunity to expand the Wellness Centre into the land proposed for residential development to the east of the site.		
Site access	Similar to Concept 1 and 2, this concept provides two points of access: one from Torbay Road and one from Marine Drive.		
Servicing requirements	Electrical utility service could be derived from existing nearby overhead utility distribution.	Depending on lot configurations, a new sanitary service, storm servicing, and domestic water service may have to be installed along the proposed roadway.	
Cost premiums		Concept 3 has costs associated with land purchasing, assembly, and negotiations and costs related to relocating/removing existing infrastructure.	

4 CONCEPT REFINEMENT









Based on a review of the concepts, Town Council selected Concept 2 as the preferred alternative because it enables the Wellness Centre to be built relatively quickly demonstrating the Town's commitment to the area and to providing services desired by Town residents. It also preserves attractive locations for additional types of development which would help to spur private investment in the area.

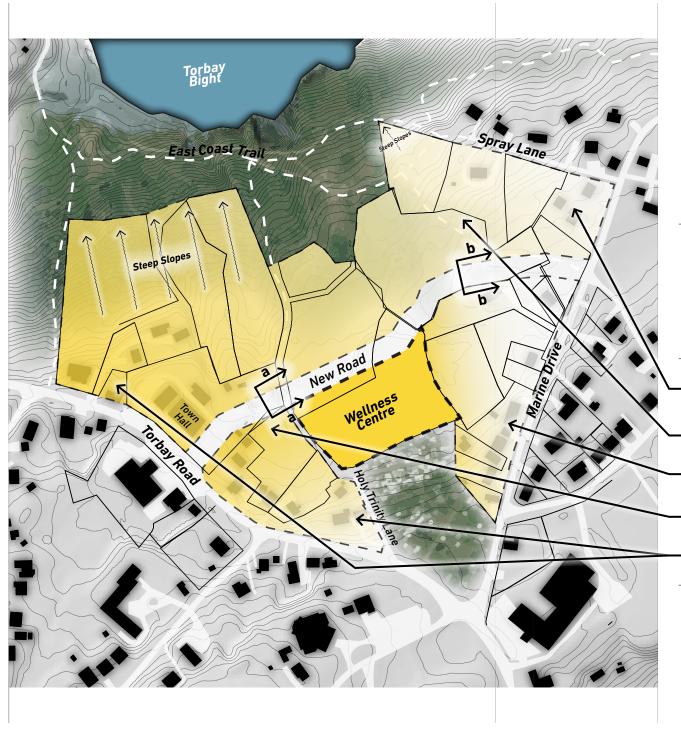
Council endorsed enabling flexibility on land use, but regulating the form and massing of the buildings through the development of specific design guidelines. Zoning for the area should be as flexible as possible to allow private developers to choose and build the type of development they believe will be most successful. Design guidelines should be more stringent to ensure that the Town gets the style of development they wish to have in the area. The Town wishes to have any development along the main road that does not provide ground floor commercial / retail at the outset to be built with wider frontages and higher ceilings on the ground floors to enable these spaces to eventually be able to accommodate commercial / retail development as the area urbanizes.

A meeting was held with private landowners to review a draft of the preferred concept. Landowners were generally supportive of the plan, but expressed concerns related to:

- increased traffic negatively affecting the existing situation especially around Holy Trinity Elementary School;
- the closure of a portion of Holy Trinity Lane

- that would restrict access to the rear lot access to some properties adjacent to it;
- the ability of the sewer and water supply infrastructure to handle the increased demands created by the new development; and
- the reduction in lot sizes resulting from the requirement for a new road reserve.

The proposed plan has been altered to enable Holy Trinity Lane to continue to provide access to the lot abutting it to the west. Council will need to negotiate with landowners to obtain land for the development of the road through the site and as part of the detailed design of the road, should have a traffic study done for the area and confirm the sewer and water supply capacity to enable additional development in the area.



TORBAY TOWN CENTRE

Proposed Development Concept

Legend:

Wellness Centre

Town Centre Zone (Mixed Use)

Existing uses can continue.

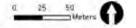
Eastern portion of site to be primarily residential to buffer existing residential uses.

Existing uses can continue.

Initial commercial type development concentrated towards Torbay Road.

Existing uses can continue.

Data source: Town of Torbay



4.2 PEDESTRIAN REALM

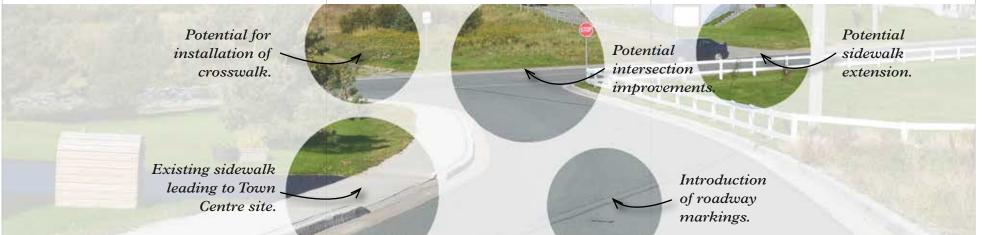
4.2.1 Circulation

One of the greatest assets of the Town Centre will be the ease of access it will have to existing recreational destinations like the East Coast Trail and Torbay Beach as well as new places like the Wellness Centre. This plan supports existing trails by tying their access points along the new main road and open areas while the new Wellness Centre enhances the recreational attraction of the area. Improved pedestrian linkages on side streets and the creation of sidewalks in the Town Centre will encourage pedestrians to move through the site, whether it is from the nearby schools or residential neighbourhoods or stopping in for a visit after a walk on the East Coast Trail.

4.2.2 Sidewalks

The Town Centre plan includes the installation of sidewalks along the main road, serving as the backbone of pedestrian circulation. The width of the sidewalks (4 meters on the north side and 3





meters on the south side) not only permit enough space to allow pedestrians to walk side-by-side or pass each other, but allow for other amenities like window shopping, outdoor retail, street furniture, and places for people to rest. The Town Centre dedicates 35% of the right-of-way to pedestrians to provide the most pleasurable experience for pedestrians.

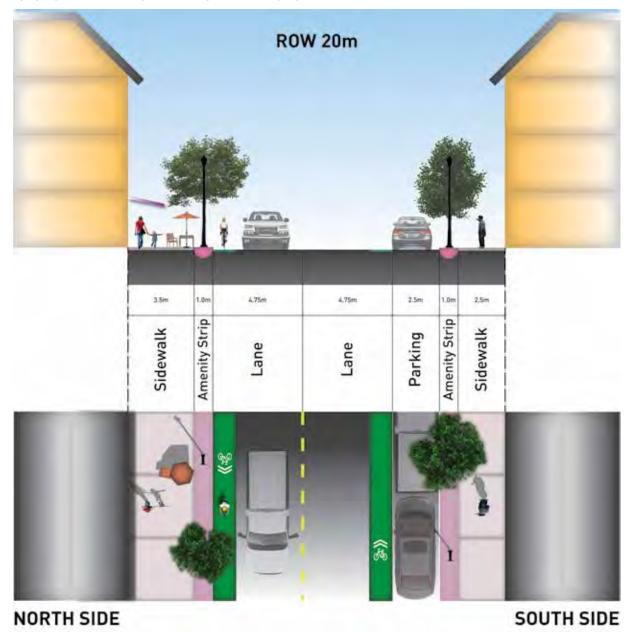
4.2.3 Amenity Strip

Amenity zones are a hardscaped extension of sidewalks which extend to the curb. Extending through the whole site, amenity strips on both sides of the main street will provide space for street furnishings and street trees outside of the unobstructed walking space for pedestrians. Street furniture should be installed in the amenity zone to create an active and friendly pedestrian environment. Benches, lighting and shade are important components of the walking environment. The amenity zones should include intermittent landscaping and street trees using appropriate planting techniques such as tree grates or planters. Potential street furniture and landscape materials are further outlined in the "Streetscaping Design" section later in the report.

4.2.4 Crosswalks

Crosswalks should be installed on the new main street and the roads that it intersects (Torbay Road and Marine Drive). Mid-block crossings in the Town Centre should also be considered (a standard 60-100 meters between crossings is sufficient). Generally, crosswalks should align with pedestrian circulation and should be installed at important destinations, which should include the Wellness Centre. At a minimum, crosswalk markings should include a ladder pattern striping and be well-lit.

SECTION AA: MAIN ROAD AT WESTERN END OF SITE







Establishing a "look and feel" of the Town Centre will be accomplished by introducing a variety of elements that create a consistent and cohesive appearance to the area. Good streetscape design can also contribute to safety and comfort of users. This section outlines how the public realm of the Town Centre will be established through the introduction of street furnishings.

The streetscaping plan includes a complementary palette of colours, materials, and textures that work with one another and fit into the surrounding context (see Branding Report by Tract Consulting and Graphic Standards document by Waterwerks). It is also important that the new elements to be introduced are reflective of the traditional character of the Town. The streetscaping plan builds on the success of the award-winning beautiful Torbay marketing strategy and associated graphic standards.

4.3.1 Seating

Seating provides opportunities for rest and relaxation. They also provide areas for observation of scenic views or human activity. The Mountain Classic Park Bench from Wishbone Site Furnishings is an attractive option for the Town Centre. The bench comes in various lengths, forms, and colours. The traditional design and plastic lumber colours fit well within the traditional look and feel the town centre is seeking.

4.3.2 Waste Bins

In order to maintain a clean environment, an appropriate number of waste bins should be introduced on the main street in the Town

Centre. DuMor Site Furnishings manufactures a powder coated steel waste bin that could be appropriate in the Town Centre. The style of the waste bin is complimentary to the Mountain Classic Park Bench. Ideally, waste bins should be placed every 500 meters in high-traffic areas. Given the length of the new road, only a few waste bins would need to be introduced to the Town Centre.

4.3.3 Lighting

Pools of soft light and ambient accent lighting can make a street or place look more inviting and comfortable at night. Good lighting can also improve the sense of safety and help prevent crime. The Hexagonal style from Phillips Lumec is an attractive lamp post that has a traditional look which compliments the other elements of the streetscaping plan. The lamps can be installed as a stand-alone fixture, or they can be mounted to existing poles. The lighting systems are also able to accommodate banner brackets and other accessories.

а	b	С
a	ט	
а	b	С
Mountain Classic Bench	Receptacle 438 (DuMor)	Hexagonal Style Lamp







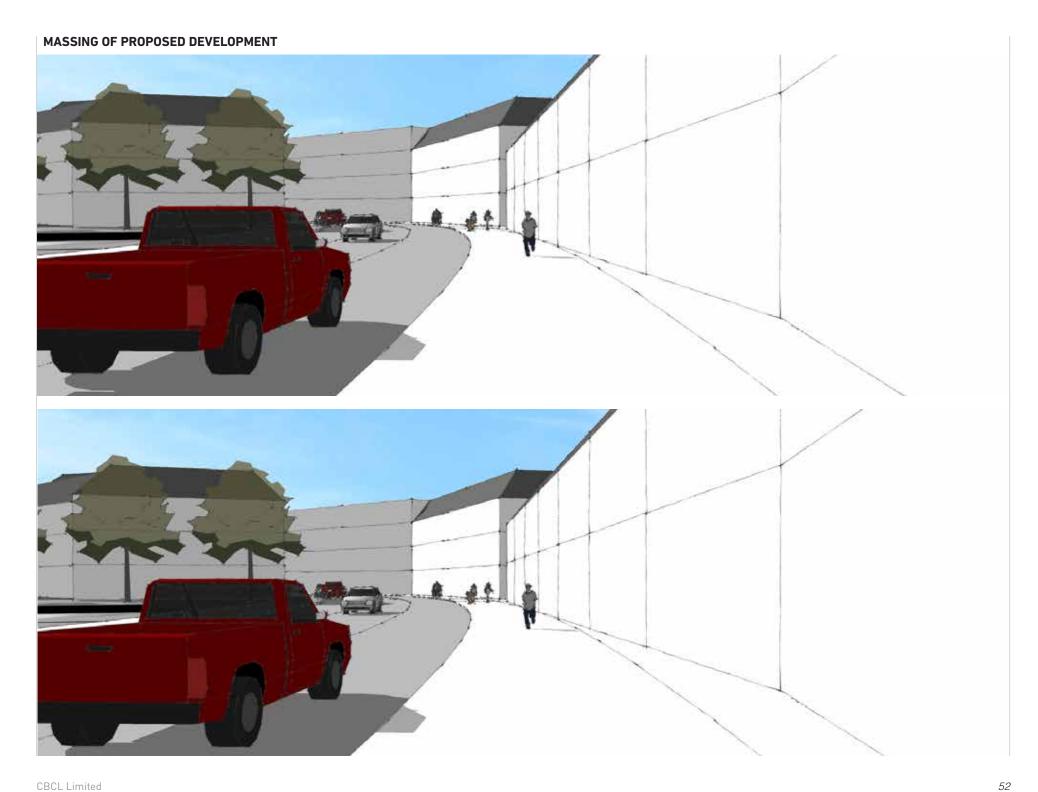
















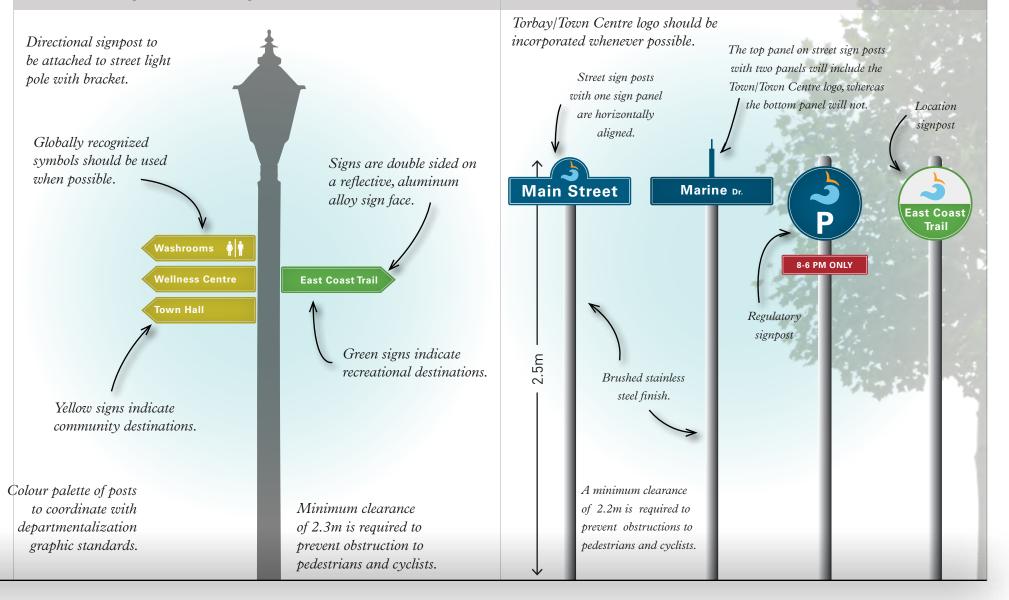


4.4.2 Directional Signage

- Pedestrian signposts should have no more than eight sign panels and be placed in key locations.
- Closest destination on top level, working down to furthest destination on lowest level.
- Text to be aligned to outside edge, nearest the arrow.

4.4.3 Street, Regulatory, and Location Signposts

- Pedestrian signposts should have no more than two sign panels and be placed in key locations.
- Location signpost can be used to indicate that users are on the right trail or have arrived at a specific destination.



4.5 Implementation

4.5.1 Finalize Enabling Regulation

The plan suggests the establishment of a Town centre zone that covers the properties bounded by Torbay Road, Marine Drive and Spray Lane (see Figure on page 46). As the area is to become the Town Centre of Torbay, it is envisaged that development will be of an urban, not suburban, nature. Therefore, multi-storeyed buildings are encouraged. As an urban street, the main street should have the buildings placed up close to the property lines along the street and should provide a more or less continuous street wall. The road should have curb and gutter and provide sidewalks on both sides (see Figures on pages 47 and 48).

Within the Town Centre, it is recommended that mixed use development be allowed enabling retail, commercial and multi-unit residential. Potentially obnoxious uses such as gas stations, automobile repair shops, and industrial uses emitting odors and noise should be avoided. The number of discretionary uses should be minimized.

While the zoning should be as flexible as possible, specific design guidelines should be established that dictate the location of the buildings in relation to the street line, the location of parking, the quality of finishes, and other factors that the Town considers important to the look and feel of the area.

The zoning of the area should set out clear rules that will enable development that meets

those rules to be "as-of-right", i.e. allowing development that meets the rules to proceed with a minimum of additional regulation. These clear rules that allow as-of right development will provide certainty to potential developers making the area more attractive to them.

4.5.2 Work towards Establishing a Common Development Group

It is highly recommended that the Town work with landowners in the area to get them to organize under one developer. While this is not strictly necessary for development in the area to proceed, it has a number of advantages. It could:

- assist with the rationalization of property parcels;
- facilitate a more consistent approach to development;
- allow property owners to realize common interests and maximize returns; and
- enable a more appropriate phasing of the development.

Many of the private property owners in the area have demonstrated a strong interest in developing their properties and appear to be willing to work with others to get good development to occur in the area. This approach, where a variety of landowners come together under one lead developer has been used in many other jurisdictions across Canada.

As a landowner in the area, the Town could be a strong participant in such a group and as the regulator of development, could use its influence to achieve certain design and planning objectives through negotiations within the group. As an example, the Town is preparing a prospectus as part of this project and could work with the development group to ensure that this presents the opportunity in the best light possible. The Town could also use the development and sharing of this prospectus as another demonstration of its commitment to the success of the venture. The Town could also work with the group to enable appropriate variances that would advance the project, while still protecting public interest and safety.

4.5.3 Construct the Wellness Centre and Install the Road and Realigned Services

To demonstrate its commitment to the development of the area, the Town needs to begin the process of building the road and Wellness Centre in earnest.

As an initial action, the Town should negotiate with landowners of properties over which the road will cross to allow a detailed survey to be completed. This will allow for a more detailed preliminary road design to be completed, establishing more precise horizontal and vertical alignments. With this in hand, detailed design of the road access to the Wellness Centre parcel can be completed, ensuring that the future extension of the road can be easily connected into the initial work. As part of this initial design work, the Town should complete a traffic study including Torbay Road, Marine Drive, Spray Lane, Holy Trinity Lane and other roads in the area.

The Town needs to negotiate with the landowners

of the parcel immediately north of the proposed Wellness Centre to acquire land for the road that will provide access to the Wellness Centre. Ideally, this negotiation would be done within the common development group described above.

As part of the construction of the road, the realigned sewer and water services as well as buried electrical services should be located in the right of way.

While ideally, the road and services would be completed through the entire site, it is possible to just build the road to the Wellness Centre and complete the portion to Marine Drive later.

4.5.4 Promote Development Opportunities

The Town should work with landowners to attract investors interested in developing the Town Centre in the desired manner. A good first step is the creation of the prospectus promoting the uniqueness of the opportunity, which is being compiled as part of this project. This prospectus will show that the Town is "open for business" and the Town can use it to advertise the potential for development presented by the Town Centre area by:

- approaching local developers with a particular connection to Torbay with it;
- sending it out to the Newfoundland and Labrador Construction association;
- presenting it to the St. John's Board of Trade;
 and
- approaching other developers active in the Newfoundland market with it.



4.6 Opinion of Probable Costs

This preliminary opinion of probable costs is based on the current conceptual design and is for initial budgetary discussions only. Additional design work will be required on individual site features to develop more specific opinions of probable cost.

This preliminary opinion of probable costs is presented on the basis of experience, qualifications and best judgement. It has been prepared in accordance with acceptable principles and practices. Sudden market trend changes, non-competitive bidding situations, unforeseen labour and material adjustments and the like are beyond the control of CBCL Limited. We cannot warrant or guarantee that actual costs will not vary significantly from the opinion provided.

1 - Finalize Enabling Regulation - Hire Consultant to Develop Zoning Regulation & Design Guidelines		\$30,000	
2 - W	ork towards Establishing a Common Development Group - Negotiate and Participate with Landholders	Staff and Council Time	
3 - C	onstruct the Wellness Centre and Install the Road and Realigned Services	\$14,512,080	
No.	Item		
3.1	Construct Wellness Centre (from Architecture 49 Report)	\$6,760,000	
	Construct Road and Services (including signs, street furniture,	#0.000.000	
3.2	lights and undergrounding of power)	\$2,800,000	
	Design Development Contingency (20%)	\$1,912,000	
	Construction Contingency (15%)	\$1,720,800	
	Design & Engineering (10%)	\$1,319,280	
4 - F	Promote Development Opportunities	Staff and Council Time	

5 APPENDICES



61 Appendices



5.1 Appendix A - Wellness Centre Planning, Development, and Programming



Wellness Centre Planning, Development and Programming

This section provides a nuanced look at different recreation facilities from across Canada, serving as case studies for the following purposes:

- Understanding the background and development processes which led to the creation of the facilities
- Understanding some of the key services, programming and facility amenities
- Understanding what kinds of partnerships were involved at different stages of project development, including operations
- Understanding some best practices and key learnings gleaned from the experiences of others
- Identifying the cost and year of completion of the facility

The case studies were chosen based on their diversity of amenities, programming and services and their placement either in rural areas or in the suburbs of larger municipalities. Interviews were conducted with municipal employees within the respective communities or with facility management. All facilities except one have been built within the past six years or are in development. Two cases are from Newfoundland proper, while the others are from Nova Scotia, Ontario and British Columbia. Six communities are featured in total:

- Marystown Recreation Facility, Marystown, NF
- Paul Reynolds Centre, St. John's, NL
- Cloverdale Recreation Centre, Surrey, BC
- Pictou County Wellness Centre, Pictou County, NS
- Bedford Hammonds Plains Community Centre, Halifax, NS
- Peterborough Sports & Wellness centre, Peterborough, ON



Marystown Recreation Facility, Marystown, NL



Source: Town of Marystown, News Articles, www.townofmarystown.com/news.php.

Best practices:

- Surveys were conducted by independent organizations to determine what kind of facility town residents wanted
- Partnerships were forged with YMCA/ YWCA to manage programs

Key Learnings:

Take inspiration from other cases, but avoid cookie-cutter planning. In this project one engineering firm copied a project from Fredericton, despite it being grossly over the stated budget and including amenities that were not initially wanted. Be realistic and vigilant with designers, otherwise it may cost a lot more before arriving at an agreeable option. Project Cost: \$12.5 million

Project Status: In construction (2015)

Key Facilities:

- Aquatics
- Daycare / child care
- Multipurpose exercise room
- Multipurpose gymnasium
- Walking / running track
- Weight facilities
- Seniors programs
- Youth programs
- Community space

The LEED Gold certified facility will be managed in partnership with YMCA, whose participation was contingent on specific minimum quality and facility criteria. YMCA also conducted an assessment of whether the community met the appropriate market degreeds.

An independent feasibility study determined the need for a recreation or wellness centre, while conducting research for another purpose. Further surveying and town hall meetings determined more specific demands associated with facility attributes and programming

This project has been in development since 2007. Its first two proposals were unrealistic and vastly above the pre-determined budget. Other facilities looked at for inspiration during project development included a YMCA in St. John's and a recreation centre in Gander.

Millier Dickinson Blais 10 Millier Dickinson Blais

63 Appendices



Paul Reynolds Centre, St. John's, NL



Best practices:

- Key after school programs targeting youth age group
- Gain and capture public support, maintain support throughout project
- Location, location, location; pick a relevant and realistic location, where there will be high traffic and complimentary services

Key Learnings:

Show the need. Capital Works Manager, Gordon Tucker, explained that showing the need was critical in gaining buy-in from Provincial and Federal partners. Connecting the dots is much easier when an accurate and substantiated need is identified and the proposed project is the best means of fulfilling that need.



Project Cost: \$32 million

Project Status: In construction (2015)

Key Facilities:

- Aquatics
- Gymnasium
- Indoor/outdoor play areas
- Fitness rooms (cardio/group)
- Weight rooms
- Child care space
- Rental space: classes, parties, groups

Named after former Mayor of Wedgewood Park and Councillor (after amalgamation with St. John's), Paul Wedgewood, this site will serve as a replacement for an existing one that no longer meets the demands or requirements of local residents.

A consulting firm conducted the feasibility study. Outreach was conducted early in the process and consultations occurred at a number of different points of project development.

The Project Team toured numerous facilities in Ontario, specifically taking note of Cornell Community Centre in Markham and Alder Street Recreation Centre in Orangeville.



Cloverdale Recreation Centre, Surrey, BC



Source: Google Maps, 2014.

Best practices:

- Proximity to other symbolic and practical community facilities adds to the area's appeal
- A formal municipal action plan galvanized what was already a recognized need
- Not everybody's demands will be met, but their general needs and much more can be

Key Learnings:

- Work with architects to ensure community needs and feasibility are included in their designs
- Learn from past experiences to identify what worked and what did not



Project Cost: \$20 million

Project Status: Complete (2011)

Key Facilities:

- Fitness centre
- Walking / running track
- Youth centre
- Seniors area and programming
- Multi-purpose fitness rooms
- Event rooms
- Childcare

This space was designed specifically to meet multigenerational needs and bring people together. The Build Surrey Report formalized what had been a long-standing need for a recreation facility and was championed early on by municipal council and the Mayor.

Numerous feasibility studies were conducted including one which was a mandatory component of the winning architect's proposed facility plan.

The centre's was significant because it is adjacent to the fair and rodeo grounds, and next to the Cloverdale Arena.

1 Millier Dickinson Blais 12 Millier Dickinson Blais



Pictou County Wellness Centre, Pictou County, NS



Source: Infrastructure Canada, Pictou County Wellness Centre, www.infrastructure.gc.ca

Best practices:

- Hired a dedicated fundraiser to chase after money and broker partnerships with different levels of government
- Attracted strong corporate donor support
- Partnered with YMCA and external facility management team

Key Learnings:

The grassroots manner in which early advocates (communities, business leaders, community groups) came together and recognized a need in the larger community, led to a "let's make it happen" attitude which elevated the concept from a vision to reality.

Project Cost: \$38 million

Project Status: Complete (2012)

Key Facilities:

- Ice rink (x 2)
- Aquatics centre
- Gymnasium
- Fitness centre
- Daycare and child-minding
- Community rooms
- Food and beverage service
- Event space

The project was initiated by corporate citizens in the community that wanted to see a facility that addressed all aspects of health and wellbeing, while servicing multiple municipalities. Land donations and resources were provided by Sobey's Canada, whose corporate office is in the County. Other corporate donors include Michelin Tires and Northern Pulp.

Partnerships were sought with Nustadia Recreation Inc to manage the facility and YMCA to administer programming. Both were brought onboard during the construction phase.

From initial planning to completion the project lasted from early 2010 through late 2012, which is a remarkable turnaround time.



Bedford Hammonds Plains Community Centre, Halifax, NS



Source: Doors Open Halifax, www.halifax.ca

Best practices:

- Build only what is needed and avoid redundant facilities that already exist nearby
- Pair construction with other municipal development projects to reduce overall costs

Key Learnings:

Interviews with Halifax's Community Recreation Coordinator identified three important factors to a successful project: identify the demand, identify the support for the project and identify the gaps the project will fill. Gaps should be acknowledged in existing strategic or master plans to increase credibility.



Project Cost: \$10.7 million

Project Status: Complete (2013)

Key Facilities:

- Full-size gymnasium
- mirrored wall
- Kitchenette
- Fitness room
- Dedicated youth and senior program room
- Dedicated pre-school program room
- Arts & Crafts room
- Community meeting room
- Performance Art venue
- Full-size FIFA and CFL artificial turf facility

This LEED certified complex was built along-side a neighbouring school, which has an agreed partnership with the centre.

Municipal Council saw an opportunity to attach the project to a new high school that was to be built at the same time. The combination meant a reduced overall cost.

The facility was designed to fill gaps identified in the City's recreational master plan. It omitted aquatic and ice arena facilities because of other nearby amenities.

13 Millier Dickinson Blais 14 Millier Dickinson Blais

65 Appendices



Peterborough Sports & Wellness centre, Peterborough, ON



Source: VI Properties. www.viproperties.ca

Best practices:

- Partner with institutions that can supply a predictable source of revenue, such as schools
- Develop multi-purpose spaces, with much natural light to save on construction and operation costs

Key Learnings:

Always answer the question "who is going to pay for this once it is operational?" If the answer is "the tax payer" it is time to go back to the drawing board. Project Cost: \$13 million

Project Status: Complete (2005)

Key Facilities:

- Multipurpose Gymnasiums
- Fitness rooms
- Aquatics
- Pre and Post-natal fitness programs
- Multipurpose meeting/community rooms
- Children's activities rooms
- Child and youth services facilities and programs

The facility has its origin in a ten year strategy from 2000. The strategic was instrumental in securing buy-in from Provincial and Federal partners, by establishing the need. The centre won a Municipal Innovation Award from the Peter J. Marshall Foundation in 2006 because of its partnership between the City of Peterborough and Fleming College, a private school that owns the property on which the facility is built and which has a 50% stake in the centre.

The two parties share an Operating Agreement – a living contract that establishes the uses, parameters, and obligations of the space and its respective partners. The school also attaches an ancillary fee to each student's registration package, providing the facility with a reliable and predictable source of revenue, in addition to external memberships from community residents.

Millier Dickinson Blais

Appendix B - Case Studies in Revitalization and Public-Private Partnerships



Case Studies in Revitalization and Public-Private Partnerships

Two case studies are provided about revitalization projects featuring public-private partnerships. The purpose is to provide examples that have pre-emptively focused on redevelopment and revitalization to stimulate new development in waning downtown cores and to illustrate how different needs of the communities involved would be realized by the overall impact of the developments. They are outlined to provide the scope of development projects and ways that different partners were involved. Lessons gleaned from their development are also summarized following a discussion of each case.

1.1.1 City of Brampton, Ontario, Downtown Core

Like many cities across Canada, as the Brampton's population grew, industry changed, and residents migrated to the suburbs along with box store and mega store developments, its downtown core was beginning to mirror a ghost town. Recent efforts to rejuvenate the downtown core, especially around its city hall, have focused on public-private and community partnerships.

Four main revitalization efforts are expected to coincide to produce a larger impact on urban revitalization:

- City Hall Upgrade: Brampton's City Hall will receive an upgrade, with an additional floor built onto an existing section of the building, providing a meeting room for Council and for additional administrative space. The expansion is in partnership with a construction company which ultimately won a bid under a unique tendering process called competitive dialogue (discussed below).
- Source: City of Brampton, 2014, Artist's concept for mixed-use retail and business development for downtown Brampton.

 With private partners, a 9-story mixed office and retail space is being built next to city hall and will be connected to it via an enclosed foot bridge. The space will feature retail space on the first floor, conference and meeting rooms on two additional floors and office space above.
- Condominium Developments: Condominiums are being developed in the quadrant to accommodate more residents and to allow easy access between work, home and amenities.
- Laurier-Brantford Recreation and Athletics Centre and YMCA: Wilfrid Laurier University has a satellite campus in downtown Brantford called Laurier-Brantford. A partnership has been forged between the city, the University, and YMCA of Hamilton, Burlington, and Brantford to develop a facility to suit the needs of different stakeholders and continue to retain and attract people to the downtown area.



It is the confluence of projects that paves the way for a rejuvenated downtown area. The municipality consulted with multiple stakeholders to understand that various intersecting needs could be fulfilled by addressing these projects at the same time. Planners were able to determine that there was enough critical mass to support developments and that they would likely stimulate additional spin-offs.

The brokering for the city hall expansion and adjacent building development was based on a process of competitive dialogue, popularized in the European Union. The process determined a mix of office and retail space would be ideal, and that space for conference rooms would serve many functions including providing a space for community groups to gather.

The Laurier-Brantford YMCA Fitness and Recreation Centre's realization was viewed as playing "a significant role in the ongoing revitalization of downtown Brantford." The development will be constructed into a sloping landscape, allowing for roof-top access to an existing public square. It is expected to fuel active living and support nearby retail and restaurant development. In addition to fitness amenities, it will also feature a youth centre.

Competitive Dialog for Public Spaces

For Brampton's City Hall, the city engaged in a process referred to as *competitive dialog*. Developed in the European Union, the process allows a discrete group of prospective bidders to discuss in confidence with a public authority what they would do to make a project happen and how they would address specified needs of the authority. The authority can then assemble a comprehensive list of demands and come to an agreement with a winning bidder. Brampton claims its project is the first example of competitive dialogue in Canada.

The City engaged the process because "[this process] was the best way to allow both the city and bidders to have a series of discussions to find a creative solution that offered the best value for money." For the City, in opening the adjacent land for development of a new office building with retail and conference space, the bid winner would also need to develop an expansion at City Hall. The City would then lease the additional space for 25 years, after-which it would own it entirely. The construction costs would be bore by the bid winner, who was Dominus Construction Inc.

Source: City of Brampton, Media Release, "Private-Public Partnership Complements Council's City Hall Vision," Sep 5, 2012.

17 Millier Dickinson Blais

Millier Dickinson Blais

67

⁴ Laurier-Brantford, Laurier-Brantford YMCA Athletics and Recreation Centre, n/d http://legacy.wlu.ca/homepage.php?grp_id=12742





1.1.2 City of Kitchener, Ontario, Warehouse District

Less than eight years ago Kitchener's warehouse district was derelict, but a series of publicprivate partnerships and a multifaceted approach breathed renewed life to the district as an area where residential life, work and play come together.

There are three broad aspects to the revitalization project:

- Residential, commercial and retail redevelopment: Kitchener instituted vast zoning changes to many of the former properties to allow for mixed use-development of either commercial and retail or retail and residential. It also offered investment incentives to attract developers, such as reduced tax levies and brownfield redevelopment credits. Since 2008, even at the height of the economic recession, redevelopment projects converted the formerly run-down area into a bustling combination of upscale boutiques, condos and social spaces clustered around former industrial buildings now home to internationally renowned companies like Google, Communitech and Desire2Learn. The popularity of these companies in the area has also help draw interest from other tech companies, as they cluster within an area rich in creative economy and shared knowledge.
- University Partnerships: In the same district, investment by Kitchener in other properties and attraction allowed the University of Waterloo's Health Science Campus find an attractive home, and McMaster University's School of Medicine and Wilfrid-Laurier's Faculty of Social Work to find properties for satellite departments or offices. The city invested a total of \$36.5 million to help these institutions set up shop in the district.
- the district.

 Regional-Transit Hub: Kitchener has decided to locate a major transportation hub on the edge of the district, where a regional commuter-train system, Via Rail station, and local and regional bus services will all converge at a central point. The 1.6 hectare site, once fully operational in 2017, will have the various transit features, a public plaza in front of the property, and a mix of commercial and residential units.

The vision to revitalize the area had always included a balance of residential, commercial and retail development, and it was understood that just a handful of development projects that touched on these areas would signal to others that this was a place for development. When, back in 2007, a Toronto developer approached the city about the prospect of converting an

old tannery into tech-oriented office spaces, the city was so enthusiastic to see the project move forward the Mayor cut his vacation short to ensure he could be part of the first initial meeting. The opportunity was seen by both sides as the catalyst the area needed to encourage greater development.

1.1.3 Practical Lessons from Brantford and Kitchener

Though the scale and types of development undertaken may not align necessarily with Torbay's long-term goals, these case studies offer important lessons that are applicable to nearly any revitalization project.

- Research and needs assessing: In both case studies, the municipalities had clear ideas of what was needed. Development projects in the target areas were supported if they spoke to the broader goals of rejuvenating interest in the target area. Projects would then be supported based on whether or not they met the needs of the specific area. Identifying if there is a critical mass in each kind of development in the area will help determine what projects to prioritize.
- Convergence of Development: No single development project can be as valuable as the sum of all parts. Development needs to be multifaceted to ensure different needs of the community are met simultaneously; otherwise houses or business spaces may sit empty.
- Accommodating Zoning and Development Costs: Incentives to draw developers to the area require being creative with traditional barriers to development associated with zoning and development costs. Modeling these in a manner that presents a competitive advantage over other cities will make it easier for investors to choose a specific city over another.
- Tipping Point: Once a few preliminary developers demonstrate the potential of an area, others will follow suit. Specific measures and significant brokering on the part of the municipality may be needed to stimulate the initial wave, but if the tipping point is reached others will get the signal and also take advantage of development opportunities.
- Competitive Dialog: This approach has been popular in Europe and the United Kingdom, but Brampton prides itself on being the first in North America to use it. Competitive dialogue enables the municipality to get a handle on what it would like in a particular project by engaging in a back-and-forth dialogue with numerous bidders discretely and confidentially. Ideas get thrown around until the municipality has a complete list of what it wants, what it is willing to do, and what the bidder must ultimately agree to.

Millier Dickinson Blais 19 Millier Dickinson Blais

Future Site of Regional Transport

Source: GSP Group, Region of Waterloo Multi-Modal Transit Hub, Planning Report

The image depicts the Greater Region of Waterloo's location of the Transit Hub in Kitchener, Ontario, to be completed by 2017.