

From: Develop Nova Scotia

Date: March 9, 2021

Re: Context for Final Report: Comprehensive Master Plan for Peggy's Cove (Phase I)

The *Final Report: Comprehensive Master Plan for Peggy's Cove (Phase I)* prepared by EDM Planning Services Ltd., and Associates, dated November 2019, is a summary of in-depth consultation and analysis completed with Peggy's Cove residents, community representatives and key stakeholders. The study provides possible design solutions and other recommendations to address issues raised throughout the process.

Ongoing work with community and stakeholders helped to prioritize project recommendations that addressed challenges for residents, business operators and visitors to Peggy's Cove. A Project Working Group, comprising government representatives and resident representatives, was established to provide further guidance and input during a detailed design of priority projects. This input, as well as ongoing input from government partners and stakeholders, during detailed design and implementation planning phase has resulted in refinements and alterations to most initial plans, in some cases significant changes in scope and nature. A public Peggy's Cove Implementation Plan is almost complete that will outline the projects moving forward and the status of recommendations that have not advanced at this time.

The governance section of the report reflects issues raised by residents, community members and key stakeholders including the Peggy's Cove Commission, as well as preliminary recommendations for additional study or consideration in any future bylaw or governance review. The Peggy's Cove Commission previously recognized the need for a review of the land use bylaw. Since the completion of the Master Plan study, the Commission, with support from the province's Department of Inclusive Economic Growth, has advanced this work and is expected to carry out a formal review in 2021.

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FINAL REPORT

COMPREHENSIVE MASTER PLAN FOR PEGGY'S COVE PHASE 1

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Prepared for **Develop Nova Scotia**

November 2019

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SECTION 1: INTRODUCTION

Impetus for Change

Peggy's Cove is one of Nova Scotia's most iconic attractions with national and international recognition and high levels of visitation. It offers a unique coastal experience to visitors – the quintessential Nova Scotia with expansive granite rocks, bold ocean front, crashing waves and an historic lighthouse. It is also a living community, an active fishing village, and home to year-round residents.

The popularity of Peggy's Cove has created issues around crowds, traffic, servicing, and vehicular and pedestrian infrastructure for many years. These issues have been exacerbated with the significant growth in cruise ship visitation to Halifax. Many cruise ship passengers want to see Peggy's Cove on their short visit to Nova Scotia, and the compressed timelines for their visits means large numbers of motor-coaches arriving at Peggy's Cove during short windows of time on cruise ship days. This causes traffic congestion on the single road in and out of Peggy's Cove, pollution, dangers for pedestrians, substantive pressures on services, and a considerable impact on all visitors, as well as local residents.

The current, acute need for investment to maintain both heritage and interpretive elements as well as essential infrastructure has been documented in background studies. There is also growing frustration between local residents and tourism operators as to priorities for resources in the context of increasing tourism, more international tourism, and more cruise ship visitation. At the same time, travelers are seeking more out of their trip than simply sightseeing - they are looking for quality, memorable and authentic experiences - and Peggy's Cove has the potential to deliver on these expectations through a master plan that expands the offering in a manner that reduces impact, rationalizes growth, and maintains viability.

The Peggy's Cove Master Plan Project originates out of the Tourism Revitalization of Icons Program (TRIP), an infrastructure funding program focused on revitalizing Nova Scotia's most competitive tourism icons. Through this program, the Province is investing \$6 million, through Tourism Nova Scotia, over the next three years (2018-19 to 2020-21) in iconic tourism sites to improve visitor experiences and further motivate travel to Nova Scotia.

Develop Nova Scotia initially carried out a preliminary assessment of potential work required. This assessment identified a number of chronic and growing issues related to servicing infrastructure, over-tourism, governance and management, and overall community sustainability. A comprehensive planning approach was developed in order to protect the value of this icon and the direct and indirect value generated from it.

Phase 1 Scope

This planning project is Phase 1 of a planned multi-phased revitalization of the iconic Peggy's Cove. This project phase has developed a comprehensive master plan for Peggy's Cove and surrounding area. The plan identifies and prioritizes infrastructure needs and improvements to support and enhance visitation, providing opportunities for the private sector to create new experiences and increase tourism revenues. The plan recommends infrastructure improvements; indicates gaps, issues, and priority areas for governance and management of Peggy's Cove; and, outlines principles, action areas, and strategies to address economic growth opportunities, future development, and overall sustainability of Peggy's Cove as an iconic, authentic fishing village for both residents and visitors.



SECTION 2: OBJECTIVES

The Challenge

The Challenge at Peggy's Cove is creating the appropriate balance between the needs and wishes of community residents that live, and in some cases work, in the Cove, with the needs and wishes of visitors. To this end, the master plan must:

- identify physical improvements that support, expand, and enhance the visitor experience, and also embrace and respect those who live and work in this coastal village;
- identify the nuances of "Place" that make Peggy's Cove an icon, as established through craftsmanship, landscape, and materials and detail a methodology for choosing materials and forms that respond to the specific qualities of that Place; and,
- address the immediate acute infrastructure needs together with a larger vision of growth, increased economic activity, sustainability, long term infrastructure challenges, including a governance approach to support and achieve those objectives.

Living in the Cove

Objective #1

The primary objective of the plan is to determine how to best support residents in their daily lives, so that Peggy's Cove once again becomes a good place to live, the residents are proud of their community, and a Nova Scotian Icon is maintained.

There are currently approximately 32 year-round residents of Peggy's Cove. The small population has led government, at many levels, to position the community as a rural village, requiring minimal financial support within their various departmental mandates.

But Peggy's Cove is not a typical rural village. Peggy's Cove is one of Nova Scotia's top tourism experiences, with national and international recognition and a factor in motivating travel to the province. It is a must-see for new visitors to the province, including many of those who arrive by cruise ship. Peggy's Cove hosts up to 700,000 visitors annually, bringing revenue far beyond its borders to both the City of Halifax and the Province of Nova Scotia. These visitors overwhelm all community services and also frustrate daily life. Visitors block driveways, trespass, interfere with fishing and are sometimes engaged in unsafe activities. Over the past number of years, Tourism Nova

Scotia in particular, as well as Transportation and Infrastructure Renewal have recognized the burden tourism has placed on the community. In response, some improvements have been undertaken, including a parking lot expansion at the VIC and way-finding signage. Various departments, as well as HRM, have also undertaken many studies to consider options for expanding sewer and water infrastructure, improving pedestrian safety, better use of provincial assets, managing activities, securing the ownership of the Lighthouse, managing bus circulation, among others. These studies were reviewed and are documented in the Background Report (see **Appendix A**).

The decline in resident population at Peggy's Cove and the frustration of residents has reached a crisis, where without immediate intervention the living community could be lost. Without people living in the community there is no "authentic fishing village" experience, and the icon that is Peggy's Cove is severely diminished. The primary objective of the master plan must therefore be to ensure the community is sustainable for the people who live there.



Hosting the World

Objective #2

To the extent that it is compatible with the residents of Peggy's Cove, a secondary objective of the plan is to identify ways to expand the tourism offer at Peggy's Cove and to better accommodate visitors, while simultaneously maintaining and enhancing the world-class experience.

Tourism Nova Scotia (TNS) is tasked with leading the tourism sector in reaching the goal of four billion dollars in total revenues by the year 2024. To deliver, TNS's efforts are focused around four pillars: attract more first-time visitors, invest in markets of highest return, focus on world-class experiences, and build tourism confidence.

Recent market research has shown that first-time visitors have been increasing in the Province and that these visitors are coming from elsewhere in Canada, the USA, and increasingly from overseas. First-time visitors are more likely to be pleasure travellers, more likely to be from further away, and more likely to arrive by air. They also stay longer, do more things (visit more attractions and sites) and spend more money.

Halifax has become a very popular cruise destination, reaching 320,000 passengers in 2018, and that growth is expected to continue (see **Figure 1**). For cruise visitors, Peggy's Cove is the most popular shore excursion. Many cruise ship passengers are repeat visitors and they are now looking for different things to do. Also, some cruise lines are attracting more Europeans and families and these visitors are looking for more active and adventurous shore activities.

Today's travellers have many choices. They are looking for experiences that are authentic, memorable and personal, and reflect the cultural and natural heritage of the destination. Experiencing natural beauty, exploring well-known natural wonders, viewing coastlines and beaches, viewing marine life, viewing and visiting national and provincial parks, dining on local ingredients and interacting with locals, are the activities that are most compatible with the market segments targeted by TNS (see **Figure 3**).

Peggy's Cove is the second most visited attraction in Nova Scotia (see **Figure 2**); 20% of all visitor parties went there in 2017. However, Peggy's Cove hosted 35% of pleasure visitors, and more than half of first time visitors (May - October). Given the attractiveness of Peggy's Cove to first time visitors and pleasure

visitors, together with the anticipated and desired increase in both of these market segments as well as cruise visitors, the interest in Peggy's Cove is expected to increase in the coming years.

With this increase in visitation there will also be increased demand for experiences at Peggy's Cove that offer more than sightseeing in line with the expectations of today's travellers. This suggests that there will be more:

- business opportunities within Peggy's Cove;
- visitors who stay longer and spend more money;
- opportunities to build on range of authentic natural, cultural and heritage resources in the Peggy's Cove area;
- demand for expanded dining and accommodation choices;
- experiences that encourage visitation at 'special' times such as sunrise and sunset; and,
- demand for interactive experiences using resources such as artists, craftspeople, musicians, fishers, storytellers.

Figure 1: Halifax Cruise Passenger Arrivals, 2013-2018

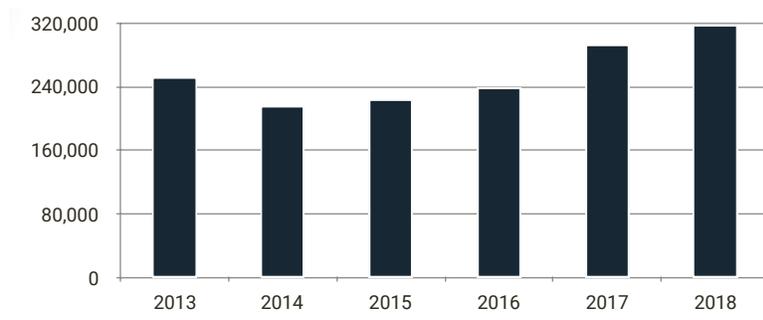


Figure 2: Attractions, 2013-2018
- Net Pleasure vs. Overall

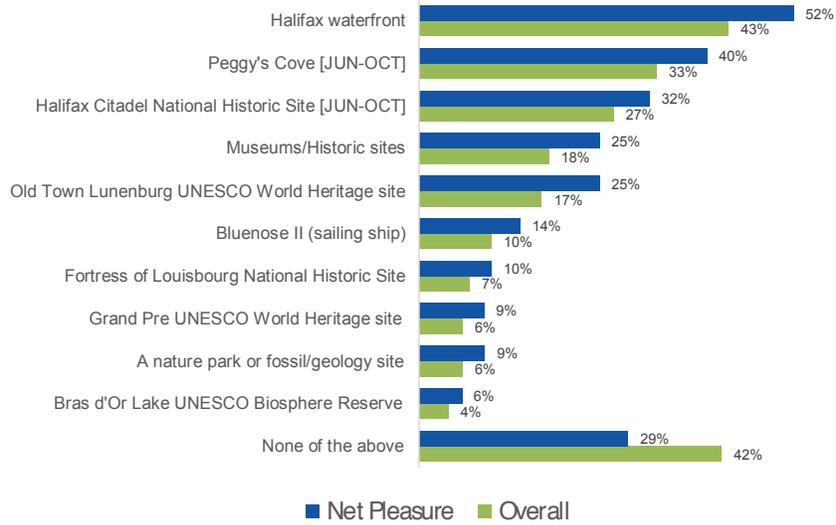
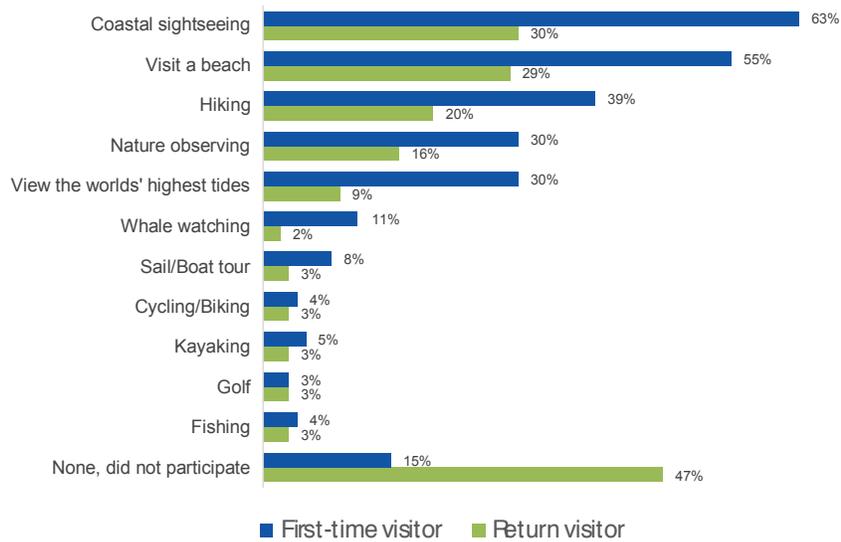


Figure 3: Participation in Outdoor Activities, 2013-2018
- First-time vs. Return Visitors



SECTION 3: (CO-)CREATING THE PLAN

3.1 Community-First Approach

Stakeholder engagement was identified as central to the development of the Peggy's Cove master plan. Project sponsors, as well as EDM, were committed to gathering stakeholder input to inform the plan, beginning with the Peggy's Cove residents. An engagement plan was developed with a community-first approach, which meant that the residents were recognized as collaborators in creating the Plan. In accordance, the initial consultations started with the Peggy's Cove residents to understand their concerns and their vision for their community. Attendance at these community sessions was excellent, with 23-29 residents participating at each session.

In addition to residents, the engagement plan also included tourism and business operators connected to Peggy's Cove, as well as government departments and special interest groups. Prior to project kickoff, invitations to engage were sent to all Mi'kmaq Chiefs and Band Councils and to key organizations that represent the Mi'kmaq of Nova Scotia. The goal for stakeholder engagement was to support the development of a comprehensive master plan for Peggy's Cove. With a compressed engagement timeline and a diverse group of stakeholders to engage, nine tactics were recommended, all of which were implemented, including:

1. a project page on the Develop NS website;
2. dedicated project email and phone contact information;
3. Peggy's Cove resident listening session;
4. Peggy's Cove resident workshop visioning session;
5. Business and Tourism operators session;
6. individual stakeholder meetings;
7. stakeholder survey;

8. Peggy's Cove design week; and,
9. Community Presentation of Draft Plan.

The engagement objectives for the project were to understand the strengths, weaknesses, issues and opportunities stakeholders of Peggy's Cove see for their community and what is needed to be a sustainable community while also being host to a world of visitors. Other engagement objectives included identifying the existing public and private infrastructure needs for Peggy's Cove as well as any future public and private development opportunities for Peggy's Cove and surrounding areas. The sessions helped develop priorities for the master plan and provided opportunities throughout the development of the master plan for input from various stakeholders.

3.2 Engagement Outcomes

Overwhelmingly, all stakeholders want Peggy's Cove to remain a liveable, authentic, fishing community that continues to attract new residents and is sustainable into the future. Residents and operators alike want a safe community for themselves and for the world of visitors they host all year long. The residents appreciate why people want to visit their community and they want to be proud of it. The residents have thoughtful and realistic ideas on how they can continue to live and work there while also welcoming visitors to their community but there are matters that need to be addressed.

All stakeholders agree the issues are related to traffic control, parking, deteriorating and unsafe roads, lack of walking areas, public washrooms, garbage cans and collection, proper water and sewer, and signage to mark private and public lands as well as preservation areas. Many good ideas were shared

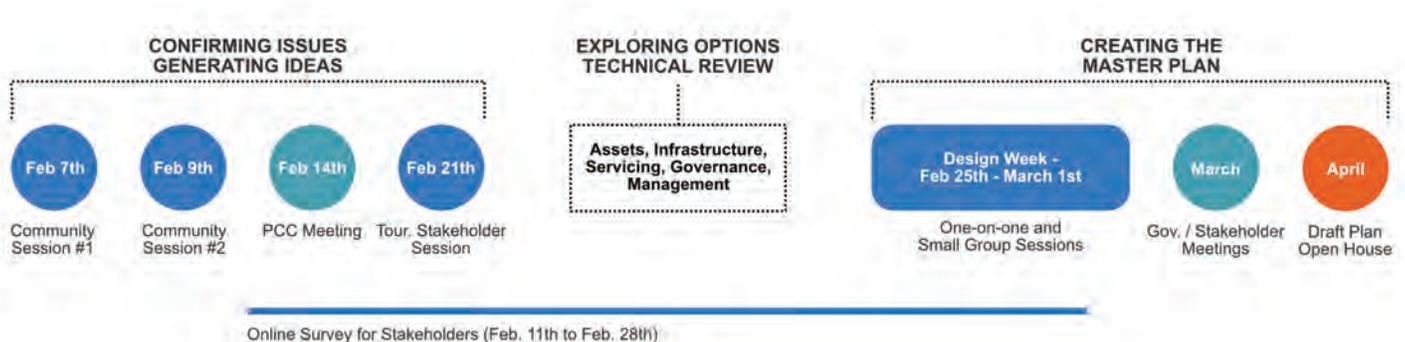


Figure 4: Consultation Schedule



Figure 5: Community Engagement Session Photos, Peggy's Cove

about unique experiences, landmarks and buildings that will tell the true Peggy's Cove story in an authentic and meaningful way. Operators also see the merit in promoting the "loop" and attractions all along Route 333. They recognize the need to disburse visitors and create more accommodation and dining experiences so that people stay longer. Survey respondents noted the beauty of Peggy's Cove and the welcoming residents. Respondents did mention the challenges of access, congestion, traffic and the deteriorating buildings and many suggestions were made on how to improve the visitor experience by offering authentic experiences, expanding the number of activities, and providing opportunities to learn about the community, its residents and their stories. **Appendix B** contains a detailed consultation report documenting the engagement outcomes.

3.3 Vision

Through community engagement a clear vision for the future of Peggy's Cove emerged, that can be summarized in three statements:

- Peggy's Cove us a world-class fishing village, where people feel proud to live, families thrive, and residents benefit financially from hosting the world. **[COMMUNITY DEVELOPMENT]**
- Peggy's Cove is a visually authentic and beautiful community, with the appropriate physical infrastructure (roads, washrooms, garbage collection, etc.). **[INFRASTRUCTURE]**
- Peggy's Cove has effective, clear and fair rules and regulations and governance to manage the community and visitors so that visitors enjoy their visits and learn about and experience the "real" Peggy's Cove. **[GOVERNANCE]**

3.4 Concept

The three statements of vision emerge into a masterplan concept as follows:

3.4.1 Community Development

Vision Statement: Peggy's Cove is a world-class fishing village, where people feel proud to live, families thrive, and residents benefit financially from hosting the world.

The community carefully considered its future. It was acknowledged that fishing is changing, there are less fisherman, and that Peggy's Cove is a difficult harbour to fish out of. Nevertheless, the community was nearly unanimous that its identity was linked to fishing, which included active fishing jobs, not just historical interpretation of past fishing.

The community also identifies with the Peggy's Point lighthouse. The community is willing to step in, if necessary, to ensure their lighthouse is protected into the future. The community also sees itself as a community of arts and crafts, identifying strongly with deGarthe, and wanting to encourage this activity as an important part of its future economy.

The community has summer residents, but it is still largely comprised of year-round residents. There is a shortage of suitable housing and options to expand existing homes or add new homes are limited. The community is seeking to increase its population in the future rather than continue the current decline.

The community should remain an attractive place for families to live.

While the lighthouse brings many visitors, opportunities for residents to benefit financially from visitors are limited. There is a desire for better opportunities for residents to capture more of the tourist revenue that is spent in the community. Residents have ideas for how they can action this, including: tour guiding, food vendors, arts and crafts sales, overnight accommodation, and boat tours. In many cases, issues of governance and infrastructure have prevented residents from carrying out these activities.

3.4.2 Infrastructure

Vision Statement: Peggy's Cove is a visually authentic and beautiful community, with the appropriate physical infrastructure (roads, washrooms, garbage collection, etc.).

The Preservation Area landscape and the built cultural heritage is special and the residents know that about their community. The rocks are revered, and residents have stories about the rocks, and orient themselves in their landscape according to the rocks. Residents understand that how they build their homes and infrastructure must be done in a way that the rocks and the associated plant communities and the existing built community form, are protected as much as possible.

The community is prepared to continue with what some would consider inadequate potable water supplies, using a combination of wells, cisterns, and water delivery. The community acknowledged that, without soil cover, many residents need help with sewage treatment in order to meet current guidelines and to expand their homes and open businesses.

Hosting visitors requires adequate public parking, washrooms, and signage as well as operations support for visitor orientation and safety, garbage collection, and traffic management. Residents are currently overwhelmed with the number of visitors who arrive and cannot find these basic necessities. All forms of traffic: buses, cars and pedestrian, needs to be managed in order for residents to carry out their daily lives with so many visitors in their midst.

The community has hosted visitors for generations and is prepared to continue to do so, however, the current situation with sub-standard public infrastructure is intolerable and residents want to feel proud of their community again.

3.4.3 Governance

Vision Statement: Peggy's Cove has effective, clear and fair rules and regulations and governance to manage the community and visitors so that visitors enjoy their visits and learn about and experience the "real" Peggy's Cove.

The community understands that it has a unique governance structure that was established to preserve the beauty of Peggy's Cove. The structure is considered to be unpredictable in its outcomes. The community is seeking a governance structure that has clear rules, fair enforcement, and transparent procedures for making decisions about the use of privately held property in the community.

Most community members are prepared to live with rules that govern the architecture of their homes, but do want some ability to expand their homes, meet practical business requirements, and have choices to meet modern building performance expectations.

The community is also seeking a government entity to manage the public realm and all of the visitors and their needs. The current structure of multiple overlapping and divergent government agencies is confusing. Without one public entity advocating within government, daily needs are overlooked and don't get the appropriate attention of the responsible department.

The community is seeking to "tell its own story". The community has an extraordinary history, parts of which are documented in photographs and historical records; and other aspects are contained in postcards, memorabilia, events, stories of famous visitors, and works of art. This part of the record is scattered. There are also gaps in the written record about how life was lived in the Cove, place names and authentic features. The community understands that it is part of the icon that is Peggy's Cove, and it wants a mechanism to collect, curate and tell its authentic story to visitors.

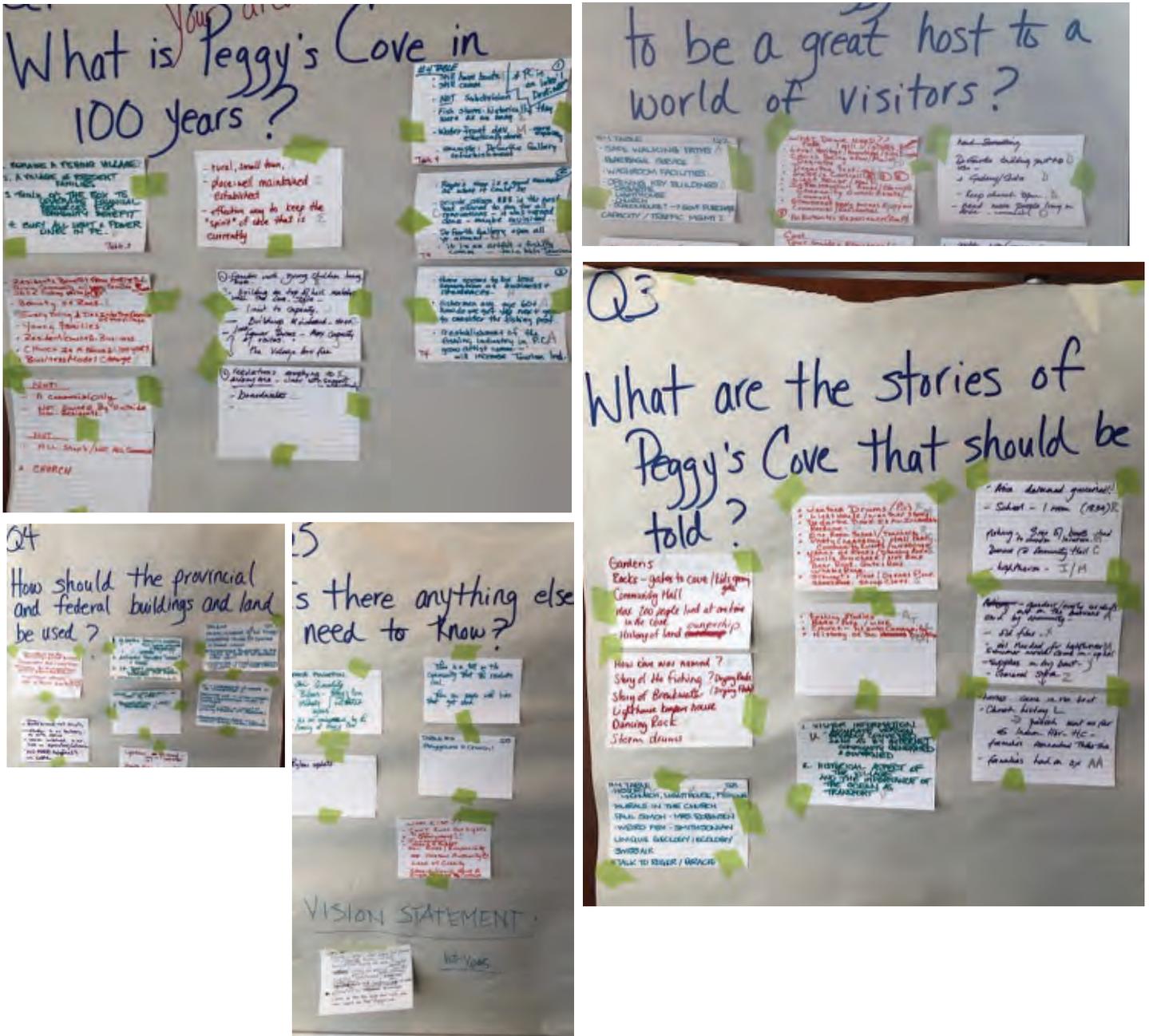


Figure 6: Community Engagement Session Photos, Peggy's Cove

SECTION 4: BUILDING THE PLATFORM

The following sections outline recommendations, organized in five themes:

- 4.1 Circulation and Arrival;
- 4.2 Activating the Cove;
- 4.3 Framing the View;
- 4.4 Servicing the Present and Future;
- 4.5 Safe Experiences.

and using the rocks and landmarks to structure movement, is recommended to create a powerful but subtle and appropriate sense of arrival for Peggy's Cove.

Five projects are recommended to address the circulation needs. These are described on the following pages and detailed on project sheets in **Appendix C**.

4.1 Circulation + Arrival

Managing traffic, and its impacts on pedestrian safety, noise and air pollution, nuisance, and illegal parking, is critical to both the liveability of the village and the visitor experience. Visitor traffic and the form it takes is highly variable with the season. The design has been developed to accommodate three seasons, including :

1. **Off-season** - visitation in the off-season (mid-November to May) consists primarily of private vehicles.
2. **Summer** - visitation builds with families and leisure travellers, beginning in May and peaking in July and August. This group consists primarily of private vehicles, but also RVs and some bus and group tours.
3. **Cruise** - cruise season begins in June - July but ramps up significantly to peak in September and October; these visitors arrive almost entirely by bus, with peak days delivering over 80 tour buses to Peggy's Cove.

The variety of arrival modes, and fluctuating visitor volumes, recommends an adaptive infrastructure response. The master plan recommends three primary parking areas, sidewalks, and a shuttle service at the Visitor Information Centre (VIC), that have phased openings as visitor volume and travel mode changes.

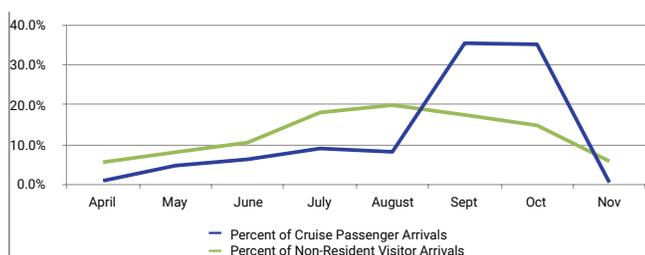
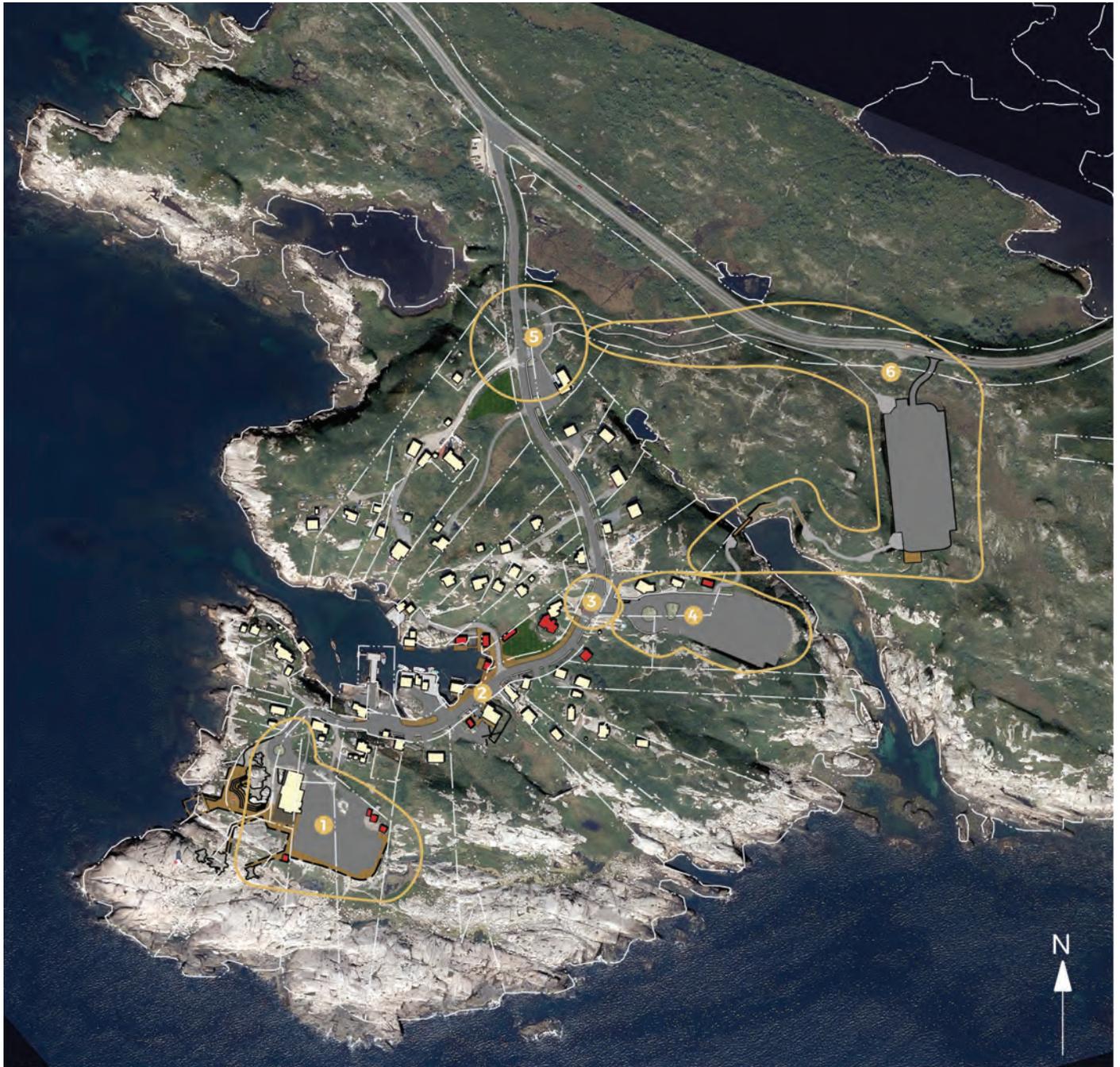


Figure 7: Pattern of Visitation to Peggy's Cove

Creating a sense of arrival is also essential to master plan success. This should not be achieved through plantings and other imported ideas. Instead, clarification of routes and intersections through alignment and materials, simple signage,



PEGGY'S COVE MASTERPLAN
CIRCULATION + ARRIVAL

1. PARKING AT THE SOU'WESTER /LIGHTHOUSE
2. PEGGY'S POINT ROAD
3. GATE + SHUTTLE AT THE VISITOR INFORMATION CENTRE
4. PARKING AT THE VISITOR INFORMATION CENTRE
5. CHURCH ROAD INTERSECTION, COMMUNITY ENTRANCE SIGN + TURN-AROUND
6. OVERFLOW PARKING, TRAILS AND PEDESTRIAN BRIDGE

4.1.1 Parking at the Sou'Wester/Lighthouse

The existing parking lot at the Sou'Wester/Lighthouse is more than adequate for off-season visitation. The parking area is reconfigured to handle, primarily, vehicular parking and to better delineate the parking for visitors to the Lighthouse and visitors to the Sou'Wester. The lot will hold approximately five buses, and should be designed to accommodate for off-season tours, and also for tours with reservations at the restaurant during the summer and cruise seasons. It is anticipated that during operations the lot would be fully utilized prior to vehicular restriction on the Peggy's Point Road. A new, 6' wide crushed granite walk on the eastern side of the road between the VIC and

the Sou'wester will accommodate the pedestrian traffic on this section of the road during the off-season. The walk should have concrete sections where slopes are steep.

The arrival sequence at the parking area is structured with a hotel-sized drop-off at the Lighthouse viewing area as the focus. The road is moved further from the Sou'wester to create space for the building and a separate exit for buses. Parking for the restaurant is located immediately adjacent to the building and parking for the public opens up clearly onto the new public boardwalk. The sewage treatment plant is screened from view by walls that evoke the outbuilding architecture.

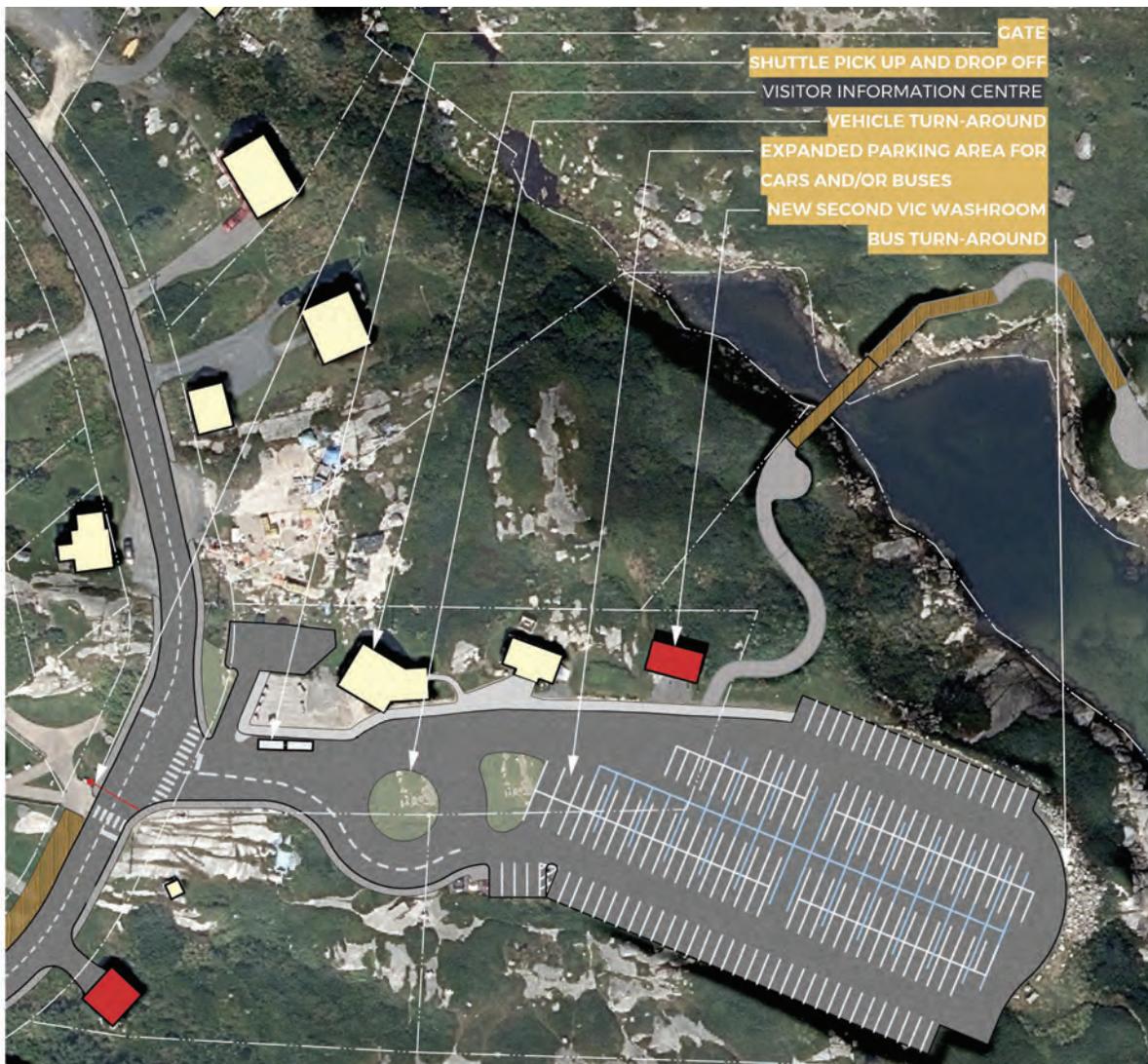


4.1.2 Gate + Shuttle at the VIC

An automatic lifting gate will be installed close to the road near the VIC and divert visitor traffic as the summer season unfolds and the VIC opens. The gate may operate using a transponder so residents and their guests, fisherman, and business operators, can seamlessly move into and out of the Cove. The details regarding the operation of the gate is subject to discussion with affected property owners and NSTIR. In general, the intent is to utilize the gate or other traffic flow management mechanism when the parking area at the Sou'Wester is nearing capacity or on days when a high number of tour buses are expected. When the gate is closed and diverting traffic from the Sou'-wester/ Lighthouse parking lot, a shuttle service, consisting of a forward "engine" and up to four cars will operate between the VIC and Lighthouse/Sou-Wester, making a stop in the Cove near the deGarthe Studio and Peggy's Cove Common. The shuttle will run on a regular schedule at 10 minute intervals. As the season progresses and visitation increases two shuttles will be required.

4.1.3 Parking at the VIC

The existing parking lot is reconfigured to include a turn-around and pick-up/drop-off for the shuttle at the deck in front of the VIC. The entrance to the lot is controlled with a three-way stop sign, allowing for safe pedestrian crossing to the deGarthe Gallery, and moving the entrance south to provide improved sight-lines at the new intersection. Two turn-arounds are possible in the lot; a regular-sized turn-around to allow traffic to circulate back to the over-flow lot when the VIC lot is full, and a larger turn around at the back for buses. The lot is enlarged slightly, so that it can flexibly hold a variety of vehicle types. Two line paving patterns in separate colours will delineate the various vehicle configurations. In summer, the lot is anticipated to be primarily used for cars and RVs. When the cruise season is in full swing, the lot will hold up to 80 buses and RVs as well as an appropriate number of accessible parking spaces, and the majority of passenger cars will be diverted to the over-flow parking lot.



4.1.4 Church Road Intersection, Community Entrance Signage + Turn-Around

As the summer season peaks, the VIC parking lot will fill up and vehicles will be diverted to the over-flow parking lot. As the cruise season peaks with its associated buses, the majority of passenger cars will need to be diverted. A turn-around at a new intersection of the Peggy's Point Road and Church Road will be the diversion spot. This new intersection may include a

three-way stop, pedestrian crossing to Church Road, and tourist signage including a discrete flashing sign when the VIC lot is full. The turn-around in this location will create a safe intersection for St. John's Anglican Church, and ensure continued vehicular access to the Bubba Magoo's Fudge shop. The turn-around will incorporate the large boulders that acted as the original gate to the community as a feature, as well as a new carved "welcome" sign and interpretive panel.

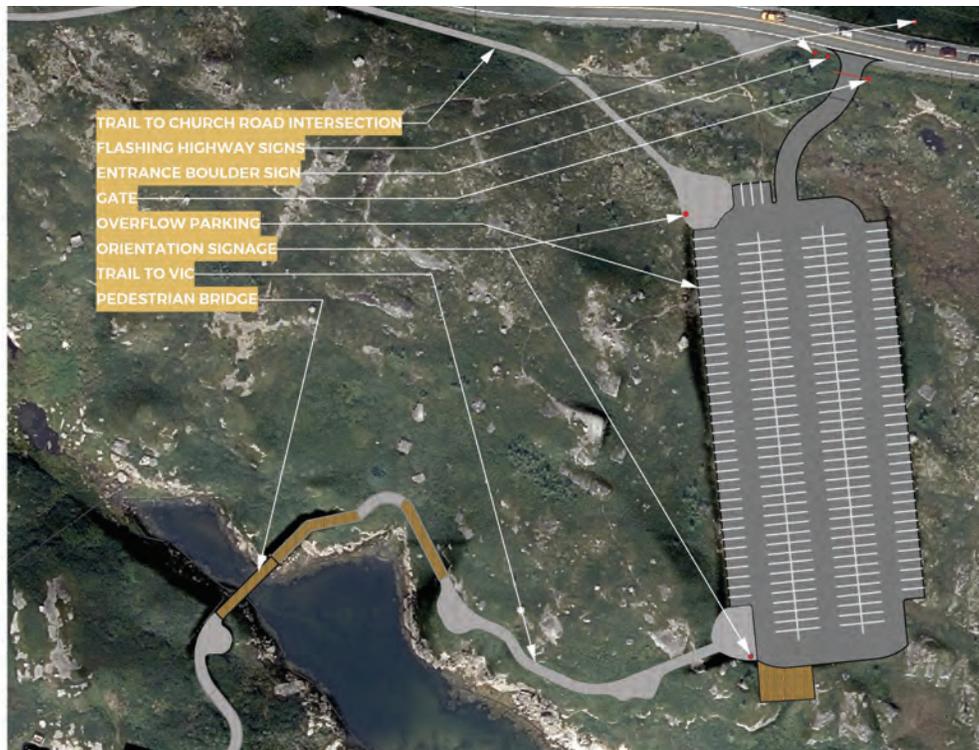


4.1.5 Over-flow Parking Lot, Trails + Pedestrian Bridge

A new, crushed granite gravel overflow parking lot is located in the Preservation Area. The lot will be accessed off of Highway 333, and may require a left-turn lane (highway speeds will need to be reduced to minimum 60 km/hr for sight-distances). The lot will be signed as "Peggy's Cove Overflow Parking" and may be gated off and closed when not in use. It will be graded in a manner that it is set down approximately 2 metres into the landscape and located behind a ridge such that cars will not be visible in the lot either from the community or from Highway 333. The lot will be connected to Peggy's Cove via two trails, that together create a walking loop. One trail will lead to the Church

Road intersection along the original entrance road to Peggy's Cove, and connect to the VIC via a new crushed granite walkway along the east side of Peggy's Point Road, and via a cross-walk to St. John's Anglican Church.

The primary trail is a short (800 feet long) accessible trail connecting the parking lot to the VIC and shuttle. This trail will offer an exceptional visitor experience, cutting into the geology of the Preservation Area showing the unique layers, following along the edge of Clam Pond showing the unique inter-tidal biology, and crossing Clam Pond via a pedestrian bridge. Its close proximity to the VIC means that other visitor amenities (e.g., washrooms, shuttle service) will not be required at the overflow parking lot.



4.2 Activating the Cove

The village itself with its wharves and fishing vessels, fish sheds, homes, and tourist businesses has always been essential to the experience of Peggy's Cove. A charming collection of structures perched on the rocks and overlooking the Cove, the village has

seen better days. Private sector investment has been limited by zoning restrictions and a lack of sewage treatment, both of which are addressed in other sections of this report. Regenerating the Cove also requires active programming and finding uses for the Provincial Assets. Six interventions are recommended.



4.2.1 deGarthe Studio

The Cove has lost many of its fish sheds and interconnecting wharf structures that make the village a fishing village. The master plan recommends the efforts ensure that the deGarthe Studio survives. The Studio should be lifted, stabilized and ultimately restored so that it can be leased for commercial uses, preferably related in some way to the arts and crafts sector. In the short-term, the roof should be patched, gyp-rock stripped, and the small deck entrance repaired so the Studio can be used immediately during the summer. Long-term, the Studio will need to be lifted to match the new road elevation and a new wharf structure added.

4.2.2 Boardwalk

The wharf structure at the deGarthe Studio will extend around the base of the Cove, encompassing Roger Crooks' fish shed and ending near the public wharf. The wharf widens at the "100%" point, the location to sit on the dock and look directly out the mouth of the Cove. The wharf/boardwalk will be a place to paint, watch the sun set, view dories, buoys and other displays, dry nets, and explore the fishing village of Peggy's Cove. New private fish shed structures on Lobster Lane should be tied into the boardwalk.

4.2.3 Peggy's Cove Common

Known for its white granite rocks and lack of grass, the Peggy's Cove Common is recommended to be the only green public gathering place to sit on the grass, enjoy a concert, host a festival and provide a location for displays. Sloped gently up to the deGarthe house, the Common will allow for up to 100 people to gather during special events. The wooden boardwalk widens into a small stage for performances. The composting toilet facility frames the Common on the western boundary.

4.2.4 deGarthe Garage

Open the garage doors and immediately lease the building for commercial uses. In the longer term, the garage should be stripped and brought to a base building condition for a long term commercial use. One option for the Garage is to use the upper floor for a studio or living space.

4.2.5 deGarthe House

The deGarthe house is a classic cape fishing home from the turn of the century, attached to a more modern home and the deGarthe Gallery. The original house should be restored to its original condition and together with the modern structure be used for tourism experiences, such as interpretation of the "life of a fishing family" or a "fisher in residence or artist in residence" program.

4.2.6 deGarthe Gallery

The Gallery is recommended to remain as a Gallery and be operated by the proposed Peggy's Cove Foundation. The lawn in front of the gallery with its sculpture is recommended to be the primary starting spot for guided tours of the village.

4.3 Framing the View

Viewing the lighthouse is essential to the Peggy's Cove experience. For many first time visitors, the Peggy's Point lighthouse is the must-see attraction in this must-see community. The lighthouse viewing area has the potential to be a world class experience.

To create space for the viewing platform, the drop-off for the shuttle is pulled back significantly. Vehicle and bus turn-arounds are accommodated in the re-configured parking area. A gathering area to wait for the shuttle and assemble a guided tour is provided for. The "weather drum" is the focus for this entry plaza. Forecasting weather, the drum will direct visitors to the paths that are safe for the current sea-state.

The viewing area is wood with granite rock areas emerging from the wooden deck. Wood elements are used to create seating areas in the rock stepping down the contour, where the wood is scribed to the rock. The seating area is focused around a large outdoor fire pit with the view of the lighthouse as the backdrop. The entire viewing platform has a glass railing - children can play freely on the rocks and wooden deck areas. A cantilevered platform extends out over the rocks and sea, with a glass railing at the end providing the experience of being on the rocks without concern for safety.

A wooden bridge provides access to a granite terrace in the area where the lighthouse keepers house stood. It is the classic "selfie" site, a safe visit on the rocks, and a place to wait for a lighthouse tour.

The experience of the Sou'Wester has the potential to be that of a lodge at a National Park. With an internal reconfiguration, the gift shop may face the entry/exit plaza, and the dining area may be oriented towards the lighthouse, with a covered terrace extending the dining room outside, and broad decks connecting to the viewing platform. A take-out counter serves food to the viewing platform.



4.4 Servicing the Present + Future

Current servicing facilities for residents and businesses at Peggy's Cove are generally at capacity and, in many cases, a lack of capacity limits residential and business growth opportunities. Modern washroom facilities are also essential to a positive visitor experience and are therefore necessary at all major parking facilities. Facilities that allow for future growth are also required. Three public washrooms are recommended, together with three areas for the Wastewater Management District treatment facilities.

4.4.1 Public Washroom Expansion at the VIC

The composting toilet facility at the VIC has been in place for 25 years, was recently renewed, and has generally been considered a success (both technically and in terms of visitor experience) in the difficult servicing environment of Peggy's Cove. This facility can be expanded to accommodate the new demands for washroom facilities required during summer, and especially during cruise season, when the facility will also serve the overflow parking lot. The master plan recommends adding seven new toilets (3 male, 3 female, 1 family) and associated sinks, by adding on to each end of the existing building. The compost tea distribution area will be expanded to include new seating planters around the VIC and shuttle waiting area.

4.4.2 Public Washroom at the Peggy's Cove Common

The Peggy's Cove Common green space, created through fill necessary to raise Lobster Lane, presents an opportunity for subsurface irrigation of compost tea. A new composting toilet facility near the shuttle stop in the Cove and adjacent to the Common is intended to provide facilities during peak season and special events. The facility includes six universal toilets and one family washroom. To support activation of the Cove, Develop NS is encouraged to establish with the Department of Environment a business area served by the public washroom. Similar to the arrangement achieved on the Halifax Waterfront, this would allow local businesses to operate small food and beverage operations using the shared public washroom to meet code washroom requirements.

4.4.3 Wastewater Management Districts

The establishment of a wastewater management districts (WWMD) is recommended as the long-term solution to allow for both residential and commercial growth in Peggy's Cove and to address current problems. The WWMD would be comprised of three facilities. Prior to any work being undertaken, flow monitoring is recommended. Preliminary sizing for the Cove area WWMD suggests a system in the range of 22.71 m³/d; dispersal

fields can be located both adjacent to the new washrooms and behind the deGarthe Garage. The Church Road facility size would depend upon the number of participating houses as well as projected future gain.

The first WWMD would be focused in and around the south side of the Cove and would utilize the existing sewage treatment plant in the Sou'wester/Lighthouse parking lot. This facility currently struggles with the type of loading (high nutrient, shock loading) it receives largely from cruise and summer visitors. It is also insufficiently sized (14 m³/d) for the restaurant/gift shop use (23m³/d), let alone other visitors (~20m³/d). The package plant system may be better suited to the more carbon intensive and even flow derived from homes and businesses, which is off-peak to the Sou'Wester/Lighthouse. This facility should be expanded to serve as a community sewage treatment facility to accommodate the following flows:

1) Sou'Wester	22.5m ³ /d + 0.4m ³ /d = 23m ³ /d
2) Cove Community	14.0m ³ /d (off-peak use)
3) Public Visitors	15m ³ /d - 30m ³ /d (future)
Total	52m³/d - 67m³/d

The ideal time to add the Cove into the WWMD is when the road in the Cove is raised to allow for sea level rise (approx. 1 metre). The treatment plant expansion should take place when the Sou'Wester/Lighthouse parking area is reorganized. The work in the Cove entails laterals to homes and businesses, a pressure collection main in the road right-of-way, a pump station with equalization tankage, and a force main to the treatment plant.

The second facility provides treatment for homes and businesses generally on the north side of the Cove. It consists of a re-circulating sand filter facility distribution to trickle irrigation beds both in the Peggy's Cove Common, and additional distribution behind the deGarthe Garage.

The third facility is focused around a proposed new shared re-circulating sand filter system discharging to a trickle irrigation system in front of St. John's Anglican Church. This WWMD is intended to allow for increased residential uses in this area and washrooms in the Church. By placing the systems' lawn in front of the Church, the view and foreground to this important historic building will be preserved.

4.4.4 Cisterns + Water Delivery

The difficulty, cost and disruption necessary to provide a central water supply is prohibitive. The master plan recommends the community continue to use and expand their use of cisterns, with water truck delivery to fill the cisterns during the summer months.



PEGGY'S COVE MASTERPLAN
SEWAGE TREATMENT FACILITIES

PUBLIC WASHROOMS

- A. SECOND VISITOR INFORMATION CENTRE WASHROOM
- B. PEGGY'S COVE COMMON COMPOSTING TOILETS
- C. SOU'WESTER

4.5 Safe Experiences

4.5.1 Protecting the Cove

The Cove is vulnerable to hurricanes and sea level rise. In the recent past, both Hurricane Juan (2003) and Hurricane Bill (2009) breached the community sea wall and flooded Peggy's Point Road.

The community breakwater is constructed of concrete. The breakwater was paid for and built by the community after Hurricane Bill on land owned by the Breakwater Inn. An analysis of the Cove for the appropriate elevation to protect against future hurricanes (as per Section 7 of the Background Report), indicates that both the extent and height of breakwater must be increased to protect the Cove into the future. This breakwater can be accessed via an easement on the Breakwater Inn property. The breakwater should be constructed of concrete but faced with granite rock and built sufficiently wide to accommodate a path across it.

The Peggy's Point Road is at elevation 2.5 and already floods during extreme high tides. The road needs to be lifted approximately 1 metre to protect it from projected future sea level rise over the next 100 years. This lifting should occur prior to investing in the boardwalk and extensive renovations required at the deGarthe Studio. The master plan establishes the general



grades in the area so that adjacent private land owners can accommodate the lift on their properties. The following impacts are noted:

- Beales Baliwick would have approximately 0.5 meters of fill that can be easily accommodated by regrading the adjacent shoulder and a small section of the driveway.
- The Breakwater Inn currently has an exposed basement level facing the road; in-filling would be a full meter in this location. The foundation is new and can be infilled against. New stairs would be required as well as a light well so the basement door can be accessed.
- The Buoy Shop would have to be lifted 1 meter.
- The land in front of the slipway can be graded to match (approximately 0.5 meters)
- The Fish Sheds adjacent to the Buoy Shop can match the new road elevation by grading the driveway in the road shoulder.

Peggy's Point Road currently has a number of potholes that are likely caused by fines washing through the gravels. There is only one catch basin at the government wharf; several culverts that should provide drainage across the road appear to be missing or blocked. The grading plan illustrates locations where culverts are required. Care should be taken when raising the road to accommodate private pipes, including footing and basement drainage from homes and businesses across the road from the Cove. The new road is sloped to cross drain to the Cove as opposed to the more conventional crowned cross-section.

Lobster Lane has a similar problem to Peggy's Point Road. The Lane dips to an elevation of 2.0 metres, just past the intersection and regularly floods. The master plan provides for moving the intersection uphill from the Cove to gain elevation, and realigning the Lane to provide land area on the Cove side of the Lane for the construction of additional fish sheds. With the reconstruction, easements and reciprocal operating agreements are recommended to ensure the long term care of Lobster Lane.



Photo Credit: Kelly Westhaver



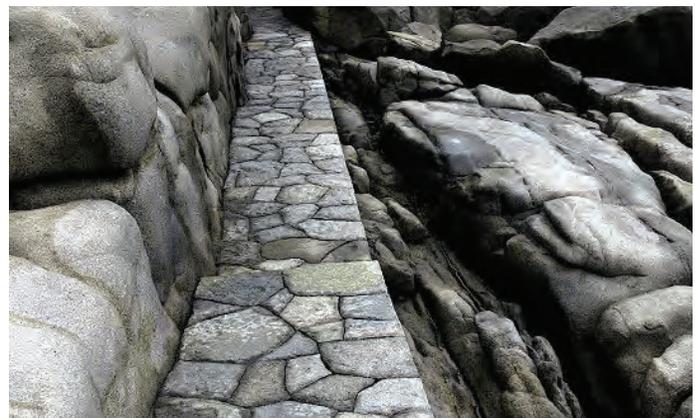
4.5.2 Navigating the Rocks

Walking the Rocks at Peggy's Cove is an essential part of the visitor experience. The smooth, white, granite rocks and breaking sea compel visitors to walk, sit, explore, play, and meditate. Signs warn visitors to walk only on the white rocks and stay off of the black (wet) rocks. Every year visitors are swept into the sea and some years a life is lost, when a visitor goes onto the dark rocks, and sometimes because a wave reaches beyond them.

Currently, the "black rock" demarcation provided to visitors is approximately at elevation 3.0. This works on clear days when the sea is relatively calm, but can be an unsafe elevation on days when the sea is up. Creating a safe experience on the Peggy's Cove rocks includes establishing a series of routes through the rocks at elevations 5.0, 7.0 and 8.0 allowing visitors clear safe passage during differing sea conditions.

The routes should be clearly marked and yet discrete enough that the marks do not interfere with the experience of being on the rocks. The elevation 5.0 and 7.0 routes are to be created out of granite rocks, placed as terraces, steps, and small ledges, at distances apart such that each small intervention can be seen from the next. The elevation 8.0 route is at an elevation that is safe except in hurricane conditions and should be accessible and constructed from crushed granite. The reinstated weather drum could be used to signal to visitors of changing conditions requiring them to retreat to higher ground.

The routes would begin at the new boardwalk at the Lighthouse/Sou'Wester parking area and new viewing site. The boardwalk will have a railing and be designed in a manner that the routes onto the rocks can be closed off as conditions require it. There will be also be days when the entire area may need to be closed off.



4.5.3 Creating a Parkway Experience on Highway 333

Highway 333 traverses through the Peggy's Cove Preservation Area. The Highway is a curving road through granite boulders and meandering among wetlands and barrens, perfectly suited to the landscape condition. The Highway is not safe at the currently posted speed limit when visitors are present, especially given the number of casual pull-offs without proper sight-lines and the desire to drive while looking at the views.

The master plan recommends that Highway 333 is treated as a Parkway, with a lowered speed limit (approximately 50 km/hr), with formalized pull-offs at wonderful viewing locations, and formalized parking areas at trail heads, all with proper sight lines and signage. At this lower speed limit, the Highway should be posted with "share the road" signs between Indian Harbour and West Dover allowing for cyclists to use the Highway safely. The narrow shoulder should be paved but not widened.

The Swiss Air Memorial currently has a small paved lot and trail to the memorial. Visitors are greeted with numerous "stay out" Signs and chain-link fencing which detracts from the memorial setting.

Establishing appropriate and consistent materials, signage, and parking, and trail standards are essential for formalizing the experience in the Preservation Area. Visitors should be welcomed, but also cautioned about wandering off trail and impacts to the valuable and unique plant life.

SECTION 5: GOVERNANCE, MANAGEMENT AND COMMUNITY INVOLVEMENT

Community residents, tourism operators, and government are seeking a positive way forward to govern, manage, operate and empower the community of Peggy's Cove. Due to the extraordinarily high number of visitors (as compared to residents), as well as the Province's (and Municipality's) vested interest in a positive visitor experience, unique management and services delivery structures are required beyond standards and mandates currently offered through municipal and provincial agencies.

In 1962, the Province of Nova Scotia established an [Act to Create a Peggy's Cove Preservation Area and to Establish a Peggy's Cove Commission](#) (cited as the [Peggy's Cove Commission Act](#)) to formally recognize the importance of the area to the Province and to enable an alternative, more responsive approach to governance and land use issues. It is a unique and powerful legislative tool, but it requires review given new pressures, demands, and expectations in regard to governance, management, community engagement, and land-use planning. At the same time, community members seek to have more clearly defined processes and opportunities for input into decisions that affect their community as well as new opportunities to benefit financially from the visitors that they host.

5.1 Origin and Intent of the Act

5.1.1 Introduction of the Act (1962)

When introduced in 1962, the Peggy's Cove Commission Act was described by then Premier Robert Stanfield as "an effort to preserve or to ensure the preservation of an area that is considered a great asset not only to the locality or to the municipality, but to the province as a whole" (Second Reading, March 28, 1962). The impetus for the Act was perceived development pressures on the area due to its proximity to Halifax. This proximity also meant it was likely to remain an important tourism destination for those visiting Halifax and was, therefore, worthy of special measures to deal with both tourism and development pressures.

The Act as passed in 1962 provided the Governor-in-Council the power to designate an area as the "Peggy's Cove Preservation Area" and to appoint a commission to "preserve the unique

scenic beauty, the character and atmosphere of the area". The Act granted extensive powers to the commission in order to achieve its purpose. The commission was administered by the Department of Municipal Affairs. At its inception, the make-up of the committee was more "expert" focused; it included the municipal councilor, the planning engineer for the County of Halifax, the Director of Community Planning for the province, and no more than four (4) additional members. There was no requirement to include residents from the community of Peggy's Cove.

In addition to designating a preservation area, the Act designated a section of the Highway 333 as the "Peggy's Cove Parkway" in an attempt to limit development along this section and protect it as a scenic drive. Premier Stanfield noted at the time that the intent was not "to interfere in any way with the areas that are now substantially built up, but rather restrict building along the road" to best preserve the character of the region.

5.1.2 Amendment to the Act (1994)

The Act was amended in 1994; this version remains in effect today. Transcripts from the fifty-sixth General Assembly show that the 1994 amendments were primarily aimed at addressing the absence of community representation on the commission and on the intended effect of the Act on the community itself. These amendments also transferred the authority under the Act from Municipal Affairs to the Minister responsible for the Nova Scotia Economic Renewal Agency, which included Tourism Nova Scotia and the Nova Scotia Marketing Agency.

As decisions related to land-use and infrastructure within Peggy's Cove were being made by a commission in accordance with the Act, and not through standard municipal governance processes, the role of the community in the decisions that directly affected the community (including opportunities for input in land-use and planning decisions) was not clear. Engagement with the community on major projects did occur but was informal and discretionary. In an attempt to entrench the community's involvement in the decision-making process, the revised Act required that 3 of the 4 additional Commission members be residents of the Peggy's Cove area.

The other notable change made was the purpose of the Act itself. Similar to the revised composition of the committee, this change was presented as a response to community concerns regarding their place within the Act. The original purpose of the commission under the act was to “preserve the unique scenic beauty, character and atmosphere of the Area.” The 1994 amendment revised the purpose to read “to preserve the unique scenic beauty, character and atmosphere of the Area for the enjoyment of both residents and visitors” [emphasis added].

The 1994 amendment process reconfirmed the Province’s commitment to Peggy’s Cove. However, while it highlighted the increasingly regulatory nature of the commission, the ongoing governance challenge and the lack of clarity in regard to responsibility for comprehensive and strategic planning and implementation of strategic infrastructure projects was not addressed. These issues persist today.

5.2 Roles, Responsibilities and Challenges under Existing Conditions

5.2.1 Governance

Under the current Act, the Minister of the Department of Business has authority for the Commission. While the Commission has a broad mandate under the Act – preservation of unique scenic beauty, character and atmosphere – it has generally limited its role in achieving this purpose to adopting and enforcing bylaws related to land use. There is a *Peggy’s Cove Planning and Development Strategy* (1990) and *Architectural Guidelines* (1992), however, other than being used in drafting the land use bylaw, no other mechanisms to achieve the broader mandate were actioned.

The bylaw creates challenges for the Commission in fulfilling its purpose. The Commission is tasked with a broad mandate calling for discretion in its decision-making, yet it has a rigid land-use bylaw, which by its very nature is meant to limit discretionary decision-making. In addition, the Commission has little guidance when faced with discretionary decisions, such as bylaw amendment applications like rezonings. In a municipal context, a municipal planning strategy would provide the guidance necessary to consider and make discretionary decisions and these decisions would be informed by technical staff reports and be made by elected officials through a public process.

5.2.2 Development Control

The role of the Peggy’s Cove Commission is currently development control. This is a role undertaken by municipal governments elsewhere in the Province, including the communities adjacent to Peggy’s Cove within HRM, using a variety of legal instruments directed by policies established within an Official Municipal Planning Strategy. Certainly, HRM has resources and tools that would allow it to administer development control in Peggy’s Cove. However, the nature of the Halifax Charter and structure of HRM, sets up a form of development control that is more appropriate to large developers in terms of cost, antagonistic approach, and the sophistication of submission and review requirements.

The bylaw, as currently drafted, sets out a number of development processes that are problematic. The Peggy’s Cove Commission grants development permits for applications deemed to meet the requirements of the bylaw. HRM is then tasked with issuing building permits and carrying out inspections. However, the bylaw makes no reference, and provides no appeal process, when a development permit is refused by the commission. This differs from municipalities across the province where, under the Municipal Government Act (and Halifax Charter), a development permit may be appealed to the Nova Scotia Utility and Review Board. At the same time, building permits issued by HRM may be appealed directly to and overturned by the Commission. Further, enforcement of the bylaw in regard to land-use is also left to the Commission. These extraordinary powers are vested in the commission which lacks resources and technical skill to implement them. In addition, the absence of an appeal mechanism and private nature of Commission meetings creates a development control processes that lacks transparency and has led to the community having concerns about fairness.

5.2.3 Strategic Planning

The pressures and challenges identified in this master plan have been building for decades. There are multiple federal and provincial departments and agencies as well as the Municipality with jurisdiction and assets at Peggy’s Cove, and jointly they have struggled to respond. This is due, in part, to confusion around overall responsibility for developing and implementing strategic infrastructure and land-use plans and projects, but it is also due to the unique circumstances at Peggy’s Cove which do not align with established government programs. The lack of a coordinated model and management framework has resulted in ad-hoc and inconsistent approaches to infrastructure renewal, investment and management of publicly owned assets.

The Act tasks the Commission with the preservation of the “unique beauty and character” and “atmosphere”; these are clearly broad and qualitative attributes that are not easily addressed through a land use bylaw alone. These governance and direction-setting roles are typically implemented through community and economic development programs, parks and recreation departments, and through community consultation. The Commission is not equipped nor tasked to handle these roles, nor does it have any of the staff resources (as would be present in a Municipality) to administer the types of programs necessary to implement any strategic planning objective.

5.2.4 Community and Economic Development

The privately owned buildings and lands in Peggy's Cove are also in need of investment. In addition to the land use bylaw and zoning, environmental regulations pertaining to sewer and water limit the ability of community members to create a positive living environment for themselves and to adapt their business to present day challenges. There is a mythology that community members are wealthy business people living off the tourists who visit. Instead, there are significant barriers to the community being able to respond positively to the tourism pressures. The community has expressed a desire to actively and directly participate in the detailed project design and implementation processes. Provincial and municipal governments should work with the Commission, residents and business owners/operators to better identify opportunities to support inclusive community and economic development initiatives within the village that further these expressed interests.

5.3 Recommendations and Immediate Interventions

Common governance and management objectives include creating a structure that:

- Is predictable in its outcomes;
- Promotes appropriate community development objectives; and,
- Provides clear rules, fair enforcement and transparent procedures.

The Peggy's Cove Commission Act provides a powerful legislative framework to implement new tools that create such a structure and address the challenges unique to Peggy's Cove. In reviewing best practice governance and management structures for areas with similar characteristics to Peggy's Cove, no single

model emerged as “the one” (see Background Report, Appendix A). Rather, several models were identified as having the potential to serve as precedents for governing, managing, operating and engaging with the community.

The Halifax waterfront and the Lunenburg waterfront serve as models for structuring governments' involvement in building the physical platform through investment and management of infrastructure and land. Like these two waterfront areas, a collaborative approach to development is necessary in Peggy's Cove, given the variety of government agency owners and private sector owners that need to be in agreement for project success and the importance of these iconic sites for our community and economy. Also, like these two areas, Peggy's Cove requires government involvement that can ensure there is a clear mandate for “place-making” as part of all new construction and community interventions.

With respect to management, the closest parallel in Nova Scotia is the Halifax Waterfront. Like Peggy's Cove, the Halifax waterfront handles an extraordinarily large number of visitors annually, including cruise ship passengers. Similar to Peggy's Cove, the public realm requires intensive, on-the-ground management to ensure a safe, positive, world-class visitor experience, with only minimal revenue generated by the platform itself, but an understanding of the role of the platform in driving visitation and private sector (and hence secondary government) revenue.

All examples of successful government “place-making” and community empowerment require the active engagement of the business, resident and cultural community, which in the case of Peggy's Cove is limited in size and capacity. A variety of mechanisms are available to help a community organize and participate with its government partners, all of which have some relationship to the situation at Peggy's Cove. These include Planning Advisory Committees, Business Improvement Districts, Community Development Organizations, and Public and Private Foundations. In terms of structuring the relationship between the government agency and the community, the best practices research provided direction towards a need for a clear delineation between the specific needs of the community, and the broader needs of HRM and the Provincial and Federal governments.

Peggy's Cove represents a unique example, given the desire to enhance the tourism experience for an extremely high number of visitors while preserving and enhancing in the quality of life for residents of a very small rural community. Research showed that success could be potentially achieved through a collaborative

stewardship model whereby a lead government agency works in close concert, and in a very supportive manner, with a local community development organization.

There are two distinct aspects to community involvement. The first is community participation in the planning and infrastructure investment to ensure the work is appropriate, and also to build excitement and synergies such that the public work inspires the necessary local private investment. The community can be given a voice through a planning committee or advisory committee as has been very successful in Lunenburg with respect to waterfront development through the Lunenburg Steering

Committee. In addition, careful attention and direct involvement where projects affect resident’s houses and businesses such as the road raising project, should be considered. Community members also expressed interest in building internal capacity to better and more effectively engage in business development, recreation, and curating their own cultural history as it is presented to the world. Simultaneously, the community should be encouraged to explore other partnerships or initiatives that originate from the community itself or from other community capacity building organizations with an interest in Peggy’s Cove. This may include potential partnerships around interpretive and cultural initiatives and community or culturally-oriented spaces within the community. As owner of

Table 5.1

Authority under Act	
Update title of Act to Peggy’s Cove Commission Act and Revise purpose: “The purpose of the Commission Act is to preserve the unique scenic beauty, character and atmosphere of the Area for the enjoyment of both residents and visitors”	<i>Minister of the Department of Business</i>
Additional revisions as necessary to clarify authority, roles and responsibilities and other amendments based on legislative review.	
Governance	
Authorize creation of, approve and amend Comprehensive Master Plan (vision, objectives, implementation plans (bylaws and strategic projects)	<i>Minister of the Department of Business</i>
Produce, monitor, and recommend amendments to the Comprehensive Master Plan and Implementation Plans	<i>Develop Nova Scotia, with requirement for direct participation of resident and business community in Peggy’s Cove</i>
Monitor, review, and recommend amendments to the Comprehensive Master Plan and implementation plans	<i>Peggy’s Cove Community Development Advisory Committee (provides direct feedback to Develop Nova Scotia).</i>
Development Control	
Administer Peggy’s Cove Bylaw	<i>Commission with dedicated support staff or municipal development officer</i> <ul style="list-style-type: none"> • Potential to retain commission in discretionary/qualitative approval role, with quantitative by-right approvals carried out by municipal development officer • Preferred approach dependent on future bylaw review and amendments.
Adjudicate Development Permit Appeals	<i>Minister of Department of Municipal Affairs or appointed representative</i>
Enforce bylaw and permits	<i>HRM bylaw enforcement officer</i>
Management	
Implement strategic infrastructure projects	<i>Develop Nova Scotia, in partnership with other government agencies (e.g. NSTIR, DMA) and private sector partners</i>
Manage, operate and maintain provincial assets and services (parking areas, traffic management, waste collection, leasing of commercial spaces in provincially-owned properties)	<i>Develop Nova Scotia, in partnership with private sector partners.</i>

culturally significant and underutilized assets, relevant provincial government departments and/or agencies should continue to consult with the community and explore opportunities to test such community uses and partnerships.

5.3.1 Overview of Revised Framework

The focus on proposed changes is to close the gap between the purpose of the Act and the available mechanisms to achieve it, recognizing that flexibility is required given both the opportunities and challenges unique to Peggy's Cove.

In approaching the overall governance and management framework, authority and responsibility for the overall vision (strategic planning), development control (bylaw regulation), and management (project implementation and operations) must be carefully considered. The following outlines a potential governance framework for Peggy's Cove, in which emphasis is placed on key areas for decision-making, agencies or groups to be empowered, and how this differs from the existing condition:

5.3.2 Recommendations for Immediate Intervention

Implementation of the improved governance and management framework requires a collaborative effort between the Department of Business, the Peggy's Cove Commission, and other vested agencies – which may take time to fully develop (see table 5.1). At the same time, urgent infrastructure projects and revisions to the framework can't be advanced without some initial immediate steps. Immediate interim action is necessary given the current declining visitor experience, congestion and need for immediate infrastructure investment requirements. The following is recommended for advancement in the interim to ensure necessary improvements are carried out in Peggy's Cove:

- Appoint a single government agency to coordinate the implementation of the Comprehensive Master Plan, including necessary due diligence and design of priority projects. Given their mandate, project involvement, and expertise, it is recommended that Develop Nova Scotia take on this role for the project implementation. In this role Develop Nova Scotia should continue to advance key projects identified in the Master Plan in consultation with other government agencies and with input from a community advisory committee.
 - The Province should carry out legislative review of the Act to identify amendments required to achieve proposed
- governance and management framework, as well as other housekeeping amendments. Attention should be given on authority for key decisions, as well as the authority granted by the Act over other relevant legislation.
 - Begin discussions with HRM and Halifax Water Staff regarding the municipality's and agency's capacity in the potential administration, management and involvement in land-use and infrastructure servicing issues in Peggy's Cove.
 - Establish a Memorandum of Understanding with Peggy's Cove residents and property owners for the establishment of an interim community advisory working committee. Their mandate should focus on plan implementation, feedback and recommendations. Develop Nova Scotia should sit on the committee and the committee should make recommendations directly to them. A dedicated website should be established to publish meeting minutes, recommendations and progress reports.
 - Include in the mandate of the community advisory or working group the exploration of partnerships, initiatives and other opportunities that address community interests and desires related to community and economic development and cultural programming. Relevant government agencies should participate in meaningful discussions and decision-making that supports the vision of the community. For example, an initial focus of discussions may be on increasing the involvement of the community in the telling of stories in Peggy's Cove, including the story of DeGarthe and the curation of the DeGarthe collection managed by the Province.
 - Open up formal discussions with the Department of Fisheries and Oceans regarding the Peggy's Point Lighthouse.

5.4 Building in the Community

Achieving the objectives of the Peggy's Cove Commission Act, to "preserve the unique scenic beauty, character and atmosphere of the Area" requires very careful attention to design. The exposed, barren landscape of Peggy's Cove means that any human construction is highly visible, at great distance, including horizontal elements like parking lots, that typically disappear in other landscape types. Without careful attention to these design details the authentic character of the area could be easily lost.

Design of both public and private sector assets and infrastructure contribute to the character of the area. With public assets, appropriate location and attention to details during design and project execution is essential. With private sector assets, appropriate development control that enables the unique forms and placements found at Peggy's Cove must also be provided for.

5.4.1 Development Control Strategies

Significant actions are needed to meet the overall mandate, and include the creation of enforcement mechanisms that control:

- The types of land uses permitted in zones;
- The types of uses permitted in building types;
- The architectural design, character and appearance of new buildings and landscape elements;
- The locations and types of services to be provided, especially related to sewage disposal;
- The locations and patterns of building placement in the landscape.

In considering options for development control, it is clear that standard design and regulation requirements for sewage treatment, subdivision, parking and setback requirements, as well as building construction, are at odds with achieve building forms and patterns consistent with the character of Peggy's Cove. There are, however, new forms of development control that should be considered to achieve the objective.

Architectural Design Guidelines/Pattern Book

The current bylaw limits new buildings to a specific architectural style and provides detail on technical architectural requirements including the size, proportion, foot print, roof, pitch, siding, window, entrance details, colours and exterior designations. The requirements are rigid and discourage property owners from investing in new construction in the community. Simultaneously, critical elements such as building placement and landscape

elements are not addressed. This chapter includes information on the critical design features for both public and private construction, and which could be included in a guideline to inform development control.

Wastewater Management Districts

Sewage treatment systems of all forms are difficult at Peggy's Cove. Most require some soil to both bury pipes and tanks, and also to disperse effluent into the ground. There are patches of soil that could support some treatment, but this resource is not available for all homes and in all locations where development is desired. Wastewater management districts are a form of management where clusters of homes and business share larger on-site sewage disposal systems that are located where the soil supports their placement. In this way, homes and businesses can be maintained and/or expanded in locations without soil. The systems are typically maintained by the municipal unit and home owner/business are billed on an area rate basis.

Subdivision through the Condominium Act

Municipal subdivision typically requires homes and business to be placed on lots where all requirements (parking, sewage treatment, setbacks, etc.) are met by each individual unit on that specific lot. In the case of Peggy's Cove, lots cannot support all of the modern requirements, and restricting development to such requirements would destroy the development pattern of the Cove. Land based condominiums are an alternative that allow for subdivision through the Condominium Act. Rather than all site requirements being required on each individual lot, all requirements are met within the overall lands of the condominium. This form of subdivision is particularly compatible with wastewater management districts. Another alternative would be to allow multiple buildings on one lot within a subdivision bylaw that allowed for a similar sharing of requirements.

Expert Advice on Design

The body responsible for development control requires technical design input on whether or not a project is compatible with Peggy's Cove. As is evident in the key design parameters that follow in this chapter, the design elements are not easily reduced to any type of standard - they are patterns not concrete measures. For this reason, the expertise required for review is that of an architect or other design profession specializing in cultural landscapes. An option might be to have several design professionals on a standing offer who are familiar with the design requirements for Peggy's Cove. Given that the residents of Peggy's Cove are not sophisticated developers familiar with antagonistic design review processes, it is important that the design input be structured in a

positive way, preferable providing input and guidance at project initiation rather than at final submissions.

Plan Approval Contracts

Plan approval contracts are a form of development control that balances clear design objectives with some level of discretion.

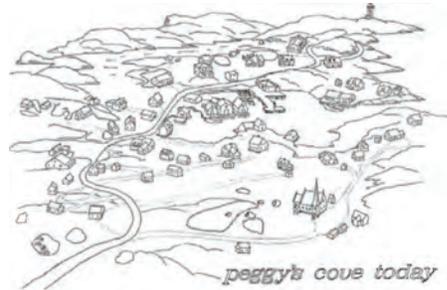
Potential project approval could be based upon:

- A site plan showing the building footprint relative to site boundaries;
- Drawing of the proposed building;
- Statement that proponent has met with a design expert at project initiation, and has created a project that is general compliance with the design guidelines, land use bylaw (and other bylaws as drafted).
- Statement of compliance with the wastewater management district by the consulting engineer and/or evidence of subdivision within a land based condominium.

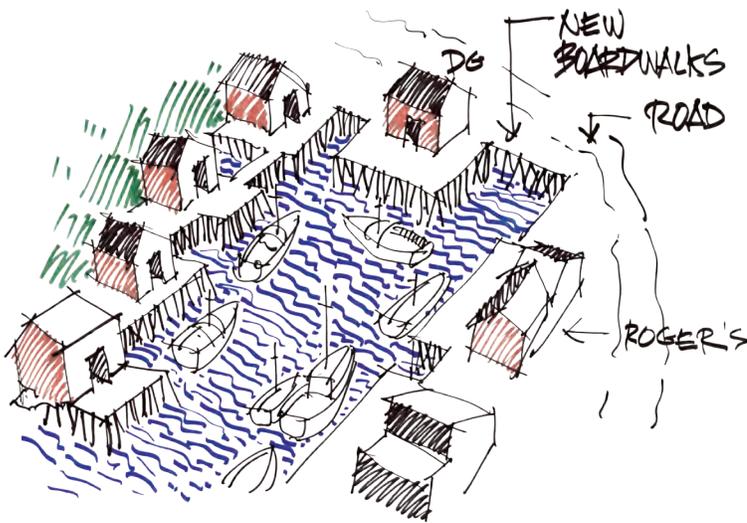
5.4.2 Settlement Pattern + Land Use

Orientation

Houses at Peggy's Cove were traditionally oriented towards the harbour to keep watch on the Cove's fishing boats and sheds. Commercial establishments were typically related to the fishing industry and therefore located on the water side of Peggy's Point Road, allowing for boat access. The fishing industry was the major driving force behind the activation of the waterfront, leaving the surrounding hillsides for quieter, residential areas.



Mader, Heather. A Coastal Village: Studies in Urban Form, Peggy's Cove, Nova Scotia. School of Architecture, Technical University of Nova Scotia, Halifax, 1988.



Traditionally, the front doors of most houses acted as the public face, while residents and locals knew to enter through the back or side doors.

The historical and cultural importance of the inner cove should be reflected in a new zoning plan. The new zoning plan would continue the tradition of gathering, socializing, and fishing out of Peggy's Cove by encouraging new commercial uses in the Cove Area and protecting the side slopes for residential and quieter commercial uses (e.g. accommodation).

5.4.3 Character Zones

Although the fishing industry has declined, the waterfront remains an important part of the community's identity and is still an important gathering spot for residents today. The inner cove area holds the majority of what remains of the traditional structures and uses of Peggy's Cove. It is also the area where most visitor experiences occur. For this reason, the buildings and materials used should most closely mimic traditional forms and materials in this area. In locations further from the Cove, more options in form and materials are possible.

Heritage Zone

The Heritage Zone encompasses the inner cove, what traditionally would have been the most active and established area in the community. It includes both sides of Peggy's Point Road within the inner Cove and extends west on Peggy's Point Road to include the Hags on the Hill and the ochre-coloured Campbell fish shed. St. John's Anglican Church was placed on high ground where it is visible to oncoming traffic and visitors to the Cove, as well as to residents within the community. It played an important role in the community and its importance remains present today, therefore it is also included in the Heritage Zone. The Heritage Zone makes up the majority of the community's oldest and most traditionally formed structures.

The Purpose of the Heritage Zone is to preserve and celebrate tradition and culture within Peggy's Cove. With help from



heritage-related grants, the residents and property owners within the Heritage Zone should be encouraged to restore and maintain their structures and their placement.

Lighthouse Zone

The Lighthouse Zone encompasses what has traditionally been the community's main attraction for tourists, Peggy's Point Lighthouse, as well as the surrounding land. The Lighthouse Zone also includes the community's main commercial establishment, the Sou'Wester, establishing the restaurant as an important visual feature of the community. The appearance of any establishments located within such close proximity to the lighthouse directly affects the overall lighthouse experience and therefore should follow guidelines to best compliment and celebrate the lighthouse's importance.

Outer Cove Zone

The Outer Cove Zone encompasses the majority of land within Peggy's Cove and will hold the most opportunity for future new growth. It is near enough to the inner cove that built forms and uses should compliment the traditional forms and materials of the Inner Cove Zone, but permitted materials expand and construction rules are relaxed so to accommodate new, feasible growth.

Peripheral Zone

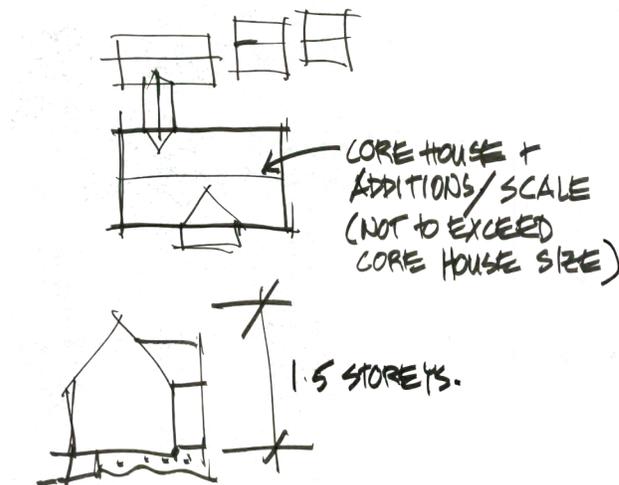
The Peripheral Zone encompasses the areas of Peggy's Cove that are furthest from expected tourist travel. This area allows for the most flexibility in allowable materials and construction so as to encourage both larger residential uses if necessary, as well as invite more modern architecture that compliments both the existing traditional structures and the surrounding landscape. These potential structures would be out of the way enough so as to not take away from the traditional Peggy's Cove experience; rather they would add interest to the landscape and add to the architectural story of the cove.

5.4.4 Building Forms

Residential

The houses of Peggy's Cove are at the core of the village character. The vernacular style of houses reflect the village's history and culture and contribute to the popularity of Peggy's Cove as a tourist destination.

Staying true to the definition of vernacular, houses today must meet the modern needs of the residents and help the community reach their goal of growing the population and attracting young



families. Houses should provide places of refuge and privacy for the community's residents, allowing for separation between tourist and resident, and prioritize the village's role as an active fishing and arts community first and tourist destination second.

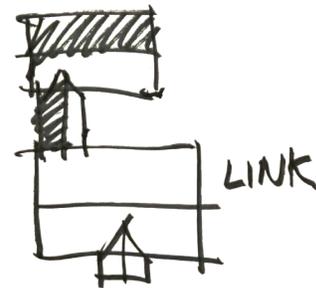
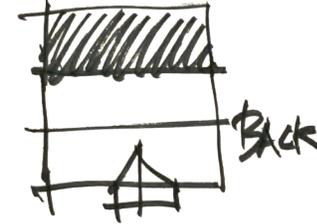
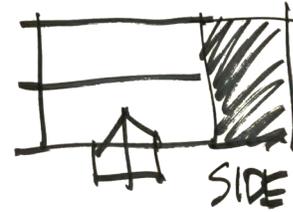
While houses were traditionally 1.5 storeys in height, today's houses need to be large enough to meet modern expectations. Residential uses in the Heritage Zone and Outer Cove Zone should be limited to 1.5 storeys in height; residential uses in the Peripheral Zone may be up to 2.5 storeys. Residential uses should not be permitted in the Lighthouse Zone other than potential accommodation at the Sou'Wester. When necessary, residential uses in the Heritage and Outer Cove Zones should use additions and outbuildings for additional square footage.

Generally, new larger buildings should be located in the Peripheral Zone. Where required, they should be considerate of the following factors in order to be compatible with the traditionally small scale of existing houses and outbuildings:

- location,
- view planes,
- exterior cladding materials, and
- paint colour.

Replication of old buildings at a larger scale is discouraged. New, larger buildings should be positioned in a way that is the least intrusive and preserves important views. Exterior cladding and paint colour should be neutral and roof form should be simple so as to minimize the visual effect and blend in with surroundings.

Modern interpretations of traditional forms should be encouraged in the Peripheral Zone and should compliment the existing landscape. New buildings with predominantly residential uses should be designed as houses in all zones.



Residential Additions

When done properly, additions blend into the existing architecture as well as provide additional space for growing families and businesses. Additions should not exceed the core house size and should be built either on the back, side, or by using a link. Additional square footage may also be achieved by an outbuilding, which contributes to the existing village character. Outbuildings can be placed in a way that may form courtyards, capturing the sun and creating areas that are sheltered from the wind. Successful additions do not take away from existing structures, they enhance the property's appearance and add to its uniqueness.

To maintain appropriate massing and congruity between old and new structures, additions to any buildings in Peggy's Cove are ideally:

- secondary to the core house,
- limited to 1 1/2 storeys, and
- colour differentiate.

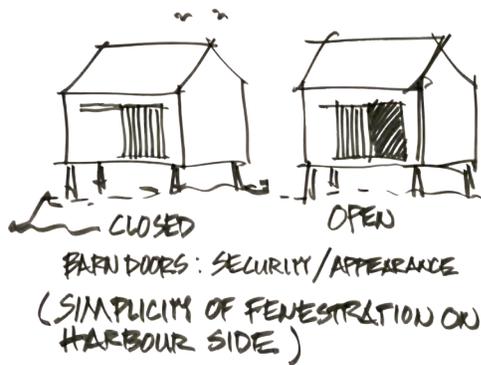
Commercial Uses

Commercial establishments provide economic opportunities for the community and points of interest for tourists. They can also contribute to the community architecturally and provide some insight into the community's rich intangible culture by connecting

visitors with residents and locals.

Outbuildings can be an excellent space for businesses as their traditionally simple shape provides opportunities for interior customization. Commercial establishments that attract visitors should generally be located in and around the waterfront where they were once traditionally concentrated. The exception to this would be accommodation-type uses which may be located in residential areas.

Sliding doors on commercial outbuildings are encouraged. They can indicate if a business is open or not; a wide open door on a nice sunny day is a clear welcoming sign. Large sliding barn type doors can provide protection for larger window and door openings during night time, through the off-season, and during storms, while preserving the traditional appearance of the outbuildings in Peggy's Cove. Sliding barn type doors can be economically constructed with vertical boards reinforced by battens.



The use of batten type storm doors is encouraged for exterior door protection for both residential and commercial buildings.

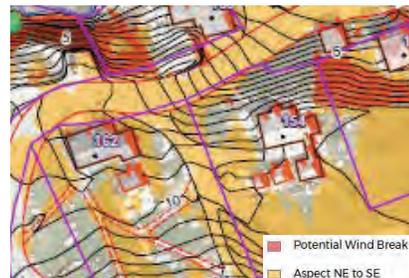
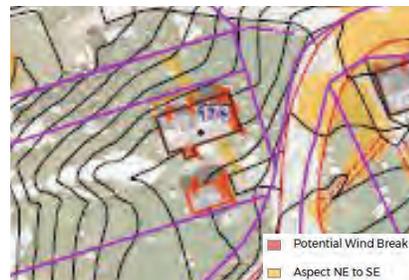
Outbuildings

The character of the outbuildings and fish sheds are one of the major draws for tourists at Peggy's Cove. They are unique to the fishing village's architectural style and connect visitors and residents to the waterfront.

Outbuildings can increase the functionality of the waterfront by adding new connections, wharves, and walkways. Outbuildings can also create wind-protected courtyards or alcoves, serving as interesting spaces between buildings for people to gather and be

used for a variety of activities such as outdoor concerts, places where artists and artisans can work, and places where the material culture of the fishery can be displayed. When combined with boardwalks, stages, or platforms between outbuildings, an atmosphere of "congenial congestion" should be created in an attempt to recreate the atmosphere once present around the cove; spaces that invite visitors to explore and stay a while. Outbuildings may be located on either side of Peggy's Point Road. Land-side locations may be stand-alone, attached to residential-style structures, or clustered to create courtyards. Wood patios and decks are encouraged.

Outbuildings are traditionally simple, with basic forms and appropriate massing, and simple fenestration facing the harbour. The simple shape of outbuildings accommodates both commercial and residential needs by allowing its users to customize the interior, while the simple exterior adds to the vernacular architecture of the area.



Sun exposure and wind breaks created by residential additions and wind breaks in Peggy's Cove, EDM Planning Services Ltd.



5.4.5 Architectural Elements

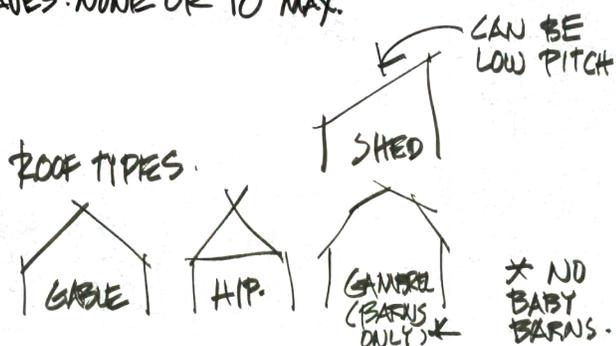
Roofs

Prior to the introduction of bituminous roofing materials in the Maritimes and in Newfoundland, wood shingles were used for pitched roofs. For asphalt shingles used commonly today, a pitch of 4:12 is the minimum. For wood shingles and for a traditional appearance, a steeper pitch is required, commonly 12:12, or sometimes 8:12 or 10:12.

The roofscape is one of the most visible elements and should be adhered to in all Character Zones. New roofs should follow the existing roof pitches of the extant traditional buildings in Peggy's Cove. Roofs should have only occasional dormers or one large dormer on the front. Ideally, roofs for new buildings should be either gable roofs, hip roofs, or shed roofs, with only spare use of dormers. Wood shingles, in conjunction with breather mesh under the shingles to increase roof life span, are encouraged for new buildings. Returning all roofs in Peggy's Cove to wood shingles would have a significant role in creating a cohesive community appearance.

The use of prefabricated baby barns with gambrel roofs should be prohibited.

EAVES: NONE OR 10" MAX.



Foundations

Post or stone foundations are recommended for Peggy's Cove. These types of foundations maintain the traditional appearance of the architecture and, when buildings are moved, demolished, or renovated, few traces remain on the landscape. Post and stone foundations accommodate the terrain irregularities and highlight the area's unique rock formation. Fill and blasting should be limited.

Stone or wood foundations can be used for new buildings that include an uninsulated crawl space under the building, with an insulated concrete core that is under the building but away from

the perimeter, to protect services from freezing and provide tankage for cisterns, with an insulated access hatch. Construction of these partial basements should aim to limit their visibility and allow for stone and post foundations at the perimeter.

More modern concrete foundations (preferably with stone facing) should be allowed in the Outer Cove and Peripheral Zones.

Fenestration

Windows in Peggy's Cove traditionally have wood, vertically sliding sashes, and proportions of 1 unit high to 2 units wide. When ordering new wooden windows, they should be ordered without factory applied brick moulds. Instead, traditional window trims should be applied on site. Window, door and eave trims should match those of the extant traditional buildings in Peggy's Cove.



Outbuildings may have varied windows, including fixed, or rectangular, and small vertically sliding sashes. Wood windows and trim are encouraged for all buildings, to maintain traditional appearance however, the issue of wood vs. vinyl windows is a controversial issue in many heritage conservation areas. If the cost of wood windows is prohibitive, the use of vinyl windows in traditional proportions is recommended, either vertical sliding windows (one over one), or awning or fixed windows (traditional rectangular outbuilding proportions). Avoid the use of plastic muntin bars and brick moulds. Exterior trim for vinyl windows should be wood compatible with the adjacent wood exterior wall cladding. This strategy will permit the possibility of upgrading the windows in future to authentic wood windows with traditional muntin bars.

Windows in the Outer Cove Zone may be vinyl in traditional proportions, with wood or simulated wood trims. Windows in the Peripheral Zone can be any material. Modern styles that

compliment the landscape and interpret traditional forms are encouraged.



Privacy

Fencing was once part of the material culture of Peggy's Cove and was used to corral livestock, define property lines, and was even used to surround the old lighthouse. Today, there is virtually no fencing in the community and very few visible alternatives to property delineation. As a result, visitors to Peggy's Cove are generally unaware of existing property lines and residents are often subject to trespassing and privacy invasion.

Strategically designed and placed fencing is a good option for providing residents with more privacy. Fencing should not hide buildings and features, rather, it can be used to provide a visual cue to visitors and indicate a more clearly marked circulation route.

Fencing can define partial properties, roads, pathways, and lanes. Fencing should be natural wood with ample spacing between posts so to preserve site lines and not take away from either the landscape or built features. Fencing in the Heritage Zone should be limited to Rail Fencing.

Reinstating historically compatible fencing in Peggy's Cove will greatly enhance the appearance of this historic cultural landscape. Archival photographs demonstrate the contribution that fencing once made to the character of the community, defining Peggy's Cove as a working landscape rather than a pleasure landscape.



Photos: Nova Scotia Archives

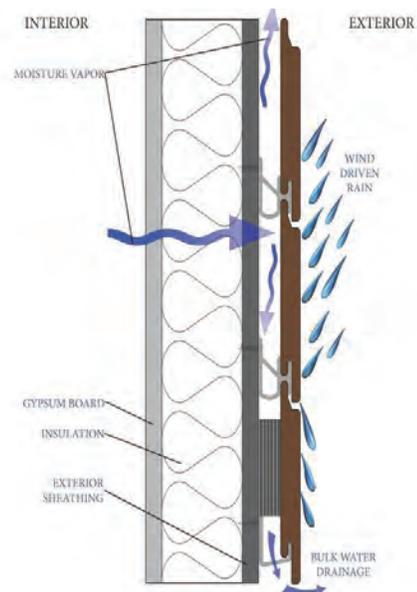
5.4.6 Finishes

Construction Materials

The installation of exterior cladding materials for roofs and walls when renovating existing buildings or constructing new buildings in Peggy's Cove should be guided by the materials on extant traditional buildings, such as narrow exposure 4" clapboards, narrow exposure sawn wooden shingles, and vertical boards with or without battens.

The goal with new construction in Peggy's Cove is to reduce maintenance and retain character. When using wood shingles, use breather mesh under the shingles to increase the life span of the shingles. Breather mesh provides a space between the roof and shingles for continuous airflow, increasing ventilation and reducing the need for frequent and expensive roof replacements.

Similar to breather mesh for wood shingled roofs, rainscreens should be used in conjunction with exterior cladding to keep



water and moisture away from the wall, prolonging the life span. Rainscreens allow moisture to escape by means of evaporation, instead of seeping into the inner framing and causing mold. Rainscreens reduce energy costs by reducing hot and cold air and thermal movement through the wall and providing additional insulation for the building.

Colours

Although Peggy's Cove was traditionally neutral in its colour palette, as were most working fishing villages of the early 19th century, the brightly coloured houses and shops of today figure prominently in the tourism marketing of the village and are enjoyed by many of the local residents.

The traditional whites, off whites, or greys for the exteriors of houses is still recommended if authenticity in the Heritage Zone is the goal. Outbuildings can be left to weather if using cedar, or stained or painted in a dull red similar to the traditional red ochre paint colour still evident on some buildings around the Cove.

Bright colours in the Outer and Peripheral Zones should be permitted with limitations. Colours should preferably be from a muted, heritage colour pallet (consider the Benjamin Moore Historical Colours Collection) and should consider the building's location and context in choosing a colour. For instance, Heritage and Lighthouse Zones should be painted so as not to take away from the heritage features. Adding too much colour to these areas will take away from the sense of place that is created. This is especially true for the lighthouse, with its white structure, the light coloured granite rocks, the ocean, and the sky.



5.4.7 Wayfinding and Landscaping

Rocks and the natural landscape have long been an important element in wayfinding and interpretation within Peggy's Cove and the surrounding areas. Since landscaping and wayfinding are so integrated, special attention needs to be taken to ensure all landscaped and wayfinding features within Peggy's Cove reflect and maintain this unique relationship. Wayfinding and landscaping in Peggy's Cove should not only allocate routes, it should provide direction and interpretation, improve safety and accessibility, and increase appreciation for the landscape and culture in Peggy's Cove. In 1984 planning students at the Nova Scotia College of Art and Design conducted research on wayfinding and interpretation in Peggy's Cove with two goals in mind: "To provide environmental and cultural information to visitors and residents of the Peggy's Cove Area through the development and management of Interpretive Systems, and to promote the preservation of the quality of the natural environment in the Preservation Area through Interpretive Systems" (Pamela Hubbard, Michael Dillistone, and Julian LeBlanc, Peggy's Cove Interpretive Potential, 1984). Although completed over thirty years ago, the significance of interpretation remains and it is evident that special consideration must be taken when designing wayfinding and interpretation and the elements that accompany it, such as seating, pathways, and markers. A landscape architect should be hired to take on this special consideration, drawing from some of the recommendations made and features identified in the 1984 Peggy's Cove Interpretive Potential study.

Paths and Walkways

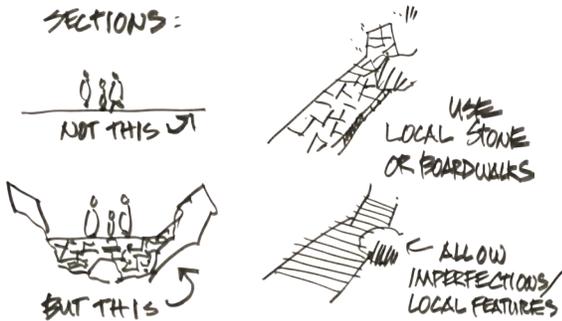
Pathways should be well-crafted and use local stone and wood to create steps, bridges, small platforms, and ramps that enhance and highlight and preserve the area's unique rock formation and flora and do not take away from or hide them, being as least intrusive as possible. Pathways should be made of crushed

granite and local wood, using concrete only where necessary to accommodate slope. Walking paths could connect to a series of wireless or cell phone stations where visitors can listen to interviews with the residents of Peggy's Cove on a variety of topics such as history, fishing, the weather, the use of the land, place names, and seasonal work, and could be connected to specific sites along the route.

Any walking routes designated on the rocks should be done using local stones or wood in a way that creates just enough distinction so to provide clear direction yet blends into the natural and built environments. It should not unnecessarily cover existing rocks and flora.



Photos: Carlos Ivan Rueda Plata, Syndetic Modernism



Seating and Signage

Seating and signage in Peggy's Cove should also be made using local and culturally significant materials such as local wood and stone and should compliment the surrounding landscape. The idea is to encourage visitors to slow down and take more time to appreciate views, geology, flora, and history.

5.4.8 Precedents

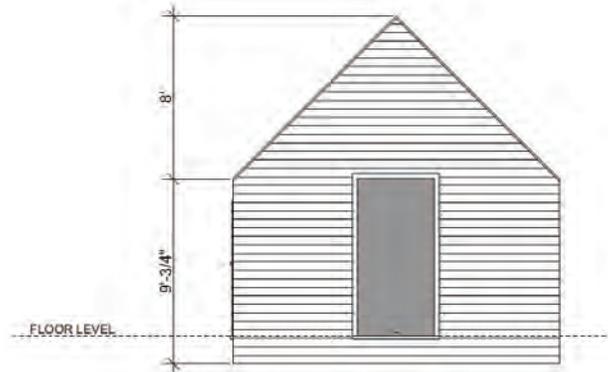
Outbuildings

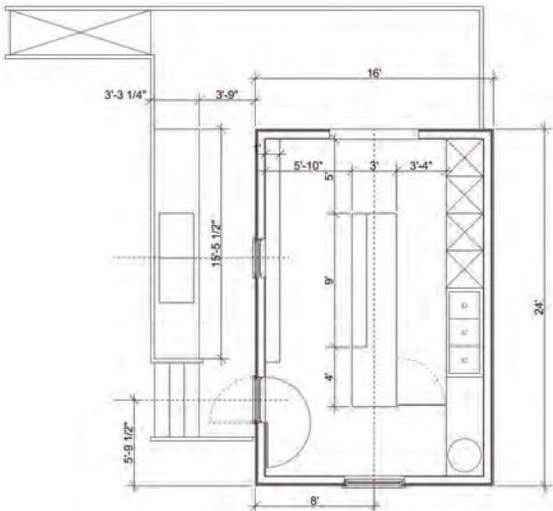
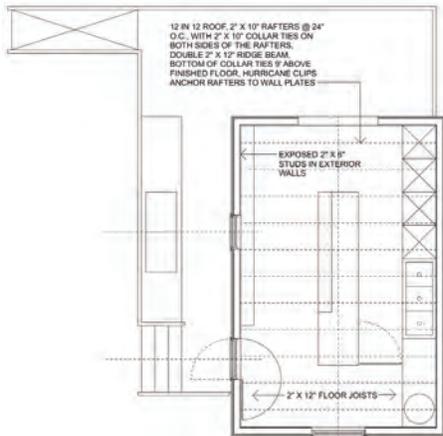
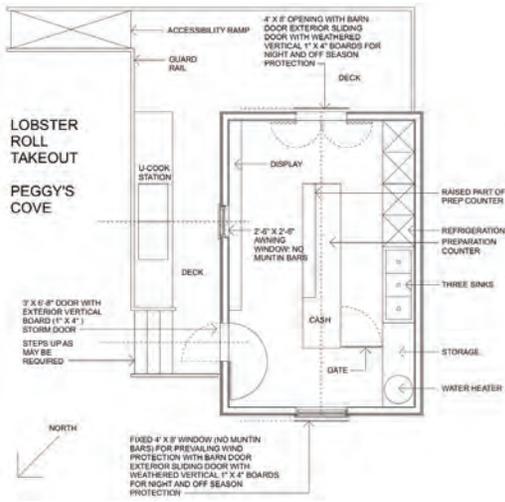
Outbuildings, especially those along the cove and waterfront, should stay as true to traditional form as possible. The Manuel fish shed is a beautiful example of a traditional outbuilding form.

The following plan is intended to be an example of a small commercial establishment in the Heritage Zone. Versions of this can be adapted to fit individual business' needs and can be used for waterfront or land-based commercial outbuildings.



Manuel Fish Shed





Sample Outbuilding: Lobster Roll Take-Out

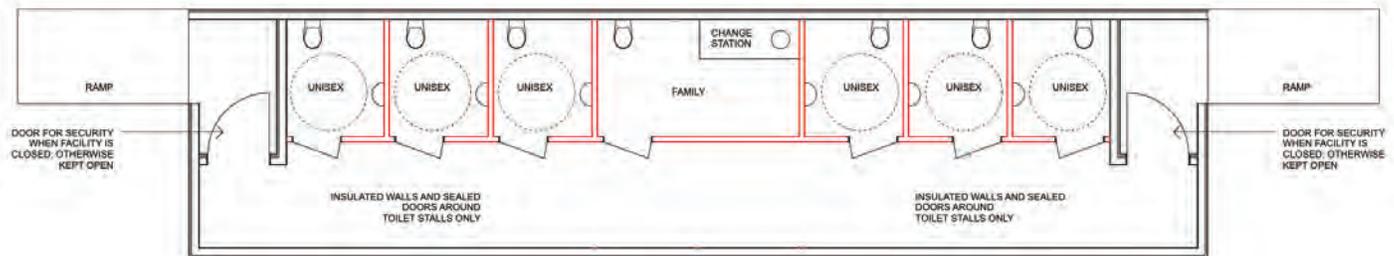
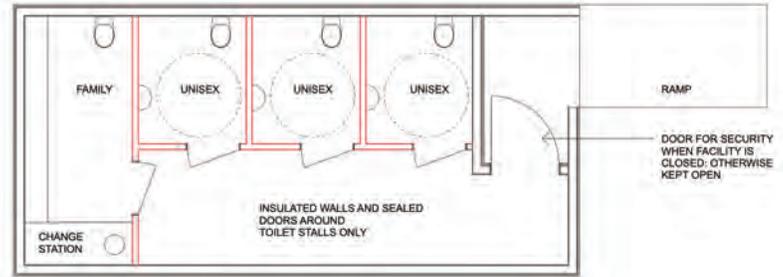
EXTERIOR WALL CONSTRUCTION FROM INTERIOR TO EXTERIOR: 5/8" EXTERIOR PLYWOOD, TYVEK OR TYPAR, BENJAMIN OBDYKE SLICKER, WEATHERED CEDAR SHINGLES WITH 5" EXPOSURE, STAINLESS STEEL NAILS. 5" WEATHERED CEDAR CORNER TRIM BOARDS ARE OPTIONAL, AS ARE ROOF FASCIA OR EDGE TRIM BOARDS. THE APPEARANCE MUST MATCH THE TRADITIONAL, PLAIN TRIM OF THE EXISTING FISHERIES BUILDING AROUND THE COVE! INSTALL GALVANIZED METAL FLASHING/DRIP CAPS ABOVE OPENINGS AND ABOVE WINDOW: FOLLOW THE LOCAL TRADITIONAL DETAILS FOR THESE FEATURES!

ROOF CONSTRUCTION FROM INTERIOR TO EXTERIOR: 3/4" EXTERIOR GRADE PLYWOOD, ICE AND WATER SHIELD, BENJAMIN OBDYKE CEDAR BREATHER, WEATHERED CEDAR SHINGLES WITH 5" EXPOSURE, STAINLESS STEEL NAILS, CEDAR RIDGE BOARD CAPPED ON EITHER SIDE WITH "SHINGLE SHIELD" ZINC STRIPS OR LOCAL EQUIVALENT FOR MOSS PREVENTION

Peggy's Cove Common Washroom

Public washroom facilities do not necessarily have to be quaint with traditional detailing. They can be quite plain, using traditional materials in a simple and straightforward manner, reflecting their utilitarian nature. All public facilities in Peggy's Cove should adopt a standard colour pallet (e.g. red ochre and white) so they are readily identifiable and aid in wayfinding.

Washroom facilities should be accessible and universal. The washroom facility should be open to the outside air at all times during operation, except in winter or when the facility is closed. The toilet stalls should be insulated with sealed doors for privacy and air infiltration. The large door inside the entrance should be open most of the time for air circulation. Walls at the entrance provide a wind break and screen the view of the toilet stalls. The washroom design can be doubled, with entrances at both ends. This long design may be a good strategy where the building can be used to define a boundary, and would provide for future expansion



The Sou'Wester

The Sou'Wester Restaurant goes hand-in-hand with the Peggy's Cove Lighthouse experience. It is highly visible and is an important part of the overall viewing experience. The Sou'Wester should be designed so that it reflects its prominence and role in Peggy's Cove, and respects its proximity to Peggy's Point Lighthouse. The establishment should consider a lodge-style design that has simple lines and a grand entrance, connecting to the new viewing area, creating a complete destination. The Sou'Wester should also consider adding lodging to its upper floors, completing its world-class Peggy's Cove experience.

