



Torbay Economic Development Strategic Plan

Final Report

November 22, 2013



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1 Executive Summary

The Canadian economy is experiencing rapid and far-reaching structural changes and many regions are struggling to understand how best to position themselves for success. The Town of Torbay has chosen this time to examine opportunities to strengthen its economic base and increase local productivity.

Thanks in large part to large scale mining and offshore oil and gas projects, communities in Newfoundland and Labrador are poised to be the beneficiaries of a significant economic windfall. For example, over its 20 year life span, the Hebron Offshore Oil Project will pump over \$1 billion per year into government revenues and royalties and offer countless opportunities for businesses to start-up or expand. This and similar developments represent economic opportunities for communities in the Northeast Avalon that are investment ready – and many are ready or moving in that direction.

Importantly for Torbay, this economic growth presents an opportunity for economic and fiscal (tax base) diversification, which is an important goal of local business and community leaders. The ability to diversify will depend on the community's focus on capital infrastructure, marketing and investment attraction and retention. With competition for business investment in the Northeast Avalon at an all-time high, Torbay's municipal, community and business leaders must be innovative in their approach to 'get on the map' of potential investors and tourists or risk not living up to its potential.

This project represents an opportunity to optimize Torbay's economic development capacity by prioritizing growth opportunities and supporting them with clear action plans.

These action plans were assembled after the insight gained from several phases of research and community consultation including:

- A comprehensive review of background literature
- Analysis of local demographic, labour force and economic trends
- Focus groups with local stakeholders and members of the advisory committee
- One-on-one interviews with local business leaders and representatives from regional organizations
- A SWOT analysis and inventory of the Torbay's competitive advantages and disadvantages
- A strategic planning workshop with the advisory committee

The objective of this project is to identify Torbay's most lucrative, yet realistic, opportunities for growth and development.



Torbay's competitive advantages and disadvantages were central to the project's outcomes and are presented in the table below.

COMPETITIVE ADVANTAGES	COMPETITIVE DISADVANTAGES
<ul style="list-style-type: none">■ Large residential property lots■ Lower taxes than neighbouring communities, for all tax rates■ Proximity to St. John's and St. John's International Airport■ Growing population base and property values■ On average, better educated, younger and more wealthy population■ "Beautiful" branding campaign is gaining momentum	<ul style="list-style-type: none">■ Lack of commercial base to stop 'retail leakage' and unlikeness of stopping it in a significant way■ Lack of water and sewer infrastructure is restricting growth■ Lack of commercial/industrial land and rental space■ No local business-driven organization■ Lack of tourism-based business base and tourist destination

A sound Economic Development Strategic Plan builds upon the unique assets and resources of a community, communicating those characteristics to potential investment and development partners in a way that demonstrates an inherent value proposition that is unique. A growing number of entrepreneurial 21st century communities are using their local advantages to spur innovation, investment and job creation, while retaining the cultural and environmental assets of their communities.

While combining these trends in local economic development, the selection of economic development opportunities is rooted in the philosophy that initiatives must ultimately increase the total wealth within a community. There are two main ways to do this:

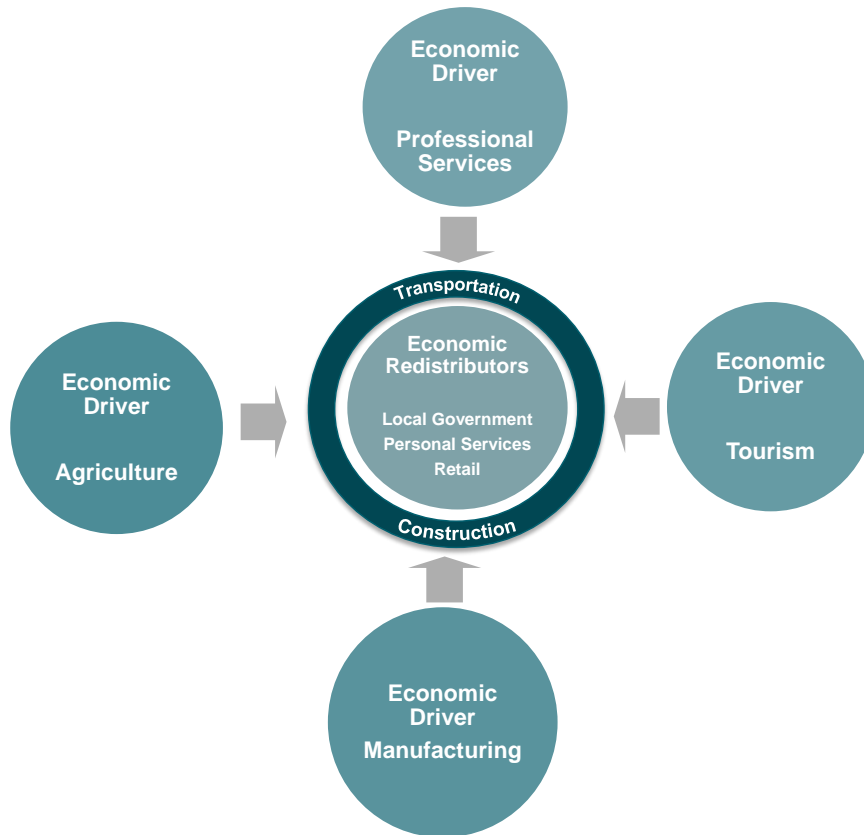
1. Export Development – any initiative that brings new money into the community:
2. Import Substitution – any initiative that keeps money in the community:

Activities in the above two categories are economic drivers – they bring in the wealth. Other activities are redistributors – they circulate the money within a community. Strong economies bring in new money and then keep it in the community as it moves from business to business.

This concept is profiled in the following figure.



CURRENT ECONOMIC DRIVERS AND REDISTRIBUTORS FOR TORBAY



To maximize the impact of its economic development resources, the Town should concentrate its time and money on opportunities that will strengthen the Economic Drivers, and secondarily, to the outer ring of redistributors (Construction and Transportation). For most communities Economic Redistributors such as Retail and Personal Services will grow naturally based on growth of the Drivers, but because of external factors influencing leaking of this spending and lack of a core local business base, it cannot be expected to naturally occur in Torbay. Special stimulus may need to be applied to get these sectors growing, but with limited resources this should not occur at the expense of the Drivers



The following table outlines the highest order opportunities that put focus on Torbay's current core strengths and maximize use of underutilized assets. It also gives aim to new directions that have the potential to shape the community for decades to come.

The following table outlines the six separate opportunities and identifies the highest priority specific actions that have emerged from Torbay's economic development strategic planning process.

BUILDING A STRONG FOUNDATION ACTION PLAN
<ul style="list-style-type: none">• Maintain a detailed source of community data• Achieve the Gold Standard of service delivery• Continue to collaborate with all Town departments to support high business service standards• Support community cohesion and the strengthening of Torbay's image with a personal welcome program• Improve collaboration with other municipalities in the region especially as it pertains to investment attraction initiatives
BUSINESS PARK ACTION PLAN
<ul style="list-style-type: none">• Make the Torbay Business Park 'Shovel Ready' and attract new non-residential investment and jobs to the community
TOWN CENTRE ACTION PLAN
<ul style="list-style-type: none">• Conduct a feasibility study and investment prospectus for the construction of a new multi-purpose commercial, residential and civic centre as per Torbay's 2009 Heritage Plan
TOURISM ACTION PLAN
<ul style="list-style-type: none">• Implement the Town Centre concept as the hub of tourism in Torbay• Further develop simple physical assets that promote tourism, while beautifying the Town.• Baseline Torbay's tourism economy with a quantitative survey
CULTURAL DEVELOPMENT AND RECREATION ACTION PLAN
<ul style="list-style-type: none">• Update the Heritage Plan to maximize its orientation to economic growth potential.• Improve local communications between cultural organizations and community groups to strengthen cultural programs, services and facilities.• Establish a formalized volunteer recruitment program
TRANSITIONING FROM A BEDROOM COMMUNITY ACTION PLAN
<ul style="list-style-type: none">• Implementation of a formalized business retention and expansion program• Inventory and assess the motivations of Torbay-based business owners who operate outside of Town• Leverage Torbay's nearly completed promotional materials.



2 Introduction

2.1 Project Objectives

The Canadian economy is experiencing rapid and far-reaching structural changes and many regions are struggling to understand how best to position themselves for success. The Town of Torbay has chosen this time to examine opportunities to strengthen its economic base and increase local productivity.

Thanks in large part to large scale mining and offshore oil and gas projects, communities in Newfoundland and Labrador are poised to be the beneficiaries of a significant economic windfall. For example, over its 20 year life span, the Hebron Offshore Oil Project will pump over \$1 billion per year into government revenues and royalties and offer countless opportunities for businesses to start-up or expand. This and similar developments represent economic opportunities for communities in the Northeast Avalon that are investment ready – and many are ready or moving in that direction.

Importantly for Torbay, this economic growth presents an opportunity for economic and fiscal (tax base) diversification, which is an important goal of local business and community leaders. The ability to diversify will depend on the community's focus on capital infrastructure, marketing and investment attraction and retention. With competition for business investment in the Northeast Avalon at an all-time high, Torbay's municipal, community and business leaders must be innovative in their approach to 'get on the map' of potential investors and tourists or risk not living up to its potential.

This project represents an opportunity to optimize Torbay's economic development capacity by prioritizing growth opportunities and then supporting them with clear action plans. To maximize effectiveness, the Town of Torbay must prioritize its objectives and marshal its resources accordingly. Primary outcomes of this project are action items that directly support increased investment appeal and business productivity while building local wealth and prosperity.

The objective of this project is to identify Torbay's most lucrative, yet realistic, opportunities for growth and development.

2.2 Why this needs to be a Living Document

The Economic Development Strategic Plan and accompanying Action Plans describe a roadmap for the Town and its private, non-profit and public sector partners, illustrating how they can work together to enhance employment and investment opportunities that will benefit the entire community. The plan is based on the premise that the community can develop local visions and goals of what it wants to become, determine the opportunities in which it has the best chance of



being successful and apply resources to be successful. If done systematically and over the long-term, Torbay can enhance its economic base while maintaining its core values and improving personal quality of life.

For the Town of Torbay, there are a number of motivating factors for this Economic Development Strategic Plan and Action Plans. They include:

- Desire to enhance its reputation as a proactive community that embraces partnerships with other business development organizations
- Using these partnerships to leverage spending with external funding programs and enhance the likelihood of positive outcomes
- Recognizing that municipalities will be under more pressure to ensure local economies are able to support municipal financial needs
- Acknowledging that, today, communities must compete for investment, human resources and infrastructure

In reality, the Town is continuously making decisions that affect economic development. The most obvious ways in which economic development is influenced by local government are through decisions on land use, infrastructure investment and property taxation. However, there are many other ways in which economic development can also be either positively or negatively affected. Examples include the working relationship between local government and the business community, the cost and time required to move through municipal review and approval processes and the effort made to understand and respond to the needs of business.

Torbay's Economic Development Office is the major vehicle through which this plan should be implemented. In some cases, it will be responsible for directly implementing the initiatives presented here; in others its role will be to work with and coordinate amongst partner agencies and organizations to ensure that the initiatives are put in place. Possible roles include:

- Leader – initiating the partnership and taking primary responsibility for implementing it
- Facilitator – initiating the partnership and taking little to no role in implementation
- Supporter – reacting to a partnership invitation and contributing time and/or money towards implementation

The action plans that are provided herein can lay the foundation for the Economic Development Office's annual business and work plans. At the same time, it must be respected that this document and its conclusions were made with certain economic conditions in mind. Economic conditions can change very quickly in today's world, especially in economies that have a significant dependence on natural resources, such as Newfoundland and Labrador. The opportunities identified in the strategic plan should be reviewed at least on an annual basis to assess relevance.



2.3 Methodology

The figure to the right provides a visual overview of the approach used to develop this report.

In Phase I, the project team conducted a comprehensive review of available background literature to develop a strong understanding of the economic activity in Torbay. This was followed by an analysis of local demographic, labour force and economic trends. An online survey was distributed to local business leaders to get a sense of their top economic development priorities. This engagement effort was furthered by focus groups with local stakeholders and members of the advisory committee. The project team also conducted a series of one-on-one interviews with local business leaders and representatives from regional organizations.

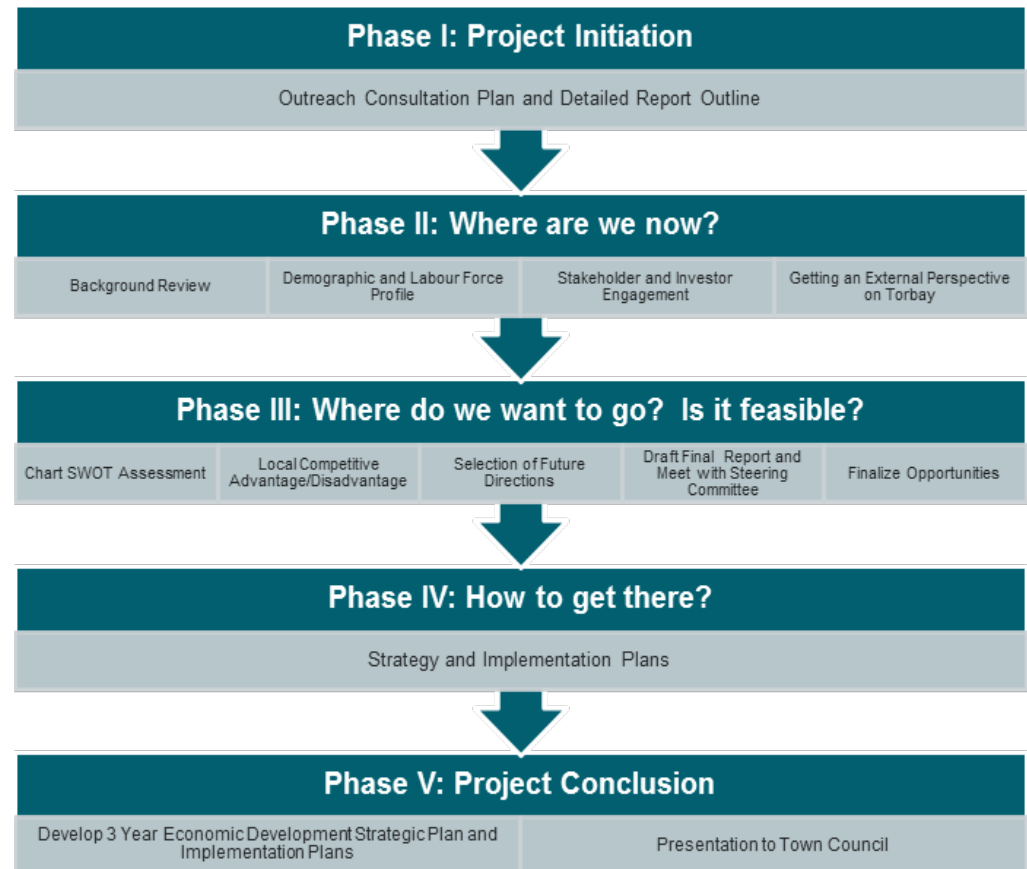
In Phase II, the project team operationalized the findings. A SWOT analysis ensured that the strategic plan and action plans are grounded in a clear understanding of Torbay's competitive advantages and disadvantages.

Phase III included selection of the key strategic directions for Torbay. At this juncture, the project team conducted a strategic planning workshop with the advisory committee to validate the initial findings and to reach consensus about the next stage of the planning process.

After agreement was reached, the project team moved to Phase IV, finalizing the Town's strategic directions and developed opportunity-specific initiatives.

The project is intended to culminate with presentation to Town Council for formal adoption of the Strategic Plan and Action Plans.

FIGURE 1: PROJECT METHODOLOGY





2.4 Report Structure

Millier Dickinson Blais has structured the report to address each of the project's key components. The report begins with a review of Torbay's strategic planning documents and aligns this study's objectives with the Town's strategic objectives. The remaining sections are as follows:

Section 3.1 – Torbay's Current Planning Context outlines the town's planning position within the St. John's Metro region in light of its most central local economic development related planning considerations.

Section 3.2 – Torbay's Current Economic Position contextualizes the town's position within the St. John's Metro region and larger Province of Newfoundland and Labrador. This section offers a thorough analysis of the Town's demographic, economic and labour force profile.

Section 3.3 – Themes from Community Engagement examines the key themes addressed in the consultations with business and community stakeholders.

Section 3.4 – SWOT Analysis examines Torbay's strengths, weaknesses, threats and opportunities.

Section 3.5 – Torbay's Competitive Advantages and Disadvantages examines the Town's competitive advantages and disadvantages, both generally and industry-specifically.

Section 4.1 – Importance of Non-residential Development provides commentary and evidence that fiscally sustainable municipalities require a balance of residential and non-residential development.

Section 4.4 – Description of Economic Development Opportunities specifically outlines and investigates the potential development opportunities associated with the oil and gas sector, St. John's International Airport and local tourism sector.

Section 5 – Action Plans lays out the recommended initiatives and assigns priority rating and measures to track success.



3 WHERE ARE WE NOW?

This section describes the results of a comprehensive review of available background literature to contextualize the current state of economic activity in Torbay. This background review identifies historic and emerging market conditions which are influencing the town and its competitive position. This analysis is ultimately used to inform the strengths, weaknesses, opportunities and threats related to the community's ability to retain, expand and attract new business investment.

Particular attention is given to reports and publications that provide insight into the high level and local trends impacting current and future economic opportunities. This review captures key elements outlined in the Town's planning documents. Relevant data, supporting evidence and recommendations from these reports is incorporated into the Strategy and Action Plans. This section begins by describing the planning context and key economic development considerations and is followed by a thorough analysis of the Town's demographic, economic and labour force profile.

3.1 Planning Context

The economy of the Northeast Avalon is benefiting from strong growth in oil and gas, professional services, aerospace and defence and manufacturing sectors. Population growth is surging as is the growth in small and medium-sized businesses.

In this light, the region and the Town of Torbay face considerable challenges in managing future growth. The high rate of population increase will continue to impact the Town's built environment; in addition, there will be accompanying increased demand for services and infrastructure. The Town's water supply and sewer treatment facility, for example, are in need of upgrading. The competitive nature of business and investment attraction in the region coupled with the desire for 'high value' jobs also means that municipalities must communicate a strong value proposition that will resonate with the businesses they seek to attract and the workers that those businesses will look to hire. An important element of this effort will be Torbay's commitment to ensuring a high quality of place over the long-term.

While still a largely rural community, the Town has an opportunity to take a long-term view as to the type of urban community it wishes to become and the steps that are required to make that happen.

Based on an extensive background review of published reports coupled with the insight and input derived throughout the strategy development process, the following discussion highlights the economic development considerations that are most significant for the Town.



3.1.1 The Business Park

A significant challenge for most municipalities is taking advantage of opportunities to expand and diversify their tax base, and help ensure future financial strength. For some time now, Torbay Town Council has been actively considering development of a Commercial-Light Industrial-Professional Services Business Park on the outskirts of the community to support the growth of the regional economy. In 2011 a feasibility study was conducted for this prospective business park with an updated report released in 2013. These reports position Torbay as a “good candidate for the creation of a Business Park”¹ The report provides a business case for pursuing the business park. This case is built around the fact that Torbay has competitive taxes and developable and appropriately zoned land available.

In sum, the results of this feasibility study are positive. Moving ahead, the report recommends that developing a business park in Torbay will require designing for “high-end” commercial space with an ability to secure premium prices. In spite of the generally optimistic growth forecasts for the region, the sale and development of commercial / retail / industrial land in the Metro area remains uncertain. Accordingly, the report suggests caution with respect to development and suggests quietly acquiring land in the developable area in anticipation that a business park will eventually become a reality.

3.1.2 Infrastructure Requirements

In the area of infrastructure requirements, Torbay’s Council and staff have identified a number of priorities. Some of these are large scale capital expenditures, and others are part of what might be considered more routine maintenance and public works considerations.² These priority items centre on:

- local water supply
- sewage treatment facility
- expanded waste management and recycling initiatives
- addressing aging infrastructure and maintenance
- roads maintenance and new construction
- construction of sidewalks in some areas

¹ Town of Torbay. 2011. Business Park Feasibility Study: Preliminary Feasibility Report.; Town of Torbay. 2013. Business Park Feasibility Study: Preliminary Feasibility Report. Updated 2013.

² Town of Torbay. 2009. Strategic Corporate Plan, 2009-2013.



Torbay's water supply needs are creating challenges for the proposed business park as outlined above. According to 2006 statistics information derived from the Town's own water tax records, there were approximately 1,020 serviced dwellings in Torbay, representing approximately 45% of the population. The remaining dwellings had on-site well and septic tank systems. In light of the Town's population projections, there is a need to enhance the local water supply infrastructure. The current water supply at North Pond is capable of providing water to meet the needs of a serviced population of 4,210 persons. At current population levels this source is adequate; however, North Pond will soon reach its capacity, at which time the Town will have to seek additional water to provide for its developments and growing municipal infrastructure.

According to the 2008 Water Supply Report, commissioned by the Town, the Great Pond could be used as a municipal water supply.³ This option would overcome the historical issues around contamination from the fire training area located within the South Pond watershed, and considering the larger volume of water available at Great Pond, this is the recommended approach to providing future water for the Town. When combined with North Pond, a serviced population of 12,900 persons could be supplied with water. According to population projections, a water supply system with sources at North Pond and Great Pond could meet water demands of the next 40 years. Estimated costs associated with developing Great Pond as a water supply amounts to \$2,600,000. In addition, this development would require another estimated \$1,000,000 to purchase the required properties. Funding for this initiative can be drawn from the provincial Gas Tax Fund, Infrastructure Canada, Department of Municipal Affairs and Town of Torbay.⁴

3.1.3 Torbay's Proposed Town Centre

Torbay's coastline is synonymous with its community identity by offering historic landscape, views, hiking trails and a public beach. To maximize this community asset, Torbay's 2009 Recreation Master Plan and Heritage Master Plan both recommend the construction of a new multi-purpose leisure centre be located near the current municipal building. These plans identify the existing municipal building and lands behind it as an ideal location for a Town Centre. A Town Centre located in this area utilizes vacant land, creates a town focal point and addresses several community needs relating to recreation. The following maps and concept drawings overview the project.

³ Town of Torbay. 2008. Water supply Report.

⁴ Town of Torbay. 2008. Water supply Report.



FIGURE 2: TORBAY'S PROPOSED TOWN CENTRE MAP



Source: Town of Torbay. 2009. Heritage Master Plan.



FIGURE 3: TORBAY'S TOWN CENTRE CONCEPT DRAWINGS



Torbay's New Town Center (Close-Up)

Full Scale Drawings are available in the
Following appendices.

Legend:

- ① Stage
- ② Festival Area and Amphitheatre
- ③ Library/Coffee Shop
- ④ Future Municipal Building
- ⑤ Promenade
- ⑥ Promenade
- ⑦ Museum
- ⑧ Community Recreation Centre (gym and pool)
- ⑨ Future Building (Residential or Commercial)
- ⑩ Future Building (Residential or Commercial)
- ⑪ Public Square
- ⑫ Cemetery
- ⑬ Gateway Feature
- ⑭ New Entry Road
- ⑮ Existing Municipal Building
- ⑯ Bank
- ⑰ Plaza

Source: Town of Torbay. 2009. Heritage Master Plan.



3.1.4 Torbay's Tourism Plan

In 2010, the Town of Torbay commissioned a comprehensive tourism plan. The resulting plan is an important document as its recommendations have been designed to complement existing initiatives already outlined in the Town's Recreation Master Plan and Heritage Plan. The Tourism Plan begins by outlining several overriding assumptions or "key facts" specific to Torbay's tourism potential.

- **Torbay's tourism opportunities are small, but indeed, they exist** – Torbay's best tourism opportunities are to take advantage of existing tourists who are already coming to the St. John's Central Metropolitan Area, and present interesting active tourism opportunities and packages that could attract them to visit Torbay.
- **'Beautiful Torbay'** – This slogan is key to promoting the town, but it is more than a theme or a marketing concept – it is a lifestyle that can energize the town. The implication of such a view is that all initiatives undertaken by the Town should keep beauty at their core – whether that is the development of new physical assets and attractions, signage, streetscapes, centres or parks.
- **In the world of tourism, products need to be developed before markets can be attracted** – Simply put, entrepreneurs won't develop products without a market. The market won't come without a product. The onus falls to governments to help develop the products, so that the markets will come.

The plan put forward a series of recommendations for product development and marketing direction. The most central of these recommendations include:

1. Development of a Visitor Information Centre (VIC) in the Town Centre.
2. Connect directly with Destination St. John's in partnership.
3. Develop niche promotional materials targeting out-of-province visitors already coming to the province.
4. Further develop simple physical assets that promote tourism, while beautifying the Town in a unique and aesthetically pleasing manner (an execution strategy for the Beautification Plan).
5. Development of a linear park system to link assets, as per the Torbay Recreation Master Plan.
6. Park development, particularly coastal parks.
7. Development of water-based activities.
8. Increased usage of Torbay's mascot 'Ollie-T', the Lion from the Sea.
9. Develop a more comprehensive electronic communications strategy.
10. Retain a Tourism Coordinator to support implementing the Tourism Development Strategy.



3.1.5 Regional Economic Development Model

It should be further noted that the creation and implementation of this Strategy will not be done in a vacuum. It is not possible for one municipality, region, province or country to make a decision regarding its economic fate that does not impact (or get impacted by) the decisions of its neighbours. While “innovate or die” is a common mantra of both corporations and communities seeking to get an edge in the global economy, municipalities today are better served under the principle of “cooperate or die”. Indeed, the degree to which communities can work together and leverage their economies of scale – either through formal organizations or informal mechanisms – increasingly determines the degree of their success.

In an economy that is increasingly global, municipalities (especially those of the size of Torbay) take a back seat to ‘economic regions’ that can provide modern and efficient infrastructure, transportation connections, and large consumer and labour markets. The Organization for Economic Cooperation and Development has noted that regionalism is a ‘new paradigm’ in economic development policy, where objectives can be better met through collaborative, multi-level arrangements than through central government dictates or individual municipalities going it alone.⁵

As a town of just over 7,400 people, Torbay currently has a limited asset base in terms of clusters of employment or industrial activity. By population, Torbay is dwarfed by St. John’s to the south and while the Town has many advantages inherent in its natural heritage, proximity to the St. John’s International Airport and recently upgraded highways, it is clear that direct competition with St. John’s and some of its better-resourced neighbours in the St. John’s metro area will rarely be in its favour.

Furthermore, there are few areas where the Town has complete control over its own fate, and must rely on partnerships to advance its agenda. As such, the Town needs to determine opportunities for regional collaboration and cooperation and be prepared to contribute to those efforts that show a high likelihood of return and reward. There are a number of regional assets in a state of growth or change that represent a potential opportunity or ‘fit’ for Torbay, including the St. John’s International Airport.

By forming a strong relationship with the province and neighbouring municipalities, the Torbay will be in a better economic position. This regional collaboration, when done as a *complement* to local economic development efforts, can direct new opportunities to the Town that would otherwise be unavailable.

⁵ Regional Development Policies in OECD Countries. OECD 2010.



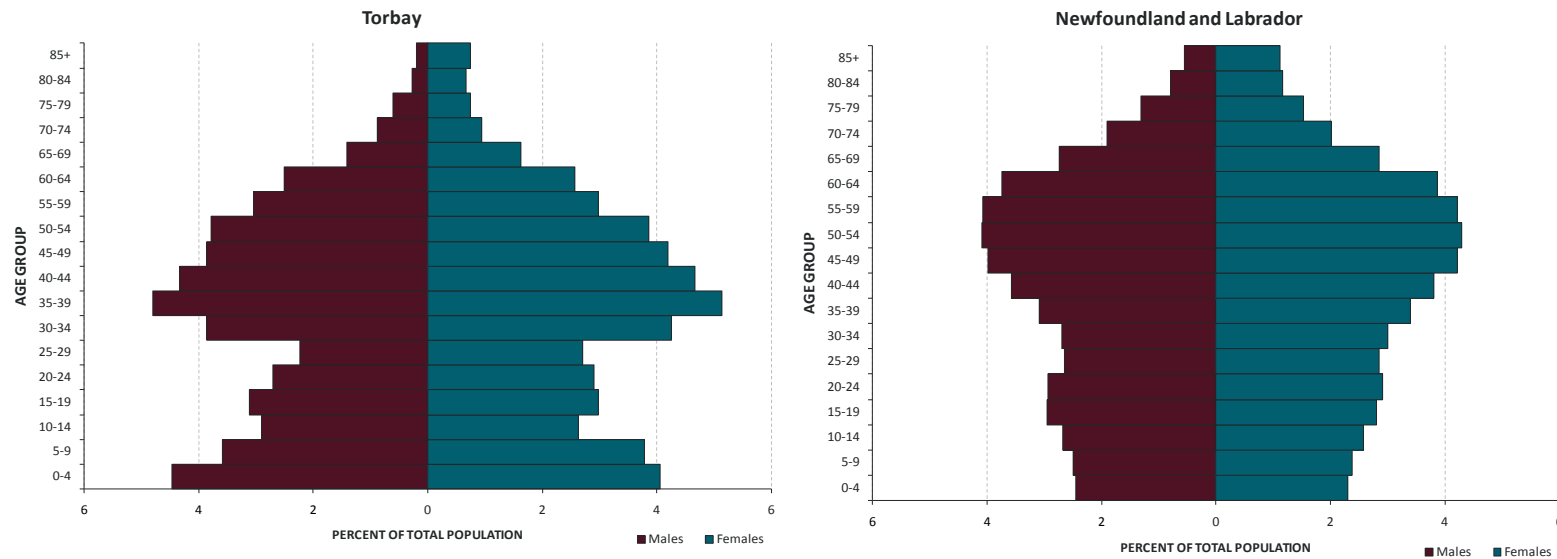
3.2 Demographic, Economic, and Labour Force Profile

3.2.1 Population

As of 2011, Torbay had a total population of approximately 7,400. From 2001 to 2006, the town's population increased by 14.7% with that trend continuing between 2006 and 2011 as the town's population grew by another 17.4%. This rate of population growth is in contrast to the provincial average, which increased by a mere 1.8% from 2006 to 2011.

Moving forward, the Newfoundland and Labrador Statistics Agency (NLSA) predicts that Torbay's population growth will continue to 2026 with low, medium and high case scenarios all indicating a positive population growth. At the high case scenario, and at this point the most likely scenario, Torbay will grow to a population of 8,562 by 2026.⁶

FIGURE 4: TORBAY AND NEWFOUNDLAND AND LABRADOR POPULATION PYRAMID, 2011



Source: Statistics Canada. 2011. National Household Survey. Community Profiles. Adapted by Millier Dickinson Blais Inc.

⁶ Town of Torbay. 2010. Open Space Management Strategy.



As of 2011, the demographic structure of Torbay was considerably different than the rest of Newfoundland and Labrador. The median age of Torbay's population was 37 while, which was 7 years below the provincial average of 44. As shown in the figure above, Torbay's largest age cohort is between 35-39, while the 50-54 age cohort is generally the largest across the province. Moreover, in proportional terms, Torbay is home to nearly double the number of pre-school children (aged 0-4) than typically found across the province. These demographics reinforce the notion that Torbay, over the last 10 years, has attracted young adults who have started families. Between 2006 and 2011, Torbay's median age increased from 35.8 to 37 while the provincial median age increased from 41.7 to 44. Accordingly, Torbay is not only home to a proportionally younger population than the province, but because of the influx of young adults, on average its population has also aged more slowly than the province. Moving ahead, Torbay will experience different pressures on its infrastructure and services than generally felt across the province. Torbay, for example, will need to provide more capacity for its schools while the rest of the province will struggle to offer services to seniors to allow them to age in place.

On the other hand, as the province's 55 and over cohort continues to grow, it is expected that rates of home based employment will increase as semi-retired residents seek lifestyles, which allow them to work from home on a full-time or part-time basis. It is expected that these individuals will increasingly take advantage of improvements in telecommunication technology, increased opportunities related to telecommuting and potential work schedule flexibility, most notably in knowledge-based employment sectors. This represents a potential opportunity for Torbay, if it can retain its retirees or attract those professionals nearing retirement and currently living in St. John's.

3.2.2 Household Characteristics

With respect to household size, as measured by average number of persons in census family, Torbay has larger families than found across the rest of the province. As of 2011, Newfoundland and Labrador's average number of persons per census family was 2.7, while the town's was 3.0. Between 2006 and 2011, the average number of persons in each census family has increased in both the town and province. Over this period, the average number of persons in each census family in Torbay climbed from 2.8 to 3 while the province experienced a similar increase from 2.5 to 2.7.⁷

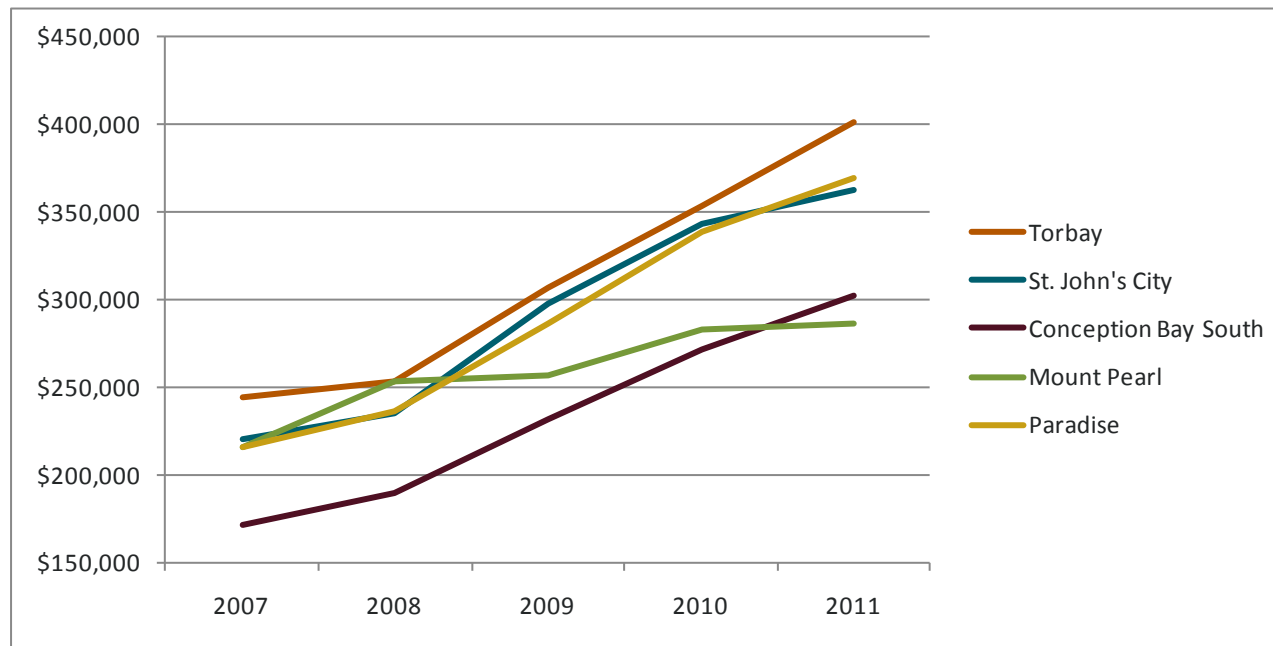
As of 2011, a larger proportion of Torbay's households were also home to children with 47.7%. This is well above this provincial average of 34.6%. This disparity can be explained by Torbay's relatively large proportion of adults who are at the stage of their life course with high rates of fertility.

⁷ Statistics Canada. 2013. Newfoundland and Labrador (Code 35) (table). National Household Survey (NHS) Profile. 2011 Census. Statistics Canada Catalogue no. 99-004-XWE; Statistics Canada. 2007. Torbay. (Code3513) (table). 2006 Community Profiles. 2006 Census. Statistics Canada Catalogue no. 92-591-XWE.



Over the last five years, the St. John's metro area's housing stock has experienced steady appreciation, resulting from an influx of capital and the resurgence of the provincial economy. As shown in Figure 5, as of 2011, the average value of Torbay's single detached homes was \$400,999, which was the highest average housing value in the area. In relative terms, Torbay's housing values were nearly \$40,000 higher than St. John's or 9.7% and nearly 30% higher than Mount Pearl's.

FIGURE 5: AVERAGE PRICE OF SINGLE-DETACHED UNITS FOR ST. JOHN'S METRO 2007 TO 2011



Source: Elton Management Consulting. 2012. Assessing the Future Impacts of Mega-Projects in St. John's Metro.

In general Torbay's single detached homes are relatively more expensive than homes found in other communities because of two factors. With the most recent wave of development in Torbay, local developers have been setting Torbay a part by offering larger homes with larger lot sizes. Accordingly, these homes have been commanding a premium price. In this regard, Torbay's housing values are consistently above those found in neighboring communities because of their inherent quality as measured household and lot size.



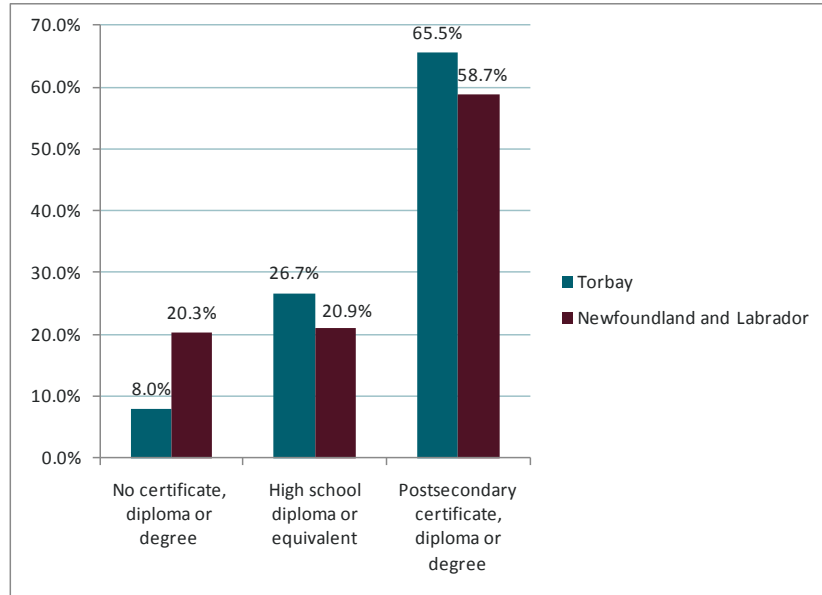
With respect to trends, the new developments in Torbay coupled with increased demand for housing across the entire Northeast Avalon have resulted in Torbay's housing values increasing by 63.7% between 2007 and 2011. This increase has mirrored the general trend felt across the St. John's Metro area. Since 2007, Torbay has experienced a wave of new residential development and yet local business growth has not kept pace. The Town's approval of these sprawling residential homes has resulted in a short-term spike to municipal revenues through development charges, but the Town must balance these revenues with the long-term need to service these homes and their residents.

3.2.3 Educational profile

Educational attainment is one of the most important socio-economic indicators to consider when evaluating a community's economic growth potential, as it speaks directly to its ability to staff new and existing businesses. As illustrated in Figure 6 in 2011, Torbay's population between the ages of 25 and 64, is generally more educated than the provincial average. Torbay had a greater proportion of its population with a university certificate; diploma or degree (65.5%) when compared to the province (58.7%). Accordingly, Torbay had a smaller proportion of its population with no certificate, diploma or degree with only 8% compared to the provincial average of 20.3%. The relative levels of education for Torbay's working age population represents a clear competitive advantage for the community moving forward. Those with more education typically earn a higher income and exhibit higher rates of volunteerism than those individuals with less education.



FIGURE 6: POPULATION BY EDUCATIONAL ATTAINMENT, AGED 25 TO 64, 2011



Source: Statistics Canada - 2011 National Household Survey. Catalogue Number 99-012-X2011047.

3.2.4 Labour Force Profile

Trends in Local Occupations and Employment

As of 2011, Torbay's total labour force was 4,210 of which 3,920 were employed. Since 2006, the Town's total labour force has expanded by 535 or by 14.5%. In 2011, Torbay's unemployment rate was 7%, which was less than half of the provincial rate of 14.6 %. Torbay's labour force also has a relatively high participation rate (73.3%) when compared to the province (59.4%).⁸

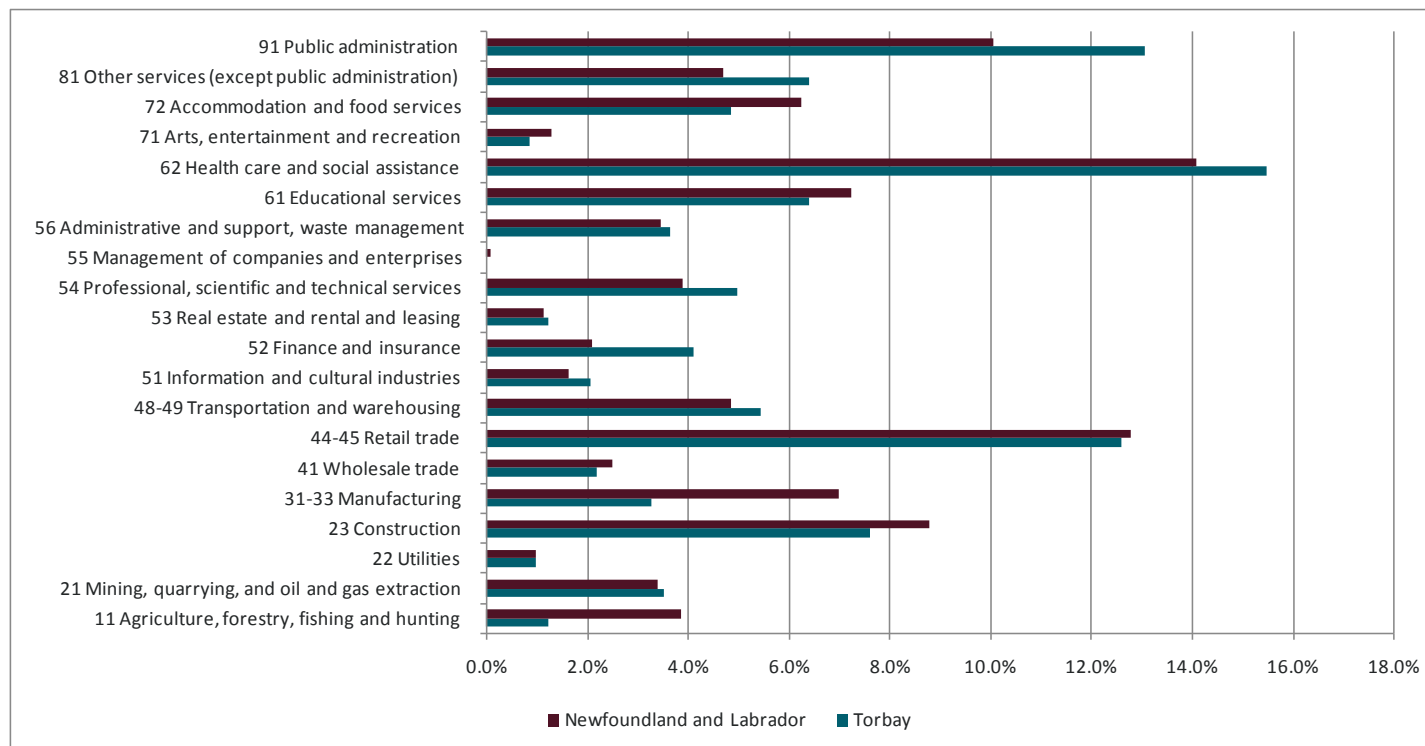
⁸ Statistics Canada. 2013. Newfoundland and Labrador (Code 10) (table). National Household Survey (NHS) Profile. 2011 National Household Survey. Statistics Canada Catalogue no. 99-004-XWE.



Labour Force by Sector Category

Figure 7 provides a complete breakdown of Torbay's labour force activity by industrial sector as defined by the North American Industrial Classification System (NAICS). Measured in this way, Torbay's labour force is in many ways reflective of Newfoundland and Labrador. For example, Torbay has a proportionate share of its labour force involved with utilities, transportation and warehousing, administrative support, retail trade, and wholesale trade. On the other hand, Torbay has a disproportionate number of workers involved in public administration (13.1%), health care and social assistance (15.5%) and finance and insurance (4.1%).

FIGURE 7: CLASS OF WORKER BY SECTOR TORBAY AND NEWFOUNDLAND AND LABRADOR BY PERCENTAGE OF TOTAL, 2011

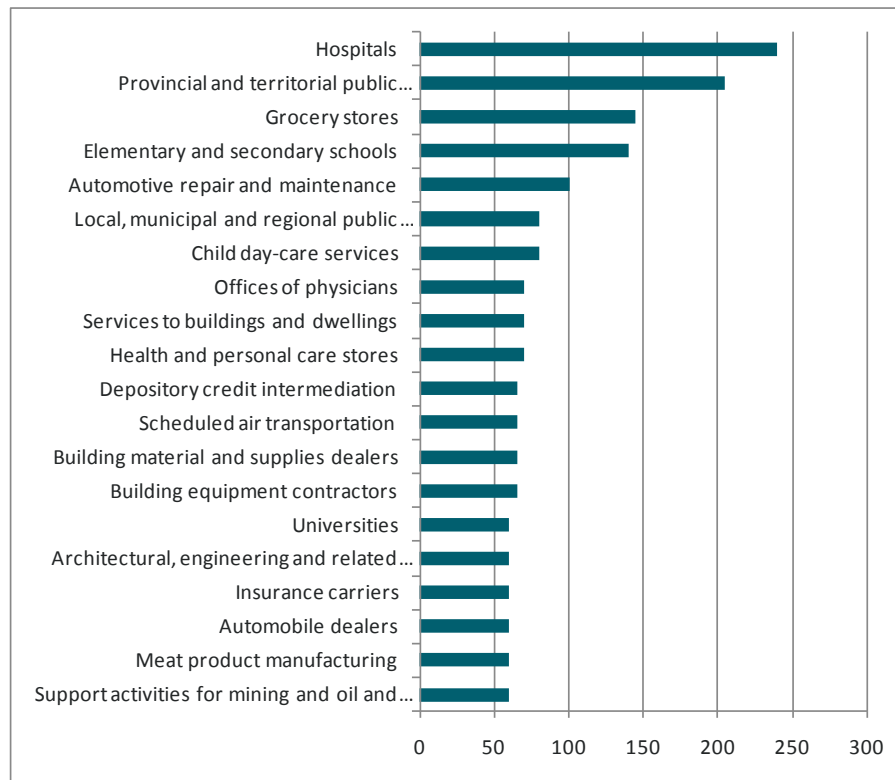


Source: Statistics Canada - 2011 National Household Survey. Catalogue Number 99-012-X2011052.



Figure 8, below, shows the top 20 specific industrial sub-sectors in terms of total employment. As of 2011, hospitals and provincial and territorial public administration represented the top two subsectors in terms of employment. It is noteworthy that the majority of the subsectors shown in Figure 8 are concerned with non-export activities. In other words, these industries are primarily centred on servicing the needs of the region or town. Support activities for the oil and gas sector and meat product manufacturing are two examples of export related activities on this list.

FIGURE 8: TOP 20 CLASS OF WORKER BY INDUSTRY IN TORBAY, 2011



Source: Statistics Canada - 2011 National Household Survey. Catalogue Number 99-012-X2011052.

Of the total 3,915 employed workers in Torbay, only 205 people are self-employed. The majority of those self-employed are involved in the construction sector (45 people), professional and scientific services (30 people), health care (40



people), or other personal services (30 people).⁹ Of particular interest to this study, are those individuals that are self-employed in professional and scientific services. These individuals may represent potential growth opportunities for the town as they require limited infrastructure, but may provide considerable returns to the community.

Looking ahead, with Torbay's continued population growth there should be expected growth in the town's retail and accommodation/food services. However, the large retail development immediately south of the town at Torbay Road and Stavanger Drive is positioned to stifle the potential growth of these types of activities in Torbay. In this vein, anecdotal evidence suggests that residents of Torbay have already shifted their retail spending patterns away from the local grocery store in favour of those stores at the Stavanger Drive.

Labour Force by Occupational Classification

Understanding a community's labour force by its occupational category is far more instructive than by industrial category. In Figure 9, below, as of 2011, the largest occupational category, as measured by employed workers over the age of 15, was sales and service occupations. This is followed by occupations in trades, transport and equipment operators and business, finance and administration occupations. From 2006 to 2011, Torbay's employed labour force in education, law and social, community and government services had grown by nearly 50% while occupations in management had grown by 44%. Aside from some of the smaller occupational categories, in terms of absolute numbers, Torbay's labour force generally increased during this period. The most notable exception being the decline of those occupations in sales and service occupations, which declined by 10%.

⁹ Statistics Canada. 2013. 2011 National Household Survey. Catalogue Number 99-012-X2011052.



FIGURE 9: TORBAY EMPLOYED LABOUR FORCE BY OCCUPATIONAL CLASSIFICATION, 2011, 2006

Occupational Category by Major Unit	2011	2011 % of total	2006	2006 % of total	% change from 2006 - 2011
0 Management occupations	440	11.2%	305	8.4%	44.3%
1 Business, finance and administration occupations	790	20.2%	770	21.3%	2.6%
2 Natural and applied sciences and related occupations	355	9.1%	290	8.0%	22.4%
3 Health occupations	280	7.2%	245	6.8%	14.3%
4 Occupations in education, law and social, community and government services	470	12.0%	315	8.7%	49.2%
5 Occupations in art, culture, recreation and sport	35	0.9%	60	1.7%	-41.7%
6 Sales and service occupations	775	19.8%	865	23.9%	-10.4%
7 Trades, transport and equipment operators and related occupations	650	16.6%	545	15.1%	19.3%
8 Natural resources, agriculture and related production occupations	75	1.9%	160	4.4%	-53.1%
9 Occupations in manufacturing and utilities	45	1.1%	50	1.4%	-10.0%
Total	3,915	100.0%	3,620	100.0%	8.1%

Source: Statistics Canada. 2013. 2011 National Household Survey. Catalogue Number 99-012-X2011047; Statistics Canada. 2007. Census of the population.

Figure 10 provides a snapshot of Torbay's largest occupational categories, in absolute terms. This snapshot reflects the town's relative proximity to strong retail and education sectors. The town's largest occupation with respect to absolute numbers are retail salespersons (170), followed by cleaners (145) and general office workers (140). It is noteworthy, that while retail salespersons and cleaners are not typically well paying jobs, these types of occupational categories are often the largest in similar sized communities across Canada, and should, therefore, not be cause for alarm.



FIGURE 10: TORBAY'S TOP 14 OCCUPATIONS, 2011

Occupation	Number of Jobs
Retail salespersons	170
Cleaners	145
General office workers	140
Secondary and elementary school teachers and educational counsellors	140
Office administrative assistants - general, legal and medical	135
Retail and wholesale trade managers	125
Computer and information systems professionals	115
Carpenters and cabinetmakers	90
Managers in financial and business services	80
Paraprofessional occupations in legal, social, community and education services	75
Transportation officers and controllers	60
Professional occupations in nursing	60
Other technical occupations in health care	60
Other installers, repairers and servicers	50

Source: Statistics Canada - 2011 National Household Survey. Catalogue Number 99-012-X2011047

Commuting Flows

Figure 11 and Figure 12 below describe the commuting flows into and out of Torbay on a daily basis for those individuals with a usual place of work. Figure 11 shows the number of people that leave Torbay each day and where they are headed while Figure 12 shows the number of people that enter Torbay and where they are coming from. It is important to note that those individuals that work in construction, for example, that visit different job sites regularly would not be captured in these figures.

Taken together, these figures show that on a daily basis Torbay is a mass exporter of labour. Each day 2,885 people leave Torbay for their regular place of work while only 350 people enter Torbay. St. John's attracts the majority of Torbay's commuting workforce with 2,600 people traveling to the city each day. Interestingly, St. John's also supplies the largest number of workers to Torbay (140). These figures reinforce the notion that Torbay is a bedroom community and highlight the need for Torbay to increase its local employment base.



FIGURE 11: DAILY COMMUTING FLOW OUT OF TORBAY, 2011

Destination Community	Number of Commuters
St. John's	2,600
Mount Pearl	200
Conception Bay South	45
Paradise	40
Total	2,885

Source: Statistics Canada. 2013.2011 National Household Survey. Catalogue Number 99-012-X2011032.

FIGURE 12: DAILY COMMUTING FLOW INTO TORBAY, 2011

Source Community	Number of Commuters
St. John's	140
Logy Bay-Middle Cove-Outer Cove	55
Paradise	45
Flatrock	35
Conception Bay South	30
Pouch Cove	25
Portugal Cove-St. Philip's	20
Total	350

Source: Statistics Canada. 2013.2011 National Household Survey. Catalogue Number 99-012-X2011032.

3.2.5 Business Patterns Assessment

Statistics Canada's Canadian Business Patterns Data provides a record of business establishments by industry and size. This data is collected from the Canada Revenue Agency (CRA). The business data collected for Torbay includes all local businesses that meet at least one of the three following criteria:

- Have an employee workforce for which they submit payroll remittances to CRA; or
- Have a minimum of \$30,000 in annual sales revenue; or



- Are incorporated under a federal or provincial act and have filed a federal corporate income tax form within the past three years.

The Canadian Business Patterns Data records business counts by “Total”, “Indeterminate” and “Subtotal” categories. The establishments in the “Indeterminate” category include the self-employed (i.e. those who do not maintain an employee payroll, but may have a workforce consisting of contracted workers, family members or business owners). It should be noted that the Canadian Business Patterns Data uses the CRA as a primary resource in establishment counts; therefore, businesses without a business number or indicating annual sales less than \$30,000 are not included. The population of these small, unincorporated businesses is thought to be in the range of 600,000 in all of Canada.

Key Business Characteristics

A detailed review of the business patterns data for the period between 2009 and 2012 for Torbay provides an understanding of the growth or decline of businesses over the four-year period and the key characteristics that define the county’s business community. When combined with the broader industry analysis, the business patterns information will assist in understanding the key industry opportunities for Torbay.

Understanding the trends in business growth in the community provides valuable insight into the shape that future growth and investment in the county might take. It also provides an indication of where the priorities of the county should lie, especially with regards to program development and delivery, and strategic planning.

In terms of concentration, the following sectors (identified in Figure 13) exhibit the highest proportion of business establishments in Torbay as of June 2012:

- Construction (89 businesses, 26.3% of total)
- Professional, Scientific and Technical Services (45 businesses, 13.3% of total)
- Real Estate and Rental and Leasing (32 businesses, 9.4% of total)
- Retail Trade (27 businesses, 8% of total)

Notably, when the indeterminate category (self-employed) is removed, two of the four original sectors with the highest business establishment proportions are replaced. Construction and professional services remain, but real estate and retail trade are replaced by other personal services and health care related businesses.

- Construction (57 businesses, 29.7% of total)
- Professional, Scientific and Technical Services (23 businesses, 12% of total)
- Other services (except public administration; 21 businesses, 10.9% of total)
- Health care and social assistance (19 businesses, 9.9% of total)



FIGURE 13: TORBAY BUSINESSES BY LOCATION AND SIZE, JUNE 2012

Sector	Total	Subtotal	Indeterminate	1-4 Employees	5-9 Employees	10-19 Employees	20-49 Employees	50-99 Employees
Construction	89	57	32	31	19	2	5	0
Professional, scientific and technical services	45	23	22	21	2	0	0	0
Real estate and rental and leasing	32	4	28	3	0	1	0	0
Retail trade	27	16	11	9	2	4	1	0
Other services (except public administration)	26	21	5	16	3	1	1	0
Health care and social assistance	22	19	3	15	2	1	1	0
Administrative and support, waste management and remediation services	18	14	4	10	0	2	2	0
Transportation and warehousing	17	6	11	3	1	2	0	0
Agriculture, forestry, fishing and hunting	15	4	11	2	2	0	0	0
Accommodation and food services	11	9	2	3	2	1	2	1
Finance and insurance	8	2	6	1	0	1	0	0
Wholesale trade	7	4	3	0	2	1	1	0
Manufacturing	5	4	1	2	2	0	0	0
Management of companies and enterprises	5	1	4	0	0	1	0	0
Educational services	4	3	1	3	0	0	0	0
Arts, entertainment and recreation	4	2	2	1	0	1	0	0
Information and cultural industries	2	1	1	1	0	0	0	0
Mining, quarrying, and oil and gas extraction	1	1	0	1	0	0	0	0
Public administration	1	1	0	0	0	0	1	0
Total	339	192	147	122	37	18	14	1

Source: Canadian Business Patterns June 2012.

Overall, business establishments in Torbay are overwhelmingly characterized by small companies and enterprises that employ less than 10 people. In 2012, excluding the businesses consisting of the self-employed – which themselves are small enterprises – there were 122 businesses, or 64% of the subtotal, that employ 1-4 people. An additional 37 businesses, or 19% of the subtotal, employ 5-9 people. The five industries with the highest number of establishments employing fewer than 10 people were:

- Construction (50 businesses)
- Professional, Scientific and Technical Services (23 businesses)
- Other Services (except Public Administration) (19 businesses)
- Health Care and Social Assistance (17 businesses)



It is also important to note the scarcity of medium and large firms in the county's economy. This is of interest because small, medium and large firms are generally believed to provide different economic functions within an economic region. Small firms are generally seen as the major source of new products and ideas, while large firms typically develop as products become more homogenous and firms begin to exploit economies of scale. The lack of mid-size and large business in Torbay is concerning as these firms are typically more export oriented and generate higher operating surpluses.

It is also valuable to examine the growth in businesses by industry, so as to better understand areas of emerging opportunity and importance within Torbay's economy. The following figure provides an indication of the growth in business establishments by two digit NAICS codes from 2009 to 2012. The sectors that have experienced the highest rate of growth (exclusive of the self-employed, and those industries with 15 or fewer establishments) include:

- Professional, Scientific and Technical Services (43.8%)
- Health Care and Social Assistance (35.7%)
- Retail trade (33.3%)
- Construction (23%)



FIGURE 14: TORBAY BUSINESSES BY LOCATION AND CHANGE FROM 2009 - 2012

Sector	2012			2009			2009-2012	
	Total	Subtotal	Indeterminate	Total	Subtotal	Indeterminate	% change Total	% change subtotal
Agriculture, forestry, fishing and hunting	15	4	11	12	5	7	25.0%	-20.0%
Mining, quarrying, and oil and gas extraction	1	1	0	0	0	0	0.0%	0.0%
Construction	89	57	32	60	46	14	48.3%	23.9%
Manufacturing	5	4	1	7	5	2	-28.6%	-20.0%
Wholesale trade	7	4	3	8	5	3	-12.5%	-20.0%
Retail trade	27	16	11	20	12	8	35.0%	33.3%
Transportation and warehousing	17	6	11	11	5	6	54.5%	20.0%
Information and cultural industries	2	1	1	1	1	0	100.0%	0.0%
Finance and insurance	8	2	6	6	2	4	33.3%	0.0%
Real estate and rental and leasing	32	4	28	20	3	17	60.0%	33.3%
Professional, scientific and technical services	45	23	22	37	16	21	21.6%	43.8%
Management of companies and enterprises	5	1	4	4	0	4	25.0%	0.0%
Administrative and support, waste management and remediation services	18	14	4	15	8	7	20.0%	75.0%
Educational services	4	3	1	5	4	1	-20.0%	-25.0%
Health care and social assistance	22	19	3	14	14	0	57.1%	35.7%
Arts, entertainment and recreation	4	2	2	5	2	3	-20.0%	0.0%
Accommodation and food services	11	9	2	10	9	1	10.0%	0.0%
Other services (except public administration)	26	21	5	25	23	2	4.0%	-8.7%
Public administration	1	1	0	1	1	0	0.0%	0.0%
Total	339	192	147	261		100		

Source: Canadian Business Patterns June 2012. June 2009.

Overall between 2009 and 2012, Torbay added 78 firms. This alone is noteworthy as many communities across Canada lost businesses in the period as a result of the global recession that began in 2008. During this period Newfoundland and Labrador, however, have experienced a wave of capital investment related to the oil and gas sector. The growth of Torbay's professional and scientific services businesses may be a result of this activity. Torbay's other growing business sectors are also an indirect result of this investment as local businesses have emerged to cater to a growing population and increased residential development. The construction sector, for example is a direct beneficiary of the surging regional economy.



3.2.6 Taxes, Fees and Business Incentives

This section includes information drawn from the 2012 investment profile commissioned by the Town of Torbay. Figure 15 provides a comparison of the different taxes rates for Torbay and its neighboring municipalities. The figure demonstrates that Torbay is a comparatively inexpensive place with respect to taxes. Across the range of possible taxes, Torbay has a lower tax rate than St. John's, Mount Pearl, Paradise and Conception Bay South. Torbay also provides incentives for new businesses by way of temporary reductions to their business taxes. In its first year a business could receive a 75% tax break. Each subsequent year that company would pay an additional 25% of the normal tax rate, reaching parity after four years.

FIGURE 15: RESIDENTIAL, COMMERCIAL AND BUSINESS TAXES, 2011

	Torbay	St. John's	Mount Pearl	Paradise	CBS
Property Tax - Residential for Water and Sewer Annually per unit	\$300	\$615	\$600	\$500	\$475.00
Property Tax - Commercial for Water and Sewer Annually per unit	\$400	\$615	\$600	\$650	\$850.00
General Business Tax	15 Mils	17.33 Mils	16.75 Mils	NA	15 Mils
Banks/ Financial Services	60 Mils	67.39 Mils	74.2 Mils	70 Mils	115 Mils
Professional Services	20 Mils	NA	23 Mils	18 Mils	NA

Source: Torbay. 2013. Tax and Fee Structure; Mount Pearl; 2013 Schedule of Rates and Fee; Paradise, 2013 Schedule of Taxes and Rates; St. John's. 2013. Current Tax Rates; Conception Bay South. 2013. Tax Rates.

3.3 Themes from Community Engagement

This section presents a summary of the aggregated results from the stakeholder interviews and captures the key responses by question.

It became clear that local business, community leaders, support organizations, and government representatives recognize Torbay is well poised for growth, building on its scenic landscape, quality of life, and proximity to St. John's. However, it is necessary to recognize the town is faced with challenges that require attention if it is to successfully enhance its non-residential property base. The following discussion has been organized by theme. These comments are intended to offer an unfiltered account of those factors influencing the town's economic development trajectory.

■ A vision for the future



- A majority of those participating in the interview process raised the point that while Council may have a vision that sees an increase in business growth for the area, there is a sense in the community that growth needs to be strategically balanced so as not to disrupt the quality of place which is a key attractor to many who live there.
- Many in the community feel that there is disconnect between Council's vision and the vision held by long-time residents. Increased communication and opportunity for input is seen as a key solution to this.
- The Town of Torbay is home to many long-standing residents and business owners, mixed with a significant portion of the population who have chosen to relocate to Torbay in recent years. It is important to note that sometimes those interests are at odds when it comes to strategic planning for future prosperity.
- Some voiced concerns the best traditions and values of the community could be overwhelmed by growth and change.

■ **Location, Location, Location**

- Proximity to St. John's is seen as both an asset and a disadvantage as it offers easy access to retail, commercial and industrial services and land.
- Torbay is viewed as a bedroom community to St. John's and the general sense is that people like it that way. People enjoy having country in their back yard, with fast and easy access to shopping and essential services. Given the extensive residential development, this view is being further amplified.
- The Torbay by-pass has had a negative impact on local businesses that depend on that flow through traffic.

■ **Community Engagement**

- The Town does a very good job of engaging residents including the numerous activities with a child/youth focus.
- The Town is missing a Town Centre which could serve as a transportation hub, as a place for residents to interact, and as a location for restaurants and small office space facilities.

■ **Community Living/Quality of Place**

- There are some that are concerned about protection of the area's natural assets, waste management and other issues that touch the lives of residents. Torbay Beach and the wetlands surrounding some of the residential developments were specifically identified.



- Future plans must include development of sidewalks, walking trails and improvements to the availability of schools that meet the growing population needs.
- The Jack Byrne Arena is seen as a tremendous asset to the community, however some noted that it has already reached maximum capacity, leaving a gap.
- Active protection of the natural environment will keep Torbay attractive for tourists and businesses.
- Pedestrian trails linking neighbourhoods and communities and addition of sidewalks to improve the town's walkability.
- The environmental community has developed a map of local trails. This map could be a feature on the website but needs to be kept up-to-date by the Town.

■ **Town Competitiveness**

- The Town must be strategic in its economic development efforts if it is to successfully compete with the large urban bordering city of St. John's.
- Torbay needs more commercial and office space to attract desirable businesses. Torbay should earmark industrial or commercial land along the bypass as it allows for easy on/off access. By designating this land, the Town positions itself well to compete with St. John's where taxes are a deterrent for new business development. Sectors, including construction, are seeking alternative locations to St. John's.
- By focusing on a "green" commercial park Torbay may be able to competitively position itself for business attraction (green in terms of structure and operationally).
- If the opportunities being presented are industrial in nature, it was recommended that this be established closer to the St. John's border in the area of Metal World.
- Given the changes to watershed zoning on several ponds in the town, there is now restricted zoning and the municipal and provincial governments are perceived to be stalling new development.
- Recognizing that talent attraction is highly influenced by availability of such factors as quality of place, quality of relevant recreation, community safety and access to education, Torbay is well positioned.
- Torbay offers good agricultural land that is somewhat sheltered, making it a viable sector to target for growth.

3.3.1 Themes by Engagement Question

1. In what way has business thrived due to its location in Torbay?



- Torbay is seen as a choice of location to live, over a choice of location for business. In essence the emerging message is that people choose Torbay first as a place to live and raise a family. If they are also in business, then the business location is a secondary consideration.
- The growth of the Town has certainly had a positive influence on local businesses, with several respondents validating that business growth has been strong in recent years. This was primarily in service-based businesses that are not necessarily impacted by the shifting traffic flow as a result of the bypass.
- Residential base will support service based businesses.

2. Is there anything memorable that Torbay has done (or does) that makes for a supportive business climate?

- Torbay is a business friendly community with the Town offering support to local businesses through seminars, workshops, etc. This is recognized as being of value to local businesses; there is however a challenge for people to attend these sessions primarily driven by time constraint. Taxes are seen as being relatively lower than those in neighbouring St. John's, making it attractive for both residential and business attraction.
- There is a strong system in place to ensure mobility around the Town during inclement weather. The snow clearing strategy is working well.
- The primary advantage of Torbay is its quality-of-life. Torbay is also considered a business friendly community in terms of business taxes.

3. What physical/human/natural assets does the community have that are unique?

- Torbay has a younger demographic and is attracting the same. It offers a picturesque coastline and large lot sizes which are assets to those seeking a smaller, rural atmosphere. People want more space and are willing to pay the price, even if land is not serviced. Whether it is desired or not, viewed by many as a bedroom community. One interviewee commented that "Torbay has the city on its doorstep, and country in its backyard".
- Its proximity to St. John's was seen as an asset, certainly from a residential attraction perspective.
- Torbay is privileged to have the East Coast Trail, access to the St. John's international airport, heritage sites, and Liddy's, the oldest pub in North America.
- Torbay has very close proximity to St. John's Airport, with land bordering the airport. This would be a good location for a business park as there is easy access both from St. John's east and the multitude of communities to the north.



4. What opportunities exist for Torbay to differentiate itself?

- Torbay has developed a strong market brand that can be further expanded to promote its location and easy access to services and amenities, while offering a rural lifestyle. There is a significant population in the east end of St. John's which is simply minutes from the Torbay border. This is seen as an opportunity to attract consumers and businesses should a business park or commercial development be placed in that vicinity.
- Focus should not be on "staple companies" such as retail or grocery but rather opportunities exist for warehouse, storage companies, vehicle dealerships, etc.
- As Torbay has a high concentration of residential, there is opportunity to increase the walkability of the town. Addition of sidewalks in subdivisions, and promotion of walking trails are seen as adding appeal. Promotion of the beach area, once the sewage issue is addressed, can further strengthen tourism attraction and town cohesion.
- Establish a chamber of commerce to bring business together; consider partnering with other chambers to expand networking opportunities.
- On-line, interactive business directory to promote businesses in the area.
- People are choosing Torbay as a destination because of the tremendous quality of life considerations. Torbay is only 10 minutes away from most places in St. John's.

5. What business disadvantages does Torbay have compared to other municipalities in the region?

- Proximity to St. John's makes it more difficult to compete, certainly from a retail perspective. Given the extensive development on and near Stavanger Drive, retail would be very difficult to establish. The newly open bypass road is seen as an asset as it allows easy access to St. John's and surrounding municipalities, however it is also noted that it draws business opportunities away from Torbay as traffic has decreased through the town.
- The limited access to serviced land is seen as a disadvantage, although it is recognized that surrounding municipalities, excluding St. John's do not offer this service.
- The town is tremendously lagging and its infrastructure, with specific reference to its water service and roads infrastructure. There is a particular need to maintain this infrastructure and keep pace with population growth.
- Also residents are generally worried about growing too fast and too soon, in other words residents do not want to open up Torbay too much.

6. What will Torbay have to do to get the attention of businesses? What do you see as the key barriers to economic growth?



- Promote its proximity to St. John's and the population of the east end. Many viewed Torbay as being on the verge of significant growth. Offering business incentives may assist the Town in business attraction.
- Drawing on its close proximity to St. John's there is an opportunity for Torbay to promote itself as a destination for tourists, an already established target market. The Town needs to attract restaurants and small specialty boutiques which could be part of the Town Centre, something that is missing currently.
- The Town needs to have a master plan that promotes business development in geographic areas that separate it from residential areas.
- Emphasis tends to be on festivals and events but how does this impact GDP?
- Glencrest and other business parks in the St. John's commuting area represent tremendous challenge in terms of the types of attraction capability Torbay will have towards its business park. Other regional business parks have already established their value proposition and Torbay may find it difficult to differentiate. It should look to the airport and synergies with the airport to try to set itself apart.
- There is a general lack of basic office space. Most is currently unserviced or in a state of disrepair.

**7. How do we make economic growth happen? Suggest 1-2 things that could be done in the short-term?
Who should be involved?**

- There was a sense that Torbay should prepare a promotion package that speaks to access to consumers (east end population). Get businesses telling their story – businesses could get together and take a leadership role in promoting the benefits of locating to Torbay.
- There is a need for the Town to monitor growth, particularly from a residential perspective. There are concerns by local residents that Torbay is growing too fast. Torbay is a large area and it has lots of land. Local citizens, however, are concerned that local development is happening too fast. Some of Torbay's best available land is compromising the local environment and local watersheds as there are limited buffers between sensitive ecological zones and new developments.
- Availability of a business park might be attractive to national/international firms that are looking to establish in Newfoundland (e.g. large construction firms).
- Be connected to relevant groups/associations that offer valuable data and networking opportunities with their client market, ex. Newfoundland and Labrador Construction Association.
- Consider a buy local campaign that promotes local farm products, and make them available in local establishments including food stores, restaurants, etc.



- Conduct feasibility of establishing a business park on the model of McMaster Innovation Park; an attractive feature here is the co-sharing of business space with shared common space, administration support, etc. This would be attractive to small business (visit <http://mcmasterinnovationpark.ca/> for more details).
- Build a reputation of “being around the corner” to influence people’s perception that the town is too far to travel to, particularly for businesses looking to establish and have access to a customer base.
- Develop a business directory that is on-line and interactive – this will promote the strength of local businesses and demonstrate the size and diversity of local businesses.
- Develop a business attraction strategy utilizing local stakeholder input through focus groups.
- Youth (under 34) business incentive – no taxes in the first two years; 50% tax in year 3 and full tax in year 4.
- Do a workshop to promote services of such organizations as Community Business Development Corporations; do a business idea session on “what is missing in Torbay” (from a business development perspective).
- Examine what types of businesses are in similar size communities (that are “like” Torbay).
- Find out from business community – what are the five things you would like to know more about; then have local business host a session that brings in an “expert” to speak to that topic.
- There would be benefits to having a “downtown” or town centre where people can gather, businesses could locate – to draw people together; where the town hall is would be a suitable core.
- Know the programs that are available and be a first mover on government programs.
- Improve connection with the Genesis Centre and understand what businesses are there and promote Torbay as the next location for these businesses.
- Buy local campaign.
- Development of campgrounds and RV accommodations, currently no legitimate spots exist in Torbay.
- There is a need for local restaurants.
- There is a need to address public transportation concerns; there are very few areas around town that would be able to accommodate any sort of public transportation stops or waiting areas, etc.
- There is a particular need to promote and support local businesses; private businesses need to be more involved in community activities and strategic planning.
- Incubator is a possibility – need to look at office space as it is a bit of a premium in St. John’s – could this be developed in Torbay?

8. What role do you see for your organization in seeing this vision through?



- There was a strong message that businesses want to work cooperatively with the Town and with each other to strengthen the Town's economic position. Offers included sharing boardroom space for community groups or business networking events, sharing success stories to be used in marketing efforts.
- Data access and networking opportunities – through membership.
- Supporting local business involved in manufacturing related businesses with talent access for temporary foreign workers.
- Participate in business information series to promote training and how support for local businesses.
- Offer satellite office (one or two days a month and perhaps tie it to the workshop delivery or a business luncheon series) to organizations that support local business and business development (Cabot Business Development Corporation).
- For municipalities that are serious about economic development it is not enough to be a member of an organization such as ours, it is necessary to be active and engaged so that the organizations are aware of what is happening in the local area; we can do provincial pilot projects and it is beneficial to have existing relationships.
- In terms of specifics that the business development Bank of Canada can support with, there's been a particular drive towards website development, smart tech, ICT and all related services. There are potential opportunities for low interest financing for any ICT related development.

3.4 Strengths, Weaknesses, Opportunities and Threats Analysis

Considering the literature reviewed, data gathered and themes from the community consultation, an analysis of Town of Torbay's, weaknesses, opportunities and threats is presented below. The SWOT analysis ensures that the action plan that will be developed is grounded in a clear understanding of the competitive advantages and disadvantages in Torbay.

FIGURE 16: TOWN OF TORBAY SWOT ANALYSIS

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none">● Large residential property lots● Safe community and a great place to raise a family● Local service clubs are active● Jack Byrne Arena● Regional resources such as the Cabot Business Development	<ul style="list-style-type: none">● 'Retail leakage' to St. John's● Transportation between communities is challenging without vehicle access● Need for better collaboration between neighbouring communities● Lack of water and sewer is restricting growth● There is no inventory of land availability



STRENGTHS	WEAKNESSES
<p>Corporation offer direct support to local businesses</p> <ul style="list-style-type: none"> • Planning and development for subdivisions prioritizes family • Proximity to St. John's and St. John's Airport • Generally lower taxes than neighbouring communities • Growing population base • On average, better educated, younger and more wealthy population • "Beautiful" branding campaign is gaining momentum • New by-pass road allows for faster access to and from Torbay • Demand for industrial land in the Northeast Avalon is growing and most established business parks in the region are full 	<ul style="list-style-type: none"> • Poor community walkability • New by-pass road has reduced in-town traffic flow • No business organization such as a Chamber of Commerce • Limited availability of commercial/industrial rental space • Many long-standing residents and businesses that are less receptive to new growth and change • Community rural identity is being challenged by new growth and development • Perceived disconnect between Council vision and resident vision • Vast majority of residents leave each day for work • Lack of foundation of tourism-based businesses and a destination • Reputation as a bedroom community • Limited business and employment base • Limited number of self-employed workers

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Business park adjacent to Stavanger Road commercial development and St. John's International Airport • Leveraging the Town's dramatic coastline by constructing a new Town Centre as described by the Town's 2009 Heritage Master Plan and 2009 Recreation Master Plan • Buy-local campaign to support local businesses • Encourage youth entrepreneurship and small business development • Enhance communication and collaboration between businesses in Torbay and between all community stakeholders • A large population base and very few commercial businesses suggests an opportunity to capture those lost dollars with more dining and specialized shopping • Developing tourism attractions/ activities • Increase non-residential tax assessment 	<ul style="list-style-type: none"> • The demand for office/retail/industrial property has "softened" from 2012 to 2013, but prices have not dropped • Loss of history and heritage to new development • Economic growth is leading to quickly rising labour and construction costs that are having a detrimental impact on more sensitive areas of the economy • Innovation, diversification and commitment to obtaining a strong education base could be suffering in this era of 'boomtown' economics • Overall economic trends that face export and natural resources oriented economies such as a drop in commodity prices or new-found sources of supply elsewhere in the world • Inadequate funding to support Torbay's required infrastructure improvements • Inability of regional municipalities to collaborate on broader economic priorities, including improving water infrastructure and transportation



<ul style="list-style-type: none">• Attract new residents• Developing more large scale tourism events• Coordination of business promotions and joint marketing• Increase profile of East Coast Trail• Establish a Town Centre• More commercial and office space to increase attraction of relevant businesses (along by-pass or in Town Centre)• Leverage Torbay's age structure by offering more user pay activities for families to draw in local residents and residents from neighbouring municipalities; collaborate with local businesses to maximize returns to local businesses• Turn Torbay's relatively high proportion of workers involved in computer and information systems and other professional and scientific services into local home-based businesses• Capitalizing on the tremendous growth of the regional economy especially as it pertains to natural resources development	<ul style="list-style-type: none">• Continued expansion of developments at Stavanger Drive that stifle local retail and commercial growth
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3.5 Competitive Advantages and Disadvantages

While the SWOT Analysis completed in the previous section is an important exercise and necessary first step to identifying the best options for economic improvement, there is a need to dig deeper to determine Torbay's competitive advantages and disadvantages for future business retention and attraction.

Competitive advantages and disadvantages are different than strengths and weaknesses. Strengths and weaknesses may be common to Torbay as well as its competitors, while competitive advantages and disadvantages will differentiate the area from its competitors. The area has a better chance of continued success if it can target its economic development activities to serve business sectors best able to capitalize on its competitive advantages while not suffering from its competitive disadvantages.

- Competitive advantages form the nucleus for the area's unique value proposition – the “wow” factor that will motivate potential investors to take a closer look



- Competitive disadvantages are those elements that the community needs to help fix (or become less of an obstacle) if it is critical to business investment efforts. Alternatively, the competitive disadvantage can be ignored as long as there is agreement not to try and pursue investment that will find those qualities a challenge.

FIGURE 17: TORBAY'S COMPETITIVE ADVANTAGES AND COMPETITIVE DISADVANTAGES

COMPETITIVE ADVANTAGES	COMPETITIVE DISADVANTAGES
<ul style="list-style-type: none">• Large residential property lots• Lower taxes than neighbouring communities, for all tax rates• Proximity to St. John's and St. John's International Airport• Growing population base and property values• On average, better educated, younger and more wealthy population• "Beautiful" branding campaign is gaining momentum	<ul style="list-style-type: none">• Lack of commercial base to stop 'retail leakage' and unlikeness of stopping it in a significant way• Lack of water and sewer infrastructure is restricting growth• Lack of commercial/industrial land and rental space• No local business-driven organization• Lack of tourism-based business base and tourist destination



4 WHERE DO WE WANT TO GO? IS IT FEASIBLE?

4.1 Importance of Non-residential Development

Torbay has grown at a healthy rate over the last decade. However, residential growth alone cannot sustain an economy over the longer term. Areas throughout the “Sun Belt” in the U.S, especially suburban areas surrounding Phoenix or Las Vegas are prime examples of the extreme end of the spectrum. Population growth and associated residential construction was the base upon which those economies were built. The most recent recession and credit market volatility has revealed just how crippling an over-reliance on residential expansion and population-related industries like retail and personal services can be to an economy.

It is not just an over-reliance on residential construction that can have negative effects on an economy's sustainability. The most recent economic downturn also pointed to the importance of non-residential assessment in light of reliance on more primary industries as well. The ‘credit crunch’ created by the collapse of the U.S. housing market had profound effects on Canada’s strongest industries. The tightening of the credit markets across the globe slowed exploration in oil and gas, as well as shelved a number of projects.

While they fared comparatively better than industries in most other provinces during the downturn, industries throughout Newfoundland and Labrador’s economy were still affected by this downturn. A greater emphasis on some of the more knowledge-based export-oriented/non-primary sectors, such as finance and insurance and professional services can begin to further insulate communities in the province from the cyclical fluctuations of the oil and gas industry. These sectors relate more to the export of knowledge from Newfoundland and Labrador’s skilled population base, rather than the export of products tied to commodities. As such, they are subject to fewer fluctuations than many of the more industrial, export-oriented sectors.

Overall, non-residential and non-retail development provides the key to creating balanced, complete and sustainable communities. The continued growth in a community’s export-based economic sectors is critical to the continued prosperity of the community. These include uses such as advanced manufacturing, business services, research and development, logistics/distribution and, to some extent, construction. Increasingly, the discussion around growing export-oriented employment is beginning to include opportunities in the emerging industries that are part of the knowledge-based economy, such as green/clean technology and ocean sciences/ biotechnology. Overall, the benefits of growing a local base of export-based employment sectors include development of a more favourable non-residential tax assessment

Overall, non-residential and non-retail development provides the key to creating balanced, complete, and sustainable communities. The continued growth in a community’s export-based economic sectors is critical to the continued prosperity of the community.



base, reduced commuting dependency and traffic congestion, and improved socio-economic conditions and quality of place.

Many economic development programs are focused primarily on two goals: providing local residents with high-quality employment opportunities and generating revenue for the municipality through increases in tax assessment. High-quality jobs mean those that can positively affect the individual and those that can positively affect a community's economic output. Jobs found in export-oriented sectors of the economy provide more full-time than part-time employment and have higher wages. In addition to the induced impacts from higher wages, full-time opportunities also tend to offer more employee benefits.

Developments in export-based areas of the economy also produce more positive net fiscal benefits for the municipality than other types of development. The costs of maintaining residential development from a community's perspective (i.e. community services, infrastructure, recreation, culture, library, etc.) far exceed the revenues generated. Generally speaking, industrial development generates a net positive fiscal impact while residential development does not. While examples from Newfoundland and Labrador could not be found, these examples illustrate the situation.

- In Halton Region, Ontario, new industrial development is expected to produce a significant annual net fiscal benefit, whereas commercial development is expected to produce a small annual net fiscal benefit and residential development an annual fiscal deficit.¹⁰
- In Red Deer County, Alberta, every dollar generated from commercial taxes costs \$0.74 in services and every dollar generated from industrial taxes costs \$0.09 in services¹¹. Conversely, every dollar generated from residential taxes costs the County \$1.81 in services – in other words, for every dollar generated by residential development, the City ended up losing that dollar and \$0.81 more over the longer term in servicing costs.¹²
- In Ontario, the City of Toronto collects an 80% profit on its industrial taxes, where it experiences a 40% loss on residential taxes collected.¹³

Studies throughout the U.S. and Canada have shown that expanding the tax base through residential development is neither a responsible nor feasible economic development strategy. Similarly, over-reliance on development tied to commodities like oil and gas can expose a community to downturns based on a number of external factors which it is

Studies throughout the U.S. and Canada have shown expanding the tax base through residential development is neither a responsible nor feasible economic development strategy for any area.

¹⁰ Sustainable Halton Fiscal Affordability Analysis, 2009, Watson & Associates Economists Ltd.

¹¹ Greenway, G. And Sanders, S. (2006). The Fiscal Implications of Land Use: A "Cost of Community Services" Study for Red Deer County.

¹² Ibid.

¹³ Kultenbrouwer, P. (2006, May 13). At what point has it gone too far? For some, the conversion of industrial areas into condos is already hurting Toronto. The National Post.



unable to control. Surpluses generated from taxes on export-based land uses must be used to offset the negative net fiscal impact of residential development. These surpluses can also be used to bolster a municipality's financial reserves, which may be used to better weather economic slowdowns or pay for needed infrastructure. Aside from offsetting these losses and building more sustainable financial reserves, non-residential assessment plays an important role in a community's ability to be sustainable.

4.2 Business Trends in the St. John's CMA

In 2010, the Conference Board of Canada described St. John's Census Metropolitan Area (CMA) and its regional economy as “*sizzling*” and identified the CMA as having the highest productivity among 50 prominent cities across Canada. This “economic boom” has been sustained in recent years and has proceeded to exceed even the most aggressive growth projections. This growth can be attributed to several large scale development projects in the province, notably in the mining and oil and gas sectors. With further incremental development associated with the Hebron oil project, Vale and other Labrador mining projects, as well as a host of other large industrial, commercial and residential construction projects projected over the next five to seven years, this growth is expected to continue.

Using Statistics Canada's Canadian Business Patterns Data, the following figure provides a record of business establishments in the St. John's CMA by industry sector. Only those sectors with the highest rates of growth between 2009 and 2012 have been captured. Each of these industry areas suggests potential opportunities for Torbay as it looks to position itself for non-residential development.

FIGURE 18: ST. JOHN'S CMA HIGH LEVEL SECTOR TRENDS BY TOTAL BUSINESS COUNTS, 2012 -2009

Industry Sector	2012	2009	% change 2012-2009
Public administration	132	101	30.7%
Construction	1,606	1,250	28.5%
Health care and social assistance	966	788	22.6%
Real estate and rental and leasing	1,176	962	22.2%
Educational services	155	131	18.3%
Professional, scientific and technical services	1,557	1,357	14.7%
Arts, entertainment and recreation	229	200	14.5%
Information and cultural industries	174	156	11.5%

Source: Canada Business Patterns Data. 2009, 2012.



The next figure provides a more detailed level of description of the specific types of businesses that have been growing in the St. John's CMA from 2009 to 2012. Once again, these specific business areas offer useful context for Torbay as it seeks to identify its target market for a potential business park. The most common growth areas identified in this figure relate to professional services. The growth of engineering services and software publishers, for example, support the notion that there is a growing need for office space within the St. John's region.

FIGURE 19: ST. JOHN'S CMA DETAILED LEVEL SECTOR TRENDS BY TOTAL BUSINESS COUNTS, 2012 -2009

Detailed Sub-Sector Description	2012	2009	% change 2012-2009
Software Publishers	17	7	142.9%
Offices of All Other Health Practitioners	53	29	82.8%
Human Resources Consulting Services	21	12	75.0%
Investment Advice	35	21	66.7%
Other Management Consulting Services	64	39	64.1%
Engineering Services	257	191	34.6%
Real Estate Agents	229	171	33.9%
All Other Professional, Scientific and Technical Services	128	104	23.1%
Offices of Accountants	110	92	19.6%
Offices of Lawyers	190	160	18.8%
Lessors of Non-Residential Buildings (except Mini-Wareho	431	369	16.8%
Insurance Agencies and Brokerages	65	58	12.1%

Source: Canada Business Patterns Data. 2009, 2012.

4.3 Current Economic Drivers and Priority Opportunities

A sound Economic Development Strategic Plan builds upon the unique assets and resources of a community, communicating those characteristics to potential investment and development partners in a way that demonstrates an inherent value proposition that is unique. A growing number of entrepreneurial 21st century communities are using their local advantages to spur innovation, investment and job creation, while retaining the cultural and environmental assets of their communities.

While combining these trends in local economic development, the selection of economic development opportunities is rooted in the philosophy that initiatives must ultimately increase the total wealth within a community. There are two main ways to do this:



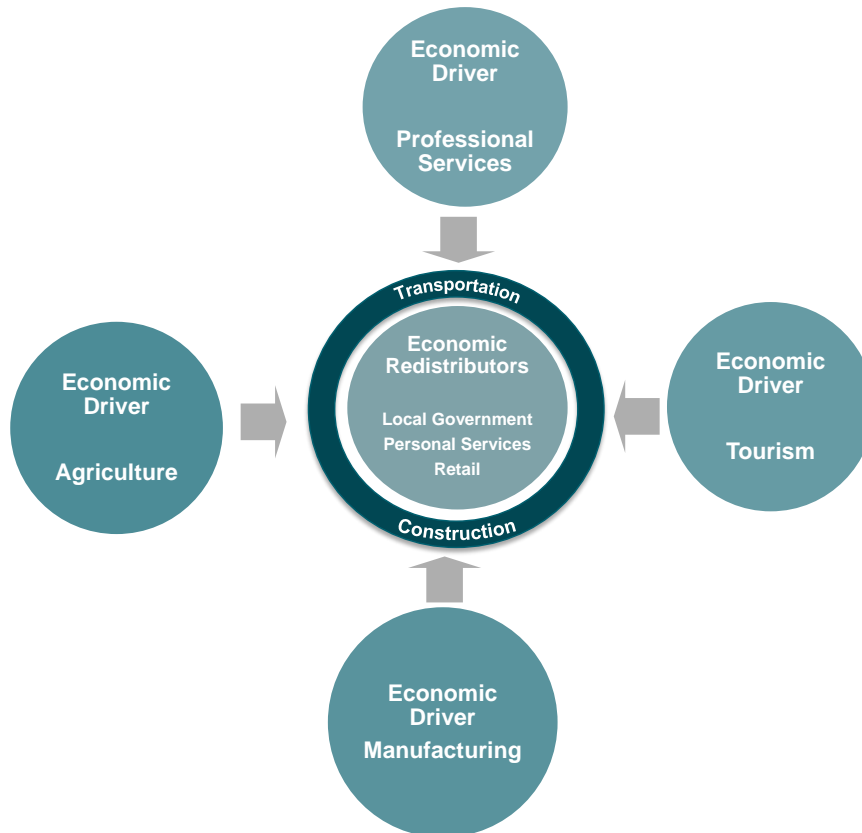
1. Export Development – any initiative that brings new money into the community:
 - Starting/attracting a business that sells products/services outside the community
 - Attracting visitors who then buy local products/services
 - Encouraging existing business to sell their product/service outside the community.
2. Import Substitution – any initiative that keeps money in the community:
 - Encourage people and businesses to buy their goods/services locally rather than importing them from another community
 - Starting or attracting new businesses that recognize the leakage and provide a product/service to stop it.

Activities in the above two categories are economic drivers – they bring in the wealth. Other activities are redistributors – they circulate the money within a community. Strong economies bring in new money and then keep it in the community as it moves from business to business.

This concept is profiled in the following figure.



FIGURE 20: CURRENT ECONOMIC DRIVERS AND REDISTRIBUTORS FOR TORBAY



To maximize the impact of its economic development resources, the Town should concentrate its time and money on opportunities that will strengthen the Economic Drivers, and secondarily, to the outer ring of redistributors (Construction and Transportation). For most communities Economic Redistributors such as Retail and Personal Services will grow naturally based on growth of the Drivers, but because of external factors influencing leaking of this spending and lack of a core local business base, it cannot be expected to naturally occur in Torbay. Special stimulus may need to be applied to get these sectors growing, but with limited resources this should not occur at the expense of the Drivers



The following opportunities put focus on the communities' current core strengths and maximize use of underutilized assets. It also gives aim to new directions that have the potential to shape the community for decades to come.

4.4 Description of Economic Development Opportunities

As a part of the Northeast Avalon Region, the Town of Torbay is directly influenced by the key economic drivers of the province. Natural resources, especially oil, gas and mining have a prominent influence on the future economic trajectory of the regional economy. As of 2011, the oil and gas sector accounted for 33% of the provincial GDP while mining generated a further 10%. The travel and tourism sector represents an important engine for growth in the province. The annual rate of visitors to the province continues to increase as the number of non-residents visitors grew by 10%. One of the main gateways to the province is the St. John's International Airport, which has also registering increased passenger traffic in recent years.

The following are identified as high order opportunities that, if pursued, will maximize Torbay's investment in economic development. They will lead to growth of export-oriented non-residential sectors.

4.4.1 Business Park

A significant challenge for most municipalities is taking advantage of opportunities to expand and diversify the tax base and help ensure the financial strength and viability of the municipality for the future. For some time now, Torbay Town Council has been actively considering development of a commercial/industrial business park on the outskirts of the town. In 2011 a feasibility study was conducted for this prospective business park with an updated report released in 2013. These reports position Torbay as a "good candidate for the creation of a Business Park".¹⁴ The report provides a business case for pursuing the business park. This case is built around the following:

- Torbay is the second fastest growing community in the Northeast Avalon with a well-educated and resourceful citizenry
- Torbay is attractive and relatively inexpensive as a place to live such that the owners, managers and employees (and their families) of newly-located businesses could be persuaded to live, as well as work, in the town

¹⁴ Town of Torbay. 2011. Business Park Feasibility Study: Preliminary Feasibility Report.; Town of Torbay. 2013. Business Park Feasibility Study: Preliminary Feasibility Report. Updated 2013.



- The Town wants to diversify its tax base and encourage new businesses to locate in Torbay
- Torbay's tax rate is one of the lowest in the Northeast Avalon
- There is developable and appropriately zoned land available
- The Business Park would be adjacent to extensive commercial developments on the St. John's-Torbay boundary, especially at the St. John's International Airport. Although, Torbay's distance to a commercial port limits the utility of the Business Park for the oil and gas industry and associated lay-down and warehousing activities.
- The Park would be only 16 kilometres from downtown St. John's and port facilities, a couple of kilometres from the Airport and it links directly with the By-Pass leading directly to the Trans Canada Highway
- Expanding businesses and new businesses attracted to the Northeast Avalon are continually searching for industrial space to set up their enterprises
- Finding suitable space for industrial-business development in the Northeast Avalon is challenging:
 - Most established industrial-business parks in the region are full
 - Most new industrial-business spaces (especially in the Stavanger Drive-Aberdeen Avenue area) are being developed primarily for retail clients

With the update of this feasibility study completed in 2013, several recent developments may serve to complicate the development of the business park.¹⁵ These include:

- The demand for commercial/retail/industrial property has "softened" from 2012 to 2013
- The softening of demand has had minimal impact on pricing
- Growth in supply could be outpacing demand
- There is little demand for "unserved" properties
- Non-residential construction costs have risen by an estimated 22.6% (mid- 2010-2013) according to Stats Can data for the Metro area
- The cost of purchasing land for the proposed Torbay Business Park has risen dramatically based on a comparison of current published listings to those in 2010 (from \$20,000 per acre to \$60,000)
- Torbay is not in an advantageous position to provide lay-down or extensive warehousing space to supply the oil and gas industries due to the distance to the harbourfront, berths of oil and gas supply vessels, and awkward logistics in getting heavy equipment and supplies by road to a supply port.

¹⁵ Town of Torbay. 2011. Business Park Feasibility Study: Preliminary Feasibility Report.; Town of Torbay. 2013. Business Park Feasibility Study: Preliminary Feasibility Report. Updated 2013.



In sum, the results of this feasibility study remain positive, but they are not as encouraging as in 2010. Moving ahead, it is recommended that developing a business park in Torbay will require designing for “high-end” professional services and light industrial space with an ability to secure premium prices.

In this vein, consultation and sector-based research has shown there to be a clear opportunity for a community in the Northeast Avalon to build a technology business park or campus. This park could provide graduates of these incubators and other small technology companies with attractive, affordable office, laboratory and development space to facilitate their growth beyond the start-up stage. Such a facility or campus would also facilitate the sharing of ideas and technologies among tenant companies.¹⁶ Moreover, consultation suggests that the growth of the region’s professional services and technology related firms is being stunted by a lack of suitable space. Therefore, Torbay should collaborate with the Newfoundland and Labrador Association of Technology Industries and other organizations to develop a technology park. This park could also leverage funding from the federal government and the Business Development Bank of Canada, which has specific programs designed to support such an effort.

Consultations and sector-based research also indicate that the region’s construction sector is booming and with the size of projects increasing significantly in recent years, leading companies are now needing to move out of cramped leased spaces and have the capacity to invest in their own buildings. The Newfoundland and Labrador Construction Association is currently doing exactly what its members are looking to do – moving from Pippy Place to a newly owned and constructed building on Torbay Road at the entrance to the Airport Lands. Proximity to the airport was an important consideration for them and will be for their members who are increasingly entering into joint ventures with out-of-province firms in order to capture the large construction projects that will be available over the coming years.

4.4.2 Oil and Gas

Together, oil extraction (including support activities) and mining, account for 43.1% of the provincial GDP in Newfoundland and Labrador. The impact of this sector on provincial employment is substantially less with this sector only accounting for 4.4% of the total. Moving ahead, there can be no question that much of the economic fortune of the Northeastern Avalon is tied to the oil and gas sectors. In this vein, during 2012’s period of maintenance for offshore platforms, oil production decreased by 25.8% relative to 2011. This period of maintenance also resulted in a corresponding drop of 0.4% to Canada’s real GDP.¹⁷

¹⁶ Elton Management Consulting. 2012. Assessing the Future Impacts of Mega Projects in St. John’s Metro.

¹⁷ Economic Research and Analysis Division Department of Finance. 2013. The Economy. <http://economics.gov.nl.ca/E2013/TheEconomy2013.pdf>



In 2013, there are lofty expectations for the region's oil and gas sector and for good reason. Below is a list of the region's largest projects as measured by total estimated value.

- Hibernia Southern Extension, \$1.7 Billion
- Vale Nickel Processing Plant, \$2.8 Billion
- Hebron Gravity Base Offshore Oil Platform Development and Operations, \$9.0 Billion
- White Rose Expansion, \$3.5 Billion
- Lower Churchill Hydro Generating Project – Phase I (Muskrat Falls), \$6.2 Billion
- Iron Ore Company of Canada (IOCC) Concentrate Expansion Program Phases 1 and 2, \$828.0 Million
- St. John's International Airport, Upgrades of \$167 million

In the years to come, these projects will result in long-term business growth particularly in the offshore oil and gas and mining sectors. This will bring about a transition wherein St. John's and its regional municipalities, including Torbay, will shift from a project-oriented economy to a broader-based growth centre for a wide range of businesses and industry. To capitalize on this opportunity, it is important to appreciate that the current economic boom is not a short-term phenomenon but provides an unequalled opportunity for advancing business development and growth that will sustain growth across the region for decades to come. The extent to which municipalities are able to capture this growth will depend in large part on their ability to grasp the opportunities and respond to the challenges with effective and collaborative action.¹⁸

As previously described, this growth is also creating a number of challenges relating to the limited availability industrial and commercial infrastructure, labour and residential real estate, which is pushing the cost of living upwards. Consequently, there is a need for the Town to address capacity issues to ensure long-term economic development and ensure the town is equipped to deliver services and supports demanded by residents, newcomers and the business community. With the St. John's Metro region transitioning from a project-oriented economy to a broader-based growth centre there are particular opportunities for growth in specialized professional services ranging from engineering to financial services, primarily to serve needs associated with major industries.

A recent report on the impact of the oil and gas sector on the St. John's Metro region has outlined a clear opportunity for a community in the Northeast Avalon to build a technology business park or campus. As was described above, this park could provide graduates of these incubators and other technology and construction companies focused on the oil and gas industry with attractive, affordable office, laboratory, warehouse and development space to facilitate their growth. Such a

¹⁸ Elton Management Consulting. 2012. Assessing the Future Impacts of Mega Projects in St. John's Metro.



facility or campus would also facilitate the sharing of ideas and technologies among tenant companies. The lack of such a facility is perceived to inhibit growth and attraction of new technology companies to the St. John's Metro region.¹⁹

Another opportunity for Torbay to capitalize on this overall growth include further residential attraction, but aimed at home-based entrepreneurs who are providing specialized services to the sector.

4.4.3 St. John's International Airport

In October 2010, a group of partners launched the Air Access Strategy for Newfoundland and Labrador. This long-term program is designed to improve the current capacity and to build new capacity for Newfoundland and Labrador's entire air transportation industry.

The key stakeholders in the strategy are St. John's and Gander International Airport Authorities, Air Canada and the Provincial Government. The five primary goals of this strategy are to:

1. Proactively promote Newfoundland and Labrador to the broader airline industry
2. Brand Newfoundland and Labrador for business and tourism
3. Foster a culture of partnership and collaboration to support route development
4. Support a more attractive business environment for airlines and airline industry growth
5. Dedicate the resources to implement the strategy including support for dedicated human resources and to provide a more focused and coordinated approach to air service development in Newfoundland and Labrador

This plan established key investment goals for the St. John's Airport Authority. Moreover, it offers a clear understanding of the strengths and opportunities for the Northeastern Avalon, including Torbay.

Beyond the permanent increase in the number of passengers, the strategy 'Taking Flight NL' has several crucial goals including:

- Attract new national, trans-border and international routes to Newfoundland and Labrador
- Enhance the capacity and frequency of flights at Newfoundland and Labrador airports
- Increase passenger and cargo demand for air services to Newfoundland and Labrador
- Establish Newfoundland and Labrador as a passenger and cargo hub for the North
- Establish Newfoundland and Labrador internationally as a preferred destination for tourism and business
- Establish strong partnerships and alliances between private and public stakeholders

¹⁹ Elton Management Consulting. 2012. Assessing the Future Impacts of Mega Projects in St. John's Metro.



- Set the direction for the Provincial Government on air service development from 2010-2015

To support this strategy, The Province also committed \$167.2 million from 2011 to 2020 to improve and expand St. John's airport's facilities. According to the Province's 2012 inventory of major capital projects²⁰, the St. John's International Airport Authority's plan will expand terminal buildings, vehicle parking, passenger loading facilities, add additional apron space, new cargo building and airfield upgrades. Moving forward, the St. John's International Airport Authority would prefer the Province to avoid operational interference and instead focus on identifying opportunities for public investment in economic activities that contribute to the success of airports and help them to grow capacity. Some examples of these opportunities include²¹:

- Growth of tourism on the province's west coast through Deer Lake airport
- United States military presence at St. John's International Airport
- Shipment of fresh seafood from Gander International Airport to new European markets
- Continuing efforts to market Goose Bay's military value
- Goose Bay's opportunities to become a gateway to the Eastern Arctic

Beyond these initiatives, in the early 2000s the City of St. John's and the St. John's Airport Authority developed a plan for an industrial park along Torbay Road and RCAF Road, on airport lands and adjoining private lands. The concept of this industrial park was later ratified in 2010 by the Airport Authority with the intention to develop about 300 acres of property at the airport into a business park, similar to O'Leary's Industrial Park in St. John's, Donovans Business Park in Mount Pearl and St. Anne's in Paradise."²²

The goal of the Airport Authority's business park is to attract dozens of commercial companies, which would lease land from the airport, which would offer aviation lots with direct access to the airfield, and "groundside lots" for non-aviation related businesses. The development would be completed in phases over a three-year period, with development to initially take place on the Portugal Cove Road side of the airport. To implement the project, the Authority is seeking partnerships with the provincial government and the City of St. John's. At present, the Airport has 300 acres of land that is available for development. This land is easily accessible, located with both airside and groundside access, and is zoned commercial/light industrial. Currently, the St. John's International Airport Authority is looking for interested investors to lease these lands.

²⁰ <http://www.economics.gov.nl.ca/e2012/inventoryofmajorcapitalprojects.pdf>

²¹ Atlantisaviation. 2012. Setting Direction. A Study of Air Transportation for Newfoundland and Labrador.

²² <http://www.thetelegram.com/Regional/2010-03-13/article-1455915/Airport-planning-business-park/1>



In sum, Torbay is on the doorstep of a burgeoning international airport. Over the next 10 years, the airport will spend over \$200 million in infrastructure to support increased passenger and cargo traffic. It is important to note that the Airport Authority is focused on diversifying its sources of revenues. This will continue to offer neighbouring communities with partnership opportunities. At present, the Airport Authority is looking for partners to develop its industrial park. Torbay should investigate the potential of partnering with the Airport Authority to jointly market the development of their respective business parks and align their target investors so as to complement one another.

4.4.4 Tourism and Cultural Development

Residents who travel within the province and non-residents who visit the province spent an estimated \$1 billion in Newfoundland and Labrador in 2011. The resident market accounts for 58% of this spending.²³ While visitors to the province account for less total spending than residents, it is visitors' dollars that have the greatest economic impact in terms of generating economic wealth in Newfoundland and Labrador and stimulating business growth and employment.

As of 2012, the provincial travel and tourism sector maintained its positive performance as the number of non-resident visitors grew by an estimated 9.9% to 504,400.²⁴ In fact, Newfoundland and Labrador outperformed all other Atlantic Provinces with respect to growth in overall airport passenger movements and was the only province to record an increase in accommodation room night sales. Torbay's 2012 Comprehensive Tourism Plan suggests that Torbay's best tourism opportunities are to take advantage of existing tourists who are already coming to the St. John's CMA, and present interesting active tourism opportunities and packages that could attract them to visit Torbay. This plan identified the motivations for visitors to stay longer in Torbay. These motivations include:

- More dining options
- More accommodations, specialty shopping, and public washrooms
- Access to local handicrafts, as well as directional signage was also identified as needing improvement
- One respondent explained that Torbay doesn't offer a comprehensive package of amenities for tourists visiting the area
- Other respondents identified the need for better/more tourism information, clarifying what's available to do and where/how they can find it in Torbay

²³ Economic Research and Analysis Division Department of Finance. 2013. The Economy.

²⁴ Economic Research and Analysis Division Department of Finance. 2013. The Economy.



As previously noted, the plan put forward a series of recommendations for product development and marketing direction. The most central of these recommendations include:

1. Development of a Visitor Information Centre (VIC) in the Town Centre.
2. Connect directly with Destination St. John's in partnership.
3. Develop niche promotional materials targeting out-of-province visitors already coming to the province.
4. Further develop simple physical assets that promote tourism, while beautifying the Town in a unique and aesthetically pleasing manner (an execution strategy for the Beautification Plan).
5. Development of a linear park system to link assets, as per the Torbay Recreation Master Plan.
6. Park development, particularly coastal parks.
7. Development of water-based activities.
8. Increased usage of Torbay's mascot 'Ollie-T', the Lion from the Sea.
9. Develop a more comprehensive electronic communications strategy.
10. Retain a Tourism Coordinator to support implementing the Tourism Development Strategy.

While data is not available to specifically measure tourism revenue received by businesses in Torbay it is safe to say that the amount is extremely small. Torbay's tourism business base consists of little more than one bed and breakfast and a few retail stores and restaurants. While the goal of attracting tourists is an admirable one and improvements to tourism infrastructure will allow residents to better enjoy their community, it must be stated that there will be little economic advantage if the initiatives in the above lists are not pursued. Essentially, Torbay is starting from scratch with its tourism economy.

4.4.5 Torbay's Proposed Town Centre

Torbay's coastline is synonymous with its community identity by offering historic landscape, views, hiking trails and a public beach. To maximize this community asset, Torbay's 2009 Recreation Master Plan and Heritage Master Plan both recommend the construction of a new multi-purpose leisure centre be located near the current municipal building. These plans identify the existing municipal building and lands behind it as an ideal location for a Town Centre. A Town Centre located in this area utilizes vacant land, creates a town focal point and addresses several community needs relating to recreation. Moreover, the close proximity of the buildings will allow for sheltered links and facilitate the sharing of resources and facilities. This Town Centre will also allow for a celebration of Torbay's rich history as the buildings make for an exciting and vibrant place. The Town Centre also addresses some of the Town's relative weaknesses as described in the Tourism discussion above. To this end, the Town Centre would provide an ideal location for boutique shops,



restaurants, kiosk for visitor information and upper floors that have professional office spaces. Finally, building the town centre into the hillside, the architectural style will support Torbay's traditions without trying to imitate old buildings.

4.4.6 Transitioning From a Bedroom Community

The daily commuting patterns in and out of Torbay show that on a daily basis Torbay is a mass exporter of labour. Each day 2,885 people leave Torbay for their regular place of work while only 350 people enter Torbay. St. John's attracts the majority of Torbay's commuting workforce with 2,600 people traveling to the city each day. Interestingly, St. John's also supplies the largest number of workers to Torbay (140).

These figures reinforce the notion that Torbay is a bedroom community and highlight the urgency to increase Torbay's employment base. With that said, Torbay is home to a number of affluent, highly educated and resourceful individuals that work within many of the growth sectors identified above in the discussion on St. John's "sizzling economy". Many of these residents actually own and operate businesses outside of Torbay.

Looking ahead, Torbay should:

1. Retain and grow retail, commercial and light industrial investment from within the community through the implementation of a formalized business retention and expansion program.
2. Further to the first point, it would be of utmost benefit to better understand the motivations of Torbay-based business owners who are leaving daily to their places of businesses elsewhere in the CMA. Would they consider a location in Torbay if better options were available? What type of space and amenities do they want?
3. Recruit retail, commercial and light industrial investment from outside the community by leveraging Torbay's near complete marketing and promotional materials.

4.4.7 Import Substitution with Targeted Retail Attraction

Looking ahead, while there are not many commercial property vacancies in Torbay, with the continued growth of retail options in the region, in particular the new retail development at Stavanger Drive, there is concern that local businesses may not survive over the long-term. To be proactive, the town should be gaining a better understanding of the types of stores it should be going after when a vacancy occurs (or just creating more demand for space anyways). It would be worthwhile for Torbay to take some time to determine its priorities. This can be done in a number of ways and a combination of them should be employed:



- Market Threshold Analysis – will give an indication of how under-represented or over-represented specific business types are in the community (i.e. answers the question if, based on provincial averages, the community has enough or too many pharmacies/auto dealers/salons/etc.)
- Residents Survey – can give an indication of whether people who work in the community are more apt to shop in the community
- Push/Pull Factor Analysis – using postal code data to determine whether or not there is relatively more or less money spent on specific purchase items



5 Action Plans

5.1 Context for Action

“Torbay strives to be a generous, welcoming, and proud community which values its rich past and looks eagerly to the future for new opportunities and an improved quality of life for residents of all ages. Torbay is committed to being a leader and strong regional partner and wishes to maintain its position as an alternative to urbanization with a healthy blend of new urban development in an historic rural setting.” – A vision for the Town of Torbay (Town of Torbay ICSP 2010)

One of Torbay’s primary community assets is its distinct sense of place, which stems from its rural and small town amenities and associated lifestyle. Torbay offers historic homes, beautiful ocean views and the pastoral nature of its farming community. Community consultation also reinforced this sentiment with community leaders consistently citing the town’s idyllic environment as a major asset for driving future economic opportunities.

Looking ahead, the town’s residents and business owners understand the importance of increasing residential and business tax base through new development, but they also recognize the need to preserve the town’s “small town and rural feel”. In this context, it is important for the Town to balance new development with the preservation of those community characteristics that have come to define the town’s “small town appeal”. Discounting the strength of Torbay’s sense of place and community image to support development for the sake of development and growth would be a mistake and represents a threat to the town’s future prosperity.

Reflecting on Torbay’s overall vision (above) and economic vision (below) the action plans have been designed to ensure future development does not negatively affect how the community looks and feels.

“Torbay has a diversified tax base and supports business and economic development that provides local employment. Meanwhile, Torbay ensures that commercial and industrial development does not negatively affect how the community looks and feels.” (Town of Torbay ICSP 2010)



5.2 Economic Development as a Community Effort

Economic development is a dynamic landscape. Regardless of the community in question, there are always many forces and organizations involved. This is easy to understand when consideration is given to the scope and variety of projects that are considered to be “economic development”. These include delivering services for small businesses and entrepreneurs, business investment attraction, business retention and expansion, workforce training, physician recruitment, community beautification, shop local programs and special events.

One of the key considerations in the delivery of an economic development program for Torbay will be the roles and responsibilities for the members of the economic development team. With local community interest in economic development at a high level, and municipal resources stretched thin, it will be essential that a delivery model be one which enables the involvement of the community.

It is important to note that it is not the Town itself that creates economic wealth; this is the role of the business community. However, the Town does have a role and responsibility in creating a supportive and nurturing environment through which economic growth will occur and quality of life will be enhanced. The strategies and actions outlined below identify the highest probability short and long-term economic development opportunities as well as more fundamental shifts in strategy that the Town and its partners can employ to create sustainable development.

5.3 Interpreting the Action Plan

In the actions tables below, the level of priority has been based on several criteria including:

1. The level of immediacy based on the Town’s economic development objectives
2. The potential to contribute to the overall economic vitality and sustainability of Torbay
3. The resources required
4. The logical sequence of actions, with each building from the last; in some cases, these are identified as separate steps to support the same overall action

The priority level assigned to each action item also corresponds to a specific timeframe. The time frame for each priority level may be operationalized as:

- | | |
|-------------------------|---------------------------|
| ■ Highest – immediately | ■ Medium – within 3 years |
| ■ High – within a year | ■ Low – 3-5 years |



5.4 Building a Strong Foundation Action Plan

To successfully advance Torbay's economic development opportunities, as described in Section 4, the Town must first become more investment ready by improving its economic development foundations. For Torbay, this is the most urgent area of recommended economic development activity as it transcends any one opportunity. These economic development fundamentals centre on:

FIGURE 21: TORBAY'S ECONOMIC DEVELOPMENT FUNDAMENTALS





The following chart provides action items to address each of these economic development fundamentals.

The items with an * next to the priority definition indicate actions that increase to HIGH priority once the Town Centre and/or Business Park are confirmed and are within one year of being available for tenants.

FIGURE 22: BUILDING A STRONG FOUNDATION ACTION PLAN

Fundamentals Category	Recommended Initiative	Priority	Partnerships
Economic Development Service Delivery	Maintain a detailed source of community data including skills inventory, a community profile, labour market statistics, and up to date business directory. Ongoing updates should be provided (minimum quarterly for all but Skills Inventory which is annual).	Priority: High	Statistics Canada, ;Newfoundland & Labrador Department of Human Resources Labour and Employment; LMIworks
	Achieve the Gold Standard of service delivery <ul style="list-style-type: none"> All future promotional materials and tools must be available online and readily available either as the user is browsing alone or on the phone with the development officer. Materials should be available in multiple formats including excel files where appropriate. The end user should have the ability to easily scrape data from Torbay's promotional materials and tools for use in their presentations and project work Continue to provide immediate email responses with relevant attachments, including community profile, available properties, mapping and market analyses. Track communication and project work with investors, stakeholders and the business community through a customer relationship management (CRM) system. Encourage other departments to have land use planning information available electronically.	Priority: High	Planning Department; Newfoundland Ministry of Innovation, Business & Rural Development; ACOA,



Fundamentals Category	Recommended Initiative	Priority	Partnerships
	Develop a “one team” Torbay approach to investment attraction efforts. Once an opportunity is identified Town staff should know who the local stakeholders are in the community and region that need to be brought into the room. Staff should compile and maintain a list of HR, real estate, accounting, legal, and financial professionals. In addition business champions and knowledge experts should also be encouraged to participate in facilitating new investment in Torbay.	Priority: Medium*	Local champions; Industry experts; Business service professionals; etc.
	Leverage investment in GIS mapping to better service investors. GIS based investment attraction tools are becoming more common. Torbay can add additional data layers to its current GIS system to create an effective site selection tool.	Priority: Medium*	
	Continue to collaborate with all Town departments to support high business service standards. Through its BR&E function, the Economic Development Department can monitor local “housekeeping services” which are part of making the Town attractive to businesses and workers. The economic development staff can: Coordinate regular meeting with department heads Continue to bring an economic development lens to other Town priorities	Priority: High	Planning & Development; Public Works; Recreation & Leisure
Marketing & Communications	Adoption of the “Beautiful Torbay” branding and marketing plan to explicitly target corporate decision makers and talented professionals. Torbay’s new brand and visual identity of the town is highly focused on the community’s quality of life assets. It is recommended that Torbay’s new brand also be leveraged to appeal directly to business and corporate audiences.	Priority: Medium*	



Fundamentals Category	Recommended Initiative	Priority	Partnerships
	<p>Develop a number of promotion and information pieces for print and digital mediums. To maximize budget and scope of products produced all materials should be developed for digital distribution with print being a secondary use.</p> <ul style="list-style-type: none"> ■ The Internet takes precedence over all other media, but there is still a place for ready-to-print marketing material or short-run marketing material. ■ Each priority project (specifically the Town Centre and Business Park will have its own material and message but the overall look should be consistent Torbay's brand and visual identity <p>Print outs of relevant research that further supports the credibility and viability of the Town as a place to invest. Research should come from credible third party resources such as local print media, provincial documents and think-tanks.</p>	<p>Priority: Medium*</p>	
	<p>Utilize social networking tools to enhance economic development promotional efforts.</p> <p>For an emerging generation of entrepreneurs and investors, websites are no longer static brochures of pre-prepared information, but interactive forums in which data, opinion and information are exchanged on a real-time basis. Torbay should actively work to establish, promote and maintain social networking structures and initiatives as a way of both tapping into and leading this trend. In its initial phases, such a program would concentrate on establishing a viable space for the business community on LinkedIn and Twitter.</p>	<p>Priority: Low*</p>	



Fundamentals Category	Recommended Initiative	Priority	Partnerships
Workforce Development	Invest in local labour force attraction and retention: Torbay needs to establish itself as more than a bedroom community for St. John's. To support the continued efforts of the Economic Development Committee, a part-time position should be created, or existing resources re-directed, within Torbay's Economic Development Department. The role of the position would be to help businesses hire suitable staff successfully and help new residents feel welcome by informing them and connecting them to community. A group of interested volunteers, such as the existing committee, is a logical support for these efforts, acting as a grassroots welcoming committee and a critical connection to the community ²⁵ . However, a professional manager is essential because the success of the initiative relies on long term professional coordination and maintaining the confidentiality of businesses.	Priority: Low	
	A personal welcome: To support community cohesion and the strengthening of Torbay's image as a place to live and work, new local residents and workers should have a personal welcome. A volunteer or the coordinator would meet them in person, collect and maintain contact information and provide them with a welcome package that introduces them to community services. Ongoing communications would be provided to the newcomers, sharing news about community activities, tips on enjoying life in Torbay, and welcoming new people.	Priority: High	

²⁵ The community of Red Rock in northwestern Ontario created a welcoming committee that organizes an annual "Breaking the Ice" event to introduce new residents to the community. www.karinahunter.com/?p=47693



Fundamentals Category	Recommended Initiative	Priority	Partnerships
	<p>Regional Labour Force Monitoring. The Vicinity Jobs Demand Report offers valuable information to inform education and training decisions, local strategies for talent attraction and retention, and job seekers in their search for local employment. Providing job seekers and employers the opportunity to connect in the local labour market is a primary focus of an online resource offered through VicinityJobs.com. Each Vicinity Jobs web site serves a separate geographic area and uses the Vicinity Jobs industry-leading intelligence platform for easy access to current information about job openings and local employers. Vicinity Jobs portals also have traditional job board capabilities, enabling local employers to post jobs and connect with local job applicants. Unique competitive strengths of the Vicinity Jobs proprietary intelligence gathering platform include its ability to enhance information collected from the Internet by integrating it with 3rd party databases (such as local employer lists) and to classify the information using distinct criteria (education level, industry, occupation, or geographically). Helping communities answer the question, “Where are the jobs?”, The platform is designed to generate a real-time Jobs Demand Report that gives insight into regional hiring trends, a key indicator of local economic activity.²⁶</p>	<p>Priority: Medium*</p>	<p>Business & Rural Development, City of St. John's and neighbouring communities</p>
<p>Entrepreneurship</p>	<p>Support small businesses and encourage local entrepreneurship. In this vein, Torbay should:</p> <ul style="list-style-type: none"> ■ Explore partnership opportunities with Memorial University to support local businesses through internships, work placements, co-op programs and mentorship opportunities. ■ Encourage the next generation of entrepreneurs. Holy Trinity High School, for example, offers courses in Enterprise Education and Entrepreneurship. Town staff could work to facilitate connections between these courses and businesses in the community. Local youth need to be exposed to what Torbay's business community has to offer before they leave for the next stage of their education. 	<p>Priority: Low</p>	<p>Memorial University; Holy Trinity High School; Business & Rural Development</p>

²⁶ Millier Dickinson Blais is a reseller for Vicinity Jobs.



Fundamentals Category	Recommended Initiative	Priority	Partnerships
Regional Collaboration	Establish partnerships with regional agencies and NGO's to support and enhance program delivery. The Town can leverage existing programming offered by provincial agencies and non-profit groups, to provide local businesses with additional resources and educational opportunities. For example, Export Development Canada and the Business Development Bank of Canada provide resources and training seminars to help business throughout the country grow and expand. There is currently a push by these organizations to support ICT and technology related business developments. Collaborative opportunities should be explored in relation to the business park.	Priority: Medium*	Export Development Canada; the Business Development Bank of Canada
	Actively attend events and seminars throughout the region to: build Torbay's network of business contacts; show support for regional initiatives; generate awareness of the Town and learn industry and municipal best practices.	Priority: Low	

5.5 Business Park Action Plan

Developing a business park in Torbay will require designing for “high-end” professional services and light industrial space with an ability to secure premium prices. Regional demand for such space is highest for “wet” uses, or for space that is serviced by sanitary sewer and water lines. At this juncture, Torbay’s potential business park is still in the planning stages with several key challenges to overcome before it can be marketed and developed. The table below highlights those considerations that must be addressed before the business park can be deemed “shovel-ready”.

“Shovel-ready” ideally advances the right-to-build process to where a developer can apply for site plan review or a building permit. It realistically provides site-specific information to developers and site selectors regarding site opportunities, as well as site shortfalls and constraints, and the costs and schedule to correct them. The shovel-ready process develops specific information advancing site readiness, so potential selection of that site becomes a business decision within the developer’s or site selector’s control.

Making Torbay’s Business Park shovel-ready will distinguish the site from regional competitors and increase its market value desirability.



Torbay Business Park Key Action Outcomes:

- Increased non-residential tax assessment
- Diversification of local economy
- Increased profile of Torbay as a place to do business
- Increased number of quality local employment opportunities
- Attraction and retention of workers from Torbay and surrounding communities
- Increased community prosperity

FIGURE 23: “MUSTS” FOR A MULTI-TENANT BUSINESS PARK INCLUDE²⁷:

SUITABILITY	
Site Attributes	Land outside the 100-year Floodplain
Topography	Elevation changes are acceptable for the entire park, but individual parcels should be rather flat
Zoning	Designated in the municipality’s Official Plan and Zoning By-law as “Industrial” or “Business Park” and allowing standard industrial uses such as manufacturing, assembly and warehousing
READINESS FOR DEVELOPMENT	
Site	40 contiguous developable acres that can be subdivided into parcels of 1-5 acres
Electricity	Supply: 3,000 kilowatts; Estimated monthly use: 1,000,000 kilowatt-hours
Natural Gas	Supply: 15,000 cubic feet per hour; Use: 310,000 therm per year
Water	Minimum: 2,500-4,000 gallons per minute potable, existing available capacity up to 4 hours with 8-hour recovery for fire flow
Sewer, Wastewater	Minimum: 20,000 gallons per day potable, existing available capacity
Telecom	Minimum: T-1
Permits	Free of wetlands, protected flora and fauna species, and environmental issues; Otherwise, owner must have plans in place that can be enacted within 90 days to address these issues; Right-to-build requirements met; Clarity of title

²⁷ O'Brien & Gere Engineers, Inc. 2010. The Shovel-Ready Process Handbook.



FIGURE 24: TORBAY BUSINESS PARK ACTION PLAN

Recommended Initiative	Priority	Partnerships
<p>Make the Torbay Business Park Shovel Ready. As outlined the table above there are several areas that require attention by Town staff before any marketing or development can take place.</p>	Priority: Highest	City of St. John's
<ul style="list-style-type: none"> • Work with the Planning Department to streamline commercial development process for the business park. Compile an electronic checklist and package of relevant forms and documents that can be processed within a guaranteed time period. Potentially pursue a branding for the fast track system as the Town of Ajax's Priority Path™ (http://www.ajaxfirstforbusiness.ca/en/ajax/prioritypath.asp) Features of the Ajax's system include: <ul style="list-style-type: none"> ■ Priority treatment including clearly defined partnership roles to expedite your project. ■ Counseling on key issues impacting the speed of your application. ■ Liaison and advocacy on your behalf with various departments on approval and permitting issues. 	Priority: Medium	
<p>Sow the seeds and pursue a regional investment attraction partnership. A significant number of investments that will be attracted to the business park may be attracted from outside of Newfoundland. In those markets, Torbay is unlikely to be recognized and while St. John's, CBS, Paradise, Holyrood, etc. may be considered competitors all will benefit from increased profile and numbers of inquiries. While sometimes difficult to establish, regional "co-opetition" such as this is a critical component to economic development marketing efforts across North America.</p>	Priority: High	City of St. John's, Department of Innovation, Business and Rural Development (IBRD); Portugal Cove – St. Philip's; Conception Bay South, Paradise, Holyrood, etc.
<p>Develop a profile for the business park and its specific site (preferably in combination with other communities as per the regional initiative above) to better communicate the available resources of the area. The profile developed should include labour force information, transportation access, a description of infrastructure and other data that would be relevant to a company considering relocating to the business park. When complete the profile can be distributed to site selectors and brokers throughout the Northeast (Atlantic Canada, Ontario, Quebec, New York, Massachusetts, etc.).</p>	Priority: High once within a year of tenancy	



Recommended Initiative	Priority	Partnerships
Ensure Business Park promotional materials are online and regularly updated. Once the park is ready for marketing and promotion it is essential that all related information is current and readily available online. Consideration should be given to partnering with a commercial real estate firm to support this process.	Priority: High once within a year of tenancy	
Production of an investment attraction video that highlights the advantages of doing business in Torbay with emphasis on local and regional assets	Priority: High once within a year of tenancy	

5.6 Town Centre Action Plan

FIGURE 25: TOWN CENTRE ACTION PLAN

Recommended Initiative	Priority Level	Partnerships
Complete a feasibility study and investment prospectus for the construction of a new multi-purpose commercial, residential and civic centre located near the current municipal building as per Torbay's 2009 Heritage Plan.	Priority: Highest	ACOA; IBRD
(Step 2) Issue a request for proposals.	Priority: High	
(Step 3) Construct multi-purpose leisure centre	Priority: High	
(Step 4) Secure tenants for new public, commercial and retail space; utilize many of the same tools as identified within the business park action plan such as project specific promotional materials and investment attraction video; begin this promotional effort when tenancy is one year away	Priority: High	Family Resource Centre, health authorities, the YMCA-YWCA, local business leaders

Town Centre Key Action Outcomes:

- Enhanced community cohesion with increased community awareness of Town events and initiatives
- Increased levels of local volunteerism
- Increased community walkability through the plan's development of walking trails linked through the town centre.



- Increased inventory of retail and commercial spaces for restaurants and shops
- Increased level of local spending by residents and tourists
- Provision of public washrooms, public space and community information for residents and tourists.

5.7 Tourism Action Plan

Torbay is almost starting from scratch with its tourism economy. While there are many tourists that drive through the community, there are few businesses to make it an economic driver. There is a broad based need to improve local product offerings before Torbay will experience any notable return on its tourism investments. This will require a consistent and long-term approach with commitment from Town staff and Council.

Torbay's 2010 Comprehensive Tourism Plan has identified several actions. The most relevant items have been reflected in the table below. In essence, the highest priority initiatives should be those that are focused on developing product (e.g. Town Centre, developing water based activities, and park and linear park development). The lower priority initiatives are those that are focused on promotions (e.g. establishing a Visitor Information Centre, increasing use of the mascot, specialty promotional materials (especially on Torbay's own)). In addition, it is suggested that the Town develop a baseline quantitative understanding of what tourism means to Torbay such as how many tourists are visiting, why they are visiting, how much they are spending, etc.).

There is a high degree of interconnection between this action plans for Town Centre (above) and the one for Culture and Recreation (below).

FIGURE 26: TOURISM ACTION PLAN

Recommended Initiative	Priority Level
Implement a master plan for the development of the Town Centre as a gateway to the East Coast Trail, as per the Torbay Heritage Plan, and the Town.	Priority: Highest
Further develop simple physical assets that promote tourism, while beautifying the Town. As per Torbay's 2010 Beautification Plan. Consider mechanisms for designating culturally significant properties and programs that will lead to their enhancement or full restoration.	Priority: High



Recommended Initiative	Priority Level
Understand the impact of future initiatives. Now is an excellent time to baseline Torbay's tourism economy with a quantitative survey that identifies the number of visitors to Torbay, how much they spend, what services they are looking for, how they originally discovered the community, etc. Future initiatives should be geared to improving these outcomes and future surveying will determine the degree of success.	Priority: High
Connect directly with Destination St. John's in partnership. The relationship is an important one for the enhanced use of the Jack Byrne Arena, but making this a very high priority should only be contingent on Torbay's development of a more complete range of tourism offerings (e.g. Town Centre).	Priority: Medium
Develop niche promotional materials targeting out-of-province visitors already coming to the province. This initiative is contingent on Torbay's development of a more complete range of tourism offerings.	Priority: Low

Tourism Key Action Outcomes:

- Increased level of local spending by residents and tourists
- Increased prosperity of local retail businesses
- Provision of public washrooms, public space and community information for residents and tourists.
- Improved local amenities for tourists and residents alike.
- Enhanced community pride and spirit.
- Establish and solidify working relationships with provincial and regional tourism organizations

5.8 Cultural Development and Recreation Action Plan

Residents of Torbay value the cultural assets present in the community. These are useful in further enhancing Torbay's competitive advantages and creating its unique identity. Festivals and local events are not only a part of the Town's marketing efforts, but directly contribute to enhancing local quality of life and tying new residents and businesses into the fabric of the town's present and past. The head of Torbay Bight has many distinct cultural features and landscapes that can become competitive advantages. Torbay needs to realign itself towards supporting creative cultural industries and occupations, while capitalizing on the distinct cultural assets it has available – its natural and cultural heritage, and its festivals and events.



FIGURE 27: CULTURAL DEVELOPMENT AND RECREATION ACTION PLAN

Recommended Initiative	Priority Level	Partnerships
<p>Support the development of Torbay's cultural economy.</p> <p>Update the Heritage Plan to maximize its orientation to economic growth potential.</p> <p>This action also includes an effort to improve local communications between cultural organizations and community groups in an effort to strengthening cultural programs, services and facilities.</p>	Priority: High	Local community groups that are focused on preservation and enhancement of local heritage and culture
<p>Develop an integrated trail system that recognizes traditional trails as per Torbay's 2009 Heritage Plan.</p> <p>(Step 2) Issue a request for proposals.</p> <p>(Step 3) Construct new trails and trail linkages</p>	Priority: Medium	IBRD; Department of Tourism, Culture and Recreation
<p>Gain the support of Councils and the public. As per Torbay's 2009 Recreation Master Plan, it is necessary to:</p> <ul style="list-style-type: none"> ■ Develop a proactive approach to promote the mandate of the Town's recreation and leisure services. ■ Ensure that staff understands the value to the community of the work they do. ■ As much as possible, link the budget, the web site, and advertising back to the mandate. Marketing efforts must focus on the importance of recreation services to community health and well-being. 	Priority: Medium	
<p>Establish a formalized volunteer recruitment program As per Torbay's 2009 Recreation Master Plan, it is necessary to</p> <ul style="list-style-type: none"> ■ Develop a formalized volunteer program to encourage recruitment and retention. ■ Focus particularly on new residents in the community as a means of engaging them in community life. ■ Include a clear mission statement, policies, job descriptions, and training. ■ Ideally the volunteer program will be well underway by the time the town centre project is completed 	Priority: High	YMCA-YWCA.



Recommended Initiative	Priority Level	Partnerships
Increase number and quality of local festivals and events. Concentrate on events where there is an opportunity to increase tourism traffic to the community e.g. cultural events that focus on local heritage and trail building. To do this, the Town cannot rely solely on volunteers – professional services are required, in-house or contracted.	Priority: Low	
Measure return on investment for existing events. A number of techniques should be employed to evaluate the effectiveness of local events in achieving their goals and having economic impact. Outsource in the first year to learn how they are done and complete in-house thereafter. <ul style="list-style-type: none"> ■ Examples of measures include: single event surveys ask visitors about expenditures they made as a result of their visit to an event, venue, or attraction. The data can then be analyzed using specialized models to calculate economic impact, taxes generated and employment created as a result of the event. ■ Such evaluations will also allow the communities to make strategic decisions on how events should be improved, if they should no longer be supported or if they should be enhanced. In addition, the surveys will show the most successful aspects of special events which can be applied to all. This information is also critical to attracting sponsors and (perhaps to a lesser degree) volunteers. Positive economic spinoffs and known spending calculations will help the Township to target its fundraising and volunteering messages and attract/retain supporters. 	Priority: Medium	ACOA/ IBRD
Development of water-based activities. As per Torbay's 2009 Recreation Master Plan.	Priority: Medium	

Cultural Development and Recreation Key Action Outcomes:

- Increased level of local spending by residents and tourists
- Increased levels of local volunteerism; particularly rates of volunteerism amongst new-comers.
- Increased prosperity of local retail businesses
- Provision of public washrooms, public space and community information for residents and tourists.
- Enhanced community pride and spirit.
- Solidify working relationships with local and regional community groups.
- Validate expenditure on local events and festivals.
- Reinvest in successful events while eliminating or re-working others.
- Increased attendance at events and number of events.



5.9 Transitioning From a Bedroom Community Action Plan

FIGURE 28: TRANSITIONING FROM A BEDROOM COMMUNITY ACTION PLAN

Recommended Initiative	Priority Level	Partnerships
Implementation of a formalized business retention and expansion program to retain and grow retail, commercial and light industrial investment from within the community.	Priority: Medium	IBRD
Inventory and assess the motivations of Torbay-based business owners who operate outside of Town. Commission a study to evaluate if they would they consider a location in Torbay if better options were available? The study should focus on understanding what type of space and amenities do they want? This information will support the positioning of the Business Park.	Priority: Medium	
Leverage Torbay's nearly completed promotional materials. Use these materials to recruit retail, commercial and light industrial investment from outside the community.	Priority: Medium	

Transitioning From a Bedroom Community Key Action Outcomes:

- Increased understanding of needs and wants of local businesses
- Increased prosperity of local businesses
- Increased non-residential tax assessment
- Diversification of local economy
- Increased profile of Torbay as a place to do business



FIGURE 29: ACTION PLAN SUMMARY TABLE

Actions by Action Plan Heading	Highest	High	Medium	Low
	Immediately	Within One Year	Within 3 Years	Three to Five Years
Building a Strong Foundation Action Plan				
Maintain a detailed source of community data				
Achieve the Gold Standard of service delivery				
Develop a “one team” Torbay approach				
Leverage investment in GIS mapping to better service investors				
Continue to collaborate with all Town departments to support high business service standards				
Adoption of the “Beautiful Torbay” branding and marketing plan to explicitly target corporate decision makers and talented professionals				
Utilize social networking tools to enhance economic development promotional efforts				
Invest in local labour force attraction and retention				
A personal welcome				
Regional Labour Force Monitoring				
Support small businesses and encourage local entrepreneurship				
Establish partnerships with regional agencies and NGO’s to support and enhance program delivery				
Actively attend events and seminars throughout the region				
Business Park Action Plan				
Make the Torbay Business Park Shovel Ready				
Work with the Planning Department to streamline commercial development process				
Sow the seeds and pursue a regional investment attraction partnership				
Develop a profile for the business park and its specific site				
Ensure Business Park promotional materials are online and regularly updated.				
Production of an investment attraction video				
Town Centre Action Plan				



Actions by Action Plan Heading	Highest	High	Medium	Low
	Immediately	Within One Year	Within 3 Years	Three to Five Years
Complete a feasibility study and investment prospectus				
(Step 2) Issue a request for proposals				
(Step 3) Construct multi-purpose leisure centre				
(Step 4) Secure tenants for new public, commercial and retail space				
Tourism Action Plan				
Implement a master plan for the development of the Town Centre				
Further develop simple physical assets that promote tourism, while beautifying the Town				
Understand the impact of future initiatives				
Connect directly with Destination St. John's in partnership				
Develop niche promotional materials targeting out-of-province visitors already coming to the province				
Cultural Development and Recreation Action Plan				
Support the development of Torbay's cultural economy				
Develop an integrated trail system that recognizes traditional trails				
Gain the support of Councils and the public				
Establish a formalized volunteer recruitment program				
Increase number and quality of local festivals and events				
Measure return on investment for existing events				
Development of water-based activities				
Transitioning From a Bedroom Community Action Plan				
Implementation of a formalized business retention and expansion program				
Inventory and assess the motivations of Torbay-based business owners who operate outside of Town				
Leverage Torbay's nearly completed promotional materials				