

PORTUGAL COVE – ST. PHILIP'S COMMUNITY WORK PLAN

PlaceBuilder™
June 2016



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PlaceBuilder™

PlaceBuilder™ provides an opportunity for us to identify potential projects which will help the Town of Portugal Cove - St. Philip's to build a common vision, based on input from our residents. Placebuilder™ will guide Council in establishing direction and prioritize development goals that will be most beneficial for our Community. The public engagement and response process was great and reflects acceptable possibilities open for future growth of our Town.

Mayor Moses Tucker

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HOW TO GET THE MOST OUT OF THIS COMMUNITY WORK PLAN

For comprehensive implementation of the Portugal Cove St. Phillips *PlaceBuilder™* Community Work Plan policy changes are required at the municipal and provincial level. But, similar to the community values described in the following pages, this Community Work Plan is an organic document for a flexible process of short-, medium- and long-term actions that can be pursued independent of, or concurrent with, policy development.

This Community Work Plan is a reference tool to guide the Town, the residents and the business community of Portugal Cove St. Phillips (PCSP) as they actively engage in the co-ordinated process of building and maintaining a sustainable community.

There are two main divisions of this Community Work Plan i.) the Main Body which includes the Foreword and chapters 1 – 4 and associated subsections and ii.) The Appendices A – E and their associated subsections.

The **Foreword** outlines the steps followed during Tract's *PlaceBuilder™* process to generate this Community Work Plan.

Chapter 1.0 provides a brief background to the inception of the project aimed at implementing the *PlaceBuilder™* model and thereby addressing community goals specifically related to the needs of PCSP and creating a planning and development tool (this Community Work Plan) to carry the town into the long term.

In **Chapter 2.0** we present the results of the five-step process summarizing findings and presenting related recommendations in eight specific categories including: community development, culture and heritage, economic development, infrastructure, land use planning and policy, marketing and promotion, preservation of lands, and tourism opportunities. These recommendations for planned development are developed to entice new residents and visitors, enhance residents' attachment to place, stimulate growth and economic development, and as a result, help to create a better place in which to live, work and play.

There are a significant number of recommendations presented in these eight categories. For ease of reference, at meetings, presentations or for other uses where the recommendations may be referenced, an identification code precedes each recommendation number. This allows participants to know immediately which category the recommendation addresses. The following table identifies the code for each category and identifies the pages in the report where they may be found.

Key for Main Recommendations Reference Code

Recommendation Area	Reference Code	Pages
Community Development	CD	8-9
Culture and Heritage	CH	8
Economic Development	ED	11-12
Infrastructure	I	6-7
Land Use Planning and Policy	L	5-6
Marketing and Promotion	MP	13
Preservation of Lands	P	9-11
Tourism Opportunities	TO	12

In **Chapter 3.0** of the Community Work Plan the intentions, needs and desires of the residents, and businesses are translated through the *PlaceBuilder™* process into eight specific public, nongovernmental, and private developments. There is also a related series of general recommendations for recreation, street planning, wayfinding and branding. This chapter also includes an overview of the *PlaceBuilder™* Economic Impact Analysis. (See Appendix C: Development Project Preliminary Costs and Impacts for the detailed economics impact analysis).

Each project identified is prioritized based on the need, the benefits, and potential impact on the community. It is important to recognize that while Tract has ranked the developments in a recommended order to complete, there are other factors that may argue for a different priority list such as ease of development, access to funding, and the evolving needs of the community. The final order is the work of the community as they implement this community plan.

To assist in this process for each project included in Chapter Three, we have identified, preliminary costs, schematic designs of what it might look like, potential partners in development, opportunities for funding to get it done and, in some cases, the economic benefits of undertaking the project.

Chapter 4.0 provides guidance for the Community Work Plan to be implements to its fullest potential. It reinforces the concept that *PlaceBuilder™* and the resulting Community Work Plan is not simply a series of projects, but an integrated community driven, economic development model. In this chapter Tract lays out the necessary strategy for successful implementation of the plan. We encourage

champions on Council to follow the three steps of: adopting the community vision, adopting and implementing the *PlaceBuilder™* Recommendations from Chapters Two and Three, and adopting and implementing the marketing plan.

Appendix A is a background report that supports the Community Work Plan providing the research and supporting documents sourced on issues related to the Town of Portugal Cove - St. Philip's. It may be used as reference to support and inform actions related to developments undertaken as part of this Community Work Plan especially as a long-term comprehensive framework for land-use decision making in the community.

Appendix B provides policy recommendations that will serve as a starting point for the Town Council of Portugal Cove-St. Philip's to consider in implementing a potential new municipal direction in general accordance with the *PlaceBuilder™* priorities identified during project research.

Appendix C outlines the capital development costs of Phase One projects and the impact on the GDP, employment, and other elements for *PlaceBuilder™* to illustrate to the Town and the funding agencies the regional and economic impacts of the developments. The majority of the projects are community-wide and have measurable economic impacts, such as the proposed integrated signage and wayfinding system, and those that are the first phase of a larger development plan that set the stage for future larger development.

Appendix D provides an overview of provincial Agricultural Development Areas (ADA), local ADAs their impact on PCSP and describes required policy changes in this specific area that would enable the PCSP Council to better support and advance its vision as a sustainable community. In this Appendix Council will find the rationale and recommendations it requires to advance the designation and uses of ADA within the community boundaries.

And the final section of the Community Work Plan is **Appendix E**: Marketing Plan is based on the newly created positioning – Inspired Living. In this section the Town has a tool box of materials and strategies carefully laid in a multiyear plan to grow the Town's brand "from the inside out" and underscores the reasons why residents will "be inspired by who you are and where you live."

FOREWORD

This Community Work Plan is the result of Portugal Cove – St. Philip’s bold initiative to ensure a sustainable future for the community, a future that builds on the assets and aspirations of every group with a stake in this community. To accomplish this, the Town Council partnered with Tract Consulting to implement *PlaceBuilder™* our innovative planning practice.

Through *PlaceBuilder™* the Council and Tract worked with residents to decipher what it is that makes Portugal Cove – St. Philip’s home, fosters a sense of attachment and community and identifies residents’ goals and priorities for community growth and development. Based on identified community priorities, we examined the pressures of local growth, development and municipal and transportation service.

Community priorities included the desire to maintain rural sensibilities and to preserve natural and cultural assets. Informed by the principles of sustainable planning for smart growth, *PlaceBuilder™* helped the residents and businesses of Portugal Cove - St. Philip’s to use their carefully identified priorities to create a plan for a community that balances work/life expectations of residents, enhances opportunities for community engagement and strives to intensify attachment to place.

Portugal Cove – St. Philip’s has cultural and physical attributes that distinguish it from all others. Through *PlaceBuilder™* we helped the residents and businesses to identify those attributes and to lay the foundation for their unique and community-specific brand: Inspired Living.

PlaceBuilder™ elevates community pride by celebrating place, creating opportunities for social interaction. The end result of the process is a detailed outline for the priorities of a Community Work Plan for Portugal Cove – St. Philip’s. The plan supports future economic development and investment.

PlaceBuilder™ is an innovative and proactive planning methodology based on a five-step approach that integrates comprehensive community engagement into an informed process of community building.

Each step builds upon and expands the preceding steps in the process. The final result is a Community Work Plan. In the case of Portugal Cove – St. Philip’s this plan was developed and embraced by residents, business owners and operators, town administrators and councillors.

In the process of generating this Community Work Plan, participants worked through the following five *PlaceBuilder™* steps¹:

STEP 1 - Listen: in-depth and comprehensive community engagement involves everyone. Each member of the community is a participant and deserves to be heard.

STEP 2 - Take Stock: working with priorities identified in Step 1, considers community assets and their significance and how to incorporate them into the Community Work Plan.

STEP 3 - Gather: compiles and assesses data from Listen and Take Stock and details how to move forward with the Plan.

STEP 4 - Plan: by synthesizing the outcomes of Steps 1 – 3, this step develops a road map describing required policies and development priorities for the future.

STEP 5 - Create: completes the Community Work Plan and specifies development projects that address participants' goals and sustain the complete community in the future.

Created and implemented by Tract Consulting Inc., *PlaceBuilder™* is an innovative approach to proactive community planning and development that is already generating benefits for Portugal Cove–St. Philip's.

Sincerely,

Neil Dawe, President,
Tract Consulting Inc.

¹ See Appendix A: Background Report for a detailed discussion of the results of this 5-step approach in Portugal Cove –St. Philip's.

1.0 A SHARED VISION

Forward thinking communities articulate a vision for the future, adopt sustainable development and smart growth policies and embrace place making as integral to the community's social and economic well-being. Residents and businesses in these communities practice continuous and meaningful public engagement, they exercise internal and external marketing and promotion; and their councils support the implementation of a prioritized community development program focused on community health and economic development. *PlaceBuilder™* provides the means to manage this process in an engaged and inclusive way.

The Council of Portugal Cove – St. Philip's contracted with Tract Consulting in 2014 to implement the *PlaceBuilder™* model and address community goals and create a planning and development tool to carry the town into the long term². Over the last several months, the Town has diligently worked through the *PlaceBuilder™* process, and the result is captured in this document – a planned strategy for sustainable community building, growth management, economic development, promotion and preservation of heritage and environmentally sensitive areas, and community engagement for long-term sustainability of Portugal Cove – St. Philip's.

² See Portugal Cove – St. Philip's *PlaceBuilder™* Background Report, 2015, for insight into the details of the PlaceBuilder 5-step approach and specific results related to Portugal Cove – St. Philip's.

2.0 PLAN RECOMMENDATIONS

Step 4 of the *PlaceBuilder™* synthesises the outcomes from Step 1 - Listen, Step 2 - Take Stock, and Step 3 - Gather to formulate recommendations that lay the foundation for the fifth and the final step of *PlaceBuilder™*-- the creation of the Community Work Plan. In working with everyone who has a stake in the future of Portugal Cove – St, Philip's, the outcomes have generated recommendations under nine separate categories. These include Land Use, Infrastructure, Culture and Heritage, Community Development, Community Character and Site Development Guidelines, Preservation of Lands, Economic Development, Tourism Opportunities, and Marketing and Promotion.

The recommendations that flow from Step 4 reflect existing development pressures, infrastructure and servicing requirements and capabilities, policy and planning directions with a view to growth management, recreational, cultural and heritage amenities and, above all, community support. Below is a summary of the recommendations³.

2.1 LAND USE PLANNING AND POLICY

Governance and Policy

Development pressures reveal challenges which land use planning can address. Examples include the following issues:

1. The mix of land uses permitted and how these can best be integrated;
2. The Town's ability to service development efficiently in the long term;
3. Appropriate phasing of development to reduce the cost of services to sparsely developed areas; and
4. The desire to preserve existing heritage and community character.

Recommendations for Land Use Planning and Policy:

L-1. Prepare new Municipal Plan and Development Regulations with policies, proposals and provisions that create a regulatory framework that enhances Council's ability to manage future change.

L-2. Encourage growth and development in areas of the community with existing municipal services with adequate capacity to sustain that growth.

L-3. Create a Planning Advisory Committee, comprised of a councillor, and one staff person, and one representative each from the business community, a community organization, an environmental group, and two citizens at large, to review development proposals for input to Council. Determine if this Committee should be responsible for the review of developments within an urban design context and ensure at least two members have a background in architecture, urban design, landscape architecture or planning.

³ Ibid

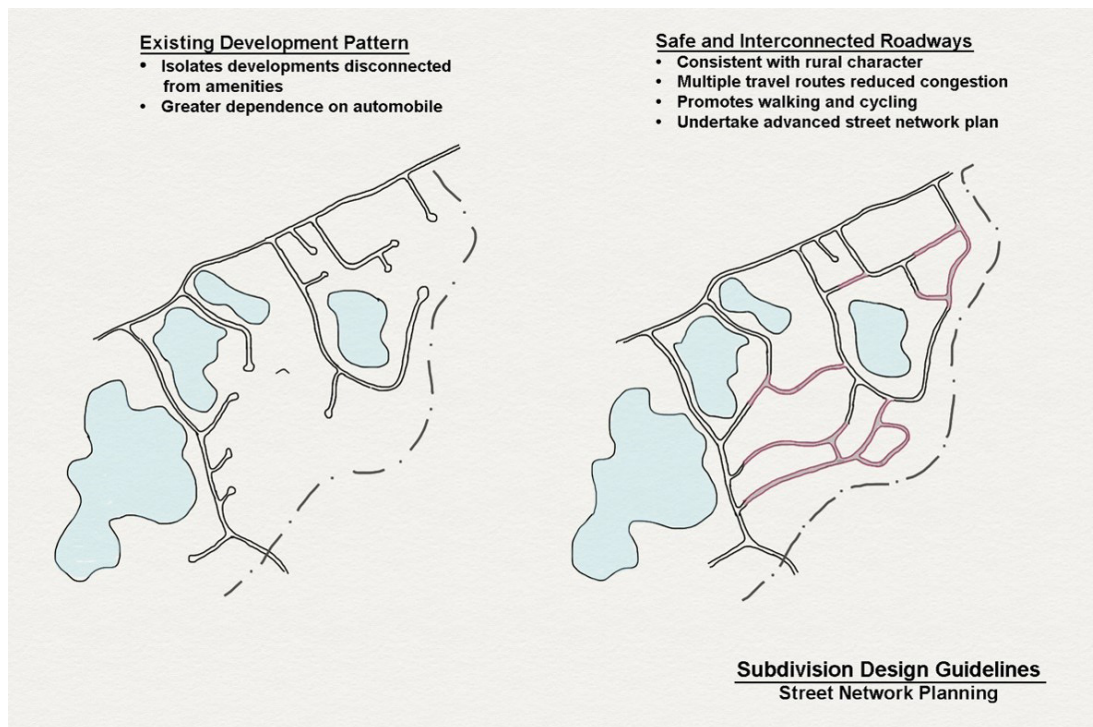
L-4. Identify five-year Council and municipal department goals and objectives that are succinct, achievable, and pragmatic and assign lead responsibility for completing the task, timeframe, and associated costs. Semi-annual progress update sessions are required. This should be done in conjunction with annual budget process.

L-5. Prepare comprehensive map inventory of all privately owned lands, municipal lands and Crown Land located within the Town's municipal boundary. Such mapping and ownership information will help Portugal Cove-St. Philip's plan the community in a sustainable fashion. This mapping will also support applications to acquire strategic lands for growth and development.

2.2 INFRASTRUCTURE

Subdivision Standards and Roadway Network Planning

A variety of planning and development standards have been applied in the past and these have worked with varying degrees of success. The economic and visual impacts of current standards were not fully understood before the Community Work Plan was developed. However, residents and businesses now understand that there is a need for guidelines and standards that create safe, functional, affordable and attractive communities. Advanced planning for roadways and service networks is urgently needed and some streets require traffic calming measures to enhance pedestrian safety.

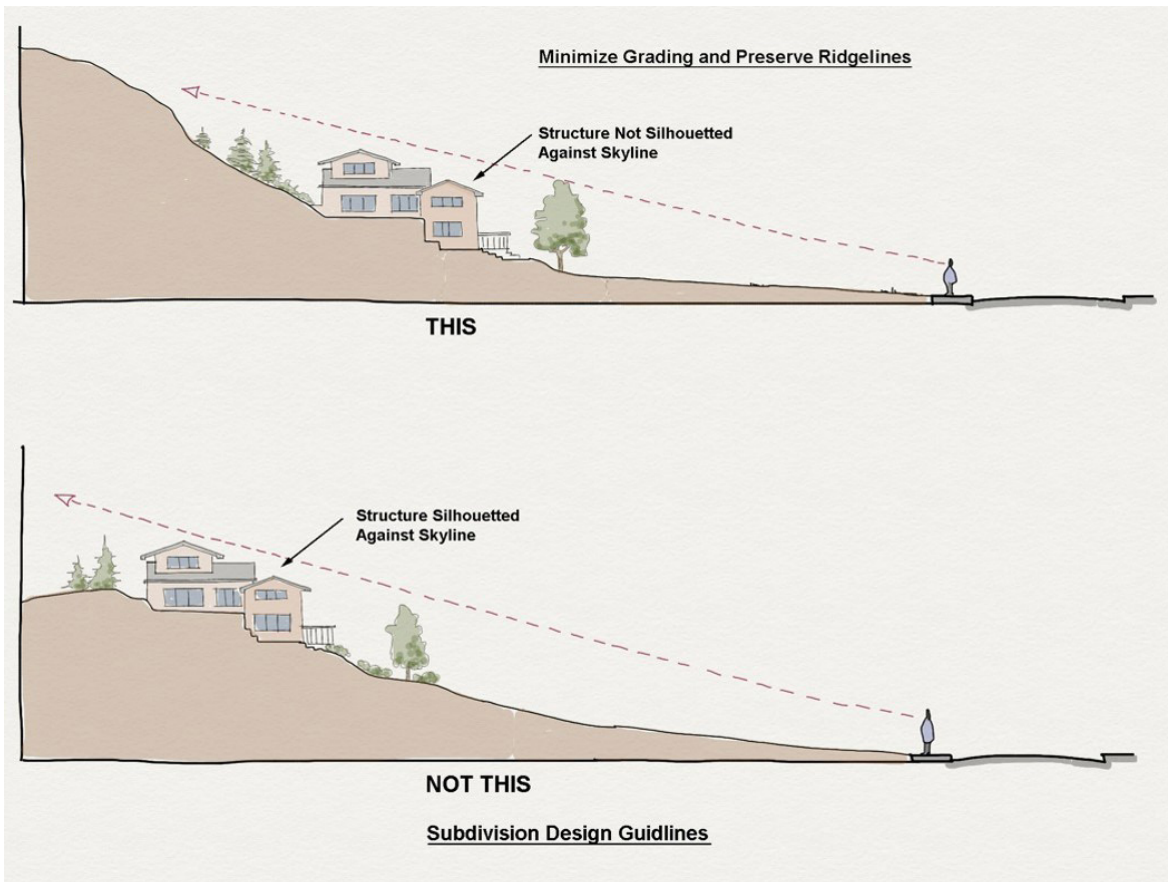


Street Networking Plan

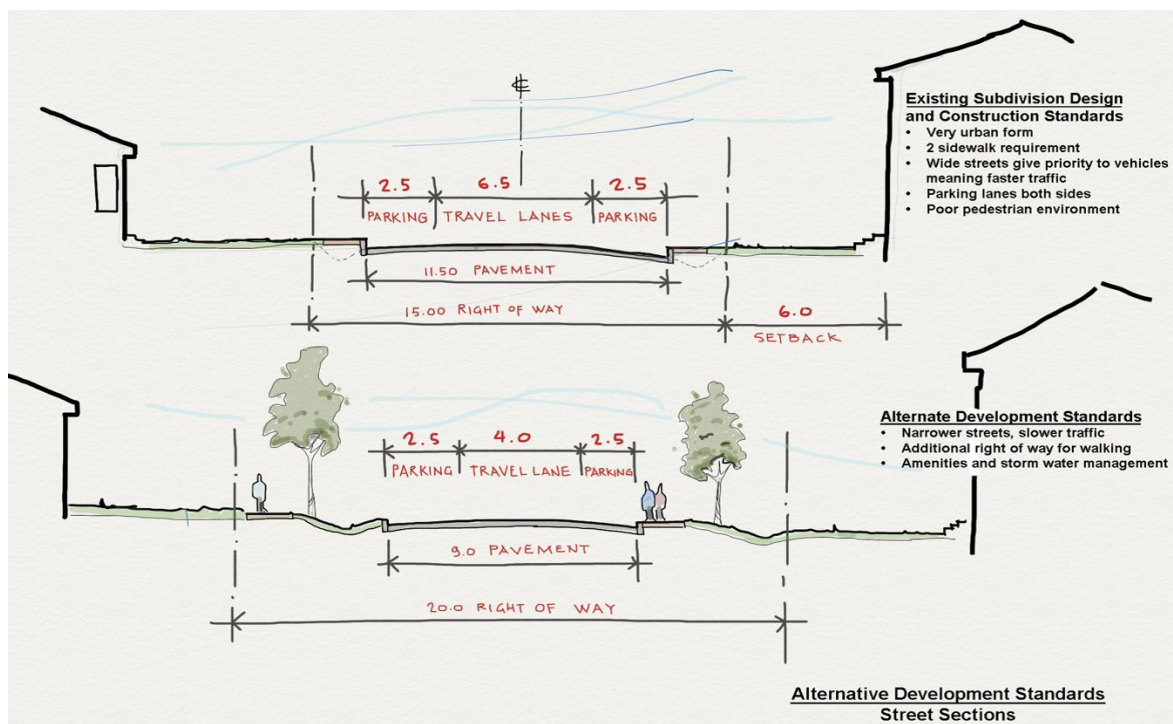
Recommendations for Infrastructure:

I-1: Update subdivision standards to ensure better control and management of subdivision developments. Subdivision standards should also examine: street profiles and widths; location of sidewalks and utility corridors; alignment of roads; traffic circulation; options for storm water management, hydrological assessment and review of existing saturated soils area lands; diversity and quality of open spaces provided through site developments; and expanded parkland choices for varied demographic groups;

I-2. Prepare an Advanced Street Network Plan that examines comprehensive roadway and pathway connections for a variety of users and introduces active transportation modes, such as roundabouts, which help to create a safer environment for all users—motorists, pedestrians and cyclists.



Subdivision Design Guidelines



Street Sections



Pathway Connections

2.3 CULTURE AND HERITAGE

Culture and heritage are important components of every community. They provide meaning and context to development patterns and built form. For this reason buildings, structures and landscapes with significance for the community ought to be preserved.

Recommendations for Culture and Heritage:

CH-1: Prepare an inventory of local buildings, structures, and traditional landscapes or neighborhoods of historic and cultural significance.

CH-2: Establish policies and guidelines to protect and preserve these heritage assets.

CH-3: Establish policies and guidelines that deal with the development of new land uses within and adjacent to locations of important heritage value.

CH-4: Identify, preserve, and promote the community's farming and fishing past through continued partnership with the local Heritage Committee.

2.4 COMMUNITY DEVELOPMENT

In addition to the regulatory framework of land use planning, Council can also spearhead and implement various community initiatives to strengthen the sense of place. The following recommendations suggest initiatives which are meant to strengthen and enhance the amenities, offerings and services in Portugal Cove – St. Philip's.

These recommendations flow from Steps 1 through 3 of the *PlaceBuilder™* process and reflect the input of the residential and business communities as well as of the Council.

2.4.1 Multi-use Trail Network

A community multi-use trail network provides connectivity, promotes active transportation and creates a transportation system that encourages residents and visitors to walk and cycle in most areas of the Town.

Recommendation for Multi-use Trail Development:

CD-1: Create a Community Multi-use Trail Network Master Plan. The plan will outline a development program for community trails designed for active transportation. A 64 km multi-use trail will form the major spine of this proposed trail and will integrate the existing trail system at Voisey's Brook Park.

2.4.2 Neighbourhood Parks

Neighbourhood parks typically function as gathering places and event spaces, incorporating a broad set of amenities depending on use and need and are integral to the sense of place of a community.

Recommendation for Neighbourhood Parks:

CD-2: Elevate the prominence of neighbourhood parks in the Town of Portugal Cove – St. Philip's based on a distinctive neighbourhood park programming, taking into account, demographics, park conditions and residents' needs.

2.5 COMMUNITY CHARACTER AND SITE DEVELOPMENT GUIDELINES

Residents of Portugal Cove – St. Philip's value the rural and natural character of their community. The Town emphasizes the unique and distinctive features of the landscape, which creates a sense of place and strengthens place attachment. Site development guidelines that respect community character and the Town's cultural and historical sensibilities should be considered to preserve and enhance this important community asset.

Recommendation for Guidelines for Community Character and Site Development:

CD-3: Prepare site development guidelines that outline specific elements to enhance and promote Portugal Cove-St. Philip's unique community character. Elements to be explored and included are:

1. Site landscaping, buffering, provision of amenity spaces, linkages to trails.
2. Protecting views, especially significant community and coastal views.
3. Retain treed and vegetation and prohibit clear cutting.
4. Determine steep slope thresholds and limits to development.
5. Preserve vegetation on hillside ridgelines.
6. Plant and maintain street trees, beds and right-of-way plant beds on municipal lands.

2.6 PRESERVATION OF LANDS

The *PlaceBuilder™* process, through consultation with residents and businesses in Steps 1-3 and analysis of the feedback, enabled the Council to identify different land areas that require protection and preservation. These are described as follows.

2.6.1 Habitat Conservation Areas

The Town has two Habitat Conservation Areas, one at Voisey's Brook Park and the other at Blast Hole Pond. Both have been recognized by the Province, and the Town, as having significant biodiversity and as such any development proposed for these areas must be respectful of these environmental sensitivities, be non-intrusive in nature and supported by good planning that ensures sensitive habitats of high biodiversity are not inadvertently impacted by ill designed development.

Recommendations for Habitat Conservation Areas:

P-1: Confirm with Crown Lands and Environment and Conservation the environmental sensitivity of these areas.

P-2: Map these and any other lands identified as environmentally sensitive that are worthy of protection.

P-3: Preserve environmentally sensitive lands such as Blast Hole Pond and Voisey's Brook Park and others as identified.

P-4: Ensure that potential developments are approved and permitted by provincial departments with legislative authority to control development.

P-5: Ensure information resulting from extensive watershed mapping and flood risk assessment currently under study by the Town includes areas of environmentally sensitive lands to be preserved.

2.6.2 Community Farming Initiatives

Portugal Cove – St. Philip's has a strong and growing farmers' market garden industry. Specializing in small-scale production of vegetable and green leaf crops, and selling directly to local restaurants.

Recommendations Community Farming:

P-6: Develop agricultural and food security policies to support efforts to expand the local agricultural industry.

P-7: Help maintain existing farming operations and explore the viability for a community farmers' market, opportunities for community gardens, accessory agricultural uses, greenhouses, and varied farm businesses.

P-8: Develop a policy paper that will entice and encourage farmers/entrepreneurs who wish to enter the market farming industry.

2.6.3 ADA Lands and Comprehensive Development Areas Zoning

The *PlaceBuilder™* approach includes an assessment of the Agricultural Development Area lands that have been released from the ADA Zone by the Province.

Recommendation for ADA Lands and Comprehensive Development Areas Zoning:

P-9: Released ADA lands require further investigation to determine their potential for farming, development and land preservation.

2.6.3.1 ADA Lands at Neary's Pond

The largest of these ADA land areas is located near the centre of the community, close to Neary's Pond and should be considered for Comprehensive Development Area Zoning.

Recommendations for ADA Lands at Neary's Pond:

P-10: Ensure the development of these ADA lands is conducted through a development scheme that responds to existing development at Neary's Pond and the proposed development program suggested by *PlaceBuilder™*.

P-11: Undertake an inventory of farm lands that examines soils capability and drainage, to determine lands that are:

1. Suitable for agriculture.
2. Unsuitable for agriculture but suitable for development.
3. Suitable to be preserved and protected because of their environmentally sensitive value.

2.7 ECONOMIC DEVELOPMENT

Various topics and themes comprise economic development opportunities in a community. Most are interrelated and the promotion and success of one may be dependent on the influence and approach to another. Based on input and analysis from residents and businesses during Steps 1 – 3 of the *PlaceBuilder™* model, the following topics are considered important components that comprise the focus of economic development in Portugal Cove – St. Philip's.

2.7.1. Signage and Wayfinding

Signage and wayfinding are vital tools of economic development. They not only communicate where visitors are in the community, but also direct them to key assets and locations within the Town.

Signage helps to cultivate a Town identity and "brand." Wayfinding combines marketing identity, planning, function and design.

Recommendation Signage and Wayfinding:

ED-1: Design and incorporate effectively designed signage for the Town of Portugal Cove – St. Philip's as demonstrated by *PlaceBuilder™* in the next chapter.

2.7.2 Integrated Mixed-use Development

An integrated mixed-use development that allows residential, commercial, employment and recreational uses in a new Town Centre will enable the Town to diversify and expand economic development within Portugal Cove – St. Philip's. This commercial hub will generate additional local employment opportunities for the community and increase the municipal tax revenue stream.

Recommendation Integrated Mixed-use Development:

ED-2: Identify and designate a location of sufficient area with safe and convenient access to facilitate the development of a new Town Centre commercial area. Through an updated policy and regulatory framework, ensure the Town Centre can include retail, office, small business, personal services and mixed use opportunities for local entrepreneurs and residents.

2.7.3 Development Corporation

Partnerships with local business owners, agencies and entrepreneurs distributes responsibility for implementation of a major community development initiative, embraces community input and involvement and promotes long term success. One viable partnership option is the creation of a local Development Corporation.

Recommendations for Development Corporation:

ED-3: Explore the feasibility of forming a Municipal Development Corporation, comprised of private entrepreneurs and Council members, to act as catalysts to initiate community economic development activities.

ED-4: Ensure appropriate rules of governance, a charter describing responsibilities and lifespan of the organization.

2.7.4 Home Based Businesses

Home based businesses are an important economic sector in the community that provide entrepreneurial and employment opportunities.

Recommendations for Home Based Businesses:

ED-5: Eliminate the taxation levy to home occupation businesses in favour of a new bi-annual business license fee.

ED-6: Support a partnership approach that assists home-based business owners in expanding through a revised policy and regulatory framework.

2.8 TOURISM OPPORTUNITIES

A community that emphasizes tourism as an economic development opportunity and identifies options for visitor experience expansion through new planning policies will successfully increase its market base and expand its economy.

Recommendations for Tourism Opportunities:

TO-1: Identify opportunities to attract and retain tourists and ensure that existing tourist sites provide visitor services such as accommodations, restaurants, shops and public amenities.

TO-2: Work with the local business community and entrepreneurs to develop and provide tourist amenities and services.

2.8.1 East Coast Trail

The East Coast Trail (ECT) is a significant asset for the Town that brings measurable economic benefit from a tourism product development perspective and also provides enhanced access and enjoyment of the trail by residents, while helping to preserve historic trail routes and the visual quality of the community.

Recommendations for East Coast Trail:

TO-3: Position the East Coast Trail as a community activity hub and provide amenities such as parking, an information kiosk with public washroom, and a canteen or convenience store.

TO-4: Re-establish the historical trail link between Portugal Cove and St. Philip's, and provide interpretation of its historical significance.

TO-5: Connect this historical trail to Greyman's Beard, Beachy Cove Hill and Brock Head to create day-use hikes that can increase need for accommodations and meals.

2.9 MARKETING AND PROMOTION

No development program will succeed without concerted, organized and targeted marketing.

Marketing and promotion of the Town's significant recreational, tourism and economic opportunities will draw tourists and result in repeat visits. Based on feedback and analysis during Steps 1-3 of the *PlaceBuilder™* process the following course of action is proposed.

Recommendation for Marketing and Promotion:

MP-1: Adopt a Marketing Plan that outlines guiding principles for internal and external communications, and identifies strategic priorities for the business community's engagement, resident input, visitor attraction and economic growth.

2.10 SUMMARY

The Town of Portugal Cove – St. Philip's has seized on a tremendous opportunity to shape and influence the community that it wants to be. Residents and businesses during consultations for the *PlaceBuilder™* process have clearly identified their core values and what a community that reflects those values should look like and how it should function for families, for business, for visitors, for the environment. This Community Work Plan flows from consultations with all concerned and reflect those values in recommendations to Council. In those recommendations *PlaceBuilder™* enables us to offer a measured framework that will enable the community to achieve its vision in a coordinated way that carefully weighs and balances the needs of all residents.

3.0 DEVELOPMENT

The physical works, proposed through *PlaceBuilder™* will advance Portugal Cove – St. Philip’s as a sustainable community. Recommendations for planned development will entice new residents and visitors, enhance residents’ attachment to place, stimulate growth and economic development and result in a better place in which to live, work and play.

In this section of the Community Work Plan the intentions, needs and desires of the residents and businesses are translated into tangible developments. Based on the findings from the *PlaceBuilder™* process Tract recommends eight specific developments, two general developments, a planning study, and a community branding methodology. Then we present an economic impact analysis of implementing these recommendations.

The eight physical developments we recommend include a Town Centre on Portugal Cove Road, a commercial area in Rainbow Gully Park, harbour-front developments in Portugal Cove and St. Philip’s (the latter of which could also include a marina), nature based recreation at Blast Hole Pond, recreation and land development at Voisey’s Brook Park, water-based recreation and land development at Neary’s Pond Park, and a Farmers’ Market at Tilt House Bakery.

Each of these recommendations is examined in detail as a separate item below including a description of the development, a listing of potential development partners, a thorough examination of the motivation for development, the next steps for well-planned development and, where appropriate, sources of funding.

In the general recommendations we provide descriptions for a network of trails and neighbourhood parks, and also for lookouts to highlight some of the more remarkable features of the Town. And we provide an overall description of the signage and wayfinding system that will identify and brand the community for residents, businesses and tourists. We also recommend the development of an Advanced Street Network Plan with a rationale and description of what would be included.

And finally we provide an overview of the *PlaceBuilder™* Economic Impact Analysis. For the detailed economics impact analysis see Appendix C: Development Project Preliminary Costs and Impacts.

The built form that would result from these developments marries the community’s historical agricultural roots with its new brand “Inspired Living.” The proposed development projects outlined below seek to – for the first time in the Province – use land development to support local agriculture, and use neighbouring productive agricultural lands to support a Town Centre lifestyle.

3.1 TOWN CENTRE, PORTUGAL COVE ROAD

3.1.1 Description

Based on the study findings, Tract recommends a Town Centre for Portugal Cove - St. Philip's. Located near the intersection of Portugal Cove Road and Old Broad Cove Road, and directly adjacent to the Windsor Lake Watershed, managed by the City of St. John's, the proposed site is privately owned and part of the lands are included in the current ADA designation.

New amenities will anchor the Town Centre. These include the proposed Town's Administrative Centre, Lifestyle Centre + pool, and grocery store. The proposed location serves to extend market reach and begins to make the proposed Lifestyle Centre, a reality.

Anecdotal evidence suggests that 3,000 vehicles per day travel this section of Portugal Cove Road. Bell Island residents using the ferry will find the proposed Town Centre to be a convenient place to shop and recreate. A proposed road from the development to Indian Meal Line creates a future link into the north western boundary of Torbay. The Town Centre site is a seven-minute drive from the Torbay bypass. It is anticipated that some Torbay residents will use the Indian Meal Line link to access the Town Centre and its amenities.

The Town Centre would be connected to the community's multi-use trail system. While the community's residents can enjoy the extensive trail system for recreation, its connection to the airport provides an active transportation opportunity for employees to commute to work either at the airport or at the soon to be developed airport industrial park.

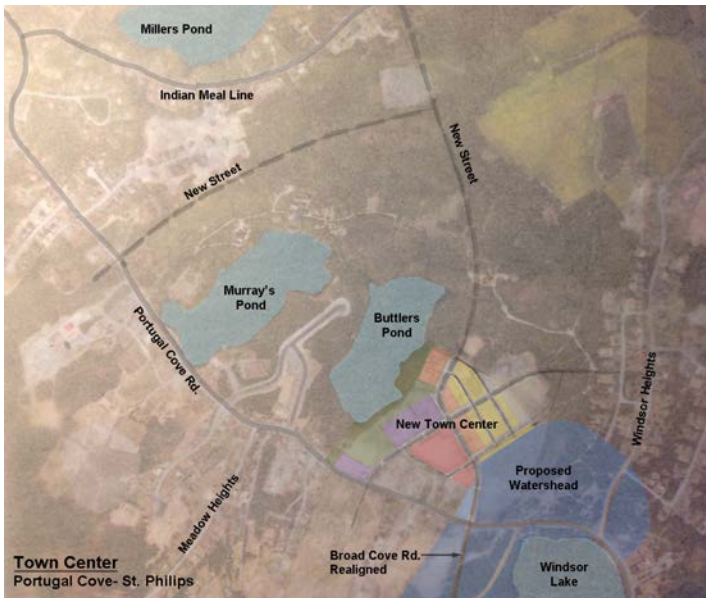
Undertaking a Market Demand and Land Valuation Study for both the Portugal Cove Town Centre and the Rainbow Gully Commercial Area, will enable the Town to confirm project viability.

The preliminary Design Program for the Portugal Cove Road Town Centre consists of the following elements:

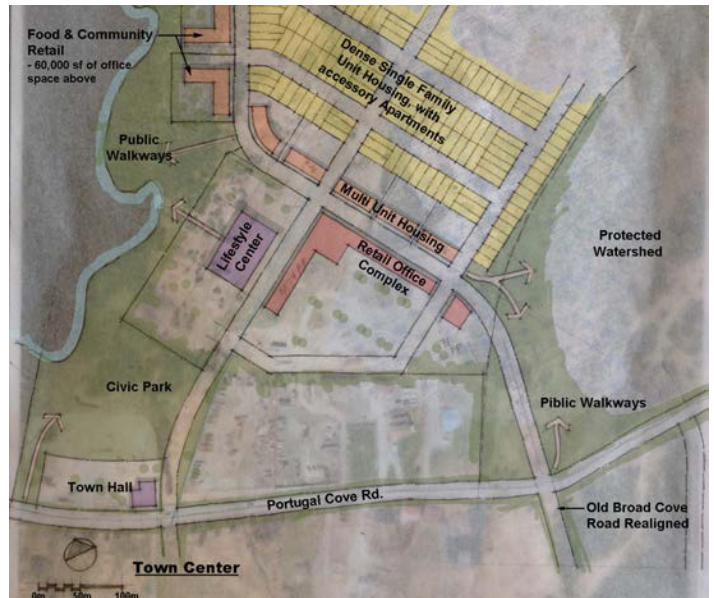
1. Municipal Administrative Offices
2. Community Leisure Centre
3. Seniors Multi-unit Housing
4. Grocery and Community Retail
5. Civic Park and Public Walkways
6. Retail and Office Complex
7. Single Family Housing with Accessory Housing
8. Portugal Cove Farms and Market Gardens
9. Community Parking and Staging Area



Town Centre Concept



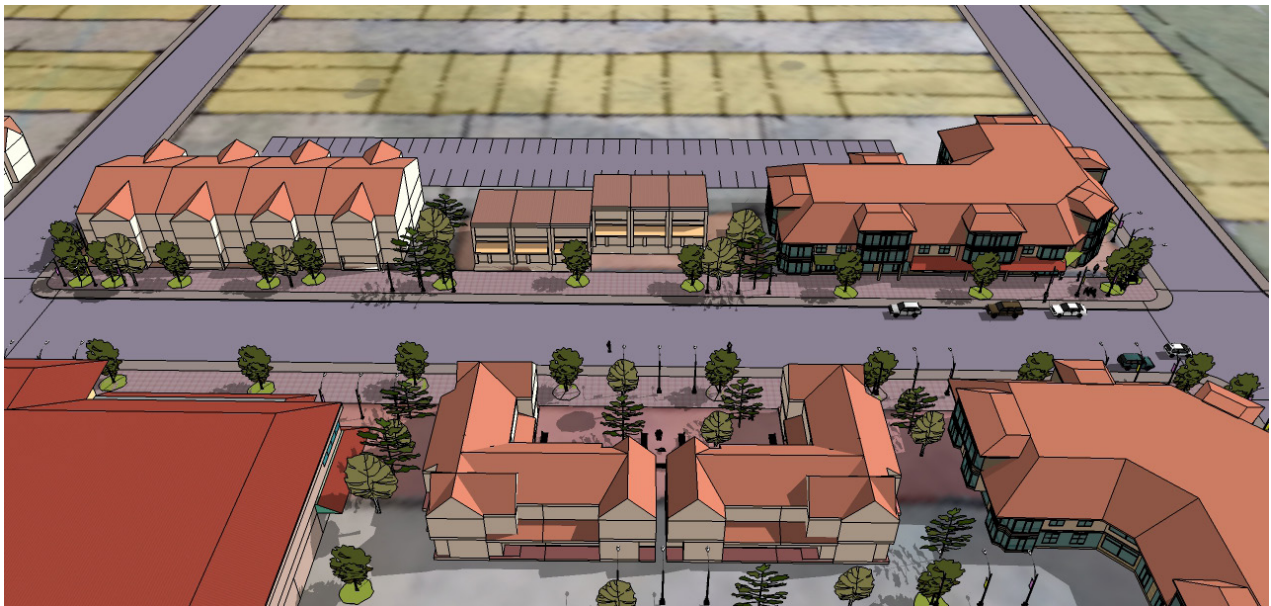
Site Location



Site Plan



Town Centre Concept



Town Centre Concept

3.1.2 Development Partners for Town Centre Development

Potential development partners for the Town Centre include the owner of the land proposed for the Town Centre, and a variety of local developers and entrepreneurs interested in commercial developments.

3.1.3 Sources of Funding for Town Centre Development

Financing will be based on a proposed Market Demand and Land Valuation Study that will recommend the appropriate design program for the development, and the projected return on investment for both investors and the Town. Return on investment will be based on profit from sales, while the Town will benefit from an enhanced commercial tax base. Funding support for the study will be sought from the Atlantic Canada Opportunities Agency (ACOA), Department of Business, Tourism, Culture and Rural Development (BTCRD), private investors and the municipality.

3.1.4 Motivation for Town Centre Development

The Town of Portugal Cove - St. Philip's has a commercial tax base of less than four per cent. This is not economically sustainable. The Town needs to diversify its tax base and business expansion and retention opportunities. The proposed Town Centre development will only be successful if it is carefully planned, programmed, designed and built. The real estate and housing market is slowing in the capital region and is not expected to rebound for several years. That said, the proposed Town Centre development has the opportunity to sell a "lifestyle" in an environment that has all the needed amenities, is connected and near to the airport, Stavanger Drive, downtown St. Johns and the Trans-Canada Highway.

The Market Demand and Land Valuation study will inform both the development program and the economic feasibility of the development. The community needs to understand that getting involved in land development is a long term proposition that must be approached cautiously and be grounded in good planning and economic modelling. The development is worth pursuing as it responds to many of the challenges identified through the *PlaceBuilder™* process, and, if properly managed, can have measurable and profound positive economic impacts on the community.

3.1.5 Next Steps for Town Centre Development

1. Meet with the landowner to confirm a development partnership with the Town. Consider drafting a Memorandum of Understanding to confirm roles and approach.
2. Confirm with the City of St. John's that the proposed site is outside the recently revised Windsor Lake Water Supply Development Boundary, and adjust Town Centre boundaries as required.
3. Meet with the Department of Natural Resources (Agrifoods) to confirm that ADA lands in the area can be used to support the development, and that the concept of integrating land development with active farming is viable.
4. Only upon successful completion of items 1-3, should Council proceed with the Market Demand and Land Valuation Study, to confirm the economic viability of the Town Centre Development.

3.2. RAINBOW GULLY PARK COMMERCIAL AREA

3.2.1 Description

The Rainbow Gully Park Commercial Area is a smaller version of the Town Centre concept. The principle advantage of this development is that the Town owns most of the land in the development area. This offers the opportunity for revenue from both land sales and an enhanced commercial and residential tax base.

A key development that will influence the proposed commercial area is whether or not a second school will be built on the site. The level of commercial development envisioned relates mostly to small-scale commercial developments with alternative housing choices.

The housing type and the small-scale commercial activities respond to the local neighbourhood market, the traffic associated with the school(s), Rainbow Gully Park and the drive-by traffic on Thorburn Road. Anecdotal evidence suggests that traffic volumes have increased on Thorburn Road in the last five years, including a significant number of drivers who use Thorburn Road as a “backdoor” to the Town of Paradise.

The Development Program for the proposed Rainbow Gully Park Commercial Area consists of the following items:

1. Conversion of Town Hall to retail and office space.
2. Small retail and office complex.
3. Affordable/alternative housing.
4. Multi-unit housing.
5. Road and walkway links to future Comprehensive Development Area. (CDA)
6. Trail and Bicycle link to surrounding neighbours and St. Philip’s Marina.
7. On-site pre-school and afterschool facility.

The Rainbow Gully Commercial Area project requires upfront planning to inform development. The Town should undertake a market demand study to confirm viability of this project.



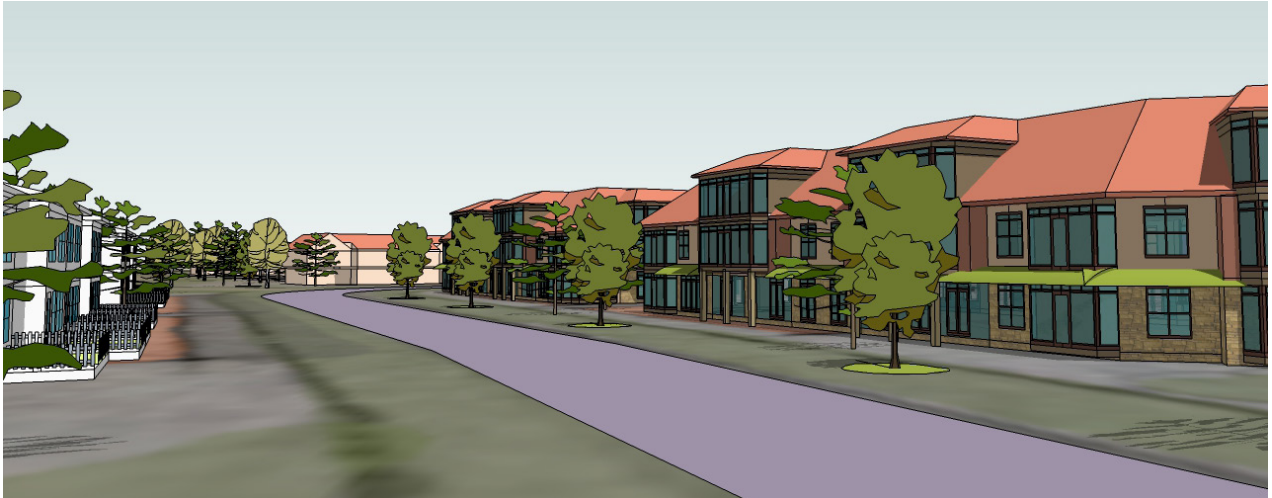
Site Plan (Established Area)



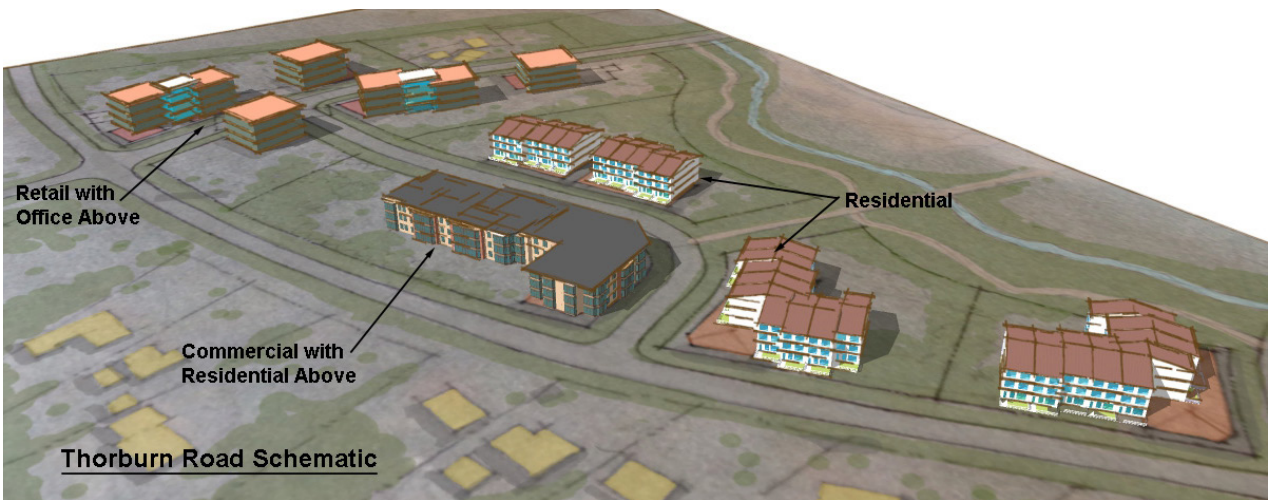
Site Plan



Commercial Area Concept



Commercial Area Concept



Commercial Area Concept

3.2.2 Development Partners

Potential partners include developers and local entrepreneurs. The proposed development site includes a parcel of privately owned land, located opposite the existing Town Hall. The Town can either purchase the property, or alternatively, invite the landowner to become a partner in the development.

3.2.3 Sources of Funding for Rainbow Gully Park Commercial Area

Begin by undertaking a Market Demand and Land Valuation study to confirm the market, return on investment of the land sales, and impact on the tax base. Initial meetings between the Town and ACOA indicate potential funding support for the municipality as landowner.

3.2.4 Motivation for Rainbow Gully Park Commercial Area

Increased traffic volumes associated with growth and the construction of a new school in neighbouring Paradise will help to make this development viable. Having two schools in Portugal Cove – St. Philip’s along with enhanced parks and recreation amenities will make it a more attractive place for first time homebuyers and young families. Because the Town owns the land, it will benefit from land sales revenues, which can finance the relocation of the Town Hall and the development of the Lifestyle Centre in the new Town Centre location.

3.2.5 Next Steps for Rainbow Gully Park Commercial Area

1. Confirm the adjacent property owner’s willingness to sell the land to the Town, or interest in creating a partnership.
2. Confirm with the Newfoundland and Labrador English School District and Department of Education that a second school will be built on this site, and negotiate to include a double gym, walking track and fitness centre with community access based on a formal partnership agreement.
3. Apply for ACOA and BTRCD funding to undertake the Market Demand and Land Valuation study.

3.3 PORTUGAL COVE ROAD HARBOURFRONT

3.3.1 Description of Portugal Cove Road Harbour Front

The Portugal Cove Harbour Front is an important heritage asset. It has a rich built heritage and its ambience and built form should be embraced and preserved. The Portugal Cove Harbour Front can become a key “gathering place” for the Town, with a focus on the fishery and act as a gateway to Bell Island. It has great potential for future tourism rental units, boutique businesses, a fish market, and additional restaurants. It offers the experiential opportunity for visitors to meet working fishers.

The municipal plan designates the site as a heritage area. A Heritage Master Plan should be developed for Portugal Cove to ensure the unique character of the area is maintained and preserved. Review the municipal plan to ensure it enables the creation of a heritage master plan that can propose a regulatory framework.

Portugal Cove has a number of access, parking and traffic problems that the Department of Transportation and Works is currently trying to alleviate with the new ferry and upgraded infrastructure. The Town is doing its part by relocating the existing salt pile to a new, centrally located, Town Works Depot.

Many new infrastructure developments are underway in Portugal Cove: the expansion of the breakwater to accommodate a new ferry to Bell Island, a new restaurant and various other local developments. The ferry terminal building may be relocated to the former fishing premises, which would provide an opportunity to cross promote the ferry terminal with small scale commercial developments; and use a portion of the terminal area to interpret the history of the cove and its historic links to St. John’s, St. Philip’s, Harbour Grace and Bell Island.

As a component of the new breakwater construction, develop a Pier Park at the end of the breakwater to provide a public gathering place with panoramic views of the cove and the coast towards Cape St. Francis and Bell Island. From here visitors can interpret the cove’s rich history, watch the ferry dock, or simply relax.

Another key development worthy of further study is the addition of a breakwater to support possible expansion of the commercial fishing fleet in Portugal Cove harbour. The Harbour Authority has suggested that more commercial fishers are looking to use the area as a homeport. This expansion needs to be assessed in concert with the Province to determine viability and projected economic benefits.

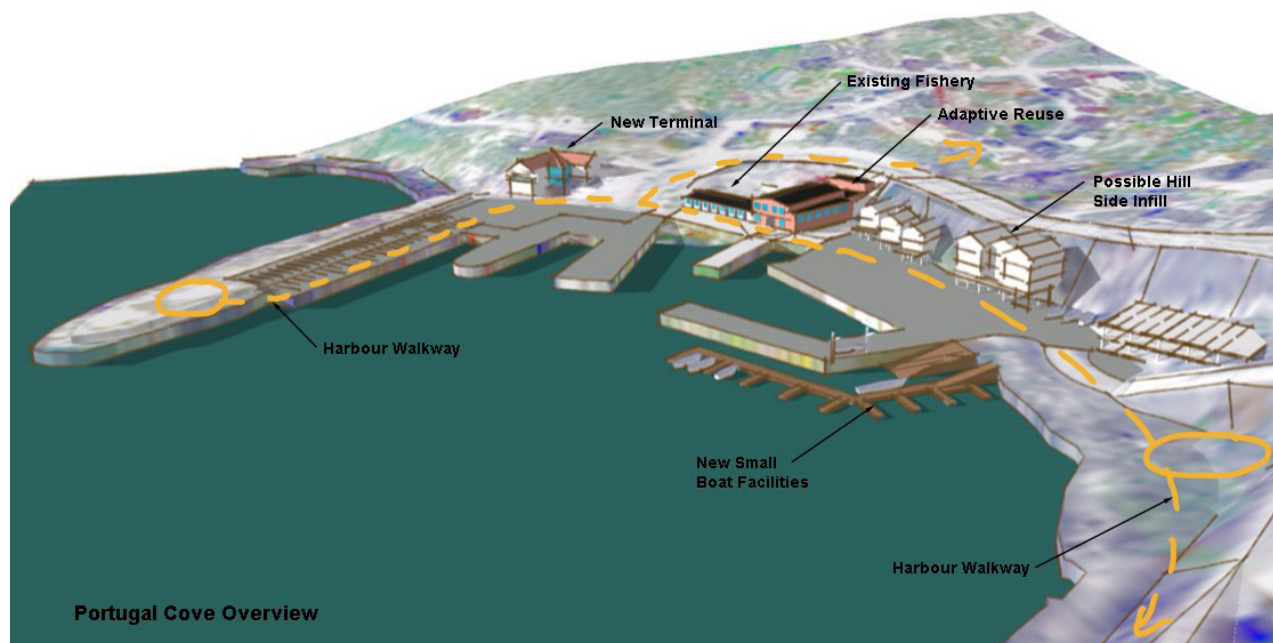
To be successful, the development project for the Portugal Cove Harbourfront must be integrated with the work being done by the Department of Transportation and Works and by the private sector.

The Portugal Cove Harbourfront development program includes:

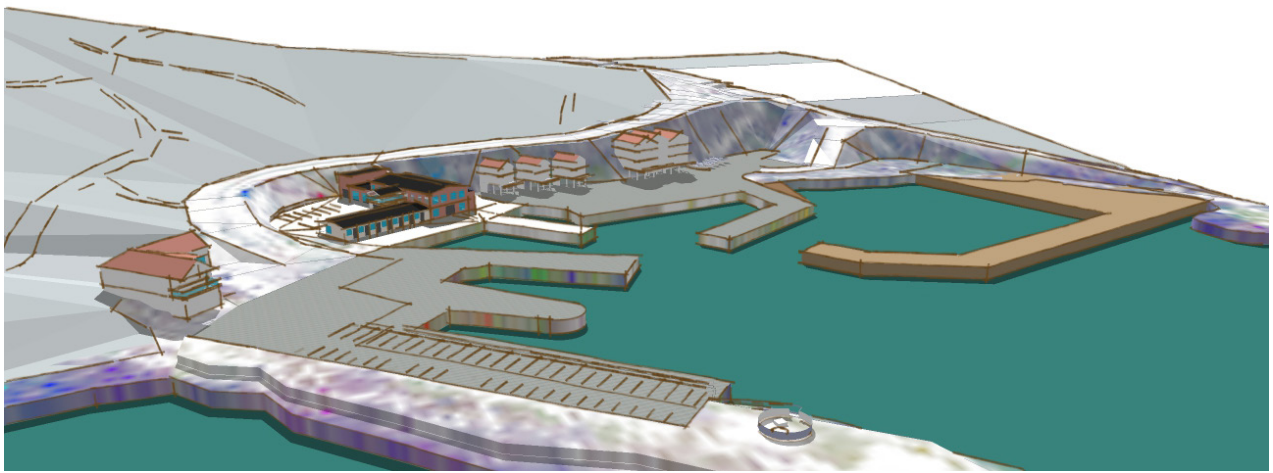
1. Harbourfront upgrading and new ferry (under development by Department of Transportation and Works).
2. Commercial fishery, potential expansion with new breakwater.

3. Fish market.
4. Boat tour (Water Taxi) homeport (to Bell Island and St. Philip's).
5. Boutique developments in former fish stores and potential micro brewery.
6. Transportation interpretation: models, static displays, life-size rowboat.
7. Military history interpretation with the expansion of the developments at the cenotaph.
8. Small-scale housing, rental or affordable housing units.
9. East-coast trail-hub with links to St. Philip's, Greyman's Beard and remote campground at Brocks Head.
10. Cross promote all developments with Bell Island and highlight the Islands assets, such as the Miners Museum, in all developments at Portugal Cove.

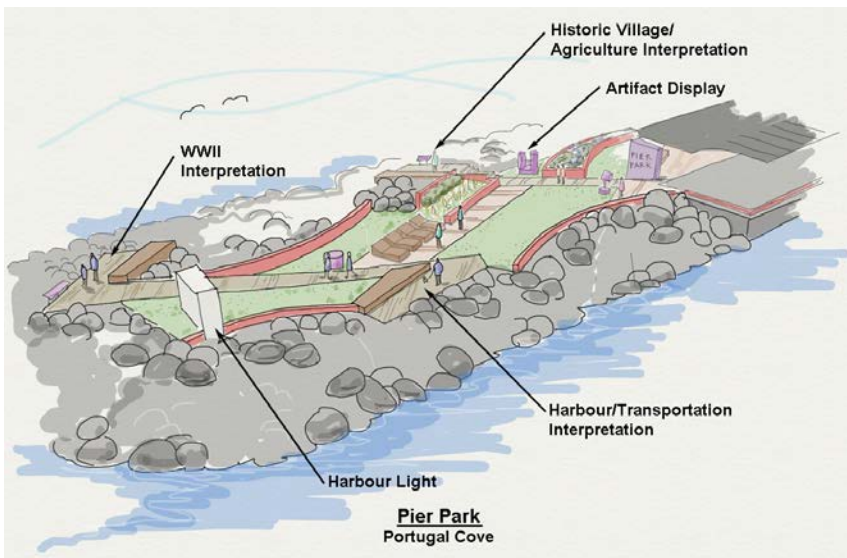
The cost of the Portugal Cove Harbourfront development is contingent on negotiations with the Department of Transportation and Works, the Portugal Cove – St. Philip's Harbour Authority, and the status of the new ferry and proposed breakwater. More planning is required to inform development and associated costs. The estimated cost for the Heritage Master Plan is \$50,000, the estimated cost of the Portugal Cove Cenotaph ranges from \$80,000 – \$95,000, and the estimated cost of the proposed Pier Park ranges from \$380,000 – \$560,000.



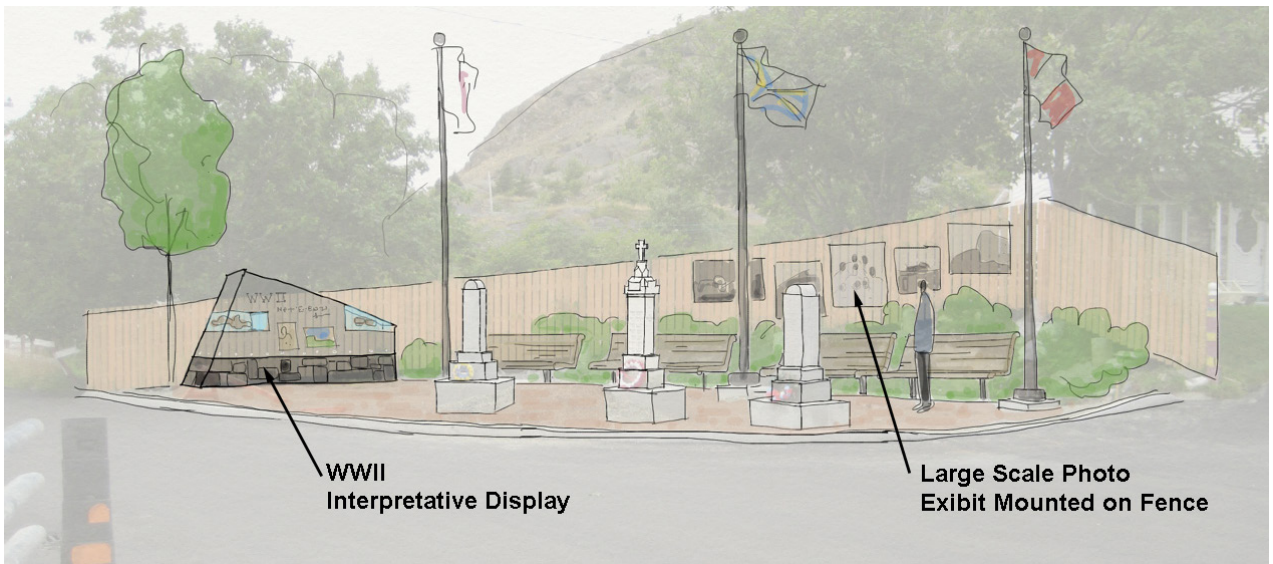
Development Concept (Without Breakwater)



Development Concept (With Breakwater)



Pier Park



Portugal Cove Cenotaph

3.3.2 Development Partners for Portugal Cove Road Harbour Front

Explore and create partnerships with the following:

1. The Harbour Authority of Portugal Cove – St. Philip’s as it manages the Port, here and in St. Philip’s.
2. The Department of Transportation and Works as it is in the process of adding a new breakwater and ferry; and redesigning the area for pedestrians and vehicles.
3. Local business owners such as the owner of the former fish plant, who may be interested in expanding his existing restaurant.
4. East Coast Trail to support trail hub and trail developments.

3.3.3 Sources of Funding for Portugal Cove Road Harbour Front

The breakwater development is a larger scale project and requires a detailed assessment to confirm viability and the economics based on the added commercial fishing fleet, the tour boat and visiting recreational boaters. Funding for the Heritage Master Plan, Pier Park, and cenotaph development can potentially be sought from ACOA and BTCRD. Private investors and local entrepreneurs interested in business expansion and diversification may be potential financial supporters.

3.3.4 Motivation for Portugal Cove Road Harbour Front

Portugal Cove is a magnet for visitors in the summer. The ferry and Bell Island are separate and distinct visitor attractions – visitors love boats and especially a boat going to an island. The developments at the Cove take advantage of the numbers of existing visitors, and provide visitor services and experiences. The advantage of the developments at Portugal Cove– and in St. Philip’s – is that the clientele already exists and concerted marketing and promotion campaigns may attract even more visitors. The timing could not be better for these developments and, with the addition of the new ferry, breakwater and on-going private investments, will provide much needed visitor services.

Development pressure is expected to continue. It is important that the Town maintain the visual quality and “people” scale that makes Portugal Cove a great place. Implement a heritage master plan to ensure this quality of place is maintained, while allowing new development.

3.3.5 Next Steps for Portugal Cove Road Harbour Front

1. Understand the development programme for Portugal Cove: the new terminal facility, and clarify a response to the transportation and parking challenges.
2. Confirm that the Department of Transportation and Works will accommodate the proposed Pier Park with the design and development of the new breakwater – this needs to be done promptly before the project is too far advanced.
3. Apply for funding to undertake the proposed heritage master plan.

3.4 ST. PHILIP'S HARBOURFRONT AND POSSIBLE MARINA

3.4.1 Description of St. Philip's Harbourfront and Marina

A St. Philip's Village Heritage Master Plan will enable the Town to manage growth in St. Philip's and to ensure the physical qualities that make the village and its distinct architecture are maintained. The local Broad Cove Village Residents Committee wishes to maintain the ambience that makes the village a special place, and suggests that managing traffic volumes, speed, and parking must be a Town priority.

The Town has been working with the local church and the local heritage group to determine the fate of the original St. Philip's Church. We recommend that the church be relocated, and reassembled or replicated, to the Village of St. Philip's, adjacent to the "By the Beach" fish and chips restaurant. The church will make a fitting historic centrepiece for the community.

For this workplan, *PlaceBuilder™* is focused on adding amenities to both the waterfront and the marina. The proposed marina developments are focused on working with the Harbour Authority to make the site the "go to" place for marine-based recreation, offering access to the tour boat (water taxi), kayaking, and scuba diving. Phase 1 development focuses on the waterfront and includes on-site interpretation and small commercial kiosks. And, to ease parking congestion, we recommend an additional forty parking spaces, and the development of trails that link to municipal lands and St. Philip's Church for off-site parking.

While initial assessments suggested that the existing marina could not be successfully expanded due to high winds and tides. The Department of Transportation and Works has engaged the Marine Institute to study wave actions in the Portugal Cove – St. Philip's area of the bay. The purpose of the study is to inform the construction detailing for the new breakwater, designed to accommodate the new Bell Island ferry.

This work is near completion and the Department has offered to provide the information to the Town that will help it to determine if an expanded marina in St. Philip's is possible. A preliminary assessment of the marina suggests that it has the potential to accommodate 150-boats. This, however, depends on confirmation of the marina's viability by the Marine Institute study. The development of such a facility will require input and involvement of the Broad Cove Village Residents Committee, and a design that appropriately incorporates the development with the Village aesthetics.

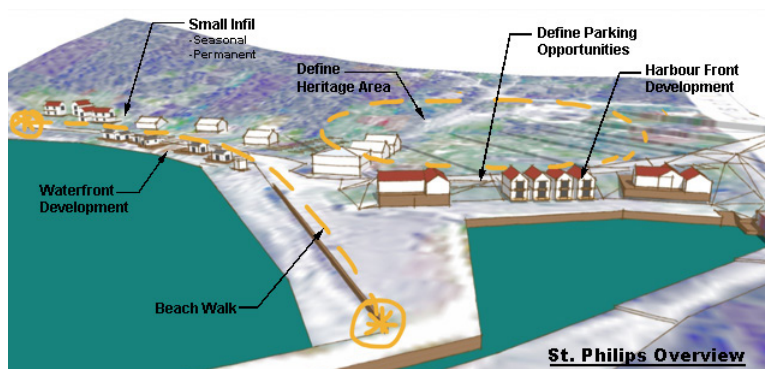
St Philip's Harbourfront Design Program and Heritage Master Plan consists of the following components/actions:

1. WWII Interpretation.
2. Marina Development: tour boat, kayak, scuba diving.
3. Accommodations: small scale rental properties.
4. Waterfront: arts & crafts kiosks; public places.
5. East Coast Trail Hub: Links to Rainbow Gully, Portugal Cove, and Beachy Cove Hill.
6. Park & Walk: Parking on lands "available for rent".
7. Upgrade Thorburn Road and Tucker's Hill intersection.
8. Relocation of the St. Philip's Church to the village.

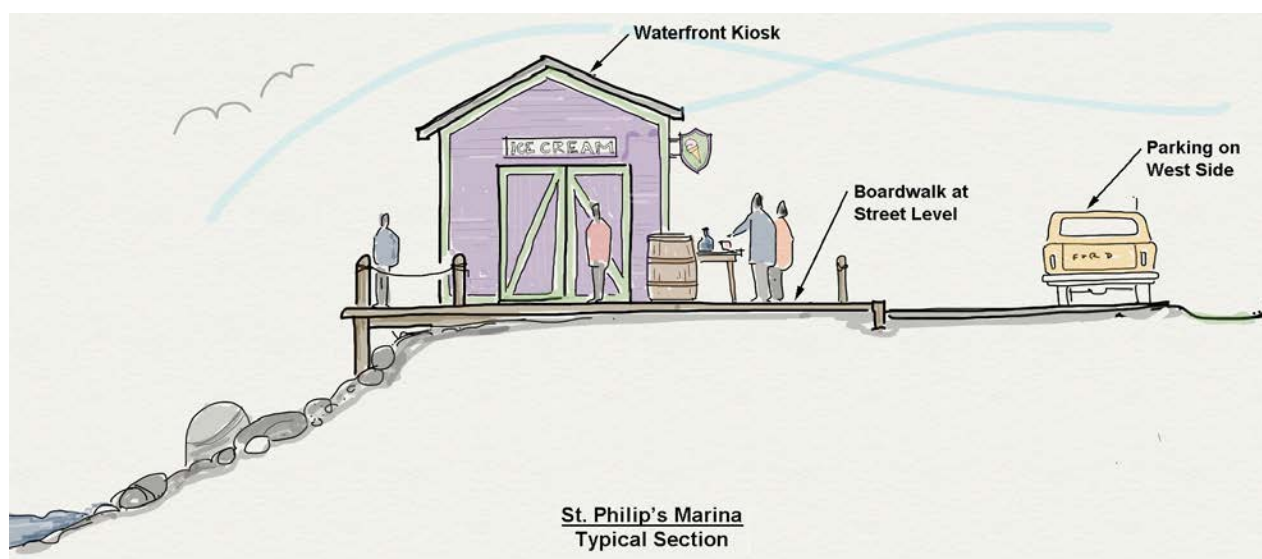
The Cost of the St. Philip's Heritage Master Plan is estimated at \$50,000.00. This cost does not include finances required to support future planning or design initiatives. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.



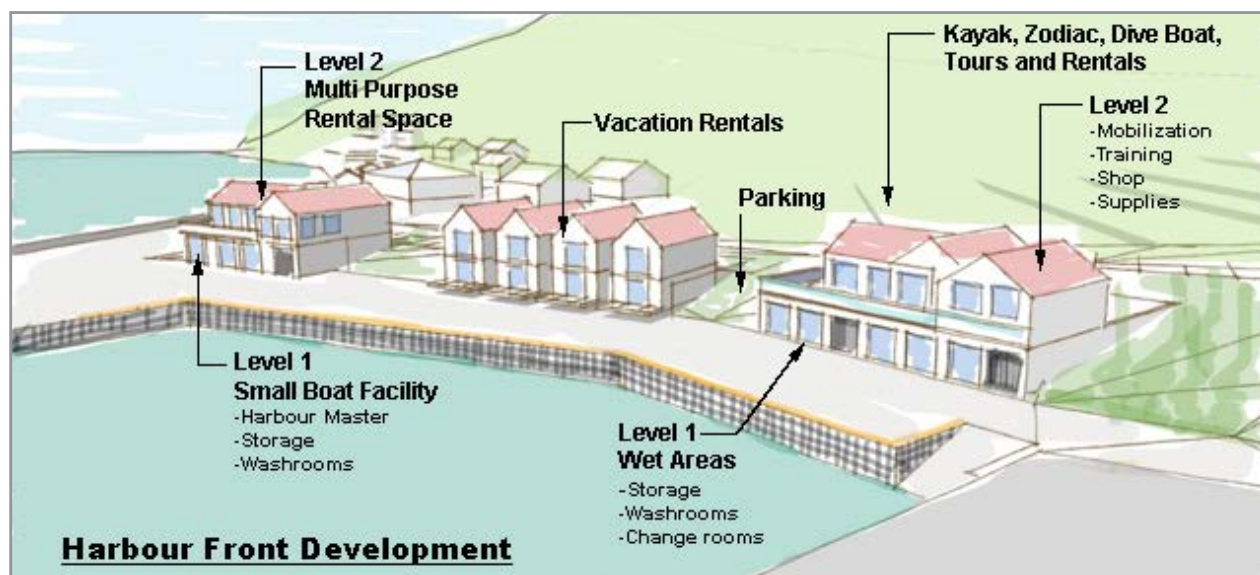
St. Philip's Site Plan



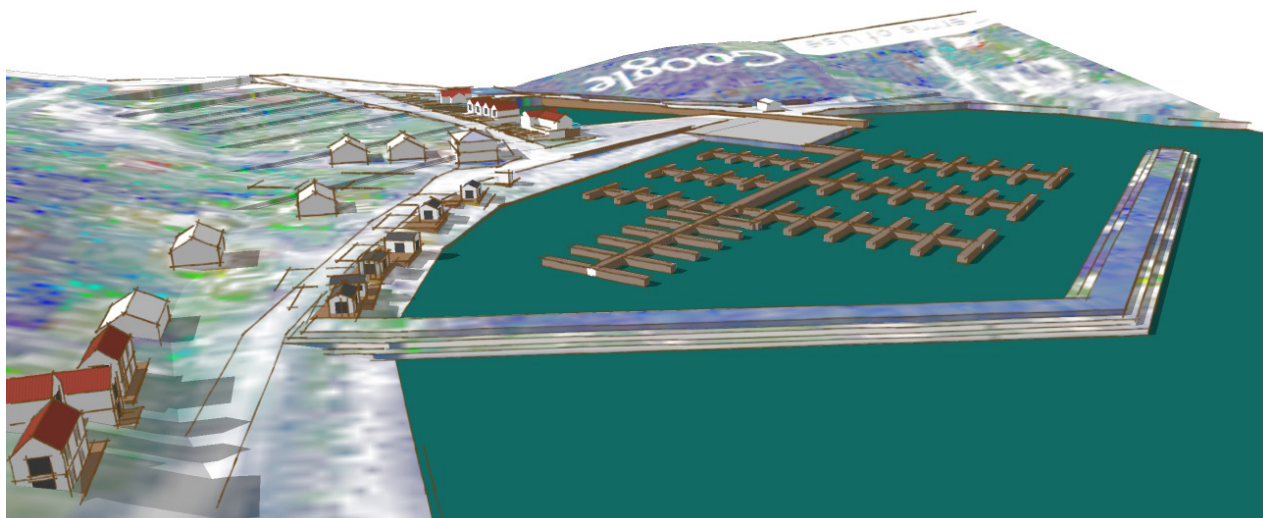
Concept Plan (Without Marina)



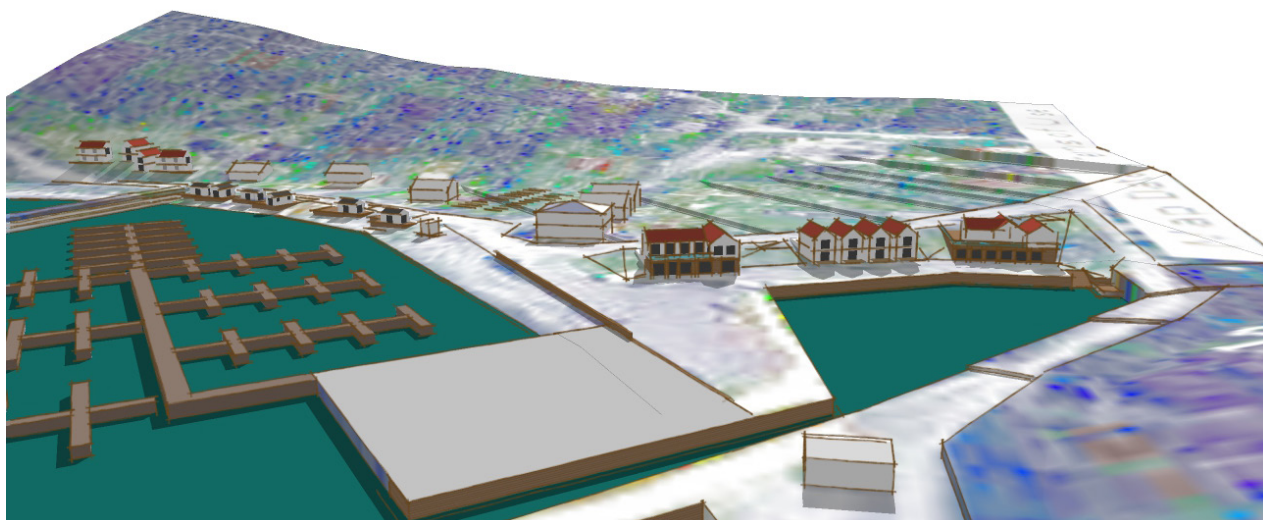
Waterfront Section



Harbour Front Development



Concept Plan (With Marina)



Concept Plan (With Marina)

3.4.2 Development Partners for St. Philip's Harbourfront and Marina

Various partners providing funding, in-kind services or support have been identified as important players in this development project and are identified below.

Support and In-Kind Partners:

1. The Harbour Authority has a key role to play in the management and operation of the marina.
2. The Broad Cove Village Residents Committee must be fully engaged in the planning and development process.
3. Approach local business owners and community artisans as possible vendors in the proposed waterfront kiosks.
4. Engage the East Coast Trail to create a link from Portugal Cove to St. Philip's.
5. Encourage the local kayaking association to operate a kayak launch in the marina.

3.4.3 Sources of Funding for St. Philip's Harbourfront and Marina

Seek funding to support this development from ACOA, BTCRD, and private business owners.

3.4.4 Motivation for St. Philip's Harbourfront and Marina

Like Portugal Cove, St. Philip's is a distinct village within the Town of Portugal Cove - St. Philip's. St. Philip's key asset is a popular and well used small boat marina. While Portugal Cove is a transportation hub with the Bell Island Ferry and the commercial fishery centre, St. Philip's is the recreation boating centre for the Town, and the local area. Boats are small motorboats, less than thirty feet, with a few smaller sailboats. A growing kayaking community uses it for training and for recreation. The Harbour Authority has an office here and a staff person in the busy summer boating season. The Harbour Authority indicates that during the summer recreation fishery it receives revenues of more than \$2500 per weekend, from launching boats for \$15.00 each (167 boats or more).

Locals and visitors use the site to fish or, weather permitting, to sit on the breakwater. Families with children come here for beach combing and to access and enjoy the water. An on-site fish and chips restaurant is very busy year round.

The St. Philip's Village is a very busy and attractive place. However, local residents are concerned about traffic safety because of the the speed and volume of traffic, the geometry of the main intersection, the high volume of traffic pulling boat-trailers, and the lack of space for parking.

3.4.5 Next Steps for St. Philip's Harbourfront and Marina

1. In partnership with the Department of Transportation and Works, assess the wave data prepared by the Marina Institute to determine if expansion of the St. Philip's Marina is viable, and begin community engagement.
2. Undertake St. Philip's Heritage Master Plan.
3. Negotiate to purchase lands proposed for the expanded parking areas.
4. Confirm that no land ownership conflicts exist in the waterfront development area, and that the land is available to expand the road width to accommodate parallel parking.
5. Investigate whether a local or regional entrepreneur is interested in offering scuba diving and other water-based recreation activities.
6. Encourage the Harbour Authority to negotiate with kayaking association to have an educational and kayak rental facility included in the development.
7. Confirm with Anglican Parish Church that church lands parking lot can be used as an off-site parking area.
8. Once access to land is confirmed, undertake waterfront development as proposed and seek funding from ACOA and BTCRD.

3.5 BLAST HOLE POND: NATURE BASED RECREATIONS

3.5.1 Description of Blast Hole Pond's Nature Based Recreation

Blast Hole Pond is recommended as a soft adventure centre for low impact developments that take advantage of the local terrain, coastline and natural resources. The area can be the focus of outdoor recreation for the community and beyond. The site is designated as a Provincial Habitat Conservation Area. Care has been taken in planning this centre to ensure development is low impact, and that most mountain bike trails are located outside this designated area.

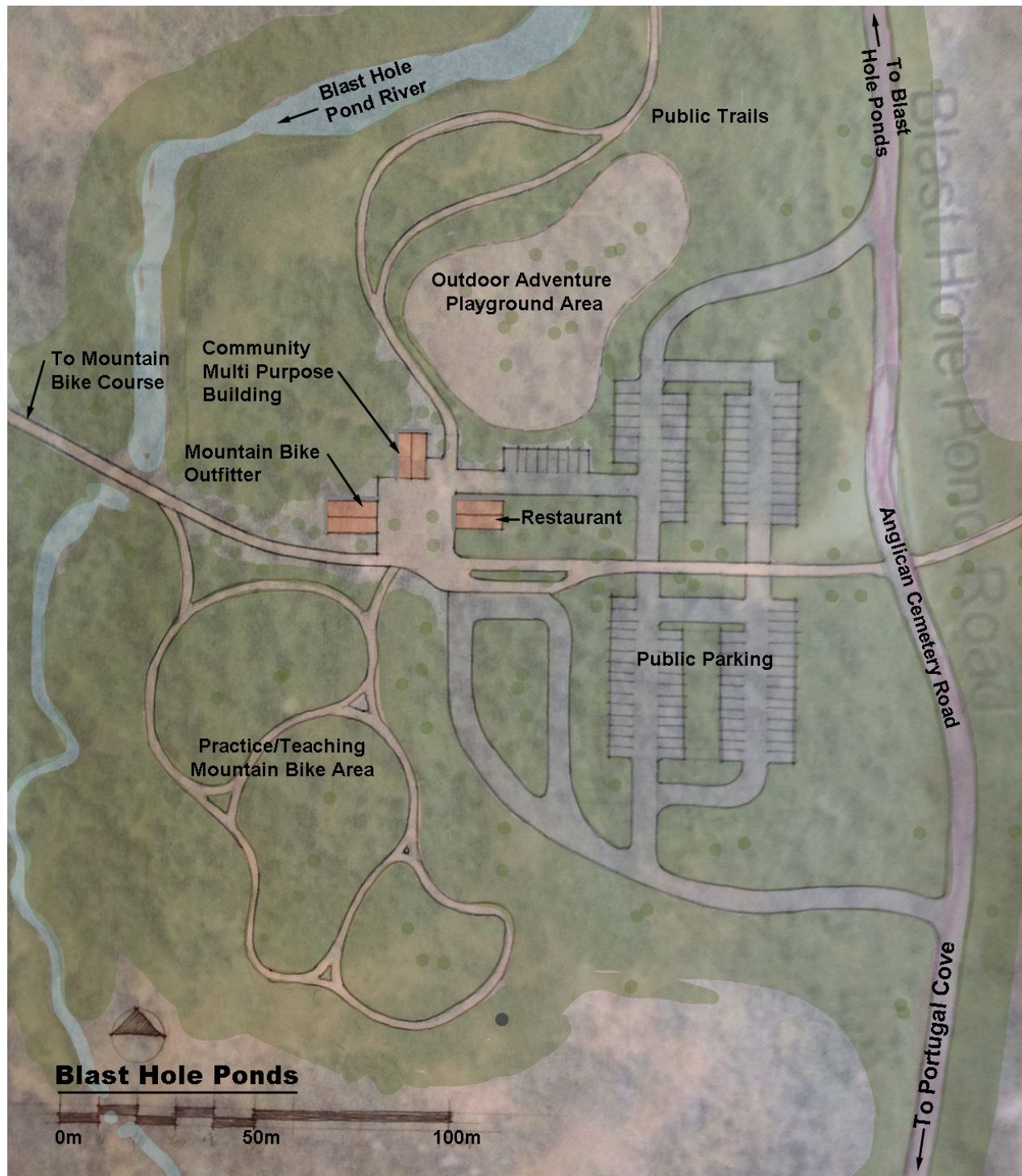
Central to the proposed developments is a state-of-the-art fully equipped mountain biking facility that can be promoted as a space for the 2021 Canada Summer Games to be held in the St. John's Region. This will require a significant investment but has the potential to position the Town of Portugal Cove – St. Philip's as the go to place in Eastern Newfoundland and Labrador and Canada for mountain biking.

The design concept for the facility provides opportunities for youth to experience mountain biking and other nature-based activities such as hiking, canoeing, trout fishing (the area has three licensed Rainbow Trout Ponds), remote camping and bird watching. Winter experiences include ice fishing, snowshoeing and cross-country skiing.

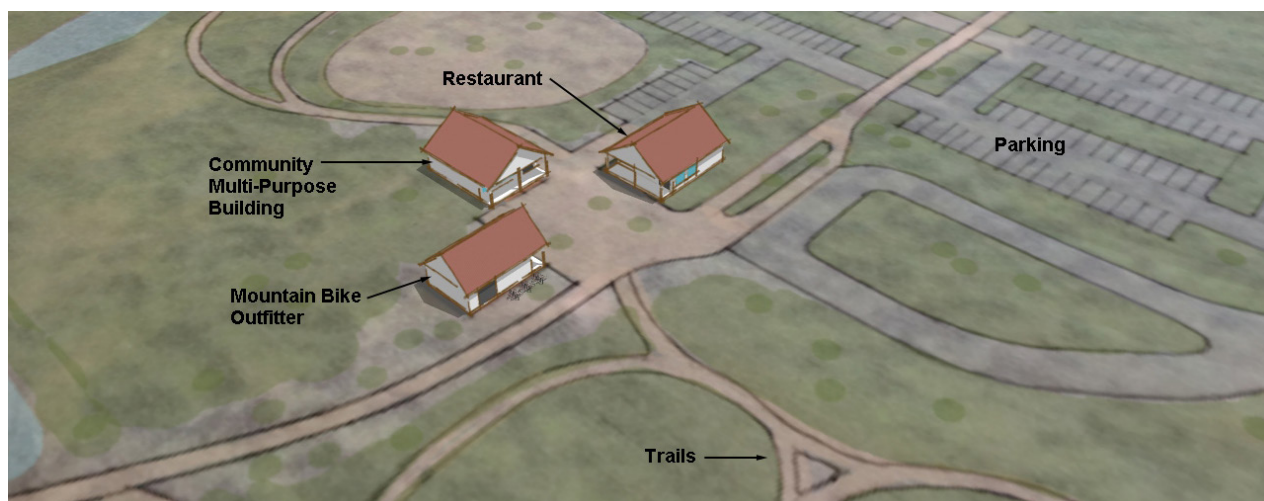
The Design Program for the Blast Hole Pond mountain bike and nature based recreation facilities includes:

1. Mountain bike facility (possible 2021 Summer Games site).
2. Operate by local NGO (such as Bicycle NL) – possible pay as you go facility.
3. Bike rental, purchase, and repair facility.
4. Children and family-friendly loop.
5. Stimulating various businesses, i.e. microbrewery, coffee shop, eatery.
6. Hiking, angling, bird watching, nature trails, canoeing and remote camping.
7. Nature-based child and youth centre.
8. Cross-country skiing, snowshoeing, etc.

The development cost for the Blast Hole Pond project is estimated at \$5.2 million. This cost does not include finances required to support future planning or design initiatives. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.



Site Plan



Site Plan



Nature Based Recreation Concept

3.5.2 Development Partners for Blast Hole Pond's Nature Based Recreations

Development Partners include: Newfoundland and Labrador Department of Tourism, Culture and Recreation, Bicycle NL, local entrepreneurs, the Town of Portugal Cove – St. Philip's Environment Committee, and the provincial Department of Recreation and Community Services.

3.5.3 Sources of Funding for Blast Hole Pond's Nature Based Recreations

The project can be financially supported by the Town of Portugal Cove – St. Philip's, the Atlantic Canada Opportunities Agency (ACOA), the Department of BTCRD, and through industry donations and philanthropists.

3.5.4 Motivation for Blast Hole Pond's Nature Based Recreations

Mountain biking is a growing global sport. Mountain bikers are generally affluent and seek new biking destinations in coastal environments. Newfoundland has been promoted in national magazines as having the right environment, and a great place to cycle, but lacks the built facilities to accommodate that activity. The opportunity exists for Portugal Cove – St. Philip's to capitalize on and develop the facilities that will attract the 2021 Canada Games as well as mountain bikers from all over the world.

Communities in the United States and British Columbia have done extremely well by positioning themselves as mountain biking centres.

Mountain bikers tend to use the facility twice daily for a few hours and then look for other recreation opportunities: like hiking, and kayaking for example. Many mountain bikers prefer to stay in the communities where they bike. They also seek good coffee shops, healthy food and gravitate to microbreweries: all three have potential in Portugal Cove – St. Philip’s. The development of small-scale accommodations that “fit” the architectural vernacular found in Portugal Cove is a viable proposal that may attract both visitors and local entrepreneurs.

To fully realize the potential of this development, the Town must conduct a marketing plan and campaign that focuses on attracting mountain bikers to Portugal Cove- St. Philip’s from the Ontario market from where most tourists to NL originate, Adding mountain biking to the marketing campaign and focusing on the Ontario niche market should be achievable. But before they come, the town must build the facility.

In addition to mountain biking, the proposed soft adventure activities at Blast Hole Pond offer activities for all ages, with a particular focus on youth. Of particular importance are outdoor adventure camps. Offered in other areas of the province, these camps are extremely popular with youth and families.

The Blast Hole Pond site is close to the area’s marshlands and provides opportunity for bird watching (marsh birds, song birds and raptors). Because of the elevation and slope, the area tends to have more snow longer than lower areas of the community, so winter activities can be maximized. This helps to create a year-round soft adventure recreation centre for the Town and the Region.

3.5.5 Next Steps for Blast Hole Pond’s Nature Based Recreations

1. Confirm with the Province in partnership with Bicycle NL, that the Town of Portugal Cove - St. Philip’s will be the venue for the 2021 Canada Summer Games mountain bicycle events.
2. Prepare an agreement in principle with the Summer Games Committee and Bicycle NL for the development and operation of the facility.
3. Prepare a Development Master Plan for the site that highlights mountain biking as a core activity but whose development program includes the range of activities that will take place onsite from a community recreation and tourism product development perspective. Include in the master plan an economic assessment, return on investment and future governance model for the facilities.

3.6 VOISEY'S BROOK PARK: RECREATION AND LAND DEVELOPMENT



Site Plan

3.6.1 Description of Voisey's Brook Park's Recreation and Land Development

Voisey's Park is a key municipal park in the town. A Parks Master Plan has been developed for the area that is currently being implemented. Recently, the Town developed a series of multi-use trails. Voisey's Brook Park is currently designated as a provincial Habitat Conservation Area. As such, development in the area must be in compliance with provincial regulations governing Habitat Conservation Areas and local development regulations.

The Town of Portugal Cove – St. Philip's Parks and Recreation Master Plan proposed the development of a water-based recreation facility at Miller's Pond, which borders the Park. Developing this facility should be considered to support the Town's offering of water-based recreation programs. Like Blast Hole Pond, this habitat offers wildlife interpretation with a focus on bird watching and wetland interpretation. The site can also be used as a hub for the proposed multi-use recreation trail network for the Town that links this development to Blast Hole Pond.

The Voisey's Brook Park Recreation and Land Development Design Program consists of the following components:

1. Water based recreation facility at Miller's Pond (as per Portugal Cove – St. Philip's Parks and Recreation Master Plan).
2. Habitat Conservation Area.
3. Focus on nature and low impact development.
4. Multi-use trail hub, with links to Blast Hole Pond area.
5. The Miller's Pond Development implemented once the water quality of the Pond has been confirmed to ensure it is safe for water-based recreation activities.

6. The Master Development Plan for Voisey's Brook Park should be updated, to integrate the Miller's Pond development and mountain biking activity into the conceptual plan for the Park.

The cost for Voisey's Brook Park development is estimated at \$1.8 million. This cost does not include finances required to support future planning or design initiatives. For further information on cost breakdowns, refer too Appendix C: Development Project Preliminary Costing and Impacts.

3.6.2 Development Partners for Voisey's Brook Park's Recreation and Land

Development

A development partner is the Town's Environment Committee. Members can help inform the appropriate level of development and assist in ensuring the footprint is small and that no negative impacts occur on the environment.

3.6.3 Source of Funding for Voisey's Brook Park's Recreation and Land

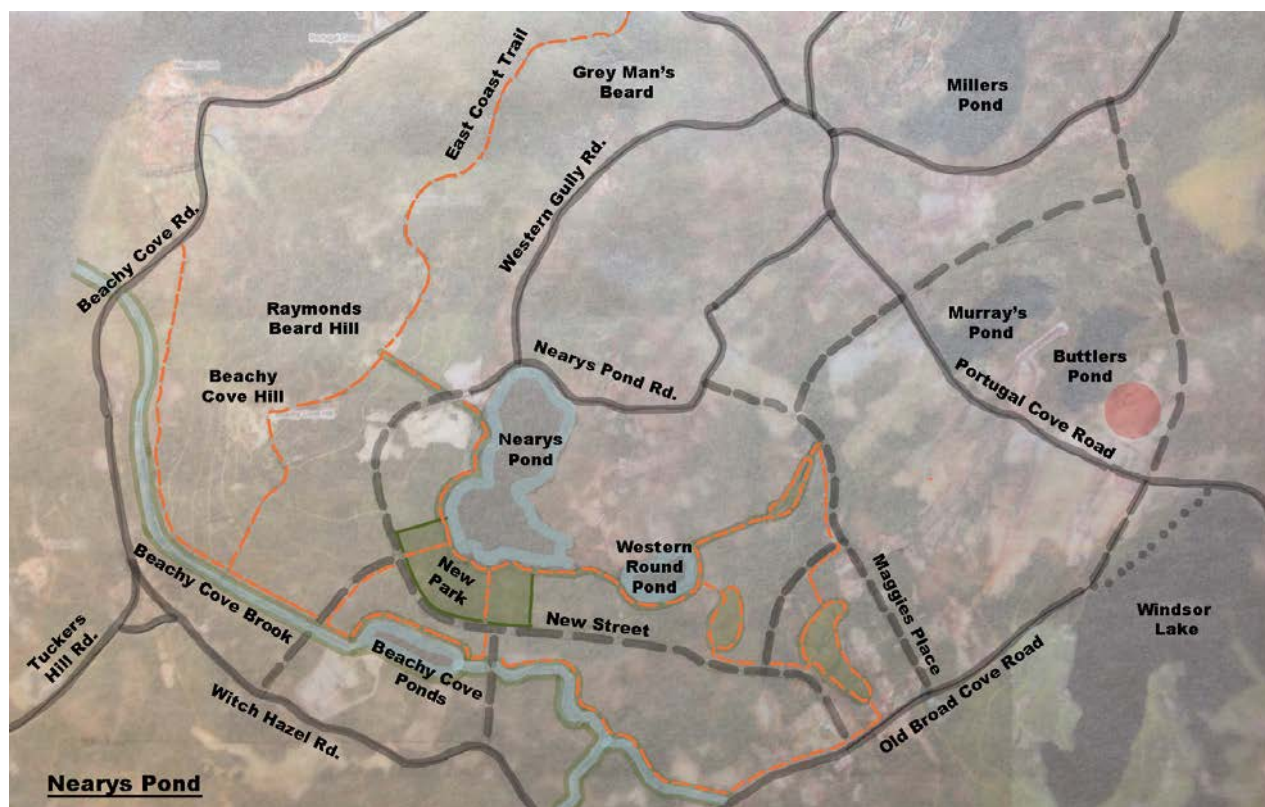
Development

Approach ACOA and BTCRD to support the creation of an updated Voisey Brook Park Master Plan and for capital development dollars to support future work.

3.6.4 Next Steps for Voisey's Brook Park's Recreation and Land Development

1. Confirm the water quality of Miller's Pond and its suitability for water-based recreation activity.
2. Seek funds to update the Park's master plan and to develop the site as a mountain biking trail hub for the Town, prioritize developing the link to Blast Hole Pond.

3.7 NEARY'S POND PARK: WATER-BASED RECREATION AND LAND DEVELOPMENT



Site Plan

3.7.1 Description for Neary's Pond Park's Recreation and Land Development

Neary's Pond is in the geographic centre of the Town. The proposed Comprehensive Development Area on this site can rationalize the existing road network, and create better linkages between Portugal Cove Road, Broad Cove Road and Witch Hazel Road.

Neary's Pond is used as a water-based recreation area, with a day-use swimming area at the site. This area should be removed, and redeveloped with amenities such as parking, washroom facilities and a concession; and existing trails should be linked to Greyman's Bread, Beachy Cove Hill and St. Philip's Marina. As well, a 300-site RV park is proposed as a central feature of the development, along with a campground.

Neary's Pond is adjacent to a significant land mass that was formally part of the Agricultural Development Area but was recently removed from that zone by the Province. An internal assessment of the ADA lands has been undertaken through *PlaceBuilder™*. The results of that assessment suggest that more rigorous and detailed assessment is required to identify the best lands for development, agriculture and recreation activities.

PlaceBuilder™ proposes that all the former ADA lands bordering Neary's Pond be rezoned as Comprehensive Development Areas. The proposed development plan for the area will confirm where future land uses should occur. Once the study is complete, the location and uses of land and proposed development will be confirmed. The first phase of development should include the proposed 100+

acres recreation park.

The design program for the Neary's Pond Park development is comprised of:

1. 100+/- hectares of freshwater pond park.
2. Hub for multi-purpose trail development.
3. Coordinated street extensions to create community focal point.
4. Incorporates integrated trail system, park development with comprehensive land development.
5. Propose that former ADA lands be rezoned as Comprehensive Development Areas.
6. 300+ RV Park and camping park to be included in development.
7. Move current swimming/picnic area to safer site.
8. Upgrade infrastructure.

The Neary's Pond Master Development Plan cost is estimated at \$ 0.3 million. This includes the ADA lands and would be for a development plan, economic impacts, implementation, and all associated costing. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.

3.7.2 Development Partners for Neary's Pond Park's Recreation and Land

Development

The Advisory Committee on the Environment should be involved in the planning process with input from the agricultural and development community.

3.7.3 Sources of Funding for Neary's Pond Park's Recreation and Land Development

Funding can be sought from ACOA and BTCRD.

3.7.4 Motivation for Neary's Pond Park's Recreation and Land Development

The Neary's Pond area is serviced, or adjacent to serviced lands and provides the opportunity to add density in the development area, and enhance the Town's tax base. The future development model should include the concept of development-assisted agriculture. Given that there are two significant nurseries within the development area, engaging these business owners in the process, and supporting their expansion plans is encouraged.

Neary's Pond is used by residents for recreation and access to Beachy Cove Hill and Greyman's Beard for walking and berry picking. The swimming area is at a T- intersection, cannot be expanded, has no parking and represents a safety concern and potential liability for the Town.

RV-ing and camping are much sought after but few high quality camping facilities exist in the St. John's area. Pippy Park has seen annual increases in demand for camp sites. A renewed interest in natural and cultural heritage throughout the province has brought higher numbers of tourists to campgrounds with high expectations for quality service and amenities. The RV Park in particular, if programed properly, represents an opportunity to attract an out- of -town, and out- of- province market. It can provide a significant revenue stream to the Town, or to a local entrepreneur. The Town needs to determine the future development model for the RV Park and campground, and be aware of operational requirements including staffing, should the Town decide to be the owner/operator.

3.7.5 Next Steps for Neary's Pond Park's Recreation and Land Development

1. Confirm land ownership in the area.
2. Undertake the proposed Comprehensive Development Plan for the combined ADA lands and the CDAs in the area.
3. Identify the lands for the proposed 228 acre park, within the context of the development plan, and as a first step develop the proposed day-use swimming area.

3.8 FARMERS' MARKET AT TILT HOUSE BAKERY

3.8.1 Description of Farmers' Market at Tilt House Bakery

A new farmers and craft market is proposed for the Tilt House Bakery off of Portugal Cove Road. The development is being pursued in concert with the owner of the bakery, who has expressed a willingness to partner with the Town and the farming/craft community to make the development a reality. The facility will be open year round, initially include 32 stalls for farmers and craft producers, and have the ability to also become a venue for other community based special events. Given the large area of former agricultural lands located behind the bakery – the former hog production facility – the area has the land to expand into a much larger market and farming based operation.

The design program for the Farmers' Market at Tilt House Bakery includes:

1. Open to local farmers (market gardeners) and artisans.
2. Cross-promoted with local bakery.
3. Cross-promoted with community events.
4. Open year round.
5. Potential for expansion to become "The Lester's Farm of the East."

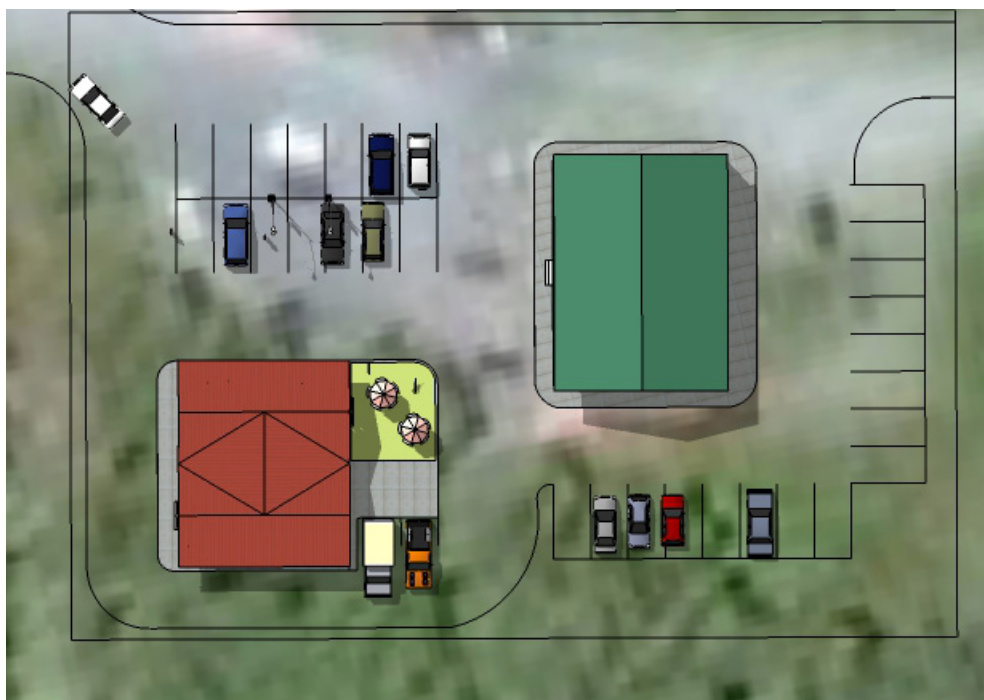
The development cost of the Farmers' Market is estimated at \$0.4 million. This cost does not include finances required to support planning or design initiatives. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.



Farmers' Market Concept



Farmers' Market Concept



Site Plan

3.8.2 Development Partners for the Farmers' Market at Tilt House Bakery

The Town can play an active and supporting role in the development and as might the City of St. John's, given the site's proximity and the potential for expansion. Other development partners could include the Tilt House Bakery, local artisans/craft makers, farmers and entrepreneurs.

3.8.3 Sources of Funding for the Farmers' Market at Tilt House Bakery

Funding can be sought from ACOA and BTCRD.

3.8.4 Motivation for the Farmers' Market at Tilt House Bakery

The goal of the market is to highlight the active farming and craft market in the community and provide an outlet to celebrate the activities in the community and to generate revenue for participating businesses.

Local market gardeners must take turns accessing the St. John's Farmers Market. This proposed market will provide opportunities for local vendors to have access to a local market in a busy venue. Local artists are already selling products at the bakery and some use the facility's veranda to sell crafts. A Portugal Cove – St. Philip's focused market is needed.

The market has the potential to become a destination for St. John's residents, and can be promoted specifically to the population in the east end of the City (Airport Heights, Clovelly) which represents a significant market catchment area. The market will be the catalyst for future industry expansion of near urban agriculture, with Portugal Cove – St. Philip's becoming the breadbasket for the east end of St. Johns.

The demand for market garden produce is significant, and is not being met. As well as crops, the market is keen for local pork, lamb, chicken and beef. The opportunities for growth are significant and the agricultural industry needs to elevate its visibility and opportunities. The proposed Farmers Market will help do that. A key challenge for the Town will be to find the means to allow new farmers to grow crops and livestock on the land base in the Town. Local farmers' markets are popular nationally, and even the larger food chains are cashing in on the trend.

From a *PlaceBuilder™* perspective, this is not just a farmer and craft market, but another community gathering place, a place for people to meet in a relaxing and fun environment. A key to success will be attracting the local industry to use the facility.

3.8.5 Next Steps for the Farmers' Market at Tilt House Bakery

Organize a meeting of the local craft producers and market gardeners, to seek input into the proposed development, its program, operation model and design. Use the meeting to begin the discussion on the expansion of the farming industry in the community. Confirm the operating model for the facility and roles and responsibilities.

3.9 SIGNAGE AND WAYFINDING

3.9.1 Description of Signage and Wayfinding

Directional signage and wayfinding is an integral component to the development projects proposed by *PlaceBuilder™*. It is the visual communication that guides users from one location to another.

We recommend a signing and wayfinding system that complements the natural environment and reflects the identity and culture of Portugal Cove – St. Philip's. Materials used should be of high quality (such as stone, metal and stylized rivets, and semi-transparent material) and represent unique aspects of the Town. Based on the Town's brand – Inspired Living – the following materials descriptions summarize their significance and are illustrated by graphics.



Signage and Wayfinding Family



Information Sign



Town Sign

Semi-transparent Material

Semi-transparent material allows users to look to the sky and the landscapes evoking the rural and agricultural setting embraced by residents.

Metal and Stylized Rivets

The metal background signifies the iron ore of Bell Island that made steel for the war effort, while the rivets relate to ships and the rich marine transportation history of the Town.

S

tone Base

The stone base and colour green reflect the community's attachment to nature and emphasize sense of place.

The development cost of the proposed signage and wayfinding system is estimated at \$ 0.5 million. This cost does not include finances required to support future planning or design initiatives. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.

3.10 TRAILS AND NEIGHBOURHOOD PARKS

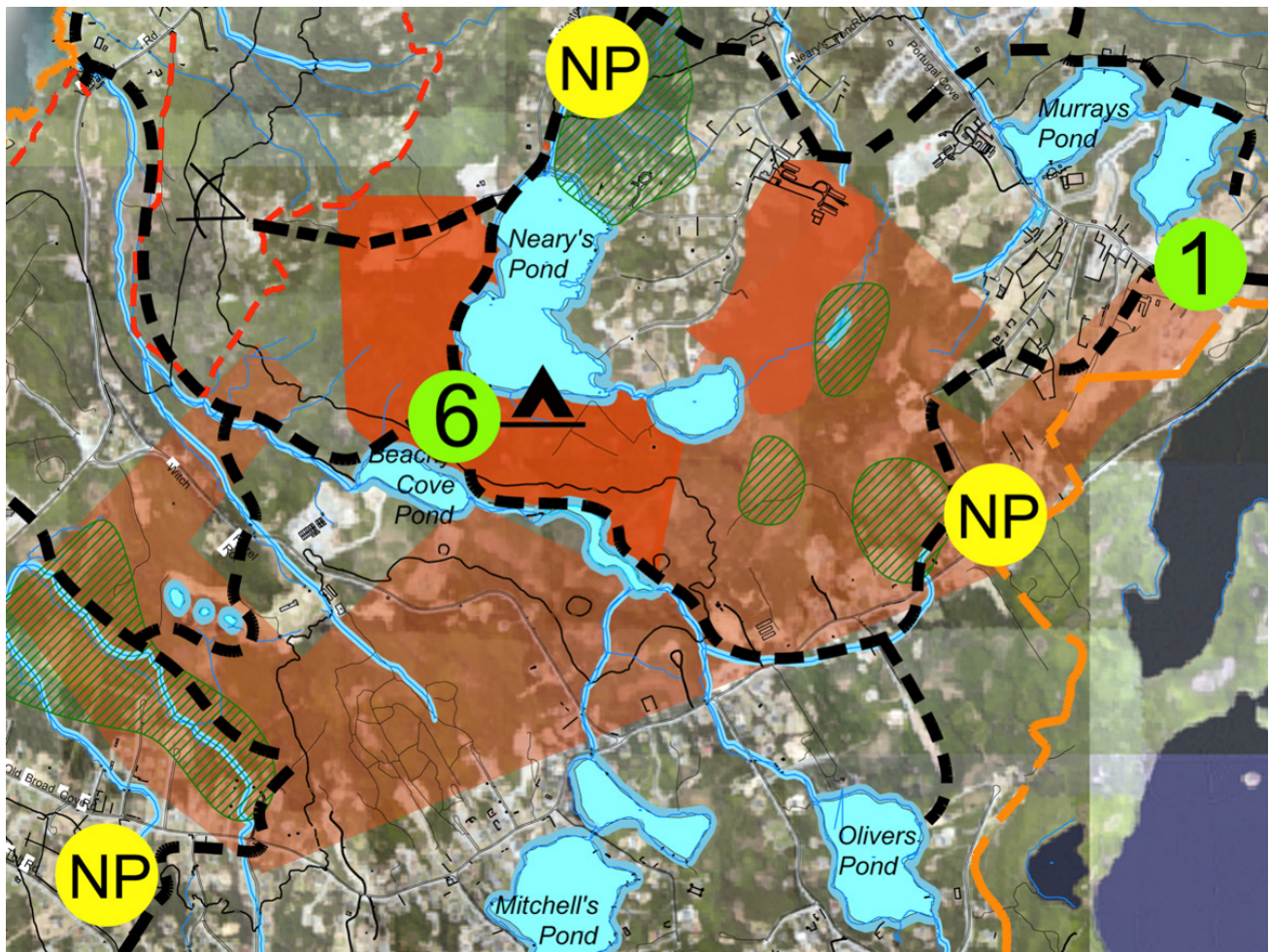
3.10.1 Description of Trails and Neighbourhood Parks

Based the *PlaceBuilder™* process and subsequent research, Tract recommends new multi-use community trails designed for active transportation in Portugal Cove – St. Philip's. A thirty-eight mile trail network forms the backbone of the proposed trail and will integrate the existing trail system into it. The trail system will be three meters-wide where possible, and will allow for multiple uses, catering to the different demographics and desires in the community.

Based on consultation with the Portugal Cove – St. Philip's Department of Parks and Recreation as well as residents, *PlaceBuilder™* has identified six areas for potential neighbourhood parks (see accompanying map for locations). The Town will need to confirm each site and ensure they have access to the land. Each Neighbourhood Park program will be distinct, based on local demographics and physical conditions.

The development cost of the trail network and neighbourhood parks is estimated at \$2.2 million. This cost includes six neighbourhood parks (\$0.3 million each), the Path Master Plan, and Phase 1 of two identified priority trails: Greyman's Beard Path and Broad Cover River Path at a total cost of \$0.35 million. The cost for the overall sixty-four kilometre trail network needs to be confirmed.

For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts. Refer to overall Work Plan Map for Placements of proposed Neighbourhood Parks.



Neary's Pond and ADA: Proposed CDA
The orange line demarcates the proposed CDA study area.

3.11 LOOKOUTS

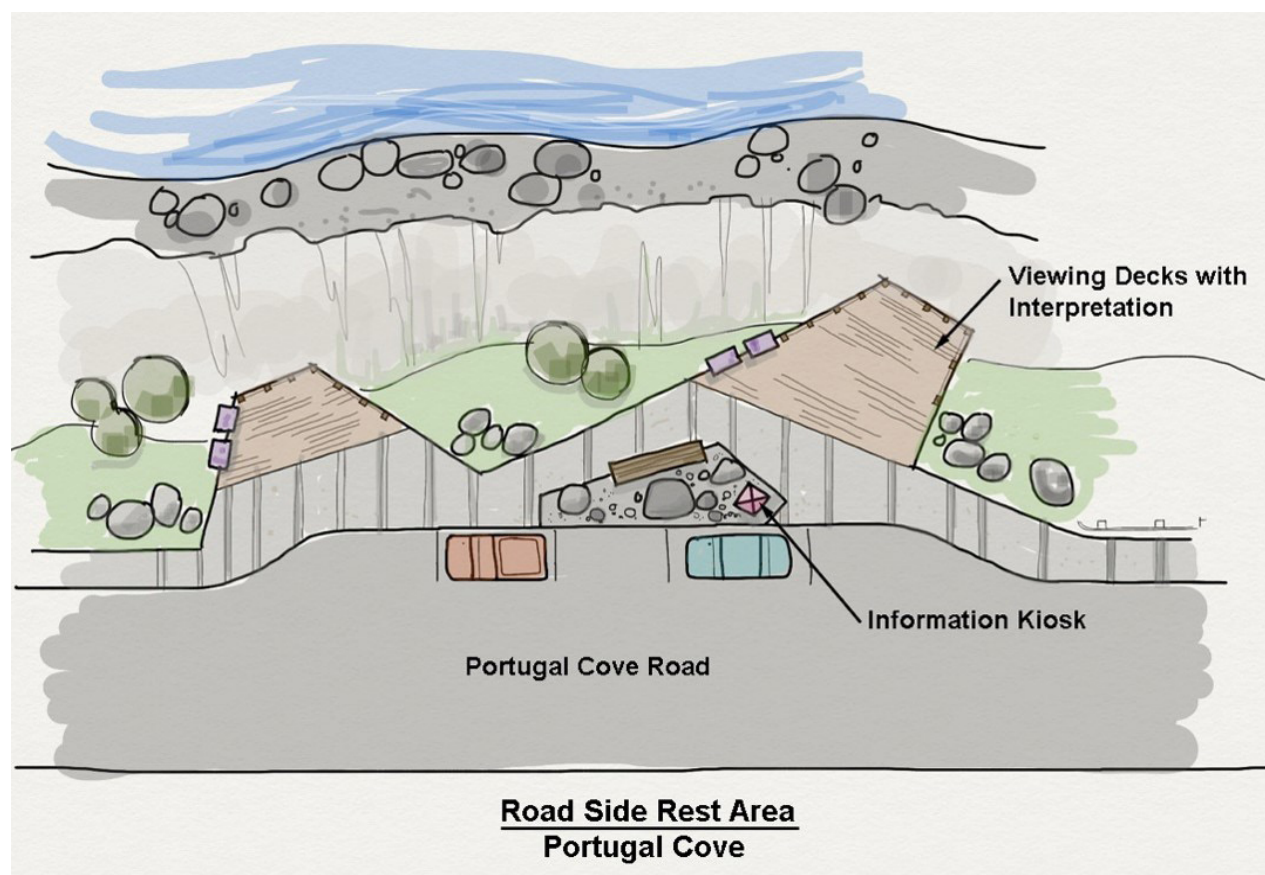
3.11.1 Description of Lookouts

Lookouts enable users to better view and appreciate their surroundings. Building on themes of Portugal Cove – St. Philip’s heritage, its rural character, beautiful views and access to the land and ocean, the proposed lookouts will foster the community’s sense of place.

PlaceBuilder™ has identified four Lookouts that will highlight unique aspects of Portugal Cove – St. Philip’s:

1. Portugal Cove Road Roadside Rest Area (accessed from Portugal Cove Road, with views to Harbour and the wider community).
2. Greyman’s Beard (accessed from major proposed trail network, The Path, with a dramatic overview of Portugal Cove).
3. Portugal Cove Community Lookouts (accessed from North Point Rd. / East Coast Trail, offering views to Bell Island and traditional community along North Point Rd).
4. Broad Cove (accessed from Coady’s Rd., Lambswood Lane, and along trail network, offering a series of connected viewpoints, varying in size).

The development cost of the four proposed Lookouts is estimated at \$ 0.7 million. This cost does not include finances required to support future planning or design initiatives. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.



Road Side Rest Area

3.12 ADVANCED STREET NETWORK PLAN

3.12.1 Description of Advanced Street Network Plan

The Town of Portugal Cove – St. Philip’s has numerous one-way, dead-end cul-de-sac streets. For a higher level of public safety and to achieve the goals of complete communities, such as connected residential neighbourhoods and active transportation options, roadways, sidewalks and trail in Portugal Cove –St. Philip’s must be connected and linked to local amenities and facilities wherever possible. To provide an enhanced and more connective roadway network within the community, a long-range vision for the Town’s street network should be defined by preparing an Advanced Street Network Plan.

The preparation cost of an Advanced Street Network Plan is estimated at \$100,000. This cost does not include finances required to support future planning or design initiatives. For further information on cost breakdowns, refer to Appendix C: Development Project Preliminary Costing and Impacts.

3.13 PLANNING STUDIES

3.13.1 Description of Planning Studies

Recommendations outlined by *PlaceBuilder™* and proposed development projects may require more in-depth investigation. For this reason, various studies are suggested throughout the Community Work Plan. These will influence or enable specific aspects of these developments. For example, a new Municipal Plan and Development Regulations will provide appropriate policies, proposals and provisions that establish a regulatory framework to enable development and enhance Council’s ability to manage growth. Other studies may also be required to implement *PlaceBuilder™* recommendations. These require further examination to determine their scope, timing, costs and potential sources of funding.

3.14 PORTUGAL COVE - ST. PHILIP’S PLACE BUILDER ECONOMIC IMPACT ANALYSIS

The economic impacts associated with the recommended projects have been assessed through the *PlaceBuilder™* Economic Impact Model. This model estimates the Gross Domestic Product (GDP), personal income and employment impacts associated with construction activity and subsequent operation of the proposed facilities. The following tables show the construction impacts that will occur in the year the facilities are built. Both the operational and tourism impacts occur annually.

The following impacts are associated with the St. Philip’s Marina Public Infrastructure including various Kiosks, the proposed Farmers Market /Expanded Bakery and the new Mountain Biking Facility, only at this time.

1. Total construction costs will be in the order of \$6.3 million.
2. Annual operating costs will be approximately \$700,000 of which \$336,000 will be paid in wages.
3. On average these developments will attract 75 tourists daily (people from outside of NL) who will spend \$100 – \$150 per day.
4. All facilities will encourage increased spending by residents in Portugal Cove-St. Philip’s.

NOTE: the new facilities have the potential to increase the commercial tax base for the town by generating incremental commercial tax revenue.

Marina Economic Impacts, Phase 1 St. Philip's Waterfront Development

Total Construction Impacts	
GDP	\$513,000
Jobs	6
Annual Operation Impacts	
GDP	\$165,000
Jobs	2 full-time equivalents (35 direct seasonal)
Tourim (non-resident NL)	
GDP	\$31,000
Jobs	1 full-time equivalent

Farmers' Market and Bakery Impacts

Total Construction Impacts	
GDP	\$400,000
Jobs	3
Annual Operation Impact	
GDP	\$136,000
Jobs	2 full-time equivalents
Tourim (non-resident NL)	
GDP	\$23,000
Jobs	1 full-time equivalent

Mountain Biking and Trails

Total Construction Impacts	
GDP	\$3.5 million
Jobs	39
Annual Operation Impacts	
GDP	\$349,000
Jobs	5 full-time equivalents
Tourim (non-resident NL)	
GDP	\$16,000
Jobs	1 full-time equivalent

Summary of Total Economics Impacts

Total Construction Impacts	
GDP	\$4.3million
Jobs	47
Annual Operation Impacts	
GDP	\$671,000
Jobs	9 full-time equivalents (35 direct seasonal)
Tourim (non-resident NL)	
GDP	\$80,000
Jobs	3 full-time equivalents

When completed, the Town Centre re-development project will also add significantly to the residential and commercial tax base as a result of the construction of new housing units and the major development of commercial space. Both new residents and new businesses will be attracted to town.

No attempt has been made to estimate economic impacts associated with the Town Centre concept.

4.0 IMPLEMENTATION: *PLACEBUILDER*[™] STRATEGY

PlaceBuilder[™] is not simply a series of projects, but an integrated community driven, economic development model. Success is driven by appropriate and effective policy, which results in good planning tools and guidelines for co-ordinated development the Town can implement over the long term.

Successful implementation will be a challenge without dedicated Council support, and the human resources required to manage the process. To ensure the success of the *PlaceBuilder*[™] Community Work Plan, the Town should consider appointing an experienced “champion” to drive the implementation of *PlaceBuilder*[™]. Working with investors, funding partners and the business community, the champion will be the public face of *PlaceBuilder*[™]. Together with Council, the champion will recruit community volunteers to oversee the implementation of each development project listed in the Community Work Plan. With the oversight committee in place, contract a project manager to initiate and manage the implementation work. Funding for this position may be assessed as a percentage of the funds the Town can access from federal, provincial and private sources. The team will report directly to the Town Manager and present to Council as required.

The addition of a new full-time Town staff planner (MCIP) to manage the planning studies and participate in community engagement opportunities will augment the team.

Three key implementation phases are described as follows concluded with an Evaluation Model that will enable council and Town administrators to monitor success and make adjustments to the Community Work Plan as needed.

Phase 1: Adopt the community vision

Council’s first step under implementation is to formally adopt the *Community Vision Statement*. Once adopted, the statement should be posted on the Town’s website, in Town Hall and Council Chambers as a poster, to remind councillors, administration and the community of their goals, tasks, and way forward, and ultimately – to inspire!

Phase 2: Adopt *PlaceBuilder*[™] Recommendations

PlaceBuilder[™] will help the Town of Portugal Cove – St. Philip’s realize the benefits of managing change by assuming a leadership role in managing growth. Current demands for residential growth,

population increase, infrastructure services including transportation, environmental protection, and community services require comprehensive and integrated community planning. A new innovative land use framework and governance strategy is needed that will effectively shape the future character of the community. These recommendations are a starting point for Council's consideration in implementing a new municipal direction.

Phase 3: Marketing Plan

PlaceBuilder™ has identified a number of community goals for Portugal Cove – St. Philip's and the implementation required to transform them into tangible assets and products. Varying in scale, investment, industry and time lines, *PlaceBuilder™* incorporates development recommendations comprising an integrated community plan. **Appendix E: The Marketing Plan** is pivotal to the success of *PlaceBuilder™* and the implementation of the integrated community plan. The Marketing Plan identifies short-term objectives and strategies to kick-start some of the opportunities identified by *PlaceBuilder™* and will focus on solidifying, and expressing Portugal Cove – St. Philip's brand through visual and written means. Community engagement will be the cornerstone of the marketing campaign in 2016. Community pride, sense of place, and the unwavering commitment of Portugal Cove – St. Philip's residents to the community and future growth are underpinning values that help formulate the brand positioning of the “**Inspired Living**” campaign. This campaign will be the umbrella for all marketing communications in the Town.

4.1 IMPLEMENTATION AND EVALUATION

Planning is an ongoing process with the ultimate goal to affect change. In order to ensure a smooth implementation of the *PlaceBuilder™* recommendations, it is necessary to impose a method of evaluation. Evaluation will enable Council, Town administration, and residents to determine the effectiveness of policy and project recommendations and to make adjustments if necessary before proceeding to the next phase.

Using the implementation schedule described in the next section, the phases of the evaluation process are as follows:

1. Council begins implementing policies and projects to be initiated in the short term, with help of Town staff.
2. At the end of each implementation year, Town staff shall prepare a report outlining:
 - a. Those recommendations of *PlaceBuilder™* that have been initiated and outcome and level of success;
 - b. Those recommendations that have not be initiated and why;
 - c. Actions to be implemented the following year; and
 - d. Mitigating circumstances which may affect or require the alteration of recommendations to be implemented.
3. Council will hold a community forum periodically to outline to the accomplishments, successes, and misses. Recommendations to be implemented in the coming year will also be presented. This approach will ensure ongoing community engagement and residents' participation in the

implementation process.

A review of public comments in conjunction with the staff report will determine possible amendments to the recommendations or schedule.

4. Staff will present its report to Council outlining accomplishments of the previous year, direction for the coming year, priority of recommendations to be implemented, including amendments, and implications to budgets.

The evaluation process is shown graphically below.



4.2 IMPLEMENTATION SCHEDULE

The recommendations are grouped according to their order of implementation over the specified timeframes:

- a. Short Term: immediate to 3 years
- b. Medium Term: 4 years to 7 years
- c. Long Term: 8 years to 15 years

Some recommendations will be implemented in one year, while others will require successive years to complete. Some depend on available funding.

4.3 IMPLEMENTATION TABLE

Short term – Immediate to 3 Years

- Engage Champion and volunteers
- Hire Project Manager
- Hire staff Planner
- Prepare a new Municipal Plan and Development Regulations – which will be the catalyst for other regulatory changes, and some planning studies
- Find champion and planner
- Set up Development Corporation
- Prepare marketing plan
- Initiate Town Centre development project
- Begin Signage, Wayfinding, and Lookouts
- Begin trail system
- Initiate Mountain Bike Trails and Facility at Blast Hole Pond
- Complete Heritage Master Plans for Villages of Portugal Cove and St. Philip's
- Phase 1: St. Philip's Lookout
- Pier Park

Medium Term – 4 Years to 7 Years

- Continue Signage and Wayfinding
- Continue trail system
- Complete Blast Hole Pond
- Pier Park
- Portugal Cove Harbourfront
- Complete Heritage Master Plans for Villages of Portugal Cove and St. Philip's
- Rainbow Gully Park and Commercial Area

Long term – 8 Years to 15 + Years

- Voisey's Brook Park
- Neary's Pond Park

As the project evolves and milestones are successfully accomplished, Council and the community may see a demonstrated need to readjust certain projects based on changing community needs and economic realities. Some the timing or intent of projects may change – flexibility and compromise will be essential.

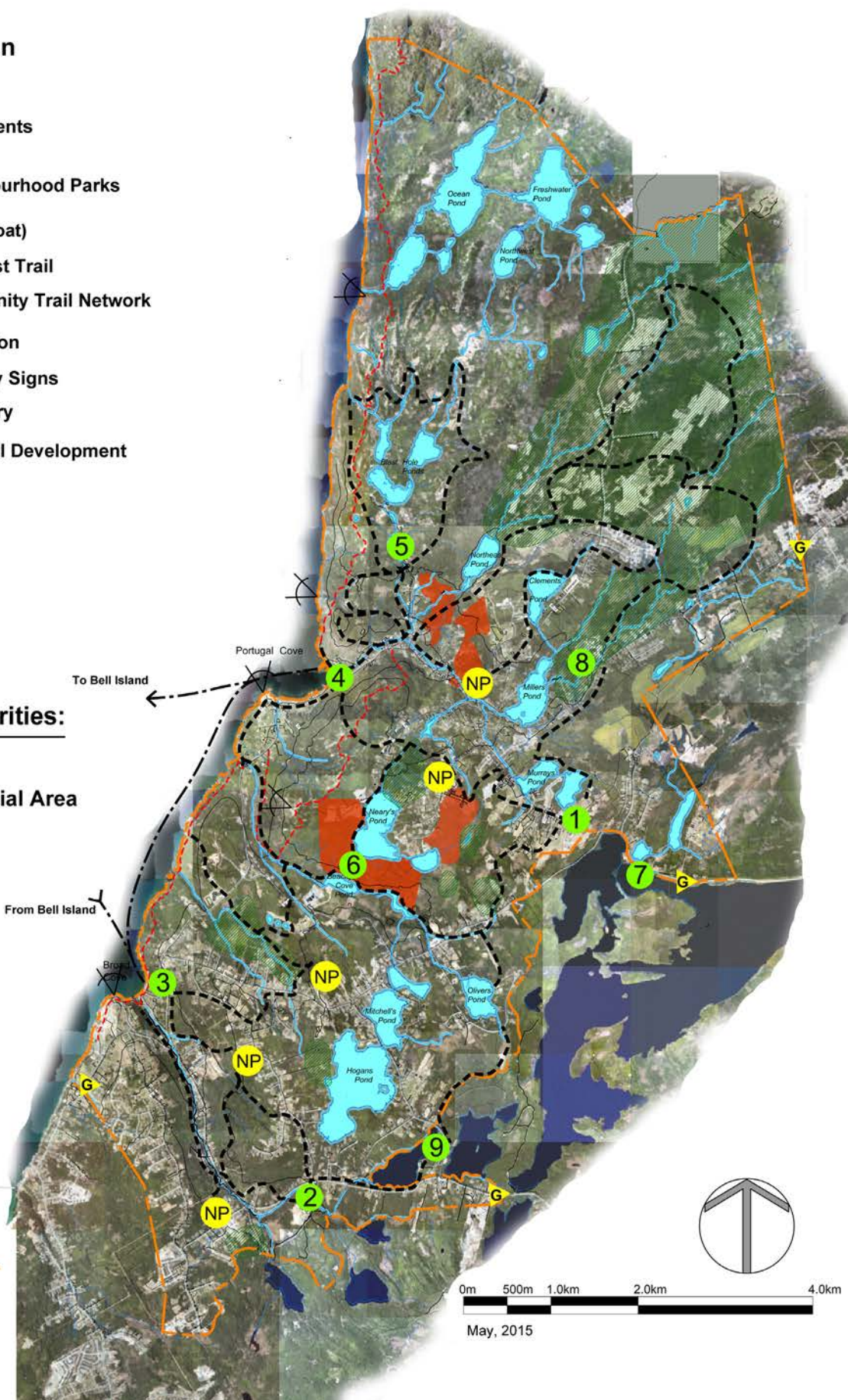
4.4 PLACEBUILDER™ Community Work Plan

Legend:

- 4 Priority Developments
- NP Proposed Neighbourhood Parks
- Water Taxi (Tow Boat)
- Existing East Coast Trail
- Proposed Community Trail Network
- Wetland Reservation
- G Proposed Gateway Signs
- Municipal Boundary
- Priority Residential Development Scheme Areas
- X Lookouts

Initial PlaceBuilder Priorities:

1. PCSP Town Center
2. Rainbow Gully Commercial Area
3. St. Philips Marina
4. Portugal Cove
5. Blast Hole Pond
6. Neary's Pond
7. Farmers Market
8. Voisey's Park
9. St. John's Rotary Park



5.0 CONCLUSION

Portugal Cove – St. Philip’s has embarked on an ambitious journey to manage growth and define its future. With a goal to embrace the community’s desire to retain and protect important rural, cultural and natural assets that create Portugal Cove – St. Philip’s unique sense of place, Council seeks an innovative and comprehensive planning approach that will preserve the quality of life that committed residents value.

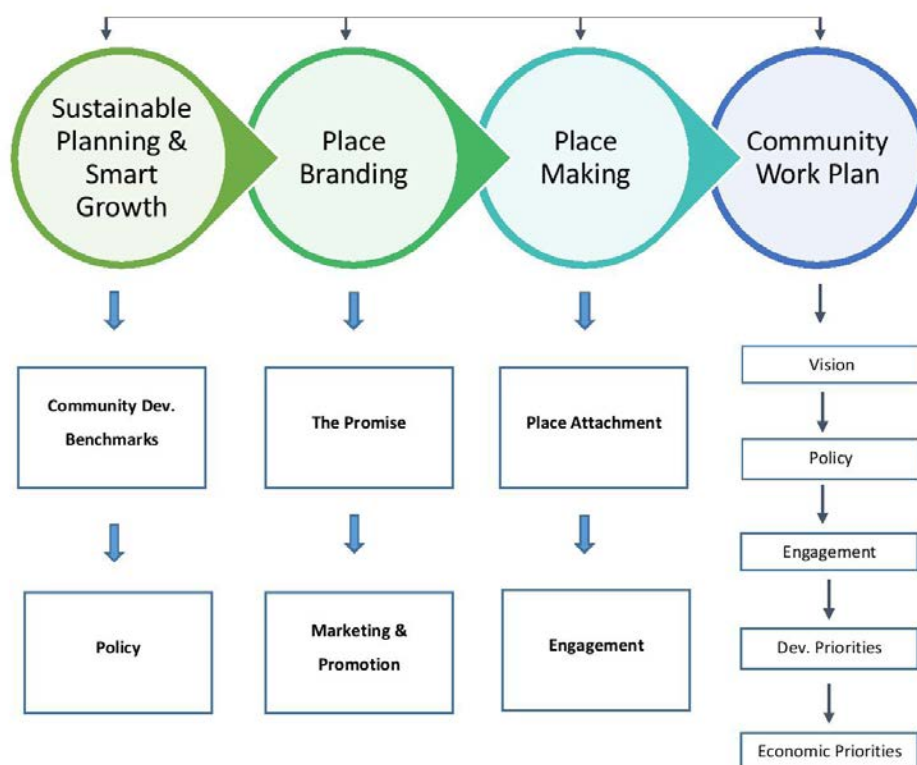
Realizing that traditional land-use planning approaches fall short of its goal, Council took the proactive step of engaging the *PlaceBuilder™* model for building community. Based on creating complete communities, and augmented by economic modelling, *PlaceBuilder™* engages residents to interpret those elements about a community that foster a sense of place and strengthen community attachment. By identifying these significant elements that differentiate Portugal Cove – St. Philips from its neighbours, *PlaceBuilder™* creates a unique community vision, connects that vision to a brand and marketing strategy, defines recommendations for growth management and profiles specific development projects in a *Community Work Plan*.

The outcome of *PlaceBuilder™* is a planned approach for sustainable community building, growth management, economic development, the promotion and preservation of heritage and environmentally sensitive areas, and community engagement with a goal of long-term sustainability of Portugal Cove – St. Philip’s. Through continuous community engagement that sees residents as partners in the implementation of the Community Work Plan, Council now has tools at its disposal to steer the community to a successful and sustainable future!

APPENDIX A: BACKGROUND REPORT

The Background Report presented here describes the background research and supporting documents sourced on issues related to the Town of Portugal Cove - St. Philip's. This report supports the Community Work Plan of which it is a part and provides a long-term comprehensive framework for land-use decision making in the community. This is important because it affects everyday life for people in the community through policies about where and how land use projects and conceptual projects will be developed. Policies shape how our neighbourhoods will look and feel in the next twenty years or longer. The report outlines policy directions, recommendations and guidelines while also providing provincial and local planning contexts for future development in the Town of Portugal Cove - St. Philip's (PCSP).

The *PlaceBuilder™* Community Work Plan aims to establish a better living environment within the Town, by taking into account important social, economic, cultural, and environmental factors. The graphic below, which outlines each step of the *PlaceBuilder™* process, illustrates how *PlaceBuilder™* works in developing an overarching Community Work Plan.



SETTING THE CONTEXT

As of 2014, the Town of Portugal Cove - St. Philip's had an estimated population of eight thousand residents. This figure is estimated to grow by 9.2 percent in the next five years, while the projected growth for Newfoundland and Labrador is only 2-3 percent. The Town is primarily comprised of small families. There are two thousand nine hundred eighty-eight households in the Town, with 2.7 people per household. Sixty-nine percent of the population are married or common law, and forty-nine percent of residents have children residing in the home. Average household income in the Town is just under one hundred three thousand dollars. That is forty-six percent higher than the average household income for the whole province. The median age in Portugal Cove - St. Philip's is 39.7, which is slightly younger than the median age for the province (forty-two). Approximately thirty percent of the Town's population has a bachelors degree or higher and forty-two percent have a technical or academic certificate, making the residents of PCSP twenty-five percent more highly educated than the rest of the province.

STEP 1: LISTEN - WHO, HOW, WHAT

The *PlaceBuilder™* process began with a review of issues and policy options and involved extensive consultation and collaboration with the public, key stakeholders and key advisory groups to determine their views and priorities for the Town. The community engagement component of *PlaceBuilder™* is continuous and ongoing from the beginning to completion of the work plan, to ensure public input is implemented at every step of the process.

As described in the main body of this report, Listen is the first of five steps in the *PlaceBuilder™* community development model. To hear what participants from the Town of Portugal Cove St. Philips wanted to say, we met with Council, town staff, community groups and stakeholders, business owners, and residents of all ages to record what they like and do not like about the Town.

Listen, a community-wide engagement and consultation process, resulted in a *PlaceBuilder™* report outlining key community concerns such as key challenges, concerns and priorities derived from all the groups and individuals consulted.

Methodology

The *Listen* methodology employs a three phased-approach:

1. Research.
2. Community engagement.
3. Recommendations for future development.

This **research phase** was designed to identify significant aspects of the Town's history, natural and built environment, and to examine the trends in tourism and recreation, including economic impacts where data and other information was available. This included:

- A review of previous plans completed by the Town of Portugal Cove - St. Philip's with a particular focus on economic, business and recreation needs.
- An examination of selected Town experiences with marina and beach front developments.
- An overview of a number of harbours/marinas on the Avalon Peninsula to document the capacity and current environment for recreational boaters.

With the primary research phase complete the **community engagement phase** (public consultation) solicits feedback on opportunities and challenges for development to identify:

- Options for consideration.
- Future roles and governance considerations.

The consultation process began with a site visit led by the Town CAO, Mr. Chris Milley, P. Eng, followed by a day-long workshop with Town Council and senior staff. The aim was to gain an understanding of deliverables, project considerations, and priorities. With this information the subsequent engagement process included meetings and discussions with the general public, youth and local businesses.

Key findings of the consultation efforts provide the basis for the outcome generated during the **recommendations for future development phase**. They are a direct result of findings from compiling and analyzing background research and from listening and documenting public information and feedback generated during consultation with engaged participants.

Community Engagement

During the *PlaceBuilder™* planning process from May 2015 to April 2015, Tract consulted with community groups and residents for the Town of Portugal Cove - St. Philip's. Throughout this period, community participants were given several opportunities to engage with the process. Tract Consulting ensured that the engagement process was ongoing, as public and special committee meetings were held up until they submitted the draft final report. The consultation process offered an accessible, broad approach to seek feedback on resident views values, and visions for their Portugal Cove - St. Philip's.

Key Findings

Following consultations, Tract Consulting identified three preliminary development priorities for the Town of Portugal Cove - St. Philip's:

- Key Heritage Assets/Special Places
- Land Use Planning
- Agricultural Lands

Key Heritage Assets/Special Places

Residents and Town staff identified the protection of built and natural historic sites as a significant concern. The Town has an active Heritage and Environment Committee. They are committed to ensuring that developments in the Town recognize this concern, value it and articulate a means to protect these special sites and respectfully integrate them as part of the way forward as a Town Meaningful and special heritage priorities in the Town include:

- Portugal Cove ferry area.
- St. Philips and its history, related to transportation, military conflict, fishing and agriculture.
- The Town's cemeteries, churches and coastline are also worthy of celebration, preservation and interpretation.

Land Use Planning

Consultation confirmed that stronger development policies are needed for new and current zones, and that municipal plan amendments and re-zoning should be less frequent. Further to this, residents and Council must more fully understand land use policy and related planning documents, and the power that comes with such better understanding. The Town also understands that it needs detailed comprehensive development schemes to direct future land use and the ability to tie comprehensive development to a return-on-investment (ROI) model and enhance the community tax base. Any changes to the municipal plan should be policy-driven, not development-driven, and considered in the wider context of the entire community.

A connected, walkable community that employs traffic calming measures to make it safe, has emerged as a major area for improvement in the Town of Portugal Cove - St. Philip's. Residents have stated that traffic speed is a concern in many areas of the Town, and there are too many cul-de-sacs that impede street network connectivity and require higher maintenance costs. Residents seek walkable, connected neighbourhoods that are attractive, and safe, and in close proximity to nature, parks and trails, and maintain the important rural character of PCSP.

Agricultural Lands

Recently, one thousand one hundred fifty five acres of the Agricultural Development Area (ADA) have been removed from this designation by the Province. The *PlaceBuilder™* process undertook an initial assessment of the potential and suitability of these lands to support farming. The majority of these lands are privately owned. The Province's objective in bringing an additional two hundred acres of agricultural land into production is challenged by many landowners who favour housing developments and the higher rate of return on the land that these developments bring. Thus, access to this land to expand farming operations is a constant challenge.

In addition to land development conflicts, are the protests of neighbouring residents who do not want active husbandry (care, cultivation, and/or breeding of crops and animals). However there are other residents who are proponents of active agriculture use.

The global trend favouring the purchase and consumption of locally grown food applies to Portugal Cove - St. Philips. The Town has seven active market gardens and additional farms that can support a local farmers' market. Currently, local farmers sell all of their crops, but the opportunity to expand and add new farm operations is hampered by the lack of access to farmland. Much of the garden produce by market gardeners in Portugal Cove - St. Philip's is destined for restaurants in St. John's. Our consultations also confirmed that demand exists for locally produced meat. This represents an important economic development opportunity for the Town, however, realizing the opportunity is a challenge due to the small number of farm operations and the limited ability to access viable farmland.

The Town of Portugal Cove - St. Philips is also home to artists and local crafts producers who would benefit from an indoor/outdoor facility that could support year-round use. Local artisans currently display and sell their products at the Tilt House Bakery on Portugal Cove Road.

STEP 2: TAKE STOCK

Take Stock builds on identified priorities that emerged from Listen (Step 1). This step considers community assets and the planning context in its approach to Portugal Cove - St. Philip's development strategy. Community assets include cultural, natural, economic and infrastructure components. The planning context involves a review of current plans, capital works, on-going projects and future developments.

Firstly, during the *Take Stock* component of *PlaceBuilder™*, the partners considered all community assets in Portugal Cove - St. Philip's in terms of what makes the community distinct. These include:

- Intangible assets such as significant heritage and cultural markers or events in the community.
- Physical assets, such as the natural and built environments.

Secondly, during *Take Stock* the partners review the overall planning context in the town, including all necessary planning documents and policies that already exist. Finally, based on the information gleaned from significant assets and the planning context, *PlaceBuilder™* identifies Key Development Needs, such as land use policy, infrastructure and branding.

The community assets discussed below include:

- Culture and heritage.
- The natural environment.
- Economic development.

Review of the planning context includes the assessment of these planning documents for the Town of Portugal Cove - St. Philip's:

- The current Municipal Plan and Development Regulations.
- The Recreation Master Plan.
- The Integrated Community Sustainability Plan.
- The Economic Strategic Development Plan.

In addition, *PlaceBuilder™* also assessed current designated land uses, such as Comprehensive Development Scheme Areas (CDAs), Agricultural Development Areas (ADAs), environmentally valuable areas and heritage areas. Also included in its comprehensive assessment is capital works and ongoing projects.

Community Assets

Culture and Heritage

Portugal Cove - St. Philip's culture and heritage is considered to be an anchor by the Town in developing tourism. Every two years festivals are held to celebrate their maritime history: the Portugal Cove - St. Philip's Festival and Regatta, and the Portugal Cove - St. Philip's End of Season Regatta.

The Town's Heritage Committee has published *Our Heritage*. This book highlights significant historical elements and events in the Town. The committee is currently in the process of developing heritage guidelines for the Town. Some of the many historical features include natural heritage assets

such as cultural landscapes, trails and lookouts, and historical events such as the World War II German U-Boat attacks between St. Philip's and Bell Island; maritime history; and local family history. While adjacent to the capital city of St. John's, the Town maintains a rural charm that is one of its most attractive features. Planning is underway for a Town archive and museum and the Heritage Committee is engaged in an oral history project.

Natural Environment

Coastlines and hilltop views are highly valued in Portugal Cove - St. Philip's. Land ownership and land use controls are important concerns affecting access to and integrity of look-outs and views (such as Grey Man's Bear, Beachy Cove Hill and others). Maintaining access to these views (including trail access) is an important concern to the community. Impacts of residential land development can be far reaching. Tree preservation, lot grading, and locations for housing in the wider landscape may have a substantial visual impact on the character of large land-based views.

Rainbow Gully Recreation Park is situated behind the Town Hall on Thorburn Road and offers a children's playground and outdoor recreational facilities for softball, soccer, rugby and skateboarding. The Park has an artificial turf soccer pitch and lighting, and a concession building to expand its services for local residents. A new school is proposed adjacent to the soccer pitch. The Town also operates the Portugal Cove-St. Philip's Community Centre near the Town Hall in Rainbow Gully Recreation Park. It is planning to replace this structure with a new recreation-lifestyle centre. The new centre will be a centrally located fitness, aquatic, cultural and community facility.

Voisey's Brook Park is a key municipal park for the Town. The Park is located at the opposite end of Town on Indian Meal Line and contains softball, basketball, soccer facilities and a playground. A Master Plan has been developed for area that is currently being implemented. Included in the plan is the development of a series of multi-use trails, with connections to other natural and recreation areas such as Blast Hole Pond. Blast Hole Pond is currently designated as a Provincial Habitat Conservation Area. As such, development in the area should "go softly on the land."

Economic Development

The three major upcoming industries in Portugal Cove - St. Philip's are agriculture, tourism and construction. The agriculture industry has been growing since 1993, with the most prominent activities being dairy, food processing, silage production, vegetable and greenhouse production, sod farming, landscaping, and livestock production. The farm-to-table movement has resonated well within the province, and among the local residents are those who are dedicated to preserving the quality of available local foods.

Tourism is another booming sector, with accommodations and restaurants turning the heads of travellers. With spectacular coastline, cultural festivals, hiking trails, and some dining options, PCSP is gaining recognition as a place to explore. But there is a great deal of room for further development. The slide of the Canadian dollar compared to the US\$ means more Canadians will likely be vacationing closer to home and visitations from the US will likely climb. This offers potential tourism gains for PCSP. And the proximity of St. John's International Airport (less than ten minutes from the town) adds to the potential for attracting visitations.

The current downward pressure on oil and gas prices has had a negative impact on employment in the oil and gas sector and supporting industries in the province. But prior to 2014, Newfoundland's employment rate was growing at almost double the national rate, thanks to many natural resource based industries, particularly oil and gas, and hydropower. On the Avalon Peninsula, jobs in oil and gas extraction had grown by ten percent in recent years, while jobs related to supporting this sector grew by a healthy twenty-nine percent.

Other sectors continue to grow, with the low Canadian dollar favouring manufacturing and export. This region is an important centre for emerging technologies in Canada. A prime example is the province's advanced technology sector which is largely based on the Avalon Peninsula. It employs more than three thousand seven hundred people who generate \$1.62-billion in revenue annually. That is six percent of the provincial GDP. Between 2006 and 2011, jobs in professional, scientific, and technical services grew by forty-eight percent.

This kind of regional economic growth directly affects the growth of Portugal Cove - St. Philip's. It is now one of the largest municipalities in Newfoundland and Labrador and because of its proximity to the capital and business centre of the province, has much opportunity to mature as a thriving community. The Town has a skilled labour force, and the town has seen tremendous growth in primary industries, trades, transport, and equipment operations since 2001.

Transportation Infrastructure

The two main roadways in the Town—Portugal Cove Road and Thorburn Road—are managed by the Province and each is in need of upgrading. Neither of them meets Transportation Association of Canada design standards. Residents consistently complain to the Town officials that these roads are unsafe. The SAFE PCSP Resident Committee recently submitted a report to Council outlining specific traffic safety concerns:

- Traffic speeds are too high, (particularly traffic for the Bell Island ferry) and for the most part, there are no sidewalks.
- There are high and increasing numbers of cars using each of the main routes.
- Approximately three thousand cars per day use Portugal Cove Road.
- No formal traffic counts are available for Thorburn Road but observations by residents suggest that traffic on there is increasing significantly in part because residents of Paradise use it as an alternative route to the Outer Ring Road because of traffic congestion at rush hour at the Topsail Road entry to Paradise.

The challenge for the Town is that, while it agrees both roads need upgrading, they have no authority to undertake improvements because the roads are provincially-maintained routes. The Town has suggested to the Province that, should these roads be upgraded to an acceptable standard, it would be open to discussion on taking over the maintenance functions.

Street Network

Because of subdivision design guidelines and land ownership, the street network is causing problems for the Town. Some of these problems were created by the Town because of its lack of consistency in design guidelines, approving developments with no sidewalks, no requirements for vegetation or storm water management, and no requirement for community amenities such as parks and trails.

Residents in these areas are isolated on dead-end street with no pedestrian connectivity and the land base is not well used.

Because the street network contains so many cul-de-sacs, and because some are installed at an undesirable scale, increased human resources and equipment are needed for snow clearing. To introduce consistency and community oriented values in development, the Town must move away from suggesting design guidelines which cannot be enforced. What is required is for the Town of Portugal Cove - St. Philip's to as soon as possible adopt new Town development and design standards that will provide the appropriate enforceable and enabling legislation for its network of streets.

Suggested 'design guidelines' cannot be enforced and have no binding power, whereas Town development and design 'standards' must be prescribed and therefore ensure that appropriate design elements will be enforced. We suggest that the Town of Portugal Cove – St. Philip's adopt new Town development and design standards that will provide the appropriate enabling legislation.

Water/Sewer

The Town has two sewage treatment facilities operating at fifty percent capacity, leaving adequate capacity for future development. The Town is also connected to the regional water supply, however, three are some older developments that are still on individual well water and septic systems

From a sustainable planning and ROI perspective, Tract Consulting encourages the Town to focus new developments on areas that are serviced, or in close proximity to municipal services. As well, the Town has made significant investment in sewage treatment facilities that support serviced lands development. Should the Town decide to undertake developments in areas that are under serviced, then investigating alternative public treatment systems, versus typical individual septic systems, should be investigated.

Recreation Facilities

Residents want a new recreation facility and the Town is seriously considering the development of a new lifestyle centre. Residents also want more access to trails and neighbourhood parks. In response, the Town has added two new parks and continues to add on to the trail system.

PLANNING CONTEXT

History of Portugal Cove – St. Philip's ¹

Although created fairly recently through amalgamation, the Town of Portugal Cove - St. Philip's embodies a unique identity enriched by its history, with its own stories and experiences to offer. Portugal Cove - St. Philip's can trace its history back to the 1500s, when Portuguese explorer Gaspar Corte Real stopped in the area to bury two of his crew who died at sea. St. Philip's (at the time, known as Broad Cove) was settled in the 1750s by the first permanent residents, the Tuckers and Squires from England. Squires and Tuckers still live in the Portugal Cove - St. Philip's, and the Town still has many old, standing churches and cemeteries. Horse Cove Road, the main Town thoroughfare, was completed in 1831, connecting Broad Cove to St. John's and reducing the isolation. Residents could travel more easily and directly to St. John's to sell fish and produce and to purchase supplies.

¹ Portugal Cove – St. Philip's "Our Heritage" text and http://www.pcsp.ca/?Content=Visiting/About_Our_Town/History. Accessed Mar. 3, 2015.

Given its location on the southern shore of Conception Bay, fishing remained the primary means of employment and survival within the two out-port fishing villages for decades. However, since fishing is seasonal, local men worked in the Bell Island ore mines during the winter.

In 1905, in response to a recommendation by the local Reverend Canon Smith, the residents of Broad Cove changed the name of their community to St. Philip's, in honour of the community church. This name change was necessitated because mail was being misdirected to a second Broad Cove in Conception Bay.

Municipal Plan

Portugal Cove - St. Philip's is one of fifteen towns and cities forming the St. John's Urban Region. The intent of the Portugal Cove - St. Philip's Municipal Plan and Development Regulations, like other municipal plans in the region, is to administer and control future land development in order to enhance and protect the town and respect the residents' long term vision.

In addition to the Municipal Plan and Development Regulations for the Town, other relevant planning documents, have been produced to respond to land-use activities and proposed developments. These include the following documents:

- Portugal Cove - St. Philip's Integrated Community Sustainability Plan (ICSP);
- Portugal Cove - St. Philip's Municipal and Recreation Master Plan;
- St. John's Urban Region (Agriculture) Development Area Report (ADA); and
- Portugal Cove - St. Philip's Heritage Plan.

A brief overview of these documents is outlined in the following section.

In 1992 the towns of Portugal Cove and St. Philip's amalgamated to create the 56.43 square kilometre Town of Portugal Cove - St. Philip's, one of the physically largest municipalities in Newfoundland and Labrador. It borders the City of St. John's on the east and the Town of Paradise on the west.

Today, with eighty-five percent of its working population travelling outside of the Town to work, and with limited commercial opportunity, Portugal Cove - St. Philip's is largely a commuter town. Its rural environment and rich culture are main attractions for residents because the amenities that are there are easily accessible. The Trans-Canada Highway is within a five-minute drive; it is a ten-minute drive to the St. John's International Airport, and a twenty-minute drive to downtown St. John's.

Land Area

The land area of Portugal Cove - St. Philip's consists of approximately five thousand nine hundred and seventy hectares (59.7 km²). The land base is characterized by the following attributes:

1. Steep coastline to the west along Conception Bay.
2. Diverse distribution of ponds, streams and brooks.
3. Significant rural area lands and the Blast Hole protected watershed to the north;
4. Windsor Lake watershed and the St. John's airport to the east;
5. Serviced lands within the central area and adjacent southerly locations;
6. Historic community coves within Portugal Cove - St. Philip's.

7. Ferry transportation terminal to Bell Island.
8. Agricultural designated locations within the north and south central areas.
9. Linear patterns of semi and non-serviced residential developments.

The geographical diversity of development patterns within the community has resulted in a relatively low population density. Of the fifteen communities identified in the 2011 Census with a total population greater than five thousand residents, ten municipalities have a larger concentration of residents to land base than Portugal Cove - St. Philip's. Over the past five years, however, the Town's population density has increased from one hundred fourteen to one hundred twenty eight persons per square kilometer.

The challenge for the Town will be to effectively manage and encourage more compact growth and development in a manner that reflects economic realities and efficient use of infrastructure and services, and ensures that the rural character and livability of the community is maintained and enhanced.

Relevant Planning Documents

Portugal Cove – St. Philip's Integrated Community Sustainability Plan (ICSP)

The Portugal Cove - St. Philip's Integrated Community Sustainability Plan (ICSP) is a long-term plan completed and released in 2010 in consultation with community members, to help the community realize sustainability objectives within environmental, cultural, social and economic dimensions of its identity. The purpose of the ICSP is to encourage the development of a healthier, financially responsible and more sustainable community. It also promotes the development of partnerships with government as well as public and private entities to support the growth of sustainable community planning throughout the region.²

The Council priorities outlined in the Town's ICSP include the need to:

1. Develop new recreation facilities.
2. Expand the local business tax base.
3. Improve inter-governmental relations with St. John's.
4. Increase the Town's involvement in providing affordable housing and addressing needs of seniors.
5. Maintain the rural characters of the Town to build a strong sense of community.

The expansion and diversification of the town's economic base was identified as one of the goals under Economic Sustainability, with the completion of an Economic Plan was recommended as an important next step objectives. The Portugal Cove - St. Philip's ICSP identifies five main pillars of sustainability and categories for action in the community:

1. Environment
2. Economy
3. Culture
4. Society
5. Governance

² ICSP Guidelines. Department of Municipal and Intergovernmental Affairs, Government of Newfoundland and Labrador. <http://www.miga.gov.nl.ca/publications/icsp/>. Accessed March 5, 2015.

Environmental Sustainability: consumption, resource use and waste; materials and energy; land, place, and space; water and air; wildlife, habitat, and food; and infrastructure.

Economic Sustainability: production and resourcing; exchange and transfer of resources and goods; accounting and regulation; labour and welfare; and wealth and distribution.

Cultural Sustainability: community identity; tradition and heritage traditional ecological knowledge vernacular architecture and urban form; and memory and meaning.

Social Sustainability: health and well-being of Town residents and community members. This also includes supporting: enquiry and learning initiatives; recreation and active living; and a good quality of life and family.

Governance Sustainability: organization and structure; justice and security representation and negotiation; dialogue and reconciliation; ethics and accountability.

Heritage Report

The Town of Portugal Cove - St. Philip's has a number of heritage sites –in the natural and built environments – that are worthy of protection for the preservation of the Town's unique heritage, for the cultural opportunities that it represents and for the development and expansion of tourism.

The link between culture and tourism is the most visible aspect of the contribution of culture and local development. When tourism is identified as part of an overall development strategy, the identification, protection, and enhancement of natural and built historic resources is vital for any sustainable effort.

Built Heritage of Portugal Cove-St. Philips

One of the most visible forms of heritage is built heritage. It refers to buildings, artifacts, structures and areas that are of historic, aesthetic, architectural or cultural significance. Our built heritage also encompasses natural features in their immediate vicinity such as groves, hills, hillocks, water bodies, open areas, wooded areas, and so on. Every day these elements remind us of historic events and past lives through the built legacy around us.³

Churches

1. The St. Lawrence Anglican Church (steep pitch, gable roofed structure designed by Robert Primer, 1920).
2. Holy Rosary Catholic Church (Initiated by Father Ashley, 1915).
3. St. Philip's Anglican Church (steep pitch, gable roofed structure, 1894).

Houses / Other Structures

1. The King's Room (building used for work related to fishing, constructed in 1790s).
2. Portugal Cove Road home (unaltered, traditional barn house, narrow siding, decorative eaves brackets).
3. United Fisherman's Lodge (located on Thorburn Road; built in 1930 by local fishermen).
4. 25 Belbin's Road (+100 year-old home with mansard roof and timber frame).
5. 148 Thorburn Road (1900 mansard-roofed house with timber frame and eaves brackets).

³ Raja, Tousif. "Cultural Heritage and Its Importance." <http://www.cultivatingculture.com/2013/04/05/the-importance-of-cultural-heritage/>. Accessed: Mar. 3, 2015.

6. The White Property (1800 Irish farmhouse Wexford style on Beachy Cove Road).
7. War Memorial (built in memory of those who lost their lives in the first and second World Wars; first monument built shortly after WWI).

Trails / Lookouts / Landforms/Ocean

1. Goat Cove Trail (once the only connection by land between Portugal Cove and St. Philip's).
2. Root Cellar (1820 root cellar at Murray's Garden Centre, Portugal Cove Road; has been in continuous use since construction).
3. Rubble Walls (not a lot known about structures, but similar structures have been preserved in other areas of province; estimated construction between 1700s and 1900s).
4. Portugal Cove Wharf and Ferry Dock (provided travel to Bay Roberts, Brigus, and Harbour Grace).

Natural Heritage of Portugal Cove-St. Philips

Natural heritage includes all components of our surroundings which have not been created by humans and which are of cultural, aesthetic, spiritual, biological, or ecological value, or could also be of directly usable resource value.⁴

Some examples of Natural Heritage found in Portugal Cove - St. Philip's are listed below:

Trails / Lookouts / Landforms

1. Greyman's Beard (one of most prominent physical features of Town; offers expansive view of Conception Bay).
2. Blast Hole Pond Hill (named after resemblance to holes caused by iron ore mine blasting on Bell Island; provides excellent view of Conception Bay).
3. Portugal Cove Geeze (contains several old gravestones that make up Northern Point Cemetery; located on Northern Point Road).

Ocean Heritage

1. The Tickle (1st Ferry service to Bell Island, 1974).
2. Beachy Cove Beach (secluded beach with beautiful waterfall dropping into sea).

ADA Lands Assessment

The St. John's Urban Region (Agriculture) Development Area was established in 1973 to protect lands of agricultural importance against alternative uses. In 2008 the provincial government undertook a comprehensive review of all agricultural lands to determine their viability with the mandate that lands having little or no agriculture significance due to topography, terrain, accessibility, or ownership may be removed from that designation.

The Report of the St. John's Urban Region (Agriculture) Development Area Review Commission made its Report to the Province in June, 2008. The report was adopted by Government and the recommended changes for deletion of lands came into effect June 7, 2013. The report recommended six changes for the Town of Portugal Cove - St. Philip's.

NOTE: For the "Preliminary Analysis Report of Lands Removed from the ADA," see Appendix D.

⁴ Ibid.

Future Development

A young, growing population has positive implications for residential development and the types of businesses and services with sustainable environmental and other considerations factored into development considerations.⁵

The Town has identified three key sectors for growth:

1. **Agriculture:** Preserving agricultural land and support for local food production was identified by sixty-five percent of the respondents to Northeast Avalon as an important economic issue.
2. **Tourism:** The Town wants to encourage more visitors to visit the community, stay longer and spend more money.
3. **Construction:** The Town hosts a number of construction businesses, and there is demand for growth in this sector. Included in this category would be electrical, plumbing and other types of contractors. Work at the Bull Arm site for the Hebron Oilfield may support growth to the local construction industry.

Key Development Needs

Land Use Policy and Planning

Residential development pressures create challenges that land-use planning can address: the mix of land uses permitted; the Town's ability to service development efficiently in the long term; appropriate phasing of development to reduce the cost of service to sparse development; and the desire to preserve heritage community character. The key to land use policy and planning is to direct growth and development to areas of the community with existing municipal services and adequate capacity to sustain predicted growth.

PlaceBuilder™, in consultation with the Town of Portugal Cove - St. Philip's, has identified a number of policy recommendations pertaining to governance, land use planning, land preservation, visual quality of the town, infrastructure, agriculture, culture/heritage and economic development. These policy recommendations, once adopted, will serve as a starting point for the Town of Portugal Cove - St. Philip's in strengthening an informed, consistent and sustainable approach to manage municipal growth.

The policies are outlined in general accordance with the *PlaceBuilder™* priorities that were discussed at a planning session with the Town. Some recommendations include the development of a Planning Advisory Committee with two council members and one representative each from the business community, a community organization, an environmental group, three citizens at large, and a land developer.

⁵ Portugal Cove – St. Philip's "Our Heritage" text and http://www.pcsp.ca/?Content=Visiting/About_Our_Town/History. Accessed Mar. 3, 2015.

Based on the *PlaceBuilder™* process, Tract Consulting further recommends that the Town:

1. Prepare a new and expanded Council policy, and regulatory, and financial strategies to manage growth.
2. Develop and implement Community Character and Site Development Standards.
3. Draft Alternative Development Standards.
4. Prepare Farmland Preservation standards.
5. Establish a Land Inventory Mix (including the identification and designation of a potential site for a future Town Centre).
6. Identify Tourism Opportunities.

Infrastructure Needs

A range of standards applied to infrastructure development in the past have worked with varying degrees of success. Due in part to inconsistencies in these standards, the economic and visual impacts of current standards is not well understood. PCSP needs to ensure standards create a safe, functional, affordable and attractive community. Advanced planning for roadway and service networks is urgently needed. In some areas street retrofits are needed to slow traffic and enhance pedestrian safety.

STEP 3: GATHER

The *Gather* section of *PlaceBuilder™* directs the Town to a program of need based on identified benchmarks. It compiles and assesses data from the *Listen* and *Take Stock* components and details what needs to be done to advance the Community Plan.

There are two components to the *Gather* process:

1. Develop a Market Focus based on identified themes in the Town.
 - Marketing targets, goals, and a marketing framework.
2. Establish a Community Development model.
 - Policy directions, proposed planning initiatives, the generation of reports based on Town assessments and needs, identifying planning and design needs, and developing a signage and wayfinding program.

Priority Comprehensive Development Scheme Areas

A number of currently serviced comprehensive development scheme areas (CDAs) have been identified. Tract Consulting has assessed these areas and proposes that to manage growth, maximize the use of existing service capacity, and support an enhanced tax base:

1. The Town should focus future development on the CDAs.
2. In these CDAs the Town should add more density per acre of land.

The success of such a strategy is to apply good community design, advanced street network planning, and enhanced neighbourhood amenity planning.

Should the town need to expand into unserved areas, then an alternative form of waste disposal should be employed versus the typical septic system and septic field. As well, a formal water supply assessment for quality and quantity should be completed together with a review of innovative technologies and systems of delivery.

ADA Lands – Future Comprehensive Development Scheme Area

As a component of *PlaceBuilder™*, and at the request of the Town, Tract Consulting assessed the Agricultural Development Area lands that have been released from the ADA zone by the Province. The largest of these areas is located near the centre of the community, close to Neary's Pond, and bisected by Witch Hazel Road.

The findings from *PlaceBuilder™* suggests that the Town consider the entire area in the context of a Comprehensive Development Scheme Area and proposed Development Scheme that is linked to the CDAs in the Neary's Pond area. In addition to identifying lands suitable for development, this work can also identify wetlands and other environmentally sensitive lands and natural features that should be preserved.

Habitat Conservation Area

The Town has two Habitat Conservation Areas, one at Voisey's Brook and the other at Blast Hole Pond. Both conservation areas have been recognized by the Province, and the Town, for their biodiversity. Any development proposed for these areas must respect these environmental sensibilities, be non-intrusive and supported by good planning. Such planning must ensure these sensitive habitats with high biodiversity are not inadvertently impacted by poorly designed development.

APPENIDIX B: POLICY RECOMMENDATIONS

Project Name: Portugal Cove – St. Philip’s PlaceBuilder™ Policy Recommendations

OVERVIEW

The Town of Portugal Cove - St. Philip’s seeks to more effectively manage growth and change within its boundaries. Current demands for residential land developments are creating strain on resources and require comprehensive community planning. This is due in large part to the effects on the local population increase/ infrastructure services/ transportation/ environmental and community services that result from such development. The Town wishes to establish an innovative land use framework and governance strategy to more effectively and positively shape, influence and determine the future character of the community.

The following policy recommendations serve as a starting point for the Town Council of Portugal Cove - St. Philip’s to consider in implementing a potential new municipal direction. The policies are outlined in general accordance with the *PlaceBuilder™* priorities that were discussed at the planning session held on Saturday, 10 May 2014.

GOVERNANCE

Goals and Objectives: It is recommended that Council commence a process— typically performed in conjunction with the annual budget process—of identifying annual, five-year and twenty-year Council and municipal departmental goals and objectives. The resulting list of goals and objectives should be succinct, achievable, and pragmatic. The list should include an assignment of who will be the lead entity responsible for completing the task, when it will be done and how much the specific objective may cost. Semi-annual progress update sessions are required.

Planning Advisory Committee: It is recommended that Council develop a Terms of Reference and pursue formation of a volunteer Council-appointed Planning Advisory Committee to provide input and recommendations to Council on proposed land and building developments. Representation on the committee should not exceed nine individuals, including two Council persons, and possibly one representative from each of the business community, a community organization, an environmental group and land developers as well as three citizens at large.

Council Policy, Regulatory and Financial strategies: It is recommended that the Town prepare new and expanded Council policy, regulatory and financial strategies to manage growth. The

recommended approach is to include preparation of a new municipal plan and development regulations accompanied by a new community vision for the future, both short-term and longer-term land use plan maps. Those plan maps should identify future land use patterns, and an implementation action strategy to achieve tangible planning improvements.

Key elements of an updated municipal direction should include the following components:

1. Revised subdivision development guidelines and standards.
2. Compilation of parkland acquisition strategy that identifies open space properties for future purchase.
3. Drafting of advance street plans to enable the community to become more connected.
4. Identification of the preferred land use mix and development priority for residential development scheme areas.
5. Introduction of new developer-pay financial requirements of development cost charges for infrastructure and community amenities projects.

LAND USE PLANNING

Planning Innovation: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council capture within the proposed Municipal Plan and Development Regulations update:

1. Increasing opportunities for preserving valued environmental, agricultural, watershed, steep slope and heritage lands.
2. Promoting diversity and affordability in housing choices through expanded opportunity for well-designed new residential densities, lot sizes and housing types.
3. Pursuing more connective neighbourhoods through pedestrian trail and mobility circulation options.
4. Introducing new site development standards and provision of parkland requirements.
5. Refining permitted and accessory uses in zone categories and exercising less reliance on discretionary uses.
6. Presenting new site development requirements and opportunities such as for lot frontage and building setbacks.
7. Presenting provisions for cluster zoning, bonus density and seniors' housing.
8. Creating a smart growth checklist to track community building success.

Property Ownership Mapping: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that the Town take steps to compile a comprehensive mapping inventory of all Crown Lands and other land ownership patterns for all property located within, and adjacent to, the Town's Municipal Boundary. Such mapping and ownership information will greatly assist the Town in planning a sustainable community, and in making application to acquire strategic lands for future growth and development as required.

VISUAL QUALITY

Community Character and Site Development Guidelines: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council develop an approach to preserve the rural and natural character of the community. Council should support enhanced site development aesthetics through preparation and application of general design guidelines for sites, buildings, landscape and

signage. Furthermore Council should provide for tree and vegetative planting along streets within new developments. Council should also develop policies for tree and forest mat retention, establishment of steep-slope lands standards, maintenance of tree ridges on hillsides, and protection of significant community and coastal views.

Heritage Preservation: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council, in conjunction with the Heritage Committee, prepare an inventory of local buildings, sites and traditional neighbourhoods of historic and cultural significance. And based on that list Council ought to establish policy guidelines to protect and preserve this character, and to regulate the development of new homes and land uses within and adjacent to recognized locations of important heritage value.

INFRASTRUCTURE

Alternative Development Standards: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council consider a revised engineering approach to address the development and subdivision of land and related infrastructure servicing requirements. This would include but should not be limited to new design standards for street profiles and widths, location of sidewalks and utility corridors, alignment of roads, traffic circulation, storm water management options, hydrological assessment review of existing saturated soils area lands, diversity and quality of open spaces provided through site developments, and expanded parkland choices for varied demographic groups.

AGRICULTURE

Farmland Preservation: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council undertake a soils capability, drainage and farmland inventory assessment to identify valued agricultural lands to designate, preserve, protect and promote.

Community Farming Initiatives: Tract Consulting recommends that Council develop an agricultural and food security policy focus to support efforts to expand and strengthen the local agricultural identity. The policy ought to recognize the importance of maintaining existing farming operations, and explore options for a viable farmer's market, community gardens, accessory agricultural uses, greenhouses and varied farm businesses.

CULTURE/ HERITAGE

Cultural/ Heritage Assets: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council identify, preserve and promote the community's heritage of farming and fishing through continued partnership with the local Heritage Committee, maintenance of historic building forms and landscapes, introduction of historic story-telling opportunities in new public spaces, and strengthening of guidelines to enable new developments and community events to complement existing cultural and historic assets.

Street and Parkland Naming: Based on findings from the *PlaceBuilder™* process, Tract Consulting recommends that Council prepare an historical naming list for streets and parklands based on community pioneers, World War veterans and other significant people who helped build the community. The list might also include names of historic boats and ferries that have served the community.

ECONOMIC DEVELOPMENT

Land Inventory Mix: Based on the results of the *PlaceBuilder™* process, Tract Consulting recommends that Council identify and designate a location of sufficient area with safe and convenient access to facilitate market development of a new Town Centre commercial area. The Town Centre will provide local residents with enhanced retail, office, small business, business hub, personal services and mixed use opportunities close to home. The Centre will also enable the Town to diversify and expand the economic development land use mix within the community to generate business opportunities, increase opportunities for local employment and increase the municipal tax revenue.

Development Corporation: Tract Consulting also recommends that Council continue to explore the feasibility of forming a municipal development corporation. Comprised of Council members, the development corporation would be a catalyst to initiate community economic development project activity.

Home Based Businesses: *PlaceBuilder™* findings led Tract Consulting to recommend that Council eliminate the taxation levy to home occupation businesses in favour of a new bi-annual business license fee, and support a partnership approach of assisting local home-based businesses to expand and prosper through a revised and consultative policy and regulatory framework.

Tourism Opportunities: It is recommended that Council accentuate tourism as an economic development asset and opportunity by identifying options for visitor experience expansion through new planning policies for restaurants, visitor accommodation, gift shops and enhanced public and recreation spaces.

SUMMARY

The Town of Portugal Cove - St. Philip's has tremendous opportunity to shape, manage and measure community growth and diversification. The proposed Policy Statement options represent a strategic framework for Council to consider in moving forward.

APPENDIX C: DEVELOPMENT PROJECT PRELIMINARY COSTS AND IMPACTS

The developments outlined below suggest the capital development costs of Phase 1 projects and the impact on the GDP, employment, etc. For *PlaceBuilder™* we have worked with consulting economists Gardiner Pinfold to develop an economic model for smaller site-specific developments. Over time, with monitoring of the detailed economic impacts, the *PlaceBuilder™* projects can be confirmed and measured.

The majority of the projects listed below are community-wide and have measurable economic impacts, such as the proposed integrated signage and wayfinding system, and those that are the first phase of a larger development plan that set the stage for future larger development, for example, Phase 1, Waterfront Developments at St. Philips.

The focus of the economics to date is to illustrate to the Town and the funding agencies the regional and economic impacts of the developments.

Note: These costs do not include the finances required to support future planning or design initiatives.

SIGNAGE AND WAYFINDING SYSTEM

Project Description: Phase 1

- Priority to gateway and directional signage (incorporate visual identity)
- Integrate informational signage and interpretation with gazes (lookouts)
- On-site promotional signage

Signage is a key community element identified by the *PlaceBuilder™* process. The following family of signs has been identified to complete a comprehensive system for Portugal Cove - St. Philip's. Designs will reinforce "*Inspired Living*" tag line through the use of signage colours and material. An order-of-magnitude cost estimate is provided based on existing information and design intent. Additional concept design and detail will be required to refine costs. Sign quantities are assumed.

SIGN TYPE	DESCRIPTION	Assumed Quantity/ Cost	Phase		
			1	2	3
1. <i>Gateway Primary</i>	Provides unique/differentiating identity at major entrance points to the community.	2 @ 38,500	77,000	N/A	N/A
2. <i>Gateway Secondary</i>	Identity at minor community entrances.	3 @ 26,000	78,000	N/A	N/A
3. <i>Major Attractions</i>	Located at the communities major attractions and facilities such as marinas and major parks. Include wayfinding map of community.	5 @ 23,500	47,000	23,500	23,500
4. <i>Minor Attractions</i>	Smaller version of above. Provides continuity in recognizing all municipal facilities.	5 @ 12,000	12,000	24,000	24,000
5. <i>Directional Finger Sign</i>	Unique directional signs located at key community intersections only. Provides general direction to key attractions.	6 @ 850	1,700	1,700	1,700
6. <i>Interpretive signage</i>	Generally associated with proposed lookouts, viewpoints along trails and cultural facilities.	18 @ 1,200	4,800	8,400	8,400
7. <i>The Path marker - major</i>	Directional signage providing overall path mapping, key destinations.	3 @ 12,000	12,000	12,000	12,000
8. <i>The Path marker - minor</i>	Decision points along trail/directional.	12 @ 400	1,600	1,600	1,600
9. <i>Street Signs</i>		195 @ 110	10,752	10,752	10,752
		<i>Sub-total</i>	244,852	81,952	81,952
		<i>Contingency (20%)</i>	48,970	16,390	16,390
		<i>Phase Total</i>	293,822	98,342	98,342
<i>Project Total</i>			\$490,506		

SCENIC LOOKOUTS, EAST COAST TRAIL HUB, AND NEIGHBOURHOOD PARKS

Project Description

- Install Gazes (lookouts): Portugal Cove, Broad Cove, and Greyman's Beard
- Develop East Coast Trail hub in Portugal Cove, and key links from Portugal Cove to Greyman's Beard and St. Philip's
- Develop conceptual plan for six (6) Neighbourhood Parks in the Town (each park costed at approximately \$300,000 each).

Gazes (Lookouts)

PlaceBuilder™ identified a number of Lookouts (Gazes) that will highlight the unique aspects of Portugal Cove - St. Philip's. In order to further develop Lookouts, an order-of-magnitude cost estimate is provided based on existing information and design intent. Additional concept design and site information will be required to refine costs.

LOOKOUT	DESCRIPTION	ORDER OF MAGNITUDE COST
1. <i>Portugal Cove Community Lookout</i>	Scale: Moderate Access: North point Road / ECT Function: Views to Bell Island and traditional community along North Point Road. Description: Single lookout Materials: Stone, metal and/or glass railing, interpretation	45,000 – 55,000
2. <i>Gray Mans Beard</i>	Scale: Major Access: The Path Function: Dramatic overview of Portugal Cove. Description: Series of connected viewpoints, varying in size, along ridgeline. Materials: Stone, glass railings, some wood decking.	120,000 – 200,000
3. <i>Portugal Cove Roadside Rest Area</i>	Scale: Major Access: Portugal Cove Road Function: Roadside Rest, Views over Harbour and traditional community. Description: parking for 4-5 vehicles, two cantilevered viewing decks. Interpretation. Materials: Stone, glass railings, wood decking, pavers/concrete.	160,000 – 210,000
4. <i>Broad Cove</i>	Scale: Moderate Access: Coady's Road/Lambswood Lane/trail section. Function: St. Philip's Harbour view. Description: Single lookout area with several viewpoints. Material: Granular surface, sections of stone wall.	58,000 – 62,000
<i>Sub-total</i>		383,000 – 527,000
<i>Contingencies</i>		95,750 – 130,000
<i>Total</i>		478,750 – 657,000

THE PATH, TRAIL DEVELOPMENT PRIORITIES AND COSTS

The road between Portugal Cove - St. Philip's was the first road developed in the province. It was initially referred to as "The Path", thus, our suggested name.

Qualifiers:

1. General Structure provide in *PlaceBuilder™* presentation is not yet a comprehensive path master plan. A master plan should be developed and this will affect development priorities.
2. The focus of Path development will be to integrate with and compliment the route of the East Coast Trail through the community.
3. Paths have not been ground truthed for an understanding of the terrain and development opportunities that will affect costing and the level of service to be achieved.
4. Status of property ownership or access agreements to be explored.

Logic for Path Development: There are five logical focal points for path development that currently exist in PCSP with link to the East Coast trail:

1. St. Philip's historic village.
2. Portugal Cove historic village and hills.
3. Rainbow Gulley Park.
4. Voisey's Park.
5. Blast Hole Ponds (work at Blast Hole Pond should be undertaken with a private developer of mountain bike course and in concert with the East Coast Trail)

General strategy:

1. Path development be focused on the first four of these destinations initially.
2. Gradually spread outward to link these into a network.
3. Develop finer scale linkages within the network.
4. Four focal points may provide a reasonable equitable distribution of path development within the community.

Further suggest that:

1. Path development where pedestrian safety issues exist be moved ahead in the priorities for development.
2. Development include a mixture of hiking experiences and transportation routes.
3. All development complement the East Coast Trail.
4. New developments construct paths as a part of land development to achieve linkages and a level of service set out by the Town in the path master plan (this may require adjustments to the Town's subdivision development regulations).

Criteria for deciding sequence of Path Construction:

Community Support:

1. Strong community (resident & business) support for early construction
2. Project partners in-place
3. Support of the East Coast Trail

Funding agency support

Technical Feasibility

1. Significant pool of potential path users (residents and visitors)
2. High connectivity to existing paths and attractions
3. Necessary property access agreements or ownership in-place
4. Resolves an important pedestrian or cyclist safety issue
5. Ease of construction: economic, ecological, social and visual impacts.

Suggested Priority Path Projects 2015

- \$349,120 + six neighbourhood parks at \$300,000.00 each = \$2,149,120.00

Path Master Plan: \$40,000

1. Confirm path network
2. Implementation plan: (phasing & order of magnitude costing)
3. Ground truth & cost high priority path segments
4. \$40,000 depending upon exact scope of work

Greyman's Beard Path: Phase 1: \$107,870.

1. Flagship project to generate positive feedback.
2. Uses portion of ECT proposed right of way.
3. Western Gully Road to Greyman's Beard 750 metres
4. Target design: 2.0 metres wide gravel path, as free of barriers as possible.
5. Street side parking depending upon property ownership.
6. Coordinate with East Coast Trail Association.
7. Gravel parking lot 15 cars: \$42,000 extra, not including property acquisition.
8. Lookout and signage priced separately.
9. Hiking trail from lookout to Portugal Cove appears to have been sited by East Coast Trail Association.
10. Path upgrading: \$93,800.
11. Planning & design (15 percent) \$14,070.

Broad Cove River Path: Phase 1: \$201,250.

1. Phase 1: Rainbow Gulley Park to Dogberry Hill Road 700 metres.
2. Target design 3.0 m + gravel surface active transportation route to serve park and new school.
3. Path construction: \$175,000.
4. Planning & design (15 percent) \$26,250.
5. Future sections to continue to St. Philip's Marina.

Costing Assumptions

1. Costs based upon parametric values for path construction: no site investigation undertaken.
2. Costs include basic site furnishings and work required to create gravel path base.
3. Land acquisition, utility relocations, major bridges, signage, lighting, lookout development, parking areas all extra.
4. Price for overall network of forty-six kilometre trail needs to be confirmed. Current cost reflects priority trails and six proposed neighbourhood parks.

PRIORITY DEVELOPMENTS: ECONOMIC IMPACTS

ST. PHILIP’S MARINA, PHASE 1

Economic Impacts

Total Construction Impacts

- GDP \$ 513, 000
- Jobs: 6

Annual Operating Impacts

- GDP \$165, 000
- Jobs: 2 full-time equivalents (35 direct seasonal)

Tourism (non-resident NL)

- GDP \$31, 000
- Jobs: 1 full-time equivalent

FARMERS’ MARKET AND BAKERY IMPACTS

Economic Impacts

Total Construction Impacts

- GDP \$232, 000
- Jobs: 3

Annual Operating Impacts

- GDP \$136, 000
- Jobs: 2 full-time equivalents

Tourism (non-resident NL)

- GDP \$23, 000
- Jobs: 1 full-time equivalent

BLAST HOLE POND, MOUNTAIN BIKE PARK

Phase 1: Development Costs

Mountain Bike Facility – 1250 sq. m x \$32 sq. m	\$4, 000, 000
– Trails and Amenities	\$1, 000, 000
Hiking East Coast Trail – 3.4 km x \$40G/km	\$ 136, 000
– Remote Camping	\$ 25, 000
Total	\$ 5, 161, 000

SUMMARY OF PROJECT COSTS

Signage\$ 500, 000
Lookouts\$ 657, 000
Trails and Neighbourhood Parks.	\$ 2, 149, 120
St. Philip’s Marina\$ 635, 000
Farmers’ Market\$ 161, 000
Mountain Bike Park, Trails	\$ 5, 161, 000

SUMMARY OF TOTAL ECONOMIC IMPACTS

Total Construction Impacts

GDP \$4.3 million
Jobs created: 47

Annual Operating Impacts

GDP \$671, 000
Job created: 9 full-time equivalents (35 direct seasonal)

Tourism (non-resident NL)

GDP \$80, 000
Jobs created: 3 full-time equivalents

APPENDIX D: AGRICULTURAL DEVELOPMENT AREAS

OVERVIEW

The St. John's Urban Region (Agriculture) Development Area was established in 1973 to protect lands of agricultural importance against alternative uses. In 2008, the provincial government commissioned Felix Collins, a Member of the House of Assembly, to undertake a comprehensive review of all agricultural lands to determine the viability of these lands with the mandate that lands having little or no agriculture significance due to its topography, terrain, accessibility and ownership may be removed from agricultural designation.

The Report of the St. John's Urban Region (Agriculture) Development Area Review Commission made its Report to the provincial government in June, 2008. The Report was adopted by Government and the recommended changes for deletion of lands came into effect on June 7, 2013. The report recommended six changes for the Town of Portugal Cove - St. Philip's.

For an analysis of potential uses for the former ADA Lands Tract Consulting engaged professional planners, Reg Garland and Cliff Johnston, to undertake a preliminary study of the potential land uses of the six areas of land in Portugal Cove – St. Philips which have been removed from the boundaries of the St. John's Agriculture Development Area. Their analysis, which includes a listing of the development strengths and challenges of each of the areas, along with a list of the potential range of land uses and recommended best options for each area, is outlined in the table and text below. Please note that is an initial planning analysis. It does not include a detailed topographic analysis, a review of property ownership or a market evaluation.

BACKGROUND

Portugal Cove - St. Philip's is one of fifteen towns and cities forming the St. John's Urban Region. The intent of the Portugal Cove - St. Philip's Municipal Plan and Development Regulations, like other municipality's plans in the region, is to administer land use controls and ensure that development proceeds in such a way that particular lands are protected from the negative impacts of incompatible land uses.

The St. John's region is experiencing tremendous growth, which is creating enormous pressure on the existing agricultural land. The St. John's Agriculture Development Area (ADA) is a provincial interest,

and the Town, like all municipalities in the region, is required to incorporate the policies and land use zones of the ADA into its Municipal Plan and Development Regulations.

Unlike the Town's other land use zones, the areas within the ADA cannot be rezoned through amendments to development regulations. The ADA zone was legislated in 1978 under the Lands Act as a Special Management Area. As legislated by Cabinet, the zone is subject to a periodic review of its boundaries. These reviews (1993 and 2008) help ensure that lands of agricultural importance are protected under this legislation and cannot be changed, except through a mandated provincial review.

OBJECTIVES OF THE ADA

The St. John's Urban Region (Agriculture) Development Area has four objectives:

1. To protect the agricultural land base by controlling development which would destroy the arable land base or result in land use conflicts with agricultural activity.
2. To minimize land speculation, thereby allowing farmers to plan for the long term operation of their farms.
3. To control land fragmentation to ensure that properties remain large enough that they can be efficiently used for agricultural purposes.
4. To provide an environment that will stabilize the farm community, encourage farm expansion and promote the growth of the industry.

ADA CHANGES FOR PORTUGAL COVE-ST. PHILIP'S

Historically, Portugal Cove - St. Philip's had a number of livestock and poultry operations along with forage areas off Windsor Heights and Indian Meal Line. There were large hog operations, including the swine breeding station, two large layer farms, pullet production, and an egg grading station, several large dairy farms, two greenhouse operations and a number of smaller livestock farmers.

The Agricultural Zone was established in these areas primarily to create buffer zones around these livestock and poultry operations and to protect productive farmlands in the area. In the past fifteen years, all of the livestock and poultry operations have closed or relocated outside the St. John's ADA as well as the egg grading station and government's swine breeding station. Only the forage areas off Windsor Heights and Indian meal Line are still in use. Except for the two greenhouse operations and one small, recently established, organic farming operation off Witch Hazel Road, all agricultural activity in the area of Old Broad Cove Road, Beachy Cove Road, Witch Hazel Road and Neary's Pond Road-Round Pond Road has ceased. And an increasing number of new residences in the area has changed the character from rural to semi-urban.

Change No. 1

The deletion of approximately 9.8 acres (4 ha), to the rear of Olympic Drive, Princeton Place and Pratt Place that has existing residential development on the south side of Indian Meal Line.

Characteristics of Area 1:

- This area is situated between the Pratt Place residential area and a water supply area with a series of deep wells and a pump house supplying a portion of the residential area with drinking water.

- The deletion will not further adversely affect a commercial farming operation located uphill from the residential area.
- This area is considered to have severe limitations for agriculture.

Change No. 2

The deletion of approximately 179 acres (72.5 ha), north of Indian Meal Line.

Characteristics of Area 2:

1. This area has been used for farming in the past but all farming operations in the area have now ceased, except for a small area which forms part of a nursery sod growing operation of which the main part of the operation is located outside of the Agricultural Zone.
2. About forty acres (16.2 ha), of the total one hundred seventy nine acres, are considered arable with moderate limitations of which less than one-quarter was developed for agriculture. The remainder of the area is considered to have severe limitations for agriculture.

Change No. 3

The deletion of approximately 4.6 acres (1.8 ha) of land south of Indian Meal Line.

Characteristics of Area 3:

1. Private property with most of its land parcel located outside the Agricultural Zone and affecting only a small corner of the Zone.
2. The frontage along Indian Meal Line has existing residential development.
3. The majority of the land is considered to have severe limitations for agriculture.
4. Deletion of this area will have minimal impact on existing agricultural operations. A 200-300 metre wooded buffer exists between the area and the nearest farm field.

Change No. 4

The deletion of approximately 74.5 acres (30 ha), north of Portugal Cove Road and immediately west of the Windsor Heights residential area.

Characteristics of Area 4:

1. Extensive residential development in Windsor Heights has encroached on this part of the Agricultural Zone.
2. Impact of the deletion of this area on the neighbouring former provincial swine breeding station is thought to be minimal. The parcel between this area and the Station is considered an adequate buffer. Parts of the station are presently used for nursery sod production only. There is no expectation that the station will ever be used again as a livestock operation.
3. None of the area has ever been developed for agricultural production, although twenty-five acres near the frontage of the area has land considered to be arable with moderate limitations. The remaining fifty acres of backland is considered to have severe limitations for agriculture, is unsuitable or bog land.

Change No. 5

The deletion of approximately eight hundred eight acres (three hundred twenty-seven hectares), west of Portugal Cove Road, between Old Broad Cove Road, Beachy Cove Road, Beachy Cove Brook and Pond and Neary's Pond Road and Round Pond Road, with the exception of an area on both sides of Witch Hazel Road starting at a point where Witch Hazel Road crosses a tributary of Beachy Cove Brook and continuing west for approximately seven hundred metres.

Characteristics of Area 5:

1. The area where the Agricultural Zone is to be maintained and which extends from sixty metres along the southeast side of Witch Hazel Road to Beachy Cove Brook and Pond northwest of the road will protect Bickerstaffe Farms and Nurseries and a small organic farm from encroachment of residential development.
2. Twenty-four individuals and groups requested to have two hundred forty acres (ninety-seven hectares) of privately owned land excluded from this part of the Agricultural Zone. This includes approximately eighty acres (32.4 ha) of land which were part of a hog and layer operations (now closed) and a small parcel of land occupied by the former egg grading station. These are two agricultural operations which have closed out or have relocated since the last review of the Agricultural Zone in 1993.
3. The current boundaries of the Agricultural Zone in this area were established primarily as protective buffers around those operations which are now no longer active.
4. Of the approximately eight hundred eight acres (three hundred twenty-seven hectares), about one hundred eighty-five acres (seventy-five hectares) are considered arable with moderate limitations. The remainder of the area of about six hundred twenty-five acres (two hundred fifty hectares) are considered to have severe limitations or are unsuitable for agriculture.

Change No. 6

- This area has been identified by the City of St. John's as being within the watershed area of Windsor Lake. Agricultural activities are not appropriate in watershed areas. Portugal Cove St. Philips Municipal Plan

The Town is considering an amendment to its Municipal and Development Regulations to incorporate some of the changes recommended by the St. John's Urban Region (Agriculture) Development Area Review Commission. Specifically, the Town has identified areas with potential for residential development on or near existing streets.

The Portugal Cove St. Philips Development Regulations amendment proposes to:

1. Re-zone three small areas of land located near Old Broad Cove West from Agriculture to Residential Medium Density.
2. Re-zone land near Witch Hazel Road, Neary's Pond Road and Pratt Place from Agriculture to Residential Low Density.
3. Re-zone the north side of Neary's Pond Road and a small portion of the south side, near the intersection with Portugal Cove Road, from Residential Infill to Residential Medium Density.
4. Rezone the south side of Neary's Pond Road that has obtained services from Agriculture

to Residential Medium Density (NOTE: The first section of Neary's Pond Road is fully serviced but this is not reflected on the Land Use Zone Map).

5. Rezone a section further along on the south side of Neary's Pond Road from Agriculture to Residential Low Density and Residential Rural.
6. Re-zone two areas at the intersection of Old Broad Cove Road with Witch Hazel Road and Jonathan Place from Agriculture to Mixed Development to reflect existing and proposed development.
7. Re-zone a small area at the intersection of Portugal Cove Road with Neary's Pond Road from Rural Residential to Mixed Development.

Range of Potential Future Land Uses										
ADA Areas	Location	Size	Characteristics	Positives	Negatives	Res	Com	Rec	Open Space	Best Options
Area 1	Rear of Olympic Drive, Princeton Place and Pratt Place	4 ha	Unsuitable for Agriculture	Near existing streets and residential	Steep slopes	Yes	No	No	Yes	Potential for residential development on well and septic systems
Area 2	Land north of Indian Meal Line	73 ha	History of some farming in the past, no current farming operations	Near existing streets. Elevations provide scenic vistas	Steep slopes	Yes	No	Yes	Yes	Potential for residential development on well and septic systems and community gardens associated with new homes
Area 3	Land south of Indian Meal Line	2 ha	Private property with most land located outside of the ADA. Land is unsuitable for agriculture	Frontage on Indian Meal Line	Steep slopes	Yes	No	No	Yes	Adjacent lands have existing frontage on Indian Meal Line. Remain as Open Space
ADA Areas	Location	Size	Characteristics	Positives	Negatives	Res	Com	Rec	Open Space	Best Options

Area 4	Land north of Portugal Cove Road and east of Windsor Heights	30 ha	Near the former Swine Breeding Station. 10 ha considered as frontage and arable. Backland is unsuitable for agriculture, or bog land.	Topography suitable for		Yes	Yes	Yes	Yes	Potential for residential development with associated community gardens/ greenhouses. It is suggested a comprehensive development plan be prepared for this area.
Area 5	Land west of Portugal Cove Road between Old Broad Cove Road, Beachy Cove Brook	327 ha	Some privately owned land unsuitable for agriculture.	Areas near Portugal Cove Road possibly suitable for commercial	Witch Hazel Road area has steep slopes	Yes	Yes	Yes	Yes	The large area provides an opportunity for a comprehensive planned approach for a mixture of land uses including use of arable lands for farming and horticultural uses.
Area 6	Land west of Portugal Cove Road and adjacent to Windsor Lake	8 ha	Land is located within the Windsor Lake Watershed	None	Land is located in the Windsor Lake	No	No	No	Yes	Should be rezoned to an open space/ restricted zone

NOTE:

Area 5 is large area of land and the area is appropriate for a number of land use types and that some parts of the area are best left undeveloped. It is recommended that a Comprehensive Land Use Development Plan be prepared for the proposed future development of Area 5.

Area 6 is located in the Windsor Lake Watershed and cannot be considered for development.

RECOMMENDATIONS

Areas 1 and 2 have limitations to future residential development. Area 1 is small and could allow for road frontage development and has been identified for re-zoning Agriculture to Residential Medium Density as part of Development Regulations Amendment No. 54.

Area 3 is a small area of land next to the boundary with the Town of Torbay with frontage on Indian Meal Line. It is believed to be private property with little potential and should remain as open space.

Area 4 is east of Windsor Heights. It has good potential for residential development, perhaps incorporated with opportunities for community gardens and greenhouses. Tract Consulting recommends a comprehensive development plan be prepared for this area that could also review the issue of potential vehicle access to the area.

Area 5 is the largest area containing three hundred twenty seven hectares. The Town has made decisions on road frontages to allow residential development as part of Development Regulations Amendment No. 54. The area could contain a mix of different land uses such as Recreation/RV Park with the areas near Portugal Cove Road being suitable for possible commercial development or a small town centre.

The large size provides an opportunity for a comprehensive planned approach for a mixture of land uses including use of arable lands for farming and horticulture. Tract Consulting recommends that a comprehensive development scheme be prepared for Area 5.

Area 6 is located within the Windsor Lake Watershed. This area should be re-zoned to watershed, open space or restricted development zone.

APPENDIX E. MARKETING PLAN

THE MARKETING VISION

The vision for Portugal Cove - St. Philip's (PCSP) marketing is to grow the Town's brand from the inside out and underscore the reasons why residents ought to "be inspired by who you are and where you live." Based on the newly created positioning – *Inspired Living* – activity over the first year will primarily focus on internal marketing initiatives based on the fact that there are strong positive connections between citizens' attachment to their community and the area's economic growth and success.⁶ While a great deal of that community pride already exists in PCSP, strategies are being proposed for the Town to further celebrate its heritage, culture and way of life and move further along the path to an increasingly successful visitor economy.

Achieving this feeling of pride from within will also help motivate residents to be active shareholders of PCSP's proposed development projects described in the body of this Community Work Plan (*PlaceBuilder™*). One of the most critical decisions in this brand positioning is how best and when to introduce the marketing for PCSP to its residents. Regardless of the stage or the pace of community development, their need for transparent communications and a sense of belonging is consistent. They need to see themselves and the community of which they are so proud, consistently reflected in the messaging. A buy in by the residents will provide an unwavering stronghold for the *Inspired Living* brand position as the town builds on the energy of change.

⁶ KnightSoul of the Community 2010 - Knight Foundation

ABOUT THIS MARKETING PLAN

Without much proactive development planning PCSP is, from many accounts, a success story. It has significant economic and demographic indicators such as population growth, employment, household income, housing starts, self-reliance, and education that make it a leader in the region and in the province. With an estimated population of eight thousand residents,⁷ PCSP is at an important crossroad. It must consider a future that includes major commercial, tourism and environmental infrastructure development projects. The planning phase for such development is an opportunity for the Town to reflect on where it has been, where it is now and prepare for its future development and growth.

This Marketing Plan provides a road map and action plan that aligns with the necessary development planning. It outlines guiding principles for internal communications and identifies strategic priorities for citizen engagement, visitor attraction and economic growth. In preparing this Marketing Plan the following sources of information were used:

1. PCSP - Website
2. PCSP - Draft 5 Year Strategic Economic Plan, 2011
3. PCSP - Municipal Plan 2014-2024
4. PCSP - *PlaceBuilder™* – Community Work Plan
5. PCSP - Demographic & Expenditure Report – November 2014
6. PCSP - Inspired Living – Draft Community Profile Document
7. PCSP - Our Heritage (document prepared by the Heritage Committee)
8. Stats Canada Website
9. City of St. John's – 2011 Tourism Indicators
10. Population Projections for the City of St. John's (prepared by the Economic and Statistics Branch, Department of Finance, Government of NL)

The plan structure is as follows:



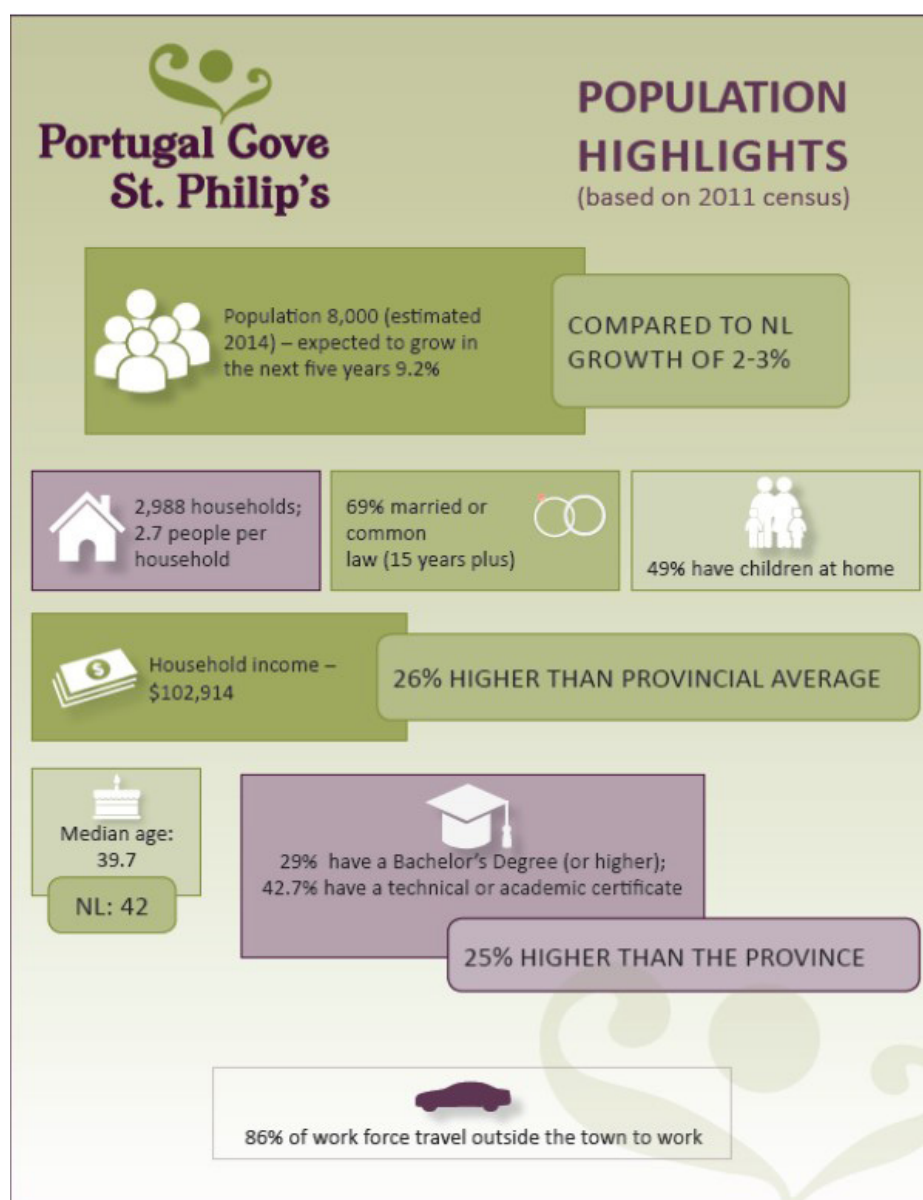
⁷ Demographics & Expenditure Report, PCSP 2014

PORTUGAL COVE - ST. PHILIP'S QUICK FACTS

The Place

In 1992 the towns of Portugal Cove and St. Philip's amalgamated to become one of the largest municipalities in Newfoundland and Labrador (NL), spreading over fifty-seven square kilometres. It borders the City of St. John's on the east and the Town of Paradise to the west. With eighty-five percent of its working population traveling outside of the Town to work and with very limited commercial offerings, PCSP could be defined as a commuter town. Research during the *PlaceBuilder™* process confirmed that the rural environment and rich culture are main attractions for residents, as are the easily accessible amenities that have a positive impact on the quality of life in the community. The TransCanada Highway is within a five-minute drive; it is a fifteen-minute drive to the St. John's international airport and a twenty to twenty-five minute drive to downtown St. John's.

The People



The History and Heritage

Although newly created through amalgamation, the Town of PCSP embodies a unique identity founded on its distinctive history and heritage rich with unique stories and experiences.

PCSP traces its history to the 1500s when Gasper Corte Real, a Portuguese explorer, dropped anchor here and came ashore to bury two of his crew who had died at sea. Permanent settlers from England began claiming land in the area more than two hundred years ago. In 1831, PCSP constructed the first functioning road in NL to provide easier access to and from St. John's. However, despite this commerce with what is now the capital city, Portugal Cove - St. Philip's has maintained a rich culture and rural charm. And PCSP's rich heritage provides a strong mainstay for tourism growth.

While the Town has limited built tourist attractions, it does have outstanding features of historical and natural heritage such as cultural landscapes, trails and lookouts; unique and environmentally sensitive areas; old standing churches and cemeteries; historical events such as the World War II German U-Boat attack between Portugal Cove and Bell Island (more details below); its fishing and maritime heritage; and local family history.

Planning is underway for a town archives and museum and the active Heritage Committee is in the midst of an oral history project.

Every year PCSP celebrates its maritime past with two special events: the Portugal Cove - St. Philip's Festival and Regatta, and the Portugal Cove - St. Philip's End of Season Regatta.

The Visitors

There are limited statistics on the number of people who visit PCSP. However, tourism indicators for St. John's provide the following relevant statistics:

1. .13 million visitors in 2011; with a total visitor spend of \$363 million.⁸
2. Sixty-six percent (seven hundred and forty-four thousand) of these visitors were residents of NL, four hundred fifty four thousand are considered 'day-trippers' (not an overnight stay)
3. Thirty-four percent were non-resident (out of province) visitors

The Businesses

With a total of one hundred thirty one businesses registered in the Town, only four percent of Town revenue comes from business tax. The top three sectors include construction special trade (12.2 percent of the 131 businesses); building construction general contractors (9.2 percent) and agriculture (6.1 percent). With limited commercial offerings in PCSP to serve the eight thousand residents, they spend money elsewhere. The Town is considering options for a mixed-use commercial centre to meet local needs, reduce outflow of disposable income, create employment, and improve the residential/commercial tax split.

⁸ City of St. John's – 2011 Tourism Indicators

DEVELOPMENT PLANNING SITUATIONAL ANALYSIS

Portugal Cove - St. Philip's is in planning mode for many big projects.

The Town of Portugal Cove - St. Philip's (PCSP) in partnership with Tract Consulting has ventured into a community development project known as *PlaceBuilder™*. Developed by Tract Consulting, *PlaceBuilder™* involves the trademarked process that resulted in the creation of a Community Work Plan. Together these documents comprise a master plan that identifies and prioritizes the needs and ambitions of the community and lays out the process for projects required to transform these shared intangible values into tangible assets and products. Varying in scale, investment, industry and timelines, the projects identified by following the *PlaceBuilder™* model incorporate development recommendations that are carefully aligned with the formally adopted vision for PCSP:

The Town of Portugal Cove - St. Philip's aspires to be a sustainable and complete community, offering residents and visitors access to connected and safe neighbourhoods, natural open spaces, agricultural lands and soaring coastlines. A vibrant heritage combined with increased economic opportunities will create a preferred place for people to live and grow, to be close to work, to pursue recreation, to invest and to visit.

This Marketing Plan has been developed at a pivotal point in the Community Work Plan (*PlaceBuilder™*) project. This Marketing Plan identifies shorter-term objectives and strategies to kick-start some of the opportunities identified through this process.

The following highlights recommendations from the Community Work Plan (*PlaceBuilder™*) that are relevant to marketing the community. These are identified to help set the stage for understanding the Town's vision for growth and development.

1. Development of *Inspired Living* Campaign as umbrella concept for all marketing communications.
2. Development and/or enhancement of community infrastructure and environment:
 - Advanced street and pathway system – for managing future growth and aesthetic appeal.
 - New and 'on brand' signage and way finding.
3. Development and/or enhancement of community and visitor focused attractions:
 - Parks, lookouts.
 - Neary's Pond Park:
 - RV Park, swimming, picnic area, bike trail linkages.
 - Voisey's Park:
 - Water based recreation facility at Millers Pond, to integrate habitat conservation area and trail links.
 - Lookouts: Gaze in Portugal Cove, Broad Cove, Greyman's Beard.
 - Parks: four new neighbourhood parks.
 - Waterfront:
 - St. Philips Marina – to integrate beach walk, F&B, etc.

- Trails:
 - In association with East Coast Trail (ECT), develop priority trail linking Portugal Cove to Greyman's Beard.
- Trail link – St. Philip's Marina to Rainbow Gully.
 - Mountain Bike Facility – located at Blast Hole Pond:
 - In partnership with the Province and City of St. John's (possible location for the 2021 Canada Games) – design and develop a state of the art facility integrating a Nature Learning Centre.
- Farmers Market:
 - In association with Tilt House Bakery.
- Agriculture Opportunities (organic, 'access to agricultural lands' mandate and vision from the community):
 - In partnership with the Government of NL, develop Near Urban Agriculture breadbasket for the region, expanding current industry strengths and unique opportunities for growth (USPs in region).
- World War II Tourism Product Development:
 - Seventy-fifth (2017) war end anniversary.
 - Ongoing development of prominence the region had in World War II – including the fact that it was the only place in North America where shots were exchanged.
- 4. Commercial development:
 - Town Centre - lifestyle centre, grocery/select retail, Town Administration, residential and potential office space.
 - Real estate and market valuations study to be completed, with proposed locations: (i) Portugal Cove Road at Broad Cove Road (ii) Rainbow Gully at Thorburn Road.

MARKETING PLAN FRAMEWORK

This Marketing Plan will focus on developing, solidifying, sharing and expressing ‘brand PCSP’. The aim is to listen carefully and respond to feedback in order to understand and reflect the organic positioning already existing among residents, and formally express its essence visually and through planned tactics. It is important to establish local buy-in first, creating a foundation of solidarity that goes beyond just wanting the community to feel in the loop. The community pride, strong sense of place and unwavering point of view that residents have on PCSP’s development plans are underpinning values that help formulate the brand positioning - *Inspired Living*.

More than anything, the people of PCSP are integral to the brand and have a key role in moving it forward. Marketing efforts must appeal to residents. They are open to positive messages about their town and are most likely audience to be attracted to local events, to support local business growth, to shop in the community and, through word of mouth and social media, to promote the place they live to other people.

Residents already believe that PCSP is an outstanding place to live, visit, work and do business. But they do not always know how diverse those offerings. That presents an opportunity for marketing. Building on the primary internal engagement objectives, we will also start the conversation and outline considerations for growing tourism, driving residential and business growth.

The framework of this Marketing Plan is based on answering the following questions:

1. **Target Market:** What people? Who do we want to reach?
2. **SWOT Analysis:** What are our strengths?
3. **Messaging Strategy:** Based on our strengths, what do we want to tell them?
4. **Objectives:** What are we trying to achieve?
5. **Tactics:** How do we tell them what we want to tell them?

WHO DO WE WANT TO REACH: TARGET AUDIENCE

1. Residents

- People who live in PCSC
- People who work in PCSP
- People who work for the Town

2. Visitors

- St. John’s residents
- People visiting St. John’s
- Tourism industry

3. New Residents

- Newfoundlanders and Labradorians working and/or living outside the province and considering options for moving home.
- Anyone on the move looking at options to live outside of St. John’s

4. Businesses

- Existing PCSP businesses
- Entrepreneurs in the community looking to set up a business
- 50+ market – looking for a great place to live and work
- Target specific industry opportunities

ASSESSING OUR STRENGTHS & CHALLENGES:

SWOT analysis for developing messaging strategy

To narrow our messaging focus, it is important to highlight the strengths, weaknesses, opportunities and threats for living, visiting and for doing business in PCSP. It is a narrowed list, based on relevance to marketing planning.

	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
LIVING	<ul style="list-style-type: none"> • Close to St. John's but in a rural/country setting • Ocean views, lot's of space • Peaceful quiet neighbourhoods • Great value • Culturally vibrant, rich in history and culture • Welcome community • Safe 	<ul style="list-style-type: none"> • Limited shopping - have to leave to buy groceries • Roads are getting congested with residential growth • Unsure about future planning/commercial project • No real 'main street' or town hub 	<ul style="list-style-type: none"> • Building new community infrastructure to include a Town Centre • Small business startups, work from home • Strengthen attachment and build pride • Develop tourism product • Develop agriculture industry as unique point of difference 	<ul style="list-style-type: none"> • Development growth with no strategy or alignment to Town values • The community's reliance on St. John's
VISITING	<ul style="list-style-type: none"> • Close to St. John's... easy to get to for day trips • Close to Bell Island (for integrated itinerary) • WWII history • Walking trails • Ocean views • Can be 'around the bay' in 10 minutes 	<ul style="list-style-type: none"> • Limited places to stay or eat • Limited awareness of hiking trails, historical features, beaches • Limited organized tourism product 	<ul style="list-style-type: none"> • Reach captive St. John's market • Reach tourists going to Bell Island • Promote things to do • Develop things to do (product development) • Develop tourism / service culture • Develop events that you can become known for 	<ul style="list-style-type: none"> • Unrealized potential for the things you can promote now • Other towns in the area continue to grow their tourism offer
BUSINESS	<ul style="list-style-type: none"> • Close to St. John's (airport, infrastructure) • Tax offers/breaks • Niche industries - sectors that can be strengthened • Land/space 	<ul style="list-style-type: none"> • Significant competition in St. John's • Land availability 	<ul style="list-style-type: none"> • Grow existing businesses • Promote new business start ups • Help match entrepreneurs with identified opportunities for growth 	<ul style="list-style-type: none"> • No economic diversity • Fear of growth, that could hold the community back

MESSAGING STRATEGY

1. Residents

- People who live in PCSC
- People who work in PCSP
- People who work for the Town

Key Messaging Strategy

- *Inspired Living* is something we all own (it is our positioning); make it relevant to all residents.
- Committed to a mainstay of heritage, history and natural beauty; PCSP is a community on the move that welcomes planned growth and ‘on brand’ commercial development.
- Support local whenever possible.
- Events taking place in PCSP are ‘my’ events.
- New website is the central hub for everything ‘I need to know.’

2. Visitors

- St. John’s residents
- People visiting St. John’s
- Tourism industry

Key Messaging Strategy

- Awareness: What’s happening there? What’s on offer?
- Promotion of natural attractions of PCSP.
- A place to bring Visiting Friends and Family (VFF) – a taste of a rural experience yet close to St. John’s (be on everyone’s nickel tour); in fifteen minutes you can experience the most amazing hiking...scenery ... fish and chips etc.
- Build awareness with industry partners – Tourism NL; Destination St. John’s; private tour operators, etc.

3. New Residents

- Newfoundlanders and Labradorians working and/or living outside the province and considering options for moving home.
- Anyone on the move looking at options to live outside of St. John’s
-

Key Messaging Strategy

- Awareness – what’s for sale?
- It’s easy to get land, find builders – ease of entry.
- Build key messaging around *Inspired Living* and its unique selling points.

4. New Residents

- Existing PCSC businesses
- Entrepreneurs in the community looking to set up a business
- Target specific industry opportunities

Key Messaging Strategy

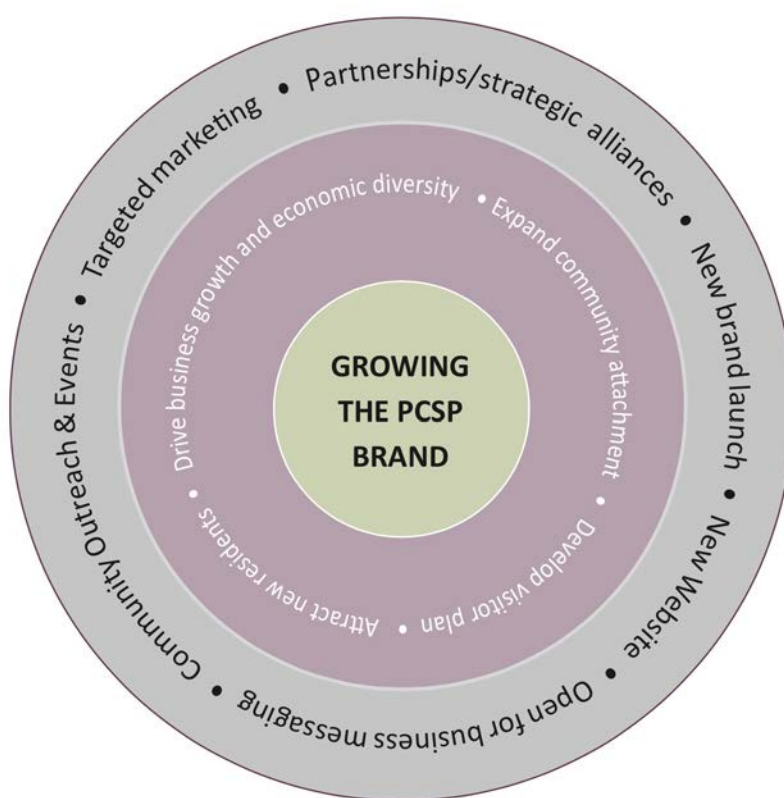
- There’s a lot of Town support; tax incentives, etc.
- Ease of entry....easy to get up and running.
- Updates on development plans.

2015 MARKETING GOALS

We will focus on the following four key objectives to grow the PCSP brand:

1. Expand the community's attachment to where they live.
2. Develop a visitor plan to grow domestic tourism and accelerate PCSP's longer-term vision to be a true tourism destination.
3. Drive economic growth and diversity.
4. Attract new residents to PCSP.

The following Strategic Priorities, Tactics and Action Plans support these objectives. Summarized in this roadmap graphic, the proposed actions are connected and together will drive overall growth for PCSP.



Overview of Marketing Plan Road Map

STRATEGIC PRIORITY #1: DEVELOP THE PCSP BRAND

Why this is a priority ?

It is no accident that brands like Apple, Nike, Tim Horton's, Walt Disney, and Toyota perform so well. Having a strong brand is a purpose-driven and methodical process to create customer loyalty. Companies invest a great deal of money and resources in creating a bond with their consumers. Notwithstanding their product strength (which most of them have of course), these companies work hard to communicate what makes them unique and to show the benefits derived from their products and services. They strive to create trust, loyalty, confidence and product expectations. Their branding goals are very clear. They want their customers to instinctively remember their products each time they make a purchase choice.

Branding a community is similar to the methodology for corporate branding (think Big Apple). While not in the business of selling running shoes, computers or soft drinks – PCSP is in the business of establishing itself as an inspired place to live, work and visit. Having a well-understood brand that is developed on the foundation of PCSP's values is important for long-term vitality and viability.

The *Inspired Living* brand will help align people's perceptions about PCSP, and give you the opportunity to say what you want to say about your town, reducing the risk of external audiences making decisions about PCSP through chance encounters and random hearsay.

The brand strategy sets the theme and tone that breathes life into the brand by accurately reflects PCSP's personality in a memorable and attractive way. The method to do this is to take the positive perceptions and understanding that already exist among residents, and formally express its essence visually and through planned tactics.

It is important to remember the qualifiers in developing the brand strategy:

- **Relevant** – why will your target audience care?
- **Different** – are you certain that it's not saying the same as (or could be confused with) another community?
- **Sustainable** – is this truly who you are and who you want to be?

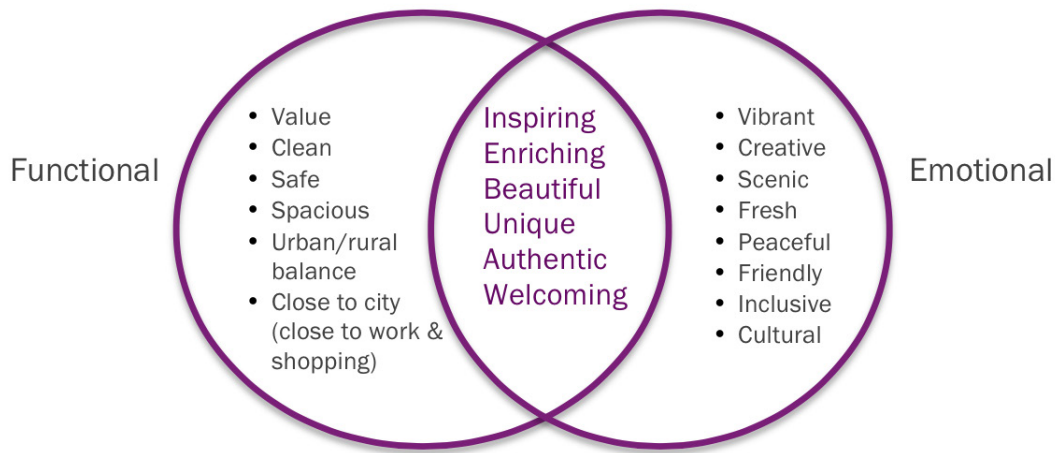
Goals for developing the PCSP brand

1. Solidify a unified voice for the Town and streamline all integrated communications.
2. Expand the Inspired Living platform, taking advantage of creative elements to support multiple objectives.
3. Incorporate the new brand visual identity elements as a base for the new proposed website development and other online initiatives.
4. Implement elements in external signage (street signage, etc.).

Brand Strategy

In the Community Work Plan (*PlaceBuilder™*), Step 1 identifies the recommendation of formally adopting a community vision. The understanding is that this process has been completed and that the vision as highlighted below, has been the essence of PCSP's positioning *Inspired Living*:

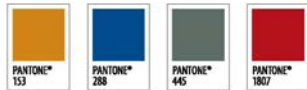
The Town of Portugal Cove - St. Philip's aspires to be a sustainable and complete community, offering residents and visitors, access to connected and safe neighbourhoods, natural open spaces, agricultural land and coastlines. A vibrant heritage combined with increased economic opportunity will create a preferred place for people in which to live and grow, to be close to work, to pursue recreation, to invest and to visit. In consideration of this vision, the following brand attributes provide a more complete strategic position in support of *Inspired Living*.



Main Colours



Complimentary Colours



The vehicle images below will be part of a “Sustainable PCSP” campaign and are part of the overall marketing strategy for the Town. Building on residents’ attachment to place. The colour pallet is represented by a series of colours that are identifiable with the Town of Portugal Cove - St. Philip’s.

STRATEGIC PRIORITY #2: STRENGTHEN RESIDENTS' ATTACHMENT TO PCSP

Why this is a priority

Research in “place” attachment gives community leaders useful information to help plan development and economic growth strategies in line with the aspirations of local residents. In a 2010 Knight Foundation and Gallup study, research showed a significant correlation between residents’ positive emotional attachment to their community and its increasing economic growth. And in almost every community studied, attachment was deemed more strongly related to certain perceptions of the community than a person’s demographic characteristics.⁹

But this must be understood in context and it does not mean that communities should focus on building parks when there are no jobs. However, it highlights that other factors, beyond basic needs, should be included when thinking about urban planning and development. When it comes to residents’ attachment to where they live, these seemingly softer needs have a stronger impact than previously understood. Another important discovery of the study was that the causes for attachment are consistent from place to place and include the following key factors:¹⁰

- **Social Offerings:** places for people to meet each other in an environment that supports the feeling that people in the community care about each other.
- **Openness:** how welcoming the community is to different types of people, including families with young children, minorities, and people with all levels of education.
- **Aesthetics:** the physical beauty and accessibility of those spaces in the community including parks and green spaces.

This information is valuable to PCSP as it undertakes significant development

Goals for strengthening residents’ attachment to PCSP

1. Increase participation in future development planning.
2. Inspire open communications and input from all residents.
3. Make residents the “shareholders” of PCSP.
4. Help drive business growth and local inward investment.
5. Inspire residents to support each other by buying local when available.
6. Speak with one voice.
7. Have a strong “internal” brand that stimulates achievement of external goals around tourism growth and residential growth.

⁹ Knight Soul of the Community 2010 – Knight Foundation

¹⁰ Ibid

Action items

1. Launch the Inspired Living campaign.
2. Community Outreach.
3. Community events – build on existing events, plan new events.
4. Develop a new website as the central hub for all communications.

Detailed Tactics to Strengthen Residents' Attachment to PCSP

Launch the Inspired Living Campaign

Creative Development

Initial Inspired Living campaign elements have recently been developed, integrating 6 main themes:

- BE INSPIRED BY WHAT'S OUT YOUR WINDOW
- BE INSPIRED TO PLAY
- BE INSPIRED TO COOK CLOSE TO HOME
- BE INSPIRED TO LIVE YOUR PASSION
- BE INSPIRED TO BE OPEN
- BE INSPIRED BY OUR PAST



Community Launch Event

Within the community there will be those who are apprehensive of self-promotion. This is not uncommon and is rooted in their modesty and reluctance to be too showy. But in a market where our community and economic health depends on getting the message out, PCSP has every right, and some would argue an obligation, to stand out and be noticed. It's imperative therefore, that the launch of *Inspired Living* be an integral component of the overall *PlaceBuilder™* reveal, which we understand is scheduled for Spring 2016. At this event, we recommend showcasing the new *Inspired Living* creative messaging and materials and providing the community with a more detailed overview of how the brand positioning supports the community's growth and development strategy.

Community Creed – Core (Inspired) Values

While the brand positioning reflects the essence of the community's core values, Tract Consulting recommends that residents be given the opportunity to provide input on the PCSP Core Values – referred to here as *Inspired Values*. Documenting what the town proposes to hold true, can help deepen residents' understanding of the process and its value for moving forward. Additionally, it will enhance the community launch event. Residents will feel a part of the process, as they assess the success of the process in capturing their own values in a campaign presented for their review. A concurrent online launch will complement this experience for residents by offering them an easy opportunity to provide feedback and a vote in confirming the final list of values.

Recommended Media Overview – Community Engagement

The following highlights initial media recommendations to launch the Inspired Living campaign and provide a continuity flight:

1. Display/Online:
 - Timing: May/June (TBD).
 - Display network: 8 week campaign – targeting postal codes in the community @ 1,400 clicks.
 - Facebook newsfeed: 8 week campaign targeting PCSP @ 1,625 clicks.
2. Direct Mail
 - Timing: May (TBD).
 - 2,500 homes and businesses.
3. Print
 - Timing: May/June/July (TBD).
 - 3 months in Northeast Avalon Times.
4. Outdoor/Billboard
 - There are limited options for outdoor media space in PCSP, however the Town has access to land and we recommend therefore erecting community signage in select locations adjacent to main roadways.

Community Outreach

A well-focused communications plan will help create advanced opportunities for residents to play a role in setting priorities, addressing issues and developing longer term sustainability of PCSP. Proactively tapping into the vitality, spirit and creativity of the community will also encourage broader reach and engagement. The plan will be directed at all facets of the community, integrating new tools and strategies to support individual groups as agents for change and guardians of change management.

The town of PCSP has proven processes in place for interacting with residents. This includes invitations to public forums, public council meetings, the Town website and social media. As plans are underway to launch the new *Inspired Living* brand and community vision, formulating new pillars supporting community outreach can ensure all Town officials are aware and in sync with messaging to residents.

1. **Proposed community outreach pillars:**
 - Inform and involve.
 - Work together; decide together.
2. **Personal outreach – out and about**
 Hardly a new concept, but people generally like to see and hear directly from their community leaders. To augment the public council meetings (2 times per month) currently taking place in PCSP, new options for community outreach include:
 - Town Council Road Show – plan monthly events in the community outside of the Town Hall.
 - Business visits by the Mayor and Council, Town officials, etc.
 - Fun events – breakfast with the Mayor, etc.
 - The events also provide great content for PR, social media and the website.
3. **Panels**
 - Establish panel groups based on subject, project and/or demographic of the group
 - Include 8-12 people per panel who would be surveyed throughout the year on general areas of public interest, but who could also be invited to discuss elements of the development plan and priority projects
 - Having age specific panels help to provide deeper insight from the broader community
4. **Social Media/Online**
 - Council should consider streaming their council meetings online
 - Fast and efficient - social and online interaction helps generate real time input
 - Regular monitoring and updating is required, online interaction should be relevant, compelling, credible and timely
 - A new website should be developed, as the central hub for all communications (more details below)

Community Events

Augmenting your existing calendar of events, the following highlights new twists on things you are currently doing and references new proposed events to further engage your community, and for your community to engage with each other. *Inspired* will be the overarching theme for your new event strategy. Maintaining stringent parameters around event planning, will improve event quality as the *Inspired* brand positioning becomes the overarching theme. Therefore an event should fulfill at least one of the following objectives:

1. It's bigger and/or better than anything else being done - will wow the market, make you famous for something, engage residents (and ideally draw visitors).
2. Create valuable public relations (PR) exposure for PCSP.
3. It's a community relations event that will significantly benefit a target group (and also achieve PR exposure).
4. It will positively impact awareness of PCSP.

Event Overview and Consideration for Advancement

Community Events	EVENT	GOAL/RECOMMENDATIONS
	Annual Regattas	<ul style="list-style-type: none"> • Consider making these a WOW event and main point of focus; and extend the competition by reaching new markets (perhaps tie in a charity event) • Broaden the scope of event to include a large scale music festival and/or art exhibit • Would be ideal to have space allocated for people to stay and/or camp overnight
	Agriculture Event - Community Garden Festival, Rent-a-Garden	<ul style="list-style-type: none"> • Besides the Craft/Farmers Market being considered in the COMMUNITY WORK PLAN (Place Builder Project), you could capitalize on your unique agriculture offering and promote community gardening whereby residents and people from St. John's could essentially 'rent a garden' and learn from your agriculture community
	Sailing Regatta	<ul style="list-style-type: none"> • Most likely something to consider for the longer term, a sailing regatta is a great event to attract visitors and build awareness about your Town • The St. Philip's marina is an amazing location for hosting a sailing regatta, and without an abundance of accommodations, people can stay on their boats

Community Events	EVENT	GOAL/RECOMMENDATIONS
	The big community clean up	<ul style="list-style-type: none"> This is a great opportunity to get connected with other members of the community, and also attract people from outside the Town Food and beverage ‘carts’ could be positioned to feature a farmers market of sorts
	Hiking and Camping	<ul style="list-style-type: none"> The hiking in PCSP is amazing – but the trails could be better identified from the roadways A great opportunity to attract positive PR would be if PCSP became a ‘glamping’ destination, offering opportunities for ‘glamour’ and ‘camping’, providing more upscale camping facilities and /or guides
	Kids Arts Camp/Music Camp	<ul style="list-style-type: none"> There are countless ideas for hosting kids camps in PCSP – the idea would be to promote a member of the arts/music community as special guests (Vessela Brakalova, for example)
	Who inspires you - community awards	<ul style="list-style-type: none"> Promoting community spirit, each month there could be a call for nominations – for who inspires you in PCSP? It’s ‘on brand’ and a great way to get free PR and drive visits to your website/social media
	World War II	<ul style="list-style-type: none"> As outlined in the COMMUNITY WORK PLAN, the significance of the region as the ‘only place in North America where shots were exchanged from shore’ provides an opportunity for creating awareness on a large scale as we come closer to the 75th anniversary of the war ending. The 75th anniversary of the German U-boat attacks (September 5th and November 2nd) should be a major affair, and ideally could be held on the water (tickle) incorporating a broad fleet of Canadian and US navy carriers The Heritage Committee has cited a fascinating story from a resident who was 10 years old at the time of the U-boat attack. Communication around this fact should be included in all tourist information and self guided tour packages (more detail below) This project could potentially receive special government funding, and should be further explored
	Community Audio Tour	<ul style="list-style-type: none"> A specially created audio tour is a great way to promote the varying sites, trails and historical features available in PCSP, with the focus on promoting the Town’s features through a creatively crafted story telling style and artistic voice over
	Postcards from the Edge	<ul style="list-style-type: none"> Targeting residents and tourists, a ‘postcard from the edge’ photo competition could be featured through an online app, and winning photos could then be available for sale at select tourism venues. Additionally, the photos could be incorporated into a annual calendar

Community Events	EVENT	GOAL/RECOMMENDATIONS
	The Community Health Challenge	<ul style="list-style-type: none"> Nothing beats bringing a community together, then some good old-fashioned competition. PCSP would further promote its INSPIRED LIVING positioning by promoting its healthy lifestyle and abundant outdoor activities. The Town could challenge St. John's and other neighbouring communities
	Green & Blue Environment Plan	<ul style="list-style-type: none"> As a coastal community, environmental communications and programs should be rebranded as the PCSP Green & Blue Plan One way to drive awareness around environmental consciousness, and encourage community pride and positive PR – is for the Town to host a clothesline program. Working with NL Power as a potential sponsor for the event – residents would be encouraged to hang their clothing outdoors (when the weather was suitable). Online tips could feature community elders demonstrating best practices for hanging up clothes. This campaign not only reflects NL heritage (provincial tourism ads use an image of a coastal clothesline as one of its main icons) but provides opportunities to obtain media attention and capitalize on components going 'viral'

Online Engagement – New Website Development

Integrating the new *Inspired Living* positioning, and as a main communications tool for community engagement – the Town should invest in a new website. As a central information source, the website will alleviate misinformation about the proposed Community Work Plan (*PlaceBuilder™*) and will enable full transparency and disclosure of development project progressions. As the town transitions over the coming years, it will be important for the *shareholders* to have readily available and timely access to information such as project timelines, progress reports, project photos, site plans. Instead of waiting for scheduled public meetings, designated personnel can post updates and respond to comments on a daily basis. Discussions relating to specific projects or subjects can be featured in one place, alleviating the need for multiple exchanges and protracted discussions. The conversation hub will be the Town's, allowing residents to check in, interact and respond. And their responses allow you to gauge the collective voice, which can assist in revisions and decision making around hot topics and / or major areas of concern.

Additionally, online engagement can reach a broader audience and further supports the goal of transparency and inclusion.

Social media tactics will highlight tidbits of information from the new website, and direct the conversation back to that central hub. More details on the new proposed website are outlined below.

STRATEGIC PRIORITY #3: BECOME A TOURISM DESTINATION

Develop a visitor plan to grow domestic tourism and accelerate PCSP's longer-term vision to be a true tourism destination

A great place to live is a great place to visit. With this in mind, the strategies for attracting visitors to PCSP are often interchangeable with efforts to foster residents' attachment. From a visitor perspective, building on what truly makes PCSP unique, creates a positioning intentionally grounded in culture, environment and way of life. And building the experience economy, fuelled by a growing demand for authentic visitor experiences, is good for both visitors and residents.

Developing the tourism strategy for PCSP in 2016, Tract Consulting recommends keeping within realistic parameters – promoting existing products and starting the discussion around new potentially amazing products that could create unique propositions for growing PCSP's tourism industry. While product development is required before certain markets can be attracted, there is a viable opportunity in developing strategies targeted to St. John's residents and visitors.

The Visitor Plan Objectives:

Objective 1: Attract day-trippers from St. John's

With more than two hundred and eleven thousand people living in St. John's (estimated 2014 population), and close to seven hundred thousand overnight visitors to St. John's every year, this is a prime market for promoting what you have to offer.

- Hiking trails
- Best fish and chips on the Avalon (and other food and beverage offers)
- Scenic drives
- Trout fishing
- Historical monuments
- Festivals/events
- Bell Island

Tactics:

Develop a St. John's-focused campaign called Get Outta Town directly targeting residents of St. John's and driving them to the new website for detailed information, maps, trails, calendar of events, food and beverage, information about Bell Island, etc. The website is promoted as the central hub for information. Public relations and social media strategies to help drive awareness.

1. Promote select events as outlined in the Event Calendar detailed above
2. Media includes:
 - Online/Display:
 - The Telegram.com, targeting NL - big box advertisement, 8 weeks at 200,000 impressions (June-August)
 - VOCM.com, targeting St. John's - big box with 15 second video, 8 weeks (June-August)
3. Search and retargeting:
 - St. John's and surrounding area and targeting hotels – text ads, eight weeks (June-August), 1,850 clicks
 - Social Online

- Facebook – St. John’s and surrounding area – newsfeed (desk top and mobile), 8 weeks, 1,650 clicks
- 4. Radio
 - OZ FM, The Coast – 6 weeks, 25 spots per week (July-August)
- 5. Outdoor
 - 3 digital boards – 6 weeks (July-August)

Objective 2: Advance Tourism Partnerships

1. Develop stronger relations with Tourism NL and Destination St. John’s, who are valuable resources for:
 - Product development.
 - MCIT (meetings, conventions, incentive travel) – attraction strategies.
 - Guidance for newcomers looking to venture into the industry.
 - Provide assistance and guidance on attracting FAM (familiarization) trips from media, and tour operators.
 - Cross partnerships and advertising opportunities in their advertising mediums (tour guides, website etc.).
 - General industry information, statistics, etc.
2. Work closely with Bell Island on event / product development and advertising opportunities
 - Develop relations with hotels, tour operators and taxi drivers in the region
 - Ensure they are aware of what’s on offer at PCSP
3. Media Relations – invite the media to major events and share photo opportunities, etc.

Objective 3: Tourism Product Development

With the ensuing Community Work Plan (*PlaceBuilder™*) projects being considered, it is timely to develop commercially viable tourism products to establish PCSP as a destination. As a part of the economic diversity plan for the region, an entrepreneurial idea exchange should be planned to kick start product development opportunities in alignment with development plan approval.

Specific tourism products that offer a unique opportunity for PCSP, and that will require major planning and resources include the Blast Hole Mountain Bike Park, the Tilt House Farmers Market, Farm Industry Development, Neary’s Pond Park, Voisey’s Park, World War II tourist attraction development, and St. Philips waterfront development. While it is preliminary to detail any significant marketing planning required for these project, it is important to highlight these potential tourism assets as opportunities for growth.

STRATEGIC PRIORITY #4: DRIVE ECONOMIC GROWTH AND DIVERSITY

PCSP is a town on the verge of growth and change.

The formally adopted community vision is the mainstay for the economic development and diversity goals. This vision should ensure that success goes hand-in-hand with an excellent quality of life and a high quality environment.

As previously noted, eighty-five percent of the working population of PCSP travel out of the town to work every day. In addition, only four percent of the town's revenue comes from business tax. And because there is no defined commercial area within the town, residents spend most of their money outside of the community. That makes PCSP a commuter town supporting St. John's. But this can change. Planning is underway for the proposed development of a commercial town centre. If deemed feasible and then constructed and occupied by the right commercial entities, it would help drive local economic growth and diversity and help keep resident spending in PCSP.

Concurrent to bigger commercial plans, PCSP has an opportunity to grow and diversify its economy by capitalizing on things that are presently viable. These include:

Growing existing businesses

With limited traditional industry opportunities, small business is a foundation of PCSP growing economy and will be central to future prosperity. Celebrating your existing business community is a key opportunity to grow from within. The goal is to make PCSP a thriving, prosperous place where businesses are growing in size, number and long-term profitability.

Proposed tactics to help drive growth with existing businesses include:

1. Remove barriers to expansion:
 - Develop 'ready to grow' programs that limit 'red tape' for businesses wanting to expand and grow and feature a single entry point whereby a business wishing to innovate is helped to find and access the very best expertise and support.
 - Work with all parties to ensure businesses and regulators work together to support local ambition and growth.
 - Look for new incentives (i.e. extended tax breaks) to help support business growth.
 - Provide support and accessibility to thought leadership.
 - Seek opportunities to access thought leadership (from NLOWE, Board of Trade, ACOA, other business leaders, Government resources, Memorial University) connecting businesses with the best expertise in NL.
 - Mentorship/Information Exchange:
 - The Town can play a central role in coordinating and aligning a support network through the creation of mentorship programs. When necessary, industry experts may be sourced outside the community, for sectors with unique needs such as agriculture and tourism.
 - Website Features:
 - The new website should provide detailed information on business opportunities in the town, start-up tool kits and links to small business resources (BDC, NLOWE, etc.).

2. Promote PCSP as the place to start a small business and/or Home Based Business (HBB): Promoting PCSP as a great place to live and work is a key pillar of the *Inspired Living* Campaign. The new website should be a main medium for creating the messaging that PCSP is ready to do business. Information should be easy to access and provide details on incentives, and tool kits on how to start your own business in PCSP.
3. Focus on specific industry sectors:
Focus on industry sectors are that are distinct, full of potential and entwined with the town character and positioning strategy. These include:
 - Agriculture:
 - Community farming
 - Organic farming
 - Tourism:
 - Eco tourism
 - Fishing
 - Tour operators
 - Water based activity
 - Hotels, accommodation based
 - Mountain Bike Park
 - Food and Beverage
 - Retail
 - Art/Culture

The new website should be the central hub for information, providing potential new business owners access to market gap analysis information, resources, incentives, and development plan approvals.

4. Buy local – *Inspired To Support* PCSP Business Campaign
 - PCSP businesses should have an opportunity to be featured on the PCSP website, and promote special offers to residents.
 - A Facebook campaign could be launched, asking residents to ‘like’ and share local business information.
 - In keeping with the *Inspired* theme, the campaign should be tagged *Inspired to Support Local*.

STRATEGIC PRIORITY #5: DRIVING RESIDENTIAL GROWTH

Come live here – driving residential growth

PCSP has experienced above average population growth. To capitalize on this trend and to ensure that this momentum continues, communications aligned to *Inspired Living* should promote the features of PCSP as a unique place to live. Target markets include:

- People in St. John’s looking for a change.
- Newfoundlanders and Labradorians working outside the province, planning to move home and/or looking for an investment opportunity.

Tactics for 2015:

1. Develop a Grass is Greener here campaign, promoting the amazing vistas, country living and quality of life in PCSP but with all the features of living close to St. John's
2. Property information should be a main feature of the new website
3. Media recommendations include:
 - Display/Online:
 - St. John's, Fort McMurray, Churchill Falls, Labrador City – through targeted postal codes – four weeks (Fall 2015), twelve weeks (Spring 2016) – 2,100 clicks.
 - The Telegram.com: big box advertisement – four weeks (Fall 2015), twelve weeks (Spring 2016) – 400,000 impressions.
 - VOCM.com: big box, fifteen second video – four weeks (Fall 2015), twelve weeks (Spring 2016).
 - Facebook:
 - St. John's, Fort McMurray, Churchill Falls, Labrador City – newsfeed (desktop and mobile) – four weeks (Fall 2015), twelve weeks (Spring 2016) – 2,450 clicks.
 - Search and Retargeting:
 - St. John's, Fort McMurray, Churchill Falls, Labrador City – text ads – four weeks (Fall 2015), twelve weeks (Spring 2016) – 2,700 clicks.
 - Other options:
 - Jet bridge poster boards in St. John's airport and in Fort McMurray.

STRATEGIC PRIORITY #6: WEBSITE DEVELOPMENT AND SOCIAL MEDIA

As previously highlighted, the PCSP website should be the central hub for all communications, providing a credible and quality resource for all stakeholders and an optimum outlet for communicating progress in the development plans for the town. In addition, it will be one of the main elements in the *Inspired Living* launch strategy.

1. The redeveloped PCSP website will focus on:
 - Information hub for residents.
 - Development updates.
 - Information on starting new business.
 - Things to do.
 - Council meeting information.
 - Q&A.
2. Business central:
 - Providing all the information for businesses looking to expand and / or start up in PCSP.
 - Access to all documents and forms.
 - Links to external/industry resources.
3. Tourism:
 - What to do in PCSP – maps, day out itineraries, cross promotion with Bell Island and

- other potential partners.
- 4. New residents:
 - Housing information.
 - Promotion of living in PCSP.
 - Setting up home business.

Social Media Plan

Social media tools will supplement the rich PCSP web space with the ability to connect with users in their own social space. This provides for easy and quick messaging, commenting and/or sharing information. Social media requires just as much forethought and planning as any other marketing initiative and must have a defined purpose and execution mechanisms. Additional Town resources may need to be considered for managing and creating/developing content.

In summary, social media communications schedule:

- 2-3 times per week (minimum) scheduled posting (ad hoc posting to occur as required) posting management – TBD.
- Tools – Facebook, Twitter, YouTube; future consideration for Instagram and Pinterest.

The following provides a snapshot of some ideas for Social Media content, based on target markets and priorities.

Facebook

As the most-used social media platform in Newfoundland and Labrador, Facebook is a great place for PCSP to drive a high level of engagement with regularly posted content. That is, to attract people to “Like” the page, to read/view the content and respond to it, and to share it with friends. Successful, on Facebook depends on posted content that audiences want to view, not just the information you want to share. Interactivity will evolve by engaging with users, asking questions, encouraging them to post their own stories, and providing opportunities for them to connect with one another. Use images whenever possible.

Tactics:

1. Resident engagement:
 - Use photo and video to engage residents and celebrate the sights and sounds of their community. Photos and videos of current community activity will create feedback about what went well and what didn’t, allowing planning committees to better identify useful clips and images. Pictures and videos will also appeal to former residents and increase social reach.
 - Create a “Make a Suggestion” forum to gather residents’ ideas on how to improve the community. By gathering input, PCSP will have a better gauge of what the “hot topics” are in the town and if the input is managed well, will be better informed and able to more quickly respond to those concerned and deal with those topics.
2. New residents:
 - Post items about the area and feature housing listings. This markets the area to prospective residents, and it shows the passion and knowledge of the seller and selling area. The golden rule in social media is 80/20 - post eighty percent content about

lifestyles, customer interests, and other updates; post twenty percent content about the product. This keeps the *social* in social media an essential element for keeping fans engaged.

- Post items about community developments, and express the merits and positive impacts on lifestyle for new and existing residents.
 - Use images when updates are made. Images on Facebook are the most engaging type of content. The more Likes, shares and comments the posts get, the more they will be viewed in news feeds by the friends of Facebook Fans.
 - Post about events in the area. Show how great the community culture is.
3. Tourism:
- Showcase unique images from all over PCSP. Social Media is dependent on visual media. Users want images and videos to give them a better sense of what the community is about, what it has to offer and why they should visit.
 - Post user-generated content (UGC), which encourages fans to continue sharing their own stories and experiences on an ongoing basis. UGC allows online users to speak up, share their personal values and connect with like-minded people and the brand.
 - Every Friday select the best images from the week and feature them in the Friday fan photo album. Do the same with user-generated and submitted video content.

Twitter

Tactics:

1. Resident engagement
 - Use Twitter Chats and Twitter Town Halls to host online conversations about community planning, accompanied with appropriate unique hashtag, i.e., *#PCSPTownHall*
 - Live-tweet Council and Public Meetings to enable residents to better understand the decision-making process. This could be of interest to former residents.
 - *#ThrowbackThursday* to share old photos and engage residents in local history (can also be integrated on Facebook).
2. New residents:
 - Tweet local news. Twitter is a great place for news, i.e., if there's a new school being built in the area - tweet about it. Good news stories help show how great the area is.
 - Tweet about charity events, and local events the Town, its councilors, employees, volunteers, and champions support. Show a connection and demonstrate trustworthiness.
 - Use @mentions to keep in touch with clients and potential clients. Aside from using the direct messages, send out a Tweet to congratulate a new homeowner or to thank a local merchant/ business owner for assistance.
 - Tweet about any and all listings. Again, use the 80/20 rule – eighty percent of content is about lifestyle and connecting; twenty percent is about listings.

YouTube

Use YouTube to create and share an “Inside PCSP” and “Talk of the Town” video series to highlight community events and municipal projects. This will appeal to residents and will increase engagement across all the social media profiles. It will also give potential new residents a better view of the community culture and civic pride.

TACTICS/ACTION CALENDAR

The following blocking chart is a reference for proposed tactics and actions. More discussion and direction is required from PCSP before finalizing any execution plans.

STRATEGIC PRIORITY	ACTIONS	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
COMMUNITY RELATIONS AND ENGAGEMENT													
Inspired Living campaign launch	Launch event												
	Community Core Values												
	New website launch												
Media Plan	Online (display, Facebook)												
	Direct Mail												
	Print – Northeast Avalon Times												
Community Outreach	In person outreach (ongoing)												
	Develop community panels												
	Social media tactics (ongoing)												
Community Events (includes existing events & suggestions for events that could take place this year)	Regatta												
	Garden Festival/Rent-A-Garden												
	The big community clean up (Fall or Spring event)												
	Kids summer camp												
	Who Inspires you awards												
	Postcards from the Edge												
	The Health Challenge												
	Blue & Green Environmental Plan (timing TBD)												

STRATEGIC PRIORITY	ACTIONS	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
OTHER PRIORITIES													
Visitor Plan	'Get out of Town' campaign												
	Industry partnerships (ongoing)												
	Product development (ongoing)												
Drive Economic Growth	Website launch as central hub												
	Business expansion plan (ongoing)												
	New business planning (ongoing)												
	Industry sector – sector development (TBD)												
	Buy local (launch)												
Residential Growth	Campaign flights												
	Website launch												
New Website Development	Website strategy												
	Website launch												

PROJECT BUDGET ESTIMATES.

This Marketing Plan is the starting point of moving forward in developing the specific strategies and tactics to achieve your goals. The following budgetary considerations are provided for discussion only. Upon further review of strategic priorities, budget items can be developed.

Priority	Project Component	Estimate
INTERNAL ENGAGEMENT	<ul style="list-style-type: none"> Internal Launch <ul style="list-style-type: none"> Event planning, creative development of campaign elements, signage, production, etc. Proposed Media – INSPIRED LIVING Campaign launch and continuity flight Community outreach Community events 	TBD \$14,000.00 TBD TBD
VISITOR PLAN	<ul style="list-style-type: none"> Visitor Plan <ul style="list-style-type: none"> Event planning, creative development and production, etc. Proposed Media Future product development 	TBD \$33,200.00 TBD
ECONOMIC GROWTH	<ul style="list-style-type: none"> New website as central hub (see below) New business planning Buy local campaign 	TBD TBD TBD
RESIDENTIAL GROWTH	<ul style="list-style-type: none"> Campaign <ul style="list-style-type: none"> Creative development, production, etc. Proposed Media 	TBD \$63,000.00
NEW WEBSITE	<ul style="list-style-type: none"> Strategy, creative development, content, site development 	TBD