

**Appendix A: Project Sheets**

## SUMMARY

### 1.0 CIRCULATION + ARRIVAL

1.1 Sou'Wester/Lighthouse Parking .....	\$	████████
1.2a VIC Shuttle.....	\$	██████
1.2b VIC Gate.....	\$	████████
1.3 VIC Parking Lot.....	\$	████████
1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around .....	\$	████████
1.5a Overflow Parking Lot.....	\$	████████
1.5b Connection Trails.....	\$	████████
1.5c Pedestrian Bridge.....	\$	████████
	\$	████████

### 2.0 SERVICING THE PRESENT + FUTURE

2.1 Second VIC Washroom .....	\$	████████
2.2 Peggy's Cove Common Washroom.....	\$	████████
2.3a Wastewater Management District 1.....	\$	████████
2.3b Wastewater Management District 2.....	\$	████████
2.3c Wastewater Management District 3.....	\$	████████
2.3d Wastewater Management District 4.....	\$	████████
	\$	████████

### 3.0 SAFE EXPERIENCES

3.1a Community Breakwater .....	\$	████████
3.1b Peggy's Point Road .....	\$	████████
3.1c Lobster Lane.....	\$	████████
3.2 Safe Walking Routes.....	\$	████████
3.3 Highway 333 Parkway .....	\$	████████
	\$	████████

### 4.0 ACTIVATING THE COVE

4.1 deGarthe Studio.....	\$	████████
4.2 Boardwalk .....	\$	████████
4.3 Peggy's Cove Common .....	\$	████████
4.4 deGarthe Garage.....	\$	████████
4.5 deGarthe House.....	\$	████████
	\$	████████

### 5.0 FRAMING THE VIEW

5.1 Viewing Platform .....	\$	████████
5.2 Peggy's Point Lighthouse.....	\$	████████
	\$	████████
	\$	████████

# Circulation + Arrival

## Sou'Wester/Lighthouse Parking

1.1



### Description:

- Reconfigured to accommodate vehicular and bus parking
- Delineate parking for Lighthouse visitors and Sou'Wester customers
- Space for approximately five buses
- New circular turn-around/shuttle drop-off at Lighthouse viewing area
- Public parking area opens up onto new public boardwalk
- Small sheds cover treatment plant structures and screen view of buses from the Visitor Information Centre

**Budget Estimate:** \$ ██████████

### Details:

#### Turning Circle Area

- Gravels and pavement from Turning Circle to Treatment Plant
- Traffic signs

#### Sewage Treatment Plant Siding

- Framing and cedar shingles/shiplap sides (no roof) covering sewage treatment plant structures

#### Wood Boardwalk

- Treated boardwalk around east and south edges of parking lot
- Wood railing
- Orientation shelter with interpretive signage on western corner of parking lot
- Designed to accommodate new treatment plant holding tanks under boardwalk

### LOCATION

Sou'Wester/Lighthouse Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 1.2a VIC Shuttle
- 1.2b VIC Gate
- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 2.3a Wastewater Management District 1
- 5.1 Viewing Platform

### PREREQUISITES

- 1.3 VIC Parking Lot
- 1.5a Overflow Parking Lot



- OUT BUILDING AROUND STP
- BUS PARKING
- NEW PAVING AREA
- VISITOR DROP OFF
- SOU'WESTER
- RESTAURANT PARKING
- SIGN INTERPETATION
- PUBLIC PARKING
- BOARDWALK WTIH RAILING
- ORIENTATION SHELTER
- LIGHTHOUSE

Sou'Wester/  
Lighthouse  
Parking

# Circulation + Arrival

## VIC Shuttle

# 1.2a



Photo: Alamy Photos



### Description:

- Shuttle travels on 10-minute intervals, from VIC to lighthouse and back
- VIC deck to include sheltered waiting area; second sheltered waiting area located at new Sou'Wester/Lighthouse Parking area as part of changes to Sou'Wester restaurant.
- Pick up/drop off point at Cove area, allowing visitors experience more of the Cove on the way to Peggy's Point Lighthouse
- Reduces bus through traffic and congestion at the Sou'Wester parking area

### Details:

- Trams (2 x tractor plus single trailer, capacity 58 passengers each)
- Loading area improvements
- Bus Shelter

### Budget Estimate:

Trams.....	\$	[REDACTED]
Loading Area .....	\$	[REDACTED]
Shelter.....	\$	[REDACTED]
	\$	[REDACTED]

### LOCATION

Visitor's Information Centre Area + Cove Activation Area + Sou'Wester/Lighthouse Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 1.2b VIC Gate
- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 2.1 VIC Washroom Expansion
- 5.1 Viewing Platform
- 5.2 Lighthouse

### PREREQUISITES

- 1.1 Sou'Wester/Lighthouse Parking
- 1.3 VIC Parking Lot
- 1.5a Overflow Parking Lot



VIC Shuttle

# Circulation + Arrival

## VIC Gate

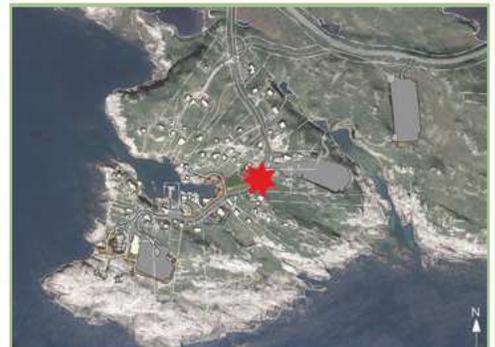
1.2b



Photo: Nova Scotia Archives



Photo: attendancesystems.in



Original Gate at Peggy's Cove



Photo: Nova Scotia Archives

### Description:

- Automatic lifting gate installed to divert traffic during busy seasons to the VIC and Overflow parking lots
- Operates via transponder to allow for easy access of residents, guests, business operators, those with reservations at the Sou'Wester

### Details:

- Intersection improvements
- Stop signs, line painting
- New paving and crushed granite sidewalk from VIC Parking Lot to Cove
- Gate supply and construction
- Gate controls
- Gate safety signage

**Budget Estimate:** \$ ██████████

### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

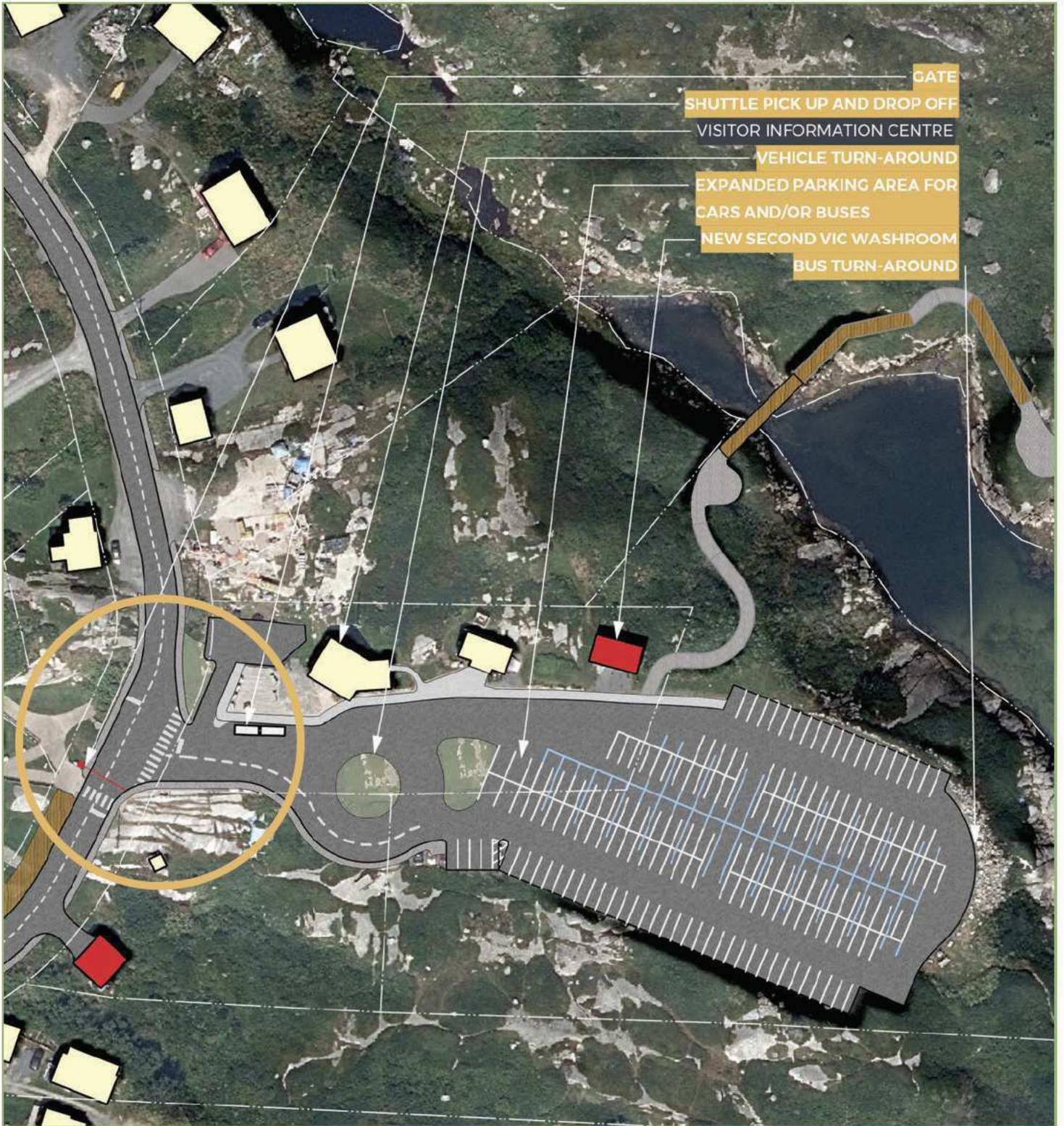
TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 1.2a VIC Shuttle
- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 3.1b Peggy's Point Road

### PREREQUISITES

- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot



VIC Gate

# Circulation + Arrival

## VIC Parking Lot

1.3



### Description:

- Reconfigured to include turn-around and pick-up/drop-off area for shuttle
- May accommodate two turn-arounds: one regular-sized to allow traffic to circulate back to the over-flow lot, and one larger sized for buses
- Enlarged to accommodate a variety of vehicle types/sizes
- Including up to 80 buses during cruise season, otherwise this parking lot will mainly hold regular-sized cars and RVs

### Details:

- Rock breaking and gravel to extend parking lot
- Concrete sidewalk in front of new washrooms
- Crushed granite sidewalk on southern side of turn-around, leading to VIC Gate Area
- Line Painting

**Budget Estimate:** \$ ██████████

### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

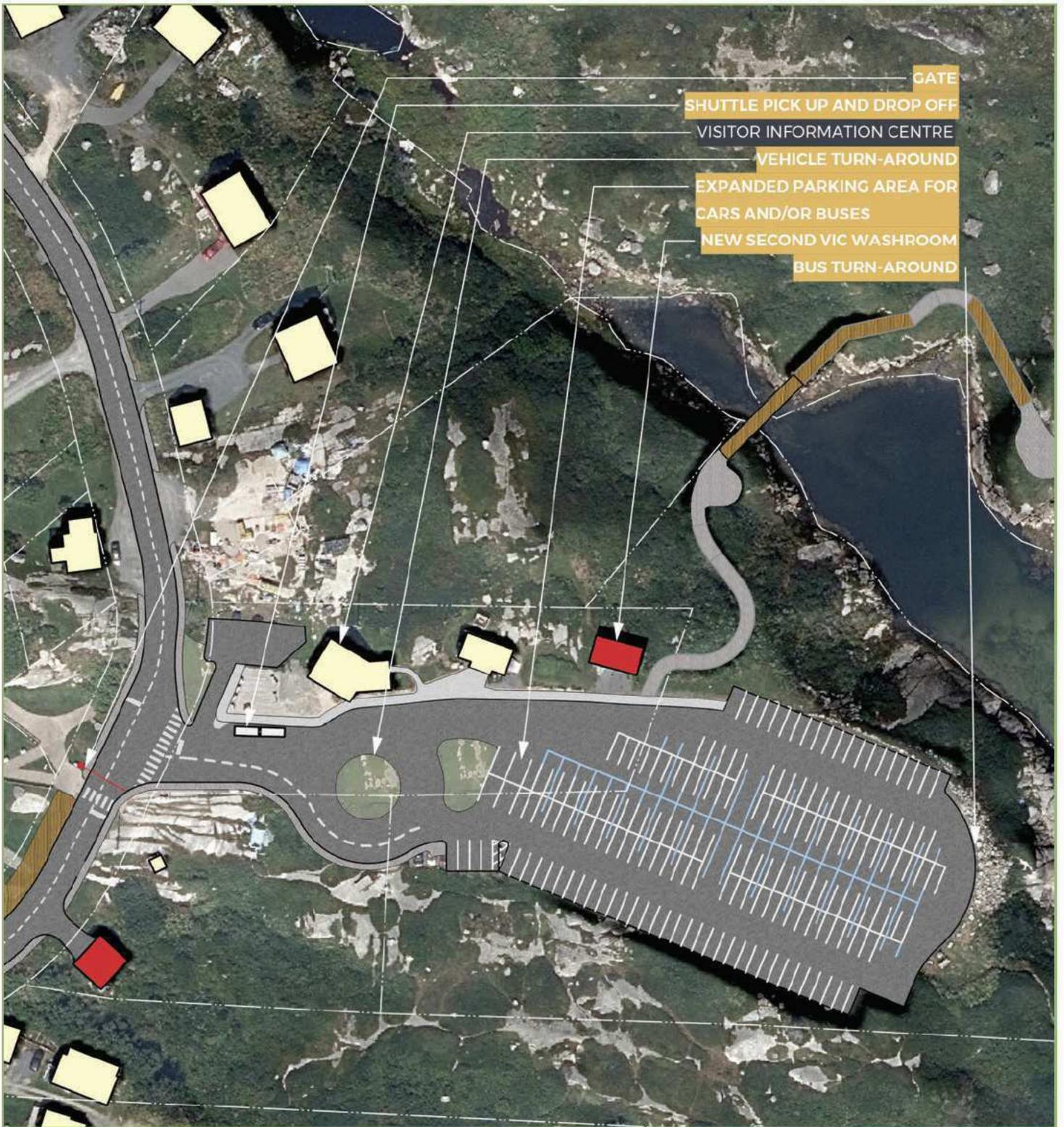
TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 1.2a VIC Shuttle
- 1.2b VIC Gate
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 2.1 VIC Washroom Expansion

### PREREQUISITES

- 1.5a Overflow Parking Lot

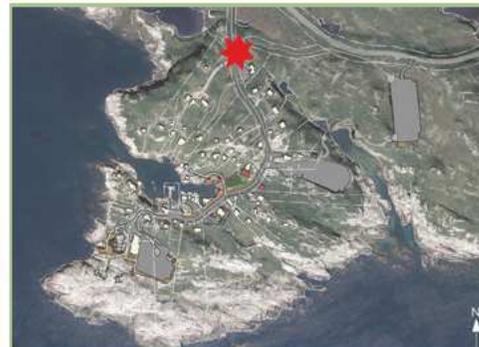


VIC  
Parking Lot

# Circulation + Arrival

## Church Road Intersection, Community Entrance Signage + Car Turn-Around

1.4



### Description:

- Turn-around located by intersection of Peggy's Point Rd. and Church Rd. to divert cars to Overflow Parking Lot when VIC lot is full; sign indicating when VIC lot is full
- Flasing sign indicates stop sign ahead
- Three-way stop sign, crosswalk, tourist signage
- Sidewalk on east side of Peggy's Point Rd.

### Details:

- Intersection improvements
- Stop signs, line painting
- New paving
- Crushed granite sidewalk from Bubba Magoos to VIC Area
- Upgrades to Bubba Magoos parking lot

**Budget Estimate:** \$ ██████████

### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 1.2a VIC Shuttle
- 1.3 VIC Parking Lot
- 1.5a Overflow Parking Lot
- 1.5b Connection Trails

### PREREQUISITES

- 1.1 Sou'Wester/Lighthouse Parking Area
- 1.2a VIC Shuttle
- 1.5a Overflow Parking Lot



Church Rd. Intersection,  
Community Entrance  
Signage + Car  
Turn-Around

# Circulation + Arrival

## Overflow Parking Lot

1.5a



### Description:

- Accessed off of Highway 333, may require a left-turn lane
- Marked by stacked boulders and simple gate at entrance
- Gated off and closed when not in use; gate operable from VIC
- Connects to the VIC and St. John's Anglican Church area via trails, marked by signage
- Set down approximately 2 meters into the landscape, located behind a ridge to eliminate visibility from community and highway
- Reduces Cove through traffic during busy season

### Details:

#### Parking Lot

- Rock excavation and crushed granite surface
- Curb stops
- Directional signage at trail heads

#### Driveway

- Rock Excavation
- Entrance boulder sign
- Stop Signs and markings
- Highway signs indicating if VIC Parking Lot is full (controlled from VIC)
- Gate (controlled from VIC)

### Budget Estimate:

New Parking Lot .....\$ [REDACTED]  
 Driveway .....\$ [REDACTED]  
 \$ [REDACTED]

### LOCATION

Preservation Area

### RECOMMENDED PHASE

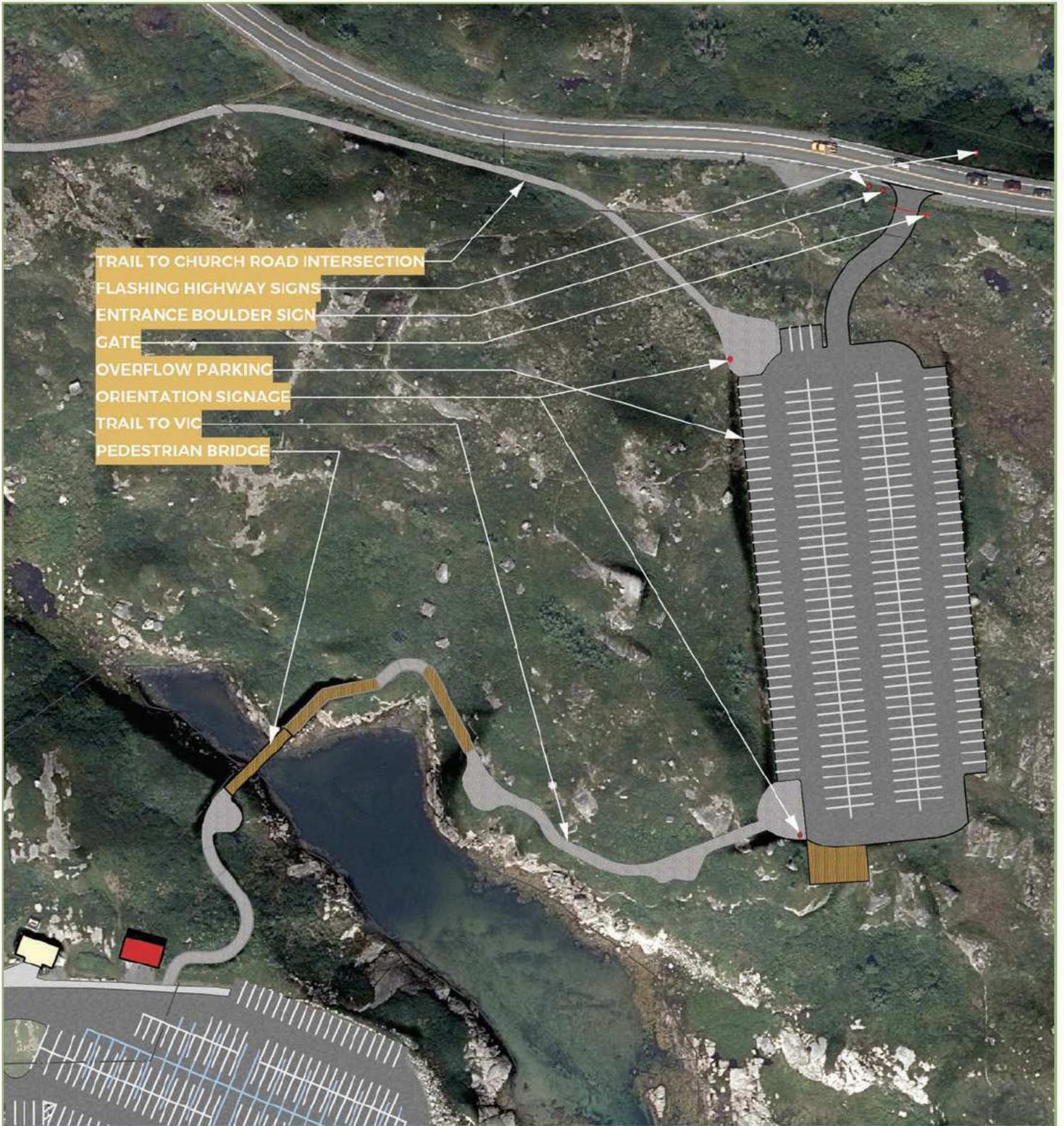
TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 1.2a VIC Shuttle
- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5b Connection Trails
- 1.5c Pedestrian Bridge

### PREREQUISITES

- 1.1 Sou'Wester/Lighthouse Parking Area



## Overflow Parking Lot

# Circulation + Arrival

## Connection Trails

1.5b



### Description:

- Connects New Overflow Parking Lot to Cove area and VIC area
- Trails, together with the VIC parking lot, create a walking loop
- One trail will connect from Overflow lot to VIC via existing trail to Peggy's Point Rd., through new Church Road intersection, and on new crushed granite sidewalk
- Second trail will connect from Overflow lot directly to VIC, crossing new Pedestrian Bridge

### Details:

- Crushed granite trail, using concrete where necessary to accommodate slope & drainage
- Boardwalk where necessary

### Budget Estimate:

Trail to VIC..... \$ [redacted]  
 Trail to Church Rd. Area \$ [redacted]  
 \$ [redacted]

### LOCATION

Preservation Area

### RECOMMENDED PHASE

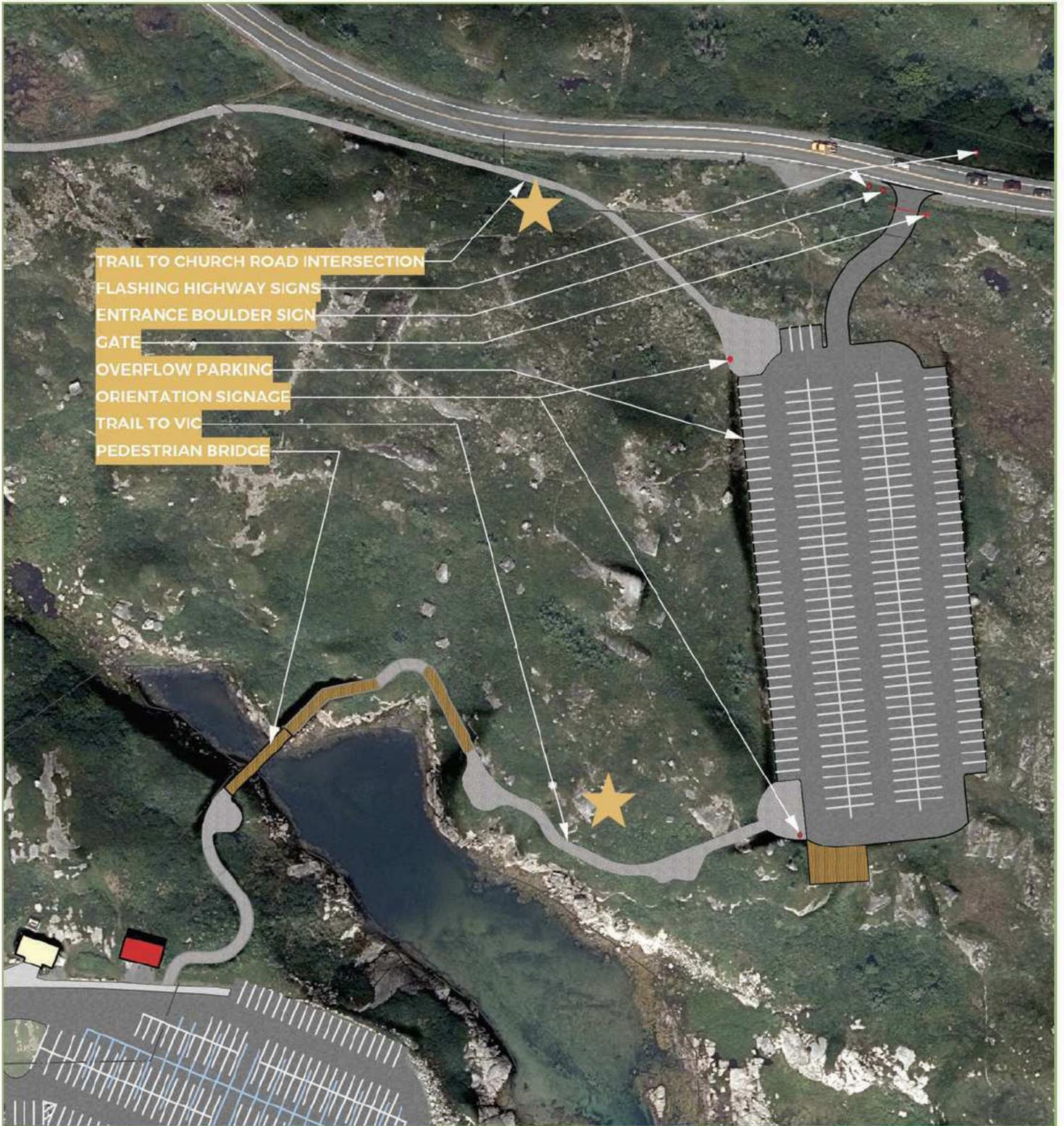
TBD

### RELATED PROJECTS

- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 1.5c Pedestrian Bridge

### PREREQUISITES

- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 1.5c Pedestrian Bridge

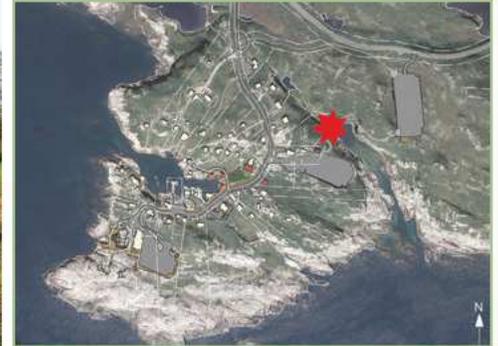


## Connection Trails

# Circulation + Arrival

## Pedestrian Bridge

1.5c



### Description:

- Part of trail connecting Overflow lot and VIC
- Metal or wooden bridge with granite-facing abutments will blend into existing landscape and prevent people from walking under the bridge

### Details:

- 24 m steel pedestrian bridge with wood finishing
- Concrete abutments with granite stone veneer

**Budget Estimate:** \$ ██████████

### LOCATION

Preservation Area

### RECOMMENDED PHASE

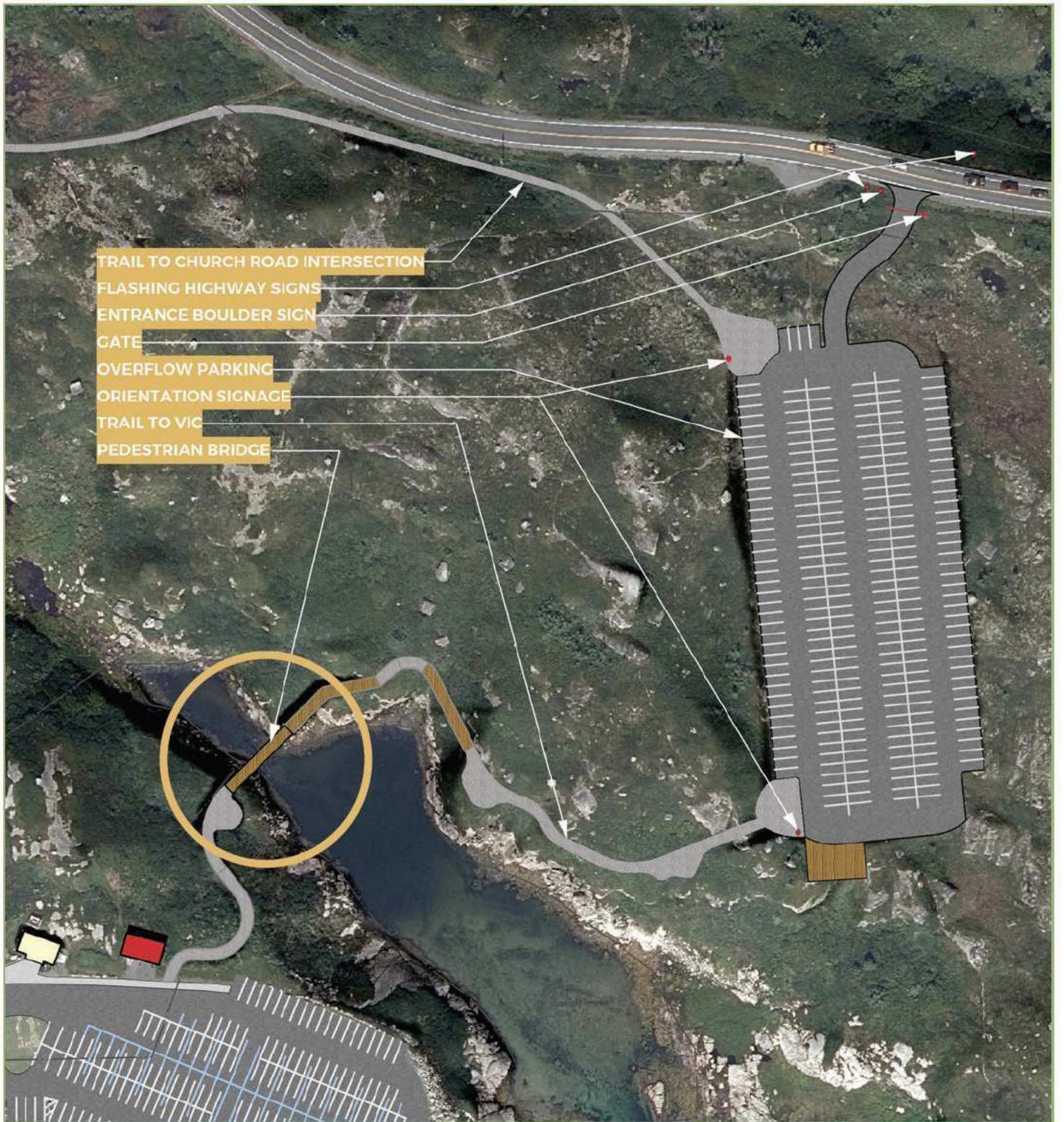
TBD

### RELATED PROJECTS

- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot
- 1.5b Connection Trails

### PREREQUISITES

- 1.3 VIC Parking Lot
- 1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around
- 1.5a Overflow Parking Lot

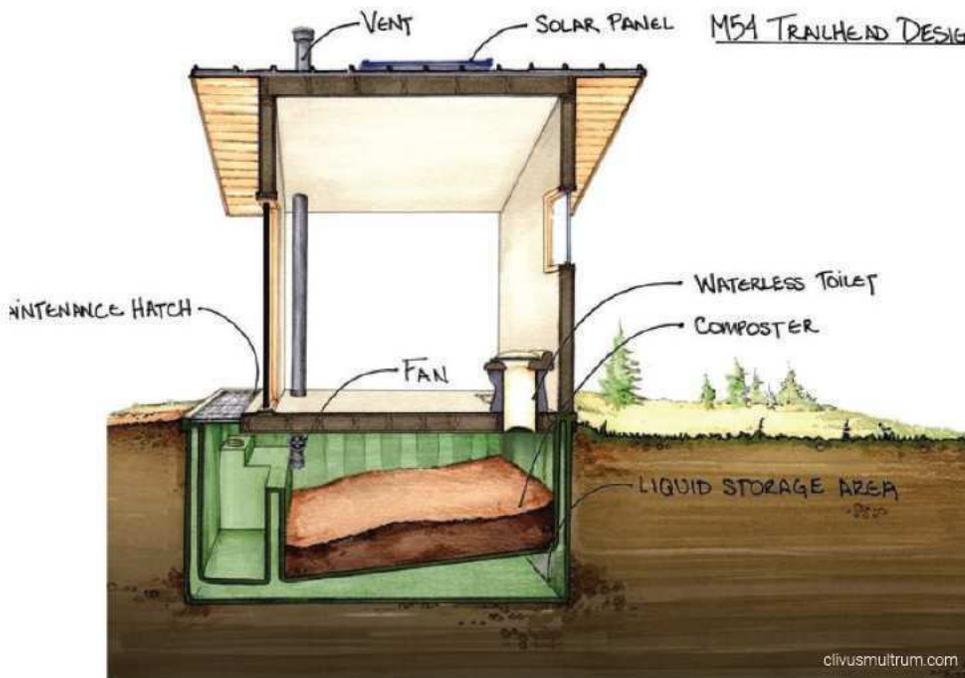


- TRAIL TO CHURCH ROAD INTERSECTION
- FLASHING HIGHWAY SIGNS
- ENTRANCE BOULDER SIGN
- GATE
- OVERFLOW PARKING
- ORIENTATION SIGNAGE
- TRAIL TO VIC
- PEDESTRIAN BRIDGE

## Pedestrian Bridge

# Servicing the Present + Future

## Second VIC Washroom



# 2.1



### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

1.3 VIC Parking Lot

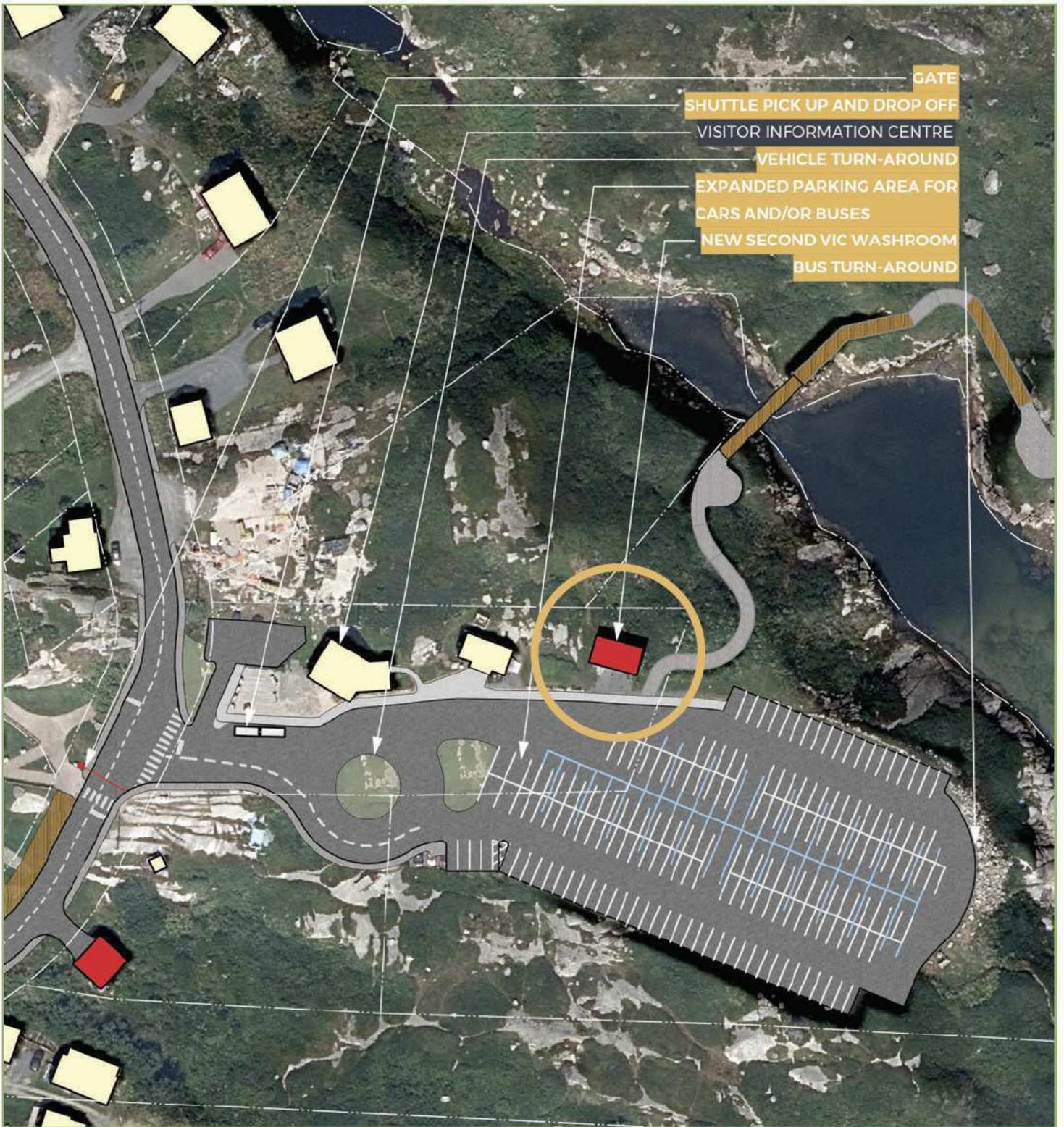
### Description:

- Designed as an addition to the existing electrical building or as a new structure to accommodate both uses. Located east of existing VIC washroom facility to create second VIC washroom facility
- New washroom facility to include eight toilets and associated sinks
- Accessible ramp
- Facility can be closed and unheated for the winter if necessary
- Compost tea distribution area to include new seating planters

### Details:

- Composting toilets
- Building addition construction
- Rock excavation
- Compost tea planters

**Budget Estimate:** \$ ██████████



VIC  
Washroom  
Expansion

# Servicing the Present + Future

## Peggy's Cove Common Washroom

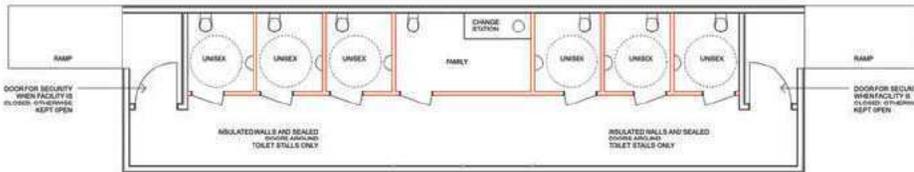
2.2



Robert Mellin - Architect



Photo: Robert Mellin - Architect



### Description:

- Located to frame edge of public space
- Open during peak season and special events, can be closed and unheated for the winter
- Subsurface irrigation of compost tea below Peggy's Cove Commons green area
- Non-gendered facility, includes six universal and one family stall
- Accessible ramp
- Designed to meet code requirements for local businesses to operate adjacent small food and beverage operations using shared public washroom

### Details:

- Eight new composting toilets
- Building construction, including plumbing and electrical
- Cistern used for handwashing water, located below with compost tanks
- Sewage disposal system and drip dispersion system part of Wastewater Management District 3

**Budget Estimate:** \$ ██████████

### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 2.3c Wastewater Management District 3
- 3.1b Peggy's Point Road
- 3.1c Lobster Lane

### PREREQUISITES

- 3.1c Lobster Lane

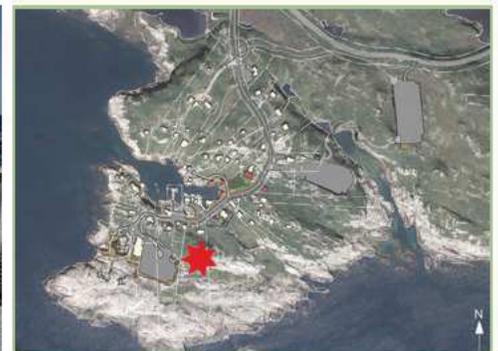


Peggy's Cove  
 Common  
 Washroom

# Servicing the Present + Future

## Wastewater Management District 1

2.3a



### Description:

- Will function as a community sewage treatment facility, focusing in and around Cove area for homes and businesses; once tour bus pressure on the facility is reduced with the traffic/parking improvements and the addition of the Peggy's Cove Common washroom facility and additional VIC washroom stalls
- Upgrade existing sewage treatment plant in Sou'wester/Lighthouse area parking lot and/or expand holding tanks to treat appropriate volume
- Possibility to locate new holding tanks under new boardwalk on edge of parking lot



### Details:

- Laterals to homes and businesses
- Pressure collection main in the road right-of-way
- Pump station with equalization tankage
- Force main to treatment plant
- Holdings Tanks

**Budget Estimate:** \$ [REDACTED]

### LOCATION

Sou'Wester/Lighthouse Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 2.1 VIC Washroom Expansion
- 2.2 Peggy's Cove Common Washroom
- 2.3b Wastewater Management District 2

### PREREQUISITES

- 1.1 Sou'Wester/Lighthouse Parking Area Reconfiguration
- 2.1 VIC Washroom Expansion
- 2.2 Peggy's Cove Common Washroom

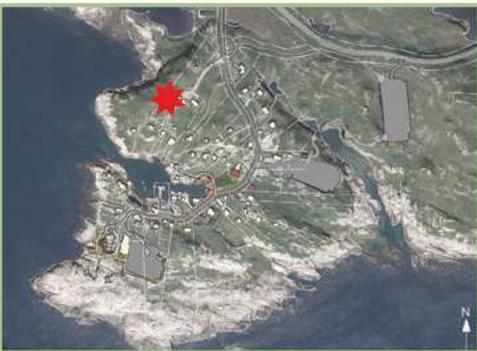
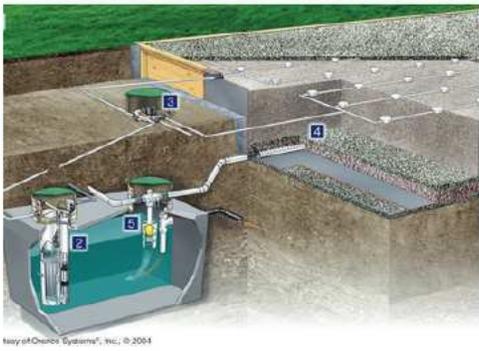


Wastewater  
Management  
District 1

# Servicing the Present + Future

## Wastewater Management District 2

# 2.3b



### Description:

- New shared on-site system, utilizing a recirculating sand filter treatment system discharging to a trickle irrigation system in front of Anglican Church
- Used by Church washrooms, nearby houses, and new houses in the area
- View and foreground of church are preserved by locating below-ground

### Details:

- Sand filter treatment system designed for church, 18 new units, and existing houses
- Subsurface discharge dispersion system

**Budget Estimate:** \$ ██████████

### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

1.4 Church Road Intersection, Community Entrance Signage + Car Turn-Around

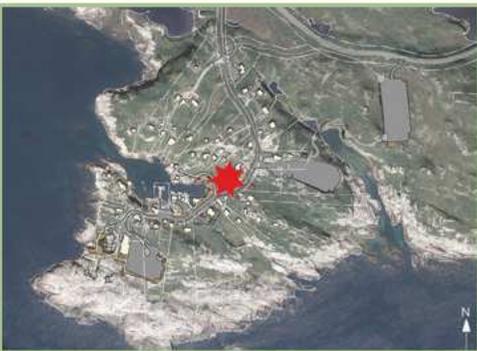
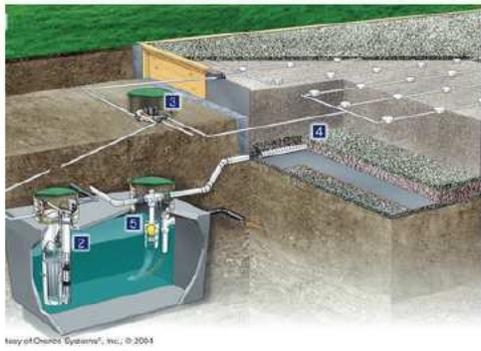


Wastewater  
Management  
District 2

# Servicing the Present + Future

## Wastewater Management District 3

# 2.3c



### Description:

- Provides treatment for existing homes along Lobster Lane and expansion of outbuildings along the Cove; includes deGarthe Studio
- Utilizes the open area downslope of the deGarthe House as a gathering area
- Subsurface dispersion system located below Peggy's Cove Common lawn and also behind the deGarthe Garage

### Details:

- Recirculating sand filter treatment system
- Subsurface dispersion system

**Budget Estimate:** \$ ██████████

### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 3.1c Lobster Lane
- 4.3 Peggy's Cove Common



Wastewater  
Management  
District 3

# Servicing the Present + Future

## Wastewater Management District 4



Image of Onanco Systems, Inc., © 2004

### Description:

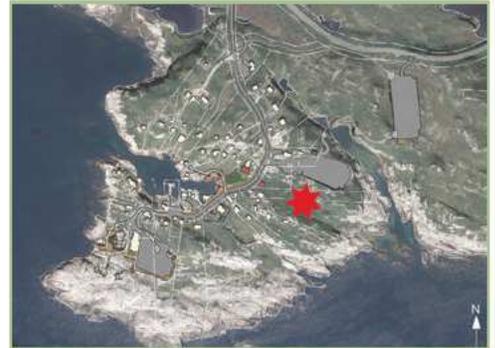
- Facilitates expansion for new residential development south of Visitor's Information Centre Parking Lot

### Details:

- Sand filter treatment system
- Subsurface dispersion system

**Budget Estimate:** \$ ██████████

# 2.3d



### LOCATION

Visitor's Information Centre Area

### RECOMMENDED PHASE

TBD



Wastewater  
Management  
District 4

# Safe Experiences: Protecting the Cove

## Community Breakwater

3.1a



### LOCATION

Backyard Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

3.2 Safe Walking Routes

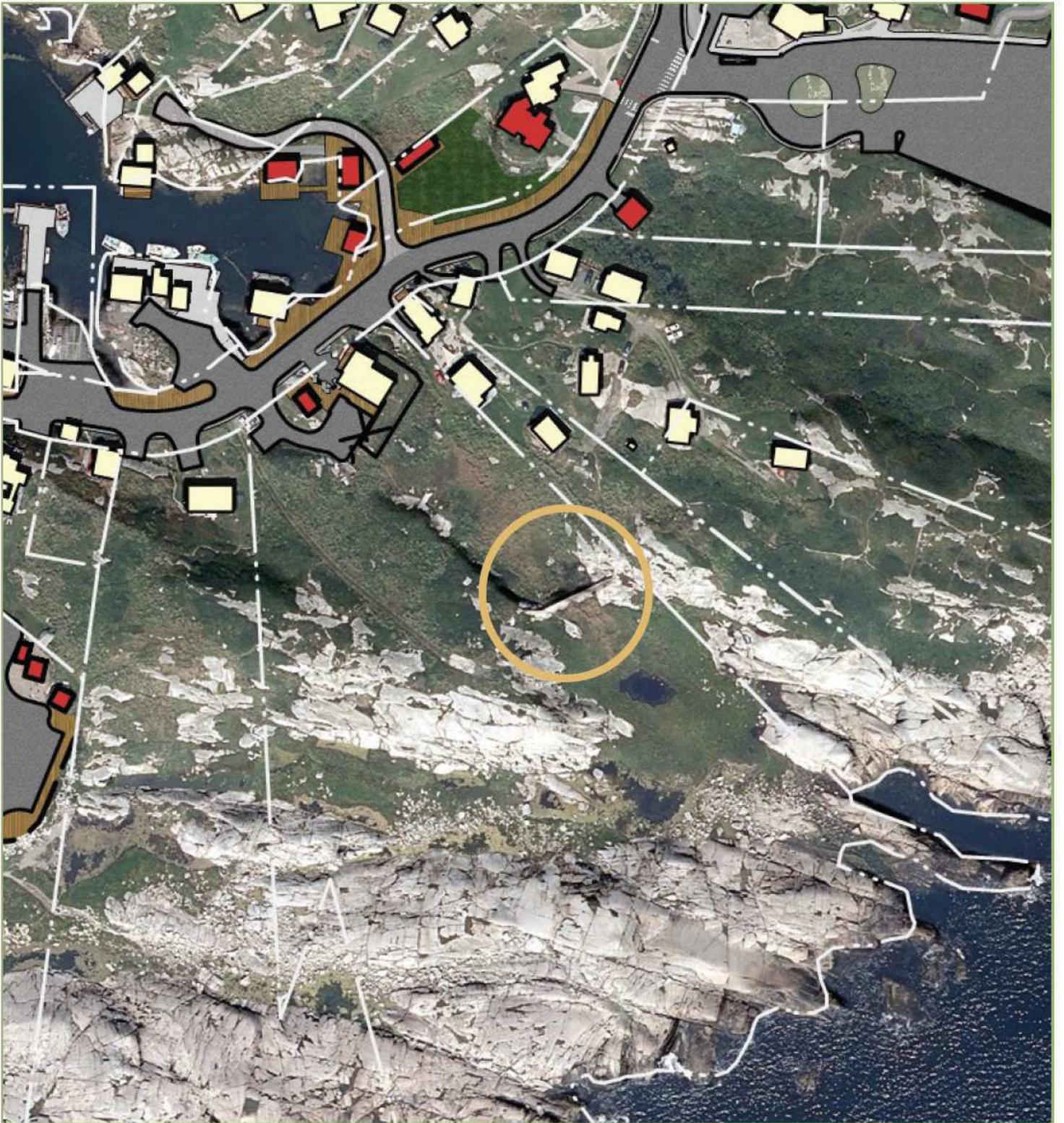
### Description:

- Raised approximately 2.44 m to protect against future hurricanes
- Constructed of concrete, faced with granite rock on community-side (similar to existing smaller community breakwater), built up boulders on ocean-side
- Built sufficiently wide to accommodate a path

### Details:

- Engineering study to verify structural adequacy of current structure
- New 35 m wide x 5.5 m high breakwater with granite stone vaner
- Allowance for rehabilitation/ additional ballast
- Option to add timber deck and railing for pathway

Budget Estimate: \$ [REDACTED]



Community  
Breakwater



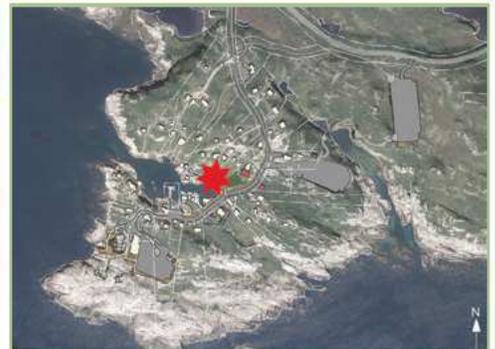


# Peggy's Point Road

# Safe Experiences: Protecting the Cove

## Lobster Lane

3.1c



### Description:

- Shift intersection uphill from the Cove to gain elevation, protecting the Lane from projected sea level rise
- Realign to provide land area on the Cove side of the Lane for the construction of additional fish sheds
- Easements and reciprocal operating agreements are recommended to ensure longterm maintenance of Lane
- Crushed stone road surface

### Details:

- Rip rap shoreline protection and retaining wall
- Crushed stone covering of entire surface

**Budget Estimate:** \$ [REDACTED]

### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 2.3c Wastewater Management District 3
- 3.1b Peggy's Point Road
- 4.3 Peggy's Cove Common

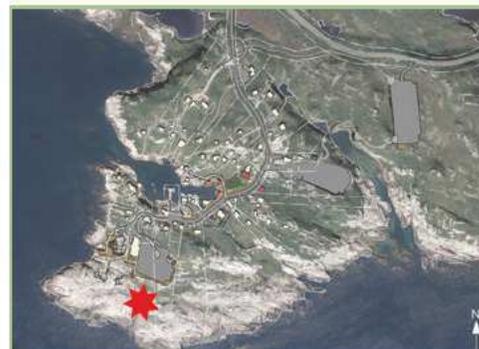


# Lobster Lane

# Safe Experiences: Navigating the Rocks

## Safe Walking Routes

3.2



### Description:

- Establish series of routes at elevations 5.0, 7.0, and 8.0 m above sea level, identifying clear safe passage during different sea conditions
- Use materials that blend into natural features but are visible enough to provide clear direction
- Routes at elevation 5.0 and 7.0 created out of granite rocks
- Route at elevation 8.0 is accessible, constructed from crushed granite
- Routes can be closed off during bad weather
- Routes begin at Lighthouse/Sou'Wester parking area

### Details:

- Raised terrace pathway using granite stones

**Budget Estimate:** \$ ██████████

### LOCATION

Backyard Area

### RECOMMENDED PHASE

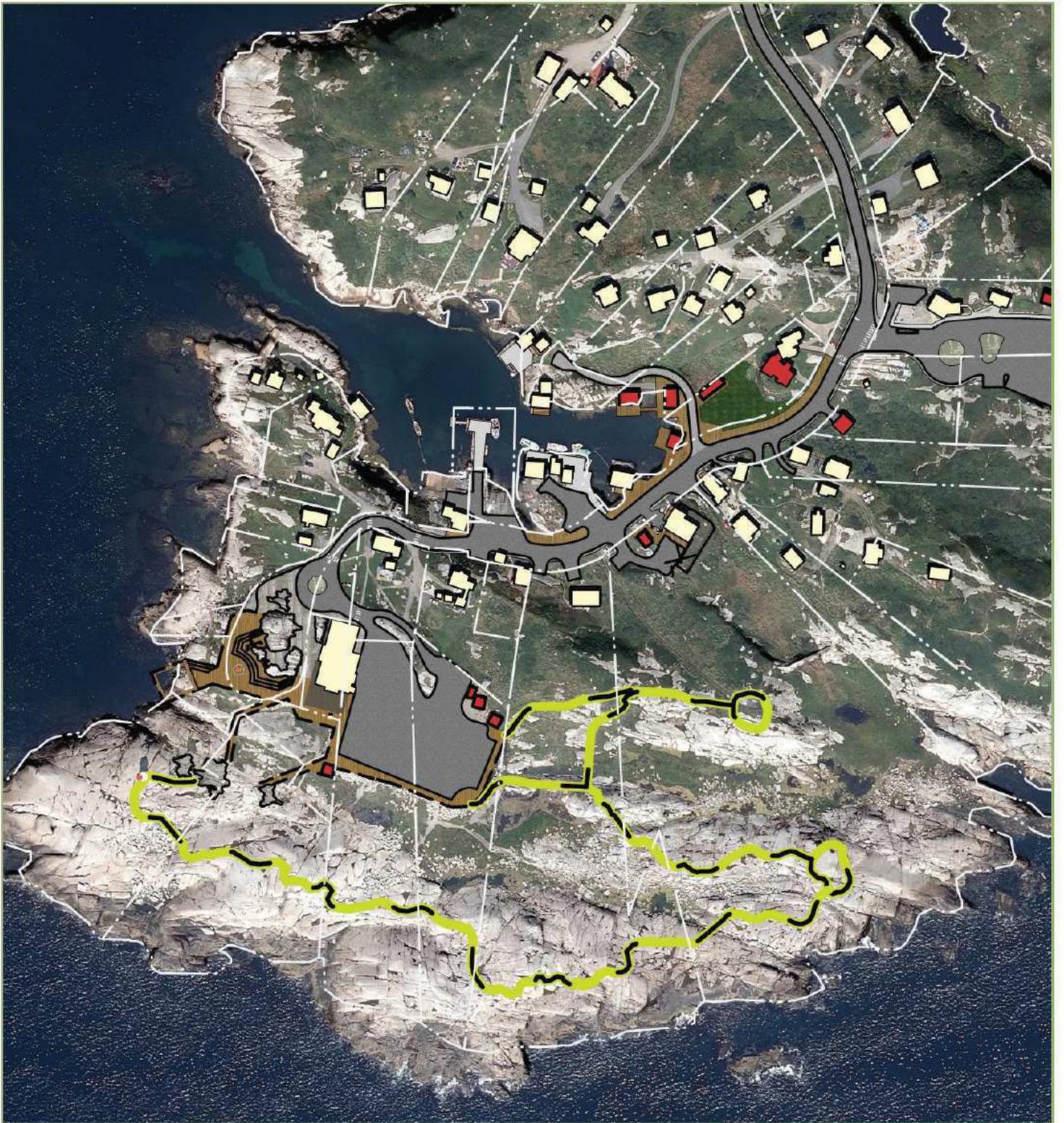
TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 3.1a Community Breakwater
- 5.1 Viewing Platform

### PREREQUISITES

- 1.1 Sou'Wester/Lighthouse Parking
- 3.1a Community Breakwater



Safe Walking  
Routes

# Safe Experiences: Highway Experience

## Highway 333 Parkway

3.3



### LOCATION

Preservation Area

### RECOMMENDED PHASE

TBD

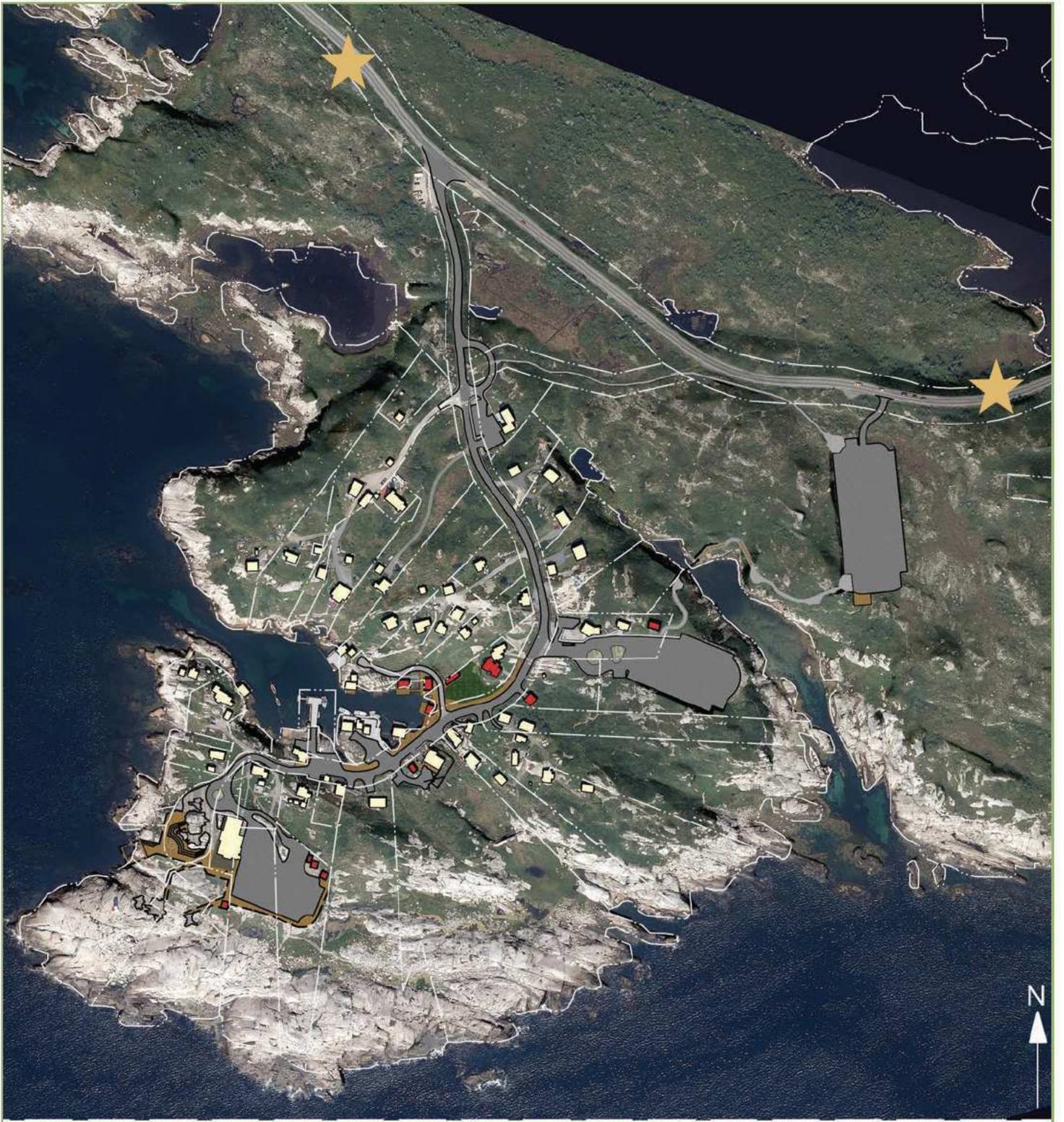
### Description:

- Speed limit lowered to 55 km/hr
- Formalize trailheads, creating casual crushed stone pull-offs, should be curbless and sensitive to surrounding landscape
- Create four formalized parking areas at trail heads
- Approximately 2km of trail to be formalized using crushed granite
- Locate "Share the Road" signs between Indian Harbour and West Dover
- Shoulder to be paved (4') but not widened

### Details:

- ~2km crushed granite trail (locations TBD)
- Site prep
- Rock excavation
- Unsuitable material removal and disposal
- Guardrail, signage, and crush stone surfacing at each pull-off
  - Polly's Cove (20 parking spots, 2 benches, garbage can)
  - Whales Back (10 parking spots, 2 benches, garbage can)
  - Bouldering Area (20 parking spots, 2 benches, garbage can)
  - Plant Interpretation Area (20 parking spots, 2 benches, garbage can)

Budget Estimate: \$ ██████████



Highway 333  
Parkway

# Activating the Cove

## deGarthe Studio

4.1



### Description:

- Restored and stabilized so that it can be leased, preferably to the arts community for demonstrations and/or art sales, continuing the deGarthe legacy of the area
- Artist-in-residence opportunity
- Should be done in two phases, first to stabilize and repair, eventually lifting to match new road elevation and added boardwalk/wharf

- Exterior cladding
- Phase 2
- Engineering study to verify structural adequacy of timber crib foundation
  - Allowance for crib work rehabilitation
  - Structural work required to repair roof and new shingles
  - General repairs and upgrades to interior/electrical, fit-up ready
  - New windows/entrance system
  - Raise foundation (approximately 1m)
  - New concrete deck slab, matching grade

### Details:

#### Phase 1

- Roof sheathing and roofing
- Floor repair
- New door
- Interior demolition
- Rip rap shoreline protection and retaining wall

### Budget Estimate:

Phase 1.....	\$	█
Phase 2.....	\$	█
	\$	█

### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 3.1b Peggy's Point Road
- 4.2 Boardwalk

### PREREQUISITES

- 3.1b Peggy's Point Road
- 4.2 Boardwalk

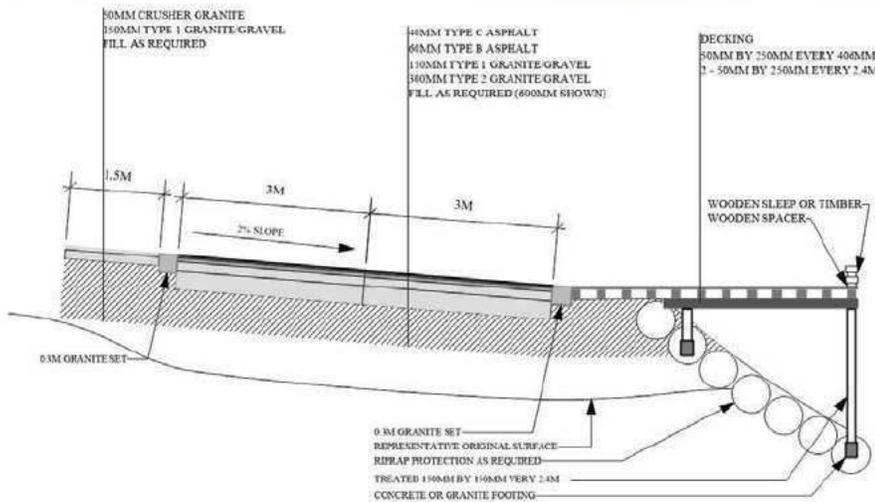


# deGarthe Studio

# Activating the Cove

## Boardwalk/Wharf

4.2



### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 3.1b Peggy's Point Road
- 3.1c Lobster Lane
- 4.1 deGarthe Studio
- 4.3 Peggy's Cove Common

### PREREQUISITES

- 3.1b Peggy's Point Road
- 3.1c Lobster Lane

### Description:

- Wharf at deGarthe Studio extends around base of Cove, encompassing Roger Crooks' fish shed, ending near public wharf
- Wharf widens at the "100%" point, place to sit and view directly out of the mouth of the cove
- Boardwalk/wharf is a place to paint, watch the sun set, eat and drink, view demonstrations and displays
- New private outbuilding structures off of Lobster Lane should be tied into the

boardwalk/wharf

- Views of York Manuel fish shed should be protected

### Details:

- Stabilize surface/riprap protection
- New treated wood boardwalk/wharf along road, connecting outbuildings along cove

Budget Estimate: \$ [REDACTED]



# Boardwalk

# Activating the Cove

## Peggy's Cove Common

4.3



### Description:

- Green public gathering place for Peggy's Cove community and visitors
- Includes six benches
- Place to sit on the grass, enjoy a concert, host festivals, community events such as Christmas Tree Lightings, and displays
- Space for up to 100 people
- Boardwalk widens into small stage with power and sound capability
- Peggy's Cove Common Washroom frames Common on western boundary

### Details:

- Six benches
- Boardwalk and Stage Area
- Power to Stage Area
- \*Lawn (to be constructed as part of Wastewater Management District 3, not included in Peggy's Cove Common cost)

**Budget Estimate:** \$ ██████████

### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 2.2 Peggy's Cove Common Washroom
- 2.3c Wastewater Management District 3
- 3.1c Lobster Lane
- 4.2 Boardwalk
- 4.5 deGarthe House

### PREREQUISITES

- 2.3c Wastewater Management District 3
- 3.1b Peggy's Point Road
- 3.1c Lobster Lane

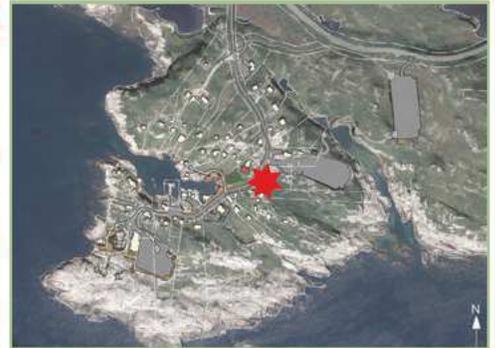


Peggy's Cove  
Common

# Activating the Cove

## deGarthe Garage

4.4



### Description:

- In short term, open garage doors during warmer months and lease space for commercial use, operating out of open garage doors
- In longer term, garage should be stripped, stabilized, and upgraded for commercial uses
- Potential to use upper floor for studio or living space

### Details:

- General repairs and upgrades to interior/electrical, fit-up ready
- Insulation and new drywall
- New wood framed windows and door
- New barn doors to replace garage doors

**Budget Estimate:** \$ ██████████

### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

3.1b Peggy's Point Road



# deGarthe Garage

# Activating the Cove

## deGarthe House

4.5



### Description:

- Restore house to original condition
- Open original portion to public for activities that celebrate the tradition and culture of Peggy's Cove
- Stabilize more recent addition of deGarthe House to be used for a "fisher-in-residence" or "artist-in-residence" program or tourist accommodation

### Details:

- Foundation review and rehabilitation
- New engineered main floor system (Open web timber)
- Original house general repairs and upgrades to interior/electrical, fit-up ready
- House addition general repairs and upgrades to interior/electrical, fit-up ready
- New exterior wooden windows (original and addition)
- Programming elements not included

**Budget Estimate:** \$ ██████████

### LOCATION

Cove Activation Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 1.2b VIC Gate
- 4.3 Peggy's Cove Common



deGarthe  
House

# Framing the View

## Viewing Platform

5.1



### Description:

- Cantilevered structure with glass panel floor at end overlooking rocks and shoreline, with views directly to waves below
- Wood boardwalk seating area with fire pit and flexible seating
- Includes paths that lead directly onto rocks for closer views of the Lighthouse; can be closed off during bad weather
- Ties into Sou'Wester/ Lighthouse Parking reconfiguration and safe walking routes

### Details:

#### Patio and Lookoff Deck

- Cantilevered structure with timber and glass deck and wire rope handrail with glass observation floor
- Weather drum signalling system with anchors and steel supports
- Timber seating built into rocks
- Fire pit

#### Pathways to Lighthouse Viewing Terraces

- Two wooden boardwalk pathways leading to granite viewing terraces

**Budget Estimate:** \$ ██████████

### LOCATION

Sou'Wester/Lighthouse Area

### RECOMMENDED PHASE

TBD

### RELATED PROJECTS

- 1.1 Sou'Wester/Lighthouse Parking
- 1.2a VIC Shuttle
- 5.2 Lighthouse

### PREREQUISITES

- 1.1 Sou'Wester/Lighthouse Parking
- 5.2 Lighthouse



- GRANITE TERRACE
- EXPOSED BED ROCK
- WOOD BOARDWALK WITH STAIR SEATING
- FIRE PLACE
- GRANITE TERRACES
- GLASS BOTTOM VIEWING DECK

## Viewing Platform

# Framing the View

## Peggy's Point Lighthouse



Photo: Develop Nova Scotia



Photo: alsighouses.blogspot.com



Photo: tourismns.ca



Photo: Nova Scotia Archives



**Description:**

- Ownership of Peggy's Point Lighthouse to be resolved
- Regular maintenance required to preserve views and maintain world-class experience
- Provide opportunities for visitor use and access, including restoration of the post office

**Budget Estimate\*:**

Pre-Operation Costs:  
 Remediation/restoration: ..... \$ [redacted]  
 Electrical service and code compliance: ..... \$ [redacted]  
 Interpretation: ..... \$ [redacted]

Annual Operation Costs:  
 (3 seasonal staff, supplies, training, utilities, maintenance, painting)  
 \$ [redacted] /year\*\*

\*From the 2012 Peggy's Point Lighthouse Business Plan, Province of Nova Scotia  
 \*\*average, assumes alternating between \$ [redacted] per year of minor maintenance and \$ [redacted] per year of major maintenance

**LOCATION**

Sou'Wester/Lighthouse Area

**RECOMMENDED PHASE**

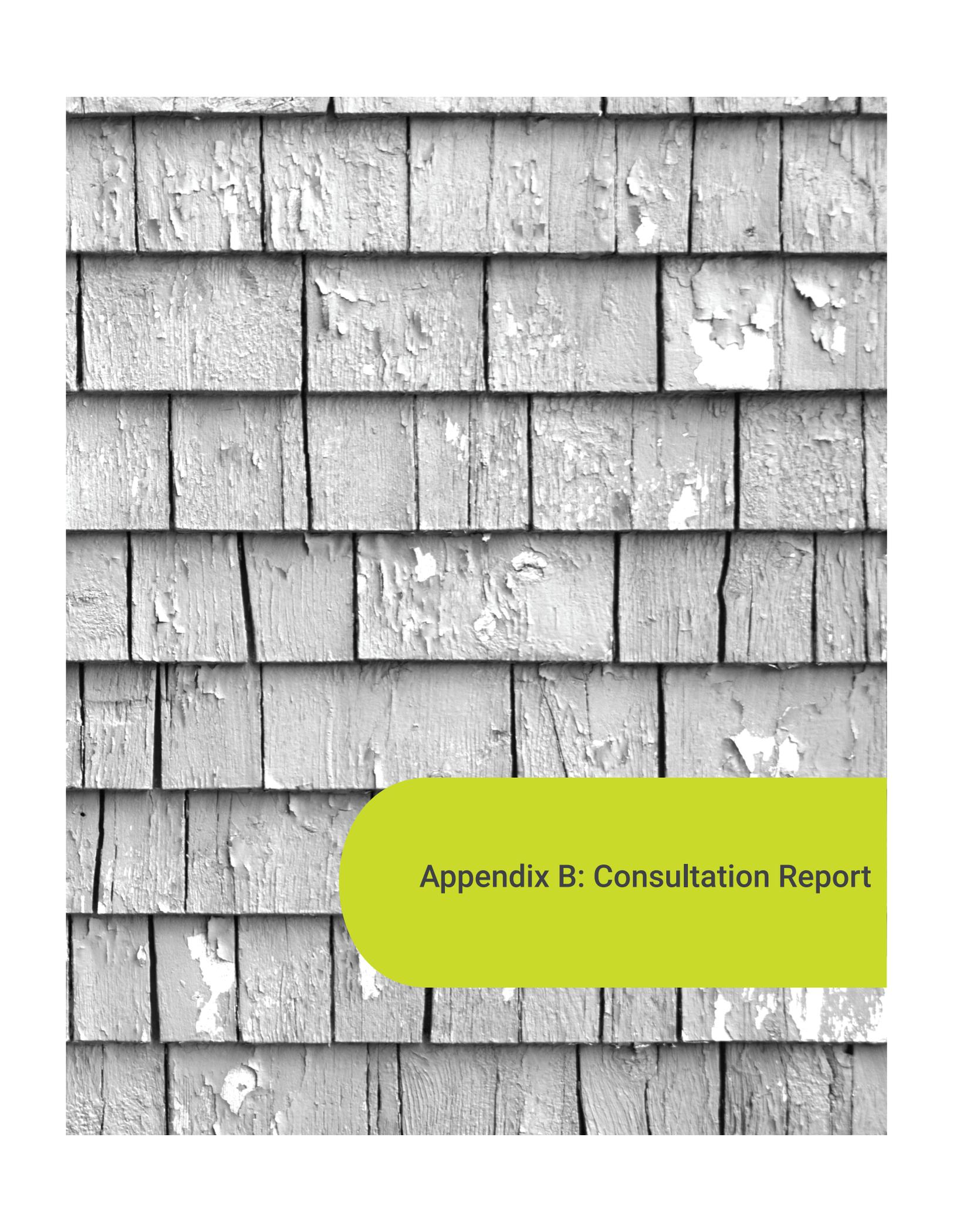
TBD

**RELATED PROJECTS**

- 1.2a VIC Shuttle
- 5.1 Viewing Platform



# Peggy's Point Lighthouse



**Appendix B: Consultation Report**

Comprehensive Master Plan for Peggy's Cove  
Stakeholder Engagement Report

May 1, 2019

Prepared by:



<b>TABLE OF CONTENTS</b>	<b>PAGE</b>
ENGAGEMENT ON MASTER PLAN FOR PEGGY'S COVE	2
ENGAGEMENT OBJECTIVES	2
STAKEHOLDERS	2
ENGAGEMENT TACTICS	3
ENGAGEMENT RESULTS	9
EVALUATION	15
CONCLUSION	16
APPENDICES	17
APPENDIX A - STAKEHOLDERS	
APPENDIX B - FEB 7 SESSION INFORMATION	
APPENDIX C - FEB 9 SESSION DATA	
APPENDIX D - FEB 21 SESSION DATA	
APPENDIX E - IMAGES OF DATA COLLECTED	
APPENDIX F – SURVEY DATA	

## Engagement on the Comprehensive Master Plan for Peggy's Cove

Develop NS and EDM Planning Ltd., the parties responsible for the Peggy's Cove Master Plan, have been committed to stakeholder engagement to inform the Master Plan development. An engagement plan was developed with a community-first approach which meant it started with the Peggy's Cove residents to understand their vision for their community. 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. The engagement strategy was developed with the goal to support the development of a comprehensive master plan for Peggy's Cove by engaging residents and stakeholders on their vision for a thriving and sustainable home while they also welcome and host a world of visitors.

### Engagement Objectives

- Understand the strengths, weaknesses, issues and opportunities the residents of Peggy's Cove see for their community.
- Understand what the Peggy's Cove residents need for a sustainable community while also being host to a world of visitors.
- Understand the existing public and private infrastructure needs for Peggy's Cove as it relates to their respective interests.
- Understand the future public and private development opportunities for Peggy's Cove and surrounding areas.
- Develop priorities for a comprehensive Master Plan for Peggy's Cove.
- Build relationships with various stakeholder audiences who can give input and also advocate for the Master Plan once it is developed.
- Provide opportunities throughout the development of the Master Plan for input from various stakeholders.
- Provide accessible and inclusive opportunities for engagement with all defined stakeholder audiences.
- Communicate with defined stakeholder audiences and the greater public about the project.
- Follow up and share the outcomes of engagement with stakeholders that have participated in the engagement process.

### Stakeholders

Stakeholders were identified as part of a mapping exercise that took place on January 8, 2018. As shown in Appendix A, there are multiple and diverse stakeholders related to the community of Peggy's Cove and the tourism this location generates for Nova Scotia. With a tight timeline to collect input, the engagement plan was designed to seek the input

from the residents and stakeholders who have a direct connection to Peggy's Cove today so that their ideas, solutions and perspectives could be captured as part of the master plan development.

## Engagement Tactics

The following engagement tactics took place between February 1<sup>st</sup> and March 31, 2019.

1. Peggy's Cove Master Plan Web Content <http://my-waterfront.ca/developments/master-plans/peggys-cove-master-plan/>

A page dedicated to the Peggy's Cove Master Plan project was shared to the front page of the Develop NS website. A summary of the project was provided along with project contact information. As the engagement activities progressed a schedule was added for "design week" which took place in Peggy's Cove, February 26-March. The page also contained an email for any media inquiries.

2. Email and Telephone Inquiries

To respond to inquiries on Master Plan-related matters and direct those call to the available online material or provide relevant ways they can contribute or learn more, project contact information was created and shared during the engagement phase. The contact information was promoted at engagement events, in email and via the Develop NS website for any inquiries related to the Peggy's Cove master plan development project. In total, seven emails were received, offering ideas, suggested improvements / enhancements for Peggy's Cove.

3. Peggy's Cove Resident Listening Session #1  
Thursday, February 7, 6pm-8pm – 23 attendees

Before any work was started on the Master Plan, an in-depth session was held with the residents of Peggy's Cove to begin to develop a vision for their home and community to thrive and be sustainable, while they also welcome and host a world of visitors in search of one of the most iconic Canadian landscapes. Peggy's Cove Residents, landowners, seasonal residents, fishers, local businesses and community leaders gathered at the St. Peter's Anglican Church, 10030 Peggy's Cove Rd in Hackett's Cove, NS from 6pm - 8pm. In total, 23 people attended. A sign in sheet was circulated with consent to communicate on the project in the future. Residents were invited by telephone and in some cases email. With only 32 full time residents living in Peggy's Cove, community turnout was high. The Province of Nova Scotia, represented by Develop NS in this project, committed to a community-first approach for Peggy's Cove residents. A presentation was given by Develop NS followed by a presentation from EDM Planning on why a new Master Plan and explain the objective to have a "community first" approach for Peggy's Cove while managing tourism and other



development opportunities for the region. The community engagement plan was shared with residents.

An overview of the many studies that have been done on Peggy's Cove in the past was shared by EDM and then a small workshop took place. Attendees were asked to stand and provide their name, how long they have lived in the community and tell the planners what their number one concern is as they start developing the master plan. Comments are summarized in Appendix B. A visual of the comments collected on the flipcharts is shown in Appendix E. Following this, large maps of Peggy's Cove were placed in the centre of four tables where small groups gathered and drew on the maps to mark traffic / parking issues; sewer issues and water issues in their community.

Residents were reminded of the workshop on Saturday and encouraged to attend. Residents were thanked for giving time and effort to the Master Planning work. Comment cards were distributed for feedback on the session and the opportunity to provide any final comments. See page 10 for results.

#### 4. Peggy's Cove Resident Workshop Session #2 Saturday, February 9, 1pm-3pm - 25 attendees

Peggy's Cove residents were invited back on Saturday, February 9 from 1pm - 3pm, for a workshop on the vision for Peggy's Cove for the next 100 years. In total 25 people attended and were divided up into five tables of five to prepare for the workshop. Once they were in their new groups, recipe cards and markers were handed out to each table. EDM Planning representatives asked the first question and gave the room 15 minutes to discuss with the question in a small group format. Each group decided on their top five answers to the question and a scribe from the group captured their ideas on the recipe cards. EDM then asked a spokesperson from each group to share their ideas in the room. Discussion / clarification occurred during the sharing. Cards were collected and then the facilitator moved on to the next question. In total the following five questions were workshopped:

Question #1: On Thursday, we heard from you that Peggy's Cove is a fishing village and needs to remain a fishing village. We heard about the need for more families etc. So, you are an angel coming back in 100 years, you are looking down, what is Peggy's Cove in the future?

Question #2: What does Peggy's Cove need to be a good host to a world of visitors?



Question #3: We know this lighthouse has some appeal, one of the most photographed in the world. But we know there are other features of the area too, what other interesting stories do visitors need to hear about Peggy's Cove? What stories do you think should be told?

Question #4: The province and the federal government have assets here in Peggy's Cove, how should these assets be used?

Question #5: Is there anything else we need to know?

The "Parking Lot" was available to park any questions that we did not have answers to during the session. Questions were written down with names and contact information attached to each parking lot item so there could be proper follow up.



Every attendee signed in and was given a small survey at the end to provide feedback on the session and the opportunity provide any final comments. See page 10 for results.

5. Individual Meetings  
Week of February 11th-15<sup>th</sup>

Meetings with various stakeholders were held during this week to explain the work on Master Plan and also to get their detailed input into this work. Attendees were briefed on the Master Plan, the project scope and deliverables, and on the objective to have a “community first” approach for Peggy’s Cove while managing tourism and other development opportunities for the region. Issues, opportunities, experiences were discussed for the community and also the importance of the tourism industry in the area. The engagement activities were shared and how input from these sessions will be used. Meetings were held with the following: Tourism NS (February 11), Ambassatours (February 12), Atlantic Cruise Ship Services (February 13), Atlantic Tours (February 13), Halifax Port Authority (February 12), Vision Atlantic (February 13), Peggy’s Cove Commission (February 14), government partners.

6. Tourism Operators and Area Businesses Session  
Thursday, February 21, 10am-12pm – 29 attendees

Tourism and business operators connected to Peggy’s Cove and the surrounding area were invited to participate in a workshop to contribute their ideas to the Master Planning project. Invitations were sent by email. The event had to be rescheduled once due to weather. In total 29 people attended (in a snow storm) at Oceanstone Seaside Resort on Peggy’s Cove Road. A presentation from Develop NS on the project was given, followed by a Tourism NS presentation before the workshop began. The group was divided into four tables of approximately eight people. Once they were in their new groups, recipe cards and markers were handed out to each table. EDM Planning began by reading the vision statement that was developed based on the resident sessions. Representatives asked the first question and gave the room 15 minutes to discuss with the question in a small group format. Each group decided on their top five answers to the question and a scribe from the group captured their ideas on the recipe cards. EDM then asked a spokesperson from each group to share their ideas in the room. Discussion / clarification occurred during the sharing. Cards were collected and then the facilitator moved on to the next question. In total the following four questions were workshopped:

Question #1: On Thursday, we heard from the residents of Peggy’s Cove that it is a fishing village and needs to remain a fishing village. We heard about the need for more families etc. You heard their vision for their community. What are the opportunities to enhance Peggy’s Cove, so it thrives as a community for its residents while also hosting a world of visitors?

Question #2: What are the opportunities to enhance Peggy’s Cove for visitors, businesses and tourism operators?

Question #3: How can we coordinate and distribute the visitors and the visitor experiences throughout the area?

Question #4: What else should be considered as part of the Master Plan development? Did we miss anything?

The “Parking Lot” was available to park any questions that we did not have answers to during the session. Questions were written down with names and contact information attached to each parking lot item so there could be proper follow up.

Every attendee signed in and was given a small survey at the end to provide feedback on the session and the opportunity provide any final comments. See page 11 for results.



7. Stakeholder Online Survey (Community Partners, Business & Tourism Associations, Special Interest Groups)

Emailed / launched week of February 11<sup>th</sup>

An online survey was created for stakeholders connected to Peggy's Cove, particularly those stakeholders who were part of business and tourism sector as well as special interest groups and associations that have experience with the Peggy's Cove area and may want to contribute their thoughts about Peggy's Cove. The survey included a brief explanation of the objective of the Master Plan, the project scope and deliverables. The survey was sent by email from Develop NS as the lead government agency on this project and included project contact information. The questions were as follows:

- Q1. Are you responding as a business located within the community of Peggy's Cove; business located outside of Peggy's Cove; tour operator that brings people to Peggy's Cove or other?
- Q2. Please describe your business and the connection to Peggy's Cove
- Q3. In your opinion, what are the strengths that Peggy's Cove offers visitors today?
- Q4. In your opinion, what are the weaknesses of Peggy's Cove today?
- Q5. What Peggy's Cove experiences do you believe visitors would like to see / participate in?
- Q6. What are the opportunities to enhance the community for its residents?
- Q7. What are the opportunities to enhance Peggy's Cove for its businesses or support new businesses?
- Q8. Is there anything else you would like to share with us as we develop a Master Plan for Peggy's Cove?

In total 28 surveys were completed. Of those who responded; 32.14% were businesses located within the community of Peggy's Cove; 25% were from businesses located outside of Peggy's Cove; 14.29% were tour operators that bring visitors to Peggy's Cove and 28.57% identified as "other" which included visitor information center employees, a travel counsellor, a tourism employee and art gallery owners.

Results from the survey are shown in Appendix F.

8. Design Week (EDM Planning and Develop NS onsite in Peggy's Cove)  
February 26 – March 1, 2019

Key members of the EDM Planning team and Develop NS team set up shop in the Visitor Information Centre in Peggy's Cove for one week. Residents and business / tourism operators were invited to drop by or schedule meetings to give their ideas. During the week the team visited the locations for potential design interventions and sketched potential design solutions "live". The week was themed around specific issues and individual specialists attended on different days to work with the EDM team on those issues.

PEGGY'S COVE DESIGN WEEK ( February 25-March 1)				
MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
Community Stories	Building Materials & Form	Business Development	Engineering	Masterplan Ideas
Robert Mellin, Architect	Robert Mellin, Architect	Darlene MacDonald, Tourism NS	Tim Vienot, P. Eng, EDM	Robert Mellin, Architect
	Jordan Rice, Architect, Omar Gandhi Architect	Sue Mathieu, EPG, Tourism Specialist	Sabine Wilkie P. Eng, SNC-Lavalin	
			Andrew Feener, P. Eng, SNC-Lavalin	
10am -4pm -Come and tell us your history/stories of the real Peggy's Cove.	1pm -4pm -We will be considering the appropriate building forms and materials for Peggy's Cove.	10am -2pm -Come and meet Sue to discuss your ideas for local businesses to thrive while hosting the world.  2pm -4pm -Peggy's Cove business owners session ( by invitation)	10am -4pm -We will tour the provincial assets and consider other engineering concerns.	1pm -5pm -Drop in and visit with Robert Mellin and Margot Young.
Margot Young, Project Manager-Drop in and visit anytime				

A Peggy's Cove design week schedule was posted on the Develop NS web page and also on the door at the Visitor Information Centre in Peggy's Cove. As design work progressed, drawings were hung on the wall for visitors to see and provide ideas and comments on some of the master plan components. Throughout the week, key elements of the pattern book were developed. These ideas were drawn primarily from visual material and detailed interviews provided by community elders. The pattern book, which will most impact how community members are potentially able to develop their land, was also hung on the wall and was discussed extensively. A number of options and ideas for vehicular and bus circulation, including using a road train, as well as two different parking lot configurations for a new parking area, were drawn and discussed. Community members most impacted by the suggested designs

toured the sites with members of the planning team. The deGarthe properties were visited by the engineering and architectural specialists to consider their potential re-use; several community members participated in the tour and

provided insight into construction techniques and historical use of the buildings. Several community members also allowed the team to visit their homes / businesses to view cistern systems and fish shed construction. The existing sea wall was visited by the engineers. Several site plans showing ways to increase business opportunities within the Cove using fish sheds and outbuildings were created and presented. Safe routes on the rocks were drawn, and then field verified with some community members in attendance. A site plan to enhance the light house experience was developed and discussed. Analysis of wind and solar patterns, view sheds, as well as storm surge and climate change were provided and discussed with members. Approximately 20-50 people attended on each day of design week, with some community members attending for the entire week.



9. Peggy's Cove Resident Presentation Session  
Thursday, April 25, 6pm-9pm – 28 attendees

Peggy's Cove residents were invited to a presentation of the proposed Master Plan. Presentation reiterated the objective of establishing a community-first approach so that Peggy's Cove community thrives and is sustainable for its residents, while also welcoming and hosting a world of visitors in search of one of the most iconic Canadian landscapes. Residents were asked to identify top priorities for projects, which will help to guide the recommended phasing and funding approach of the Master Plan.

## Engagement Results

### Engagement Findings – Peggy's Cove Residents

Overall the residents of Peggy's Cove want the community to remain a liveable, working community that attracts new residents and families. They want a safe community for themselves and also 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. They are frustrated about the lack of governance and the deteriorating services and infrastructure, particularly as tourism increases. The residents have thoughtful and realistic ideas on how they can continue to live there and work there while also welcoming visitors to their community but there are matters that need to be addressed. Issues to be addressed include: 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 / public / preservation areas etc. The residents also know the history and the stories that visitors would love to know. They have ideas on authentic experiences, landmarks and buildings that will tell the true Peggy's Cove story in an authentic and meaningful way. A detailed account of their ideas are shared in Appendix B and Appendix C.

At the end of this session a summary of all of the resident themes was compiled into the following working vision that will be used to guide the master plan development:

*A world-class fishing village, where people feel proud to live, families thrive, and residents benefit financially from hosting the world. A visually authentic and beautiful community, with the appropriate infrastructure (roads, washrooms, garbage collection, etc.) as well as effective, clear, and fair rules and regulations to manage the community and visitors, so that visitors enjoy their visits, and learn about the “real” Peggy's Cove.*

## Engagement Findings – Peggy’s Cove Business and Tourism Operators

Overall tourism and business operators want the same thing as the Peggy’s Cove residents do for their community. They want the community to be safe for pedestrians and they see the need for traffic control, parking, washrooms, improved roads, garbage bins and garbage collection. 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. They identified the need for an authentic Peggy’s Cove and want it to remain a community where people live and fish and work. They offered ways to manage traffic, parking, infrastructure needs for tourism so that Peggy’s Cove and the residents and their community can live and thrive there. A detailed account of their ideas are shared in Appendix D.

## Stakeholder Online Survey Results

Survey respondents note the beauty of Peggy’s Cove - the authentic and rugged fishing village with the breathtaking vistas. They mentioned the welcoming residents and the experience they offer. Respondents did mention the challenges of access, congestion, traffic and the deteriorating buildings. Difficulty in parking, lack of public transportation and proper washroom facilities as well as safety concerns (roads and being on the rocks) were also mentioned. There were many suggestions on how to improve the visitor experience by offering authentic experiences, expanding the number of activities / experiences in the area, more information and exposure to the history / its residents / stories. Walking tours, biking tours, boat cruises, fishing trips and music entertainment, improved dining and art. Scientific excursions were also mentioned. Enhancements recommended by survey respondents includes parking, shuttle services, sidewalk, traffic management, improved buildings, shops and museums. The need for water stations and washrooms was mentioned many times as well as more and varied transportation options (helicopter, trams, etc.). One survey respondent suggested a Master Plan with local input using rustic materials and colours, not plastic and vinyl and suggested residents have input. Survey details are included in Appendix F.

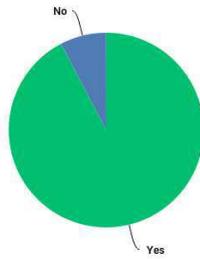
## Engagement Session Feedback

Generally, attendees who took the time to complete the session feedback survey were positive about the engagement sessions. They enjoyed the format and felt they had the opportunity to share their ideas. Comments received ranged from commendations for the well-run session to thoughts about bylaws, parking, traffic and maintaining Peggy’s Cove for what it is; a living and working community. Detail on the comments were provided to the project sponsor and planning team.

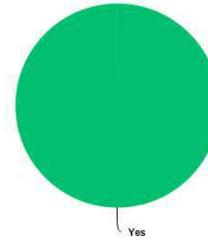
### February 7 session

23 in attendance; 13 respondents

Q1 Did you have the opportunity to share your ideas and concerns in tonight's session?



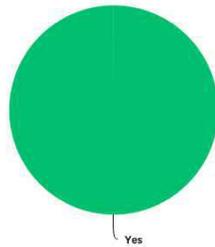
Q2 Do you feel the ideas and concerns of the community residents were heard in tonight's session?



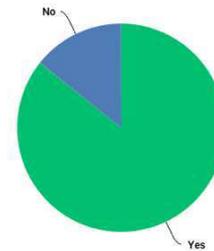
### February 9 session

25 in attendance; 14 respondents

Q1 Did you have the opportunity to share your ideas and concerns in this afternoon's session?

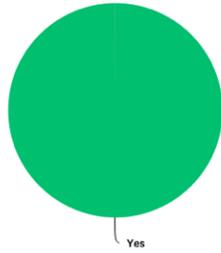


Q2 Do you think today's session (and Thursday's session) gives the planners what they need from the residents as they create a master plan for Peggy's Cove?

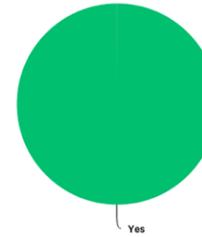


**February 21 session**  
29 in attendance; 7 respondents

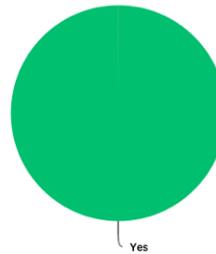
Q1 Did you find today's session informative?



Q2 Did you have the opportunity to share your ideas in this morning's small group discussions?



Q3 Did you feel the ideas of the business and tourism operators were heard by the planners as they create a master plan for Peggy's Cove?



## Evaluation of Engagement plan

To gain the understanding of the success of the consultation efforts, below are various evaluation tools that should be utilized. These tools are aimed to ensure stakeholders are aware of the required changes.

1. **Website trend analysis** - Analytics on number of visitors and time spent of project page were identified as possible measures for the project page that was created (engagement tactic #1); however, analytics on the Develop NS project page were not available as the site is being worked on to reflect their new mandate.
2. **Email / telephone inquiries** - The number of emails, telephone calls and requests for information were identified as potential measures for setting up project contact information. In total seven emails were received through the project email and all emails were responded to by the project manager at Develop NS
3. **Information session attendance** - Attendance at the engagement workshops was very good. The first session had 23 attendees, the second session had 25 and the third session had 29. In addition, a number of individual meetings were held to discuss and seek input for the Peggy's Cove master plan.
4. **Engagement session survey** - A small survey and comment card was handed out to attendees participating in the Feb 7, 9 and 21 sessions. Results are shown on page 10 and 11.
5. **Online survey completion** - Twenty-eight people completed the online survey distributed to business, tourism and special interest groups of Peggy's Cove.

## Conclusion

The engagement activities for the Peggy's Cove Master Plan development project offered high return. In a short amount of time, a substantial amount of information was received from each of the activities which is a testament to this iconic place, both from a residential perspective and from a visitor perspective. The planners on this project have spent a great deal of time with the community, those who are connected to the land and call it home and those who also invest in the area to see it thrive. All parties agree that a comprehensive, thoughtful and sustainable master plan is needed for this beloved community in Nova Scotia - and we are sincerely grateful to those who gave their time and shared their concerns, opinions and ideas with us so that we can deliver an informed plan to the community and the province.

# APPENDICES

Stakeholder Groups	Stakeholder composition
<b>Peggy's Cove Residents</b>	Residents Landowners Seasonal residents Local businesses Community leaders: Sou'wester, key individuals
<b>Fishers</b>	Peggy's Cove licensees West Dover, St. Margaret's Bay licensees
<b>Area Businesses</b>	Businesses in the region outside of Peggy's Cove
<b>Tourism Operators</b>	Tour bus operators Cruise operators Taxi and Limo operators Out of province tour package operators
<b>Visitors</b>	Nova Scotians Canadians International
<b>Government partners</b>	Tourism NS Dept of Business Peggy's Cove Commission Dept of Transportation and Infrastructure Renewal Dept of Fisheries and Oceans (federal) Dept of Fisheries and Aquaculture Dept of Municipal Affairs Dept of Communities, Culture and Heritage Dept of Lands and Forestry Dept of Environment (NS) Port Authority ACOA

**Elected officials**

Matt Whitman, Municipal Councillor  
Hugh MacKay, MLA  
Bernadette Jordan, MP

**First Nations**

**First responders**

Fire  
Ambulance / paramedics  
Police

**Community partners**

Visitor Information Centres  
St. Margaret's Bay trail association  
St. Margaret's Bay stewardship association  
Volunteer (Painter's union, Swiss Air family / friends)  
Artists

**Business / tourism associations**

Tourism Association of Nova Scotia  
Tourism support network  
St. Margaret's Bay business development network  
Atlantic Canadian Cruise Association  
Nova Scotia Indigenous Tourism Enterprise Network

**Special Interest groups**

Swiss Air  
Five Bridges Wilderness Heritage Trust  
Transition Bay St. Margaret's  
NS Bouldering association  
East wind cycle  
Great Earth Expeditions  
Scuba diving  
Hiking



## Input from Resident Engagement Session on February 7

### What should Master Plan address?

- A plan that benefits residents and tourists
- Think of residents
- sustainable community (growth, liveable)
- A place to live
- A working fishing community
- Think about waterfront, preserve the fishing properties
- Safe community for residents and tourists
- Emphasis on waterfront, keep buildings
- Traffic, cant's access driveway. Drivers on private property
- Keep a working village
- Erosion of government services
- Roadways deteriorating, waste removal, safety measures
- Bus traffic
- Buses should be parked
- Transportation
- Deteriorating roads
- Do a good job
- Sustainable community
- Preserve the waterfront
- Review governance. Need to look at bylaws
- The church is as much of an icon as the lighthouse.
- Safety, parking
- Love the community feel and hope it can stay that way
- A place to grow a family
- Need to have amenities closer / safer like a playground and safe place to walk
- Focus on attracting families, what do we need?
- Economic development; sources to generate economic activity to attract people, services
- Want sustainable community
- Roads, waste removal, public washrooms
- Keep the spirit of the community and preserve the beauty
- Roads, safety, driving too fast,
- Garbage is a priority. Need garbage cans.

## Input from Resident Engagement Session on February 9

### What is Peggy's Cove in 100 Years?

- Remain a fishing village
- Think outside the box to leverage financial resources for community benefit.
- Bury light and power lines in PC
- A village of residents and families
- Residents benefit from hosting the world
- Thriving community with families
- Still a fishing village
- Beauty of Rock
- Everything ties into the essence of the village
- Young families
- Resident owned business
- Church is a focus in 100 years
- Business model change
- It is NOT commercial only and not owned by outside residents
- Fish stores - historically they were 2x as many
- Waterfront aesthetically done (e.g. DeGarthe Gallery refurbishment)
- Roger's shop is a good example of what it could be
- Private citizen \$\$\$ in the past had offered to pay for all renovations, it was turned down. Maybe revisit.
- Fishermen avg age 60+ how do we get the next generation to consider the fishing prof
- Re-establishment of the fishing industry in PC
- Grow artist community- will increase tourism industry
- Rural, small town
- Place well maintained
- Effective way to keep the spirit of cove that is currently there
- Families and young children
- Building on top of hill XX with the cove. Scale.
- Limited to capacity
- Buildings maintained, clean
- Limit buses and max capacity of visitors
- The village bus free
- Regulations apply to everyone, clear with support and understanding
- Boardwalks
- Still have boats, still commercial
- Not a subdivision

### What does Peggy's Cove need to be a great host to a world of visitors?

- Revise pedestrian services
- Reduce and regulate vehicular traffic
- Internet-based self-directed tour
- Available information
- Rock safety
- Private property notices
- Expand washroom availability
- Local heritage / knowledge/ sites

- Church open and maintained
- DeGarthe museum / festival
- Traffic control
- Lighthouse maintained
- Infrastructure / roads / sidewalks
- community owned assets
- Commons
- Standards that apply to everyone
- Commercial / residential
- An authentic experience
- Tour guides educated and knowledgeable
- Experience the entire village
- Town Crier
- Management
- Meet and greet for visitors
- Share
- Traffic / parking
- Washrooms

- Maps of Cove
- Interest points
- DeGarthe building put to use - gallery / studio
- Keep Church open
- Need more people living in Cove
- Public washrooms
- Garbage bins
- Protection from: commercial interests, traffic flow issues, pollution
- Cooperation
- A place to show off Peggy's Cove History
- Safe walking paths
- Garbage service
- Washroom facilities
- Opening key buildings: DeGarthe, lighthouse, church, schoolhouse
- Capacity / traffic mgmt.

### What are the stories of Peggy's Cove that should be told?

- Visitor information: accurate version broadly conveyed such as by internet community generated and governed.
- Historical aspect of the village and the importance of the ocean as transport.
- Weather drums / pics
- Lighthouse / weather stories
- DeGarthe book is an incredible resource
- One room school / teachers
- Party (labour day) at community hall
- Community events
- Names of Rocks (dancing rock, devil's armchair, net rock, bear rock, gates rock, whales rock)
- Fishing stories

- Bark posts / used
- Church - fit into community
- History of buildings
- Gardens
- Rocks - gates to cove / kids opening gate
- Community Hall
- Max 200 people lived in at one time in the cove
- History of land ownership
- How cove was named?
- Story of the fishing? Drying rocks
- Story of Breakwater
- Lightkeepers house
- Dancing rock
- Storm drums

- Alice Delwarded groceries
- Church history
- School
- Fishery, size of boats
- Dances at community halls
- Lighthouse
- Gardens / early residents out on the barrens used by community
- Old films
- History - Church, lighthouse, fishing
- Murals in the church
- Paul Simon - Mrs. Robinson
- Weird Fish in Smithsonian
- Unique Geology / Ecology
- SwissAir
- Talk to Roger / Gracie
- Oil needed for lighthouse, schooner would come in and roll up the hill
- Supplies in by boat
- General store
- Horses came in via boat
- Families had an ox
- Parish went as far as Indian Harbour

#### How should the provincial and federal buildings and land be used?

- DeGarthe Home - museum, fish house utilized and preserved, gallery open & free
- Lighthouse maintained and painted
- Community gathering space incorporated in one of them
- Preservation land protected
- Preservation area / west Dover
- DeGarthe refurbished and studio opened for artists
- Lighthouse opened
- VIC to provide bus parking
- Lighthouse - who should own it
- DeGarth studio - up keep, used again for what Degarth would want.
- Artists, meeting place
- They should be used, not empty
- Studio and gallery as an arts space
- community involved and live in operator / admin
- No more asphalt in Cove
- Display - show old videos
- Studio needs to be fixed
- Degarthe house to be fixed and opened
- Degarthe
- Condemned buildings - do something with them or give to someone who will
- Lighthouse - take responsibility and open it up. Post office again?
- VIC and washrooms - need to be maintained
- Parking lot - underutilized, under maintained, under managed
- Wharf - how to utilize? 1st Fishing 2nd Boating
- Preservation areas - org nature trails / route, beaches

## Input from Tourism and Business Engagement Session on February 21

What are the opportunities to enhance Peggy's Cove so it thrives as a community for its residents while also hosting a work of visitors?

- Safety of roads pedestrians
- Environmental impact
- Take care of lighthouse
- Keep it local
- Create activities to keep people
- Safe routes
- Washrooms (septic)
- Environmentally responsible and protecting / model of coastlines for future - changing climate
- Safe pedestrian traffic
- Virtual tour
- Live interpreters
- Garbage management
- Washrooms
- More activities to keep people longer
- Real experiences
- Lighthouse access
- Don't ignore the greater experience in the loop
- Spread the wealth
- Lighthouse management
- Traffic
- Economic development of loop
- Upgrade roads and access in PC and loop entirely
- Need washrooms (more, cleaner, portable, composting?)
- Traffic management
- Parking and shuttle service
- More than the lighthouse also includes the whole loop
- Maintain the local fishery and licenses
- Spread the crowd to neighbouring communities and attractions (Prospect, Polly)
- Accessibility to the lighthouse
- Maintain year-round resident homes
- Restriction around selling all as accommodations or seasonal
- Family focused fun for younger families
- Outdoor adventure
- Facilities and washrooms
- Trespassing / etiquette signage (using signage guidelines)
- Tourism business part separate from attraction - like in Asian destinations. Tours depart from there, provide services, parking, commercial businesses - keeps the attraction authentic

## What are the opportunities to enhance Peggy's Cove for visitors, businesses and tourism operators?

- Scavenger hunt - style tour to get visitors meeting residents. E.g. Who fishes from what boat?
- Needs more trails along the coast
- Signage (directional and distances)
- Need to access the lighthouse (advance tickets, experience, money go back to maintenance)
- People want more hands-on experiences
- Fishing industry tour offered by fisherman after season
- Citizen science apps
- Ecosystem of PC preservation area - guided tour
- Short film of Peggy's Cove in a dome - to understand history, environment (weather etc.)
- Fisher on duty to talk about the industry
- History of the cove perhaps have someone to walk about and explain
- Tours of the preservation area to talk about geological interest sites
- Tour guides on the ground
- Parking lot access from baseball field - upgrade
- Expand trails in preservation area - toilets, paths, trails, map, garbage
- Tourist train throughout village
- Food (good food) choices
- Tell the stories of the indigenous people (pathways, burial grounds, many stories)
- Reflect the cultures that visit Peggy's Cove, what is their relationship to PC, what do they need
- Market area
- Incentive to stay
- Polly's Cove hiking trails
- Guided tours
- Signage
- Fishing experiences, hands on
- Activity schedule for tour guides
- Documentation on the life of the residents
- Boardwalk self-guided tours preservation

## How can we distribute / coordinate the visitors and visitor experiences through the area?

- Parking lot visitors are shuttled into the cove
- Visitor head tax to larger tour companies and \$ goes back to the community
- Have a secondary tourism business park area, parking
- Have a longer geographic attraction area that includes W Dover, Prospect, etc. with larger resident and business engagement
- Have more trails to spread out visitors and provide more routes
- Family experience - tram, Theodore boat, zipline from preservation area, wifi throughout the Cove
- Self-guided tour with head sets
- Virtual reality tour
- Signage to direct visitors to other areas around 333
- More signage
- Tourist train or variation
- Information to tourist before they leave Halifax
- Attractive website to help people navigate 333 areas and Peggy's Cove
- Tour guide to explain expanded activities
- Distribute through season
- Market April - October

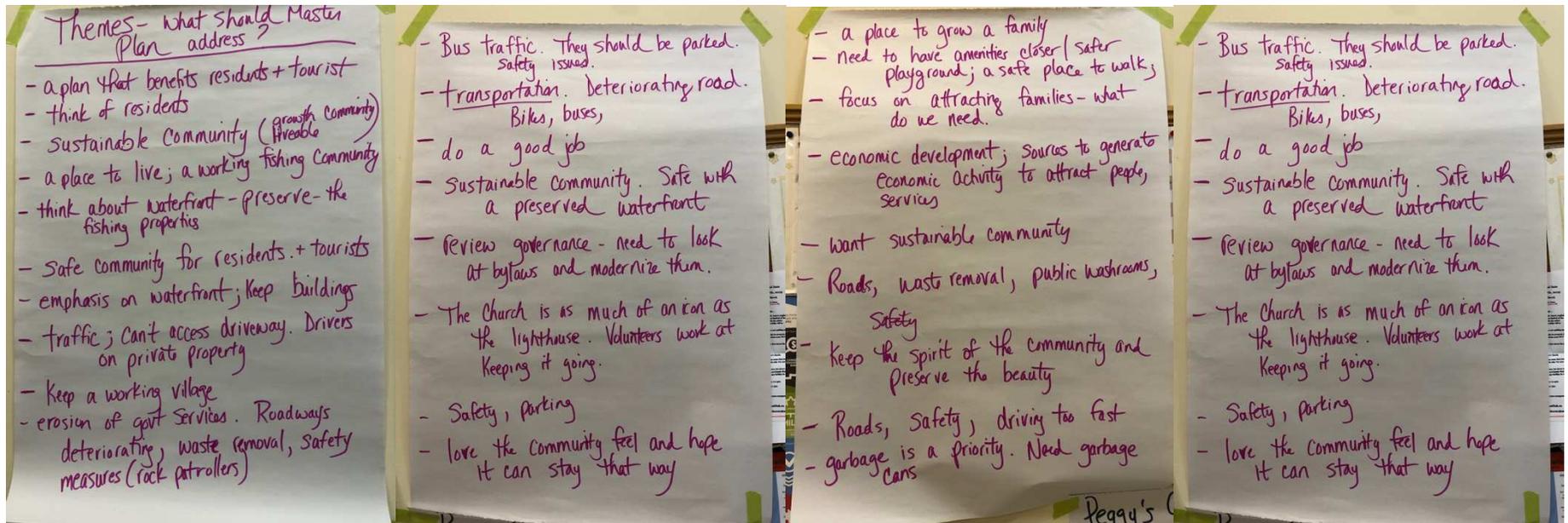
- Market places throughout communities and villages
- Distribute - start at beginning of Cove to walk through from beginning
- Define the area and coordinate within (not just community village)
- Help community develop infrastructure to distribute people
- Coordinate season throughout year Southshore does lobster crawl in Feb, Family Day etc.

What else should be considered for the Master Plan development? Did we miss anything?

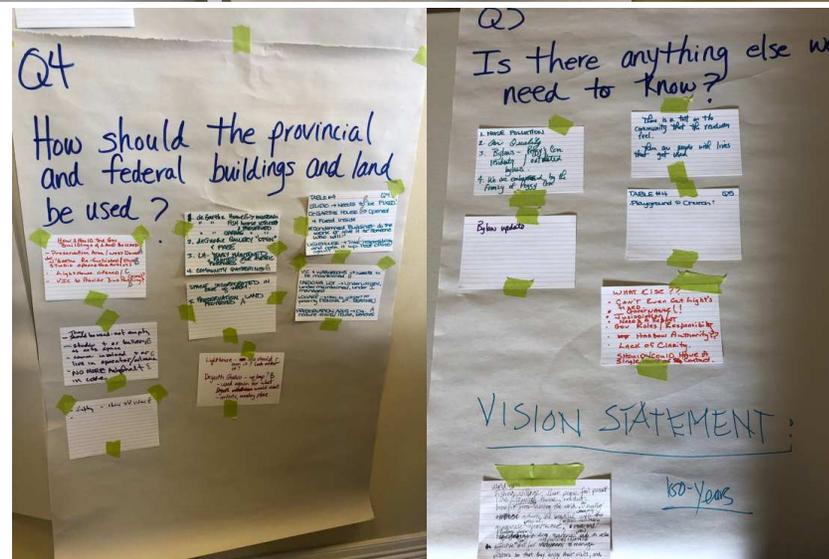
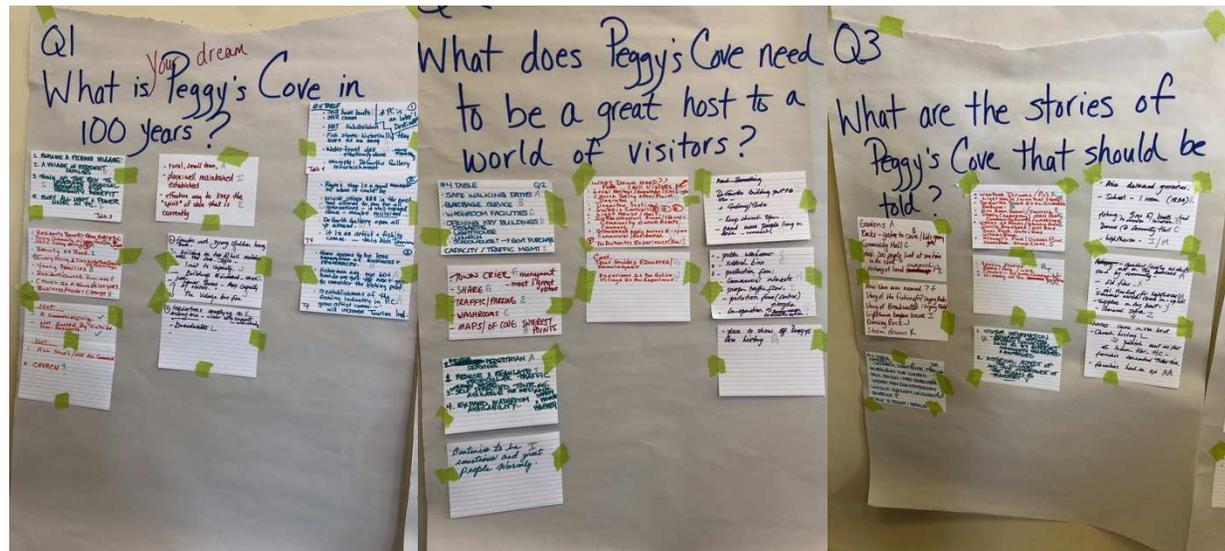
- Pop up Artisan stalls or kiosks
- Food trucks - seasonal
- Visitor safety
- Keep authentic
- Protect the rural areas
- Involve communities
- Keep it sustainable - the balance is starting to tip
- Need to expand the area
- China market wants to stay in Peggy's Cove: Need more accommodation and food; FIT wants to take their time and stay longer

## APPENDIX E

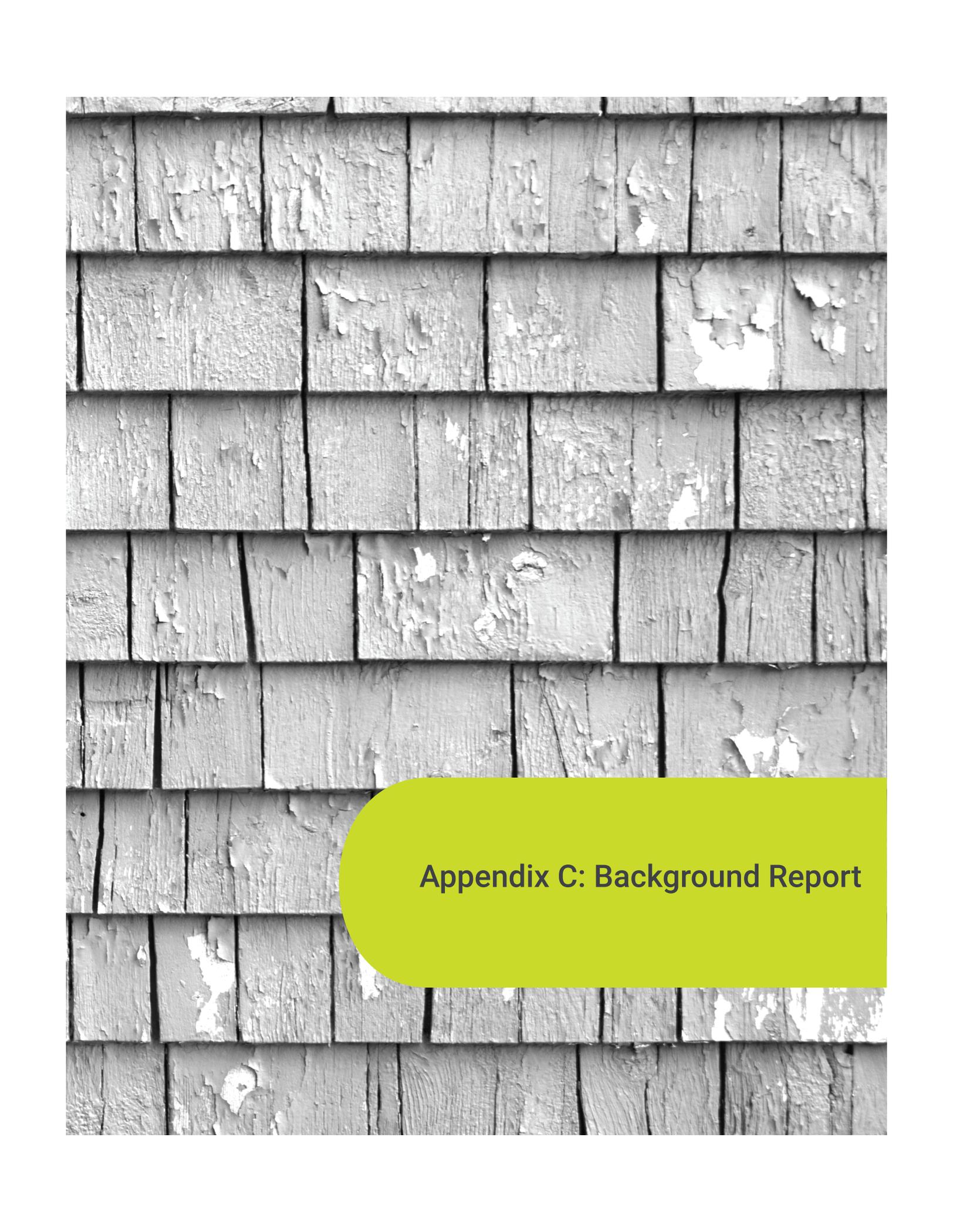
Thursday, February 7, 2019  
Peggys' Cove residents



Saturday, February 9, 2019  
Peggy's Cove residents







**Appendix C: Background Report**

**EDM Planning Services Ltd.**  
2111 Maitland Street  
Halifax, NS B3K 2Z8  
902 425 7900



**REPORT**

---

# **PEGGY'S COVE BACKGROUND REPORT**

Prepared by **EDM Planning Services Ltd.**

Prepared for **Develop Nova Scotia**

**February 2019**

---

# PEGGY'S COVE

## BACKGROUND REPORT

February 12, 2019

**Prepared for:**  
Develop Nova Scotia

**Prepared by:**  
EDM Planning Services Ltd.

*in association with:*  
The Economic Planning Group of Canada



## **CONTACT**

EDM Planning Services Ltd  
2111 Maitland Street  
Suite 300  
Halifax, Nova Scotia  
CANADA B3K 2Z8

Phone: 902-425-7900

Fax: 902-425-7990

Web: [www.edm.ca](http://www.edm.ca)

Contact: Margot Young

Email: [margot@edm.ca](mailto:margot@edm.ca)

## TABLE OF CONTENTS

<b>1.0 INTRODUCTION</b> .....	<b>4</b>
<b>2.0 HISTORY OF PEGGY'S COVE</b> .....	<b>6</b>
2.1 Settlement and Population	6
2.2 Significant Places	7
2.3 Tourism	12
2.4 Fishing	13
2.5 Infrastructure and Storms	16
2.6 The Settlement Pattern of Peggy's Cove	19
<b>3.0 TOURISM + VISITOR EXPERIENCE SUMMARY</b> .....	<b>20</b>
3.1 Visitation to Peggy's Cove	21
3.2 Tourism Nova Scotia Strategy and Priority Market Segments	21
3.3 Tourism in Nova Scotia and Recent Trends	22
3.4 The Cruise Market	24
3.6 Implications for Peggy's Cove	25
3.7 Addressing Over-tourism in Other Destinations	25
3.8 Synopsis	27
<b>4.0 INFRASTRUCTURE + SERVICING</b> .....	<b>28</b>
4.1 Peggy's Cove: Assessment of Capacity Issues and Potential Tourism Opportunities, February 2004	28
4.2 Options Evaluation and Preliminary Design Study for Peggy's Cove, May 2008	28
4.3 Peggy's Cove Master Plan, December 2010	30
4.4 Peggy's Cove Servicing Strategy, Alternative Options Identification, July 2005	31
4.5 Peggy's Cove: Rehabilitation of deGarthe House, June 6, 2013	32
4.6 The deGarthe Properties Preliminary Condition Assessment, September 2009; and Preliminary Structural Engineering Review of deGarthe Building, November 2009	33
4.7 Garage Renovation Tender and Detailed Tender Drawings, August 10, 2011	33
4.8 deGarthe House Selective Interior Demolition Detailed Drawings, March 3, 2011	33
4.9 Report on the Implementation of the Heritage Lighthouse Protection Act, Report of the Standing Committee on Fisheries and Oceans, March 2011	34
4.10 Business Plan, Peggy's Point Lighthouse, Nova Scotia Government, November 1, 2012	34
<b>5.0 GOVERNANCE</b> .....	<b>35</b>
5.1 Current Governance - Existing Structure	35
5.2 Future Governance - Best Practices	38
<b>6.0 PEGGY'S COVE MASTER PLAN + OTHER PLANNED INITIATIVES</b> .....	<b>44</b>
6.1 Peggy's Cove Master Plan, December 2010	44
6.2 Status of Strategic Initiatives	47
6.3 Business Plan, Peggy's Point Lighthouse, Nova Scotia Government, November 1, 2012	48
6.4 The Peggy's Cove Thoughtway, January 2010	49
<b>7.0 CLIMATE CHANGE + SEA LEVEL RISE</b> .....	<b>50</b>
7.1 Climate Change	50
7.2 Sea Level Rise + Storm Surge	51

## 1.0 INTRODUCTION

This report provides background material relevant to the Peggy's Cove Comprehensive Master Plan project. The challenge at Peggy's Cove is the creation of a master plan that:

1. supports, expands, and enhances the visitor experience, and also embraces and respects those who live and work in this coastal village;
2. identifies the nuances of "Place" as established through craftsmanship, landscape, and materials and establishes a methodology for choosing materials and forms that respond to the specific qualities of that Place; and,
3. addresses the immediate acute infrastructure needs together with a larger vision of growth, economic activity, sustainability, long term infrastructure challenges, including a governance approach to support and achieve those objectives.

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 the most photographed lighthouse in Nova Scotia. It is also a living community, an active fishing village with historic buildings, and home to some 32 year-round residents.

Peggy's Cove and the surrounding area are underlain by coarse grained, greyish-white granite. An interesting geological feature in the granite of Peggy's Cove is the presence of xenoliths - pre-existing bedrock that fell into the granite melt, becoming incorporated into the granite as it solidified. The granite in this area is jointed and fractured with oriented cracks that formed during the cooling of the granite and during mountain building. These features were later exaggerated by glaciation. Ice formation exploited the weakness of the fractures and faults by simultaneously widening them and removing rock material, carving depressions in the granite and scraping away all of the topsoil. The ice age led to the creation of smooth slopes, as well as bogs and small marshy lakes due to the poor drainage of the hollows that were created.<sup>1</sup> This granite formation contributes significantly to the uniqueness of the Peggy's Cove experience, as well as the need to protect the lands throughout the Peggy's Cove Preservation Area.

The story of the community, unfolding in this bold location, is intertwined with the unique architecture and development pattern that attracts visitors from around the world. This report summarizes some of the relevant elements of this history, including background information on the more notable structures as well as events, activities and persons that are part of the local lore. The two key local industries - fishing and tourism - are described, as well as the history of storms and infrastructure. Historic photographs from the Nova Scotia archives are included in Appendix A.

Attracting visitors since the 1930s, the popularity of Peggy's Cove has grown to 700,000 annual visitors.<sup>2</sup> In recent years, there has been significant growth in cruise ship visitors and first time visitors. At the same time as visitation has increased, there is also an increase in travellers who are seeking more out of their trip than simply sightseeing - they are looking for quality, memorable, and authentic experiences. We summarize this visitor growth and what that likely means in terms of the visitor expectation at Peggy's Cove.

---

<sup>1</sup> Nova Scotia Department of Mines and Energy. "A Walking Tour of Rocks, Minerals and Landforms of Peggy's Cove", 1989.

<sup>2</sup> Tourism Nova Scotia, Research Division.

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 motorcoaches 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, substantial pressures on services, and a considerable impact on all visitors, as well as local residents. Over the years, several reports have documented the issues pertaining to infrastructure and have proposed and costed recommended improvements. We summarize both the issues and some of the proposals that have been developed to address these concerns.

The Provincial government owns a number of important assets in Peggy's Cove, including: the deGarthe Properties (original residence with attached art gallery, garage and studio/fish shack), a Visitor Information Centre and Public Washroom building, the lands of the Peggy's Cove Preservation Area, NS Route 333 and Peggy's Point Road, as well as a large public parking lot. The Federal Government owns the lighthouse and the public wharf. Many of these assets are in need of renewal and there are several background reports that describe both the conditions of the assets and, in some cases, potential future uses. We summarize the known and acute need for investment to maintain these heritage and interpretive elements.

Peggy's Cove is synonymous with the sea and storms. The historical summary includes descriptions of storms that have swept through the community. The most recent storms, including Hurricane Juan in 2003 and Hurricane Bill in 2009, have breached the sea walls and caused destruction throughout the community.

Peggy's Cove has its own unique governance structure and land use bylaw that has kept the community from changing, but has also limited growth and change. The power of the Peggy's Cove Commission is unique and in some ways inconsistent with modern expectations of public inclusion in the political process. There are a number of conflicts between the land use bylaw and other provincial acts and designations including the adjacent provincially owned West Dover Park. We summarize and describe the current bylaws and unique role of the Peggy's Cove Commission.

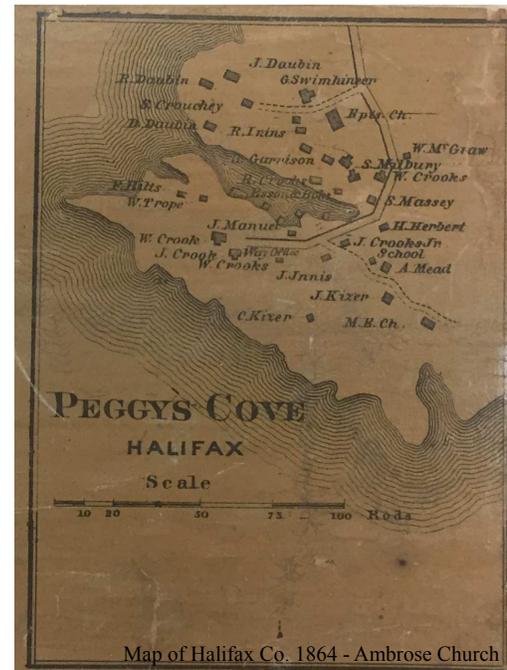
## 2.0 HISTORY OF PEGGY'S COVE

### 2.1 Settlement and Population

Peggy's Cove was founded in 1811 when the Province of Nova Scotia issued a land grant of more than 800 acres (320 ha) between Indian Harbour and Pollock Cove to six families of German descent - the men who had been fishing there from neighbouring communities since 1804. The first families were later joined by immigrants of Irish, Scottish and English descent. The settlers relied on fishing as the mainstay of their economy but also farmed on surrounding lands where the soil was more fertile. In the late 1800s, the population peaked at about 300, and at that time, the community supported a schoolhouse, church, general store, lobster cannery, and thriving fishing industry.

The first people likely to have lived along the shores around Peggy's Cove are the Mi'kmaq.<sup>3</sup> Arrowheads have been found at several locations around the St. Margaret's Bay area, indicating that there is potential for the Mi'kmaq to have settled and/or fished in the Peggy's Cove area.

The first recorded name of the cove was Eastern Point Harbour or Peggs Harbour in 1766. There are several versions of how the Cove got its name. The first is that a schooner was wrecked on "Halibut Rock" off the Lighthouse Point. Everyone on board was lost except a woman who swam ashore and was rescued by the people on the shore. Her name was Margaret and she married one of the men who lived in the Cove. People from nearby communities would come to visit "Peggy of the Cove." There are no documents to support or refute this story. Others say that the Cove may have been named after the wife of William Rodgers, an Irish immigrant to the St. Margaret's Bay area in 1770. They were the first family known to settle in Peggy's Cove, but moved away after living there for only 6 years. The third, and most likely, version of how Peggy's Cove got its name is that the Cove is situated at the entrance to St. Margaret's Bay (named by Samuel de Champlain in 1604 after his mother, Margarite), and the name was shortened from Margaret's Cove to Peggy's Cove.



Map of Halifax Co. 1864 - Ambrose Church  
Nova Scotia Archive Library F1239-1865

By 1823, there were enough children in Peggy's Cove for it to have its own school district. The parents funded the teachers and the school, although the teacher was selected by the church. The original schoolhouse was built in 1839 is still standing, and was in use until 1958. A record from 1848 indicates that there were 19 boys and 13 girls between 6 and 23 who attended the school. By 1903, there were only 17 school-age children in the community and no teacher. And by 1947 there were only 9 students from ages 6-16. The year-round population has been in decline since the turn of the 20th century. By 1950, it had shrunk to fewer than 75 people and currently sits at 32 year round-residents.<sup>4</sup>

<sup>3</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008: 18.

<sup>4</sup> Sclanders, Ian. "Seaside Shangri-La | Maclean's | August 1, 1947." *Maclean's | The Complete Archive*, archive.macleans.ca/article/1947/8/1/seaside-shangri-la.



## 2.2 Significant Places

### Peggy's Point Lighthouse:

The original lighthouse was built in 1868 to mark the eastern entrance to St. Margaret's Bay. This first lighthouse was a wooden tower built atop the lightkeeper's dwelling. It was a modest wood structure of about 8 square meters with a large lantern for a light on the roof. Some modern improvements were made in 1872 to make it more livable for the keeper. A storm in April of 1881 damaged the foundation of the lighthouse considerably; waves swept through the first floor and washed away an oil stove and much of the contents. After the storm, that lighthouse was repaired and the stove replaced at the cost of \$545.<sup>5</sup> In August of 1914, the current lighthouse was built to replace the old wood structure. The old lighthouse was left in place temporarily, and was used during WWII as a Radio Station for the Royal Canadian Navy before it was badly damaged by Hurricane Edna in 1954 and then demolished as a result.



Sketch of the original lighthouse. Morning Chronicle, Sept 30, 1903.

<sup>5</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008.

The current lighthouse is a stout concrete octagon built 50 feet west of the original lighthouse. It was improved several times in the 1940s, including replacing the old oil lamp with electric in 1949. The lighthouse was maintained by a keeper until 1958, at which time he was replaced by electrical and mechanical equipment.

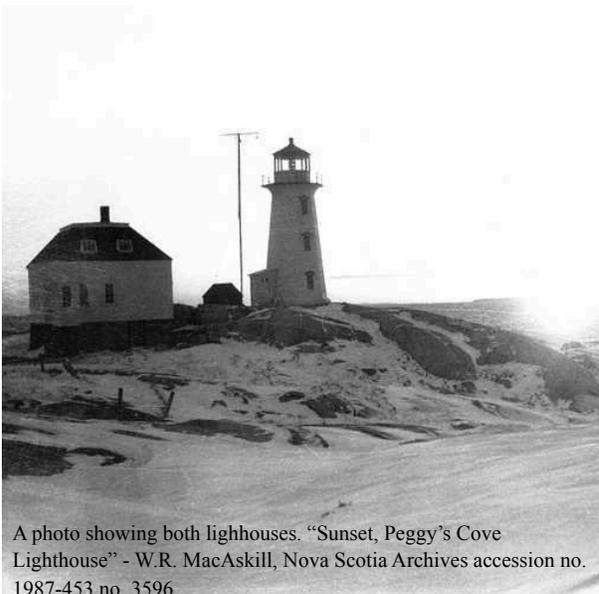
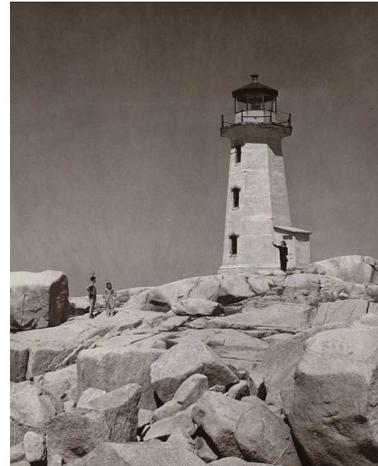
From 1978 until 2009, the ground floor of the lighthouse was home to a small post office in the summer. Every postcard or letter mailed there was stamped with a special cancellation mark in the shape of a lighthouse. Canada Post pulled the post office out of the lighthouse in 2009 after mould was discovered inside the building following Hurricane Bill.<sup>6</sup>

The lighthouse itself was declared surplus by the Canadian Coast Guard in 2000 and the building was classified as a Federal Heritage Building in 2002. The designation is confined to the footprint of the building. The Federal Heritage Buildings Review Office (FHBRO) administers the requirements of federal heritage buildings policy,

which are incorporated in Treasury Board's Policy on Management of Real Property. One of the objectives of the Policy is to ensure that the heritage character of federal buildings, such as lighthouses, is respected and conserved throughout their life cycles. This includes ensuring the prevention of rust-out that would lead to more expensive repairs in the future. The property is owned by Transport Canada but the custodian is the Department of Fisheries and Oceans (DFO) (according to Parks Canada).

A Report on the Implementation of the Heritage Lighthouse Protection Act by the Standing Senate Committee on Fisheries and Oceans admits that the savings realized from automation of lighthouses after the keepers left were not reinvested in maintenance. Even lighthouses with a very high public profile, like

the one at Peggy's Cove, were neglected. In 2009, there was significant controversy when DFO said that it did not have the funds to repaint the Peggy's Point Lighthouse. The tower was eventually repainted, but only after a public outcry.<sup>7</sup> The lighthouse has been repainted two more times since then - in 2012 and 2017 - through a partnership between the Tourism Industry Association of Nova Scotia (TIANS), the



A photo showing both lighthouses. "Sunset, Peggy's Cove Lighthouse" - W.R. MacAskill, Nova Scotia Archives accession no. 1987-453 no. 3596

<sup>6</sup> CBC. "Peggys Cove Loses Post Office | CBC News." CBC/Radio Canada, 6 Nov. 2009, [www.cbc.ca/news/canada/nova-scotia/peggys-cove-loses-post-office-1.806275](http://www.cbc.ca/news/canada/nova-scotia/peggys-cove-loses-post-office-1.806275).

<sup>7</sup> Rompkey, Bill, and Dennis Glenn Patterson. *Report on the Implementation of the Heritage Lighthouse Protection Act*. Report of the Standing Senate Committee on Fisheries and Oceans, 2011, 3.

International Union of Painters and Allied Trades - District Council 39 (Atlantic Provinces), and DFO.<sup>8</sup> With support from DFO, TIANS signed a License of Occupancy Agreement with the Federal Government that allowed them to temporarily lease the lighthouse to allow access. The Painters Union gets the supplies through donations, and uses the exercise to train their apprentices while contributing to the community.

### St. John's Anglican Church

Reverend Charles Inglis, Canada's first Bishop of the Church of Canada, carved out a parish from Boutilier's Point to Timberlea to Bayside in the early 19th century called St. Paul's Mission. The settlers of Peggy's Cove had set aside land for the church in their community, but never got around to building it. Instead a schoolhouse was placed on the property in 1839.

A public meeting was held in 1847 for the purpose of building a Church of England on the property. In the minute books of St. John's Church, the first entry in 1847 notes a subscription list for the church of at least a hundred names of the donors and the amounts they contributed in pounds, shillings, and pence. Consecration of this first chapel took place sometime in 1850. In 1884, a fire swept through the small chapel and burned it to the ground.<sup>9</sup> The following year the new, larger church was built and remains important to the people of Peggy's Cove as the only religious centre in the community. The church has been involved with all aspects of residents' lives, from birth to death.



"Children walking up road past church, Peggy's Cove" - W.R. MacAskill Nova Scotia Archives accession no. 1987-453 no. 793



W.R. MacAskill Nova Scotia Archives accession no. 1987-453 no. 2053

Architecturally, St. John's Anglican Church is valued for its Gothic Revival architecture and its uniquely situated corner tower and spire. The church features vertical board and batten wood cladding and a steeply pitched gable roof. The property was designated as a Nova Scotia Heritage Property in 1993.<sup>10</sup>

### York Manuel Fish Shed and Store

The York Manuel Fish Shed and Store were built around 1825 and were owned by the Garrison family for the first hundred years. The property then came into the possession of the Manuel family

<sup>8</sup> Tourism Industry Association of Nova Scotia. "Peggy's Point Lighthouse Partnership - Restoration of Provincial Icon #TourismWeek." <http://www.tians.org/news-and-media/173-peggys-cove>

<sup>9</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008.

<sup>10</sup> Canada's Historic Places. "St. John's Anglican Church." <https://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=3320&pid=0>

through the marriage of a Garrison daughter into the Manuel family. These two buildings were used to store freshly caught fish and fishing supplies. The wood shingled fish shed was the main workplace of Manuel family fishermen as the location where the fishermen would fix their nets, do small boat repairs and other jobs necessary for fishing. The store was used for storing fish and is clad in traditional vertical wooden board. The stores were built with loose floor boards in case of a high tide or storm, the water could lift the planking and all the barrels, and less damage would be done to the store itself. During the rumrunning of prohibition in the 1920s, the fish shed and store were also used to hide kegs of rum, which was common in many of the small coves and inlets along the South Shore.

The York Manuel Fish Shed and Store are valued as the oldest, largely unaltered, buildings of their type in the province, and as a type of inshore fishery building that is rapidly disappearing. They are also valued because they have become a distinctive landmark of Peggy's Cove and appear in the paintings of many noted Canadians, as well as postcards and other memorabilia. After Peggy's Cove was discovered by artists early in the twentieth century, the property began to figure in the works of such painters as Stanley Royale, Arthur Lismer and J.E.H. MacDonald; the last two being members of the Group of Seven. The buildings continue to be among the most painted and photographed fishery buildings in Canada.<sup>11</sup>



Illustration of a typical fish store in Peggy's Cove - William deGarthe

Both the fish shed and store are of one-and-a-half storey wood construction with steeply pitched gable roofs and six-over-six windows. Both are situated on wooden posts and secured to the bedrock below. This is a common and distinctive feature of buildings in the Peggy's Cove glacial landscape, where topsoil is a scarcity. Among the oldest, if not the oldest, remaining fisheries buildings of Nova Scotia and an iconic tourist attraction, the York Manuel Fish Shed and Store symbolizes a way of life that extends back to the very first settlements in the South Shore region. Both the buildings and the property are designated provincial Heritage Properties (1990).<sup>12</sup>

### The Sou'Wester

In the late 1950s, Bernard Morash opened the "Tea Room", which had 5 tables, to cater to the town's many visitors. The name was later changed to the Sou'Wester and sold to Jack Campbell in 1966. Federal and Provincial funding helped bring about needed changes to the building and its surroundings in 1988. Water had always been a problem for the restaurant and its thousands of visitors, so a large underground water tank was put in, the washrooms were improved, the parking lot was paved, wheelchair access walkways were installed, electric and phone lines were buried and roadway lighting was erected.<sup>13</sup>

<sup>11</sup> Canada's Historic Places. "York Manuel Fish Shed and Store." <https://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=14684&pid=0>

<sup>12</sup> Ibid.

<sup>13</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008.

### The Marine Studio - (deGarthe Studio)

The studio was built in 1850 and was originally twice as large and used as general store that was fully equipped with the main essentials - molasses, flour, sugar, nails, saws, rope, etc.. At that time, it was known in the community as “The Parliament House” and was used as a general assembly place - community notices and billboards were nailed to the doors. In February 1898, a storm took the Studio and placed it on the other side of the road by the cove, with half the building hanging over the water. To salvage the building, the owner sawed what was left of it in half. When deGarthe took ownership of the property, he converted it to his studio and opened its doors for visitors to walk through and chat.<sup>14</sup>

### Community Hall

The original hall was built around 1900 for the Orange Lodge, and was used by this Order as a Lodge Hall. The Orange Lodge being the Protestant organization founded in Ireland in 1795 that celebrated the victory of William the Orange at the 1790 battle of Boyne. Afterwards it was taken over as a Community Hall. In the 1950s, the hall was rebuilt and enlarged. The Hall played an important part of the community life of the Cove. It was host to church suppers, movies, and dances, all held at regular intervals. The Hall was torn down in 2016, catching many in the community by surprise.<sup>15</sup> Rev. Canon Andrew Cooke said the building was a safety hazard and put public safety at risk. The church was chastised for the decision. According to the municipality, the demolition was under investigation as no demolition permits were issued for structures located at the church or community hall address. The demolition of the community hall made residents wonder what purpose the Peggy’s Cove Commission served if not to preserve and protect the Cove.<sup>16</sup>

---

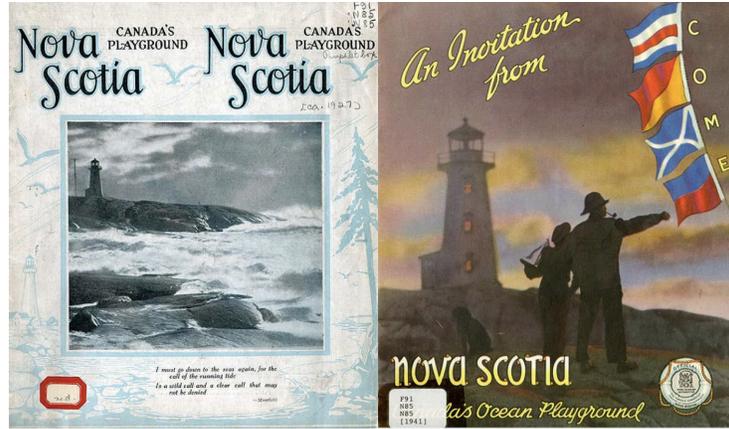
<sup>14</sup> deGarthe, William E. *This is Peggy's Cove*. deGarthe: 1956.

<sup>15</sup> CTV Atlantic. “Questions Loom after Building Torn down at Peggys Cove.” *CTV Atlantic | Breaking News Videos - Atlantic Canada News Videos*, 6 July 2016, [atlantic.ctvnews.ca/questions-loom-after-building-torn-down-at-peggys-cove-1.2976224](http://atlantic.ctvnews.ca/questions-loom-after-building-torn-down-at-peggys-cove-1.2976224).

<sup>16</sup> Ibid.

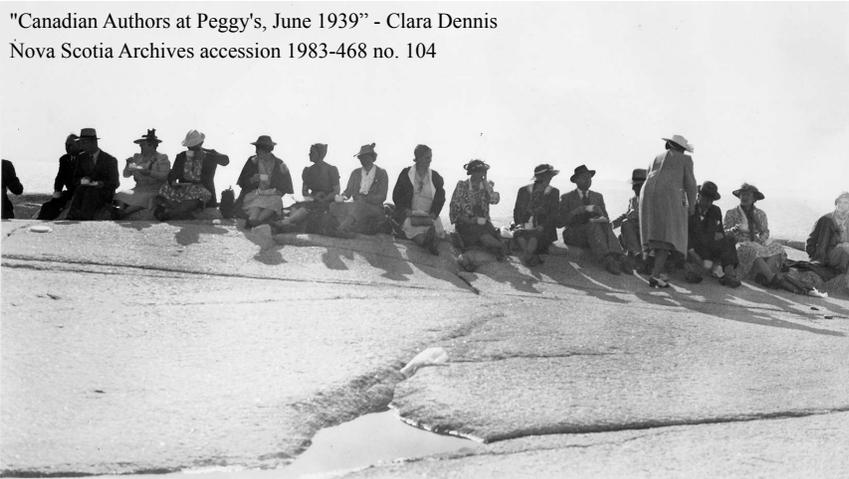
### 2.3 Tourism

**c1927 Brochure:**  
Suggested motor routes and mileage from New York, Philadelphia, Buffalo, Boston, Toronto and Montreal into Nova Scotia. Cover image is of Peggy's Cove lighthouse. Nova Scotia Archives Library: F91 N85 N85



**1941 Brochure:**  
Coloured photo on the front cover, showing a fisherman and boy at Peggy's Cove. Published by Authority of Hon. A.S. MacMillan, Minister in Charge of Industry and Publicity. Nova Scotia Archives Library: F91 N85 N85

The tourism industry in Peggy’s Cove gained momentum throughout the 1930s and 1940s. In 1935, an American writer named T. Morris Longstreth published a book about Nova Scotia in which he predicted a tragic end for Peggy’s Cove. He said that the tourists would find the place and the inhabitants would learn to pose, and they would set up soft drink stands and lose their character. In 1947, the author of an article in MacLean’s magazine (“Seaside Shangri-La”), acknowledges that Mr. Longstreth’s prediction was partially true, the tourists did find Peggy’s Cove, but the influx hadn’t touched the shrewd and simple outlook of the people, who remained as individualistic then as their ancestors were more than a century before. The people of Peggy’s Cove absorbed some of the changelessness of their native rocks.<sup>17</sup> The 1947 article brought national attention to the Cove with a somewhat romanticized notion of life there. In his article, the author referred to the community as having a “main street paved with saltwater.”<sup>18</sup>



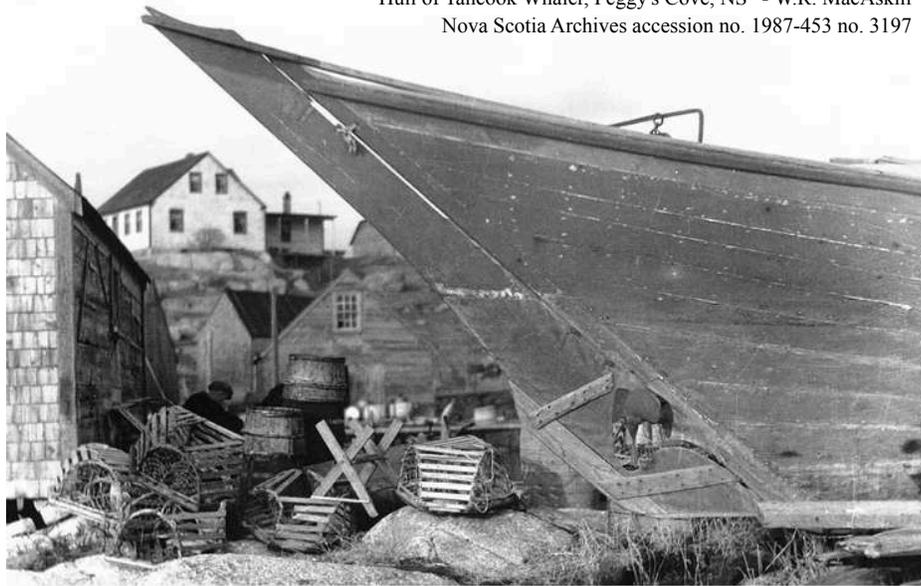
<sup>17</sup> Sclanders, Ian. “Seaside Shangri-La | Maclean's | August 1, 1947.” *Maclean's* | *The Complete Archive*, archive.macleans.ca/article/1947/8/1/seaside-shangri-la.

<sup>18</sup> Ibid.

## 2.4 Fishing

Types of boats typically found in the cove included dorys, whalers, sloop boats, and schooners. The vessels were used for fishing and for trading along the coast and with Halifax.

Hull of Tancook Whaler, Peggy's Cove, NS<sup>19</sup> - W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 3197



The mouth of Peggy's Cove had always been peppered with large boulders sticking up out of the water or just below the surface. The Cove was made navigable to the large schooners that used it around 1900. Two big seine boats were anchored side by side with planks laid across the boats. By long hand drills, they drilled holes into the bedrock of the Cove. Dynamite was charged and set off, and then chains were fastened around the loose rock at low tide. The rising of the tide lifted the heavy rocks, which were afterwards towed out of the cove and dropped in the ocean. Thus the clearing of the mouth of the cove was accomplished, enabling large vessels to enter and exit with full cargo.<sup>19</sup>

Types of fish that were typically harvested included: haddock, herring, sole, halibut, salmon, mackerel, cod, pollock, lobster, and occasionally eel, tuna, and swordfish. Spear fishing, swing nets, traps, and jigging were common methods used throughout.

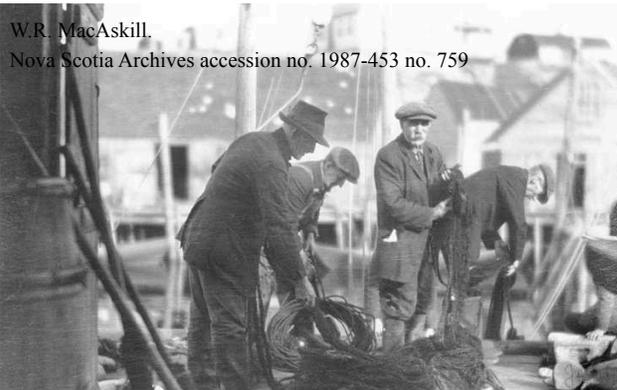
Cod, despite overharvesting, was still plentiful and easy to catch in the 1800s in Peggy's Cove. Tuna could be found a bit further out from shore, although it was initially not very popular among residents. It wasn't until the early 1900s that the locals were made aware of the demand of tuna from Italian immigrants in Boston that they began seriously harvesting the fish.<sup>20</sup> At that time, tuna, as well as swordfish, became more popular around the village, although harvesting them was much more dangerous than smaller fish.

<sup>19</sup> deGarthe, William E. *This is Peggy's Cove*. deGarthe: 1956.

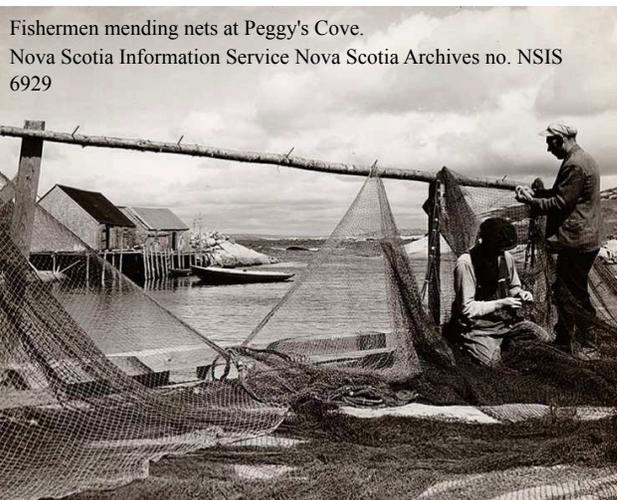
<sup>20</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008.



“James Manuel mending nets, Peggy's Cove” - Clara Dennis.  
Nova Scotia Archives accession 1983-468 no. 331



W.R. MacAskill.  
Nova Scotia Archives accession no. 1987-453 no. 759



Fishermen mending nets at Peggy's Cove.  
Nova Scotia Information Service Nova Scotia Archives no. NSIS 6929

A major decline in the price of fish caused hardship for the families in the 1860s.<sup>21</sup> The fishery continued to ebb and flow from there. There would be years that every person in the village worked from morning to night cleaning and salting fish. There was a lobster cannery situated on the north side of Peggy's Cove near the opening around 1900 that operated successfully for several years. The fishery hit an all-time low in the 1920s during the depression when duties were added to fish entering the United States from Canada. By the 1930-40s, the price of fish was so low that many fishermen felt it wasn't worth their while to fish commercially. It continued to decline into the 1970s and employment shifted away from the traditional.<sup>22</sup> There was still some inshore fishing and prices remained high for tuna and lobster, but it became clear that the future of the village would depend on tourism and not on fish. By 2011, a resident estimated that there were just four or five fishermen who still lived in the town and operated the local vessels that fished lobster and mackerel.<sup>23</sup>

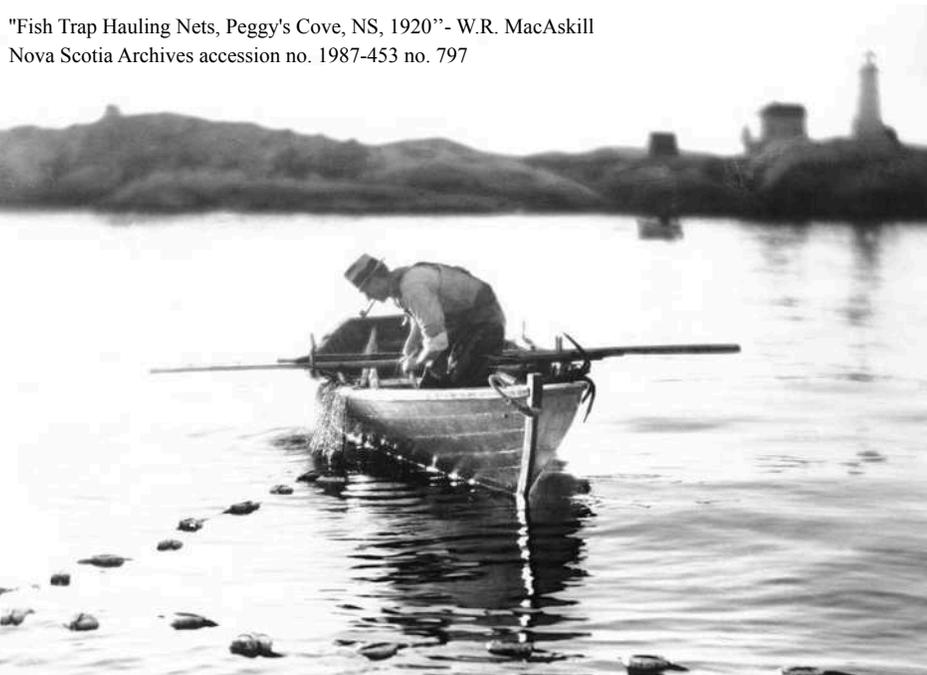
<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> The Hamilton Spectator. “Peggy's Cove Celebrates Its Past.” *TheSpec.com*, TheSpec.com, 15 Apr. 2011, [www.thespec.com/living-story/2185178-peggy-s-cove-celebrates-its-past/](http://www.thespec.com/living-story/2185178-peggy-s-cove-celebrates-its-past/).



“Group in fishing vessel *Kic* catching porpoise, Peggy's Cove lighthouse in background” - W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 3620



"Fish Trap Hauling Nets, Peggy's Cove, NS, 1920"- W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 797

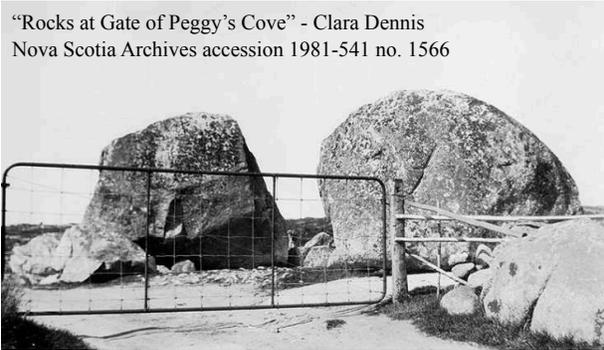
## 2.5 Infrastructure and Storms

In 1837 and again in 1849, there were petitions to the House of Representatives to repair the roads leading from St. Margaret's Bay to Indian Harbour and Peggy's Cove. The petition of 1837 stated that "the road is rendered impassable at times either for man or beast, especially after heavy rains." Road repairs were made in the mid-19th century when a stage coach line went into operation. This line was a part of the Royal Western Mail shore line which began biweekly journeys from Halifax to Lunenburg and back, until 1904 when the Halifax and Southwestern Railway came into existence. It wasn't until 1938 that the St. Margaret's Bay Road was paved for the first time. After provincial advertising campaigns luring tourists to Peggy's Cove in 1949, the road that led into the village was paved.<sup>24</sup>



<sup>24</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008.

“Rocks at Gate of Peggy’s Cove” - Clara Dennis  
Nova Scotia Archives accession 1981-541 no. 1566

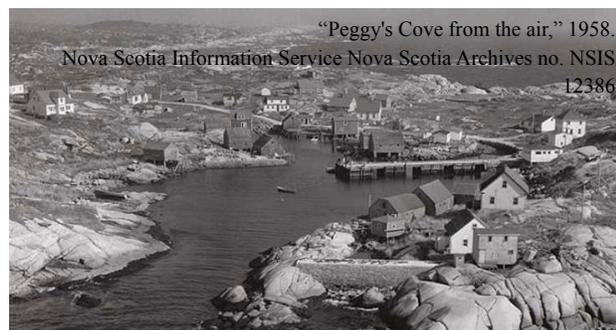


There was once a gate on the road leading into the Cove. It was said to be the only hamlet in Canada with a gate. The gate was used to keep the cattle that were pastured on surrounding land, away from the gardens near peoples homes.<sup>25</sup> The local kids were in charge of opening the village gate and 80 or 100 cars of sightseers would often visit Peggy’s Cove in a day in the summer months. The kids would ask visitors to pay a nickel or quarter to open the gate, depending on the driver. When there were only a few cattle left in the village, they removed the gate.<sup>26</sup>

W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 3221



In 1941, government planners delivered a blueprint for a new wharf - a “government wharf.” The men of the cove were paid to build the wharf, but the design and location were decided by experts from away. It turned out that the location was a poor choice as it was too shallow for the bigger boats to come alongside.<sup>27</sup>



“Peggy's Cove from the air,” 1958.  
Nova Scotia Information Service Nova Scotia Archives no. NSIS  
12386

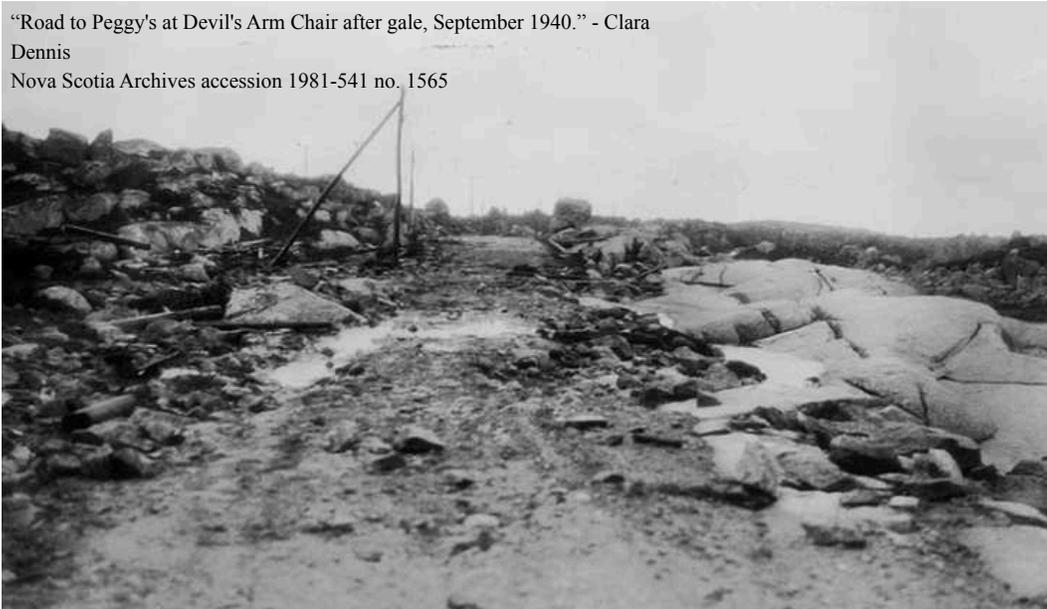
<sup>25</sup> deGarthe, William E. *This is Peggy's Cove*. deGarthe: 1956.

<sup>26</sup> Choyce, Lesley. *Peggy's Cove: the Amazing History of a Coastal Village*. Pottersfield Press, 2008.

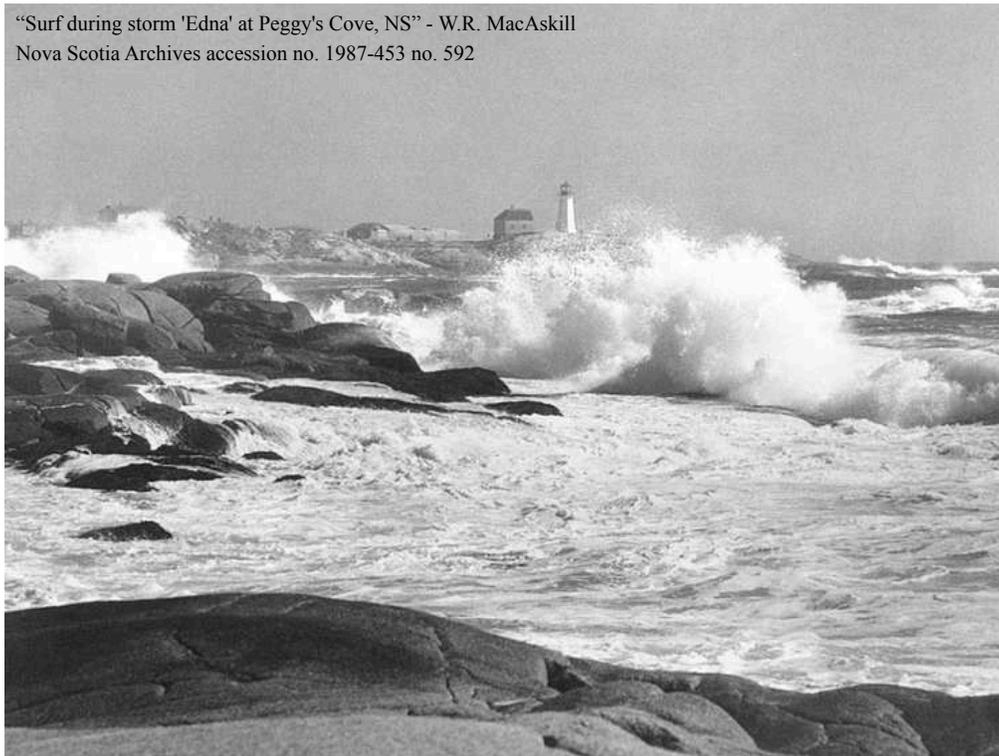
<sup>27</sup> Ibid.

Two breakwaters were built in 1915, one at the entrance of the cove, and one back at the “gap” on the marshy meadow. In 2003, Hurricane Juan smashed through the cove's breakwater. Flooding damaged homes and roads. The breakwater suffered further damage during Hurricane Bill in 2009. Waves also washed away one of the cove's characteristic fishing sheds and seriously damaged a gift shop. Hurricane Bill also severely damaged the concrete pathways from the Sou'Wester to the lighthouse and some of the warning signs were ripped from the rocks.

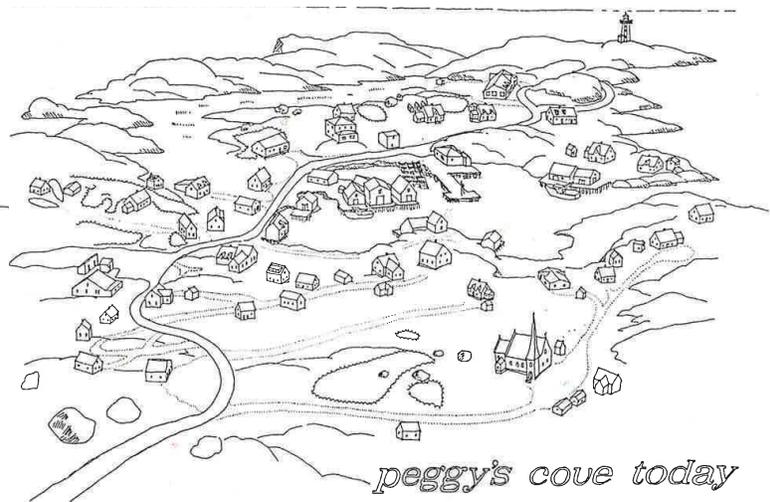
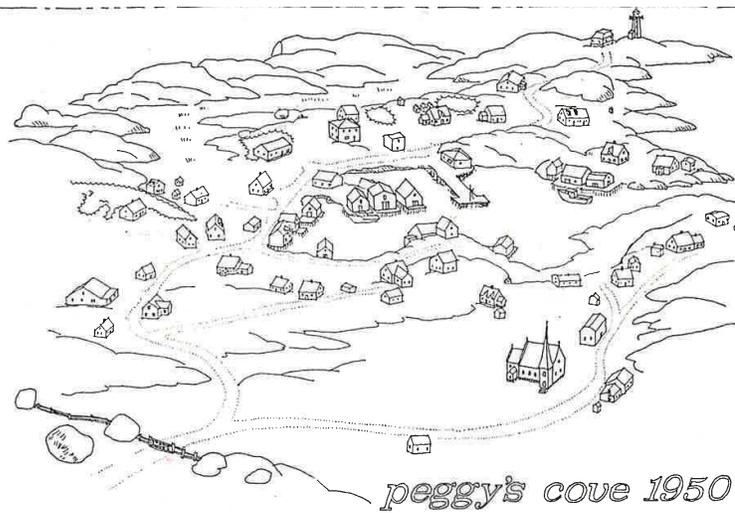
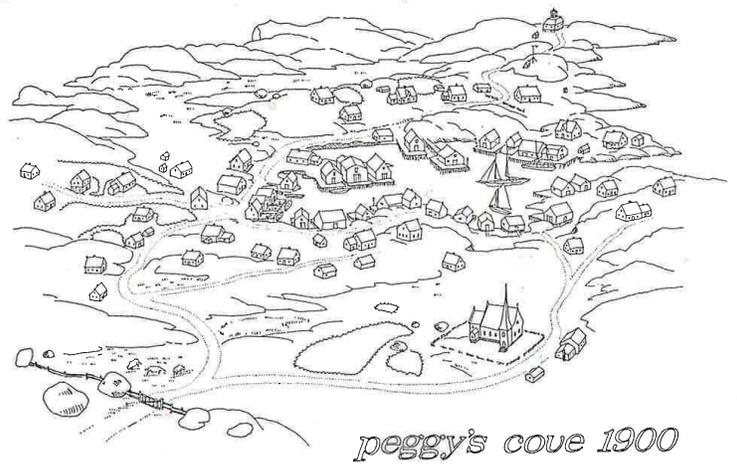
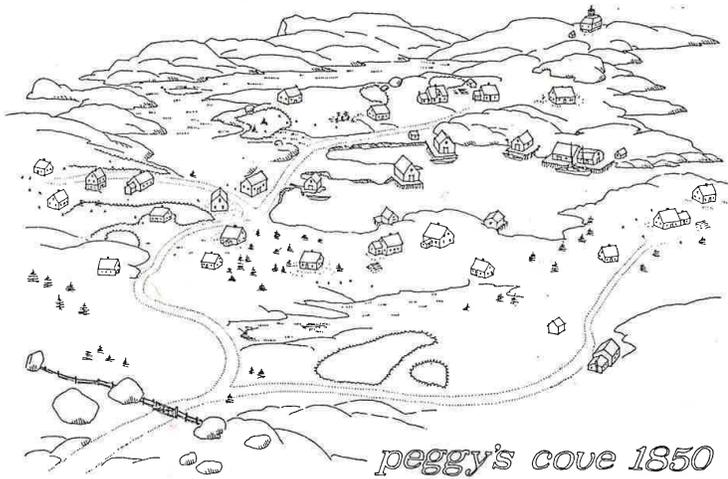
“Road to Peggy's at Devil's Arm Chair after gale, September 1940.” - Clara  
Dennis  
Nova Scotia Archives accession 1981-541 no. 1565



“Surf during storm 'Edna' at Peggy's Cove, NS” - W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 592



## 2.6 The Settlement Pattern of Peggy's Cove



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

### 3.0 TOURISM + VISITOR EXPERIENCE SUMMARY

The Province first began promoting Peggy's Cove as a destination for visitors in the 1940s and 1950s. By this time, artists and photographers flocked to the community and images of Peggy's Cove were spread around the world.

Sculptor and painter William E. deGarthe was one of these artists. He was originally from Finland but settled in Nova Scotia at the age of 19. He bought a cottage in Peggy's Cove in 1948, moved there permanently in the 1950s and remained until his death in 1983. deGarthe was so inspired by the beauty of Peggy's Cove that he became a promoter of the Cove as a tourist destination. In 1992, deGarthe's widow gifted their house, garage, studio, and land in Peggy's Cove, and deGarthe's paintings and various other works of art to the Province in exchange for its undertaking to construct, equip, maintain, and operate a gallery on the site to be known as the deGarthe Gallery. The gallery exhibiting his work is open to the public between May 1 and October 31 each year. Outside the gallery, in the William E. deGarthe Provincial Park, is a carved granite outcropping. This 30m sculpture was carved by deGarthe as "a lasting monument to Nova Scotian fishermen." It depicts 32 fishermen, their wives, and children enveloped by the wings of Saint Elmo, the patron saint of sailors, as well as the legendary Peggy. deGarthe chipped away at the monument for over 10 years, and was buried in it after his death.



Tourism continued to grow exponentially by the 1950s and 60s, and included the first generation of tour buses. By the mid-1980s, it was estimated that the Cove received 2,000 tour buses and 200,000 visitors every season. The tourism industry at that time provided at least 150 jobs in the Cove, increased church donations and gave fishermen a chance to make direct wharfside sales.<sup>28</sup>

An ongoing concern of Peggy's Cove residents is that public services haven't kept pace with increased tourism. In decades past, visitors would board with residents for several weeks, making lasting friendships, and would return to the village every year. However, as of 1983, according to a planning report by NSCAD and confirmed by the 2003 Peggy's Cove Visitor Survey, a visitor's average stay in the Cove is now only 1 hour and 45 minutes.<sup>29</sup>

<sup>28</sup> Conn, Heather. "Life in a Fishbowl." *Atlantic Insight*, Sept. 1986, 66.

<sup>29</sup> Ibid.

This section provides background on the current understanding of visitation to Peggy's Cove, the market segment, the Provincial objectives in terms of tourism growth and some suggested implications for Peggy's Cove and its master plan. Also included are some precedents for managing over-tourism.

### 3.1 Visitation to Peggy's Cove

Tourism Nova Scotia (TNS) analysis suggests that total annual visitation to Peggy's Cove in 2017 was just over 700,000. This includes:

- Non-resident tourists (485,000)
- Cruise passengers (97,000)
- Motorcoach tours (47,000)
- Nova Scotia residents (82,000)

(Caution: We suggest that this data be viewed as preliminary at this time until we can access the source data.)

These visitors are also described primarily as first-time visitors to Nova Scotia with the following characteristics:

- Visitors to Peggy's Cove spend significantly more than the average Nova Scotia visitor. Pleasure travellers who visit Peggy's Cove spend \$2,800 per party compared to the average of \$1,900 per pleasure travel party. Those visiting Peggy's Cove tend to be from more distant origins (outside of Atlantic Canada) and have a longer than average length of stay in Nova Scotia.
- Data from the Nova Scotia Visitor Exit Survey<sup>30</sup> indicates that, on an annual basis, 20% of visitor parties went to Peggy's Cove in 2017, up from 16% in 2010 and 2015. During May to October 2017, 25% of all visitors and 35% of pleasure visitors to Nova Scotia went to Peggy's Cove. (Note: This excludes cruise and motorcoach travellers)
- Visitation levels are significantly higher for first time visitors to Nova Scotia with 51% of 2017 May to October first-time visitors going to Peggy's Cove.
- Visits by repeat visitors to the province are much lower at only 16% of 2017 May to October visitors.
- For November to April, there is a similar pattern with almost 40% of first time visitors and only 4% of repeat visitors going to Peggy's Cove. (Note: This data is from a low sample size so should be viewed with caution.)

### 3.2 Tourism Nova Scotia Strategy and Priority Market Segments

To help lead the industry to achieve the \$4 billion revenue goal, Tourism Nova Scotia's (TNS) corporate strategy has four key pillars:

- Attract more first-time visitors
- Invest in markets of highest return
- Focus on world-class experiences
- Build tourism confidence

TNS uses the Explorer Quotient (EQ) as their lead market segmentation tool to help identify segments that are most drawn to what the province has to offer. The three EQ segments identified as having the best fit are: Authentic Experiencers, Cultural Explorers and Free Spirits. Data from the 2017 Visitor Exit Survey identifies the EQ segments of visitors to Peggy's Cove as follows:

<sup>30</sup> The Visitor Exit Survey (VES) is a survey of non-resident, overnight visitors to Nova Scotia. It excludes visitors arriving on cruise ships since they do not overnight in the province, and it excludes Nova Scotians travelling within the province.

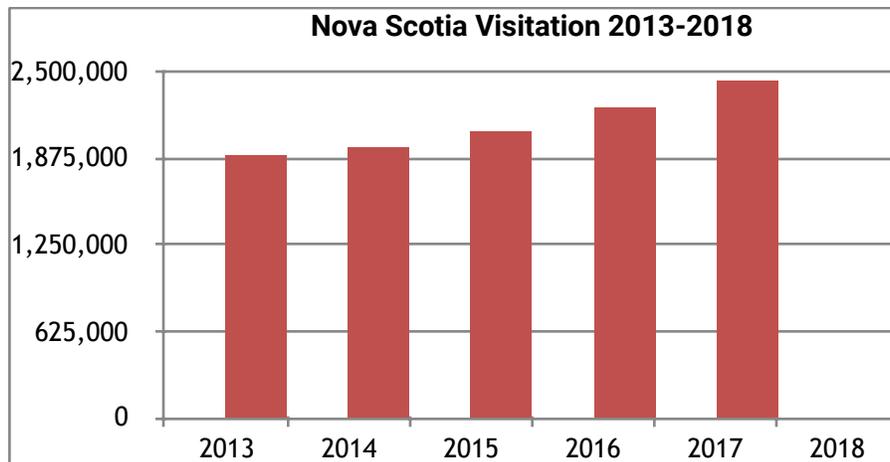
- Authentic Experiencer – 35% compared to 26% for the province overall
- Cultural Explorer – 24% compared to 17% for the province overall
- Free Spirits- 7% compared to 10% for the province overall

All of these segments have some similar activity interests:

- Natural beauty
- Well-known natural wonders
- Viewing coastlines and beaches
- Viewing marine life
- Viewing and visiting national and provincial parks
- Dining on local ingredients
- Interacting with locals

Other important activities to at least two of these segments include: visiting historic sites and buildings, visiting small towns and villages. As well, trips that allow meaningful connections with the destination’s people, history, and culture, as well as offering fun and exciting experience, are important.

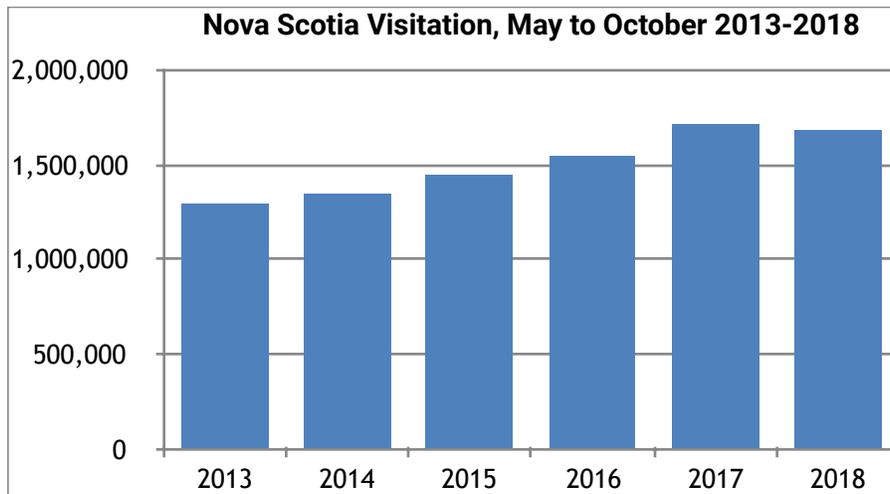
TNS emphasizes the importance of offering experiences for visitors. These should be themed, engage the



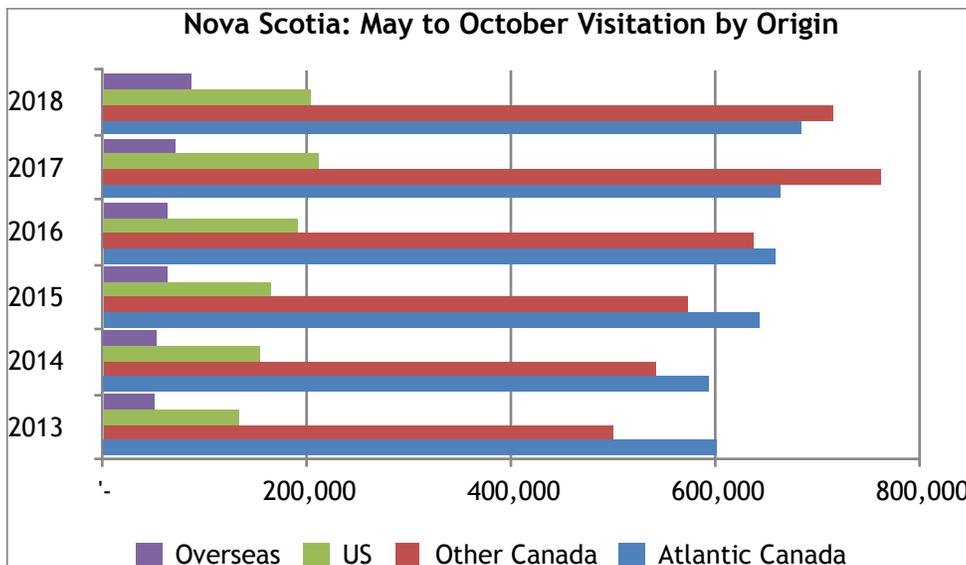
visitor as an active participant, engage the five senses to the extent possible, integrate local elements such as food, music, stories and unique sites to deliver a “WOW” experience to the visitor.

### 3.3 Tourism in Nova Scotia and Recent Trends

- Total non-resident visitation reached 2.43 million in 2017, an increase of 28% from 2013. (Note: this data excludes cruise ship passengers.)
- Year-end data for 2018 is not yet available; to the end of October there was a very slight decline over 2017.
- For May to October, total visitation was 1.69 million in 2018, an increase of 31% from 2013.
- Non-resident visitation by origin is shifting:
  - Atlantic Canadian visitors, while increasing in volume, represent a smaller market share.
  - Volumes from other origins (Other Canada, US and Overseas) are all increasing, as is their market share.



- Visitors from other parts of Canada has been steadily increasing and surpassed those from other parts of Atlantic Canada during May to October in both 2017 and 2018.



The table below illustrates the percentage shifts in origins.

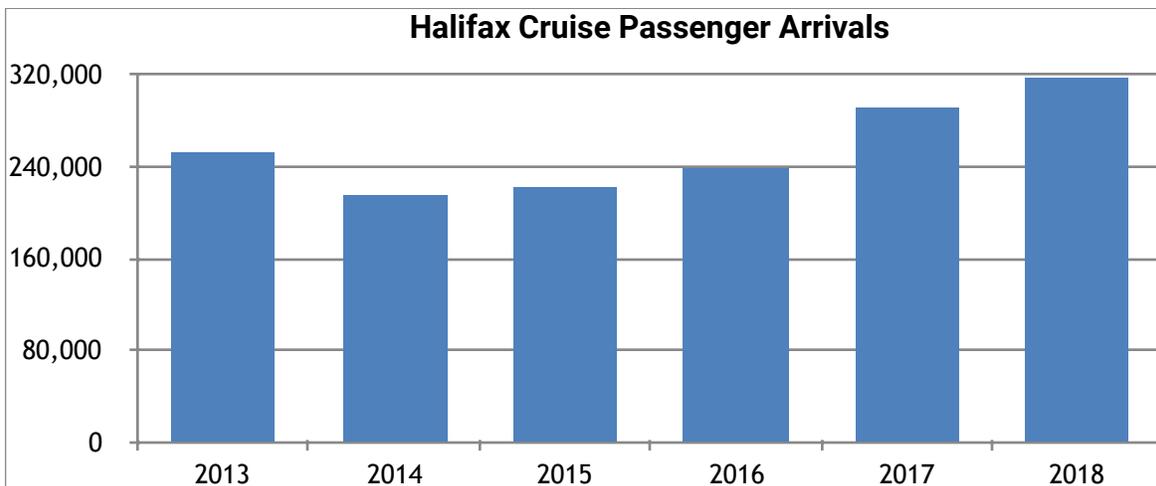
Nova Scotia Tourism: Market Share Shifts in Visitor Origins		
	Annual (2013- 2017)	May to October (2013-2018)
Atlantic Canada	53.7% to 46.9%	46.7% to 40.5%
Other Canada	34.4% to 39.4%	38.9% to 42.2%
United States	8.4% to 10%	10.4% to 12.1%
Overseas	3.5% to 3.7%	4% to 5.2%

As Nova Scotia's tourism industry works to reach the \$4 billion in revenue goal, the strategy to attract more first-time visitors and invest in markets of highest return means that these shifts in market share can be expected to continue.

### 3.4 The Cruise Market

The cruise ship market is significant and growing:

- Cruise passenger arrivals were 293,000 in 2017 and 317,000 in 2018, both record years.
- Not all cruise passengers disembark but a significant portion do – and many of these take tours that include Peggy's Cove. Schedules are tight since ships are only in port from early morning until late afternoon and tours are generally only a half day to allow for free time in Halifax.
- Globally, cruising continues to increase. Cruise ships are getting larger and companies are looking for new destinations to encourage repeat cruisers. Atlantic Canada is a popular destination and cruise ship arrivals can be expected to continue to increase.
- The fall is the most popular time for cruise ships to visit Halifax, and there are often several ships in port on one day. In 2018, the peak day was in early October with five ships and over 10,000 passengers.



### 3.5 Shifts in Visitor Characteristics

A comparison of data from the 2010 and 2017 Visitor Exit Surveys reveals the following shifts in visitor characteristics.

First-time visitors:

- Increased from 24% to 30% of pleasure travellers between 2010 and 2015, and to 33% in 2017.
- Are most likely to be from further away – the mid-Atlantic, other US and overseas
- 77% of first time visitors were travelling for pleasure in 2017

Purpose of trip:

- A higher percentage of pleasure travellers in 2017, increasing to 45% from 39% in 2015 and 34% in 2010
- Lower % of business travellers, Visiting Friends and Relatives stable

Length of stay:

- Average the same at 5.1 days

- Travellers arriving by air stayed longer than those arriving by road
- Overseas visitors stayed the longest

### 3.6 Implications for Peggy's Cove

Increased visitation to Peggy's Cove can be expected for several reasons:

- More cruise passengers
- More first time visitors who want to see Nova Scotia's iconic destinations
- More visitors from further away who also want to see Nova Scotia's iconic destinations

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

- More business opportunities within Peggy's Cove
- Visitors who stay longer and spend more money
- Opportunities to make use of the full range of natural, cultural and heritage resources in the Peggy's Cove area
- Expanded dining and accommodation choices
- Experiences that encourage visitation at 'special' times such as sunrise and sunset
- Hands-on activities using resources such as artists, craftspeople, musicians, fishers, and storytellers

### 3.7 Addressing Over-tourism in Other Destinations

A number of international destinations, large and small, are grappling with over-tourism. While Peggy's Cove does not suffer from over-tourism throughout the year, there are periods of very significant activity, given the size of the community and its infrastructure. Other communities are grappling with these issues to a much more significant degree and have identified strategies and approaches that may offer insights for Peggy's Cove.

A recently released World Tourism Report '*Overtourism'? Understanding and Managing Urban Tourism Growth beyond Perceptions* provides the following insights and strategies with respect to over-tourism:

- Overtourism is defined as "the impact of tourism on a destination, or parts thereof, that excessively influences perceived quality of life of citizens and/or quality of visitors' experiences in a negative way."
- The Responsible Tourism Partnership refers to 'over-tourism' as "destinations where hosts or guests, locals or visitors, feel that there are too many visitors and that the quality of life in the area or the quality of the experience has deteriorated unacceptably. It is the opposite of Responsible Tourism which is about using tourism to make better places to live in and better places to visit. Often both visitors and guests experience the deterioration concurrently."

Contributing factors to overtourism:

- Too many visitors, sometimes aggravated by seasonality
- Too much adverse visitor impacts such as road congestion, large crowds, noise
- Too much physical infrastructure

To address overtourism, destinations must:

- Consider carrying capacity
- Look at both quantitative and qualitative indicators
- Not address tourism in isolation of other community issues

- Focus on local stakeholders

The report also identified possible strategies for addressing overtourism:

- Disperse visitors – within community and region
- Time-based dispersal – off-peak months; dynamic pricing
- Encourage new visitor itineraries and attractions to less visited areas of community
- Review and adapt legislation on traffic, access, parking on outskirts, pedestrian only areas, operator licenses, and carrying capacity
- Target visitor segments with lower impacts; discourage visitation by certain segments
- Make sure the local community benefits from the tourism
- Create experiences that benefit residents and visitors
- Improve infrastructure and facilities including setting up transit facilities for visitors, cycling routes, walking routes, improved signage, and safeguards for cultural heritage and attractions
- Communicate with and engage local stakeholders on an ongoing basis
- Communicate with and engage visitors
- Set monitoring and response measures

Two examples of how other destinations, one small and one large, are addressing overtourism are summarized below.

#### **Hyam's Beach, Australia**

- A small village – population 110, general store, café, one road in and out; parking capacity 400 cars.
- Fantastic beach – gained international recognition through social media and Destination Australia promotions. The result:
  - Traffic count 4-5,000 cars per day on peak days
  - Safety issues
  - Emergency vehicle access an issue
  - Crowds
  - Resident dissatisfaction
- Strategies:
  - Have a parking controller at the entrance to turn away cars once capacity is reached
  - Considering:
    - ▶ Parking meters
    - ▶ Car park on outskirts with walking path 1.5 km to beach (option preferred by residents)
    - ▶ Bus drop-off zones

#### **Barcelona, Spain**

- Visitation has grown from 3 million in 1993 to 17 million
- The City has been careful not to make tourists the 'scapegoats', given that tourists have played a major role in making Barcelona what it is today. Their overall strategy is to treat visitors as 'temporary citizens', focusing on managing tourism rather than marketing.
- The Barcelona Tourism Strategy 2020 sets out ten program areas:
  - Governance – incorporating the comprehensive management of tourism
  - Knowledge – understanding economic impacts, tourist profiles, etc.
  - Destination Barcelona – promoting a sustainable (social, economic, environmental) destination

- Mobility – encompassing transportation, walking, cycling, handling traffic and coaches
- Accommodation
- Managing Spaces – to ensure a balance between public and private spaces
- Economic Development – to distribute the economic benefits of tourism;
- Communication and reception – with visitors
- Taxation and Funding - this includes a tourism tax and how it is invested
- Regulations and Planning

### 3.8 Synopsis

#### Visitors to Peggy's Cove:

- Preliminary estimates suggest that visitation to Peggy's Cove is currently over 700,000 with some 80% arriving between April and October.
- Non-resident visitors to Peggy's Cove spend significantly more than the average on their trip in Nova Scotia.
- Data from the Nova Scotia Visitor Exit Survey indicates that 20% of visitor parties went to Peggy's Cove in 2017, up from 16% in 2010 and 2015. (Note: This excludes cruise and motorcoach travellers)
- First time visitors have a much higher propensity to visit - 51% of first time May to October visitors went to Peggy's Cove in 2017.

#### Tourism in Nova Scotia:

- Nova Scotia's tourism industry is working to reach \$4 billion in tourism revenue in 2024, up from estimated revenues of \$2.7 billion in 2017. Achieving this goal means more visitors and increased spending per visitor.
- Non-resident tourism activity in Nova Scotia has increased significantly in the past five years.
- There has also been a shift in visitor origins and some important visitor characteristics.
- Tourism Nova Scotia's marketing efforts are directed primarily at potential visitors in Canada, United States, Germany, UK and China.
- All of the above suggest increased visitation for Peggy's Cove, along with opportunities to enhance the visitor experiences and attract increased spending.

#### Tourism in Peggy's Cove:

- Increased demand for visitor experiences in Peggy's Cove that offer more than sight-seeing, especially for experiences allow visitors to experience the 'authentic' Peggy's Cove and explore its natural, cultural, and heritage resources.
- More business opportunities for dining, accommodation, hands-on activities, and special events.
- A need to identify issues related to carrying capacity and develop strategies to address overtourism.

## 4.0 INFRASTRUCTURE + SERVICING

A number of studies have been undertaken over recent years looking at infrastructure needs and recommendations. They are summarized in this section.

### 4.1 Peggy's Cove: Assessment of Capacity Issues and Potential Tourism Opportunities, February 2004

This report identifies six possible options to provide additional capacity for tourists. The recommended options included the development of a Welcome Centre and parking area, either:

1. within the Peggy's Cove Preservation Area across Highway #333, or
2. by expanding areas within the existing infrastructure: at the entrance, provincial parking lot, and at the Sou'Wester lot.

As a result of this study, some work was done following along with the recommendation for Option #5 in the report (#2 above). The Sou'Wester parking lot was expanded, the provincial parking lot was modified and the Visitor Information Centre building/washrooms were expanded. It was identified in the report that Option #5 would result in additional spaces of: between 270 and 310 cars, 16 to 20 buses, and 8 to 10 recreational vehicles. Additional capacity at the gravel parking lot at the entrance of Peggy's Point Road was not included in this work.

Actual vehicle capacity was increased by approximately 83 cars and 7 buses or recreational vehicles in the provincial parking lot and 110 cars and 11 buses or recreational vehicles at the Sou'Wester for a total of 193 cars plus 18 buses or recreational vehicles. Additional parking is available at the gravel area at the entrance to Peggy's Cove, however, since it is not organized, the number of vehicles varies with space for approximately 12 cars. During peak visitation, cars often park on the shoulder of Highway #333.

The vehicle capacity should be re-assessed and consideration given to the expansion of parking in a location that better suits the visitor experience.

### 4.2 Options Evaluation and Preliminary Design Study for Peggy's Cove, May 2008

This study, completed for Halifax Regional Municipality, reviewed the options available to provide water and sewer services to the community. The study identified 47 buildings in the community: 27 occupied year-round and 20 seasonal. Sixteen questionnaires were returned, where 14 were full time and 2 were seasonal residents.

The study identified that more than half of homes have water issues (quality and quantity) and that there are sewage treatment issues for the homes. Although the report provided a summary, there are no specific properties identified in the report. The report does not identify who responded, or which water or sewer systems are working or malfunctioning.

The study reviewed options available to provide water and sewer service to the community of Peggy's Cove. The options considered are outlined below.

#### **Recommendations from the study:**

*Water*

A Central Water Dispensing Facility was proposed for the provision of potable water to be used on a user-pay basis. This service could be provided by Halifax Water or by a private service provider, as either option would be subject to NS Environment-approved quality monitoring.

The annual lifecycle cost for the Central Water Dispensing Facility was estimated at \$24,100.

The study noted the following community preferences for water supply, with individual water treatment identified as the preferred approach:

1. Individual system (1.73)
2. Cluster system (2.09)
3. Central system (2.18)

#### *Sewage*

A Select On-Site Septic System Program was recommended providing sewage services to the community. Any failed on-site systems would be part of a solution that could incorporate a single system or be diverted to a shared cluster system. For a cluster to be possible, a Wastewater Management District would be required as outlined under the Municipal Government Act. (Caution: not sure of its authority in Peggy's Cove Preservation Area.)

The annual lifecycle cost for the recommended solution, Select On-Site Sewage Systems - cluster (assuming 5 clusters serving 5 homes each) was estimated at \$72,000.

The cost and quality of wastewater treatment were identified as the most important items by the homeowners. Aesthetics was ranked fourth.

1. Cost (2.46)
2. Quality of Treatment (2.46)
3. Location of Treatment (2.85)
4. Aesthetics (3.46)
5. Minimize disruption (3.92)

#### **Scope of Study and Findings**

The study was completed solely for the 47 homes or buildings at Peggy's Cove and did not mention sewage or water loading rates for commercial purposes or for the visitors. As well, no specifics are included for the provincially-operated composting toilets. The following findings were included:

#### *Water Quality*

Water Quality for Peggy's Cove reported that 8 homes have above Fair water quality and 8 homes are experiencing Fair or Below Fair water quality.

#### *Water Shortage*

Six of 16 homes (38%) have water shortage

#### *Water Systems*

Eight of 16 homes (50%) have drilled wells

Nine of 16 homes (56%) have cisterns

Six of 16 homes (56%) use bottled water

*Sewer Systems**Sewage Problems*

Two out of 16 homes (13%) reported sewage problems

Seven out of 16 homes (44%) had observed sewage problems

*Composting Toilets*

Nine of 16 homes (56%) think composting toilets are acceptable

Three of 16 homes (19%) have composting toilets

**Gaps**

- A more complete study of water and sewer systems operation is required in order to tailor a solution based on systems that are providing good service and those that are not operating adequately. The study must identify exact systems that are operating and those needing replacement, in order to determine if sufficient land space is available, and provide accurate cost information.
- A total flow demand must be considered for water and sewage systems for visitors as well as homes, especially given carrying capacity issues.
- An update of costs (capital, operating and lifecycle costs) for treatment options must be developed that represents the total flow.

**Options considered for Water Systems in the Study**

A number of water supply and distribution options were reviewed. It is unlikely that conditions found in this study have changed since that time. The options recommended should be reviewed, along with an updated cost estimate.

**Options considered for Sewage Systems**

A number of sewage treatment and disposal options were developed, some of which were considered emerging at the time of the study. These options should be updated with a revised cost estimate to confirm that the recommended direction remains the same.

**4.3 Peggy's Cove Master Plan, December 2010**

Topics included in the Master Plan document involving Architecture and Engineering:

**1. deGarthe Property and buildings**

*Three buildings:*

1. deGarthe House
2. deGarthe Marine Studio (White garage)
3. deGarthe Marine Gallery (Fish shack)

*Noted items to consider in any redevelopment scenario:*

- House
  - Structural condition
  - Air circulation
  - Exterior landscape
  - Insulation
  - Fungus and mould
  - Windows

- White Garage
  - Electrical
  - Heat and ventilation
  - Insulation
  - Windows
  
- Fish Shack
  - Small structure
  - Proximity to street
  - Risk with proximity to water
  - Structural crib work, wood shingles, asphalt shingle roof, windows, leakage

## **2. Sidewalks**

- Narrow shoulder/road

## **3. Public Washroom**

- Limited capacity

## **4. Walking Trails**

- Where

## **Gaps**

- No details were included that outline the specific structural items mentioned in the report.
- The sidewalk location does not account for adjacent nor longitudinal grades.
- The width required to house the sidewalk is not based on detailed survey and may not accommodate pedestrians and vehicles. AutoTurn should be used to determine if both pedestrians and vehicles can be accommodated in the current street section.
- The limits or use of the current public washroom has not been identified.

### **4.4 Peggy's Cove Servicing Strategy, Alternative Options Identification, July 2005**

The report identifies the features of Peggy's Cove, assesses the issues and suggests appropriate technologies and approaches to consider in servicing the unique challenges of Peggy's Cove.

The report summarizes both constraints and opportunities for Peggy's Cove, as follows:

## **Constraints**

- Small scale (40 homes)
- Seasonal variation in flows
- Bedrock at surface
- Rolling terrain
- Cold climate
- Poor water quality
- Difficult outfall development
- High profile heritage/tourism destination under public scrutiny

**Opportunities**

- High profile heritage/tourism destination under public scrutiny
- Manageable size, small scale means less risk overall
- Resilient receiving water close by
- Pending investment from tourism project
- Previous success with alternative technology
- Long standing recognition of need

**Options for Water Supply and Distribution**

1. Individual water supply
2. Central water supply and distribution

**Options for Sewage Collection and Treatment**

1. On-site sewage
2. Collection and Central sewage treatment and disposal

The report identifies the following recommendations for Peggy's Cove, as follows:

1. Undertake an engineering review and cost comparison for a water supply. Suggests reverse osmosis or ultrafiltration based on salt water, brackish water, or harvested rainwater.
2. Consider installing two pipes as part of sidewalk or road work, with accommodation for laterals at homes.
3. Undertake review of 3 to 5 sanitary servicing options, complete with capital costs and operational costs and management options and select 1 for funding applications.
4. Suggest Tourism include the Visitor Information Centre as a tourism and sewage treatment hub.
5. Have HRM staff include Peggy's Cove on its list of communities in need of a managed approach to sanitary treatment site.

**Gaps**

- The findings in the report need to be updated based on current loading rates.
- Alternative treatment options need to be updated with today's technology.
- The report identifies the lack of Governance responsibilities, so Governance organization chart must be identified.
- Groundwater availability may require the services of a hydrogeologist.

**4.5 Peggy's Cove: Rehabilitation of deGarthe House, June 6, 2013**

This report was completed as a response to an earlier assessment "Restoration/Re-Use Recommendations" by Richard Earle Architects dated July 2011, where a number of options were considered for restoring the property for public use.

The recommendation under that report was to demolish the original portion of the house, replace it with a replica building and renovate the remaining structure. A demolition tender was called and some demolition took place revealing the structure. The original cost estimate of \$125,000 increased once structural issues were identified as a result of interior demolition. The Federal Infrastructure Stimulus Program funded renovations to the garage and interior demolition for the deGarthe house caused an expanded scope, delays and community concerns.

The decision was made to consult the community. The resulting direction was to form a non-profit group (formed in March 2012) to develop an interpretive, artist in residence, programming and community space out of the deGarthe property.

Work completed for this report by Stephanie Nowe-Morris Architects in September 2012 resulted in an updated Construction Budget Estimate of \$457,010. In December 2012, considering the fiscal and community values, it was determined that preference was given to salvage the original house and buildings under the management of the community group.

#### **4.6 The deGarthe Properties Preliminary Condition Assessment, September 2009; and Preliminary Structural Engineering Review of deGarthe Building, November 2009**

The report purpose was to assess the condition of the deGarthe residence, studio/garage, and fish shack as a basis for future operation and maintenance of the properties. The reports identified the late 19th century to 1980s wood structures as a range of quality and conditions. The elements that were observed included roofs, walls, foundations, windows, electrical, structural wood, mechanical equipment and interior and exterior condition.

The conclusion of the assessment was that restoration of the deGarthe properties appears feasible, however, consideration of hazardous materials and structural safety must be addressed.

Although the report did not identify a cost estimate, the June 2013 brief identified the cost as \$125,000 which later increased as a result of identifying further structural safety issues during construction work.

#### **4.7 Garage Renovation Tender and Detailed Tender Drawings, August 10, 2011**

This report includes the tender documents for the renovation of the deGarthe studio/garage including roofing, windows replacement, painting and siding. According to the June 2013 report, restoration work to the deGarthe studio/garage has occurred.

#### **4.8 deGarthe House Selective Interior Demolition Detailed Drawings, March 3, 2011**

This report contains the detailed design drawings for the selective interior demolition of the deGarthe House. According to the June 2013 report, some of the work associated with the selective interior demolition has taken place. Work was delayed due to discovery of unknown structural issues and intervention by the community.

#### **Gaps:**

- The reports are approximately ten years old and some restoration work has been completed, so the condition of the structures should be re-assessed.
- After re-assessment, an updated cost estimate should be developed for the remaining and newly identified restoration work.
- Sources of funding should be identified.

#### **4.9 Report on the Implementation of the Heritage Lighthouse Protection Act, Report of the Standing Committee on Fisheries and Oceans, March 2011**

This report has been included as it has a brief condition assessment of the Peggy's Cove Lighthouse in Appendix 1, page 40. The assessment report identifies elements that appear to be acceptable condition and those elements that are in poor condition and require attention.

##### **Listing of condition as follows:**

Appears to be in Good to Fair condition:

1. Reinforced concrete structure including foundation slab, walls, floors and gallery deck
2. Exterior paint
3. Lantern guardrail

Appears to be in Poor condition:

1. Original concrete plinth, construction joints and window pediments
2. Concrete soffit
3. Excessive interior paint build-up
4. Cast iron lantern
5. Moisture in the building envelope from lack of ventilation
6. Windows
7. Exterior Door
8. Iron ship's ladder

#### **4.10 Business Plan, Peggy's Point Lighthouse, Nova Scotia Government, November 1, 2012**

The main items identified in the Business Plan are maintaining the outer appearance and making the electrical service code-compliant. A number of environmental and structural issues were identified including repainting and removal of mould and old paint on the walls, ceilings and floors; replacing windows; installing a heating source, repairing the ship's ladders on each level and glazing and condensation controls at the beacon level. The following cost allowances for maintaining the building are included in the expenses of the estimated budget:

##### *Initial Investment*

Building Restoration - \$273,000

Electrical service and code compliance - \$96,000

**Total: \$368,000**

##### *Annual expenses over a period of Five Years*

Electrical utilities - \$2,000 per year

Field maintenance for general upkeep - \$5,000 for year 1 and \$10,000 each year 2-5

Painting and Maintenance - \$5,000 for years 1, 3 and 5/\$25,000 for years 2 and 4

**Totals: \$27,000 for Year 1, \$102,000 for Years 2 and 4, \$82,000 for Years 3 and 5**

## 5.0 GOVERNANCE

### 5.1 Current Governance – Existing Structure

Feedback from a broad spectrum of stakeholders indicates that the existing governance structure has proven somewhat difficult to administer for a variety of reasons, most notably a narrow focus as well as a lack of flexibility both in addressing problems and realizing opportunities available to the community. Best practices research indicates that communities facing similar issues have found more collaborative models with greater clarity of roles for each partner organization provide more sustainable solutions.

#### 5.1.1 Peggy's Cove Commission Act

The Peggy's Cove Commission Act of 1989 granted authority to the Governor in Council (Premier of Nova Scotia) to designate the Peggy's Cove area as the Peggy's Cove Preservation Area and create the Peggy's Cove Commission to hold authority over the Preservation Area. The Act grants authority to this Commission to create bylaws relating to land use within the Area.

#### Peggy's Cove Commission

The Peggy's Cove Commission is responsible for the enforcement of any bylaws created through the Peggy's Cove Commission Act and is responsible for preserving “the unique beauty, character and atmosphere of the [Peggy's Cove Preservation] Area for the enjoyment of both residents and visitors” (Peggy's Cove Commission Act, R.S., c. 339, s. 7.1,1989). The Commission is made up of:

- the municipal councillor for the polling district that includes Peggy's Cove;
- one representative of the Nova Scotia Economic Renewal Agency;
- the Provincial Director of Planning for the Province; and
- not more than four additional members appointed by the Governor in Council, three of whom shall be residents of the Area” (Peggy's Cove Commission Act, R.S., c. 339, s. 4.1,1989).

Positions that are appointed by the Governor in Council (Nova Scotia Premier) are held until either the appointed chooses to end their term or their term is ended by the Governor in Council (Peggy's Cove Commission Act, R.S., c. 339, s. 2,1989).

#### 5.1.2 Peggy's Cove Preservation Area

The Peggy's Cove Preservation Area includes “Peggy's Cove in the Municipality of the County of Halifax.” The Peggy's Cove Commission holds the authority to create a Land Use Bylaw and prescribe zones within the Preservation Area. “While the [Peggy's Cove Preservation Area] designation is in effect the provisions relating to the erection, use, occupancy, construction, alteration, repair, destruction or demolition of buildings contained in a by-law, **municipal planning strategy or a land-use by-law or in the Municipal Act, the Planning Act or any Act do not apply to the Area.**” (Peggy's Cove Commission Act, R.S., c. 339, s. 3.1,1989).

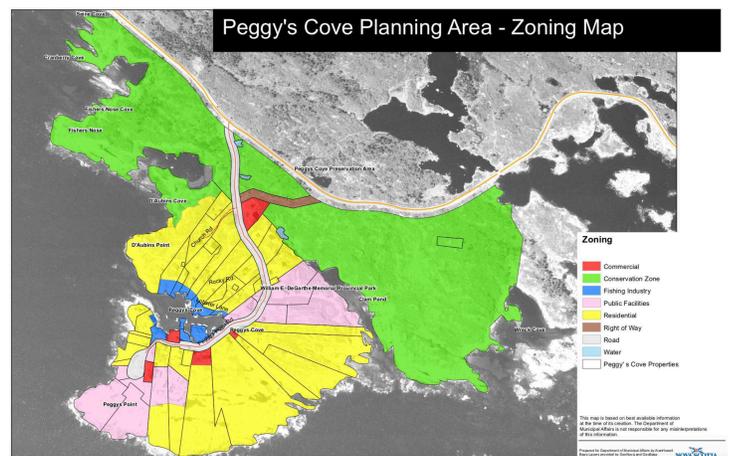
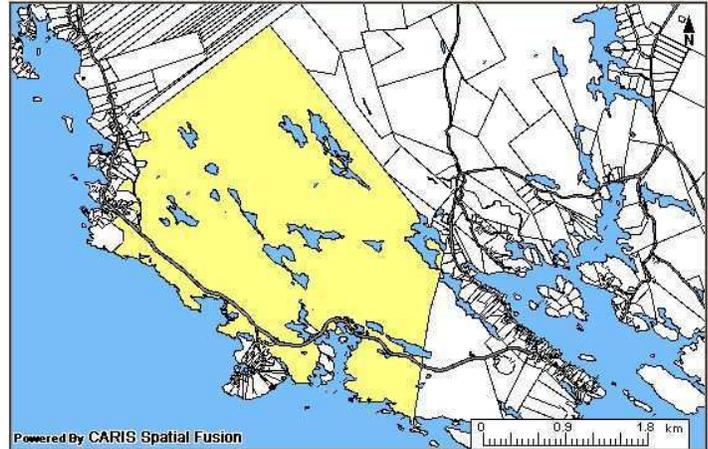


FIGURE 1: PEGGY'S COVE LAND USE BYLAW ZONING MAP

**5.1.3 Provincial Park Designation**

A portion of PID 03832309 is located within the Peggy’s Cove Preservation Area. The parcel in its entirety (**Figure 2**) is currently owned by the Crown and is under the care of the NS Department of Natural Resources. In 2017, this parcel was designated as a Provincial Park, known as West Dover Provincial Park. Despite its inclusion in the Peggy’s Cove Preservation Area, the portion south of Prospect Road was also included in the Provincial Park Designation (**Figure 3**), creating a conflict in governance and potential future land uses.



**FIGURE 2: PROPERTY ONLINE MAP SHOWING PID 03832309 IN ITS ENTIRETY**

**5.1.4 Halifax Green Network Plan**

West Dover Provincial Park is included in the Halifax Green Network Plan, which aims to “maintain ecologically and culturally important land and aquatic systems; promote the sustainable use of natural resources and economically important open spaces; and identify, define, and plan land suited for parks and corridors” (Halifax Green Network Plan, 2018, p. 3). The Green Network Plan (2018) identifies West Dover Provincial Park (including the portion within the Peggy’s Cove Preservation Area) as having: mostly low Ecological Landscape value (Map 1: Ecological Open Space Values, p. 21), minimal Working Landscape value (Map 2: Working Landscapes Open Space Values, p. 23), and high Socio-Cultural Landscape value (Map 3: Socio-Cultural Landscape Values, p. 25).



**FIGURE 3: PROVINCIAL PARK DESIGNATION SHOWN IN PINK**

While the surrounding open space has been identified as Core Environmental Areas, Corridors, and Areas of High Environmental Overlap (Map 5: Green Network Ecology Map, p. 35), West Dover Provincial Park remains as Provincial Park land (Map 10: Outdoor Recreation, p. 55) and Peggy’s Cove Point is identified as a Coastal Village of cultural significance (Map 12: Cultural Landscapes, p. 63). A Provincial Park designation provides opportunities for the land and surrounding community. These include, among others:

- the creation of roads, buildings, trails, and structures (including recreation facilities) for public use within the park;
- the issuing of permits for, and promotion of, research within the park; and
- the maintenance of buildings and structures within the park (Provincial Park Act, R.S., c. 367, s. 13,1989).

**5.1.5 Peggy’s Cove Land Use Bylaw**

The Peggy’s Cove Commission published the Peggy’s Cove Land Use Bylaw in 1993, creating zones for the Peggy’s Cove Preservation Area (**Figure 1**). All new or expansions of existing development projects within the Peggy’s Cove Preservation Area are subject to the Peggy’s Cove Land Use Bylaw. Property Owners interested in development must apply to the Peggy’s Cove Commission and, once approved, obtain construction permits and site inspections from Halifax Regional Municipality. There is currently no public consultation within the development application process.

Zoning in the Peggy’s Cove Land Use Bylaw is comprised of five zones: Residential, Fishing Industry, Commercial, Public Facilities, and Conservation. The majority of the Peggy’s Cove Preservation Area is zoned as Residential, with a few small parcels and portions of larger parcels zoned as Commercial. The Sou’Wester Restaurant along with a few gift shops currently sit on commercially zoned land. The zoning is generally specific to the building footprint as opposed to the more common practice of zoning the entire parcel.

*Public Facilities Zone*

The two major parking areas in the Preservation Area are both zoned as Public Facilities. The Sou’Wester Restaurant owns the parcels of land on which their parking lot sits, and the large parking lot located closer to Prospect Road spans two parcels: one owned by NS Transportation and Infrastructure Renewal and one owned by NS Transportation and Public Works. Peggy’s Point Lighthouse is zoned Public Facilities; the parcel (PID 40038226) is owned by Transport Canada.

*Fishing Industry Zone*

The main fishing dock in Peggy’s Cove is located in the Fishing Industry Zone and is owned by the Crown. Two other fishing docks are owned by individuals in Peggy’s Cove, Jane McCluskey and Worrel and Wayne York Manuel. The Manuel’s fishing dock is connected to Peggy’s Cove Road via easements (**Figure 6**).

*Conservation Zone*

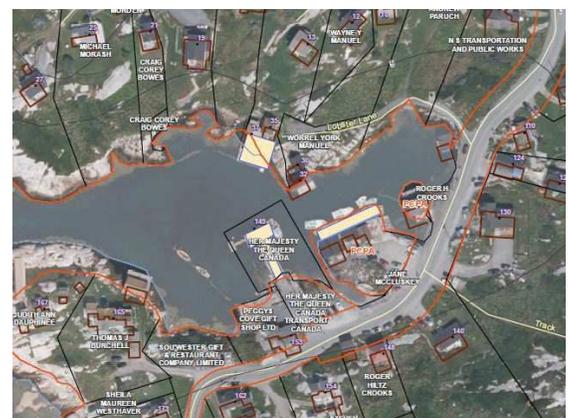
The southern portion of PID 03832309 (shown in green in Figure 1) is zoned as Conservation Zone. According to the Land Use Bylaw, “no approval shall be given by the Peggy’s Cove Commission for any



**FIGURE 4: SOU'WESTER PARKING LOT, USED BY ALL VISITORS**



**FIGURE 5: VISITOR INFORMATION CENTRE PARKING LOT**



**FIGURE 6: FISHING DOCKS**

development in the Cn (Conservation) Zone, except by specific amendment to this bylaw” (Peggy’s Cove Land Use Bylaw, 1993, p. 10).

#### *Amendments to the Land Use Bylaw*

To amend the Land Use Bylaw, an application must be made to the Peggy’s Cove Commission who must receive approval from the “Minister responsible for the Nova Scotia Economics Renewal Agency, including Tourism Nova Scotia and the Nova Scotia Marketing Agency” (Peggy’s Cove Commission Act, R.S., c. 339, s. 2,1989), currently Geoff MacLellan.

### **5.1.6 Provincial Assets**

Multiple provincially owned establishments and land parcels are located within the Peggy’s Cove Preservation Area. These include:

- the Peggy’s Cove Provincial Visitor Information Centre, composting public washrooms, and adjacent provincial parking lot;
- the deGarthe House, Marine Studio, and Garage;
- Provincial Route 333 and Peggy’s Point Road
- the parcel of land located adjacent to (east of) Peggy’s Point Lighthouse (PID 40038606).

All three assets are located within the Public Facilities Zone where the following uses are permitted unless an application to amend the Land Use Bylaw is put forth:

- interpretive signage;
- lighthouse;
- museum or gallery;
- postal facility;
- public parking lot;
- public washrooms; and
- visitors centre.

## **5.2 Future Governance – Best Practices**

There is vast literature on the theory and practice of effective community development. In this section, examples of national, international and more local governance structures are discussed and analyzed in the context of Peggy’s Cove. The lessons learned here suggest success can best be achieved through a collaborative stewardship model whereby a lead government agency works closely with a local community development organization. A broad spectrum of partner organizations can contribute to the overarching program goals established by the core organizations.

### **5.2.1 Parks Canada: National Historic Sites**

Peggy’s Cove, although not currently recognized as a National Historic Site, faces many of the challenges associated with such a designation stemming from its fame and unique ability to attract visitors. Lessons in managing these challenges in a community, where people live and work while accommodating a substantial influx of tourists, can be drawn from the nearby town of Lunenburg which has been designated as both a National and World Heritage Site. These issues have been examined in some detail in an article “Living in a World Heritage Site: Heritage Sustainability in Lunenburg: Big Strategies for a small Town.” (Case Study prepared by Alice Fudge, Carleton University, December 11, 2017) The case study examines the strengths of various strategies put forward by the town as well as challenges that weigh upon a small community

with big aspirations. It focuses on the Lunenburg Sustainability Strategy from 2010 which was produced as a tool build upon the community's ongoing efforts. That study promised:

*“to ensure not only the ongoing protection and conservation of its unique heritage resources, but also that it can continue to be a liveable community for its citizens, providing jobs and economic development opportunities for residents and potential investors.”*

The Sustainability Strategy includes five high level goals, 20 strategic directions and 97 action items. The five goals are:

1. Promote a high quality of life for residents
2. Celebrate our community
3. Champion opportunities for our communities well being
4. Foster an environment for business success
5. Operate the Town efficiently and effectively

The five key recommendations of the Heritage Sustainability Strategy of 2010:

1. Establish greater federal partnership with Parks Canada
2. Establish greater provincial involvement
3. Establish Lunenburg Heritage Foundation
4. Update Heritage Conservation District Bylaw with Design Guidelines
5. Implement the Heritage Sustainability Strategy

Another example of Parks Canada's approach is found in the National Historic Sites of Southwest Nova Management Plan. The sites covered by the plan are: Fort Anne, Port Royal, Charles Fort, Fort Edward and Melanson Settlement. This is defined by Parks Canada as a stewardship model underscoring its focus on reaching out to area residents, and other partners and stakeholders to “build on a culture of conservation and working together to ensure sites are relevant to local and regional audiences.”

The Management Plan includes:

- A vision for the future
- Overarching strategies to guide future direction of the five sites
- Individual chapters highlighting how overarching strategies will be implemented at each of the five sites
- A summary of administration and options

Parks Canada is of course also responsible for another of Nova Scotia's most significant attractions, the Fortress at Louisbourg. Some of the partners listed by Parks Canada in carrying out its projects and programs at that site are:

- Fortress of Louisbourg Association
- Cape Breton University
- Dalhousie University
- J Douglas McCurdy Sydney Airport
- University of New Brunswick

### **5.2.2 Boston Harbor Islands National Recreation Area**

The Boston Harbor Islands National Recreation Area is managed by the Boston Harbor Partnership, a statutory body established as a federally operated committee by the park's enabling legislation. The Partnership consists of individual members who represent a range of federal, state, city and non-profit agencies. The Partnership also includes representation from the Boston Harbor Islands Advisory Council, whose purpose is to make recommendations to the Partnership about park management. Additionally, Friends of the Boston Harbour National Recreation Area coordinate volunteer efforts.

### **5.2.3 Nova Scotia Department of Business**

The Nova Scotia Community Development Policy states the government's commitment to sustainable community development principles under the following headings:

- Local leadership
- Government Support
- Collaborative Approaches
- Balance
- Respect for Local Values
- Social Inclusion
- Transparency and Accountability
- Partnership and Shared Interests
- Common Vision
- Focus on Community Assets
- Volunteerism

A variety of funding programs, grants and awards support local project initiatives including:

- Culture Innovation Fund
- Creative Industries Funding
- Major Event Hosting
- Strategic Funding Initiative
- Community Transportation Action Plan
- Let's Get Moving Nova Scotia
- Festival and Community Event Development
- Sport and Recreation Funding Programs
- Trail Funding Programs
- Community Funding Awards
- Heritage Funding
- Support4Culture
- Arts Nova Scotia
- Community Access Program

### **5.2.4 Develop Nova Scotia as a Steward**

The Province also takes a direct and active role in the administration of lands of high tourism demand such as the waterfronts of Halifax and Lunenburg. Develop Nova Scotia is responsible for strategic infrastructure development and property management throughout the province. Sponsorship of the current Master Plan process in Peggy's Cove is an example of the Crown Corporation's work.

### **5.2.5 Social Enterprise Model**

One of Canada's better known examples of community based social enterprise is the Shorefast Foundation in Fogo Island Newfoundland. The Canadian Philanthropy Partnership Research Network (PhiLab) describes the organization in a recent report. "Self identifying as a social business with a stated goal of supporting rural resilience, the Shorefast Foundation has created a series of products and tourism focused activities which creates profit for the organization, and in turn, provide funding for local amenities." The organization is best known for the internationally recognized Fogo Island Inn, and supports an artist-residence program as well as providing micro-lending development schemes such as local boat building and crafts traditions. This model has relied heavily on the philanthropic endeavors of one family which invested nearly 75% of the 41 million dollar construction cost of the Fogo Island Inn. As pointed out by PhiLab, the unique characteristics of the Fogo Island example may be difficult to reproduce elsewhere.

Bonavista Living is another type of social enterprise operating in Bonavista Newfoundland where it has acquired numerous residential heritage properties in order to restore them to their original glory. Upon complete restoration, they may be used as vacation rentals, as affordable housing units or sold as private homes.

### **5.2.6 Community Planning**

A land use bylaw is normally adopted as a companion document to a Municipal Planning Strategy. In HRM there is one Regional MPS and numerous Secondary Plans which provide more direct guidance for individual communities. The normal practice for ensuring local community input into decisions of the Regional Council is the appointment of a Planning Advisory Committee (PAC). Once a PAC is established the Council cannot adopt or amend the Plan without first hearing the advice of the committee.

The key advantage of bringing a community Plan into effect is that it establishes a defined policy context for community goals for such things as economic development, cultural and heritage initiatives, and infrastructure planning as well as providing a legal framework for the regulation of private land found in a land use bylaw. The restrictive nature of land use regulation makes more sense when viewed in the context of broader community goals.

The essential elements of a Plan for Peggy's Cove have been developed as part of the Master Plan process, such as:

- 1) A summary of existing and historical demographic trends,
- 2) A summary of existing and historic development patterns,
- 3) A discussion of problems and opportunities,
- 4) Service capacity and;
- 5) An updated land use inventory.

The legal and technical requirements for creating an MPS are spelled out in detail in the Planning section of the Municipal Government Act and also in HRM's Charter.

The regulation of private land would require explicit policy statements and could take one or more of the following forms:

- 1) Land Use Bylaws,
- 2) Architectural Guidelines

- 3) Site Specific Development Contracts; or,
- 4) Design Codes

The recommended approach in this Master Plan makes use of architectural guidelines administered under a land use bylaw by the Peggy's Commission. Design assistance for proponents is key to making this system work in a collaborative approach which assist community residents achieve their desired outcome with minimal cash outlay in the application phase of their project.

A more common practice does not provide a collaborative approach. The typical approach to administration of both Land Use Bylaws and Subdivision Bylaws is through the office of a Council Appointed Development Officer, operating at arms length from the political level of municipal government.

This approach was established as the standard in Nova Scotia with adoption of the Planning Act of 1969, replacing the role of town planning boards made up of members of the Council because:

- 1) Elected officials found themselves spending considerable time reviewing individual applications, taking time for more important roles such as creating policies for the municipality;
- 2) Members of Council generally lacked the technical skills to administer complex regulations, and;
- 3) Some Councillors had difficulty making administrative decisions that might alienate some of their electorate.

In Nova Scotia, like other provinces, the Municipal Government Act requires that the Council appoint a Development Officer and delegate administrative and approval authority over its bylaws to these officers. The specific duties of Development officers are stated in the Municipal Government Act. These individuals serve a unique role relative to other municipal staff members in that they must be listed by name under the Act, and once appointed, are given authority to make decisions. These decisions must be consistent with the bylaw in question and may be appealed by either the applicant or an "aggrieved person" to the Municipal Council.

While perhaps not common, it is possible for the Municipal Council to appoint a development officer to administer a bylaw not under its direct control.

Section 243(2) of the Act states:

*"Where the municipality participates in a district planning commission or enters into an agreement with another municipality to provide services, the council may appoint as its development officer an employee of the commission or of the other municipality."*

The recommended approach for Peggy's Cove is a collaborative approach based on design assistance paid for by the Commission. Options for Peggy's Cove Commission include:

1. Seek a service agreement with HRM under which Council officially appoints a Development Officer to administer and enforce the Peggy's Cove LUB
2. Request HRM to provide the services of a Development officer as an advisor to the Peggy's Cove Commission

Once a Development Permit has been issued, a developer must also obtain a building permit, issued by a qualified building inspector. In cases where developers build structures which do not meet the specifications of the permits, the municipality may seek court orders to halt construction and potentially require the demolition of the structure.

## 6.0 PEGGY'S COVE MASTER PLAN + OTHER PLANNED INITIATIVES

Tourism Nova Scotia understands the critical importance of the Peggy's Cove experience to Provincial tourism. Recognizing the need to maintain and expand infrastructure that supports current and future visitation, a number of infrastructure and asset studies have been undertaken (summarized previously). This has resulted in the identification of priority projects and options which are documented in internal documents. Also, recognizing the precarious status of the Peggy's Point Lighthouse, an internal business plan has been drafted. These documents provide an excellent starting spot for a physical master plan for Peggy's Cove and are summarized below.

### 6.1 Peggy's Cove Master Plan, December 2010

The Master Plan was completed in 2010 as an internal document of NS Tourism, Culture and Heritage (NSTCH), now known as the Department of Communities, Culture, and Heritage and Tourism Nova Scotia. This document provides an excellent summary of the work and recommendations from the *Peggy's Cove: Assessment of Capacity Issues and Potential Tourism Opportunities* (EPG and Ekistics, 2004), including descriptions of projects that were subsequently implemented by the Department. The document defined and reconfirmed the following:

- Confirms Peggy's Cove as an international icon and huge asset to Nova Scotia's tourism industry
- Established a vision for the community: "Maintain the integrity and balance of Peggy's Cove as an active, coastal community for its residents and the enjoyment of visitors who are attracted to this world-class tourism destination."
- Reviewed the previous studies completed in the context of the situation in 2010
- Provided an estimate of visitation as 500,000 visitors in 2010
- Noted the declining population (46 year round residents in 2010) (We understand that this number now may be approximately 32 in 2019); and
- Associated the declining population with decline in the traditional ways of making a living (fishing and art).

The following are summaries of key aspects of the Master Plan:

#### **Stakeholders**

- The study identifies that most land is privately owned.
  - The Campbell family owns the Sou' Wester Restaurant and adjacent pay parking lot (\$5 fee)
  - They provide parking, limited first aid assistance, as well as provide some seasonal groundskeeping for the trail to the lighthouse.
- The provincial government owns:
  - The parking lot and VIC
  - The William deGarthe properties
  - Peggy's Point Road
  - A parcel of land adjacent to the lighthouse
  - Most of the surrounding preservation area (now West Dover Provincial Park Reserve)
- The federal government (Transport Canada) owns the lighthouse (DFO has made the lighthouse obsolete)
- The study identifies the following government stakeholders:
  - NS Department of Tourism, Culture, and Heritage (Lead Department) (now Communities, Culture, and Heritage and Tourism Nova Scotia)

- NS Transportation and Infrastructure Renewal
- NS Department of Natural Resources (now Lands and Forestry)
- Federal Department of Fisheries and Oceans (now Transport Canada)

### **Management Authorities**

- The Master Plan identifies the unique governance structure at Peggy's Cove:
  - Governance at Peggy's Cove is set out in the *Peggy's Cove Commission Act* of 1989
  - The Act established the Peggy's Cove Commission and the Peggy's Cove Preservation Area (2000 acres)
  - The Commission is made up of the area HRM councillor, a representative of the Department of Business, the Provincial Director of Planning, and four appointed members (3 of whom shall be residents of the Peggy's Cove Preservation Area).
- While there are three levels of government involved in ownership of property at Peggy's Cove, the master plan states that there are a number of key gaps with respect to on-going management of Peggy's Cove:
  - Management of traffic and parking, including parking on private property
  - Managing or enhancing visitor experience
  - First Aid
  - Public Garbage
  - Closing or limiting public access during extreme weather/surf conditions
  - Community representation for solving issues on behalf of community residents.
- In 2009, NSTCH established the Peggy's Cove Risk Management Committee, with representation from Provincial Corporate Services, Tourism, Legal, and Health Promotion & Protection.
- The mandate of this committee was to identify measures (immediate and long-term) to communicate public safety while minimizing the risk to the province.
  - The primary measure undertaken was a risk management report in 2010, which called for the updating of warning sign messaging based on recommendations from Communications NS.
  - Existing signs were updated and nine new locations were selected for sign placement.
- The Master Plan makes two recommendations with respect to management at Peggy's Cove:
  - Consideration should be given to reviewing the Peggy's Cove Act to determine if the roll of the Commission should be expanded to include a wider management role and responsibility.
  - As part of the review, consideration should be given to the establishment of a separate Management or Trust Board to oversee the management and development of Peggy's Cove.

### **Capacity Issues and Potential Tourism Opportunities**

The Master Plan references a capacity study undertaken in 2004, which had the following three objectives:

1. To assess current issues and project future issues over the next 5 years
  2. To identify mitigation of the issues while preserving community identity, as well as a safe and quality visitor experience
  3. To identify potential tourism opportunities and management approaches.
- The 2004 study provided six options as recommendations:

Option	Description	Preliminary Cost Estimates (2004)
1	Remote parking and Welcome Centre on the edge of the Peggy's Cove Preservation Area	\$9.2M
2	Outside parking and Welcome Centre north of Hwy 333, across from the intersection of Peggy's Point Road	\$8.4M
3	Managing Visitors in Halifax, Shuttle to Peggy's Cove	\$5.2M
4	No Visitor Traffic beyond the VIC and Public Parking lot (May-Oct)	\$5.0M
5	Manage vehicle traffic and visitor flow to maximize use of existing parking	\$5.35M
6	Status quo	\$0

Since the 2004 study, improvements have been made. The Master Plan references the following improvements:

- Expanded VIC and Parking lot
- A new interpretation program, jointly undertaken with the St. Margarets Bay Regional Tourism Development Association (SMBRTDA), which entailed:
  - ▶ a new tear away wayfinding map of the community
  - ▶ Two new interpretive brochures
  - ▶ Eighteen interpretive panels
  - ▶ Six benches
- While the study indicates that these measures have improved the visitor experience, they do not directly address the primary issues identified in the 2004 Capacity Study. The master plan does note that Option 6 (status quo) was felt to not be viable, community preference at the time was to make slower, incremental changes.

### **Operational and Development Plan**

- The Master Plan identifies a number of Strategic Priorities to allow for enhanced visitor experience.
- The Strategic Priorities have been identified by tourism staff and have not been vetted by the community
- Priorities have been broken down into two Categories:
  - Address immediate needs to enhance the visitor experience through the development and improvement of existing provincial infrastructure in Peggy's Cove (Strategic Priority 1)
  - Realize the full potential of Peggy's Cove to motivate travel to Nova Scotia and the community by developing experiences and creating new reasons for people to visit and return (Strategic Priority 2)
- The Master Plan states that, given the importance of Peggy's Cove to the visitor economy of Nova Scotia, priorities must be framed by what will enhance overall visitor experience.
- Visitors should leave Peggy's Cove with the following impressions:
  - Memorable and moving sensory experiences (see lighthouse, hear the ocean, smell the salt air, feel the smooth granite, taste of local cuisine/seafood.)
  - A safe walking environment
  - Connections between people and community – learn about the way of life, history, geology, and culture

- Respectful enjoyment of the environment
- Quality visitor amenities that ensure visitors know where to park, where to walk, where to eat, where to shop, and where to access public facilities
- These impressions should form the Ultimate Peggy's Cove Experience

## 6.2 Status of Strategic Initiatives

Initiative	Description		Estimated Costs 2010	Status 2010	Dept.	Status 2019	Related Reports
1.1	deGarthe House	Renovate building to enhance structure and appearance for potential leasing	\$400,000.00 (2013)	Underway	TIR	Partial	1992 - Appraisal - Agnes deGarthe. 2009 - deGarthe Properties
1.2	deGarthe Marine Studio (White Garage)	Renovate building to enhance structure and appearance for potential leasing	part of 1.1	Underway	TIR	Partial	Preliminary Condition Assessment. 2010 - Peggy's Cove Master Plan. 2011 - TIR deGarthe Garage Restoration. 2013 - Rehabilitation of deGarthe House Costs.
1.3	deGarthe Marine Studio (Fish Shack)	Three options: 1 = Stabilize Building not for public use; 2 = Upgrade Building and Crib work for Public Use; 3 = Tear Down and Replace with representation; 4 = Tear Down and develop viewing platform	\$250,000.00	Concept	TIR	Partial	Drawings: 2011 - TIR deGarthe Garage Restoration 2011 - TIR deGarthe House Interior Restoration
1.4	Sidewalks	Design and Construction of sidewalk along Peggy's Point Road from VIC to lighthouse	\$1M	Planning	TIR		2005 - PC Visitor Info Centre Expansion Cost Estimates
1.5	Washrooms	Development of public washrooms located near Sou' Wester	TBD	Early Concept			
2.1	Peggy's Point Lighthouse Experience	Feasibility of provincial acquisition of the lighthouse from the Federal Government	TBD	Planning	TIR		2010 - Peggy's Cove Master Plan (Appendix 7)
2.2	Walking Trail Development	Development of walking trails within the Preservation Area	\$300,000.00	Concept	SMBRTDA		2005 - Peggy's Cove Visitor Info Centre Expansion Cost Estimates. 2010 - Peggy's Cove Thoughtway Concept Plan.
2.3	200th Anniversary	Community event committee to mark the founding of Peggy's Cove	TBD	Planning	Committee	Complete	
	Signage	Task Group to assess and make recommendations on safety in Peggy's Cove. Improved signage and communications were implemented.		Concept	Committee	Complete	

### 6.3 Business Plan, Peggy's Point Lighthouse, Nova Scotia Government, November 1, 2012

In 2012, the Province of Nova Scotia prepared a business plan to try to acquire the Peggy's Point Lighthouse from the Department of Fisheries and Oceans. Within this business plan were four potential options:

- Option 1 was to have provincial staff from the Visitor Information Centre open and close the lighthouse daily to allow visitors to enter only the lower level of the lighthouse. It would be unstaffed and provide a passive experience.
- Option 2 was for an interested non-profit group or individual to lease only the ground floor to allow public access. Potential activities would include historical interpretation, information kiosk, operational post office, or kiosk for guided tours.
- Option 3 was to locate two staff members from the Visitor Information Centre to provide visitor counselling and have the lighthouse act as a satellite location for provincial visitor servicing.
- Option 4 was for visitors to be able to climb to the top of the lighthouse to experience a panoramic view of the preservation area.

The province included a table with their business plan in which they estimate the potential revenues and expenses for the first 5 years of operation of the lighthouse, with any surpluses being reinvested into the Village:

Revenues		Pre-operation	Year 1 Operation	Year 2 Operation	Year 3 Operation	Year 4 Operation	Year 5 Operation
Site Admissions	Scenario 1			150,000	160,000	170,000	185,000
	Scenario 2			100,000	110,000	120,000	135,000
Charitable Donations	Donation box			10,000	10,000	10,000	10,000
Department Budget			22,000	60,000	60,000	60,000	60,000
International Union of Painters	In-kind		5,000	25,000	5,000	25,000	5,000
Government of Canada & Province of Nova Scotia	To be negotiated and confirmed	100,000					
		268,300					
<b>Estimated Revenues<sup>1</sup></b>		368,300	27,000	195,000	185,000	215,000	210,000
Estimated Expenses			Year 1 Operation	Year 2 Operation	Year 3 Operation	Year 4 Operation	Year 5 Operation
Remediation/restoration building	Estimated	272,300					
Electrical service & code compliance	Estimated	96,000					
Interpretation Development			15,000				
Staffing	3 seasonal staff positions			60,000	60,000	60,000	60,000
Supplies, equipment, training				5,000	5,000	5,000	5,000
Utilities	Electrical		2,000	2,000	2,000	2,000	2,000
Field Maintenance	General upkeep		5,000	10,000	10,000	10,000	10,000
Painting and Maintenance <sup>2</sup>			5,000	25,000	5,000	25,000	5,000
<b>Estimated Expenses</b>		368,300	27,000	102,000	82,000	102,000	82,000

### 6.4 The Peggy's Cove Thoughtway, January 2010

In 2010, Sperry Design developed a concept plan for the Peggy's Cove Thoughtway. The Thoughtway would take visitors between the Peggy's Cove Village and the Swiss Air Memorial Site. It was designed to be an approximately 3 km, rugged but intuitive, walking path with a variety of infrastructural and landscape architectural enhancements. The Thoughtway would offer visitors a tranquil and contemplative experience in the spectacular natural scenery of the Peggy's Cove Preservation Area. The path was designed to wind along the shoreline and have breathtaking look-offs with unobtrusive signage. Signage would include environmental facts/issues, information on the unique flora and fauna of the area, reflective timely quotes, and directional signage.



Sperry Design, The Peggy's Cove Thoughtway, January 2010.

## 7.0 CLIMATE CHANGE + SEA LEVEL RISE

Scenario	Height (m) above CGVD28
3d	8.3
3e	9.0

### 7.1 Climate Change

Climate change has been occurring at a rapid rate throughout the world as a result of the increase discharge of greenhouse gases from human's activities. Climate change is a long-term shift in weather conditions that can be revealed in changes to average conditions and extreme events.

Environment Canada describes what is happening in Canada, as follows:

*“Over the period 1948 to 2013, the average annual temperature in Canada has warmed by 1.6°C (relative to the 1961-1990 average), a higher rate of warming than in most other regions of the world. Increased winter and spring temperatures have contributed to this warming trend to a greater degree than other seasons. Warming trends are seen consistently across Canada, but the regions showing the strongest warming trends are found in the far north. Strong warming in high-latitude regions is a robust characteristic of projections of future climate change as well. This indicates that the climate of Canada, particularly in the North, to which Canadians have been accustomed and to which we have adapted our activities, is expected to undergo substantial change in the future. Future warming will be accompanied by other changes, including the amount and distribution of rain, snow, and ice and the risk of extreme weather events such as heat waves, heavy rainfalls and related flooding, dry spells and/or droughts, and forest fires. In addition, Canada is a maritime nation with 8 of its 10 provinces and all three territories bordering on ocean waters (including Hudson Bay). Thus many regions of Canada will also be affected by changing ocean environments, including changes in average and extreme sea level, wave regimes, and ice conditions. Dramatic reductions in Arctic sea ice cover, particularly during the summer season, are already evident and well documented, and have been attributed to human-induced global warming.”<sup>31</sup>*

Nova Scotia has approximately 13,300 kilometres of coastline and 70% of its population living along the coastline that will be dramatically affected by climate change. Environment Canada has developed models and methods for climate change prediction and are continuing to monitor the stimulants of climate change. Peggy's Cove is a community that is sensitive to sea level rise and climate change modelling must be considered in masterplanning the future of this important part of our region.

Historical storm events have been reported that threatened infrastructure at Peggy's Cove, as noted in Section 2 of this report. In 1881 a storm was reported to have flooded the Peggy's Cove lighthouse and washed away the stove and other items on the ground floor of the structure. The deGarthe Studio was originally a general store/community meeting space located on the east side of the Peggy's Point Road. A storm that occurred in 1898 washed the building across the road to the Cove, its present day location. In

<sup>31</sup> Government of Canada. “Impacts of Climate Change.” <https://www.canada.ca/en/environment-climate-change/services/climate-change/impacts.html>

1915, two breakwaters were built undoubtedly to protect the shoreline from the ravages of the open ocean. In 2003, Hurricane Juan breached the breakwater and flooded homes and roads. Hurricane Bill in 2009 further damaged the breakwater, as well as several fishing sheds, and the concrete pathway from the Sou'Wester to the lighthouse.

## 7.2 Sea Level Rise + Storm Surge

In order to understand, in a preliminary way, the projected effects of sea level rise (SLR) and storm surge for Peggy's Cove, we have undertaken a literature review and a preliminary desktop analysis. As a starting point, we have used the following sources as our primary guidance:

- *Halifax Harbour Extreme Water Levels in the Context of Climate Change: Scenarios for a 100-year Planning Horizon*, Geological Survey of Canada, 2009 (Forbes et al.)
- *Hurricane Juan Stories – Peggy's Cove: Waves from the East?*, Environment and Climate Change Canada (website), 2003. (Doug Mercer)

We have also reviewed a number of other sources related to SLR and Surge in the Peggy's Cove area including: CAN-EWLAT, a website from Department of Fisheries and Oceans that provides SLR and Surge/Wave climate projections; and *Twenty-first Century Mean Sea Level Rise Scenarios for Canada*, DFO (Han et al., 2016), among others.

The purpose of the literature review is to provide, within the context of the Master Plan Project, guidance on the likely magnitude of extreme water level events at Peggy's Cove. This review and analysis is prepared for planning purposes and a detailed technical study should be undertaken to support future engineering and construction/renovation projects.

### Halifax Harbour as a Model

The closest study (spatially) that was identified during the literature review was the 2009 Halifax Harbour Study by the Geological Survey. In this study, the authors have prepared three scenarios for consideration. All three scenarios take SLR, Storm Surge/Wave Run-up, land subsidence, and storm climate (2, 10, and 50 year return period storm events) into account. Scenario 1 assumes no acceleration of sea level rise due to climate change, but does include the historical rate of rise over the past century of observations (0.32m per century). Scenario 2 assumes the IPCC AR4 upper-limit projection for SLR as well as the A1F1 emission scenario, adjusted to 100 years. Scenario 3 uses research from Rahmstorf in 2007 for the upper-limit projection for SLR. In addition to the storm climate used in Scenarios 1 and 2, Scenario 3 introduces Hurricane Juan as a storm event. This is referred to as Scenario 3d in the text, and the report states the following in the conclusion:

*Scenario 3d was developed using a different approach, combining the record Hurricane Juan storm surge superimposed on the HHWLT with the higher post-AR4 projection of 1.3 m SLR over 100 years. ... This level could be exceeded but the probability is extremely low. Thus it is presented as a plausible upper bound. (Forbes et al., 2009, p20)*

Given the conclusions of the 2009 Halifax Harbour study, we have chosen Scenario 3d as a starting point for an upper-limit projection for Peggy's Cove.

### **Peggy's Cove and Hurricane Juan**

Hurricane Juan made landfall in Nova Scotia during the night of September 28/29, 2003, with peak water levels occurring near midnight. During this event, Peggy's Cove was impacted by storm surge flooding over a half hour period. Environment and Climate Change Canada have a website which documents this flood event (see image below). During Juan, storm surge from the eastern side of Peggy's Point flowed through a valley (Number 1), over approximately 500m of land, and climbed 5m of terrain and a 2m high breakwater (Number 2).



The text accompanying the image above describes the effects as follows:

White (Green) arrows show the path taken by the waves and water flow. (1) Area where water entered valley. (2) Breakwater along path to harbour. (3) Garage damaged by waves. (4) Gift Shop with foundation eroded away. (5) Government wharf damaged by currents and water levels. (6) Peggy's Cove lighthouse. (7) Parking lot of restaurant partially flooded and boulders moved about.

### **Peggy's Cove CAN-EW-LAT**

CAN-EWLAT is a science-based planning tool for climate change adaptation of coastal infrastructure. It has been developed by the Department of Fisheries and Oceans Canada. As a result of climate change Canada is expected to experience extreme water levels from sea level rise, storm surge, tides and waves. There are two main components to the tool: 1) vertical allowance, and 2) wave climate.

The Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC AR5) estimates that during the 21<sup>st</sup> century the global mean sea level rise will be between 26-82cm. These future sea level changes are expected to vary regionally across Canada.

The vertical allowances are the recommended changes in the coastal infrastructure elevation that are required to maintain the current level of flooding risk in future scenarios. The vertical allowance estimates combine two elements: historical sea level, and future sea level rise projections taking into account uncertainties.

- The historical water level records includes storm surge and tides that are based on historical records and do not incorporate predicted changes in storm tides as the current knowledge is limited. This is a local estimate based on the analysis of storm surge computer model results using information from SCH sites. The closer the area of interest is to the SCH site the more accurate the estimate is, around 100 km is considered to be relatively close. Our site Peggy’s Cove is approximately 32 km from Halifax where the closest SCH site is.
- For the regional future sea level rise projections the uncertainty is determined by the statistical distribution of the IPCC AR5 for both the RCP4.5 and RCP8.5 emission scenarios. According to the Canadian Extreme Water Level Adaptation Tool (CAN-EWLAT) website, CAN-EWLAT improves upon the IPCC AR5 projections by incorporating information on land subsidence that have been measured with high-precision GPS instruments.

○ For the Peggy’s Cove CAN-EWLAT point:

- The Vertical Allowance is:

	2020	2030	2040	2050	2060	2070	2080	2090	2100
<b>TG RCP4.5</b>	0	0.12	0.2	0.27	0.35	0.44	0.55	0.66	0.78
<b>TG RCP8.5</b>	0.05	0.13	0.21	0.32	0.43	0.55	0.7	0.86	1.08
<b>Model RCP4.5</b>	0.05	0.12	0.2	0.27	0.35	0.45	0.56	0.69	0.82
<b>Model RCP8.5</b>	0.04	0.13	0.2	0.32	0.43	0.56	0.72	0.89	1.15

- The Sea Level Rise is:

	2020	2030	2040	2050	2060	2070	2080	2090	2100
<b>MRSL RCP4.5</b>	0.05	0.11	0.19	0.25	0.31	0.38	0.46	0.54	0.6
<b>MRSL RCP8.5</b>	0.04	0.12	0.19	0.28	0.38	0.47	0.58	0.7	0.83

- The Wave Climate data is:

	2020	2030	2040	2050	2060	2070	2080	2090	2100
<b>MRSL RCP4.5</b>	0.05	0.11	0.19	0.25	0.31	0.38	0.46	0.54	0.6
<b>MRSL RCP8.5</b>	0.04	0.12	0.19	0.28	0.38	0.47	0.58	0.7	0.83

For critical infrastructure where flooding would cause significant loss, these models should be treated as conservative and planners should allow for vertical allowances greater than what is indicated by CAN-EWLAT. In these scenarios planners should review the DFO technical report on *21st century mean sea level rise scenarios for Canada by Han et al.*, and utilize the high scenario for an appropriate vertical allowance.

Figure 4: Projected SLR by 2100 under the Intermediate scenario based partially on projections for IPCC AR5 RCP8.5 (Han et al., 2016) shows the predicted sea level rise for Halifax being 0.6 m. According to Han et al., this is considered to be the most likely scenario based upon state of the art climate models.

Figure 5: Projected SLR by 2100 under the High scenario based partially on projections for IPCC AR5 RCP8.5 (Han et al., 2016) shows the predicted sea level rise for Halifax being 2 m. The additional sea level rise in this scenario is primarily due to the possibility of the accelerated melting of the Antarctic ice sheet. This scenario should be used where there is little tolerance for risk. It is up to planners and engineers to consider the plausible scenarios and choose the most suitable option according to the risk tolerance.

The technical report on *21st Century Mean Sea Level Rise Scenarios for Canada* by Han et al. (2016, p. 2), recommends that “coastal planners should adjust infrastructure in the short term but keep open the option to adjust further as few decades from now as new information becomes available.”

**Preliminary Upper-limit Projection for Peggy’s Cove**

The information provided by the synopsis of the events of September 28/29, 2003, does provide enough key information on the case study to allow us to make a SLR and Surge projection for storm scenario that can be used in the context of the Master Plan. Water level records from CAN-EWLAT includes storm surge and tides that are based on historical records from SCH sites. Our site Peggy’s Cove is approximately 32 km from Halifax where the closest SCH site is. Around 100 km is considered to be relatively close.

These types of surge events have been problematic in the past as can be seen by the presence of a breakwater. The Juan event proved too large for the breakwater to hold back, with an account of a 7m rise over normal sea level. This resulted from between 6 and 12 pulses of water in a 20 to 30 minute period, each approximately 4 to 5 feet in height, which resembled tidal bore waves. Using the 7m Juan event with the other information from Scenario 3d in the 2009 study, it is possible to establish Scenario 3d for Peggy’s Cove, which is 8.3 m above the Canadian Geodetic Vertical Datum 1928 (CGVD28).

Scenario 3d relies on Ranstorf's SLR projections of 1.3 m. Scenario 3e uses the 2016 DFO Document referenced by CAN-EULAT (Han et al.) where the latest high scenario projections (IPCC AR5 RCP8.5) show SLR to be 2m for Halifax. Below is a table summarizing the 100 year SLR/Storm Surge projection that we proposed for the Peggy's Cove Comprehensive Master Plan:

# APPENDIX A - ADDITIONAL PHOTOS + MATERIALS

12  
**T**HE ATLANTIC can be a vile-tempered old  
 heifer and often she pounds the rocky coast  
 of Nova Scotia with waves that over the  
 clouds.

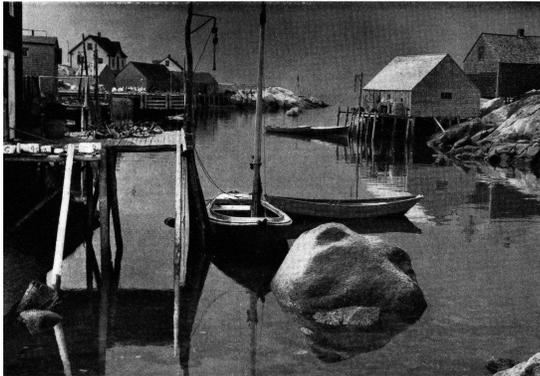
One night at Peggy's Cove, 30 miles south of  
 Halifax, an isolated 10-foot lighthouse around the  
 front yard of the lighthouse. Then she thrust an  
 arm up through the village, tore the general store  
 off its foundations and lifted it, crashed it, dragged  
 it, dropped it. When dawn came up and the sun  
 shined down, it was obvious that the poor wreck of a  
 building would never again be fit for its original  
 purpose.

But Peggy's men had been needing a place to  
 meet and think and talk. So they salvaged what  
 was left of the structure and proposed to lay on a  
 at the water's edge and called it Parliament House.  
 And Parliament House became the intellectual  
 center of one of the liveliest hamlets that side of  
 Heaven.

There may be another spot in the wide world  
 where visiting painters and poets frequently con-  
 gregate. I don't know. But  
 Peggy's Cove has been the subject of more pictures

**Tired of it all? At Peggy's  
 Cove you'll find beauty that  
 stops the breath and a way of  
 life that's balm to the soul**

On five days there's an artist behind every boulder at Peggy's Cove, painting scenes like this.



Middle Point, Peggy's nearest neighbor, has the same scenery but not the fame.



Peggy's Cove has seen, cows, no horses. Their hay has to be hauled from inland.

## Seaside Shangri-La

By IAN SCLANDERS

and lyric verse than any rival pin point on the map  
 of Canada.

The philosophers who gather at Parliament  
 House occasionally discuss Peggy's personality and  
 try to analyze the charm which draws so many  
 artists to the settlement. Perhaps the conversation  
 will be started by Lawson Lewis, 80-year-old  
 fisherman and sage who can quote the works of  
 Shakespeare and John Milton by the hour.

"Peggy," he'll say with a twinkle in his bright  
 eyes, "is a granite-fist witch."

And long iron Robert Mansel may be there  
 writing out all minutes on his table and watching  
 the pipe smoke curl and twist against the oil lamp's  
 yellow rays.

"That," Robert Mansel will object, "is a very  
 harsh way to describe a famous beauty."

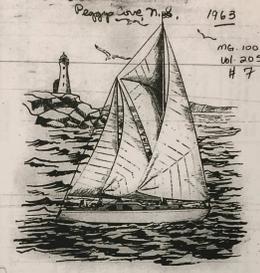
And the theme is good for a long while because  
 Peggy's magic spell is not easy to define. It's

compounded of light and shadow and unchanging  
 alone and ever-changing sea of sun and fog and  
 silence and booming surf, of small neat homes and  
 small brave boats and distant trees and noise of  
 weather-beaten faces and work-hardened hands  
 and struggle and contentment.

And there are other things—white gull wheeling  
 in the blue sky and the sherry music of fat musicians  
 picking in bits of corn and the green movement  
 appearing from the wet timbers of the jetty; the  
 patient paddling of oars and the quick activity of  
 woman's fingers hooking gay rags; the legends and  
 facts and humor and dignity of people who dwell  
 by preference in a remote cultural little world  
 of their own and win their livelihood from the  
 Atlantic.

Nobody at Peggy's needs a psychiatrist or  
 commits a crime or gets divorced; nobody cares  
 very much about money. *Continued on page 12*

Maclean's Magazine, August 1, 1947



RA-23-0  
 Peggy's Cove N.S. 1963  
 No. 100  
 Vol. 205  
 # 7

If you are touring Nova Scotia this summer, do  
 not miss picturesque Peggy's Cove, only a short half  
 hour's drive from Halifax.

You will be enchanted with the beauty of that  
 famous lighthouse, standing alone and proud atop  
 smooth, wave-washed rocks and the quiet little cove  
 nesting beneath.

Peggy's Cove will be home port this summer to  
 the yacht "Wind's Song" recently built in the yard of  
 Covey Brothers at Hasketts Cove. Her designer,  
 owner and master Commander George Cook, R.C.N.  
 (Ret'd) and his family will be delighted to take you  
 sailing in the sparkling blue waters of St. Margaret's  
 Bay—or beyond—into the yachtman's paradise along  
 the coast.

"Wind's Song" can be yours for an hour, a day  
 or a week.

"The lure of the sea is waiting  
 The sun and the wind and the stars,  
 The spray on the face, the salt on the lips  
 And the song of the wind in the spars."

A.C.

**Particulars**

"Wind's Song" is a 50 foot auxiliary sailing ketch  
 with a displacement of 13 tons, sail area of 1450  
 square feet and is powered by a Perkins marine diesel.

Her deluxe equipment includes double lifelines,  
 life raft, dinghy, radio direction finder,  
 foam mattress, screen, refrigerator, modern galley  
 and shower, with accommodation for a party of five  
 in two cabins.

Commander Cook, a yachtman of forty years'  
 experience, holds RCN and DOT qualifications in  
 navigation and seamanship.

**"WIND'S SONG"**

**Awaits You**

at  
 Public Archives of Nova Scotia  
 HALIFAX, N. S.

**PEGGY'S COVE**

**Rates**

<b>Hourly:</b>	Minimum \$10.00 for party of five. (\$2.00 per person over five)
<b>Half Daily:</b>	Minimum \$30.00 for party of five. (\$3.00 per person over five)
<b>Daily:</b>	Minimum \$50.00 for party of five. (\$10.00 per person over five)
<b>Weekly:</b>	\$300.00 minimum. Food extra.

Address inquiries to:  
 Commander George D. Cook,  
 Peggy's Cove, N. S.

"Wind's Song" will be operating charter cruises out of  
 Man of War Cay in the Bahamas next winter. After  
 Sept. 31st address inquiries to "Man of War Cay",  
 Bahamas.



PHOTO COURTESY CANADIAN NATIONAL RAILWAY Surf at Scenic Peggy's Cove

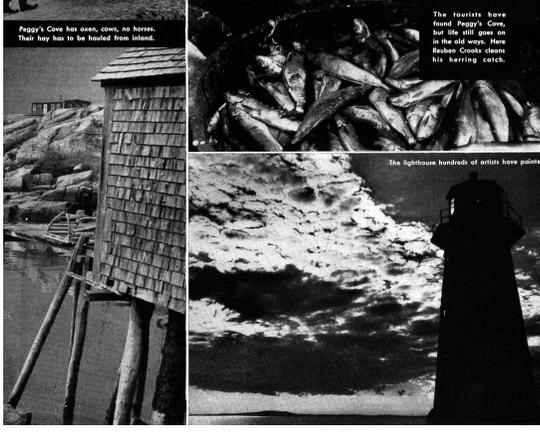
This is  
**NOVA SCOTIA**  
 Canada's Ocean Playground  
 By THOMAS H. RADDALL

Norsemen, sailing from Iceland and Green-  
 land, came to the North American continent  
 in the period 900-1000 A.D. and explored  
 parts of the coast from Labrador southward.  
 The part they called Markland ("Woodland")  
 must have been Nova Scotia. Centuries later,  
 English seafarers with John and Sebastian  
 Cabot, and Frenchmen with Jacques Cartier,  
 came direct from Europe; but there was no  
 definite settlement in Nova Scotia until 1605,  
 when Frenchmen led by DeMonts built the  
 first "Habitation" at Port Royal. Their later  
 successors moved to the head of Port Royal  
 Basin and built a village and fort at what is  
 now the town of Annapolis Royal.

During the long see-saw warfare of the  
 French and British for the possession of Can-  
 ada, this place changed hands several times.  
 In one brief British occupation, King Charles  
 the First granted the whole country to a Scots  
 peer, Sir William Alexander. At the same  
 time he gave it the name of Nova Scotia  
 (New Scotland) and a coat of arms bearing  
 the Scottish royal flag—a flag still flown with  
 pride by the Nova Scotians of today.

The French settlers called the country  
 Acadie, from an Indian word, and they and  
 their descendants became known as Acadians.  
 In 1710 the British made their final conquest  
 of Port Royal, and with it the whole Nova

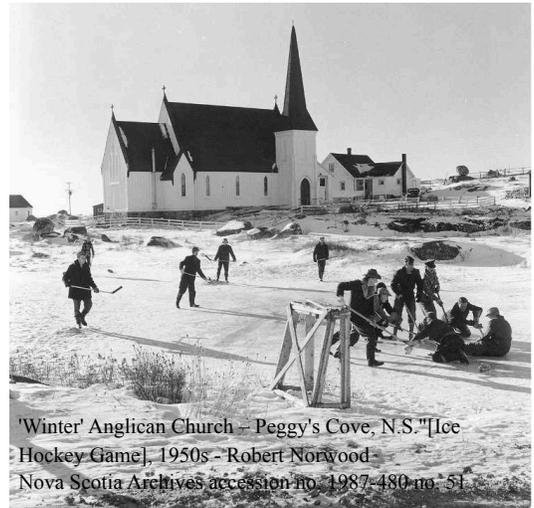
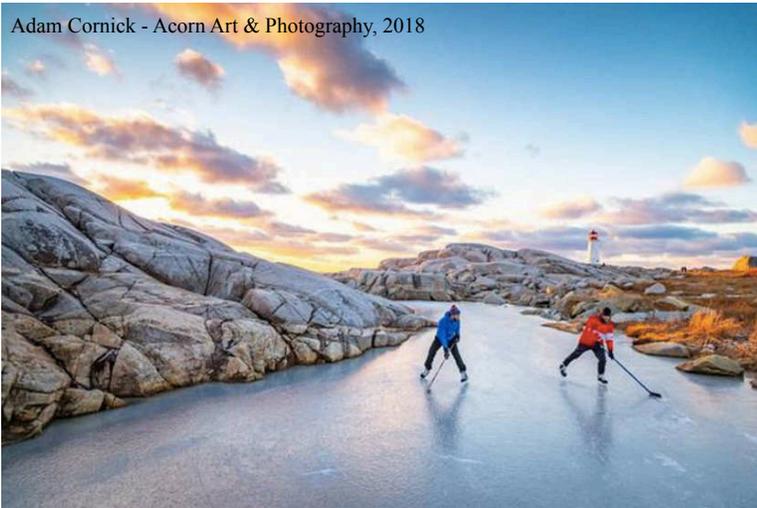
A Pictorial  
 Guide to  
 Historic Nova  
 Scotia. "This is  
 Nova Scotia,  
 Canada's Ocean  
 Playground," by  
 Thomas H.  
 Raddall and  
 published by  
 The Book  
 Room, Halifax,  
 NS, 1970.  
 Nova Scotia  
 Archives Librar-  
 y: V/F vol. 309  
 no.3



The tourists have  
 found Peggy's Cove,  
 but life still goes on  
 in the old ways. Here  
 Nathan Cooks clears  
 his herring catch.

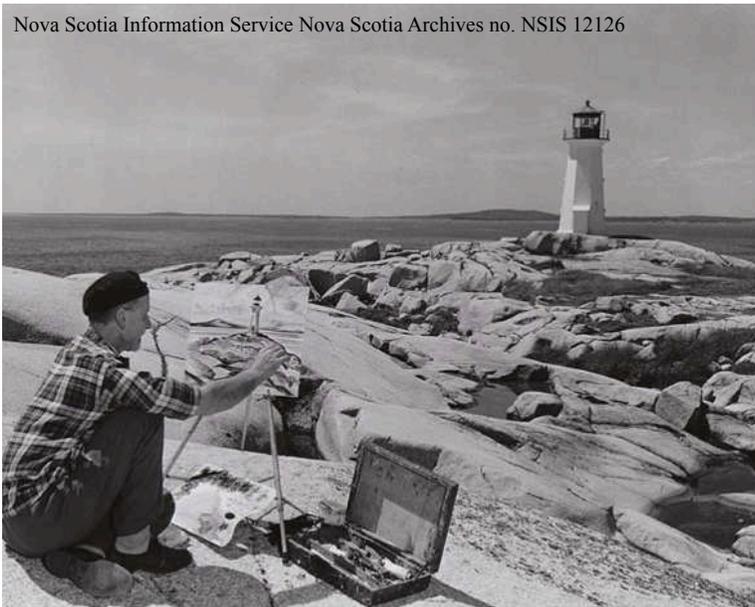
The lighthouse hundreds of artists have painted

Adam Cornick - Acorn Art & Photography, 2018

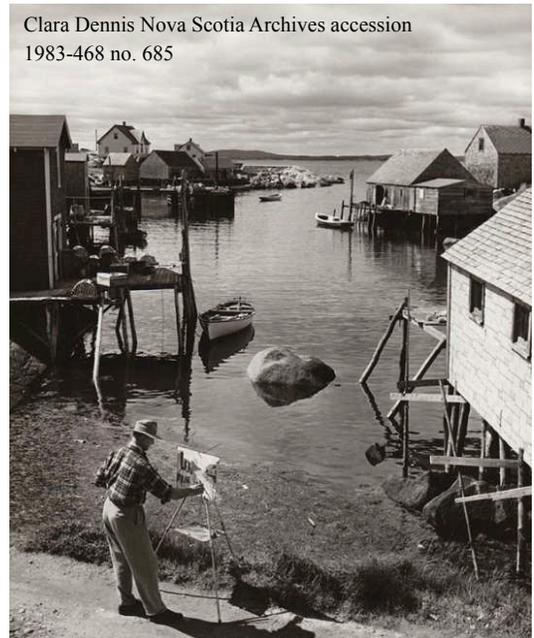


'Winter' Anglican Church - Peggy's Cove, N.S." [Ice Hockey Game], 1950s - Robert Norwood  
Nova Scotia Archives accession no. 1987-480 no. 51

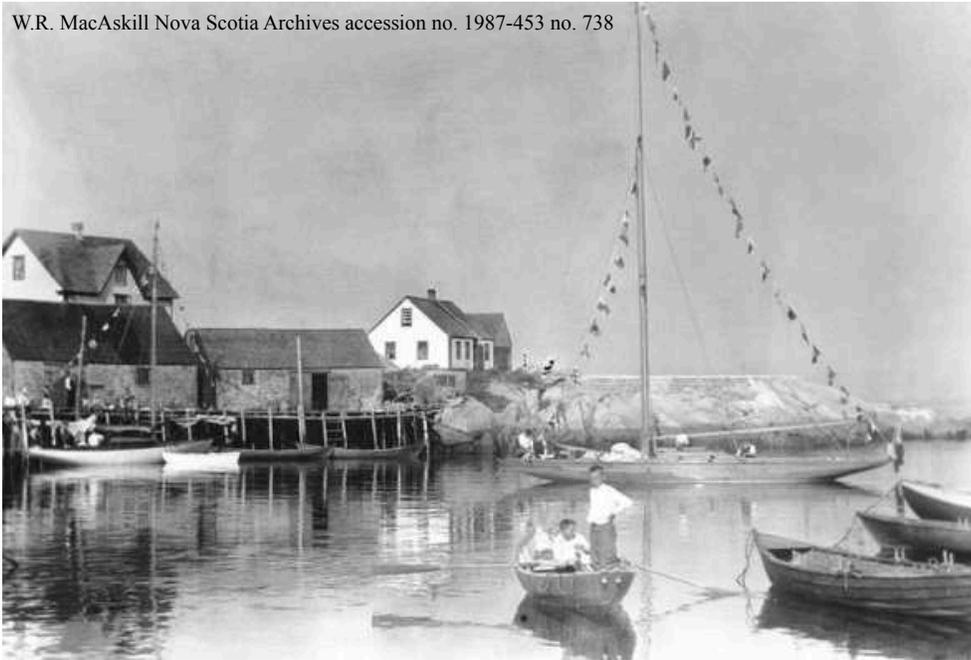
Nova Scotia Information Service Nova Scotia Archives no. NSIS 12126



Clara Dennis Nova Scotia Archives accession  
1983-468 no. 685

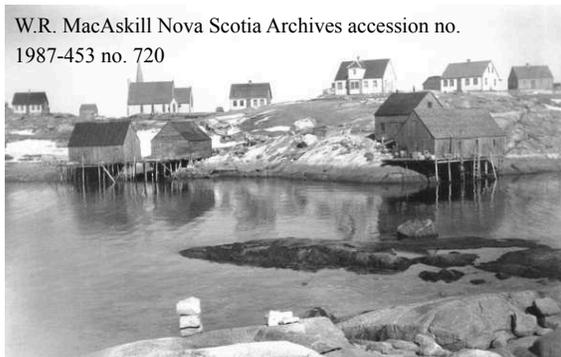


W.R. MacAskill Nova Scotia Archives accession no. 1987-453 no. 738



"Tancook whaler *Nancy* anchored at Peggy's Cove" -W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 1277





W.R. MacAskill Nova Scotia Archives accession no. 1987-453 no. 568



W.R. MacAskill Nova Scotia Archives accession no. 1987-453 no. 705



Peggy's Cove, 1950 - Helen Creighton  
Nova Scotia Archives Album 14 no. 191



Entrance to Peggy's Cove, 1950 - Helen Creighton  
Nova Scotia Archives Album 14 no. 190



Clara Dennis Nova Scotia Archives accession  
1983-468 no. 688



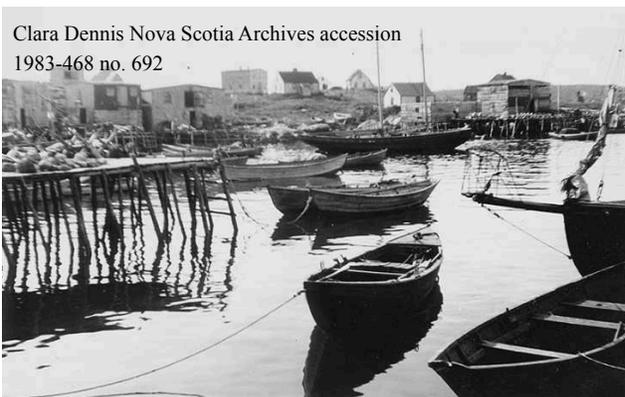
Clara Dennis Nova Scotia Archives accession 1983-468 no. 691



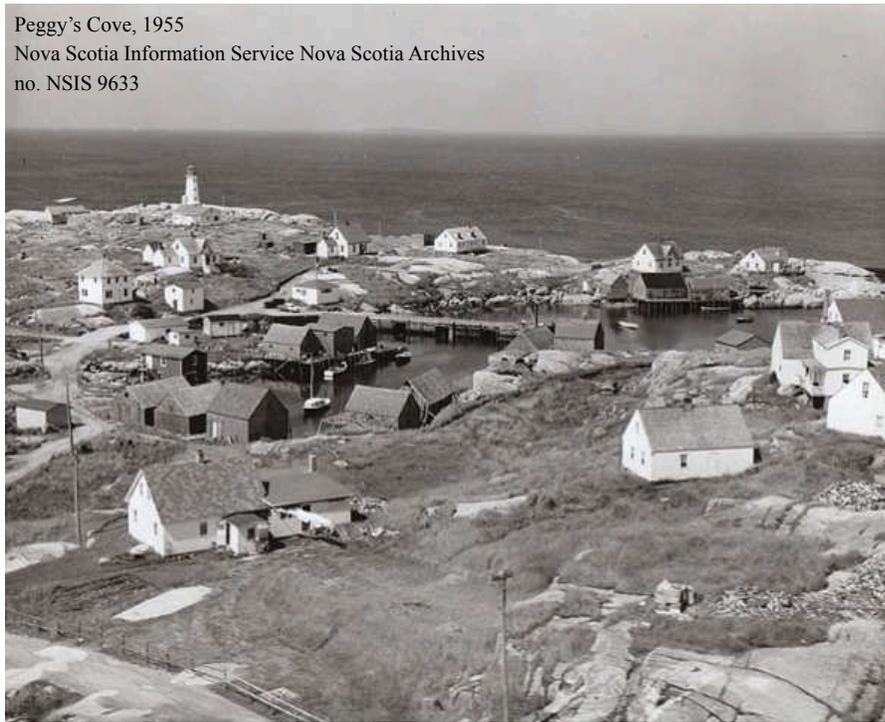
From "Twin Huts" series -W.R. MacAskill  
Nova Scotia Archives accession no. 1987-453 no. 562



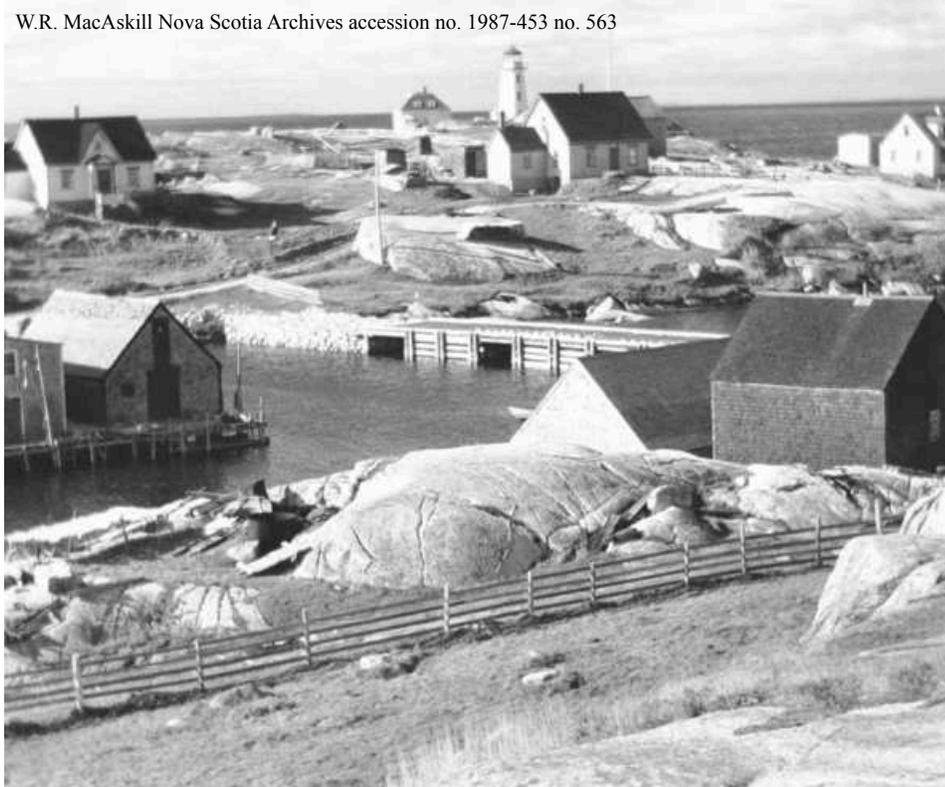
Clara Dennis Nova Scotia Archives accession  
1983-468 no. 692



Peggy's Cove, 1955  
Nova Scotia Information Service Nova Scotia Archives  
no. NSIS 9633



W.R. MacAskill Nova Scotia Archives accession no. 1987-453 no. 563





**EDM Planning Services Ltd.**  
2085 Maitland Street, Suite 201  
Halifax NS B3K 2Z8  
902 425 7900

**[www.edm.ca](http://www.edm.ca)**