



Town of Antigonish

# Municipal Planning Strategy

This is to certify that the Municipal Planning Strategy, of which this is a true copy, was adopted by by-law, which was passed by the majority of the whole of Municipal Council at a duly called Council meeting of the Town of Antigonish on the:

20th day of January 2020.

Given under the hand of the Chief Administrative Officer and under the corporate seal of the Municipality this:

23rd day of January 2020.

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Mr. Jeffrey Lawrence, Chief Administrative Officer

This is to certify that the that the Municipal Planning Strategy, of which this is a true copy, was duly amended at a duly called meeting of Municipal Council of the Town of Antigonish held on the:

18th day of February 2020

Given under the hand of the Chief Administrative Officer and under the corporate seal of the said Municipality this:

19th day of February 2020

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Mr. Jeffrey Lawrence, Chief Administrative Officer

Ministerial Approval – 14th day of April 2020

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# Section A: Introduction

## A1. Overview

### 1.1 Purpose

A Municipal Planning Strategy (MPS) is a legal document created by Municipalities in Nova Scotia which provides a cohesive vision for the community to determine its long-term strategic direction. In the MPS, Council identifies policies and frameworks to guide their future decisions in the realms of physical, environmental, economic, social, and cultural development of the Municipality.

The general objectives of the MPS (“The Strategy”) are to:

1. **Guide Council Decision-Making:** this Municipal Planning Strategy aims to provide guidance for and direction on what the community needs most, as expressed by residents of the Town of Antigonish. It also accounts for trends in the Town, and more broadly in Nova Scotia, that inform how Municipalities will need to evolve to meet the needs of their populations. To these ends, the MPS translates broad goals into specific policies. It will be implemented through the ongoing decision-making of Council, through the municipal projects that it proposes, through land use designations, and through the Land Use By-law and other By-laws and policies of the Town described in Section A, Part 3: Plan Coordination. While the Strategy does not commit Council to undertake any projects described within it, Council is restricted from undertaking any actions inconsistent with the policies of the Strategy.
2. **Make Growth Strategic:** this Strategy determines where growth should occur, and what type of growth is needed. Strategic growth maintains and enhances the quality of life for all residents in the Town of Antigonish by promoting the equitable growth of neighbourhoods and a diversity of housing options, while maintaining small-town character.
3. **Simplify Development Approvals:** this Strategy, in conjunction with the Land Use By-law, will guide decisions on future land use and development. These two documents use a variety of development control tools available in the *Municipal Government Act* to strategically permit growth in the Town. This includes introducing Site Plan Approval for low- and medium-density uses in some neighbourhoods and reducing the burden of Development Agreements except where greater intensities of use are permitted.

### 1.2 Background

Beginning in the mid-1970s, staff members from the Department of Municipal Affairs, Strait of Canso office, worked with members from the Planning Advisory Committee who formed a Working Committee to produce a draft Municipal Development Plan (MDP). The MDP was approved by Town of Antigonish Council on February 21, 1978, and subsequently approved by the Minister of Municipal Affairs on May 17, 1978.

The MDP was reviewed in its entirety in 1994, which resulted in a renewed MPS that aimed to guide the Town’s needs and aspirations at the time.

The Town of Antigonish initiated a review of the Municipal Planning Strategy in late 2018. During the 25-year period since the last review, the Town has maintained many traditions and has managed, in the face of a rapidly changing world, to *still feel like Antigonish*. Meanwhile, social, environmental, and

economic realities have transformed drastically in this time. What has resulted is the need for a Strategy that meets the growing needs of the Town, with a renewed vision that embodies the Town's heritage and its optimism for the future.

### **1.3 Legal**

The Municipal Planning Strategy for the Town of Antigonish is enabled under the Nova Scotia *Municipal Government Act* (the Act). The Act permits municipalities to create Municipal Planning Strategies and Land Use By-laws, and provides standards that these documents must meet. Within the Act, the Statements of Provincial Interest provide guidance on land use, sustainable growth, and development, which are addressed in this Strategy. This Strategy contains a series of policies that fulfil the current Statements of Provincial interest, as mandated by the Act.

The Strategy covers the area within the official boundaries of the Town of Antigonish, as generally indicated in Schedule A, the Generalized Future Land Use Map.

Section A shall not be considered a legal part of the Municipal Planning Strategy, since its purpose is to guide the reader of this strategy in how to navigate and understand the document. Section B sets the new municipal planning engagement program, and describes what engagement process was used to arrive at this document. Section C of the Strategy consists of policy statements, prefaced by explanatory material. All policy statements and Maps specifically referred to in this document shall constitute part of the legal Municipal Planning Strategy.

### **1.4 Planning Context**

#### **1.4.1. Background and Geography**

Antigonish was first settled in 1786-1791 by Scottish Highlanders and continues to have a strong Scottish character. Local industry was initially comprised largely of agriculture, forestry and fisheries. Since that time, the Town has evolved into a regional centre for the County of Antigonish and other surrounding municipalities, offering a full suite of amenities, including St. Martha's Hospital, St. Francis Xavier University (St. FX), and opportunities for cultural experiences throughout Town.

The town encompasses approximately 4.78 square kilometres (approximately 1200 acres). The town boundaries include the Trans-Canada Highway to the south and Antigonish Harbour to the east.

#### **1.4.2. Demographics**

Demographic projections for The Town of Antigonish show the current trajectory of the community, based on how we've seen it change relative to the Province over the last two censuses. Population in Antigonish is predicted to increase slightly from 2016 numbers and remain stable for much of the next 10-20 years. Populations of young people (0-19) and working age people (20-64) are expected to decrease slightly in the same time period, while populations of retired people (65-79) and seniors (80+) are expected to increase. While these indicators account for permanent residents, the population and demographics of Antigonish is affected by an influx of non-permanent residents who attend St. Francis Xavier University. While these residents, for the most part, spend eight months of the year in the Town, they nearly double the population of the town and increase the number of young people and young working age people significantly.

The Town's demographics have an impact on the current and future state of housing in the Town. For instance, decreasing working age and young people indicate that likely, a decreasing demand for multi-

bedroom housing will occur. On the other hand, increasing populations of retired and seniors are oftentimes coupled with an increased demand for smaller homes, apartment-style living, and accessible housing located nearby to services. Additionally, Antigonish can anticipate a consistent population of university-aged students who will require housing, since St. FX University has indicated that they do not have plans to invest substantially in on-campus housing development in the near future. The need for student housing in existing neighbourhoods and single-detached homes has changed the character of some residential areas, while also causing strain on the availability of rental properties in Antigonish.

## **1.5 Mission**

The overarching mission of the Town of Antigonish's Municipal Planning Strategy is to provide a framework for a socially, fiscally, and environmentally sustainable Town that will thrive for generations to come.

The Town of Antigonish is a diverse and culturally-rich community with a friendly, small-town feel. For our residents and visitors, we offer:

- Built heritage originating from the Victorian period
- Vibrant streets with shops, restaurants, and other local businesses
- A walkable Main Street that is a cultural destination
- Neighbourhoods with unique identities and amenities
- Amenities for those at all stages of life
- Ample opportunities to prioritize active living
- A thriving University with an outstanding academic reputation
- A wide range of festivals, sport competitions, art exhibits, and shows
- Access to local, healthy food grown near to the Town
- A strong culture of sport and recreation
- A strong sense of community and civic pride

These resources are assets of the Town of Antigonish that this Strategy aims to promote and enhance, and which will ensure the Town remains an excellent place to live and visit. These resources are recognized and promoted in policy through the introduction of a comprehensive strategy that binds them together. The specific framework can be divided broadly into achieving three pillars of community sustainability:

### **1. Social Sustainability**

- Foster financial stability in community resources that aid the most vulnerable in our population
- Enhance design and accessibility to create an Age Friendly Community
- Promote active living and access to open space
- Create an affordable, comfortable place to live for people of all ages and abilities, and ensure that a variety of housing types are provided to enable residents to remain in their community as they age in place
- Strengthen community engagement opportunities and communication methods

### **2. Fiscal Sustainability**

- Enhance population density in areas with existing municipal services, parks, and other municipally-provided amenities



- Promote user-friendliness in policies and by-laws
- Dedicate resources in areas that promote economic success

### 3. Environmental Sustainability

- Create a transportation network that prioritizes active transportation and public transportation (walking, wheeling, bicycling, buses, dial-a-ride, etc.)
- Protect biodiversity and sensitive environmental areas
- Prevent interference in floodplain areas
- Continue to invest in renewable energy initiatives

## 1.6 How to Use this Document

This Strategy is divided into three sections (A-C), which are each divided into a number of parts.

Each part begins with a brief statement to set the context of the topic and outlines a unique approach for the Town of Antigonish concerning that topic.

**Section A: Introduction** includes an overview of the strategy, stating its purpose and objectives, identifying the general vision and mission, and explaining the role of the MPS relative to other policies and by-laws.

**Section B: Citizen Engagement** establishes Council’s goals and objectives for meaningfully engaging the residents of the Town of Antigonish. It also outlines the process for citizen engagement in the event of an MPS or LUB amendment application and sets objectives for advisory committees and educational initiatives.

**Section C: Municipal Plan** establishes the plan goals for the Town of Antigonish. It is made up of nine Parts; each containing a series of policy goals and policy statements. Some policy statements provide direction for Council in matters broadly concerning land use planning and development, while others work to enable the policies of the Land Use By-law.

**Appendices and Schedules** include the Generalized Future Land Use Map, the Historic Building Inventory, the Antigonish Design Guidelines as well we transect mapping with projected flood levels from the 2019 Flood Plain Study.

## A2. Plan Direction & Community Priorities

The Town of Antigonish’s Municipal Planning Strategy (MPS) will not only be used to guide future growth, it will help to determine strategic priorities for the social, economic, environmental, and physical development of the Town. As such, it is crucial that it embodies the needs of the residents for generations to come and is focused on improving the quality of life of all residents.

During the MPS Review process, seven Community Priorities emerged based on feedback. These Priorities provide guidelines for the goals and policies contained in this Strategy.

The following table illustrates how the community priorities relate to the mission and strategic priorities of this document:

Pillars of Community Sustainability (Blue = related)

Pillars/ Plan Directions	Social Sustainability	Fiscal Sustainability	Environmental Sustainability
2.1 Affordable Housing			
2.2 Active Transportation			
2.3 Mixed-use neighbourhood character			
2.4 Environmental sustainability			
2.5 Recreation, Arts and Culture			
2.6 Economic Development			
2.7 Accessibility and Equity			
2.8 Collaboration with partners			

See the following sections on more detail regarding the community priorities that were determined during the ‘Envision Antigonish’ engagement process:

**2.1 Increase the Diversity and Affordability of Housing Options in all Neighbourhoods**

A challenge in the Town of Antigonish is providing housing in convenient locations that meets the needs of our residents. The Town needs to offer many forms of ownership and rental accommodations to provide affordable options in existing neighbourhoods where people want to live, which are close to amenities and services.

This means providing a diversity of housing types, including single-detached dwellings, duplexes, secondary suites, multi-unit buildings, to offer enough options for all residents to live comfortably and affordably. The location of greater densities will be informed by existing access to public and private amenities and services (i.e., how ‘walkable’ that neighbourhood is) and the capacity of existing infrastructure to accommodate more residents.

**2.2 Develop a Transportation Network that Makes Active Transportation the Most Attractive Option**

The compact development pattern that is so characteristic of Antigonish, and which has been attributed to being ‘landlocked’, resulted in a Town where all origins and destinations are within a 15-minute walk or bike of one another. Compact development consumes less land, requires fewer services, and fosters the creation of Complete Communities. It also offers an excellent opportunity to increase the attractiveness of active transportation (AT) as a mobility option that promotes active living, contributes to the Town’s economic success, and reduces the overall carbon footprint of transportation in Town. There is a common misconception that improving active transportation options necessitates discouraging driving. Yet towns where AT is successful have one thing in common: their success is based on making AT the most attractive option, not making driving the least attractive option.

This will require investments in safe, accessible AT infrastructure that connects residential areas to other land uses, such as parks, Main Street, the University, the Hospital, the schools and other such locations.

It will also require an emphasis on promotion of AT and transit, education for all street users, and simple improvements like requiring bicycle parking in new developments and introducing traffic calming measures in areas that are unpleasant for people using active modes of transportation.

### **2.3 Mix Compatible Land Uses and Maintain Neighbourhood Character**

Antigonish has beautiful neighbourhoods that are rich with community heritage and character. Where possible, it will be important to maintain the scale and design of these neighbourhoods while providing for greater housing diversity. This will include pleasant, user-friendly design and access to community amenities nearby, regardless of where the neighbourhood is located in Town. A mix of compatible uses, like residential, commercial, institutional, recreational and varying densities and forms of development in neighbourhoods helps to create areas with a strong sense of place and encourages multiple generations and people of different income levels to live in the same neighbourhood. Mixed-use neighbourhoods also reduce the distances between origins and destinations, which encourages the use of active transportation.

Protecting and incentivizing the restoration of buildings with heritage value, which help to maintain elements of the built heritage in Antigonish, are important practices that maintain the neighbourhood character. These buildings can accommodate a wide range of land uses and function as distinct landmarks within a neighbourhood.

### **2.4 Pursue Environmental Sustainability**

Planning for climate change and investing in clean energy sources have been an ongoing pursuit by the Town of Antigonish. Residents and visitors should be able to enjoy clean air and protected green spaces throughout Antigonish. While 'environmental sustainability' can often be vague, for the Town of Antigonish, the specific initiatives that will be critically important include: protecting the waterways and associated floodplains and encouraging permeable surfaces wherever possible, reducing the carbon footprint of transportation in the Town, pursuing more energy independence through continued investment in clean energy sources, and promoting sustainable building techniques and energy efficiency in homes and businesses.

### **2.5 Support the Development of Recreation, Arts & Culture, and Open Spaces**

The Town of Antigonish is a regional and provincial destination for recreation, arts & culture, and access to pleasant open space. Antigonish offers a number of cultural and recreational resources, such as the Public Library, Columbus Field, and the Bauer Theatre, not to mention festivals and events throughout the year that attract visitors and locals alike. As the Town grows and evolves, it will be important to adjust strategies to meet the needs of the community for recreational activities, arts & culture initiatives, well-designed open spaces for such activities close to their homes.

Future facility development should try to address the needs that exist today and anticipate the needs of an aging population and the next generation. The Town's support for these types of facilities will be directed and guided towards ensuring that everyone has equitable access to opportunities to participate. Furthermore, the Town should work to promote assets that already exist, like small neighbourhood paths and trails that are broadly known to long-term residents of Antigonish, but may not be known to visitors or new residents.

## **2.6 Foster Economic Development in Key Commercial Areas and Neighbourhood Nodes**

A diverse economy is essential for Antigonish to grow and to be economically sustainable. Providing opportunities for entrepreneurship and local businesses to thrive, and encouraging placement in locations that already attract residents and visitors will help Antigonish to realize its potential as a commercial destination in the region.

The Town has a number of neighbourhoods located close to commercial areas, while there are some neighbourhoods that are located further from these commercial services. To offer more options for businesses to succeed and residents to access services they need, home-based businesses and work-live units should be encouraged with guidance from the Town. Economic drivers can also support other initiatives of this Strategy, such as encouraging sustainability by providing opportunities for local growers and makers to do business in Town.

## **2.7 Support Accessibility and Equity**

The Town of Antigonish is home to people of all ages and abilities, and the built environment should offer barrier-free experiences for all residents. This includes providing for age-friendliness throughout the Town in wayfinding, in active transportation infrastructure, in parks and open spaces, and in building design. A person who is two-years-old should be able to enjoy the public realm as much as one who is 82-years-old. In the same way, a person who lives in one neighbourhood should not have better access to services or transportation than one who lives in another neighbourhood.

The Province of Nova Scotia will require that all municipalities meet accessibility standards by 2022. The Town of Antigonish should get ahead of the curve by closely monitoring municipal assets for age-friendly improvements over the course of time, as regular maintenance is required. If the Town is required to consider locating new open spaces in the coming years, in neighbourhoods that have less access to these amenities currently should be prioritized.

## **2.8 Work Collaboratively with Partners**

Antigonish has a number of partners who play a role in different aspects of the Town's governance. These include Antigonish County, Eastern District Planning Commission, and St. Francis Xavier University. Working together to foster strong partnerships with these entities, and other entities like non-profit organizations who are well-established in Town, should be prioritized. These relationships are crucial to contributing to the well-being of all residents. Antigonish should aim to arrive at a level of collaboration where goals and objectives are shared and the pursuit of success is enjoyed by all.

## **A3. Plan Coordination**

The Municipal Planning Strategy is a framework and plan for growth and development in the Town of Antigonish. The Town's vision and policies, as stated in this Strategy, however, are not standalone initiatives. Many other plans and by-laws, existing and future, will affect the implementation of the policies in this Strategy. Likewise, the Town recognizes that our goals will be achieved not singularly through our own initiatives, but through the commitment of residents, businesses, stakeholders, and other partners.

The policies in this Strategy allow the Town to take initiative to:

1. Implement controls and regulations for the private sector to follow
2. Pursue Town initiatives, like providing new services or introducing new by-laws or plans
3. Provide others with the resources they need to help them meet policy outcomes

Other By-laws, Plans and Reports that inform or help to implement this Strategy include:

#### **Town of Antigonish Land Use By-law**

The Land Use By-law (LUB) is directly informed by and enabled through the Municipal Planning Strategy. Where the Strategy provides policy direction both for Municipal Council and for the public, the LUB provides specific standards for how land can be altered or developed in the Town of Antigonish. Areas of the Town are 'designated' for a specific use under the MPS, and the standards that must be met within those uses are implemented through the Zones in the LUB.

#### **Subdivision By-law**

The Subdivision By-law informs how subdivision of land can occur within the Town and the requirements and standards that must be met.

#### **James River Watershed Protected Water Area Regulations**

The primary water supply for the Town and surrounding service area is the James River Watershed, which is protected under the Regulations.

#### **Mobile Home By-law**

The Town's Mobile Home By-law is more stringent with regards to Manufactured Homes (as they are known in the Land Use By-law) than is the Land Use By-law. Therefore, where manufactured homes are concerned, the majority of standards can be found in the Mobile Home By-law.

#### **Sidewalk Café By-law**

Provides standards for the location and maintenance of sidewalk cafés in the Town.

#### **Heritage Property By-law**

Permits the Town of Antigonish to register heritage properties based on their historical merit to a registry of properties. Based on the Heritage Property By-law, certain permissions may be extended or relaxed for Heritage buildings or sites.

#### **Minimum Standards for Residential Occupancies By-law**

Determines the minimum standards for maintenance of privately-owned residential buildings which are the responsibility of the property owner.

#### **Parking By-law**

Provides for the authority of the Town's Traffic Authority in matters concerning parking and parking enforcement on Town-owned property.

#### **Vending By-law**

Contains provisions for Vending Licenses and parameters for licensed vendors in the Town of Antigonish.

#### **Antigonish Physical Activity Strategy**

Introduces priorities for how the Town of Antigonish can improve its residents' physical health through physically active living. Related to that, mixing of land uses encourages greater use of active transportation and access to recreational facilities in the Town.

**Municipal Climate Change Action Plan (MCCAP)**

The MCCAP sets out broad and specific goals for the Town in terms of combating climate change. Some of these are further implemented, supported or enforced through the MPS or LUB.

**Antigonish Town and County Active Transportation Plan**

Informs initiatives that Council may choose to take to improve and enhance active transportation in the Town of Antigonish. Some policies of the MPS have built off of this Plan and attempted to prioritize the actions that Council wishes to take to improve AT.

**Integrated Community Sustainability Plan**

Complements and builds upon existing community planning and guides the Town in matters concerning environmental sustainability, social sustainability, economic sustainability, and cultural sustainability.

These documents have areas of overlap and provide guidance to Council on general municipal matters as well as specific issues. It is at the discretion of Council to widen the range of issue-specific by-laws, plans and policies or to repeal documents which are believed not to be supportive of the Town's vision anymore.

Reports that inform or help to implement this Strategy include:

**Engage Antigonish Report (2018)**

Engage Antigonish was an undertaking to arrive at community priorities and pillars. This work informed public and stakeholder engagement for the Municipal Planning Strategy and Land Use By-law review, and helped to evolve the priorities found in this Strategy.

**Antigonish Floodplain Delineation Study (2019)**

Identifies floodplains in the Town and risk associated with such floodplains. This study has informed Environmental Designations in the MPS and Environmental Zones in the LUB.

# Section B: Citizen Engagement

Citizen Engagement is essential for a community whose plans, strategies, and actions embody the collective needs of the residents. The Town of Antigonish is committed to citizen engagement which occurs early and often, and to balance diverse voices and opinions with the aim of creating places and spaces where all individuals are welcome to participate.

## B1. Citizen Engagement for this Strategy

Town Council adopted a Citizen Engagement Program for the Town of Antigonish to provide residents of the Town with multiple ways to engage with and remain informed on the Municipal Planning Strategy (MPS) and Land Use By-law (LUB) review process. This engagement program satisfied the *Municipal Government Act* (MGA) minimum legal requirements for public participation, but also went above and beyond those requirements in many regards.

The Municipal Planning Strategy is a critical piece in the Town's long-term vision for the future. At the same time, the express purpose of the MPS is to manage future growth and development in a way that fosters equity, promotes community wellbeing, and meets the needs of residents. Creating an MPS that truly embodies the needs of the citizens is a balancing act. There are some aspects of community life that cannot (and should not) be directed by the MPS, while there are many others that the MPS speaks to and permits Council to explore further but does not lay out a step-by-step process for proceeding. In this way, the MPS aims to be the vision that drives growth and development and the other aspects of community wellbeing – social sustainability, economic sustainability, and environmental sustainability – which are intrinsically related.

Immediately preceding the Plan review, the Town of Antigonish organized and hosted two citizen engagement events, entitled **Engage Antigonish**. While not directly related to growth and development, the outcome of these engagement sessions were five key objectives for the future of the Town of Antigonish:

- Create an Age-Friendly Community
- Pursue Environmental Sustainability
- Promote Recreation, Leisure, and Outdoor Space
- Support Economic Development
- Support Arts and Culture

This Strategy speaks to each of these objectives throughout the document and aims to take immediate action to implement changes in some cases and to recommend future actions or initiatives that will incite positive change in other cases.

### 1.1. How We Made This Strategy – Envision Antigonish

The Citizen Engagement Program for the MPS and LUB review was branded as 'Envision Antigonish.' This process, through a variety of means, gave every Antigonish resident the opportunity to participate meaningfully and contribute to the future direction of the Town.

The engagement program involved several components:

- Stakeholder Workshops: a series of workshops were held with a diverse collection of community groups and individuals who have a vested interest in the Strategy and an aspect of the future of growth and development in Antigonish, specifically.
- Survey: an online survey was available for a period of six weeks, which provided residents with the opportunity to provide feedback on various topics that are addressed in the Strategy.
- Advertising: the use of The Casket to promote the survey and events, community posters, and social media to keep the public informed about upcoming events and the progress of the MPS and LUB review.
- Pop-Up Engagement: a series of pop-ups at key community locations (the Farmers Market, the Library) where participants were welcomed to provide feedback on their experience in the community.
- Public Open Houses: residents were welcomed to a series of Open Houses which offered opportunities to interact personally with Antigonish staff and to provide feedback on a number of topics that inform the vision for the future of Antigonish.

The Citizen Engagement Program met Council’s objective of engaging with the diverse demographics in Antigonish and giving all residents the opportunity to share their experiences and aspirations.

## B2. Ongoing Citizen Engagement

Citizen engagement does not end when a single project or initiative is complete. Instead, it is an ongoing partnership between the Town and its residents and relies on both parties to participate with transparency and positivity in the process. The three key components that the Town aims to meet in citizen engagement are:

1. Public engagement
2. Public education
3. Public awareness

The policies contained in this Part provide direction for Council to inform the ongoing process of citizen engagement in matters that concern all residents. The policies are designed to give all members of our community a chance to participate in decision-making in our Town; this includes all demographics, ages, and abilities. They also aim to welcome diverse voices and to create spaces which are welcoming to all residents by providing spaces which:

- Welcome respectful debate
- Encourage education and capacity-building
- Provide opportunities for all participants to speak and be heard
- Promote broad understanding of different opinions and experiences amongst residents
- Minimize barriers to openness

Oftentimes, engaging in planning and development can cause heated conversations and a widespread fear of change. Citizen engagement in the Town of Antigonish will aim to avoid polarizing conversations. Our Town recognizes that everyone has a different opinion and is entitled to sharing that opinion. To effectively build consensus, it is imperative that decision-makers in our Town have access to diverse opinions and all factual information required for them to make a fair, balanced decision.



## 2.1 Advisory Committees

The Strategy is not a static document. It informs ongoing initiatives and decision-making and is a shared responsibility amongst many different members of our community. The advisory committees of Council help to welcome individuals from the community into the process of planning and implementing policies for our future.

**Policy Goal:** It is Council's goal to establish and maintain advisory committees which include members of the public and stakeholders to provide recommendations on community planning and development which aid Council in its decision-making.

### Policy Statements:

**CE1** Council shall maintain a program of ongoing planning through its Planning Advisory Committee (PAC) consisting of both Council members and members of the public to provide recommendations to Council on land use planning.

**CE2** Council may establish one or more supplementary advisory committees to provide recommendations to the Planning Advisory Committee on specific land use planning issues or specific districts.

**CE3** Council shall, through the newspaper, municipal website, or other means deemed appropriate, advertise all public appointment openings of the various committees.

## 2.2 Citizen Engagement and Education

**Policy Goal:** It is Council's goal to encourage and recognize citizen participation as an essential part of fostering social, fiscal, and environmental sustainability in our community. Council aims to provide for sufficient and meaningful opportunities for citizen engagement, which welcomes all demographic groups to participate in all stages of the planning process.

### Policy Statements:

**CE4** Council shall provide diverse opportunities for residents representing the diverse demographics of Antigonish to participate in planning and decision-making through notification and outreach programs as part of Town initiatives, projects, plans, and programs. Such engagement shall include public meetings, workshops, information sessions, public hearings, or other formats as required.

**CE5** Council shall encourage public attendance at Town Council and Planning Advisory Committee meetings by various means such as notices on the Town website, in the newspaper, and on social media.

**CE6** Council shall make all approved Council and Advisory Committee minutes available online. Council shall also make all Town by-laws, strategies, and plans available online.

**CE7** Council shall investigate and put in place avenues for the communication of Town matters by such means as community notice boards in convenient locations, information posters in areas or locations frequently visited by the public, in local and provincial newspapers, and through the Town's social media sites.

**CE8** Council shall seek guidance of planning staff, when engaging the public on planning and development matters, to identify and pursue opportunities for education on planning and community development.

**CE9** Council shall encourage and explore means to involve youth in the planning and development of the Town.

**CE10** Council shall take measures to keep residents of the Town informed about planning, development, and community matters and to facilitate their ongoing input into the planning processes on a regular basis.

## **2.3 Applications and Amendments**

**Policy Goal:** It is Council's goal that residents and neighbouring property owners be made aware of and given a chance to participate in a public participation program concerning development applications and plan amendments.

### **Policy Statements:**

**CE11** Council shall, when considering amendments to the Town of Antigonish Municipal Planning Strategy or Land Use By-law, and when considering applications for development agreement pursuant to Policy ADM16, require the following:

- a) The applicant shall produce a sign or signs advertising the proposed development and be responsible for posting and maintaining that signage on the subject property;
- b) the sign(s) shall have a minimum size of ARCH D, be posted in a location that is within 3 m of a public right-of-way and be clearly visible from that public right-of-way;
- c) the sign(s) shall be posted before the final Planning Advisory Committee meeting regarding the application and remain in place until after the Public Hearing; and
- d) the sign(s) shall be written in plain language and contain the following information:
  - i. the civic address of the subject property;
  - ii. the name or company name of the applicant;
  - iii. a description of the proposed development and instructions on how to obtain more information regarding the application and how to become involved in the planning process;
- e) the Town will mail out an information package to all property owners within 30 m of the property lines of the proposed development that includes:
  - i. a description of the subject property,
  - ii. a brief description of the proposed development;
  - iii. the name of the applicant;
  - iv. instructions on how to obtain more information regarding the application and how to become involved in the planning process.
- f) the Town will place up-to-date reports and background information regarding the proposed development on the internet and provide contact information for those who wish to learn more information or make public comment.

# Section C: Municipal Planning Strategy

## C1. Shaping the Town

Antigonish's future is one of modest growth and helping our neighbourhoods reach their potential, with an emphasis on livability for people of all ages and abilities. The policies that follow in Part 1 are for steering growth and accommodating change in some parts of Antigonish, while protecting the existing character of the Town and our open spaces that bring people together.

The design of neighbourhoods plays a significant role in citizens' health and the livability of our Town. It must take into account access to services, affordability and suitability of housing, access to green space and recreational opportunities, and the transportation that connects all these things. Shaping the Town of Antigonish will be focused on improving the assets that we have and fostering an environment where everybody has access to these assets. A key pillar of this initiative will be to direct the most substantial growth to areas where there is already excellent access to amenities and services. This reduces the costs for the Town to provide new amenities and services, and creates a critical mass in neighbourhoods that could then be utilized to support infrastructure improvements, streetscaping, and accessibility improvements in these key areas.

In larger areas that are becoming available for development, comprehensive planning will be geared towards compact and complete communities, while shifts and changes in existing neighbourhoods will begin to position these neighbourhoods as compact and complete communities.

### 1.1. Healthy Communities

**Policy Goal:** Council recognizes that land use and development have effects on the health of its residents. Council shall consider opportunities to improve the health, safety, and accessibility of the Town.

#### **Policy Statements:**

**ST1** Council recognizes the following pillars of a healthy community:

1. **Housing stability:** having sustained access to appropriate and affordable housing enables people to build a community around themselves and reduces stress caused by uncertainty.
2. **Employment and income stability:** having access to suitable employment at an income that supports a person's family provides financial and physical security.
3. **Food Security:** having access to healthy food at an affordable price, and encouraging an emphasis on eating locally, promotes personal and community health.
4. **Environmental Health:** limiting the effects of pollution or contaminants in neighbourhoods prevents negative outcomes associated with such environmental harms.
5. **Ease of Transportation:** having a transportation network that offers numerous options to residents, and that prioritizes active transportation through trails, cycling infrastructure, and sidewalks, decreases the difficulty of accessing necessary services and promotes walkable communities.
6. **Safety:** Safety is achieved through the presence of others, well-lit and comfortable public spaces, and a transportation network that prioritizes health over the ease of motorized commutes.

7. Education: access to educational opportunities in our communities promotes life-long learning, social stability, and a well-informed population.

**ST2** Council shall aspire a built environment that promotes the use of active transportation.

**ST3** Council shall encourage a mixing of uses, demographics, and income levels in all neighbourhoods and encourage the enhancement of pedestrian connections between key community nodes and sites.

**ST4** Council shall encourage locating educational and community buildings in such a way that the level of safety and level of activity of people of all ages and abilities is optimized, and active transportation is a viable option for residents.

**ST5** Council shall permit small scale urban agricultural uses in an effort to promote the ideals of local food production and food security within the Town of Antigonish.

**ST6** Council shall encourage community projects and partnerships which have the potential to improve health through improvements to the built environment.

**ST7** Council shall consider accessibility in the built environment in public and private development, and shall adhere to the Province of Nova Scotia Accessibility Regulations by 2022.

**ST8** Council may pursue the creation of an Accessibility Plan for all Town facilities, programming, built infrastructure, and other Town assets as considered necessary. Council may direct the Accessibility Committee to oversee the creation of this Plan.

## 1.2. Sustainable Growth

**Policy Goal:** Council recognizes that not all growth is positive growth. To maintain Antigonish as a small town that offers charm and amenities, Council must be selective about what growth will contribute to our community and promote economic sustainability in the private and public sectors.

### Policy Statements:

**ST9** Council shall pursue a study on infrastructure charges for future private development, one objective of which will be a proper cost-model for implementing such charges following the study.

**ST10** Council may pursue a Central Servicing Capacity Study, the objective of which will be to identify the existing capacity of central services, the areas with need for increased capacity, and the lifecycle stage of current assets.

**ST11** Council shall pursue a study of cash-in-lieu contributions as permitted through other policies of Council, one objective of which will explore using these funds to contribute to purpose-built affordable housing in partnership with non-profit organizations.

**ST12** Council shall encourage redevelopment of existing buildings to better suit the needs of changing demographics.

**ST13** Council shall consider establishing a business licensing and/or registry for all rental properties in the Town of Antigonish, including but not limited to lodging home rentals and short-term rentals.

### 1.3. Integrating Land Use and Transportation

Policy Goal: Council recognizes that sustainable growth is based significantly on providing access for new residents to existing services and amenities, including locating growth such that opportunities to use active transportation are optimized. Growth will be directed predominantly to the Mixed Use areas and – to a lesser degree – to existing residential areas with greater densities, in order to use municipal land, infrastructure, and services most efficiently.

#### Policy Statements:

- ST14** Council shall emphasize the need for both residential and commercial growth in mixed use centres to encourage equitable access to amenities and services by locating new homes where these things exist already.
- ST15** Council shall permit greater residential densities in higher order residential neighbourhoods and a mixing of uses in these residential neighbourhoods, to the degree that it is complementary to the existing neighbourhood.
- ST16** Council shall, when considering a proposal in a mixed use neighbourhood or a higher order residential neighbourhood, encourage services or amenities that would positively contribute to the use of active transportation in that neighbourhood.
- ST17** Council shall prioritize enhancements to the active transportation network in the mixed use and higher order residential areas, and to consider enhancing active transportation connections between these neighbourhoods and predominantly residential neighbourhoods whenever possible.
- ST18** Council shall prioritize investment in active transportation facilities for community facilities, schools, and recreational areas.

### 1.4. Fostering an Age-Friendly Community

Policy Goal: The Town of Antigonish is home to many different age demographics who have varying needs. At its core, an age-friendly community is one that supports, respects, and encourages residents of all ages and abilities to participate in community life. Council recognizes that social isolation can be a consequence of a low-density built environment that does not provide opportunities for organic social interactions and connections, and therefore that age-friendliness is a measure that will shape the community. It shall be the intention of Antigonish to foster age-friendliness in municipal initiatives and policies.

#### Policy Statements:

- ST19** Council shall increase the number of accessible parking spaces close to civic buildings, while reducing the number of non-accessible parking spaces to encourage those who can use active transportation to choose that option.
- ST20** Council shall ensure that transportation upgrades made to the active transportation network recognize the minimum standard for accessibility for this infrastructure.
- ST21** Council shall, when considering development proposals or infrastructure upgrades, consider the needs of residents of all ages and abilities.

## 1.5. Engagement with Antigonish County

**Policy Goal:** Antigonish County is the only municipality that abuts the Town of Antigonish. It is important that we work together to achieve our mutual goals and that communication remains strong. It is the goal of Council to engage with and consider comments from Antigonish County in some decisions which affect both the Town and the County, at the minimum level required in the Municipal Government Act.

### Policy Statements:

**ST22** Council shall complete required engagement with Antigonish County prior to the first notice for a public hearing being placed in any newspaper circulating in the Town.

**ST23** Council shall engage with Antigonish County on matters concerning:

- Regional Transportation Planning and construction projects
- Development proposals in the Fringe area
- Facility Development
- Economic Development Planning
- Flood Mitigation and Stormwater Management Planning
- James River Watershed Protected Water Area
- Infrastructure Planning
- Youth Engagement in Decision-Making

## C2. Urban Design and Heritage

Many elements of the urban landscape contribute to the genial atmosphere of Antigonish; the older homes in the original neighbourhoods surrounded by large trees, the small scale of shops in the downtown area, the pleasant streetscapes in the newer areas. All of these together form the fabric of the Town. For the whole to be greater than the sum of the parts, the organization of land uses as well as provisions for their development and operation must flow from an understanding of our lifestyles and aspirations.

Unlike many older towns in Nova Scotia which feature rigorous street and lot planning, Antigonish has grown in a more organic fashion. Our Main Street for example, is reputed to have started out as a trail leading from William's Point to the foot of Brown's Mountain. In the area that has been identified as "Old Town", roads, and development along them, occurred prior to any land use controls. Not surprisingly, this has resulted in an area of little consistency either of lot size or grouping. This does not diminish the importance of this area as a cultural reminder however, indeed, it defines it.

Therefore, as a means of acknowledging the unique nature and cultural importance of this area and, further, to provide a framework for appropriate development therein, it is Council's desire that this area be identified and designated as "Old Town".

### 2.1 Protect and Promote Heritage

Heritage conservation refers, generally, to specific sites with character-defining elements that, in most jurisdictions, are eligible to be "registered" as a heritage site or protected through other means. This is accomplished at the Municipal, Provincial, and Federal levels and applies to built heritage, cultural heritage, or natural heritage. At the Municipal level, the Town of Antigonish has a *Heritage Property By-law* that registers buildings with heritage value with the permission of the property owner. In addition,

the Town obtained from the Antigonish Heritage Museum an inventory of historic buildings that goes far beyond registered heritage properties and attempts a comprehensive cataloging of buildings constructed prior to World War I. Protections provided by the *Heritage Property By-law* are permitted under the *Nova Scotia Heritage Property Act*, which does not grant the Town full permission to reject the demolition of a heritage property at the request of the property owner. The Town of Antigonish also has Design Guidelines which apply to Development Agreements in the Old Town designation. The Land Use By-law stipulates minimum architectural requirements for residential properties in the Old Town designation for ensure visual compatibility of new residences with existing streetscapes.

In some cases, the value of built heritage extends to multiple buildings or a streetscape in a neighbourhood. This has been recognized by the Town of Antigonish, in the Old Town district. However, this district has not been formally protected, nor has it been characterized into neighbourhoods where different architectural features are exhibited or different eras are represented. To protect and enhance these neighbourhoods, Municipalities may create Heritage Conservation Districts (HCDs). HCDs help to protect a greater piece of a community's history and identity.

The following Policy Statements speak broadly to Council's goals for heritage recognition, promotion, protection. Specific initiatives for restoration and conversion can be found in the Residential Neighbourhoods Designations, Part 3.

**Policy Goal:** Council recognizes that built heritage, cultural heritage, and natural heritage is important to reinforcing the established identity and character of a place. Council's goal is to take measures to protect the current and future identity of existing historical neighbourhoods by aiming to make available appropriate protections and permissions during the ongoing development of the Town.

**Policy Statements:**

- UDH1** Council shall protect and promote built heritage in the Town of Antigonish through the *Heritage Property By-law* and the *Design Guidelines for the Town of Antigonish* and the Land Use By-law.
- UDH2** Council shall establish the Old Town Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM).
- UDH3** Council shall adopt the *Design Guidelines for the Town of Antigonish* as Schedule C to this strategy.
- UDH4** Council shall establish the Old Town Overlay Zone in the Land Use By-law.
- UDH5** The Land Use By-law shall stipulate minimum architectural requirements for residential properties in the Old Town designation.
- UDH6** Council shall work to raise public awareness surrounding heritage conversation through the production of educational and promotional materials.
- UDH7** Council shall undertake a review of the existing historic building inventory to determine whether catalogued buildings are intact and should be registered and that all registered heritage buildings are contained in this Inventory.
- UDH8** Council shall commission a review of the Heritage Property By-law to explore the possibility of the following:
  - Funding opportunities and financial incentives for property owners and community groups wishing to preserve heritage resources within the Town
  - Registration of heritage buildings without the permission of the landowner

- The adoption of a Heritage Strategy to guide decision-making around development applications for registered heritage buildings

**UDH9** Council shall encourage the promotion of significant heritage sites as a means to attract tourists to the Town.

**UDH10** Council may undertake a study to determine appropriate Heritage Conservation Districts (HCD) in the Town of Antigonish and pursue the creation of an HCD By-law to protect these districts, including:

- Main Street: This is the historical commercial street in Antigonish which has always housed a mix of uses, including commercial, residential, institutional, and light industrial. The street is characterized mostly by 1.5 to 3 storey buildings featuring a variety of architectural styles from the Victorian period.
- St. Mary's Street: This is a residential street developed through the late 19<sup>th</sup> and early 20<sup>th</sup> centuries featuring homes largely of the Greek Revival architectural style. The character of the neighbourhood has remained largely intact, however, some of the original architectural features of homes have been lost overtime.
- Pleasant Street: This is a residential street developed through the late 19<sup>th</sup> and early 20<sup>th</sup> centuries featuring homes of a variety of Victorian period architectural styles.
- Church Street: this is a residential street featuring some of the larger late 19<sup>th</sup> and early 20<sup>th</sup> century homes, featuring larger lot sizes.
- Any other neighbourhood or street as identified by Council.

**UDH11** Council shall review the Town of Antigonish Design Guidelines to establish neighbourhood character statements which refer to specific neighbourhoods or streets in the Old Town district and which include criteria to help users best meet standards of the *National Building Code of Canada*.

Buildings with heritage value as identified in the Historic Building Inventory (including but not limited to registered heritage buildings) require special treatment when it comes to development in the Town. While it is important that a building can be used for a use normally permitted within the zone where the property is located, the Town also recognizes that some historic buildings do not necessarily meet the needs of the existing residents of the Town. Therefore, alternative development may be considered as an incentive if it provides for the preservation of a historic building.

**Policy Goal:** Council's goal is to encourage the preservation of and restoration of heritage buildings through permitting alternative development and the re-use of buildings for a variety of purposes which are appropriate both to the building and to the neighbourhood.

**UDH12** Council shall consider by development agreement, subject to the conditions of Policy ADM16, any development or change in use otherwise permitted by the land use designation and zone for any additional building, or part of a building, on a lot on which a historic or registered heritage building is situated subject to the following considerations:

- a) That the property contains a heritage building that is either a registered heritage property or listed in the Historic Building Inventory (See Schedule B);
- b) That any heritage building covered by the agreement shall not be altered in any way that diminishes its character defining elements;
- c) That any development must maintain or enhance the integrity of any heritage property;



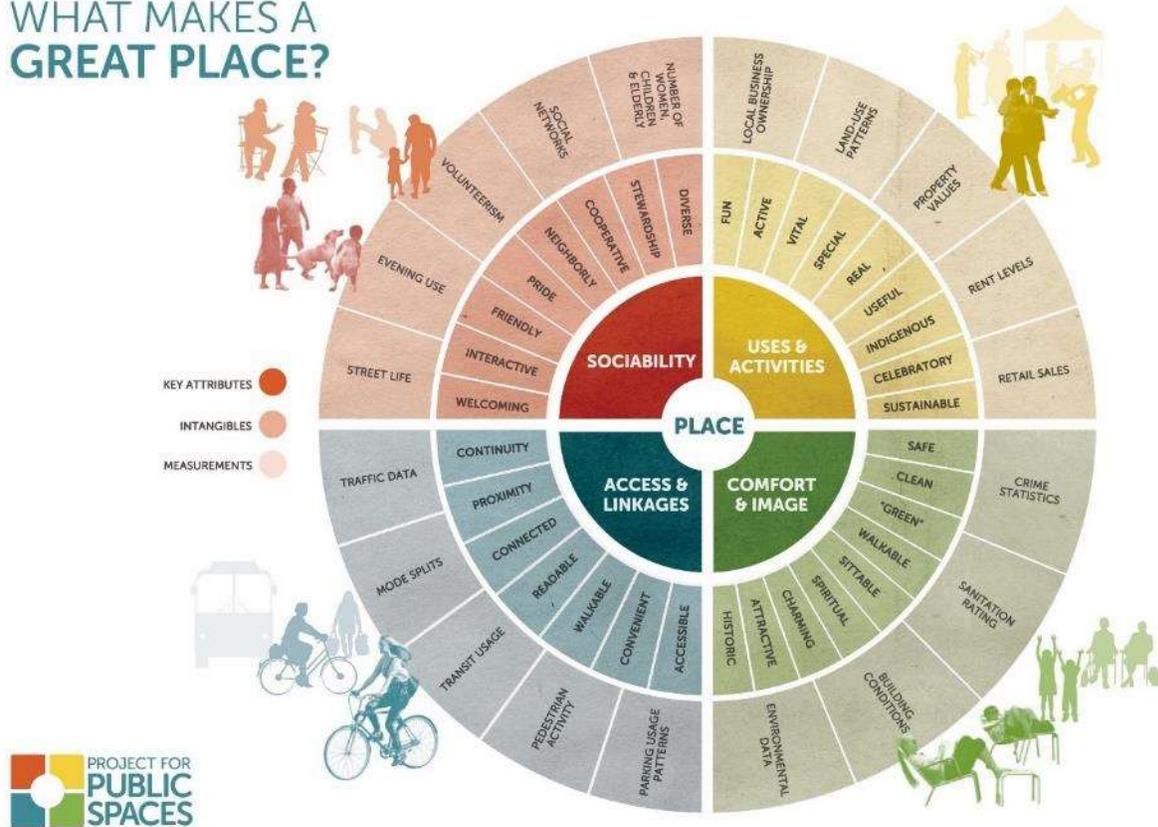
- d) That any adjacent uses, particular residential uses, are not unduly disrupted as a result of noise, hours of operation, parking requirements, and such other land use impacts as may be required as part of a development;
- e) That any development substantially complies with the policies of this plan and in particular the objectives and policies as they relate to urban design and heritage.

## **2.2 The Public Realm**

Comfortable, attractive, and accessible streets, parks, open space, and public buildings are a shared asset in Antigonish that everyone can and should enjoy. These public spaces function as meeting spots and gathering places where different people of all ages and abilities can mix cohesively. Public spaces are also important to how Antigonish presents itself to visitors, and can contribute positively to events, festivals, and other special occasions that bring together residents and visitors alike. Buildings work together to create the “walls” for the Town’s outdoor “rooms”, and it is up to the Town and our community to foster spaces that draw people in and encourage them to stay. The creation of successful public spaces is known as “placemaking,” and is generally characterized by four key attributes: Sociability, Uses & Activities, Comfort & Image, and Access & Linkages. This is further explored in Figure 1. Through public and private commitment, our public spaces become the heart of our community.

Figure 1 (Source: Project for Public Spaces)

# WHAT MAKES A GREAT PLACE?



Placemaking need not be an expensive initiative. An important objective to follow is adaptability and the principle of *Lighter, Quicker, Cheaper* (LQC) which encourages simple, short-term solutions that help to enhance a public space.

**Policy Goal:** It is Council’s goal to continue to adhere to best practice for Placemaking: the creation of and investment in indoor and outdoor public spaces that are accessible for all ages and abilities, and contribute positively to the quality of life of residents.

**Policy Statements:**

**UDH13** Council shall, in constructing or improving a public space, consider the Placemaking Guidelines in Figure 1.

**UDH14** Council may accept and consider applications by citizens and community groups to undertake Placemaking initiatives and interventions intended to add to quality of life in the public realm for short periods, at the discretion of Council.

**UDH15** Council shall continue to maintain the large mature trees in Antigonish wherever reasonably possible given that trees do not interfere with matters of safety or services.

**UDH16** Council shall promote quality architectural, landscape and urban design by:

- a) Committing the resources necessary to create and maintain high quality public buildings, structures, streetscapes, and parks that reflect the broad objectives of this Strategy;
- b) Involving the public in design and decision-making for public spaces through the use of design

competitions and advisory panels for large projects to seek diversity in design and promote public interest in public works;

- c) Ensuring that private development proposals enhance the quality of the public realm in immediately adjacent areas.

**UDH17** Council shall investigate enhancing access to public natural spaces, by improving physical and visual connections from the surrounding public spaces.

**UDH18** Council shall pursue the creation of Complete Streets, which contribute to an overall network of comfortable, safe streets, through design that:

- a) Improves the quality and convenience of active transportation options within all neighbourhoods by giving full consideration to the needs of pedestrians, cyclists, and public transit users;
- b) Provides for safe movement of goods deliveries, service vehicles, emergency vehicles, and other motorists;
- c) Provides space for other street elements, such as utilities and services, trees and landscaping, green infrastructure, snow and stormwater management, wayfinding, sidewalk cafés, and street furniture;
- d) Provides ease of access to buildings and display of civic addresses, as well as sunlight and view corridors;
- e) Serves to create a community destination and public gathering place.

**UDH19** Council shall design sidewalks that provide safe, attractive, interesting, and comfortable spaces for pedestrians by:

- a) Providing well designed and co-ordinated tree planting and landscaping in such a way that will enable the growth of trees to maturity;
- b) Providing lighting and signage on a pedestrian-scale;
- c) Providing street furnishings and decorative paving as part of street improvements.

**UDH20** Council shall provide universal physical access to publicly accessible spaces and buildings by:

- a) Creating a connected network of streets, parks, and open spaces that include sidewalks with unobstructed pathways and curb cuts at corners on all Town streets;
- b) Requiring that plans for all new buildings and additions or alterations meet the Nova Scotia Accessibility Act
- c) Renovating and retrofitting Town-owned buildings and public spaces to conform with the Nova Scotia Accessibility Act

**UDH21** Council shall continue to enhance wayfinding in the Town with consistent branding, prioritizing wayfinding for those using active transportation and access to public natural spaces and open spaces from all neighbourhoods in Town.

**UDH22** Council may consider commissioning a strategy and/or a pilot project with the objective of enhancing wayfinding to promote the use of active transportation in the Town, including such wayfinding initiatives such as ‘walk-time estimates’ throughout different neighbourhoods.

## **2.3 Built Form**

The built form of the Town of Antigonish has long been a characterizing element for residents and visitors alike. The experience of individuals in the public realm depends largely on the quality of design in the built form of adjacent buildings. Walking through the Town of Antigonish, through built form,

people can experience our history and understand what makes us unique today. Most of the Town of Antigonish is already built; thus, most of our growth will occur through infill development and through redevelopment. To ensure that built form in Antigonish continues to contribute positively to people's enjoyment of our neighbourhoods, infill and redevelopment will need to fit in by respecting and improving upon the character of the surrounding neighbourhood. This can be accomplished in a number of ways, which are explored in the Policies below.

Antigonish and its associated character has been built one building at a time, with each new building making a unique contribution. Developers and architects have a civic responsibility to create buildings that not only meet the needs of clients and customers, but also the needs of the entire Town who will experience this building from the public realm. As such, this Strategy introduces policies which can be found below, and in specific Designation sections, which promote a built form that is the physical expression of the vision, identity, and history of Antigonish. The best way to accomplish this is to ensure that building design considers how the site, the program, and the façade of the building will fit in with the existing and/or planned context of the neighbourhood.

**Policy Goal:** It is Council's goal to continue to create and invest in indoor and outdoor public spaces that are accessible for all ages and abilities, and contribute to participation in civic life and social events.

**Policy Statements:**

**UDH23** Council shall aim to locate and organize new development to complement the existing and/or planned context of the surrounding neighbourhood. Complementary development is characterized through creative interpretation of existing architectural styles and the incorporation of modern elements that help to distinguish new development from the existing neighbourhood.

**UDH24** Council shall encourage accessible building design and public spaces in residential, commercial, and mixed-use areas.

## **2.4 Public Art**

Public art, both privately and publicly owned can contribute significantly to a person's experience in the public realm. Art installations can help to create or define the character of a neighbourhood and create memorable experiences and landmarks throughout the city. The Town of Antigonish has a thriving arts community, which offers ample opportunity for building partnerships to increase high quality public art.

**Policy Statement:** It is the goal of Council to work with the arts community on a consistent basis for the increased provision of public art in the Town.

**Policy Statements:**

**UDH25** Council may work with the arts community to create an Arts Council, the responsibilities of which will include identifying and pursuing grant opportunities for the arts in the Town of Antigonish, and identifying opportunities for and implementing the increased presence of public art in the community.

**UDH26** Council shall, in the case of planning of municipal buildings, structures, or facilities, incorporate public art as an objective of planning and construction.

**UDH27** Council shall work with the arts community to source public art from within the local community and to encourage public art which is generally appealing, multi-functional, and celebrates the cultural diversity of the Town.

## C3. Residential Designations

### 3.1 Residential Neighbourhoods

The Town of Antigonish, as an urban service centre with a hospital and a university, has a variety of housing needs. It is Council's intent that the policies and provisions of the MPS and implementing By-laws are sufficiently flexible to meet changing market demands for housing. In order to meet the variety of demands, and encourage a range of housing types, Council has created a number of residential zones:

- **Residential Neighbourhood (RN-1) Zone:** will apply to the majority of the residential areas within Town and comparatively feature the lowest density of development.
- **Higher Order Residential Neighbourhood (RN-2) Zone:** to provide a variety of medium density housing alternatives for senior citizens, small families, and starter housing for newly formed households or newcomers in Town that are not ready to own.
- **Manufactured Home (MH) Zone:** will apply to existing manufactured home communities (mobile home parks) to facilitate their continued operation.

It is Council's goal that the Town of Antigonish foster and support small businesses and business incubator activities in the Town. To make this more accessible and flexible for potential business owners, and to support the local economy, small businesses will be permitted to operate from the home of the entrepreneur so long as consideration is given to the residential context.

#### Policy Statements:

##### *General development principles*

- RN1** Council shall encourage new residential development that will promote a high quality of life for the Town of Antigonish's residents and result in the creation of attractive streetscapes, vibrant public open spaces, and welcoming pedestrian environments.
- RN2** Council shall require the integration of sidewalks, walkways and bicycle parking in all multiple unit residential development projects permitted by site plan approval and development agreement, to support active transportation.
- RN3** Council shall allow a range of housing options appropriate to each neighbourhoods' form and intensity.
- RN4** The orderly arrangement of parking spaces in residential areas is of great importance to Council. Where parking requirements for a development are satisfied through provision of parking spaces on another lot, the Land Use By-law shall require that the provision of parking is registered as a burden against that property to the benefit of the property accommodating the development.

##### *Extended accessory uses*

- RN5** Council shall permit home-based business uses as well as work-live units which do not detract from the residential environment as permitted uses in the Land Use By-law in RN-1, and RN-2 Zones. These uses shall be located in the main building on the lot, limited to certain types of businesses and subject to requirements in the Land Use By-law, which may differ for home-

based businesses and work-live units.

- RN6** In order to ensure that home-based business uses and work-live units do not detract from the residential environment, Council shall include in the Land Use By-law operational regulations concerning issues such as noise generation, signage, employees, parking, scale and aesthetics. No retail business may be permitted, except where customary with an offered serviced.
- RN7** Council shall permit accessory dwelling units where accessory to a single detached dwelling or semi-detached dwelling (irrespective of whether these include home based businesses including work-live units) in the Neighbourhood (RN) Designation and Higher Order Residential Neighbourhood (HR) Designation to provide only one additional dwelling unit subject to requirements designed to maintain the appearance of a single detached dwelling; address servicing issues; and minimize the impact on adjacent land uses and the surrounding neighbourhood.

*Policy initiatives*

- RN8** Council shall consider as a future project, a new Community Standards By-law dealing with Residential Minimum Standards, Unsightly Premises, Noise and Nuisance. Council will also consider how enforcement efforts could be shared between this new By-law, and the Land Use By-law.
- RN9** Council shall adopt a Lodging Home By-Law dealing with the regulation of temporary short-term residences for students.
- RN10** Council shall consider review of the Municipal Planning Strategy and Land Use By-law if a provincial best practice on the regulation of short-term rentals is created.

### **3.2 Residential Neighbourhood (RN) Designation and Zone**

*Policy Goal: It is Council's goal, through the Residential Neighbourhood (RN) Designation, that the Town offer diverse options for its residents in form and tenure of housing. Appropriate housing should be widely available and accessible for people of all ages and abilities, and should provide residents with the opportunity to live in Complete Communities which encourage physically active lifestyles.*

**Policy Statements:**

- RN11** Council shall establish the Residential Neighbourhood (RN) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of facilitating a consistent and predictable low-density residential land use pattern for the Town.
- RN12** Council shall establish the Residential Neighbourhood (RN-1) Zone in the Land Use By-law to implement the objectives of the designation.
- RN13** Council shall permit low-density residential uses, compatible, low-impact businesses such as daycares or bed and breakfast accommodations, homes for special care as well as home occupations which do not negatively affect the reasonable enjoyment of surrounding properties in the Residential Neighbourhood (RN-1) Zone.

- RN14** Council shall permit recreational uses, parks and playgrounds in the Residential Neighbourhood (RN-1) Zone subject to the requirement of the OS zone.
- RN15** Council shall permit the following uses by site plan approval in the Residential Neighbourhood (RN-1) Zone:
- a) Accessory dwelling units
  - b) Dwelling, Triplex or Fourplex
  - c) Work-Live Units
  - d) Religious Institutions
  - e) Schools
- RN16** Council may consider the following uses by development agreement, subject to the provisions of Policies RN30 and ADM16 in the Residential Neighbourhood (RN-1) Zone:
- a) Multi-Unit Dwellings (up to 6 units)
  - b) Townhouses (up to 4 units), Urban Cottage Developments, or Carriage Court Developments provided the requirements of the RN-2 Zone are met and deviations therefrom – if any – are clearly justified and compensated by over-fulfilling other criteria.

### **3.3 Higher Order Residential Neighbourhood (HR) Designation and Zone**

**Policy Goal:** It is Council's goal, through the Higher Order Residential Neighbourhood (HR) Designation and Zone, that development opportunities exist in the Town to provide a variety of medium density housing alternatives for senior citizens, small families, and starter housing for newly formed households or newcomers in Town that are not ready to own.

#### **Policy Statements:**

- RN17** Council shall establish the Higher Order Residential Neighbourhood (HR) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of designating and facilitating areas for a range of growth options.
- RN18** Within the Higher Order Residential Neighbourhood (HR) Designation, it is the intention of Council to enable a range of infill, multiple-unit, and ground-oriented housing forms. For this purpose, Council shall establish the Higher Order Residential Neighbourhood (RN-2) Zone in the Land Use By-law.
- RN19** Council shall permit residential uses up to four dwelling units, compatible, low-impact businesses such as daycares or bed and breakfast accommodations, homes for special care as well as home occupations which do not negatively affect the reasonable enjoyment of surrounding properties in the Higher Order Residential Neighbourhood (RN-2) Zone.
- RN20** Council shall permit recreational uses, parks and playgrounds in the Residential Neighbourhood (RN-2) Zone subject to the requirement of the OS zone.
- RN21** Council shall consider the following uses by site plan approval in the Higher Order Residential Neighbourhood (RN-2) Zone:
- a) Accessory dwelling units
  - b) Carriage Court Developments

- c) Urban Cottage Developments
- d) Dwelling, Multi-Unit (up to 6 Units)
- e) Townhouse Dwellings (up to 6 Units)
- f) Work-Live Units
- g) Religious Institutions
- h) Schools

**RN22** Council shall consider the following uses by development agreement, subject to the provisions of Policies RN30 and ADM16 in the Higher Order Residential Neighbourhood (RN-2) Zone:

- a) Multi-Unit Dwellings (over 6 units)
- b) Stacked Townhouse Dwellings (up to 4 attached dwellings)

**RN23** Council shall consider, by development agreement, the development of professional and office uses, and convenience stores in the RN-2 Zone, pursuant to the following requirements and the requirements under Policy ADM16:

- a) That the commercial use is located either:
  - i. Facing the street on the ground floor within a building containing a permitted residential use in the RN-2 Zone; or
  - ii. in a fully commercial main building not exceeding 2 storeys;
- b) That the use does not exceed a gross floor area of 120 m<sup>2</sup>.

### 3.4 Manufactured Home (MH) Designation and Zone

*Policy Goal: It is Council's goal, through the Manufactured Home (MH) Designation and Zone, to provide for the continued operation of existing manufactured home communities within the Town of Antigonish.*

#### **Policy Statements:**

**RN24** Council shall establish the Manufactured Home (MH) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of designating and facilitating the continued operation of existing manufactured home communities in the Town.

**RN25** Council shall establish the the Manufactured Home (MH) Zone to provide for the orderly administration of this designation.

**RN26** Council shall ensure that any new mobile homes are within the Manufactured Home Designation.

**RN27** Council shall review and update the Town's Mobile Home Park By-law. Council intends to improve the maintenance of the existing manufactured home communities through the enforcement of said By-law, and any other additional projects that may be recommended as part of said review.



- RN28** Council shall permit land uses through the Manufactured Home (MH) Zone which are compatible with the existing manufactured homes of various forms in the Zone.
- RN29** Council may consider the following uses by development agreement, subject to the requirements of Policy ADM16 in the Manufactured Home (MH) Zone:
- a) Manufactured Home community or expansion of Manufactured Home community

### 3.5 Larger-scale Residential Developments

- RN30** When considering any residential development subject to this Policy, Council shall have regard to the following matters:
- a) Impervious surfaces (excluding landscaped roofs) shall not cover more than 50% of the lot
  - b) Where the development is to be located within the area designated as “Old Town”, Council will consider the architecture of any buildings on or in the immediate vicinity of the site as well as the “*Design Guidelines for the Town of Antigonish*”.
  - c) No new development shall be positioned to the fore of an existing structure which is considered by Council to be historically or architecturally important;
  - d) No facade shall be unrelieved for a distance that is harmful to the building’s aesthetics;
  - e) A detailed landscape plan shall be prepared, including a buffer around all parking areas, service facilities and along lot-lines of neighbouring properties;
  - f) All healthy mature trees on the site, with a caliper of 70mm or greater shall be catalogued and every attempt shall be made to retain them.
  - g) Amenity areas are provided for residents shall generally follow the standard of the zone. Deviations therefrom shall be well justified.

### 3.6 Infill Lot Developments

Acknowledging the desirability of further development in the core, which significant parts are made up of the Old Town, it is recognized that ‘small’ lots have historically characterized this area and should be permitted under certain circumstances. In general, it is the Town’s desire to permit new development based on the context of the area. In this way, streetscape integrity is maintained while new development opportunities are made available.

The logic of ‘permitting existing lot patterns’ can be extended to Manufactured Home Communities within Town boundaries, which shall equally be considered for subdivision into small lots by development agreement.

#### **Policy Statements:**

- RN31** Council shall consider, by development agreement, the subdivision of infill lots which do not meet minimum lot requirements of their zone, pursuant to the following requirements and the requirements under Policy ADM16:
- a) the proposed lots will be situated in the ‘Old Town’ or ‘Manufactured Homes’ designations;
  - b) the proposed lots are tied to a proposed land use and building design;
  - c) special infill lot requirements of the Land Use By-law are met;
  - d) the proposed developments align with existing active transportation networks

- e) that the parcel consists of no less than 250 m<sup>2</sup>;
- f) that parcels are in full compliance with all requirements of the subdivision by-law;
- g) that buildings do not exceed three storeys; and
- h) that lot areas and frontage shall depend upon the design of the development but shall not be less than the following to meet the lot area and frontage requirements of the subdivision by-law:
  - i. detached dwellings: 6 m frontage, 250 m<sup>2</sup> lot area per unit;
  - ii. duplex, triplex, and work-live unit: 8 m frontage, 300 m<sup>2</sup> area per building;
  - iii. townhouses: 4 m frontage per unit, 100 m<sup>2</sup> lot area per unit.

## C4. Mixed Use Designations

Antigonish is lucky to still have a vibrant and functional commercial main street where businesses and public uses co-exist to create a welcoming environment. The downtown commercial area contains a variety of retail uses, professional and service offices, as well as some institutional uses. Many of the older retail buildings have residential uses on their second storey.

This plan identifies Main Street as an important location to accommodate growth, because it is close to services and other amenities and eliminates the need for frequent car usage. However, this will need to be balanced with the retention of historical built character on the street. There are also opportunities for streetscaping improvements, such as more lighting and traffic calming measures, to create a safer, more user-friendly experience on Main Street.

James Street formerly functioned as a gateway to downtown Antigonish. However, when the twinning of the Trans Canada Highway created a bypass around Antigonish in 2012, the old James Street exit was severed from the long-distance route. James Street still houses several 'highway commercial' style businesses, but these type of land uses have been restricted in their ability to grow since the highway relocation. The area is therefore in need of transformation. With its prime location in close proximity to the university, this area is envisioned as an ideal location for mixed-use (both commercial and residential) development that will contribute to achieve the housing goals of the strategy.

### 4.1 Mixed Use (MU) Designation

*Policy Goal: It is Council's goal, through the Mixed Use (MU) Designation, to foster a mixed-use development pattern in central areas of the community for the purpose of providing a diversity of housing options integrated with the services and amenities provided by compatible commercial development. Form-based zoning requirements will be used in the Land Use By-law to ensure the consistency of building and site development standards.*

#### **Policy Statements:**

**MU1** Council shall establish the Mixed Use (MU) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of facilitating predictable commercial development areas for the community of Antigonish. It is the intent that this designation will supply land for commercial uses which are compatible with a residential environment that encourages pedestrian activity.

- MU2** Within the Mixed Use (MU) Designation, Council shall establish the following zones:
- a) Downtown Mixed Use (MU-1) Zone
  - b) James Street Mixed Use (MU-2) Zone
  - c) Mixed Use Centre (MC) Zone
- MU3** Within the Mixed Use (MU) Designation, Council may maintain a harmonious urban character, and streetscape in the MC, MU-1, and MU-2 Zones through requirements regarding the placement of buildings on a lot, design requirements for the shapes, dimensions and external appearances of buildings, including design details regarding windows and entrances.
- MU4** Council shall adopt architectural and site design standards, for new buildings and alterations and additions to existing buildings within the MC, MU-1, and MU-2 Zones in the Land Use By-law. Requirements will address building form, articulation requirements for long buildings, roofs, siding & windows, screening, access and pedestrian comfort. These Form-Based zoning requirements are to ensure the consistency of building, site and signage standards within a zone.
- MU5** Council shall not set any minimum parking space requirements for developments in any Mixed Use zone.
- MU6** Council shall require through the Land Use By-law commercial façades on the ground floor in MU-1 and MU-2 zones.
- MU7** In order to further facilitate the mixing of uses, Council shall permit home-based business uses for certain business categories without floor area restrictions but subject to requirements that ensure that these uses do not detract from the character of the dwelling units.
- MU8** Within the Mixed Use Designation, Council may consider the following by development agreement, subject to Policy ADM16 and conformity with the *“Design Guidelines for the Town of Antigonish”*:
- a) Gambling Industries Uses
  - b) Proposed developments which are permitted in the zone but do not meet the requirements of the Land Use By-law for any reason and require the flexibility of the development agreement process.

## **4.2 Downtown Mixed Use (MU-1) Zone**

*Policy Goal: It is Council’s goal, through the Mixed Use (MU) Designation, to foster a mixed use development pattern in central areas of the community for the purpose of providing a diversity of housing options integrated with the services and amenities provided by compatible commercial development.*

### **Policy Statements:**

- MU9** Council shall protect and improve the attractiveness and vitality of the traditional downtown shopping area by encouraging development which serves a regional function and which benefits from pedestrian activity.

- MU10** Council shall encourage the maintenance and further development of the downtown's attractive appearance through:
- a) Maintaining existing public buildings and open space in the area;
  - b) Investigating the possibilities of providing amenities in the area such as benches, planters, pocket green areas and other appropriate street enhancements;
  - c) Encouraging actions aimed at enhancing private storefront appearances;
  - d) Prohibiting parking in the front yard of buildings.
- MU11** Council shall permit a series of compatible residential and commercial land uses through the Downtown Mixed Use (MU-1) Zone, which aim to foster a dense, walkable, vibrant Main Street.
- MU12** Council shall consider the following uses by site plan approval in the Downtown Mixed Use (MU-1) Zone:
- a) Accommodations, General
  - b) Brewery, Distillery & Winery
  - c) Cinema
  - d) Daycare, General
  - e) Dwelling, Multi-Unit
  - f) Educational Services
  - g) Farm Market
  - h) Funeral Services
  - i) Government Offices & Facilities
  - j) Group Homes
  - k) Special Care (Nursing Home)
  - l) Work-Live Units

### **4.3 James Street Mixed Use (MU-2) Zone**

*Policy Goal: It is Council's goal, through the James Street Mixed Use (MU-2) Zone, to foster the redevelopment of the James Street area towards a mixed use neighbourhood for the purpose of providing a diversity of housing options integrated with the services and amenities provided by compatible commercial development. While an individual building is not required to be mixed use in this zone, developments which are mixed use will be permitted to have additional development potential compared to single-use buildings.*

#### **Policy Statements:**

- MU13** It is the intention of Council to establish the James Street Area as a mixed-use development district that benefits and encourages pedestrian activity.
- MU14** Council shall permit a series of commercial and residential uses on in the James Street Mixed Use (MU-2) Zone, with the objective of transitioning the street from a primarily vehicle-oriented, commercial centre to a mixed use area which features vibrancy and walkability throughout the neighbourhood.
- MU15** Council shall consider the following uses by site plan approval in the James Street Mixed Use (MU-2) Zone:
- a) Accommodations, General

- b) Brewery, Distillery & Winery
- c) Cinema
- d) Daycare, General
- e) Dwelling, Multi-Unit
- f) Educational Services
- g) Farm Market
- h) Funeral Services
- i) Government Offices & Facilities
- j) Group Homes
- k) Work-Live Unit
- l) Special Care (Nursing Home)

#### 4.4 Mixed Use Centre (MC) Zone

**Policy Goal:** It is Council's goal to foster a mixed use development pattern along major roads in the community for the purpose of providing a diversity of housing options integrated with the services and amenities provided by compatible commercial development. While an individual building is not required to be mixed use in this zone, developments which are mixed use will be permitted to have additional development potential compared to single-use buildings.

##### **Policy Statements:**

**MU16** Council shall permit a series of residential and commercial land uses through the Mixed Use Centre (MC) Zone, with the objective of offering pockets of commercial amenities and greater residential densities in node locations which are nearby key destinations in the Town.

**MU17** Council shall consider the following uses by site plan approval in the Mixed Use Centre (MC) Zone:

- a) Brewery, Distillery & Winery
- b) Dwelling, Multi-Unit
- c) Dwelling, Townhouse
- d) Educational Services
- e) Farm Market
- f) Funeral Services
- g) Government Offices & Facilities
- h) Health Care Services
- i) Group Homes
- j) Restaurant, Full & Limited Service
- k) Special Care (Nursing Home)

**MU18** In the Mixed Use Centre (MC) Zone, Council may consider the following uses by development agreement, subject to Policy ADM16 and conformity with the *"Design Guidelines for the Town of Antigonish"*:

- a) Accommodations, General

**MU19** Council may consider the Carriage Court Developments and Urban Cottage Developments in the Mixed Use Centre (MC) Zone by development agreement, subject to the following:

- a) the standards of the RN-2 Zone are met and deviations therefrom – if any – are clearly justified and compensated by over-fulfilling other criteria
- b) Policy ADM16

#### **4.5 Comprehensive Development District (CDD) Designation and Zone**

Policy Goal: Council's goal in establishing a CDD district is to establish an avenue for the consideration of relatively large-scale mixed use and phased development proposals using the Comprehensive Development District tool. These developments should create a development conducive to active transportation through human-scaled developments designed to create visual interest at street level. Developments are also permitted and encouraged to use creativity through alternate roadway standards and development principles.

##### **Policy Statements:**

- MU20** Council shall establish the Comprehensive Development District (CDD) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of considering relatively large-scale mixed use and phased development proposals using the Comprehensive Development District tool.
- MU21** Within the Comprehensive Development District (CDD) Designation, it is the intention of Council that these newly planned districts shall facilitate a wide variety of housing options, building types and local commercial services targeting the neighbourhood's residents. Through the Land Use By-law, the Comprehensive Development District (CDD) Zone shall be established to ensure the orderly administration of this designation.
- MU22** Council shall consider before entering into a development agreement for a CDD, subject to Policy MU23, if the proposal is appropriate in terms of:
- a) The financial capability of the Municipality to absorb any costs relating to the development.
  - b) The adequacy of any proposed, expanded, or improved Municipally approved central water, wastewater and storm water systems to support the CDD.
  - c) The adequacy of existing and proposed active transportation and automobile distribution networks within and adjacent to the CDD, including the manner in which proposed roadways within the development are linked with streets of adjacent developments to provide for a cohesive, grid-like network of local and collector streets.
  - d) The adequacy of school, recreation, and community facilities to accommodate development.
  - e) The potential for the development to landlock or reduce subdivision potential of adjacent parcels.
  - f) The extent to which the proposed phased development provides for efficient pedestrian movement into, out of, and within the development, especially between commercial and residential neighbourhoods.
  - g) The extent to which, where applicable, proposed pedestrian routes link up with existing sidewalks, active transportation routes and walking trails on abutting lands to provide for a cohesive network of same.
  - h) Surface area of park land, which is to be transferred to the municipality after subdivision of the CDD (minimum 10%)

- MU23** Council shall require that the development of any Comprehensive Development District (CDD) only be considered through development agreements which shall specify:
- a) The type of land use zoning classification(s) proposed and locations of development(s) within the CDD site.
  - b) That only land uses permitted in Mixed Use Designations shall be part of the proposal.
  - c) The general phasing of the development relative to the distribution of the specific land uses within all or a portion of the CDD site.
  - d) The distribution and function of proposed community facilities, amenity space, playgrounds, and public land uses.
  - e) Architectural controls, site controls, and stormwater controls which create relative comfort and design of streets and buildings promoting a development conducive to active transportation, human-scaled developments, visual variety and interest for active transportation users.
  - f) Matters regarding subdivision of lands within the CDD including the quality, quantity and placement of proposed open space.
  - g) For residential, community, and business uses, matters addressing maintenance of the development(s) and hours of operation when appropriate;
  - h) If parts of the CDD are located in any floodplain, the applicable sections of the Land Use By-law and/or this strategy shall be satisfied;
  - i) If parts of the CDD are located in a zone protecting municipal drinking water well heads, the proposal shall credibly demonstrate that no adverse effects on the drinking water supply can occur through the development;
  - j) Any other matter relating to the development's impact upon uses within the CDD, uses adjacent to the CDD, and uses within the general community, based upon the intent of this strategy.
  - k) Matters identified as: unsubstantial; uses not requiring a development permit, and; the basis for discharging the agreement upon completion of the development or phases of the development.

## C5. Commercial Designations

For the purposes of this document, commercial designations refer to areas of the Town where a mixed-use format is not immediately envisioned, but will be encouraged as major redevelopment opportunities arise. In Antigonish, this setting related to two major areas:

- The area surrounding the railway crossing over Main Street/Bay Street and further continuing along the municipal sewer treatment plant
- The area surrounding the College Street bridge over the Wrights River

Due to the rail line paralleling the Wrights River, the Town's industrial areas are located in some of the most scenic and environmentally sensitive land within the municipality. Adam Street, which remains our most heavily used Light Industrial area, is the access to the Antigonish Landing and waterside estuary trail – significant open space and environmental amenities. Our industrial areas are located adjacent to residential neighbourhoods and within short walks to downtown, creating the potential for land use conflicts if proper planning controls are not in place.

Industrial or Light Industrial Uses have the potential to place significant demands on Town infrastructure in terms of water consumption, electrical use, chemical loads on the sewer treatment plant and heavy trucking on Town streets. These impacts will be considered in developing the list of allowable uses and in considerations for development agreements.

## 5.1 Commercial (C) Designation

**Policy Goal:** It is Council's goal, through the Commercial (C) Designation, to protect employment lands in the Town while transitioning commercial development towards a walkable format.

### Policy Statements:

- C1** Council shall establish the Commercial (C) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), to facilitate predictable commercial development areas for the community of Antigonish. It intended that this zone will supply land for commercial uses which may be incompatible with mixed use development.
- C2** Within the Commercial (C) Designation as indicated on the on the Generalized Future Land Use Map (Schedule A), Council shall establish the Industrial Commercial (C-1) Zone for the purpose of the orderly administration of the Commercial Designation.

## 5.2 Industrial Commercial (C-1) Zone

- C3** Council shall permit in the Industrial Commercial (C-1) Zone a range of Commercial and light industrial uses that are limited in their impact on surrounding quality of life, including small scale processing and fabrication operations, greenhouses, retail with outdoor display/storage areas, automotive businesses and similar uses.
- C4** Council shall consider the following uses by site plan approval in the Industrial Commercial (C-1) Zone:
  - a) Animal Hospital & Veterinary Offices
  - b) Commercial Vehicle Parking Lots
  - c) Equipment and Machinery Parks
  - d) Restaurant, Drive-Thru
  - e) Warehousing Operations
- C5** Council may consider the following uses by development agreement, subject to Policy ADM16 in the Industrial Commercial (C-1) Zone:
  - a) Waste Management Services
  - b) Kennels, subject to site consideration based on the potential for nuisance impacts.

## C6. Parks, Open Space, and Public Facilities

Throughout our history, the Town of Antigonish has developed a strong sense of place that has been keenly informed by our public places, recreation amenities, and parks. These places are the hearts of Antigonish where residents connect with nature, our social fabric is woven, relationships are built, and



our community builds and fosters our uniqueness. These places provide space for socialization and physical activity, and welcome people of all ages and abilities to participate in civic life.

The location of these public places and amenities is a key element in fostering healthy lifestyles and encouraging social engagement. They should be linked accessibly to our residential neighbourhoods, easy to reach using active transportation, and located throughout our Town to offer opportunities for active living in everyone's neighbourhood.

Linkages, although rare in Antigonish, can be an important element of a Town's recreation system. They can provide a series of bikeways, paths and trails which interconnect various other elements of the system including schools, parks and shopping areas. Linkages can provide safe and convenient access to recreation areas for people using active transportation.

As it sits, there are many unrealized opportunities to provide residents of Antigonish with access to natural spaces and features within minutes of their doorsteps. The harnessing of these assets, and their thoughtful and purposeful introduction into the parks and open space network, is an initiative that benefits not only the mental, physical, and social wellbeing of our residents, but also draws visitors and bolsters the economy of our Town.

Meanwhile, demographics and needs in the Town of Antigonish are changing. There is an increasing need for Age-Friendly Parks, Open Spaces, and Public Facilities. Age-Friendly parks planning considered such questions as:

- Who will be using this space? Should it be geared towards youth? Seniors? All ages?
- Are we creating opportunities in our parks for active recreation through the provision of such things as trek fit machines, walking circuits, lawn bowling, and others?
- Is there sufficient seating such that any person using the park, no matter their age or ability, would feel comfortable?
- Are there public washrooms? Do these washrooms accommodate wheelchairs? Do these washrooms have change tables for infants?
- Are surfaces flat and easily navigable for all ages abilities? Are access areas to seating flat and easily navigable?
- Is lighting frequent enough to provide a feeling of safety at night?

Each of these questions, and many others, play a role on fostering parks and public spaces which are comfortable for users of all ages and abilities. A good rule for parks planning is that if the needs of our most vulnerable populations, like seniors, young children, women, and people with disabilities of all sorts, are being met, then the experience in that park or public facility is improved for *all* users.

The Town of Antigonish enjoys a large amount of open space with both active and passive recreational opportunities. Although much of this area is privately owned, it is held under long term lease by the Town. It is the responsibility of the Recreation Department to maintain all open space under the Town's control. The Strategy has established a hierarchy of open space areas that will enable facilities to be developed to make the most efficient use of the resource. Existing areas will be monitored with respect to age characteristics in each neighbourhood to ensure they are meeting the required needs.

## 6.1 Community Use (CU) Designation

Policy Goal: It is Council's goal to address long-term community needs for access to open space, recreational opportunities and civic buildings for the purpose of providing residents with amenities essential to their social wellbeing and physical health.

### **Policy Statements:**

- CU1** Council shall establish the Community Use (CU) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of identifying current and future open space and public facilities as part of the Town's long-term vision and management for open space.
- CU2** Within the Community Use (CU) Designation it is the intention of Council that the permitted uses shall provide the Town of Antigonish with current and future public services and facilities, open spaces, and other recreational resources that are essential to education, culture, recreation and the social fabric of our community. Through the Land Use By-law, the following zones shall be provided to ensure the orderly administration of this designation:
- a) Institutional (I) Zone
  - b) Open Space (OS) Zone

## 6.2 Institutional and Open Space Zones

- CU3** Council shall permit the following land uses through the Institutional (I) Zone, including but not limited to:
- a) Cultural Institutions
  - b) Religious Institutions
  - c) Recreational facilities
  - d) Educational Services
  - e) Emergency Services
  - f) Health Services
  - g) Office Spaces
  - h) Cemeteries
  - i) Monuments
  - j) Municipal Infrastructure
  - k) Not-for-profit retailers
- CU4** Council shall consider the following uses by site plan approval in the Institutional (I) Zone:
- a) Special Care (Nursing Home, Residential Care Facility)
  - b) Private parks
- CU5** Council may consider the following uses by development agreement, subject to Policy ADM16, in the Institutional (I) Zone:
- a) Any use permitted in the Mixed Use Designation, if owned and operated by a non-profit or not-for-profit organization, and subject to meeting the requirements for parking in Community Use Zones.

- CU6** Council shall permit the following land uses through the Open Space (OS) Zone, including but not limited to:
- a) Community Centres
  - b) Recreation Facilities
  - c) Public and Private Park Uses
  - d) Open Space and Trail Uses
  - e) Cemeteries
  - f) Municipal Infrastructure
- CU7** Council may consider the following uses by development agreement, subject to Policy ADM16, in the Open Space (OS) Zone:
- a) Restaurant, Full and Limited Service, where offered as complementary to an institutional or open space use.

### **6.3 University (UI) Designation and Zone Provisions**

*Policy Goal: It is Council's goal to address long-term needs of St. Francis Xavier University through providing development flexibility through the University (UI) Designation and Zone.*

#### **Policy Statements:**

- CU8** Council shall establish the University (UI) Designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of identifying current and future facilities associated with St. Francis Xavier University.
- CU9** Within the University (UI) Designation, it is the intention of Council that the permitted uses shall provide St. Francis Xavier University with current and future facilities, open spaces, and other educational and recreational resources that are essential to the success and operation of St. Francis Xavier University. Through the Land Use By-law, the University Institutional (UI) Zone shall be established to ensure the orderly administration of this designation.
- CU10** Council shall permit the following land uses through the University Institutional (UI) Zone, including but not limited to:
- a) University Associated Structures and Uses, including student housing
  - b) Libraries
  - c) Cultural Institutions
  - d) Religious Institutions
  - e) Recreational facilities
  - f) Office Spaces
  - g) Health Care Services
  - h) Restaurants (including full service), cafes and similar businesses
  - i) Parks
  - j) Not-for-profit retailers

The provision of parking is a problematic and double-edged subject in the Town of Antigonish. On the one hand, Council strives to achieve a compact urban design of Mixed Use areas such as Downtown and James Street. Part and parcel of this strategy is to reduce parking areas in these hubs to prioritize pedestrians and vibrant main streets. Council wishes to create an environment where residents of the Town of Antigonish use active transportation as the preferred mode of travel. On the other hand, some parking areas are still required in proximity to businesses to accommodate the needs of commuters from the County and visitors from out of Town. In order to succeed with the incremental transition to walkable town centres, it is paramount that these limited public and private parking spaces in central locations are not filled by students attending classes or used as long-term parking solutions.

The university campus is in close proximity to the Town's main shopping areas. Once the Chapel Square parking lot will be – as planned by the university – closed and converted to a campus quad, many buildings on the old campus will be situated closer to municipal parking lots than to their counterparts on-campus. Campus parking spots are not necessarily in convenient locations for classes and therefore enjoy limited popularity among students. Spill-over of student parking into municipal and business lots is therefore a key concern of Council.

Council realizes the value of the St. Francis Xavier University for the Town of Antigonish and is determined to be as flexible and accommodating as possible to the university's needs. In situations when the parking provisions of the Land Use By-law may be too rigid for the university's purposes, Council will consider applications for development agreements subject to the following:

**CU11** Council may consider development proposals within the University Institutional (UI) Zone, that comply with all requirements of the Land Use By-law except for parking requirements, by development agreement, if the University can credibly demonstrate that sufficient parking space is available on-campus and that spill-over effects of student parking in mixed-use areas of the Town are unlikely to result from the proposed development.

Council recognizes that the needs of a modern university campus may necessitate the development of land uses which are not an integral part of the University Institutional (UI) Zone. For added flexibility, development by development agreements may be considered subject to the following:

**CU12** Council may consider such land uses not permitted in the University Institutional (UI) Zone, but permitted in the Mixed Use Designation, by development agreement in the University Institutional (UI) Zone, subject to Policy ADM16 and subject to meeting the requirements for parking in Community Use Zones.

## **6.4 Creating and Maintaining Active Living**

**Policy Goal:** Council recognizes that active living helps to improve the mental, physical, and social wellbeing of our residents. It is Council's goal to continue to create and to maintain active living, and opportunities to enhance people's ability to live actively, in the Town of Antigonish.

### **Policy Statements:**

**CU13** Council shall support implementation initiatives of the Active Living Strategy to enhance the physical wellbeing of residents of the Town of Antigonish.

- CU14** Council shall consider the principles of active living and seek development which promotes and enhances active living.
- CU15** Council shall ensure that all parks, open spaces, and playgrounds are in conformity with the standards of the Nova Scotia Accessibility Act.
- CU16** Council shall continue to promote and assist groups in their efforts in obtaining national and international sporting and active living events which will be of an overall benefit to the Town.

## **6.5 Park and Trail Development**

**Policy Goal:** Council recognizes that Parks need to be maintained and changed throughout time to meet the needs of changing demographics. Likewise, Council recognizes that some neighbourhoods in Antigonish could benefit from better access to parks and open space. It is the goal of Council that existing parks be maintained with cognizance of changing demographics and that the development of new parks is considered as need dictates and land becomes available.

### **Policy Statements:**

- CU17** Council shall continue to develop and maintain parks and open space on a year-round basis to foster a functional hierarchy for open space for active recreational areas. Table 1: Guidelines for the Development of an Open Space Hierarchy, shall be used as guidelines for the acquisition and development of open space areas and distribution of recreational facilities.
- CU18** Council shall update Table 1 to better meet the needs of the Town’s growing population and changing demographics. Updates shall include, but not be limited to:
  - a) An emphasis on providing Age-Friendly parks and open space access in all neighbourhoods based on the guidance of the World Health Organization’s *Global Age Friendly Cities: A Guide* as updated over time
  - b) Opportunities for recreation in the existing floodplains, as identified in Schedule A, and promoting flood resilient parks planning
  - c) The investigation of creating of a fenced-in dog park for the use of residents and their pets in floodplain lands identified behind Columbus Field as PID: 01265321.
  - d) The creation of a flood-resilient multi-use trail along the portion of Brierly Brook that runs between Braemore Avenue and Church Street, or portions thereof.
  - e) Encouraging the continued development of the Regional High School ground as a Regional Park and recreational facility.
  - f) Encouraging the development of Columbus Field as a Major Park.
- CU19** Council shall consider the acquisition of lands for open space purposes where the Town has identified a need for neighbourhood or community-based parklands, or lands supporting trails development.
- CU20** Council shall, when regular or necessary maintenance is done in a park or public facility, to take into account and implement, where possible, the principles of Age-Friendly parks planning.
- CU21** Council shall adopt the manual “*Development of Recreation Trails in Nova Scotia*”, as the standard in the Town of Antigonish for trail development.
- CU22** Council shall continue to encourage the protection of ecological integrity in parks and open spaces through sensitive development and maintenance.

Table 1: Guidelines for the Development of an Open Space Hierarchy

Service Area	Service Radius	Size
<p><b>Play Lot</b> Should be developed in residential areas that are more than 0.5 km from a neighbourhood park or major park. Private developers of mobile home parks should develop such areas.</p>	0.8 km	Minimum – 350 m <sup>2</sup>
<p><b>Neighbourhood Park</b> Serves the specific interest of those within walking distance. Facilities may include softball diamond, a junior soccer field, fitness trail, tot lot, a passive area with seating.</p>	3 km	Minimum 2.5 acres
<p><b>Major Park</b> Columbus Field - Wall Property has been designated as a major park even though it provides specialized facilities for the Highland Games and other higher order facilities which might otherwise be located in a centre.</p>	20 km	20 acres
<p><b>Regional Park</b> Major facilities at the Regional High School should be Oriented to competitive and spectator sports requiring major recreational facilities. Good vehicular access and parking should be ensured for major and Regional Parks.</p>	96 km	15 to 30 acres depending on function
<p><b>Specialized Park Areas</b> The nature of these areas depends on the facilities which are located within them, i.e. arena, major ball fields and community centres.</p>	Depends on facility or function	
<p><b>Passive Park Areas</b> Should be developed to provide passive open space and walkways in scenic natural areas and between areas of high pedestrian activity.</p>	0.8 km	Minimum 800 m <sup>2</sup>

## 6.6 Antigonish Landing

**Policy Goal:** Antigonish Landing, while located primarily in Antigonish County, is favoured by Town residents for many recreational uses. It is Council’s goal that the designated wildlife management area at the east end of the Town of Antigonish, known as Antigonish Landing, be recognized as an important asset for residents of Town.

### Policy Statements:

**CU23** It is the intention of Council to promote and participate in the enhancement of the Antigonish Landing as a recreational resource where possible and reasonable.

## 6.7 Subdivision Open Space Dedication

**Policy Goal:** Council's goal is to ensure that lands transferred to the Town through the open space dedication process of Subdivision, are used to help meet the community's broader recreational needs and enhance the quality of and character of our community.

### Policy Statements:

- CU24** Council shall review the Subdivision By-law within two years to include requirements for open space and parkland creation as follows:
- a) By adding a requirement for a percentage of useable land area subdivided in the final plan of subdivision, excluding streets, roads, and residual land;
  - b) By adding a cash-in-lieu provision to be used for the creation of parks or open space at the discretion of the Town; or
  - c) A combination of land which fulfills the useable land definition in the Subdivision By-law and cash-in-lieu of land of equivalent value.
- CU25** Council shall ensure that, in land conveyed to the Town through Subdivision Open Space Dedication, accessible pedestrian access which meets the standards of the Nova Scotia Accessibility Act is facilitated.

## C7. Environment and Sustainability

The Town of Antigonish is located amidst a diverse natural environment which has shaped growth and development in our Town since its inception. While access to beautiful natural spaces provides our community with cultural and economic benefits, it is also our community's responsibility to be stewards of the environment to ensure their sustainability and the continuation of the numerous ecosystem services they offer. The location of Antigonish at the confluence of the Wright's and West rivers, Brierly Brook and at the mouth of Antigonish Harbour has contributed to cultural heritage in Antigonish, and yet is one of the greatest risks to our community due to flooding. This tension between the built environment and the environmental risks is a constant presence in Antigonish, and it is important that the entire community works together to protect our assets and protect our environment.

Some initiatives, like guiding what uses should occur on floodplains and retaining mature trees and vegetation, are the responsibility of the Town. Other initiatives can benefit significantly by each property in our Town doing their part to reduce impervious surfaces, collect stormwater, prevent stormwater runoff pollution, and many other initiatives that contribute to the overall safety of our Town.

Likewise, while we aim to protect our Town from hazards of the natural environment, we also recognize that Climate Change poses a real and ongoing threat to Antigonish, and indeed, all of Nova Scotia. As a Town, we feel that we can play a role in the global effort to fight Climate Change. Our Town has been ambitious with energy initiatives, and through policies of this Strategy, will continue on this path. Likewise, other policies of this Strategy aim to reduce the Town's overall impact on Climate Change, by encouraging more trips using active transportation, by promoting denser land uses, by promoting sustainable design practices, and through countless other initiatives.

Policies and objectives contained in this Part are aimed, at protecting our Town from hazards of our natural environment, but also at protecting our natural environment so that it remains intact for the enjoyment and safety of generations to come.

## 7.1 Environmental Sustainability

Environmental sustainability goes far beyond what is considered ‘green,’ though many initiatives of the Town and of groups and businesses in our community have taken significant and laudable steps to become green. Environmental sustainability speaks to how people *live*, in our community; whether our everyday lives contribute positively or negatively to whether our Town, and indeed our earth, will be inhabitable for generations to come. Pursuing environmental sustainability has been a driving force for much of the Town’s decision making in recent decades, and will continue to guide decision-making with an emphasis on the connection between a healthy economy, social well-being, and the environment.

**Policy Goal:** It is Council’s goal that the Town of Antigonish contribute positively to environmental sustainability, of our Town, our Region, and our Province through various broad or specific initiatives completed either by the Town or by our partners in the Community.

### Policy Statements:

- ES1** Council shall work in partnership with community groups, where possible, to further initiatives that contribute to environmental sustainability in the Town of Antigonish.
- ES2** Council shall pursue energy independence through strategic investment in clean energy.

## 7.2 Environmental Conservation

**Policy Goal:** It is Council’s goal that the Town of Antigonish’s existing environmental assets be conserved and provided with protection from adjacent or nearby development so as to prevent detrimental impacts on water quality or the aquatic environment. Council recognizes wetlands, areas of steep slopes, and watercourses as maintenance-free wildlife habitat and green space which is worth conserving due to the ecosystem services provided by such areas.

### Policy Statements:

- ES3** Council shall ensure that lands designated on the Generalized Future Land Use Map as Environmental shall be used for the preservation and conservation of the natural land as open space. The uses permitted in this designation shall be determined by the Land Use By-law.
- ES4** Council shall require that development is setback from watercourses, including rivers, brooks, permanent watercourses, intermittent watercourses, and seasonal watercourses.
- ES5** Council shall regulate the development of residential, commercial, and industrial properties, or any mix thereof, abutting or near any watercourses or wetland, to sufficiently reduce the level and nature of pollutants entering the Town’s water systems.
- ES6** Council shall encourage that lands within the setback are maintained as vegetated greenbelts to aid the control of pollutants, sedimentation, erosion, and subsurface and surface flows.
- ES7** Council shall control the alteration of land levels within the watercourse setback to control soil erosion and sedimentation.
- ES8** Council shall protect the Town’s watercourses from any unreasonable level of water contamination resulting from development.



### 7.3 Environmental Enhancement

Policy Goal: Council wishes to, at every opportunity, enhance the health of the natural environment and the wellbeing of trees and tree coverage in the Town of Antigonish.

#### Policy Statements:

- ES9** Council shall encourage, where practical, those developing land to retain existing mature trees on sites proposed for development or redevelopment.
- ES10** Council shall require that strategic street-tree placement be accounted for at a rate of 2 trees planted per annum in the Capital Improvement Budget.

### 7.4 Floodways, Floodway Fringes, and Floodplains

The streams, rivers, and brooks in Antigonish are highly valuable resources which offer important ecosystem services and provide habitat and natural beauty. Protecting these watercourses requires comprehensive policies that will allow for the continued natural functioning of floodplains, protect the quality and supply of water, protect aquatic environments, and ensure the maintenance of riparian buffer strips.

The Town of Antigonish is located on the northern tip of Nova Scotia's mainland. The Town has two major waterways, the Rights River and the West River, within the rural town limits and one minor stream, Brierly Brook running through the downtown area. The two rivers discharge into Antigonish Harbour, and Brierly Brook discharges into the West River. The tidal waters of St. Georges Bay impact water levels at the Antigonish Harbour estuary. A combination of tidal influence and peak river flows makes this area particularly vulnerable to flooding. During the winter, low temperatures often cause the rivers to freeze, which can then allow ice jams to form during freshet, in turn leading to additional risks of local flooding. Furthermore, the low lying areas of the downtown core close to Brierly Brook, have experienced regular high water levels events, to the extent that some residences and infrastructure have experienced flooding damage on a regular basis, as seen on February 5, 2018.

In 2018, the Town of Antigonish commissioned an assessment of flooding risks based on a hydrological and hydraulic analysis of Brierly Brooks and the Rights and West Rivers. The analysis included calculations of high flows through the Rights and West Rivers using prorated data from the South River and the development of hydrologic model to calculate runoff flows through the Brierly Brook and the downtown area of the Town of Antigonish.<sup>1</sup> The following policies have been developed based on the assessment of flood risks anticipated in the 'Future Climate' scenario, as recognition of and mitigation of Climate Change are an objective of Council.

Policy Goal: Council recognizes that individual development activities and the cumulative impact of development have an impact on the health of our floodways and the safety of our residents, and that this impact is exacerbated by the effects of Climate Change. It is Council's goal that a balance between community growth and development, and the protection of natural resources, is prioritized when considering applications for development in the floodplain zones or overlays.

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<sup>1</sup> The above two paragraphs are derived directly from the CBCL report dated February 7, 2019.

**ES11** Council shall adopt the transect mapping from the 2019 floodplain study as Schedule D to this strategy, and shall use this map to determine projected flood elevations.

## **7.5 Moderate Risk Floodplain (MF) Overlay**

The Moderate Risk Floodplain (MF) Overlay Zone is informed by those areas identified as ‘floodway fringe.’ These areas are characterized by a statistical probability of 1:100 year flooding events under future climatic conditions. While flooding events are less frequent in these areas, this floodplain reaches further into the land than the corresponding 1:20 year flood plain. It is our shared responsibility as a community to respect the floodway fringe and protect our residents from hazards, while also permitting some development to be accommodated in this area. The MF overlay zone indicates that a property is still subject to all of the regulations and requirements that would apply to the underlying zone, but that there is an additional level of regulation associated with the overlay. Properties within the MF overlay zone may be subject to requirements for flood proofing, alteration of topography, and limitations on uses.

**Policy Goal:** It is Council’s goal that the Zoning Map, forming part of the Land Use By-law, identify areas considered to fall within the Floodway Fringe as Moderate Risk Floodplain (MF). The By-law shall provide for certain kinds of development within areas featuring the Moderate Risk Floodplain (MF) designation subject to flood-proofing and flood damage reduction requirements, which shall be implemented as an overlay zone.

### **Policy Statements:**

**ES12** Council shall establish the Moderate Risk Floodplain (MF) designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of mitigating the risk of floodwater damage to private properties, and protecting the natural function of the 1:100 year floodplain. The MF designation will apply to lands having a 1:100 year flood frequency as determined by the 2019 CBCL Floodplain Delineation Study.

**ES13** It shall be the Policy of Council to adopt the Moderate Risk Floodplain (MF) designation as an overlay designation, which shall add a regulative layer to the underlying designation and zone. For the purpose of planning applications and the administration of the land use by-law, the overlay designation and resulting overlay zone shall apply in conjunction with the base designation and base zone.

**ES14** Within the Moderate Risk Floodplain (MF) Overlay designation, it is the intention of Council that floodproofing requirements, and restrictions on the alteration of topography be implemented. Through the Land Use By-law, the Moderate Risk Floodplain (MF) Overlay Zone shall be provided to ensure the orderly administration of this designation.

**ES15** Council shall regulate the following through the Moderate Risk Floodplain (MF) Overlay Zone, including but not limited to:

- a) Requiring flood proofing for all main structures; and the prohibition of basements within the 1:100 year flood frequency area.
- b) Maximum lot coverage permitted where development is to occur.
- c) The alteration of land levels and the removal or placement of topsoil.

**ES16** Council shall, for lands within the Moderate Risk Floodplain (MF) Overlay, apply the regulations and requirements of the underlying zone to any development.

## **7.6 High Risk Floodplain (HF) Designation**

The High Risk Floodplain (MF) Zone is informed by those areas identified as ‘floodway’. These areas are characterized by a statistical probability of 1:20 year flooding events under future climatic conditions.

**Policy Goal:** Council recognizes the importance of protecting flood plains to sustain their ability to maintain the water level of watercourses and to protect the Town from natural flooding events. It is a goal of Council to protect the natural function of the 1:20 year floodplain from new building construction and any other activity which could alter the floodplain.

### **Policy Statements:**

**ES17** Council shall establish the High Risk Floodplain (HF) designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of protecting the natural function of the 1:20 year floodplain. The HF designation will apply to lands having a 1:20 year flood frequency as determined by the 2019 CBCL Floodplain Delineation Study.

**ES18** Within the High Risk Floodplain (HF) designation, it is the intention of Council that development shall be restricted to agricultural uses, open space and municipal infrastructure. The High Risk Floodplain (HF) Zone shall be established to provide for the orderly administration of this designation.

**ES19** Council intends that the High Risk Floodplain (HF) Zone shall be restricted to the future development of passive and seasonal recreational uses, conservation-related uses, agricultural uses and construction specifically related to the provision of municipal services.

**ES20** Council shall prohibit the development of any permanent structures in the High Risk Floodplain (HF) Zone, except for Zone for structures incidental to proper road or utility construction

**ES21** Council shall require that zoning provisions in the High Risk Floodplain (HF) Zone shall include controlling the alteration of land levels and the removal or placement of topsoil.

**ES22** It shall be the intention of Council to permit certain types of development in the High Risk Floodplain (HF) Zone by development agreement. When considering such applications for development agreement, Council shall ensure that the development complies with Policy ADM16 and the following:

- a) The proposed development does not include any of the following:
  - i. residential institutions such as hospitals, senior citizen homes, homes for special care and similar facilities where flooding could pose a significant threat to the safety of residents if evacuation became necessary
  - ii. any use associated with the warehousing or the production of hazardous materials
  - iii. Institutions relevant for emergency response
- b) All proposed structures will be at least 0.1m above the projected flood level for the area (measured at finished floor elevation; basements are prohibited);
- c) A hydrotechnical study, carried out by a qualified person, shows that the proposed development will not contribute to upstream or downstream flooding or result in a change to floodwater flow patterns;
- d) Soil cuts must not result in long-term ponding and further, shall provide storage at a similar, or lower level than that of the area being filled for floodproofing purposes;

- e) Changes to the site contour are integrated with a high quality landscaping plan prepared by a Professional Landscape Architect. Landscaping and floodproofing should be interconnected to serve hydrotechnical and aesthetic purposes at the same time;
- f) A detailed soil erosion and sedimentation prevention plan is submitted; and,
- g) The development agreement includes a clause holding the Town harmless from future responsibility related to development under this section.

## 7.7 Stormwater Management

The frequency of impervious spaces in a geographical region can have a substantial impact on the amount of stormwater runoff. These surfaces, such as concrete, asphalt, roofs, and the like, prevent water from permeating and soaking into the ground. The Town of Antigonish has significantly more urban land than undeveloped open spaces, which makes the Town more prone to the negative effects of stormwater runoff.

Redirecting stormwater has proven to be less effective than increasing the capacity of water to permeate a surface in the area where it falls. The policies of this Strategy aim to provide for stormwater management, coupled with regulations regarding impervious surfaces, both of which call on the whole community to take responsibility.

**Policy Goal:** It is Council's goal to establish procedures to implement stormwater management programs which include encouraging the collection and treatment of stormwater on-site through the use of stormwater management best practices.

### Policy Statements:

- ES23** Council shall encourage the use of stormwater best practices and alternative infrastructure as part of the Stormwater Management Plans that are created for new development.
- ES24** Council shall collaborate with the County to commission a stormwater management study conducted for the Town and Fringe, with a particular emphasis on flood risk mitigation and ecosystem health.
- ES25** Council shall include provisions in the Land Use By-law which pertain to lot coverage and impervious surface prioritize the reduction of the negative impacts of stormwater.
- ES26** Council shall permit variances to lot coverage requirements in the Land Use By-law where pervious surfaces are being employed to mitigate stormwater runoff.

## 7.8 Drinking Water Supply

The primary water supply for the Town and surrounding service area is the James River Watershed, which is protected under the James River Watershed Protected Water Area Regulations. It is located outside of the Town boundaries in the Municipality of the County of Antigonish and encompasses an area of just under 40 km<sup>2</sup>. The Town owns 39% of the watershed area, 59% is owned by the Crown, and 2% of the area is privately owned.

In addition, the open spaces in the vicinity of Henry Lane contain two aquifer well heads owned and operated by the Municipality of the County of Antigonish, which are supplemental supplies of drinking water for the Town of Antigonish water utility during peak times of demand. In consistency with the

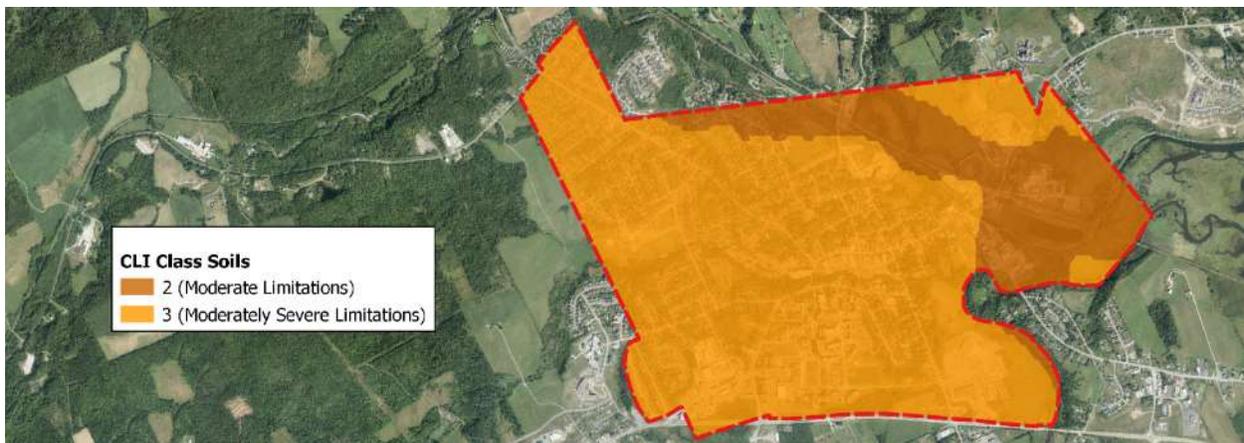
Statement of Provincial Interest Regarding Drinking Water, it shall be the Policy of Council to protect these water sources through special provisions of the Land Use By-law.

- ES27** Council shall establish the Water Supply (WS) overlay designation as indicated in Schedule A on the Generalized Future Land Use Map (GFLUM), for the purpose of protecting the quality of the drinking water supplied by well heads.
- ES28** It shall be the Policy of Council to adopt the Water Supply (WS) designation as an overlay designation, which shall add a regulative layer to the underlying designation and zone. For the purpose of planning applications and the administration of the land use by-law, the overlay designation and resulting overlay zone shall apply in conjunction with the base designation and base zone.
- ES29** Within the Water Supply (WS) designation, it is the intention of Council that special restrictions regarding the type of land uses be implemented. Through the Land Use By-law, the Water Supply (WS) Overlay Zone shall be provided to ensure the orderly administration of this designation.
- ES30** Council shall, for lands within the Water Supply (WS) Overlay Zone, apply the regulations and requirements of the underlying zone to any development.

## 7.9 Agriculture

Although the soils which the town sits upon are approximately 22% CLI Class 2 and 78% CLI Class 3 soils (some of Nova Scotia’s best arable land), only few of these areas are suitable for agricultural purposes. The Town of Antigonish is primarily an urban area with few pockets of undeveloped land. Much of the land has been developed on or has alternative circumstance which hinders agricultural usage. Agricultural land uses are therefore not a priority for the Town of Antigonish because of the land use incompatibility with its urban surroundings. However, agricultural uses shall be permitted in the High-Risk Floodplain (HF) Zone, where they currently exist in several locations.

Figure 2 - Agricultural soil classes in the Town of Antigonish



- ES31** Council shall comply with the Statement of Provincial Interest regarding agriculture by permitting agricultural land uses in the High Risk Floodplain (HF) Zone.

## C8. Transportation and Mobility

Quality of life in Antigonish depends substantially on the ease of transportation and mobility for all residents of and visitors to our Town. The goal of the Transportation and Mobility section is to develop the Town of Antigonish as a place where active transportation is the safest, most comfortable, and most convenient mode, and where land use and mobility are integrated in such a way that more people reside close to more services and amenities.

Over time, the Town of Antigonish has developed a land use pattern that makes it remarkably walkable for many residents. The proximity of our downtown to the university, the proximity of recreational facilities to neighbourhoods, and the compact size of the Town are important factors that help create a vibrant town. This vibrancy comes from the ease of pedestrian movement. Integrating land use and transportation relies primarily on increasing density in the right places. We call this “good density.”

The goal of this strategy is to foster good density. One of the key functions of good density is the creation places where walking is quicker or more convenient than driving, so that people grab their walking shoes instead of their car keys. Low-density residential development can rarely offer the features that good density demands. It rarely offers the mix of complementary land uses and amenities that foster walking: things like employment, entertainment, shopping, the library, churches – all things in downtown Antigonish. The land use planning policies found in this Strategy build on these assets by fostering more dwellings in the downtown and in other mixed-use nodes throughout the Town.

This Strategy recognizes that the long-term goal of the Town of Antigonish’s *Physical Activity Strategy* is to reduce the prevalence of insufficient physical activity levels. This Strategy prioritizes the use of active transportation for three key reasons:

1. **Health benefits:** Research has shown that people are more likely to be healthy if they get regular physical activity. Regular physical activity, the type that can be accomplished simply by walking from an origin to a destination within the Town, can help to lower the risk of heart disease and stroke, reduce stress levels and increase energy, control risk factors to health such as high blood pressure and obesity, and many more. Creating an AT environment that allows it to become part of peoples’ daily lives can help people achieve the physical activity they require.
2. **Environmental Benefits:** The Town of Antigonish desires to reduce our environmental footprint and foster a healthier environment for all residents. By getting more people to use active transportation, we can reduce the number of vehicles on the road, which substantially reduces air pollution, greenhouse gas emissions, and water pollution from toxic runoff.
3. **Community Benefits:** Increasing active transportation is associated with financial and social benefits, such as reduced infrastructure maintenance costs (roads and parking), increased social interaction, increased accessibility for all ages and abilities, more people in shops since those on foot or bike are more likely to shop downtown, and numerous other benefits.

The Town of Antigonish has a responsibility to its residents to promote physically active lifestyles and to prioritize public health. For this reason, the following Transportation and Mobility Policies emphasize ease of walking as a principal form of transportation, equity for all residents, and the comfort of our vulnerable road users.

## 8.1 Mobility and Connectivity

Policy Goal: It is the goal of Council to foster an equitable transportation network that prioritizes the needs of active transportation users and public transportation users in both design and construction, and enables the availability of more transportation choices in the Town of Antigonish.

### Policy Statements:

- TM1** Council shall adopt a Land Use By-law which permits growth around current and planned key transportation nodes and corridors, with an emphasis on improving transportation corridors for pedestrians.
- TM2** Council shall be permitted to require developers to provide transportation impact studies where required by the Land Use by-law or Policies of this strategy.
- TM3** Council shall seek cooperation with Antigonish County to promote the requirement of transportation impact studies for all proposed suburban development applications in the Fringe Area to consider impacts within the Town as well as the County. Studies provided by the applicant shall prioritize connectivity with the Town's active transportation network.
- TM4** Council shall consider working with St. Francis Xavier University Administration to pursue the creation of a Parking Strategy with the primary aim of reducing the number of automobiles used for short (2km or less) trips and for access to the university by students living off-campus. The Town will seek to improve public transit towards this end, with the support of key financial partners including the University.
- TM5** Council shall commission a study for recommendations on increasing the cost of municipally-owned on-street and off-street parking.
- TM6** Council may commission a study investigating car-sharing, park and ride lots, and other opportunities aimed at reducing the need to own a personal vehicle, with the intent of reducing private vehicle ownership and increasing carpooling in the Town and from outside of the Town into Town.
- TM7** Council may implement traffic-calming and diversion measures to increase pedestrian and bicycling safety on local streets where concerns have been identified.
- TM8** Council shall regulate accesses to public streets from private properties through the Land Use By-law.
- TM9** Council is strongly supportive of public transit. Council shall allocate a portion of its annual operating budget as a grant to Antigonish Community Transit, or its successor over time, provided that the transit operator makes a proposal to Council including anticipated allocation of funding.
- TM10** Council shall support improvements to ensure the safe and efficient movement of goods and services in the Town of Antigonish, while also mitigating negative affects on other transportation modes.
- TM11** Council shall bring all streets, and all elements of streets, into conformity with the Nova Scotia *Accessibility Act*.

## 8.2 Active Transportation

Policy Goal: It is the goal of Council to make active transportation (AT) the most convenient and comfortable mode of transportation in the Town of Antigonish. Active transportation refers to all human powered modes of transportation, including but not limited to walking, rolling, cycling, skate boarding and rollerblading, where it is safe to do so.

## Policy Statements:

- TM12** Council shall allocate a portion of the Annual Operating Budget and the Capital Improvement Plan for investment in Active Transportation infrastructure. Council recognizes infrastructure as sidewalks, walking trails, AT bridges, multi-use trails, bike routes (signed), bike routes (shoulder added), bike lanes, and bicycle parking facilities. Council shall aim to dedicate a portion of this allocation is dedicated to infrastructure for bicycles to foster priority for multiple users.
- TM13** Council shall formally introduce an Active Transportation Advisory Committee which is comprised of Town staff and Town residents, and others as appropriate. The AT Advisory Committee shall be responsible for making recommendations to Council, and may help to seek funding from Provincial, Federal, or other grant sources for projects which enhance active transportation.
- TM14** Council shall support active transportation related education and awareness efforts provided by community groups and the Active Transportation Advisory Committee.
- TM15** Council shall make strategic investments in the creation of an Active Transportation Network, with the objective of achieving a connected network of facilities for active transportation users. This shall be accomplished through:
- a) Acquiring additional necessary right-of-way or redistribution of the existing right-of-way to introduce active transportation facilities to existing streets;
  - b) Strategically acquiring properties or easements to introduce or enhance active transportation facilities apart from existing streets;
  - c) Amending the Capital Improvement Plan to include strategic investments needed to implement the Active Transportation Network going forward.
- TM16** Council recognizes that Active Transportation must be prioritized at a network level and that a grid-style network of connections between common points of departure and key destinations is necessary. Council recognizes the key principles of creating an Active Transportation network as: Cohesion, Directness, Comfort, and Safety.
- TM17** Council shall give priority to the construction of active transportation infrastructure leading to community facilities, schools, and recreation areas, and on all local and collector roads.
- TM18** Council shall support initiatives in the Physical Activity Strategy with a specific emphasis on increasing the use of active transportation.

## 8.3 Street Classification

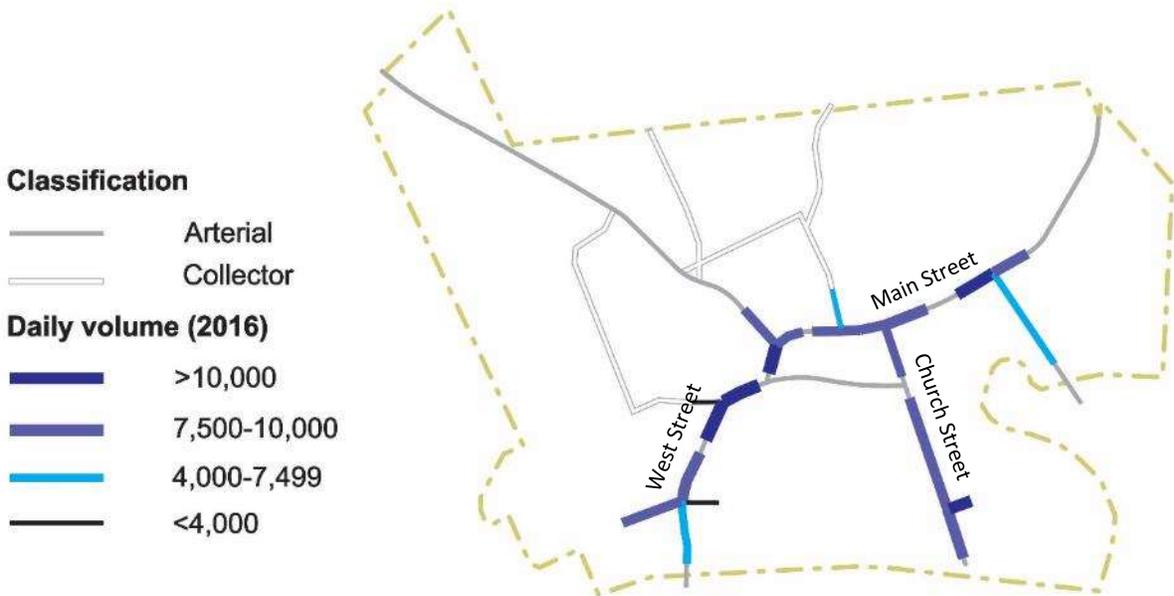
Most streets within the Town are classified as “local” and support existing residential development. Collector streets serve through traffic providing access to local streets for various types of development. While these streets are generally appropriate for both large and small-scale development, consideration must be given to their role in terms of through traffic circulation. “Arterial” streets generally have the widest rights-of-way and are constructed to high standards to accommodate high traffic volumes and weight loadings. West Street, Main Street, Hawthorne Street, Church Street and St. Andrews Street are classified as arterials as they are extensions of provincial highways serving as primary conduits for both local and through traffic.

**Policy Goal:** It is the goal of Council to classify streets in terms of their function by classifying them as either “local”, “collector” or “arterial”. Further, as part of the Council’s desire to normalize active



transportation within the Town, it intends to classify active transportation facilities (walking and /or walking paths 2 or more metres wide) as part of the transportation infrastructure.

Figure 3: Street Classifications and Volumes



**Policy Statements:**

**TM19** Council shall designate all streets within the Town as either local, collector or arterial to ensure that development fronting on the street is consistent with the role the street will play in the general traffic circulation pattern, and that:

- a) The role of local streets should primarily be to accommodate direct residential access, mixed land use and start and stop traffic flows;
- b) The primary role of collector streets should be the routing of limited-volume through traffic and providing access to local streets; and,
- c) The role of arterial streets is primarily to accommodate large-volume through traffic including access to all designated Provincial highways. Though Main Street is an arterial street, it also performs a local function.

**TM20** Council shall designate all facilities, except sidewalks, with a finished surface 2 m wide or more and designated mainly for walking, rolling, and bicycling, as essential components of the Town’s transportation network, and that:

- a) The role of such facilities should primarily be to accommodate pedestrian or cycling access between neighbourhoods and important destinations such as schools, businesses and shopping, independent of or parallel to the street network according to need;
- b) The role of pedestrian or cycling facilities should secondarily be to accommodate emergency vehicles, assistive transportation devices including electric scooters, and may also be used to

contain underground services.

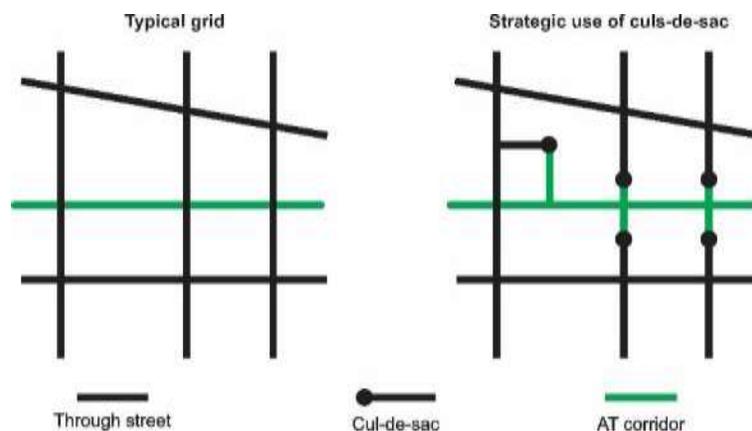
## 8.4 Street Connectivity and Standards

**Policy Goal:** It is the goal of Council that active transportation corridors should not be compromised by vehicular connectivity. Where possible, local streets should consist of short blocks and minimize crossings of active transportation corridors. Active transportation on public streets and rights of way shall be prioritized.

### Policy Statements:

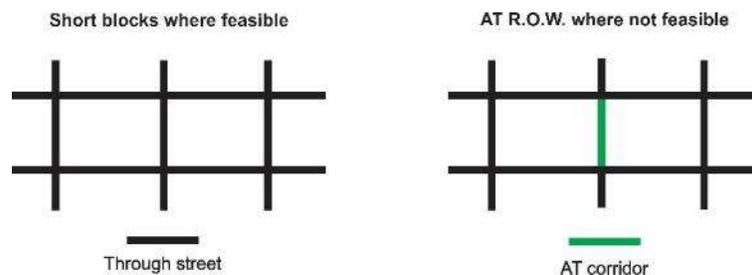
**TM21** Culs-de-sac should be avoided as they are less efficient for snow maintenance. Notwithstanding, they can be effective for traffic calming and the prevention of through traffic where they would benefit active transportation objectives, such as reducing local traffic crossings of important AT corridors, or where they offer a more practical means to subdivide land. In all cases, culs-de-sac should permit non-vehicular traffic (and emergency vehicles) to pass beyond the end of the travelled way, allowing connections to AT corridors or adjacent streets (see figure).

Figure 4: Selective Use of Culs-de-Sac



**TM22** Long blocks encourage higher traffic speeds and less opportunity for pedestrians to cross. Block lengths should therefore be limited to 150 metres where it is practical to do so. Where it is not practical to limit the length of a street, rights of way should be provided at intervals of no more than 150 metres to allow AT passage from block to block.

Figure 5: Block Length and AT Corridors



**TM23** Council requires that where new local streets are created for residential developments that, where feasible, they be designed using a block design, like the figure above, as opposed to using a curvilinear pattern. A traditional grid pattern is preferred because it is believed to be more

pedestrian-friendly and permits the subdivision of regular lots and unit spacing.

**TM24** Council shall encourage the construction of streets based on the principles of good civic design and innovative service standards, including tree planting, landscaping, crosswalks, sidewalks, bicycle paths, median strips, and boulevards where appropriate.

## **8.5 Transportation Master Plan**

**Policy Goal:** It is the goal of Council that an integrated transportation master plan be completed to establish a clear understanding of current transportation demand and behaviour and to develop new policies that reflect the Municipal Planning Strategy and its transportation goals.

### **Policy Statements:**

**TM25** Council may request Staff to prepare a Transportation Master Plan encompassing vehicular travel, public transit and active transportation modes, including but not limited to the creation of policies relating to parking management, AT network, truck routes, and transportation demand management.

# **C9. Implementation: Making Things Happen**

## **9.1 Implementation**

The *Municipal Government Act* gives Council the authority to change the policies of this Strategy, and the content of all other planning documents.

Council shall only consider amendments to the Strategy which are in the best interest of the Municipality while maintaining the established and proven spirit of sound planning.

Council's intention in using planning tools is to provide for scrutiny of proposals relative to the community interest. Council aims to provide for public input without unnecessarily or unreasonably encumbering the development community with regulatory requirements.

### **Policy Statements:**

**IM1** In addition to employing specific implementation measures, Council shall maintain a program of ongoing planning through its Planning Advisory Committee. Such a program shall include issues related to the growth and development of the Town as determined by planning staff.

**IM2** It is the intent of Council to implement planning policies in a manner which is efficient while preserving community interests. Council shall endeavor through its implementation and review process that:

- a) Progress is made toward the goals and broad objectives of this plan, while adapting to changing conditions in the Municipality and broader context.
- b) A systematic approach is taken to plan reviews and updates, with the Municipal Planning Strategy regularly reviewed and updated.
- c) Progress towards the Strategy directions are measured, evaluated and shared.
- d) New knowledge, opportunities and research is incorporated into policy and the Municipality's planning practice.

**IM3** Council recognizes that this Strategy poses a significant shift from former planning practices in

the Municipality. Due to this, Council shall:

- a) Require a housekeeping review two years after implementation of this strategy. Such a housekeeping review will not question the overall vision and objectives of the Strategy, but rather investigate whether the policies of the Municipal Planning Strategy and provisions of the Land Use By-law function as intended.
- b) Following the housekeeping review of this strategy, require a review as necessary in response to changing circumstances.
- c) Consider reviews of this Strategy as an opportunity to discuss or pilot new and innovative policies and development practices such as through demonstration projects and pilot programs.

### 9.1.1 Proposed Future Projects

Policy Goal: Plans are not meant to be static documents. Continuous review and study, and delivery of municipal projects is an ongoing responsibility of Council. Council is not bound to take any action indicated in a Municipal Planning Strategy, however, Council cannot take any action which would be in any manner inconsistent to the Strategy. In order to implement this document, it is in the interest of Council to consider a number of projects, as listed below.

- **Project 1:** Update the Subdivision By-law to implement the intent and policies of this Plan, with specific attention paid to Parkland Transfers and the 'Street Connectivity and Standards' section of the Municipal Planning Strategy.
- **Project 2:** Infrastructure Charges Study to determine a cost model that can be integrated into the Land Use By-law and Municipal Planning Strategy to dictate if/when infrastructure upgrade cost-sharing will be required as a result of a proposed development.
- **Project 3:** Central Servicing Capacity Study to understand the existing servicing capacity for water and sewage and prioritize the upgrading of these assets, particularly in areas slated for higher density development.
- **Project 4:** Study opportunities for introducing density bonusing to arrive at a cash-in-lieu structure wherein funds would be dedicated to community partners who provide affordable, non-market housing.
- **Project 5:** Heritage Conservation District Study, determining where HCDs should be created and prioritizing the creation of HCD Policies for different districts.
- **Project 6:** Parking cost review study for all the municipally owned and operated on-street and off-street parking.
- **Project 7:** A study examining opportunities to encourage alternative transportation, including car share, park and ride facilities, and others.
- **Project 8:** Stormwater Management Study looking specifically at flood risk mitigation and ecosystem health.
- **Project 9:** Wayfinding Strategy and/or pilot project which would prioritize wayfinding for users of active transportation.
- **Project 10:** Community standards By-law, which would contain provisions dealing with Residential Minimum Standards, Unsightly Premises, Noise and Nuisance.
- **Project 11:** Lodging Home By-law which would contain policies specifically for lodging homes as defined in the Land Use By-law in the Town of Antigonish.

- **Project 12:** Business licensing registry for all rental properties in the Town of Antigonish, requiring landlords to register their properties and agree to rental policies. Can include both short- and long-term rentals.
- **Project 13:** Accessibility Plan for the Town, guiding Town staff how to increase accessibility of town-owned facilities, programming, build infrastructure, and other Town assets.
- **Project 14:** Review of the Heritage Property By-law to consider funding opportunities, third-party registrations, and the registration of all existing homes with heritage value.
- **Project 15:** Review the Town of Antigonish Design Guidelines to establish neighbourhood character statements that can assist Council in determining whether a Development Agreement application is in keeping with the character of the neighbourhood (in the Old Town area).
- **Project 16:** Joint Parking Strategy with St. FX University with the aim of reducing the number of automobiles used for short (2km or less) trips between the Town and the Campus.
- **Project 17:** Transportation Master Plan to direct policies on parking management, AT network, truck routes, and transportation demand management.

## 9.2 Administration

### 9.2.1 General Implementation

- ADM1** Council shall adopt a Land Use By-law which will set zones of permitted uses, development standards and other conditions of development, thereby implementing the Municipal Planning Strategy.
- ADM2** Council shall continue to administer the Subdivision By-law. The Subdivision By-law outlines the responsibilities of the developer when subdividing land. These responsibilities shall include the construction of roads, the installation of water and sewer lines and the dedication of open space.
- ADM3** The Subdivision By-law shall be guided by Provincial Regulations for Subdivision as applicable to Towns. The Subdivision By-law may be more stringent than the Provincial Regulations in several aspects. In particular, it shall require lot shapes that prevent the creation of new flag lots.
- ADM4** Council shall appoint and support one or more Development Officers who shall administer the Land Use By-law and Subdivision By-law.

### 9.2.2 Municipal Planning Strategy Amendments

- ADM5** Council shall consider amendments to this Municipal Planning Strategy when:
- a) A need arises to change policy.
  - b) New information is identified or studies have been undertaken which necessitate or recommend an amendment to the strategy.
  - c) A provincial policy change requires a change in this Strategy.
  - d) The boundaries of the planning area are altered.
  - e) Housekeeping amendments are warranted due to errors and omissions.
- ADM6** Council shall only consider applications to amend this Strategy from land owners or other persons or groups with an interest in a policy change where said amendments are in the best interest of the Municipality, meet the intent of this document, are not contrary to the public

engagement results leading to this document or are based on renewed public engagement, and are performed in the spirit of sound planning practice.

**ADM7** Council shall pass a motion directing planning staff to prepare an amendment to the Municipal Planning Strategy before a staff report on the strategy's amendment is being prepared. Planning staff shall not engage in any strategy amendment activities without such clear direction from Council.

### **9.2.3 Planning Applications**

**ADM8** Where enabled by policies of this Municipal Planning Strategy, Council shall consider planning applications which can take the form of Land Use By-law amendments or Development Agreements.

**ADM9** Planning applications not supported by any policy of the Municipal Planning Strategy may not be considered and necessitate an amendment of the Municipal Planning Strategy.

**ADM10** To aid in the assessment of an application for a Land Use By-law amendment or development agreement supported by policy, Council shall require any or all of the following information to be submitted by the applicant:

- a) Information as to the physical and environmental characteristics of the proposed site including information regarding topography, contours, elevations, dimensions, natural drainage, soils, existing watercourses, vegetative cover, size and location of lands;
- b) Information as to the proposed location, height, dimensions, design and use of all buildings or structures proposed to be built or erected on the lands;
- c) For lands on which municipal servicing is not provided, information regarding the provision of water and sewage disposal;
- d) Information as to the proposed access and egress to and from the lands and estimated traffic flows to be generated and parking provisions;
- e) Information as to the intended hours of operation, open storage, signs;
- f) Information as to the provision for an appropriate buffer; and,
- g) Any other matter deemed relevant to evaluate the application.

**ADM11** When considering planning applications, Council shall:

- a) Request a report from planning staff;
- b) Refer the matter to the Planning Advisory Committee for their recommendation.

### **9.2.4 Consideration of Land Use By-law Amendments**

**ADM12** It shall be the policy of Council to consider an application for amendment to the Land Use By-law only if a planning application has identified a proposed use for a property that cannot be developed under the existing Land Use By-law.

**ADM13** In considering amendments to the Land Use By-law, in addition to all other criteria as set out in the policies of this Strategy, Council shall have regard for the following matters:

- a) Whether the proposed development is in conformance with the intent of this Strategy and with the requirements of all other Municipal By-laws and regulations as applicable matters;

- b) Whether Planning Staff have initiated a review of this Strategy;
- c) Council shall give consideration to both the proposed use and to the impact of other uses permitted in the requested zone;
- d) That the proposed site of the development meets all of the lot size and zone standards for the zone sought;
- e) Council shall consider if the proposal is premature, inappropriate or otherwise unsuitable at the present time by reason of:
  - i) The financial capability of the Municipality to absorb any costs relating to the development.
  - ii) The suitability and availability of other appropriately zoned sites for the proposed use.
  - iii) The adequacy of municipally approved water and wastewater services. Council shall consider comments from the Municipal Infrastructure and Operations Department or Nova Scotia Environment as applicable.
  - iv) The potential for damage to or destruction to historical buildings and sites, or to the heritage character of a streetscape.
  - v) The adequacy and proximity of school, recreation, and any other community facilities. Council shall consider comments from Municipal departments and the appropriate School Board as applicable.
  - vi) The adequacy of existing or proposed road networks in, adjacent to, or leading to the development and ability of the proposed development to satisfy applicable stopping sight distances. Council shall consider comments from the appropriate Municipal Engineer and/or Nova Scotia Transportation and Infrastructure Renewal.
  - vii) The potential for the contamination of watercourses or the creation of erosion or sedimentation. Council shall consider comments from relevant Provincial Departments as applicable.
  - viii) The suitability of the proposed site in terms of the environmental features of the site, particularly susceptibility to flooding and other nuisance factors, and where applicable, comments from relevant Provincial Departments concerning the suitability of the site for development.
  - ix) Proposed neighbourhood does not align with existing active transportation network and/or is not compact and walkable.
  - x) Council shall consider the extent to which the proposed development provides suitable pedestrian, cycling, and motor traffic circulation with particular regard to ingress and egress from the site, traffic flows and parking, bicycle parking, adequacy of existing and proposed road networks to service the proposed development, adequacy of pedestrian infrastructure including walkways and sidewalks, and adequacy of active transportation infrastructure including bike lanes, and AT Trails or paths. Council shall consider comments from Municipal Engineer(s), Municipal Community Development, and/or the Provincial Transportation Departments as applicable.
  - xi) Council shall consider the proposed development is shown to manage stormwater on-site in a manner which does not negatively impact on other properties.

- xii) Council shall consider, where appropriate, the impact of the development on the comfort and design of proposed streets and existing street users. This shall include whether the proposed development is human scaled, is easily accessible to active transportation users, and if it promotes visual variety and interest for active transportation users. Council shall consider massing, and compatibility of the proposed development's external appearance with adjacent buildings by means of design features, roof type, exterior cladding materials, and overall architectural style that is reasonably consistent with the style and character of the community or compliments the character of the community.

#### **9.2.5 Terms and Conditions Relating to Development Agreement Applications**

Council's intent is to provide a mechanism for flexibility through available planning tools, and to enable developments that involve too much complexity for as-of-right approvals or that are unable to meet the full scope of land use and design requirements of the Land Use By-law. The underlying intent of these policies is to ensure the quality of development is not compromised and the larger community and Municipal interest is protected.



The following development shall be considered by development agreement:

**ADM14** Council may consider applications for the following types of development agreements, which are further guided by specific policies of the applicable designation:

*Residential Designations*

- a) Multi-Unit Dwellings up to 6 units in the RN-1 Zone pursuant to Policy RN16;
- b) Multi-Unit Dwellings over 6 units in the RN-2 Zone pursuant to Policy RN22;
- c) Townhouses, Urban Cottage Developments, or Carriage Court Developments in the RN-1 Zone pursuant to Policy RN16;
- d) Professional Offices and Convenience Stores in the RN-2 Zone pursuant to Policy RN23;
- e) Redevelopment or expansion of manufactured home communities in the Manufactured Home (MH) Zone pursuant to Policy RN29;
- f) Infill Lot Developments in the Old Town and Manufactured Home (MH) Zone pursuant to Policy RN31;

*Mixed Use Designation*

- g) Gambling Industries pursuant to Policy MU8;
- h) Proposed developments which are permitted in the zone but do not meet the requirements of the Land Use By-law for any reason pursuant to Policy MU8;
- i) Accommodations, General in the Mixed Use Centre (MC) Zone pursuant to Policy MU18;
- j) Carriage Court and Urban Cottage Developments in the Mixed Use Centre (MC) Zone pursuant to Policy MU19;
- k) Development of Comprehensive Development Districts pursuant to Policy MU22;

*Commercial Designation*

- l) Waste Management and Medical Waste Disposal Services pursuant to Policy C5;
- m) Kennels pursuant to Policy C5;

*Community Use Designation*

- n) Any use not specified in the Zone, but proposed by a not-for-profit organization in the Institutional (I) Zone pursuant to Policy CU5;
- o) Restaurant, Full and Limited Service in the Open Space (OS) Zone pursuant to Policy CU7,

*University Designation*

- p) Proposals within the University Institutional (UI) Zone that comply with all requirements of the Land Use By-law except for parking requirements pursuant to Policy CU11;
- q) Land uses not permitted in the University Institutional (UI) Zone, but permitted in the Mixed Use Designation pursuant to Policy CU12;

*Environmental Designation*

- r) Development in the High-Risk Floodplain (HF) Zone pursuant to Policy ES22;

**ADM15** Council may consider applications for the following types of development agreements in any zone except for properties zoned High Risk Floodplain (HR) Zone:

- a) Accessory Buildings or Structures in excess of Land Use By-law Requirements pursuant to Policy ADM16;
- b) Alternative Heritage Developments pursuant to Policies UDH12 and ADM16;
- c) The expansion of the non-conforming use of land, non-conforming structure pursuant to Policy ADM16;
- d) The development of uses that are permitted within the zone and designation on an abutting property pursuant to Policy ADM16; and,
- e) The development of uses that are extensions of development agreements in effect on an abutting property within the same designation pursuant to Policy ADM16.

**ADM16** When considering Development Agreements, in addition to all other criteria as set out in various policies of this Strategy, Council shall have regard to the following matters and reflect these in the agreement whenever applicable:

- a) Compatibility of the proposed development's external appearance with its surroundings in terms of massing, height, roof type, footprint, design features, exterior cladding material, and overall architectural form;
- b) Appropriate transition in scale to neighbouring development;
- c) Compatibility of the land use to neighbouring land uses, with particular regard to potential adverse effects through noise, odour and other disruptions to nearby residents;
- d) Municipal servicing of the site, including the municipality's capability to service the site and the adequacy of adjacent infrastructure;
- e) Provisions for adequate landscaping, buffering, screening and lighting of the development, with consideration given to the types of impacts that may be felt by adjacent properties;
- f) Provisions regarding preservation of mature trees and planting of trees on disturbed areas of the development
- g) The provision of suitable pedestrian, cycling, and motor traffic circulation with particular regard to ingress and egress from the site, traffic flows and parking and bicycle parking;
- h) Adequacy of existing and proposed road networks to service the proposed development, including walkways and sidewalks and further active transportation infrastructure;
- i) Parking requirements shall be guided by the standard of the zone; deviations from the regular requirements must be reasonable and well justified;
- j) Parking lot design shall consider ease of movement for pedestrian and vehicular traffic;
- k) Provisions regarding signage and lighting that may be sensitive to the overall visual amenity of the immediate area and safety issues;
- l) Protection of watercourses and/or wetlands including sedimentation mitigation practices to be prepared by a qualified professional;
- m) Methods of stormwater management on-site and methods used to control runoff and erosion on neighbouring properties;
- n) The impact of new development on emergency response infrastructure;

- o) If parts of the proposal are located in any floodplain, the applicable sections of the Land Use By-law and/or this strategy shall be satisfied;
- p) If parts of the proposal are located in a zone protecting municipal drinking water well heads, the proposal shall credibly demonstrate that no adverse effects on the drinking water supply can occur through the development;
- q) If the proposal is in proximity to the railway line, the 'Guidelines for New Development in Proximity to Railway Operations', as issued by the Federation of Canadian Municipalities, shall be considered to an extent deemed reasonable by Council;
- r) Any other matter of planning concern;
- s) Time limits for the application for a development permit and the initiation and completion of construction;
- t) The establishment of hours of operation and maintenance of the proposed use; and
- u) That a performance surety of an appropriate value has been agreed upon, which enables the Town to access funds for completion of works on-site in case of a contractual breach.

### **9.2.6 Site Planning**

**ADM17** Council shall permit certain types of development by site plan approval, which is a negotiated process similar to the development agreement but typically requires less involvement of Council. In accordance with the Municipal Government Act, the Land Use by-law shall prescribe the types of developments to be permitted only by Site Plan Approval and define the criteria against which such proposals will be evaluated.

### **9.2.7 Policies and Enabling Provision of Land Use By-law Regulatory Powers**

**ADM18** Outdoor storage or outdoor display is a necessary component for some businesses. Some commercial and industrial uses, such as car dealerships and lumber yards, require large quantities of storage space. It is not economical to construct large buildings for the storage of these goods, and outside storage is often the only alternative. Outdoor storage is highly land consumptive and may be aesthetically unpleasing, therefore it may be regulated in size or limited to certain zones.

**ADM19** Signs have an impact on the appearance of communities. Signs can also create safety hazards by interfering with visibility and regulatory signage. Signs will be regulated by the Municipality in order to mitigate negative impacts of signs on community character. Council may establish regulations in the Land Use By-law regarding the type, number, size and location of signs and sign structures generally or relating to certain zones.

**ADM20** Signage requirements in this Bylaw may be varied by site plan approval. The type, location, number, and size of signs or sign structures must not negatively alter the appearance of the streetscape or neighbourhood. Where signage requirements are varied by site plan approval, the signage must be drawn

**ADM21** Antigonish has a strong inventory of buildings with architectural character, and has a walkable form because of a historical development trend that has mixed land uses. To maintain existing architectural character, and to further encourage development with a walkable, mixed use form, Council may establish regulations in the Land Use By-law providing for:

- a) Regulation or performance standards regarding the external appearance of structures;

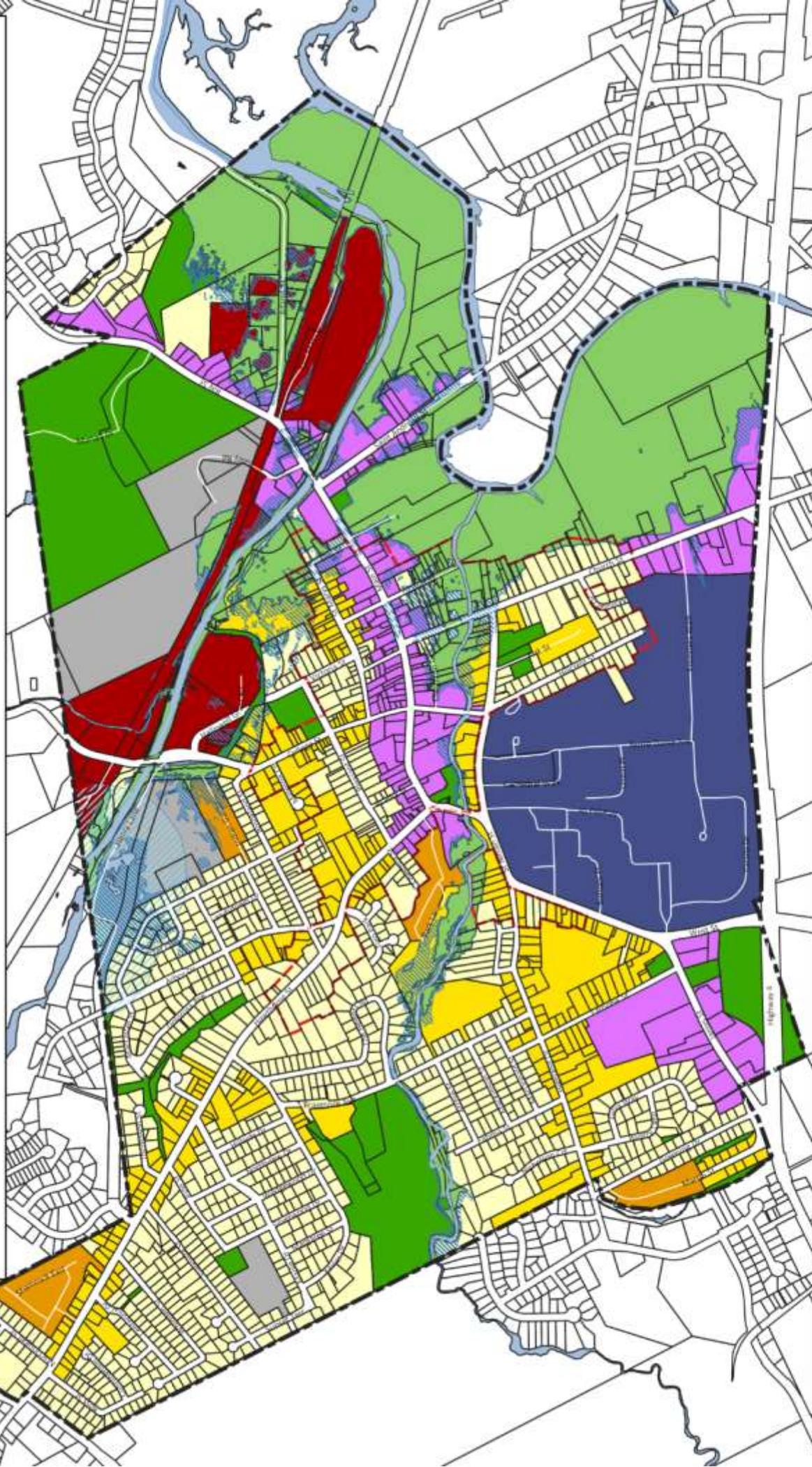
- b) Bonus zoning or performance standards related to the provision of additional permitted development potential related to the creation of a mix of land uses, or
- c) Bonus zoning or performance standards related to the provision of additional permitted development potential related to the retention of existing structures;

**ADM22** Urban and suburban areas generate more stormwater runoff than undeveloped land. Impervious surfaces - hard surfaces like concrete, asphalt and roofs - do not allow water to soak into the ground. Removing trees and other vegetation also increases stormwater runoff. To provide for visual breaks from urban form, and to further encourage pervious surfaces, Council may establish regulations or performance standards in the Land Use By-law relating to outdoor lighting, landscaping, buffering or planting of trees and vegetation.

**ADM23** Legal nonconforming uses and structures shall be subject to the applicable sections of the Municipal Government Act. These requirements will be relaxed so that non-conforming uses and structures shall be subject to the following provisions:

- a) A nonconforming structure may be fully repaired or replaced if it is destroyed or substantially damaged, provided that there is no increase in the non-conformity of the building;
- b) Nonconforming structures may be altered, extended or enlarged up to 25% of their original gross floor area, provided all other applicable provisions under this By-law are met. Developments in the High Risk Floodplain (HF) Zone are excluded from this relaxation.
- c) Nonconforming structures may be extended or enlarged beyond to 25% of their original gross floor area by development agreement pursuant to Policy ADM15. Developments in the High Risk Floodplain (HF) Zone are excluded from this relaxation.
- d) A nonconforming use in a structure may be extended throughout the existing structure;
- e) A nonconforming use may be recommenced if discontinued for a period of up to 1 year;

# Schedule A- Generalized Future Land Use Map



## Designations

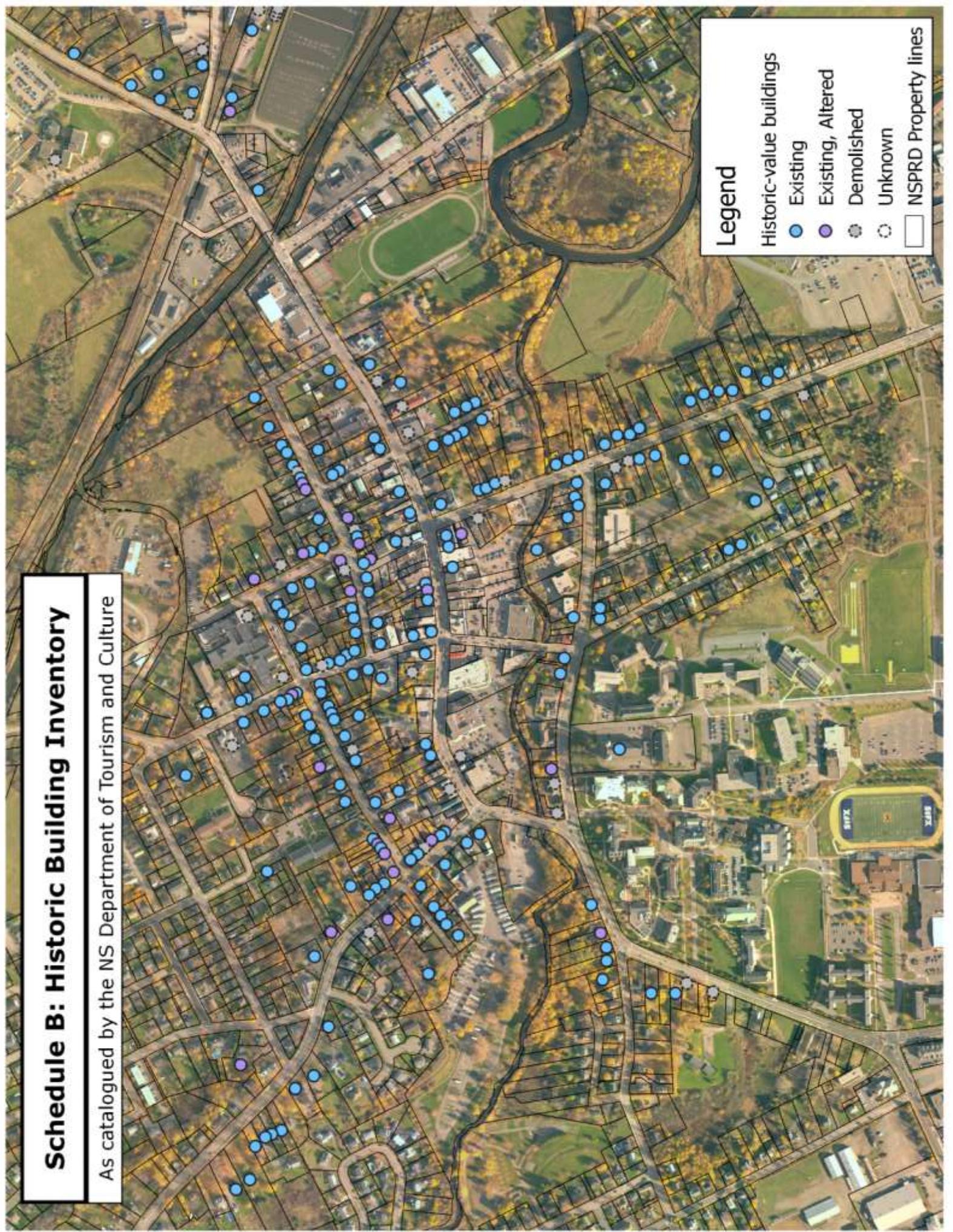
- Residential Neighbourhood
- Higher Order Residential Neighbourhood
- Manufactured Home
- Mixed Use
- Commercial
- Community Use
- University
- High Risk Floodplain (HF)

## Comprehensive Development District Overlay Designations

- Old Town Overlay (OT)
- Water Supply Overlay (WS)
- Moderate Risk Floodplain Overlay (MF)

# Schedule B: Historic Building Inventory

As catalogued by the NS Department of Tourism and Culture



## Legend

Historic-value buildings

● Existing

● Existing, Altered

● Demolished

○ Unknown

□ NSPRD Property lines

# Design Guidelines for the Town of Antigonish

The Town of Antigonish has adopted the following Design Guidelines to guide development in the 'Old Town District.' The Land Use By-law requires that development applications within this District, when proceeding through Site Plan Approval or Development Agreement, considers these Guidelines to the satisfaction of the Development Officer.

## WHY DO WE NEED DESIGN GUIDELINES?

The Town of Antigonish thrives, in part, because of the richness and uniqueness of our built heritage. The intent of these Guidelines is to protect and enhance our built heritage while also being sensitive to our social and economic aspirations. This document offers guidance for site specific design, particularly relating to building façade, which enhances our streetscapes and public realm.

Architectural and design elements in these Guidelines have been derived from architecture of the 19th and early 20th Centuries, a period corresponding to the period of most significant built growth in Antigonish. The predominant architectural styles tended to be Neoclassical with the Greek Revival style especially popular for commercial buildings. In general, buildings were 1 ½ to 2 ½ stories with the gable end facing the street.

There were however a variety of other styles such as Vernacular, Italianate, and Gothic Revival. Various fires and periods of redevelopment have claimed many of these buildings and those which remain, only a few are architecturally intact, unspoiled by insensitive renovation.

## Schedule C: Design Guidelines for the Town of Antigonish



## HOW TO USE THE DESIGN GUIDELINES

Through these guidelines we hope not only to demonstrate respect for our built heritage and develop a more attractive, functional and competitive commercial area, but also to develop a downtown in which our pride and essence as a community are manifest. Hospitality, vitality, and

a sense of looking forward while respecting the riches of our heritage are the messages we wish to portray in the architecture of our downtown. These guidelines are not intended to prescribe a specific form of building design. These guidelines should be used to:



### Provide Context

Help architects and developers to understand significant elements of our built heritage and provide additional context to requirements in the Land Use By-law.



### Provide Guidance

Provide guidance to the Development Officer regarding design elements that help applications to meet the requirement for consideration of these Guidelines under Site Plan Approval.



### Provide Inspiration

Provide inspiration for design elements that should be incorporated using modern design techniques and practices. These design guidelines are not intended to encourage applicants to mimic the past, but rather to provide inspiration for blending elements of our built heritage with design that is complementary.



# Design Principles

## The Street Wall

To create a public realm with the sensation of comfort, but not claustrophobia, the ideal ratio between building height and separation across a street is in the range of 1:2 to 1:3. In the commercial areas of the Old Town District, this ratio indicates that the street wall of a building should be between 1.5 to 3 storeys and located at or near the street line. Likewise, building facades should be broken into bays to add excitement along the street wall and foster a pleasant experience for pedestrians.

## Fenestration

Windows do more in buildings than provide ventilation and light. They are major elements in the overall composition of a building providing punctuation and balance as well as offering clues as to whether a space is public or private in nature. Vertical orientation of windows with consistent fenestration patterns, similar to windows in older buildings, helps to address context in the Old Town District.

## Storefront Doorways

On Main Street and in the surrounding mixed-use areas in the Old Town District, the visibility and appearance of storefront doorways is important to fostering a safe and welcoming public realm. Emphasizing doorways not only defines the entrance and provides some measure of weather protection for window shopping, but also serves to draw those same window shoppers into the store.

## Ornamentation and Facade Design

Ornamentation on a building can serve many purposes. Cornices above ground floor windows can be used to articulate the different uses associated with the various stories of the building, while a cornice along the top of the building can be used to help it relate to the horizontal elements of adjacent buildings. Mouldings around and over windows give them depth and presence, elevating them beyond the utilitarian. The use of pilasters, protruding or recessed bays, dormers, pediments, etc. can help add definition and character to a building and, in many instances, increase function as well. Finally, and perhaps most importantly, ornamentation contributes to a lively streetscape and impacts the pedestrian experience of the public realm.

## Methods:

- Design the streetwall to define the street and frame vistas.
- Relate the streetwall setbacks to an area's established character and ensure an overall sense of enclosure.
- In mixed-use areas, articulate streewalls vertically in fine-grained forms such as retail bays or townhouses.
- Where a development has a forecourt of streetwall setback, provide an inviting transitional public realm between the building wall and the sidewalk.
- Locate uses that encourage the engagement of pedestrians at the sidewalk or ground floor of the building.

- Use surrounding fenestration patterns in the immediate contextual area to guide new building façade design.
- Orient windows vertically and incorporate windows into building articulation patterns.
- Consider Old Town fenestration contextual elements and incorporate where possible, including frames, sashes, muntins, glazing, sills, heads, hoodmolds, moldings, or shutters.

- Use large plate-glass windows or multi-paned recesses to emphasize the storefront doorway.
- Select paint colours and materials that differentiate the shopfront commercial uses at grade from the rest of the building.
- Design new awnings and canopies to fit within the dominant horizontal structural elements of the lower façade and so as not to obscure significant architectural features.

- Use ornamentation to highlight unique architectural features on building façades.
- Accentuate building entrances through height, width, recesses, canopies, or landscaping.
- Use cladding and building materials true to their nature, and do not mimic other materials.



# Design Principles

## Building Materials and Colours

Building materials in Antigonish have traditionally been stone, brick and wood. These materials are durable, natural and impart a sense of quality and historical continuity to buildings. Metal and plastic siding do not. Color is very important in both residential and mixed-use areas in the Old Town District. A building may seem warm and vibrant, or cool and lifeless, it all comes down to colour. Colour also may be used to accentuate architectural details, entryways and so on.

## Landscaping and Site Layout

In the mixed-use areas of the Old Town District, new buildings should be built as close to the street line as is feasible. Large gaps in the street wall created to accommodate parking are disruptive and should be avoided or, at least, minimized. Rear parking areas should be divided into smaller bays with landscaped dividers and should be interconnected with adjacent parking areas. In residential areas of the Old Town District, new buildings should attempt to fit the context of neighbouring buildings. Any areas of the site which are not taken up by the building or used for parking should be landscaped or developed as pedestrian linkages and pocket parks for residential tenants.

## Lighting

Lighting in the mixed-use areas of the Old Town District should compliment the building design by emphasizing architectural elements and materials as well as illuminating signage. Pedestrian linkages should be lit in warm colours with ground-oriented, pedestrian scale fixtures. Additionally, the public realm surrounding the building should be well-lit and easily navigable. Parking areas should be discretely lit in warm colours. Large, glaring single source lights such as pole mounted sodium or mercury vapour lights should be avoided as they are disturbing to neighbouring residential areas and are utilitarian in nature.

## Methods:

- a. Use building material, texture, and colour that are:
  - i. Common to the adjacent area, or
  - ii. Part of a contemporary material strategy that contrasts existing materials.
- b. Use high-quality, long-lasting, and durable materials such as brick, stone, concrete, steel, glass, or high-grade wood on publicly visible façades.
- c. Carry material choices and themes around a building to any façades exposed to public view.

- a. Orient and site buildings so that they are aligned with the traditional Antigonish block pattern.
- b. In mixed use areas, build buildings as close to the street line as is feasible to create a sense of enclosure for pedestrians.
- c. Avoid creating large gaps in the street wall and minimize the effects of these gaps using landscaping and traffic calming features (in the case of large gaps for parking access).
- d. Divide rear parking areas into smaller bays with landscaped dividers and connect these areas safely with adjacent parking areas and pedestrian linkages.
- e. Any areas of the site which are not taken up by the building or used for parking should be landscaped or developed as pedestrian linkages and pocket parks, and ensure that these areas are publicly accessible and act as connections through the site.
- f. Define the boundaries of open space using treatments such as changes in materials, seating, and plantings.

- a. Pedestrian linkages, parking lots, and other publicly accessible areas should be lit in warm colours with ground-oriented, pedestrian scale fixtures.
  - b. Avoid lighting that flashes, moves, or varies in intensity or large, glaring single source lights such as pole mounted sodium or mercury vapour lights
  - c. Use dimming and subtle colour variations for building lighting.
  - d. Integrate signs and sign lighting into the design of building facades, and use signage for which the theme, size, shape, colour, material, and proportion complements the building design.
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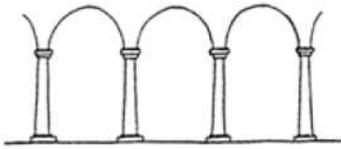
# Architectural Details

The following are a series of architectural details and design solutions that may be useful in helping applicants to meet the guidelines from the previous section.



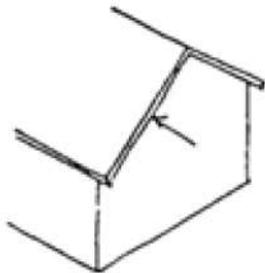
## ARCADE

A series of arches



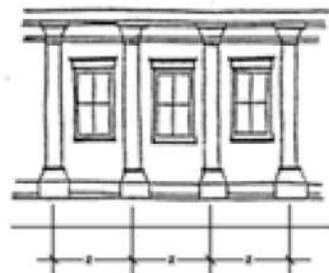
## BARGEBOARD

Board at end of gable, sometimes ornately carved



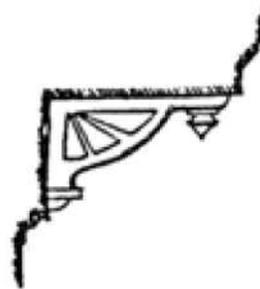
## BAY

Bay window; section of a building repeated several times



## BRACKET

Supporting under a wide overhang



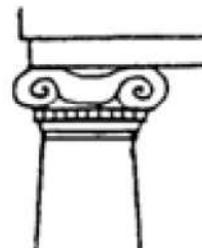
## CANOPY

Ornamental roof-like structure, especially over a door or a window



## CAPITAL

The top of a column, often decorated





## COLUMN

An upright support, usually circular in plan, comprising a base, shaft, and capital



## FACETED DORMER WINDOW

Dormer window with more than one face, as is a bay window



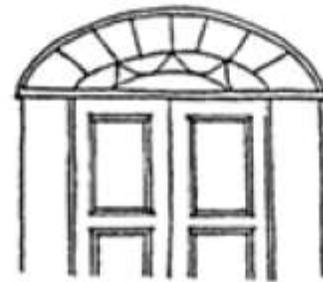
## CORNICE

The projecting finish at the top of a wall or entablature



## FANLIGHT

Window over a door which is fan-shaped, usually Neoclassical



## ENTABLATURE

A projecting frieze or cornice of several members



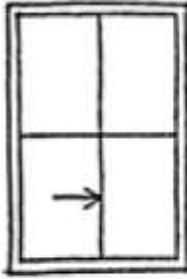
## FRIEZE

Moulding in the entablature, may be flat or carved



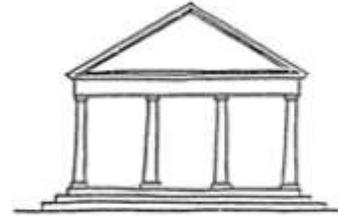
## GLAZING BAR

Rabbeted wood or metal support to hold glass



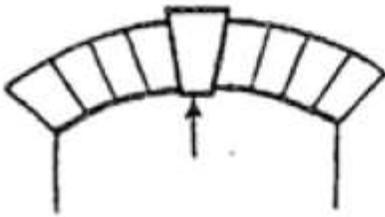
## PEDIMENT

The triangular gable of a classical temple, often used on Neoclassical designs



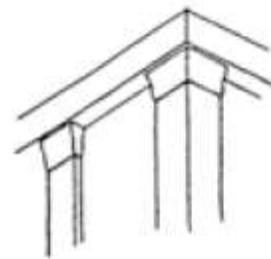
## KEYSTONE

The top and last stone to be put into an arch, sometimes decorated



## PILASTER

A portion of a wall thickened for stability or ornamentation, often given mouldings



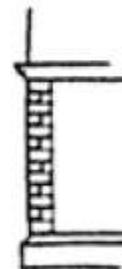
## ORIEL

A bay window supported by brackets



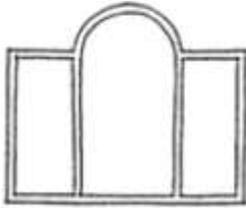
## QUOIN

Thickened blocks at the corner of a masonry wall



## PALLADIAN

A window shape, term often applied to the shape of a window used by Andrea Palladio (1508-1580)



## RUSTICATION

In masonry, the exaggeration of the joints and the roughness of the stones, usually at the base of a wall



## STRING COURSE

A flat, projecting band of masonry, usually at floor level



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## REFERENCES

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